

Northeast and Eastern Central Florida Area Contingency Plan

Annex 1000: Introduction



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1000 INTRODUCTION

In response to the EXXON VALDEZ oil spill in Alaska, the United States government quickly enacted legislation to specifically address many of the deficiencies identified in the response system at that time. These included a lack of a unified effort between local, state and federal stakeholders, no common defined response structure from neither federal, state or local, poor information management to the press, public and other affected parties, and minimal information exchange between all parties. The development of the ACP through the area committee is essential in addressing and rectifying these issues.

The Area Contingency Plan (ACP) is a plan prepared by the Area Committee (AC) that is developed to be implemented in conjunction with the National Contingency Plan (NCP) and the Regional Contingency Plan (RCP), to address removal of oil and hazardous substances. The boundary of the area this plan covers includes those areas within the jurisdiction of the U.S. Coast Guard Marine Safety Office Jacksonville. The area contingency planning process is based on the premise that proper planning is essential to a safe and effective response. In keeping with the Coast Guard Commandant's motto, "Preparation Equals Performance", the Area Committee seeks to enhance the response community's ability to successfully mitigate substantial threats or actual incidents through an effective and coordinated planning process. The purpose of the plan is to define roles, responsibilities, resources, and procedures necessary respond to a myriad of spill response evolutions. It is important to note that the ACP is a plan for use in responding to an incident. Information found in the plan relating to such items as response resources should not be viewed as performance standards. These are planning criteria based on a set of assumptions that may not exist during an actual incident

The ACP is formatted within an ICS framework and utilizes the Incident Command System. As an overview Section 1000 provides the authority and theoretical framework for the current response system in the United States. Section [2000 Command](#) discusses the Unified Command concept while detailing the staff responsibilities of the Unified Command members including the Information, Safety and Liaison positions. Section [3000 Operations](#) describes the structure and role of the Operations section including geographic response plans, which divide the entire COTP zone into manageable areas. The links to the maps provide all of the information necessary to identify sensitive areas and plan response operations. [Section 4000 Planning](#) provides the Planning Section structure and roles while detailing required correspondence, and permit and consultation procedures. Section [5000 Logistics](#) addresses the Logistics Section while Section [6000 Finance](#) details the Finance and Administration Section. Section [7000 Hazardous Materials](#) is reserved for further development and Section [8000 Marine Fire Fighting](#) houses the Marine Fire Fighting Plan. The final section, Section [9000 Appendices](#), contains the appendices for the plan and they include notification procedures, personnel and resource directories, a draft IAP and other relevant documentation. All USCG ACPs will be in this basic format to allow for consistency across the nation while still accounting for geographic differences. This format also allows for easier manipulation in a computer medium This plan will be digitized and available for downloading from the USCG MSO Jacksonville's web site.

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1100 Authority

This section describes the various authorities of entities involved in the response to oil and hazardous materials discharges and releases in the coastal area. The section is organized as follows:

- 1110 Captain of the Port Authority
- 1120 Response System Authority
- 1130 Investigative Authority

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1110 Captain of the Port Authority

Executive Order 12777 of 22 October 1991 designated the following responsibilities for the Commandant of the U.S. Coast Guard (through the Secretary of Transportation) for the coastal zone, and for the Administrator of the Environmental Protection Agency for the inland zone. The term “coastal zone” is defined in the current NCP (40 CFR 300.5) to mean all United States waters subject to the tide, United States waters of the Great Lakes, specified ports and harbors on inland rivers, and the waters of the Exclusive Economic Zone (EEZ). The Coast Guard has designated as areas, those portions of the Captain of the Port (COTP) zones, which are within the coastal zone, for which Area Committees will prepare Area Contingency Plans. The COTP zones are described in Coast Guard regulations (33 CFR Part 3).

1120 Response System Authority

Section 4202 of the Oil Pollution Act of 1990 (OPA 90) amended Subsection (j) of Section 311 of the Federal Water Pollution Control Act (FWPCA) (33 U.S.C. 1321 (j)) to address the development of a National Planning and Response System. As part of this system, Area Committees have been established for each area designated by the President. These Area Committees are comprised of qualified personnel from federal, state, and local agencies. Each Area Committee, under the direction of the Federal On-Scene Coordinator (FOSC) for the area, is responsible for developing an Area Contingency Plan (ACP). This development process includes appointing Area Committee members, determining information to be included in Area Contingency Plans, and reviewing and approving Area Contingency Plans. The ACP, when implemented in conjunction with the National Contingency Plan (NCP), shall be adequate to remove a worst-case discharge of oil or a hazardous substance. In addition, it shall also mitigate or prevent a substantial threat of such a discharge, from a vessel, offshore facility, or onshore facility operating in or near the geographic area. Each Area Committee is responsible for working with state and local officials to pre-plan for joint response efforts, including appropriate procedures for mechanical recovery, dispersal, shoreline cleanup, protection of sensitive environmental areas, and protection, rescue, and rehabilitation of fisheries and wildlife. The Area Committee is also required to work with state and local officials to expedite decisions for the use of dispersants and other mitigating substances and devices.

1130 Investigative Authority

Several federal, state, and local agencies have a direct role in the enforcement of applicable laws and regulations associated with a discharge, or substantial threat of a discharge, of oil into the navigable waters of the U.S. The investigation into alleged violations of the many applicable laws and regulations require a coordinated effort among the several agencies. These agencies include USCG, MMS and FDEP.

1130.1 The United States Coast Guard

The U.S. Coast Guard has enforcement and investigative authority for a significant array of potential violations of federal laws and regulations, as well as enforcement actions under applicable international treaties. Federal laws and regulations associated with a discharge or a substantial threat of a discharge of oil include applicable components of the Clean Water Act as amended; the Oil Pollution Act of 1990; the Ports and Waterways Act; The Port and Tanker Safety Act; The Act to Prevent Pollution from Ships (1980), as amended; and, Annex I of the International Convention for the Prevention of Pollution from Ships, 1973, as modified by the Protocol of 1978 (MARPOL 73/78). In addition, authorities pursuant to 46 USC 7701 and 46 USC 6101 relate to personnel actions (licensed mariners), and marine casualties, respectively. The federal regulations associated with potential investigative or enforcement interest under these circumstances include, though are not limited to, applicable sections of 46 CFR with particular attention to Parts 4, 5, 16; 33 CFR Parts 126, 130, 151, 153-160; and 40 CFR Parts 116, and 117. Potential federal enforcement actions associated with a pollution discharge may include, but are not limited to: the collection of statements and evidence to determine the causes of the associated marine casualty, mandatory chemical testing of involved licensed personnel, and the collection of oil samples in the water and on suspect vessels.

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1130.2 United States Department of the Interior, Minerals Management Service (MMS)

The MMS's regulatory authority for accident investigation of offshore oil and gas facilities and related operations is based on the provisions in 30 CFR Part 250.19, Accident Reports (see also the OCS Lands Act Amendments, September 18, 1979, 43 USC 1801, Title II, Sec 208, Sec 22 (d) (1)). The MMS Manual states that the agency's principal objectives in conducting accident investigations are: "...to ensure consistent data collection and investigation of accidents in order to gather the information necessary to determine the cause(s) and to make appropriate recommendations for any corrective action needed. The primary goals are to prevent the recurrence of accidents, to enhance the safety of operations, and to protect the environment." (MMS Manual, Program Series, Part 640, Rules and Operations, Chapter 3, Accident Data Collection and Investigation, August 3, 1992). The MMS manual further states in Chapter 3.3.(A) that "unless otherwise specifically ordered by the Director, all investigations...shall be fact-finding proceedings with no criminal issues and no adverse parties. The purpose of the investigation is to prepare a public report." An August 29, 1989 Memorandum of Understanding (MOU) between the MMS and USCG provides guidelines for convening accident panels and coordinating accident investigations between the two agencies.

1130.3 The State of Florida, Department of Environmental Protection

Florida statute Section 376.031(12) designates FDEP as the lead agency in responding to all discharges of pollutants that occur in coastal waters, estuaries, tidal flats, beaches and lands adjoining the seacoast of Florida. Additional information can be found in Florida's Coastal Pollutant Spill Contingency Plan which is maintained by Florida Bureau of Environmental Response.

1130.4 Local Enforcement Authorities

Local agencies rely on the authority of the federal and state agencies to investigate, respond, and penalize for incidents within their respective regulatory jurisdiction. These agencies are detailed in Appendices [9240.109 Emergency Services](#), [9230.120 Local Law Enforcement](#) and [9220.110 State Law Enforcement](#).

1200 Geographic Boundaries

There are three sets of Federal boundaries important in dealing with maritime discharges or potential discharges of oil. Federal boundaries, or areas, include the Officer in Charge of Marine Inspection zone (OCMI), Captain of the Port zone (COTP), and the Coast Guard predesignated Federal On Scene Coordinator (FOSC) area. State and local boundaries correspond exactly with their political boundaries.

This Contingency Plan applies only in the area where the COTP is the predesignated FOSC.

1210 OCMI & COTP Zone

Marine Safety Office Jacksonville's Officer In Charge Marine Inspection and Captain of the Port (COTP) Area of Responsibility (AOR) as specified in 33 CFR 3.35-20 are as follows:

The boundary of the Jacksonville Marine Inspection Zone and Captain of the Port Zone starts at the Georgia coast at 30° 50'W (30° 00'N 83° 50'W); mouth of the Fenholloway River, thence due north to a position 30° 15'N 83° 50'W; thence due west to a position 30° 15'N 84° 45'W; thence due north to the Florida-Georgia boundary at longitude 84° 45'W; thence easterly along the Florida-Georgia boundary at longitude 84° 45'W; thence easterly along the Florida-Georgia boundary to longitude 83° 00'W; thence southeasterly to 28°00'N 81° 30'W; thence due south to 26° 00'N 81° 30'W; thence southwesterly to the southern tip of Cape Romano, FL. The western offshore boundary of the Tampa Captain of the Port Zone is a line bearing 199 T from the intersection of the Florida coast at 30° 00'N, 083° 50'W Longitude to the offshore extent of the EEZ. The eastern offshore boundary is a line bearing 227 T from 26° 00'N Latitude 081° 30'W Longitude to the offshore extent of the EEZ. (See [Appendix XXXX](#).)

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These boundaries recognize the Coast Guard's primary responsibility over discharges and releases in navigable waters from vessels and waterfront facilities as defined in 33 CFR 126.01 and EPA's primary responsibility for discharges and releases that occur on land. Since realistically the discharge may occur in both zones simultaneously, as a general rule, the location of the source of the discharge will be the determining factor of which agency provides the OSC. When the discharge or release occurs and remains within one agency's boundary, it is clear which agency will provide the OSC. In these cases, when requested by the other agency, each agency will provide support, within the limits of their resources, to the other's OSC. When a spill occurs in one zone and flows, or threatens to flow, into another either: (1) the EPA will provide the OSC and the CG will assist the EPA with waterside clean-up operations or (2) by mutual agreement, the CG would provide the OSC and resources. Communication and coordination between EPA and CG OSCs is vital to an effective federal response.



Map 1 - Geographic Boundaries – Area of Responsibility

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1220 FOSC Area

As defined in the 03 November 1999 Memorandum of Understanding (MOU) between the U.S. EPA (Region IV) and the Seventh U.S. Coast Guard District, the Captain of the Port, Jacksonville, Florida will be the pre-designated Federal OSC in the following areas. As a result of the MOU and as delineated therein, the Captain of the Port Jacksonville is the pre-designated FOSC for the coastal area and the EPA is responsible for the inland areas. When a roadway is used to delineate a boundary, that boundary shall be to, but shall not include, the roadway. Due to minor ambiguities in the coastal area boundary line for Northeast and Eastern Central Florida, the Coast Guard and EPA are renegotiating the boundary line definition for this area and anticipate a revised MOU will be promulgated. In the interim, the boundary line below reflects the agreed consensus.

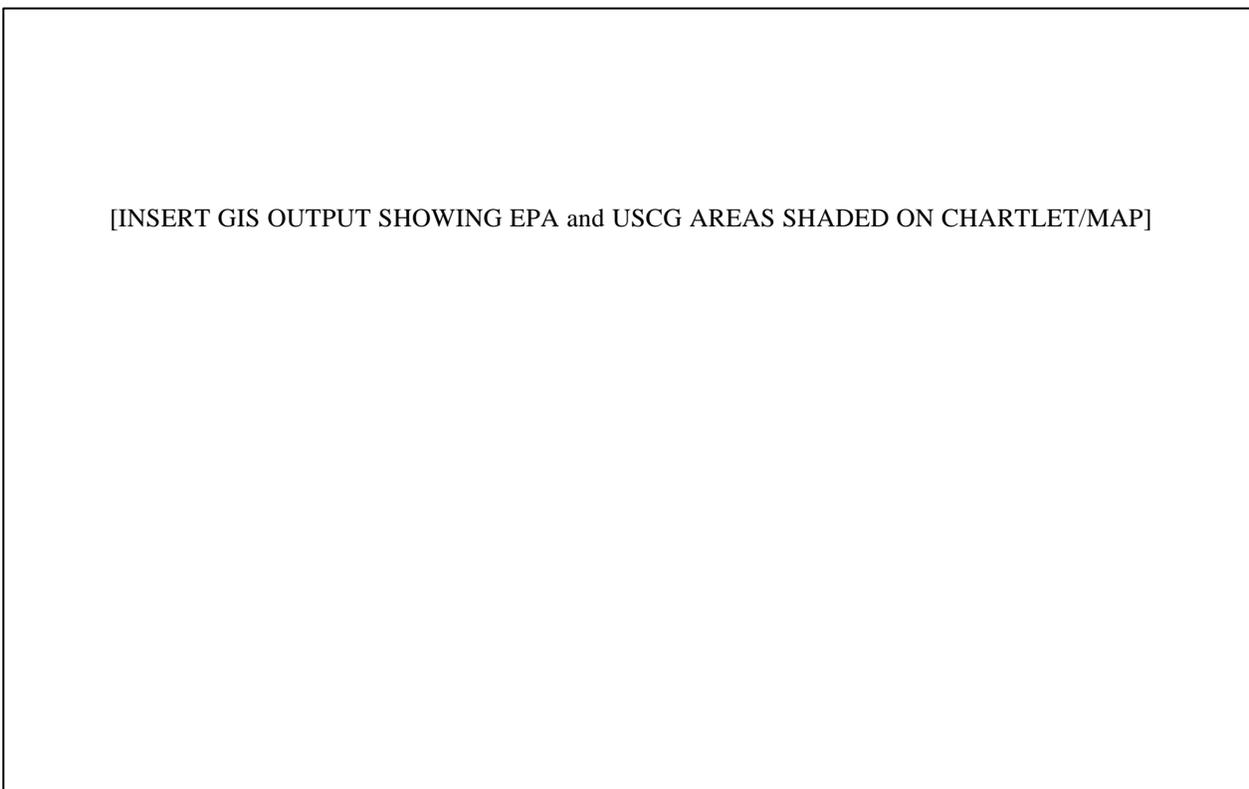
From:

- | | |
|------|---|
| (1) | The Georgia Coastline at 30 degrees 50 minutes North Latitude;
Then proceeding due west to: |
| (2) | Interstate Route 95;
then south along I-95 to: |
| (3) | the US Route 17 Interchange at Becker, FL (N 30 42'41", W 81 40' 18");
then south along US 17 to: |
| (4) | the north bank of the US 17 Broward River Bridge;
then inland along and encircling the two branches of the Cedar Creek keeping to 100 yards from the waterline and returning to: |
| (5) | the south bank of the US 17 Broward River Bridge;
Then south along US 17 to: |
| (6) | the north bank of the US 17 Trout River Bridge;
Then inland along and encircling the Trout River as far inland as the I-295 bridge and the Ribault River as far inland as the SR115 Bridge keeping to 100 yards from the waterline and returning to: |
| (7) | the south bank of the US 17 Trout River Bridge;
Then crossing US 17 at: |
| (8) | Trout River Drive (Jacksonville, FL) (N 30 23' 31", W 81 38' 52");
Then east and southeast along Trout River Drive to: |
| (9) | Buffalo Avenue (Jacksonville FL) (N 30 23' 10", W 81 38' 28");
then south along Buffalo Avenue to: |
| (10) | Evergreen Avenue (Jacksonville FL) (N 30 22' 18", W 81 38' 24");
then south along Evergreen Avenue to: |
| (11) | SR 115 / Alternate US Route 1 (N 30 21' 23", W 81 38' 36");
then east and turning south along SR 115/US 1 to: |
| (12) | SR 115 / Alternate US Route 90;
then east along SR 115/ Alt 90 to: |
| (13) | a point 100 yards inland of the west bank of the St. Johns River at SR 115 / Alt 90;
then inland along and encircling the St. Johns River and designated waterfront facilities as far south as but not including Lake George and including the tributary waters of the Ortega and Cedar Rivers, Doctors Inlet, and Julington creek (but excluding tributaries leading to Crescent Lake and Lack Ocklawaha) keeping to 100 yards from the waterline and returning north to: |
| (14) | a point 100 yards inland of the east bank of the St. Johns River at SR 115 / Alt 90;
then east along SR 115/ Alt 90 to: |
| (15) | University Boulevard (Jacksonville FL);
then north along University Boulevard to: |

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- | | |
|------|---|
| (16) | Fort Caroline Road (Jacksonville FL); |
| | then east along Fort Caroline Road to: |
| (17) | Mount Pleasant Road (Jacksonville FL); |
| | then east and south along Mount Pleasant Road to: |
| (18) | Girvin Road (Jacksonville FL); |
| | then south along Girvin Road to: |
| (19) | Atlantic Boulevard / US Route A1A; |
| | then east along Atlantic / A1A to: |
| (20) | San Pablo Boulevard / FL101A; |
| | then south along FL101A to: |
| (21) | the St. Johns County Boundary; |
| | then south along the county boundary to: |
| (22) | US Route 1; |
| | then south along US 1 to: |
| (23) | I-95 at the US-1 Marineland Interchange; |
| | then south along I-95 to: |
| (24) | US Route 1 at the I-95 Ormond by the Sea Interchange; |
| | then south along US 1 to: |
| (25) | the latitude line at 28 degrees north latitude; |
| | then east along the latitude line to the sea at: |
| (26) | the shoreline at 28 degrees north latitude. |

Also included are all waterfront facilities even where these facilities extend more than 100 yards from the shore of the St. Johns River. This area is depicted graphically as:



1230 Hazardous Materials Release Area

The boundaries for MSO Jacksonville Hazardous Material release response is the same as for the Coast Guard predesignated Federal On Scene Coordinator (FOSC) area for oil spills. A Memorandum of Understanding (MOU) between the Coast Guard and the EPA defines the area in which COTP Jacksonville is the predesignated FOSC for oil spills and Hazardous Material releases.

1240 Offshore Response Area

The northern offshore boundary of the Jacksonville Captain of the Port Zone is 30_ 50' N Latitude from shore to the offshore extent of the Exclusive Economic Zone (EEZ). The southern offshore boundary is 28_ 00' N Latitude from shore to the offshore extent of the Exclusive Economic Zone (EEZ).

MSO Jacksonville's authority to investigate and prosecute OPA 90 violations in the offshore area extends to 12 miles offshore. Beyond 12 miles violations of OPA 90 are based on the threat of pollution in the Jacksonville FOSC area within 12 miles of shore.

1250 Area Spill History

From the analysis of previous oil and hazardous material incidents, the National Oceanic and Atmospheric Administration to determine historical patterns that would be useful in response planning conducted a study.

The most pertinent source of information for analyzing historical spills was found to be the Coast Guard Marine Safety Office (MSO) pollution reports. Files are kept on every pollution incident, and the date, location, suspected sources, cause, and type, amount, and fate of the material involved are provided for each incident. The files between January 1981 - April 1989 were examined to identify all oil spills involving 200 gallons or more, and all chemical incidents involving more than 10 gallons.

Most of the locations are clustered in the industrial area on the western bank of the St. Johns River. Some of the incidents are inland, and a few are on the river or the coast, but most are on the waterfront. There were three coastal groundings, and one spill occurred on the ICW.

The above analysis showed that serious pollution incidents and potential incidents have occurred in the past which were related to the 3 major modes of transportation; truck, railroad and by vessels. The facilities have been the site of more incidents than the transportation routes, but the facility incidents are typically smaller. Petroleum products are the most frequently involved material type, but chemicals also have been spilled. Although major ocean spills did not affect the study area during the time period of analysis, the possibility of such a spill should not be overlooked.

The "high risk" areas in the MSO Jacksonville area that are the most likely point for waterborne pollution incidents caused by shipping accidents are:

JACKSONVILLE AREA

1. St. John's River mouth - There is a Mayport car carrying ferry that transits across the river regularly. There is also considerable Navy traffic that enters and leaves the Navy Station at Mayport.
2. St. Johns River - Where the Intracoastal Waterway (ICW) meets the St. Johns River (Sister's Creek) there is a high volume of recreational traffic.
3. St. Johns River - The four 90 degree turns in the river located at Dames Point, Broward Point, Chaseville Turn, and Commodore Point.
4. St. Johns River Bridges - Channel narrows to 173 feet at the Acosta and Fuller Warren Bridges.
5. St. Mary's River - Where the ICW meet (Amelia River) there is a high volume of recreational traffic along with the passage of nuclear submarines from the Navy Base at Kings Bay.

PORT CANAVERAL AREA

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1. Vessels, particularly barges, departing the locks into the Banana River or the port enter high traffic areas utilized by recreational and commercial vessels. Barges also utilize mooring areas north of the Barge Canal in the Banana River.
2. Navy refueling and ordinance loading operations in the Trident and the Central Turning Basins.
3. NASA Solid Rocket Booster recovery operations and recovery vessel transit through the port and locks.
4. After heavy rains, flood waters coming from Sykes Creek into the Barge Canal have the potential to cause rapid changes in water flow and navigation problems for barges or other vessels transiting the area.
5. The Southeast Shoal off the tip of the Cape is very shallow, and sand bars form out to about a distance of one mile. The amount of sand being deposited or removed by the currents can also vary with the tides or seasons. Ships enroute to, or leaving the port often cut through the area rather than continuing out past the sea buoy, and pose a risk of grounding.

AREA MAJOR SPILLS

Year Incident Spill Volume

1970	Container Ship/Tank barge Collision	50,000 Gal.
1972	Fire/Sinking of M/V OLYMPIC WARRIOR	40,000 Gal.
1984	Charter Oil Underground Pipeline Spill	15,000 Gal.
1987	Stranding of M/V FERNPASSAT on jetties	100,000 Gal.
1987	Valve failure while bunkering	10,000 Gal.
1988	Tug Sinking	40,000 Gal.
1993	Overfilled tank on T/S PRIME TRADER	30,000 Gal.

[UPDATE WITH SPILLS AFTER 1993]

1260 Sensitive Areas

A variety of shoreline types occur within the Jacksonville Captain of the Port Zone and are dispersed along the Atlantic Ocean and inland to the St. Johns River. Throughout the Jacksonville zone, sandy beaches, salt marshes, tidal flats, and mangrove swamps occur along the coastal areas. Riverine systems found along the Intracoastal Waterway (ICW), St. Johns River, and associated tributaries include salt marshes, freshwater marshes, hardwood swamps, vegetated riverbanks, eroding bluffs, tidal flats, and mangrove swamps. Numerous shellfish harvesting areas have been identified and designated for commercial harvesting. Seawalls, bulkheads, and riprap structures have been constructed throughout the zone, primarily in urban areas.

Each of these shoreline types have been assigned a priority ranking for the purpose of identifying shoreline protection strategies in advance of a real-time spill event. Considerations used in prioritizing shoreline types included sensitivity of the habitat to oil, biological significance, economic significance, and cleaning parameters, e.g. ease of cleaning, natural cleaning. The usefulness of this priority classification system is dependent on its simplicity; therefore each shoreline type was assigned to either a high (A), moderate (B), or low (C) sensitivity class. This type of habitat grouping by class should facilitate decision making for shoreline protection in the event of a spill. Of course, public lands, including State, Federal, and local should certainly receive an added degree of consideration, as these areas have generally been purchased for the purpose of protecting these outstanding natural areas. These lands are indicated on the sensitivity maps.

As stated above, biological significance of a particular habitat type was incorporated in the prioritization process, however these groupings by class do not necessarily consider the significance of specific individual locations. Therefore, important known bird rookeries, bald eagle nests, and significant nesting beaches for threatened and endangered sea turtles have been indicated on the sensitivity maps. These areas should certainly receive the highest priority for protection, at least during the relevant breeding season. These areas should also receive special consideration when planning cleaning strategies of oiled areas following a pollution event.

Many of the riverbanks in Northeast Florida contain significant archaeological sites. Many of these sites have been located and mapped by the Division of Historical Resources, Florida Department of State. Due to the sensitivity of these areas, the exact location of significant archaeological sites is often times not made available for public

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information. Therefore, a pollution discharge which impacts any riverbank in the Jacksonville Captain of the Port zone should be reported to the Division of Historical Resources in Tallahassee prior to commencement of clean up activities. If the State determines that an archaeological site(s) is threatened by either the pollution event or the subsequent clean up activities they will provide a professional archaeologist for consultation.

Archaeological sites, such as burial mounds, may occur in woodlands and other sites may occur within the dunes along coastal beaches. The presence of pieces of broken pottery (sherds), spear points and arrowheads, mounded dirt, and shell mounds may all serve as clues for the presence of an archaeological site. Often, these clues may go unnoticed by the untrained eye; therefore it is always best to consult the Division of Historical Resources, particularly when a pollutant has impacted a riverbank, or areas which require heavy equipment to be moved off road through a wooded area, or through a dune system

Bureau of Archaeological Research, (8am – 5pm Only)
 Tallahassee, FL - Jim Miller
 (850) 245- 6444 Fax (850) 245-6436

C.A.R.L. Archaeologist,
 St. Augustine, FL - Chris Newman
 (904) 825-5028 Fax (904) 825-5044

1300 Area Committee

This section outlines the functioning of the Area Planning Committee. The section is organized as follows:

- 1310 Purpose and Objective
- 1320 Area Committee Organization
- 1330 Area Committee Roles and Rules of Membership
- 1340 Area Committee Members
- 1350

1310 Purpose and Objective

The Area Committee is a spill preparedness and planning body made up of Federal, State, and local agency representatives. The OSC will coordinate the activities of the Area Committee and assist in the development of a comprehensive Area Contingency Plan that is consistent with the NCP.

This Area Contingency Plan describes the strategy for a coordinated Federal, State and local response to a discharge or substantial threat of discharge of oil or a release of a hazardous substance from a vessel, offshore facility, or onshore facility operating within the boundaries of the Area of MSO Jacksonville, FL. This plan addresses response to a most probable discharge, a maximum most probable discharge, and a worst-case discharge including discharges from fire or explosion. Planning for these three scenarios covers the expected range of spills likely to occur in this area.

For purposes of this plan, the most probable discharge is the size of the average spill in the area based on the historical data available. The maximum most probable discharge is also based on historical spill data, and is the size of the discharge most likely to occur taking into account such factors as the size of the largest recorded spill, traffic flow through the area, hazard assessment, risk assessment, seasonal considerations, spill histories and operating records of facilities and vessels in the area, etc. The worst-case discharge for a vessel is a discharge of its entire cargo in adverse weather conditions. The worst-case discharge from an offshore or onshore facility is the largest foreseeable discharge in adverse weather conditions. These scenarios are described in [Appendix 9400](#).

This plan shall be used as a framework for response mechanisms to evaluate shortfalls and weaknesses in the response structure before an incident, and as a guide for reviewing vessel and facility response plans required by OPA 90, to ensure consistency. The review for consistency should address, as a minimum, the economically and environmentally sensitive areas within the area, the response equipment (quantity and type) available within the area

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(this includes Federal, State, and local government and industry owned equipment), response personnel available, equipment and personnel needs compared to those available, protection strategies, etc.

1320 Area Committee Organization

The following is a listing of those federal, state and local agencies represented on the MSO Jacksonville Area Committee.

FEDERAL AGENCIES

Environmental Protection Agency
 Federal Emergency Management Agency
 National Aeronautics and Space Administration
 National Oceanic and Atmospheric Administration
 National Park Service
 U.S. Army Corps of Engineers
 U.S. Fish and Wildlife Service
 U.S. Navy

STATE AGENCIES

Florida Department of Environmental Protection
 Florida Game and Fresh Water Fish Commission
 Georgia Department of Natural Resources

LOCAL AGENCIES

Brevard County Emergency Management Division
 St. Johns County Department of Public Safety
 St. Johns River Water Management District
 Volusia County Department of Environmental Management
 City of Cocoa Beach Department of Public Works
 City of Daytona Beach Department of Public Works
 City of Jacksonville Regulatory and Environmental Services Dept.
 City of Jacksonville Department of Fire and Rescue
 City of Melbourne, Fire Department
 City of Palatka Fire Department
 City of Titusville Fire and Emergency Services

1330 Area Committee's Role and Members

The primary role of the Area Committee is to act as a planning body. Area Committees are made up of experienced environmental/response representatives from Federal, State and local government agencies with definitive responsibilities for the area's environmental integrity. Each member is empowered by their own agency to make decisions on behalf of the agency and to commit the agency to carrying out roles and responsibilities as described in this plan. The pre-designated Federal On-scene Coordinator for the area will serve as chairman of the Committee. He/she will designate the vice-chairman, select the Committee members, and provide general direction and guidance for the Committee. The OSC should solicit the advice of the RRT to determine appropriate representatives from federal and state agencies. The Area Committee is encouraged to solicit advice, guidance, or expertise from all appropriate sources and establish subcommittees as necessary to accomplish the preparedness and planning tasks. Subcommittee participants may include facility owners/operators, shipping company representative, cleanup contractors, emergency response officials, marine pilots associations, academia, environmental groups, consultants, response organizations and concerned citizens. The OSC will appoint the subcommittee members. The OSC directs the Area Committee's development and maintenance of the Area Contingency Plan.

1330.1 Executive Steering Committee

The Executive Steering Subcommittee was established in 1998 to guide the Area Committee. It provides the necessary oversight for the Area Committee, which allows for more efficient operation. These subcommittee

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members review the area plans and provide guidance on the development of strategic goals for the ACP. In addition, they develop and prioritize work lists, establish new subcommittees as necessary, and task subcommittee as appropriate.

The Executive Steering Committee shall have the following representatives:

- Chairman, FOSC
- Vice Chairman, SOSC
- Scientific Support Coordinator
- NOAA Hazmat
- Preparedness Subcommittee Chairman
- Scientific Support Subcommittee Chairman
- Resource Subcommittee
- Industry Representative

1330.2 Scientific Support Subcommittee

The Scientific Support Subcommittee is tasked with developing, examining and maintaining economic and environmentally sensitive areas, response strategies for use in these sensitive areas, prioritizing sensitive areas for protection, and developing site-specific response strategies, including the possibility of pre-staging response equipment in the vicinity. In addition, they will identify all appropriate countermeasures, mechanical and others such as dispersants, chemical agents, and other spill mitigating substances or devices, including pre-approval or disapproval, for offshore and shoreline areas. This includes mapping out sensitive areas with natural collection sites, boom sites and specific response strategies. The environmentally sensitive areas will include fish and wildlife areas, sensitive areas (slow to recover), and human use areas (water intakes, archaeological and tribal use areas, recreational areas, marinas, aquaculture, etc.).

1330.3 Preparedness Subcommittee

The Preparedness Subcommittee is tasked with developing, examining and maintaining strategies for responding to spills, contingency planning, and drills and exercises.

1330.4 Resources Subcommittee

The Resource Subcommittee is comprised of a chair and representatives from the USCG, FDEP, and industry. As required, expertise will be sought from the general response community based on topic and area of expertise. All information will be based on input from the Scientific Support Committee and Resource Committee. The Resources Subcommittee is tasked with developing, examining, and maintaining lists of all resources required to respond to an oil spill event, including, but not limited to OSROs, major response equipment, logistics, personnel, information resources, and special forces.

1340 Area Committee Members

Updated contact list phone numbers for committee members in [Section 9200](#)

FEDERAL AGENCIES

USCG MSO JACKSONVILLE
7820 Arlington Expy Suite 400
Jacksonville, FL 32211

MEMBER

Commanding Officer
Executive Officer
Chief, Port Preparedness Department
Chief, Port Operations Department
Chief, Maritime Domain Awareness Department

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FEDERAL AGENCIES

U.S. EPA, REGION IV
Emergency Response and
Removal Branch.
345 Courtland Street, N.E
Atlanta, GA 30365

U.S. DEPARTMENT OF COMMERCE
N.O.A.A. HAZMAT
Claude Pepper Federal Building
P.O. Box 83
51 S.W. 1st Avenue, Room 1123
Miami, FL 33130

U.S. FISH AND WILDLIFE SERVICE
1875 Century Blvd. Suite 310
Atlanta, GA 30345

FEDERAL EMERGENCY
MANAGEMENT AGENCY
ATLANTA REGIONAL OFFICE
Suite 706
1371 Peachtree Street, N.E.
Atlanta GA 30309

U.S. NAVY REGIONAL,
COORDINATOR
NAVAL AIR STATION JACKSONVILLE
Code N3, Box 102
NAS Jacksonville, FL 32212

NATIONAL PARK SERVICE
P.O. Box 806
St. Mary's, GA 31558

U.S. ARMY CORPS OF ENGINEERS
P.O. Box 4970
Jacksonville, FL 32232

STATE AGENCIES

FLORIDA DEPARTMENT OF
ENVIRONMENTAL PROTECTION
NORTHEAST DISTRICT
7825 Baymeadows Way, Suite 200B
Jacksonville, FL 32256-7577

FLORIDA DEPARTMENT OF
ENVIRONMENTAL PROTECTION,
CENTRAL DISTRICT
3319 Maguire Blvd., Suite 232
Orlando, Florida 32803-3767

MEMBER

Emergency Response Coordinator

NOAA Hazmat Officer

Damage Assessment
Spill Coordinator

Hazardous Materials
Program Specialist

Environmental Coordinator

Biologist

Chief, Construction- Operations Branch

MEMBER

Coastal Protection Coordinator
Environmental Specialist
Emergency Response Coordinator

Environmental Manager

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STATE AGENCIES

FLORIDA GAME AND FRESH WATER
FISH COMMISSION
Rt. 7 Box 440
Lake City, FL 32055

MEMBER

Regional Non-game Biologist

FLORIDA GAME AND FRESH WATER
FISH COMMISSION
1239 S.W. 10th Street
Ocala, FL 34474

Regional Non-game Biologist

GEORGIA DEPARTMENT OF NATURAL
RESOURCES, ENVIRONMENTAL
PROTECTION DIVISION
205 Butler St., SE Floyd Tower
Atlanta, GA 30334

Environmental Specialist

LOCAL GOVERNMENTAL AGENCIES

MEMBER

BREVARD COUNTY
2725 St. Johns St., Bldg. B
Melbourne, FL 32940

Director, Emergency Management/
Communications Division

CITY OF JACKSONVILLE
107 N. Market Street
Jacksonville, FL 32202

Chairman, Local Emergency
Planning Committee NE, FL

ST. JOHNS COUNTY
4455 Avenue "A" Suite 100
St. Augustine, FL 32085

Director of Public Safety

COUNTY OF VOLUSIA
49 Keyton Drive
Daytona Bch., FL 32720

Director, Department of
Environmental Management

CITY OF COCOA BEACH
2 South Orlando Avenue
Cocoa Beach, FL 32932

Director, Public Works

CITY OF DAYTONA BEACH
P.O. Box 2451
Daytona Beach, FL 32115-2451

Public Works Director

CITY OF MELBOURNE
865 Eau Gallie Boulevard
Melbourne, FL 32935

Fire Chief

CITY OF PALATKA
100 North Eleventh Street
Palatka, FL 32177

Director, Emergency Management

CITY OF TITUSVILLE
P.O. Box 2806
Titusville, FL 32781

Fire Department
Hazardous Materials Coordinator

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OTHER MEMBERS

These members of the Area Committee include local industry, local response organizations, and concerned citizens. Their membership and participation changes too often to keep an accurate accounting in the ACP itself.

1350 Revision & Update Requirements

Area Contingency Plans shall be reviewed annually with major revisions occurring every 5 years. Plans shall be reviewed annually anytime within the calendar year with the following areas examined and updated: emergency notification lists, response equipment information (type and amount of available equipment), sensitive areas, hazard/risk assessment of the area, response strategies (changes based on new technologies or equipment, etc), and/or dispersants approval. Major revisions will be based on Commandant or District mandated revisions or modifications, which would substantially impact the format or content of the Plan. Any changes to the plan must be noted on the record of changes page. All changes will be submitted to Commander, Seventh Coast Guard District for approval. Once changes are approved MSO Jacksonville will issue an instruction for a page change for distribution.

1400 National Response System

This section describes the National Response System in detail. The section is organized as follows:

- 1410 National Response System Purpose
- 1420 National Response Policy

1410 National Response System Purpose

The National Response System (NRS) was developed to coordinate all government agencies with responsibility for environmental protection, in a focused response strategy for the immediate and effective clean up of oil or hazardous substance discharge. The NRS is a three tiered response and preparedness mechanism that supports the predesignated Federal OSC in coordinating national, regional, local government agencies, industry, and the responsible party during response.

The NRS supports the responsibilities of the OSC, under the direction of the Federal Water Pollution Control Act's federal removal authority. The OSC plans and coordinates response strategy on scene, using the support of the National Response Team (NRT), Regional Response Team (RRT), Area Committees, and responsible parties as necessary, to supply the needed trained personnel, equipment, and scientific support to complete an immediate and effective response to any oil or hazardous substance discharge.

The NRS is designed to support the OSC and facilitate responses to a discharge or threatened discharge of oil or a hazardous substance. The NRS is used for all spills, including a Spill of National Significance (SONS). When appropriate, the NRS is designed to incorporate a unified command and control support mechanism (unified command) consisting of the OSC, the State's Incident Manager, and the Responsible Party's Incident Manager. The unified command structure allows for a coordinated response effort which takes into account the Federal, State, local and responsible party concerns and interests when implementing the response strategy. A unified command establishes a forum for open, frank discussions on problems that must be addressed by the parties with primary responsibility for oil and hazardous substance discharge removal. A unified command helps to ensure a coordinated, effective response is carried out and that the particular needs of all parties involved are taken into consideration. The OSC has the ultimate authority in a response operation and will exert this authority only if the other members of the unified command are not present or are unable to reach consensus within a reasonable time frame. During hazardous substance release responses in which local agencies usually assume a leading role, the local agency may assume one of the unified commander roles when a unified command is used. During responses to oil spills, local agencies are not usually involved as part of a unified command, but provide agency representatives who interface with the command structure through the Liaison Officer or the State representative. When a unified command is used, a Joint Operations Center and Joint Information Bureau shall be established. The Joint Operations Center should be located near and convenient to the site of the discharge. All responders (Federal, State, local and private) should be incorporated into the OSC's response organization at the appropriate level.

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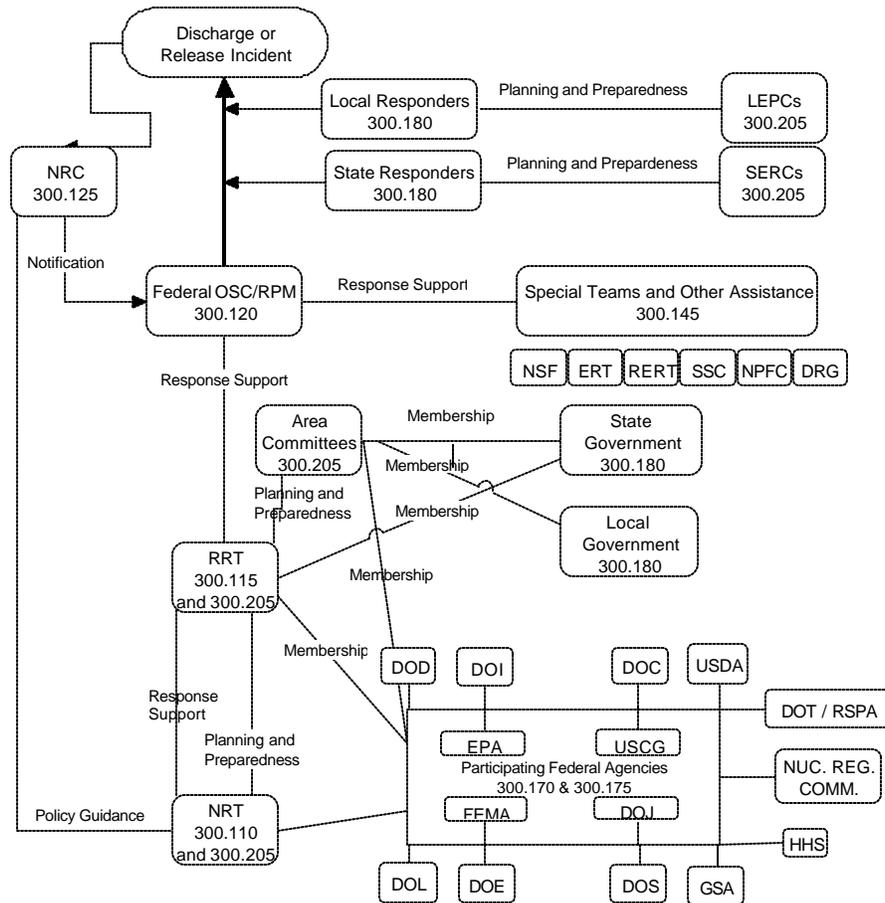
1410.1 SONS

A Spill Of National Significance (SONS) is that rare, catastrophic spill event which captures the nation's attention due to its actual damage or significant potential for adverse environmental impact. A SONS is defined as a spill which greatly exceeds the response capability at the local and regional levels and which, due to its size, location, and actual or potential for adverse impact on the environment is so complex, it requires extraordinary coordination of Federal, State, local and private resources to contain and clean up. Only the Commandant of the Coast Guard or the Administrator of the EPA can declare a SONS.

The response to a SONS event must be a coordinated response that integrates the OSC's response organization with the SONS response organization.

The SONS organization is addressed in Commandant Note (COMDTNOTE) 16465, and is outlined below. In times of SONS, the National Incident Task Force (NITF) comes into play.

The NITF is a national organization, with representatives from federal, state and local government agencies and the private sector working together to respond to and cleanup the spill. Existing crisis action organizations will be available to provide support and information to the NITF as necessary. For example, the figure below illustrates the connection and relationship between the Coast Guard's internal crisis action system for spill response and the NITF.



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1420 National Response Policy

The perception of the inherent dangers and complex threats facing this country and the potential consequences they could have on the American way of life has changed significantly since September 11, 2001. These threats cross a broad spectrum of contingencies from acts of terrorism to natural disasters to other man-made hazards (accidental or intentional). Because all carry the potential for severe consequences, these threats must be addressed with a unified national effort. A new paradigm for incident management is required.

Incident management cannot be event driven. The new paradigm must be approached through increased awareness, preventive measures, and robust preparedness. Preventing an incident from ever occurring reaps far more dividends than simply reducing the costs of post-incident response and recovery. Consequently, in this new Plan, awareness, prevention, and preparedness efforts will be given similar emphasis to that traditionally afforded to the response and recovery domains. To make the response and recovery aspects of our nation's readiness system as efficient and effective as possible, a cooperative national effort is essential, one with a unified approach to incident management and with the ultimate goal of a significant reduction in our nation's vulnerability over time. Successful implementation of this new paradigm is critically dependent on information-sharing, consistent and timely communication between all institutions that are party to the National Response Plan, and a common planning framework that captures valuable best practices across the spectrum of contingencies.

While the primary responsibility for initial incident response remains at the local level, using locally available assets, special capabilities for prevention or response may also require Federal and private-sector resources in the case of the most dangerous and complex threats. The fundamental requirements of this new Plan are to develop consistent approaches to domestic preparedness as well as to incident management across the life cycle of an incident—from awareness, through prevention and preparedness, and into response and recovery—and to improve the effective use of resources that are available at each step of this life cycle. This consistency must reach to all levels of domestic incident management, from the highest echelons of the Federal government to the individual field-level responders.

The Department of Homeland Security (DHS) has been charged with the responsibility of unifying the nation's efforts to deal with domestic contingencies. To facilitate this mandate, the President issued Homeland Security Presidential Directive 5 (HSPD-5) on February 28, 2003, calling for the creation of a National Response Plan (NRP) to "integrate Federal Government domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan" under the authority of the Secretary of Homeland Security. Under the NRP, a National Incident Management System (NIMS) will be developed to provide a consistent nationwide framework to standardize incident management practices and procedures to ensure that Federal, State, and local governments can work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity.

1421 Purpose of the National Response Plan

The purpose of the NRP is to enhance the ability of the United States to prepare for and to manage domestic incidents by establishing a single, comprehensive national approach. To accomplish this goal, the NRP integrates all incident management activities across the continuum from pre-incident awareness, prevention, and preparedness to incident response and post-incident recovery. It establishes a single base plan to address all hazards and contingencies, covering all disciplines. The Plan also ensures coordination at all levels of government—local, State, and Federal—and cooperation with the private and public sectors in order to bring the full range of the nation's capabilities to bear in protecting the homeland. Finally, this Plan ensures that the Federal government works effectively and efficiently with State and local agencies to prevent, prepare for, respond to, and recover from domestic incidents by establishing a common NIMS to be used at all levels.

The initial version of the NRP sets forth the conceptual structure, key tenets, roles and responsibilities, and main principles of the NRP and the NIMS. The final version of the NRP, in conjunction with the NIMS, will:

1. Integrate Federal Government domestic incident awareness, prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan;

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2. Describe the structure and mechanisms for providing national-level policy guidance and operational direction for Federal support to State and local incident management and for exercising direct Federal authorities and responsibilities, as appropriate;
3. Include protocols for operating under different threats or threat levels;
4. Incorporate existing Federal emergency and incident management plans (with appropriate modifications and revisions) either as integrated components of the NRP or as supporting operational plans;
5. Incorporate additional operational plans or annexes, as appropriate, including public affairs and intergovernmental communications;
6. Include a consistent approach to reporting incidents, providing assessments, and making recommendations to the President, the Secretary of Homeland Security, and the Homeland Security Council;
7. Include rigorous requirements for continuous improvements arising from tests, exercises, experience with incidents, and new information and technologies;
8. Serve as the foundation for further development of detailed agency, regional, State, and local operational plans and procedures;
9. Include guidelines for notification, coordination, and leadership and support of activities necessary for awareness, prevention, preparedness, response, and recovery related to domestic incidents, as well as for the dissemination of emergency public information;
10. Acknowledge the unique nature of each incident, the capabilities of local jurisdictions, and the actions necessary to prevent or to mitigate a specific threat or incident;
11. Recognize the responsibilities of Federal departments and agencies to carry out their responsibilities under the law; and
12. Illustrate ways in which Federal, State, and local governments, with the support of the private sector and the American public, can most effectively unify and synchronize their efforts to prevent or respond to domestic incidents.

The NRP applies to:

1. All domestic incidents, across the universe of incident management activities, including pre-incident awareness, prevention, preparedness, incident response, and post-incident recovery. For the purpose of this Plan, the term “domestic incident” means any of the following when occurring within the “United States”¹:
 - a. An “emergency” or “major disaster”;²
 - ¹ As defined in section 2 (16) (A) of the Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135, et seq. (2002) to include any territory, waters, airspace, or conveyance subject to the jurisdiction or operation of the United States.
 - ² As defined in sections 102 (1) and (2) of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122).
 - b. A threat or act of “terrorism”³ that the Secretary, in consultation with the Attorney General, determines is of sufficient magnitude to warrant implementation of this Plan; or
 - c. Any other occasion or instance in which one or more of the following conditions or thresholds applies:
 - (1) A Federal department or agency acting under its own authority has requested the assistance of the Secretary;
 - (2) The resources of State and local authorities are overwhelmed and Federal assistance has been requested by the appropriate State and local authorities;
 - (3) More than one Federal department or agency has become substantially involved in responding to the incident; or
 - (4) The Secretary has been directed to assume responsibility for managing the incident by the President.

2. The following organizations:

- a. All Federal departments and agencies;
- b. State and local authorities when requesting Federal assistance;
- c. State and local authorities accepting Federal preparedness assistance through grants, contracts, or other activities beginning in Fiscal Year 2005; and
- d. Private and nongovernmental entities partnering with the Federal Government in relation to domestic incident management activities.

1422 Design Imperatives from HSPD-5

The NRP reflects certain key tenets as set forth in HSPD-5, namely, that the NRP be:

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1. A single plan. The NRP integrates existing Federal domestic awareness, prevention, preparedness, response, and recovery plans into one base plan, addressing functional areas common to most contingencies, with annexes to describe unique procedures required under special circumstances.
2. An “all hazards/all disciplines” plan. Current emergency plans are designed to deal with only certain types of contingencies. In keeping with the requirements of HSPD-5, the NRP is a single plan that is flexible enough to accommodate “all hazards,” and covering all of the disciplines required for conducting activities throughout the “life cycle” of an incident. Under the NRP, “hazards” refers to the full range of possible contingencies, including:
 - a. Natural disasters, such as floods, earthquakes, hurricanes, tornadoes, droughts, and epidemics;
 - b. Accidents, such as chemical spills, industrial accidents, radiological or nuclear incidents, explosions, and utility outages;
 - c. Civil or political incidents, including mass migrations, the domestic effects of war, nation-state attacks, and unrest or disorder resulting from riots, public demonstrations, and strikes.
 - d. Terrorist or criminal incidents, including chemical, biological, radiological, nuclear, explosive, or cyber threats or attacks; and
 - e. Significant events and designated special events requiring security, such as inaugurations, State of the Union addresses, the Olympics, and international summit conferences.
 These contingencies are not mutually exclusive and may occur individually, simultaneously, or in combination.
3. A plan that emphasizes unity of effort among all levels of government. The NRP is a national plan that emphasizes unity of effort among all levels of government. Under this Plan, Federal, State, and local governments, along with private organizations and the American public, work as partners to manage domestic contingencies efficiently and effectively.
4. A plan that integrates crisis and consequence management. In keeping with the Presidential Directive, the NRP will “treat crisis management and consequence management as a single, integrated function, rather than as two separate functions.”
5. A plan that places the same emphasis on awareness, prevention, and preparedness as traditionally has been placed on response and recovery. Traditionally, response plans have been exactly what their name implies—plans for responding to and recovering from an incident or contingency. In the aftermath of September 11, 2001, however, preventing terrorism and reducing our nation’s vulnerabilities through preparedness have become top priorities. The NRP sets forth a new concept of a “response” plan by covering five domains: awareness, prevention, preparedness, response and recovery.

1423 Guiding Principles

In addition to the imperatives set forth in HSPD-5, the following fundamental principles guide the development of the NRP:

1. **Fundamental Role of State and Local Authorities.** The NRP recognizes that domestic contingencies generally begin and are initially responded to as local events. The vast majority of events are dealt with at the State or local level. Federal involvement will not be necessary in many instances, except for reporting.
2. **Importance of Effective Communication.** Information sharing between agencies is critical to the success of a national plan. The NRP requires effective information sharing among all affected parties. Timely reporting is essential for informed decision making at all levels. Specific reporting requirements will be detailed in the NIMS.
3. **Primacy of Preserving Human Life.** Preserving human life constitutes the first priority under the NRP and, during the execution of activities under this Plan. Preserving human life will always take precedence over other response and recovery requirements.
4. **Seamless Transitions.** The NRP includes mechanisms to provide seamless transitions that must occur on several levels. To be effective, operations must transition smoothly from simple to complex situations and from routine, day-to-day operations to catastrophic incidents. In addition, under appropriate circumstances, DHS will have mechanisms for seamless integration of DHS responsibilities with the Department of Justice (DOJ) and the Federal Bureau of Investigation (FBI), the Department of Defense (DOD), and the Department of State. These mechanisms and circumstances will be addressed in the NRP annexes.
5. **Standardization of Systems, Procedures, and Communications.** Effective incident-management operations require interoperability and compatibility in systems, procedures, and communications. Through the NIMS, this Plan provides a core set of concepts, principles, terminology, and technologies. Agencies and authorities are expected to conform to the standards of the NRP and the NIMS.

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6. **Integration of Best Practices.** To capitalize on what has been deemed effective in the past, the NRP incorporates many best practices from previous plans and agencies, as well as exercises and actual experience. In addition, the NRP and the NIMS contain required processes to ensure continuous improvement and vulnerability reduction through lessons learned and other feedback. The NIMS will also include processes for taking advantage of research and development and technological advances.

7. **Need for an Agile Incident Management Capability.** To support this requirement, the NRP must be:

a. **Scalable.** The NRP can be utilized to cover the spectrum from day-to-day incident management activities to the most complex and severe contingencies, including catastrophic events.

b. **Modular.** The NRP is designed so that some or all of its components can be tailored to fit the specific requirements of a situation.

c. **Flexible.** The NRP is able to address new threats and risks. It also addresses the need to implement changes to operational procedures based on lessons learned and other feedback mechanisms.

8. **Ability to Accommodate State and Local Systems.** When implemented, the NRP and the NIMS should be flexible enough to accommodate State and local incident management systems.

1424 Five Incident Management Domains

The *life cycle* of activities is best described as containing five *domains* within which domestic incident management activities occur: awareness, prevention, preparedness, response, and recovery. A key element of the domain life cycle concept is the recognition of the critical importance of the need for continuous improvement, through feedback mechanisms, lessons learned, evaluations, research and development, the adoption of best practices, and other dynamic processes.

1424.1 Awareness

Awareness refers to the continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively. It involves an interactive process of sharing and evaluating information from multiple sources to include the fusion of domestic and international intelligence and operational reports into a coherent picture. It includes communications and reporting activities and activities to forecast or predict incidents and to detect and monitor threats and hazards. It also covers public education. Awareness activities are the bases for advice, alert and warning, intelligence and information-sharing, technical assistance, consultations, notifications, and informed decision-making at all interagency and intergovernmental levels, as well as with the private sector and the public.

1424.2 Prevention

Prevention refers to actions to avoid an incident, to intervene to stop an incident from occurring, or to mitigate an incident's effects. It involves actions to protect lives and property and to defend against attacks. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health surveillance and testing processes; immunizations, isolation, or quarantine; and law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity.

1424.3 Preparedness

Preparedness refers to the activities necessary to build and sustain performance across all of the other domains. In one sense, preparedness is part of the life cycle of a specific incident in that it includes the range of deliberate, time-sensitive tasks that need to occur in the transition from prevention to response. Preparedness can also be characterized as a continuous process or cycle. The mission of preparedness is to develop meaningful answers to the question, "are we prepared to be aware of, to prevent, to respond to, and to recover from terrorist attacks, major disasters, and other emergencies?" Preparedness involves efforts at all levels of government and within the private sector to identify risks or threats, to determine vulnerabilities, to inventory resources available to address those vulnerabilities, and to identify requirements or shortfalls, resulting in a preparedness plan to remedy shortfalls over time. Preparedness plans include program initiatives for planning, training, equipping, exercising, and evaluating capability to ensure sustainable performance in order to prevent, prepare for and respond to incidents.

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1424.4 Response

Response refers to the activities necessary to address the immediate and short-term effects of an incident, which focus primarily on the actions necessary to save lives, to protect property, and to meet basic human needs. Life-saving and life-protecting activities take precedence over other critical actions. Response activities include assessing preliminary damage and unmet needs; activating and deploying response resources into an affected area; providing access to and mobility within the area of operations; developing, coordinating, and executing an integrated incident management plan (which includes the activities of all response agencies); allocating existing resources in support of the plan and obtaining additional resources as required; and deactivation and standing down. It includes activities for providing basic life-support functions and services, triaging and treating personal injuries, minimizing damage to the environment and to property, both public and private, and planning for the transition from response to recovery within each functional area. Response operations also include law enforcement, investigative, and security activities conducted to address the criminal aspects of the incident.

1424.5 Recovery

Recovery refers to those actions necessary to restore the community back to normal and to bring the perpetrators of an intentional incident to justice. It entails the development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents. It may also include prosecution, incarceration, or other forms of punishment against perpetrators of intentional acts, as well as the seizure and forfeiture of their property.

1424.6 Integration of Domains

Domain activities are neither linear nor mutually exclusive. There is no temporal or functional dividing line between or among domains. For example, there are broad and sustained awareness, prevention, and preparedness activities. There are also specific awareness, prevention, and preparation activities for a particular incident that can be undertaken while response or recovery activities are under way. Recovery operations may start simultaneously with response operations. Lessons learned in the conduct of activities in any of the domains will likely inform the enhancement or initiation of activities in several domains.

1425 Primary Federal Agency (PFA)

The Secretary of Homeland Security will designate DHS components and other departments and agencies with extensive experience, capabilities, and authorities in specific areas to serve as PFAs in managing certain functional areas related to a contingency, and to coordinate the activities of other agencies in accomplishing a given function.

The Primary Federal Agencies:

- a. Develop strategies or plans for accomplishing functions assigned by the Secretary. Plans include activities necessary to anticipate, prevent, prepare for, respond to, and recover from incidents;
- b. Execute plans as directed by the Secretary;
- c. Conduct situational assessments in an assigned functional area;
- d. Coordinate with SAs to identify the resources necessary to address Federal, State, or local operational requirements;
- e. Coordinate interagency efforts to develop and execute Functional Area Plans (see section VIII., B., 3. below) and, in specific circumstances, to deliver support in designated functional areas;
- f. Provide technical advice and assistance to DHS;
- g. Conduct periodic readiness assessments within an assigned functional area and report the results of those assessments to DHS;
- h. Plan and conduct training exercises within assigned functional areas aimed at continuous improvement of prevention, response, and recovery capabilities;
- i. Identify new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats; and

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- j. Nominate new technologies that have the potential to improve performance within or across functional areas to DHS for review and evaluation.

1425.1 Supporting Agencies (SA)

The Secretary of Homeland Security shall designate DHS components and other departments and agencies as SAs to provide capabilities and resources that can be used to prevent, prepare for, respond to, or recover from domestic contingencies.

SAs:

- a. Participate in the development of Functional Area Plans;
- b. Assist in conducting situational assessments;
- c. Furnish personnel, equipment, or other resource support as requested by DHS or a PFA;
- d. Provide input to periodic readiness assessments conducted by the PFA for assigned functional areas;
- e. Participate in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities;
- f. Identify new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats; and
- g. Nominate new technologies that have the potential to improve performance within or across functional areas, to DHS for review and evaluation.

1426 National Response Plan Concept of Operations

Domestic incident management operations are traditionally viewed as having local, State, and Federal components. However, in keeping with the intent of HSPD-5, the NRP describes domestic incident management operations in “national” terms. National operations provide the mechanisms to coordinate Homeland Security activities at all levels of government; make the policy decisions necessary to support domestic incident management operations, to allocate resources to multi-regional contingencies, and to communicate effectively with the public concerning actual or impending incidents. This national focus is intended to ensure that Federal, State, and local authorities have the capability to work together efficiently and effectively, through the use of the NRP and the NIMS, and that the capabilities of the private and non-governmental sectors are integrated in support of national requirements. Thus, national operations are the “end state” to be achieved by the Secretary of Homeland Security through the integration of a broad spectrum of related activities into a seamless and consistent approach to domestic incident management.

The critical component of the NRP is the role that the Secretary of Homeland Security plays in integrating the operations of various authorities and agencies into a single system for domestic incident management. The Secretary’s unique roles and responsibilities are based on the authorities and guidance contained in such documents as the *National Strategy for Homeland Security*; the *Homeland Security Act of 2002*; and *Homeland Security Presidential Directive-5*. These roles fall into four main categories – direction and planning, communication and information, training and continuous improvement, and incident management. They span all of the domains and categories of incidents and serve to synchronize activities in each of these areas into a truly national effort. (For more detail, see section V., B., 1., above.)

Almost all domestic contingencies begin at the local level. As a situation escalates, local resources and capabilities may be exhausted or exceeded and additional support may be required. This support can be obtained either through local mutual-aid agreements, assistance provided by the local offices of State or Federal agencies, and ultimately by a request for assistance from the State. Should a contingency escalate further, State mutual-aid compacts can be exercised and the State may request that the Federal government become involved in support of operations. Although local, State, and Federal authorities play different roles in managing domestic incidents, together their collective involvement constitutes the “national” system.

The vast majority of the domestic incidents that will occur may not require Federal assistance or resources to resolve. Nevertheless, the Secretary of Homeland Security must be able to anticipate requirements and keep the President informed on certain activities nationwide—even those that take place at the local level. In addition, the Secretary’s ability to identify trends and to communicate alerts and warnings is dependent on having an accurate picture of activities that are occurring across the nation.

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Awareness of a domestic incident is not a mandate for the Secretary to coordinate operations in every event. In most cases, a local or State government or a Federal department or agency will exercise its own authorities, and perform its core business (maintaining public order and safety) or statutory functions in response to domestic incidents. In a similar vein, the Secretary's authority does not impede individual Federal departments and agencies from carrying out their responsibilities under law. This permits the Secretary to exercise his authority to direct Federal operations or the application of Federal resources, by exception, when it is in the national interest.

Preparedness can be part of the life cycle of a specific incident and can include the range of deliberate, time-sensitive tasks that need to occur in the transition from prevention to response. The requirements for preparedness activities for a specific incident will be set forth in the NIMS. Preparedness can also be characterized as a continuous process or cycle designed to ensure sustainable performance to prevent, prepare for, and respond to incidents.

1427 National Incident Management System (NIMS)

The NIMS is a consistent nationwide framework within which Federal, State, and local governments and the private sector can work effectively and efficiently together within a common system to prepare for, respond to, and recover from domestic incidents, regardless of their cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, and local capabilities, the NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources.

NIMS establishes specific core principles of emergency management to enhance efficiency. These principles are integrated into day-to-day operations to ensure their effectiveness across the life cycle of an incident, from awareness, prevention, and preparedness through response and recovery.

This section outlines the basic NIMS framework and its integration into the NRP. NIMS is built on the following core principles:

1427.1 Common Terminology

The NIMS utilizes a common set of terms and associated meanings, to be used across the incident management community and in all plans supporting the NRP to ensure effective communication between participants.

1427.2 Incident Command System (ICS)

The ICS is the on-scene management structure suitable for managing any incident. A scalable structure, it encompasses all phases and complexity levels of incident management. ICS consists of five primary management functions (command, operations, planning, logistics, and finance) and a Unified Command structure.

1427.3 Unified Command

Unified Command brings together all major organizations (Federal, State, local, and private) with direct responsibility or authority for an incident into a single command structure. This enhances preparedness, response and recovery activities while allowing each organization to fulfill its jurisdictional authorities, responsibilities, and accountability.

1427.4 Multi-Agency Coordination System (MACS)

MACS is a combination of committees, facilities, equipment, personnel, procedures, and communications protocols integrated into a common interagency system with responsibility for coordinating and supporting incident operations. MACS establishes policies and priorities; allocates and tracks resources; and coordinates interagency and intergovernmental decisions. The MACS functions principally through Emergency Operations Centers and Emergency Prevention and Preparedness Councils.

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1427.5 Emergency Operations Center (EOC)

An EOC is a physical location for coordinating response and recovery actions and resources in support of incidents. A permanent, national-level EOC and regional EOCs are envisioned to support NRP requirements.

1427.6 Emergency Prevention and Preparedness Councils (EPPC)

EPPCs are multi-agency, multi-jurisdictional bodies established for pre-event coordination. EPPCs are the principal mechanism through which to maintain and improve the NIMS.

1427.7 Resource Management

Efficient incident management requires a system to identify available resources at all intergovernmental levels in order to enable timely and unimpeded access to resources needed to prepare for, response to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements, the use of special Federal teams, and resource mobilization protocols.

1427.8 Training and Exercise System

In the interest of proper preparedness, NIMS will establish the means to ensure that necessary personnel have the skills to implement emergency plans and perform technical tasks. This system includes a qualification and certification system, a national standard for NIMS positions, and a continuous national incident management capability assurance program.

1427.9 Supporting Technology

NIMS will provide a support architecture to ensure identification of state-of-the-art technologies and systems for application to emergency response activities.

1427.10 Incident Communications and Information Management

NIMS will provide procedures for the effective, coordinated, and controlled management of incident-related information between response centers and to other interested parties. The flow of intelligence and information between local, regional, and national levels is essential in maintaining domain awareness and ensuring that proper prevention and preparedness measures are implemented. Post-incident information management is equally important in executing efficient, effective response.

1427.11 Public Engagement

NIMS will provide for the mechanisms to ensure information related to domestic incidents is gathered and provided to the public; the private sector; State and local authorities; Federal departments and agencies; and to the President.

1427.12 NIMS Framework within the NRP Structure

Most domestic incidents are handled at the local Unified Command level with local entities (Federal, State, and local) participating as appropriate to the incident. In pre-event preparedness and prevention scenarios, the Local Emergency Prevention and Preparedness Councils (LEPPC) play a vital role in coordinating with the local emergency response, prevention, and preparedness communities. The LEPPC(s) are coordinating entities made up of participating local entities.

In the event of the less frequent incident exceeding the local preparedness, response, and/or recovery communities' capabilities, the regional and national incident management organizations will provide support. Working within the State and/or Regional Emergency Operations Centers (SEOC/REOC) and within the Joint Operating Center (JOC) in the case of FBI participation, the multi-agency coordination requirements occur within these frameworks, providing information and resources for the incident commander at the local level.

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Pre-event preparedness and prevention activity occurs at the State and regional EOC(s) and within the Regional Emergency Prevention and Preparedness Councils (REPPC). The National Emergency Prevention and Preparedness Council (NEPPC) coordinates the NIMS, providing policy and guidance to the regional and local EPPCs. The NEPPC is chaired by DHS and members are drawn from each of the PFAs or Support Agencies.

1427.13 Relationship Between NIMS and NIIMS

NIMS is not the National Interagency Incident Management System (NIIMS), but it does recognize the significant benefits of NIIMS and incorporates many of the NIIMS principles. Given that there are differences, however, it is incorrect to assume that the NIMS is a mirror of NIIMS.

1428 The Oil Pollution Act of 1990

Section 4201 of OPA 90 amended Subsection (c) of Section 311 of the FWPCA, to require the FOSC to: “In accordance with the National Contingency Plan and any appropriate Area Contingency Plan, ensure effective and immediate removal of a discharge, and mitigation or prevention of a substantial threat of a discharge, of oil or a hazardous substance into or on the navigable waters; on the adjoining shorelines to the navigable waters; into or on the waters of the exclusive economic zone; or that may affect natural resources belonging to, appertaining to, or under the exclusive management authority of the United States. In carrying out these functions, the FOSC may: remove or arrange for the removal of a discharge, and mitigate or prevent a substantial threat of a discharge, at any time; direct or monitor all Federal, State, and private actions to remove a discharge; and recommend to the Commandant that a vessel discharging or threatening to discharge, be removed and, if necessary, destroyed. If the discharge or substantial threat of discharge of oil or hazardous substance is of such size or character as to be a substantial threat to the public health or welfare of the United States, (including but not limited to fish, shellfish, wildlife, other natural resources, and the public and private beaches and shorelines of the United States), the FOSC shall direct all federal, state, and private actions to remove the discharge or to mitigate or prevent the threat of the discharge.”

If the discharge or substantial threat of discharge of oil or hazardous substance is of such size or character, as to be a substantial threat to the public health or welfare of the United States (including but not limited to fish, shellfish, wildlife, other natural resources, and the public and private beaches and shorelines of the United States), the OSC shall direct all federal, state, and private actions to remove the discharge or to mitigate or prevent the threat of the discharge.

The Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), 42 USC 9601 et seq., is a broader policy that includes all three strata of land, air, and water and an increased number of recognized hazardous substances. Congress enacted CERCLA in 1980 to prevent and mitigate the release of hazardous substances into the environment. For additional info on environmental laws:

<http://www.epa.gov/epahome/laws.htm>

1429 Operational Response Actions

The framework for all pollution response and investigation action is the NCP. Within the NCP, oil and hazardous substance incidents are described in terms of size and phase. Federal response policy is keyed to these criteria, with expected action defined for each phase.

1429.1 Incident Size Characterization

1. Within the AOR for this plan an oil spill is defined as “minor” if it is less than 10,000 gallons. A “medium” spill is 10,000 to 100,000 gallons. A “major” spill is over 100,000 gallons. These incident definitions are based on size only and are not necessarily associated with the relative significance or potential impact of each incident.

2. Hazardous substance releases are also labeled “minor”, “medium” or “major.” The criteria for classification are less clearly defined here. A release is defined as “minor” if it poses a minimal threat to public health or welfare or to the environment. A “major” release poses a substantial threat, or results in significant public concern. A “medium” release is defined as one not meeting the criteria for classification as a “minor” or “major” release.

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1429.2 Incident Phases

The progression of response actions to an oil discharge and a hazardous substance release is divided into phases, and expected OSC actions are specified for each phase. These actions differ between oil and hazardous substance incidents. A listing of the actions taken under each phase is as follows: Oil response phases are labeled by number; hazardous substance response phases are labeled by title. Only the first three hazardous substance phases are covered in this section. The remaining phases, with the exception of "Documentation and Cost Recovery," are remedial response actions in which the Coast Guard is not involved. Instead, FOSC responsibilities will be transferred to the Environmental Protection Agency for the long term remediation oversight. The phases of both hazardous substance and oil discharges are described by 40 CFR 300.

1. Oil Discharge Response Phases:

- A. Phase I, Discovery and Notification.
- B. Phase II, Preliminary Assessment and Initiation of Action.
- C. Phase III, Containment, Countermeasures, Cleanup, and Disposal.
- D. Phase IV, Documentation and Cost Recovery.

2. Hazardous Substance Response Phases:

- A. Discovery and Notification.
- B. Preliminary Assessment for Removal Actions.
- C. Removal.
- D. Site Evaluation and National Priorities List Determination.
- E. Remedial Action.
- F. Documentation and Cost Recovery.

1429.3 Oil Discharge Response Actions

1. Discovery and Notification

Initial reports of pollution incidents are required to be made to the National Response Center. Additionally, the USCG OSC, EPA OSC, or State OSC can be notified. If Activities Baltimore receives a report of a pollution incident, the first action taken is to complete the Oil and Hazardous Substance Incident Notification Sheet. When MDE Emergency Response Division receives a report of a pollution incident, they complete a First Report of Incident (FRI) and dispatch resources as needed. When EPA receives a report within the Coastal Zone, they contact MDE and USCG to ensure they are aware of the situation.

2. Preliminary Assessment and Initiation of Action.

The agencies notified shall conduct a preliminary assessment of the situation using available information. They shall determine the following:

- A. The magnitude and severity of the release. This includes:
 - (1) Verifying the report (if anonymous or of questionable validity);
 - (2) Making phone calls to obtain amplifying information;
 - (3) Assessing danger to the environment and public health; and
 - (4) Ensuring source is secured, if possible.
- B. The feasibility of removal. This includes answering the following questions:
 - (1) Will cleanup cause more damage to the environment than allowing natural dissipation?
 - (2) Can cleanup be initiated before pollutant disperses?
 - (3) Can equipment be deployed without excessive risk to personnel?
 - (4) Can the Responsible Party be identified?

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1429.4 Containment, Countermeasures, Cleanup and Disposal

1. Defensive actions should begin as soon as possible after a pollution incident is discovered. These actions include, but are not limited to:

- A. Containment measures and monitoring the speed and direction of a pollutant, including placement of boom and barriers for protection, and the use of chemicals and other materials to control the spread of a pollutant;
- B. Measures to warn or evacuate the public; notify State and local Emergency Operation Centers;
- C. Provisions for temporary drinking water sources;
- D. Removal, cleanup, and disposal measures; includes shoreline cleanup, use of equipment on floating and sunken pollutants, and the use of disposal facilities;
- E. Providing navigational cautions while response activities are underway;

2. One of the most important initial actions under this phase is the containment of the spill. Securing the source and placement of boom or any other means to prevent the spread of oil mitigates damage and buys valuable time to find the RP, initiate cleanup actions, and conduct actions to investigate.

1429.5 Funding of Response and Cleanup Actions

1. There are two sources of funding for response actions under this phase.

- A. The first source is the Responsible Party. When the RP assume financial responsibility for the cleanup actions, the OSC needs only to monitor removal operations.
- B. When the Responsible Party refuses to take proper cleanup actions or is not yet identified, the OSC declares a Federal spill and uses Federal funds detailed in **Section 6000 Finance** of this plan.

2. To prevent federalization of a spill, the RP must accept OSC direction of the response and cleanup activities. A representative who has the authority to make financial commitments on behalf of the owner should be directed to report to the Incident Command Post. The OSC will then issue a Notice of Federal Interest (NOFI) to the RP. The NOFI informs the RP that they may be held financially liable for the cost of the cleanup. If the RP elects not to take financial responsibility, they may then be subject to three times the federal costs of cleanup or \$27,500 per day per discharge.

1429.6 Directing Removal Operations

When the RP conducts cleanup and removal operations, the OSC must ensure their actions are proper, meaning timely and adequate. Monitoring tasks include:

1. Prioritizing areas to be cleaned up and the degree of removal required;
2. Providing advice on removal methods;
3. Ensuring authorized cleanup methods are used;
4. Ensuring cleanup techniques and equipment result in the least possible environmental damage or interference with designated water uses and;
5. Recommending changes to improve cleanup operations.

1429.7 Partial Federalization of Response Activities

A partial federalization occurs when the RP assumes cleanup responsibility and is conducting the cleanup in a satisfactory manner, but such circumstances, as spill location, environmental concerns, or cleanup requirements, exceed the RP's capabilities. Examples are the use of Coast Guard resources or those from other federal, state, or local government agencies desiring reimbursement from the Oil Spill Liability Trust Fund (OSLTF).

1. If the RP's actions are deemed insufficient by the FOSC then the next option available is to issue an Administrative Order. This letter will reference the Notice of Federal Interest (NOFI) issued earlier, and will inform the RP that their actions are not commensurate with the level of response necessary to mitigate the particular incident. The Administrative Order will further advise the RP that they must take the specific actions listed in the

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attachment to the Administrative Order or, that their failure or refusal to provide all reasonable cooperation and assistance requested by the OSC will eliminate any defense or entitlement to limited liability, which otherwise might be available. Furthermore, failure or refusal to comply with an order issued by the OSC will also eliminate any defense or entitlement to limited liability. The RP is further advised that failure to comply with the Administrative Order may also subject the RP to a additional civil penalties.

2. A spill response effort can be partially federalized by the direction of the OSC, at the request of the RP, or the federal, state, or local government agency, which has jurisdiction over the spill.

1429.8 Federal Assumption of Response Activities

The following actions should be taken to federalize a spill:

1. The USCG FOSC will issue a Letter of Federal Assumption (LFA) to any suspected RP if response actions are not proper and a NOFI has already been issued to these parties. This may encourage the suspected RP to initiate cleanup actions. A witness shall accompany the person who presents the LFA. If the suspected RP will not sign the LFA, the witness should sign it. This will verify that an attempt to present a LFA was made.

2. To obtain funds for a federal cleanup, a Federal Project Number (FPN) must be obtained by the Coast Guard Federal On-Scene Coordinator. The maximum amount the Coast Guard FOSC may ask to use to hire contractors is \$25,000 without approval from the Atlantic Area Maintenance and Logistics Command (MLC) Contracting Officer.

3. Select a commercial cleanup contractor from the Basic Ordering Agreement (BOA) approved by MLC. Selection should be based on the following factors:

- A. Contractor's ability to respond and handle the spill;
- B. Contractor's proximity to the spill in relation to need or urgency;
- C. Estimated contractor costs.

1429.9 Supervising Federally Funded Removal Operations

The OSC shall supervise all operations supported by Federal funds. Supervisory activities include:

- 1. Having a Coast Guard supervisor at each operational site;
- 2. Ensuring OSC's instructions and priorities are carried out and that recommended changes be forwarded to the OSC;
- 3. Ensuring daily completion of Pollution Incident Daily Resource Reports to record contractor activities and the use of resources;
- 4. Maintaining daily records of activities and cost of resources by other federal, state, or local agencies whose expenses may be reimbursed with Federal pollution funds;
- 5. Advising the contractor's representative of unsafe, unauthorized, or unsatisfactory operations; and
- 6. Submitting a daily Pollution Report (POLREP) for all Federal spills.

1429.10 Site Evaluation and National Priorities List Determination

The EPA will conduct site Evaluation and National Priority List determination.

1429.11 Remedial Action

The EPA will conduct site Evaluation and National Priority List determination for remedial action.

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1429.12 Documentation and Cost Recovery

The following sources can assist in identifying a substance:

1. Shipping papers
2. Material Safety Data Sheets (MSDS)
3. Manifests
4. Placards and labels
5. Shipper or carrier
6. CHEMTREC (1-800-424-9300)

Numerous reference books, computer systems, and professional organizations can assist in further assessing the potential hazards.

1430 National Response Structure

The NRS is a three tiered response and preparedness mechanism that supports the pre-designated FOSC in coordinating national, regional, local government agencies, industry, and the responsible party during response operations. The FOSC plans and coordinates response strategies on scene, using the support of the National Response Team (NRT), Regional Response Team (RRT), Area Committees, and responsible parties to supply trained personnel, equipment, and scientific support to complete an immediate and effective response to any oil or hazardous substance discharge.

1440 National Response Team (NRT)

The NRT's membership consists of 15 federal agencies with responsibilities, interests and expertise in various aspects of emergency response to pollution incidents. The EPA serves as chairman and the Coast Guard serves as Vice-chairman of the NRT, except when activated for a specific incident. The NRT is primarily a national planning, policy and coordination body and does not respond directly to incidents. The NRT provides policy guidance prior to an incident and assistance as requested by an OSC via an RRT during an incident. NRT assistance usually takes the form of technical advice, access to additional resources/equipment, or coordination with other RRTs.

National Response Team Members are as follows:

- National Response Center (NRC)
- Environmental Protection Agency-Chair
- U.S. Coast Guard Vice-Chair
- Department of Agriculture (DOA)
- Department of Commerce (DOC)
- Department of Defense (DOD)
- Department of Energy (DOE)
- Department of Health and Human Services (HHS)
- Department of Interior (DOI)
- Department of Justice (DOJ)
- Department of Labor (DOL)
- Department of State (DOS)
- Department of Transportation (DOT)
- Environmental Protection Agency (EPA)
- Federal Emergency Management Agency (FEMA)
- Government Supply Agency (GSA)
- National Response Center (NRC)
- Nuclear Regulatory Commission (NRC)
- Regional Response Team (RRT)
- Regional Response Center (RRC)

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1450 Spills of National Significance (SONS)

This section outlines the National Policy for responding to Spills of National Significance (SONS)

1451 SONS Response Structure

1451.1 SONS Declaration and National Incident Task Force (NITF) Activation

Only the Commandant of the Coast Guard or the Administrator of the EPA is empowered to declare a SONS. A SONS in the Coastal Zone would be the responsibility of the USCG, taking into account environmental risks, weather conditions, response capabilities, and the amount or potential amount of product spilled. A Coast Guard Area or District Commander may recommend the Commandant declare a SONS for the following reasons:

1. Multiple OSC zones/districts/international borders are affected
2. A significant impact on or threat to the public health and welfare, wildlife, population, economy and/or property over a broad geographic area
3. A protracted period of discharge and/or expected cleanup
4. A significant public concern and demand for action by parties associated with the event
5. The existence of or the potential for a high level of political and media interest.

The NRC will notify the Commandant of a possible SONS incident. If the Commandant declares a SONS, the following actions will occur:

1. The National Incident Commander (NIC) will be designated.
2. The NIC will deploy the National Incident Task Force (NITF) Initial Response Team.
3. Other cognizant departments and agencies will be notified.
4. All pre-designated NITF personnel will be placed on immediate alert.

1451.2 National Incident Task Force (NITF) Initial Response Team Operation

The “time-phased implementation” of the NITF will be an integral component of an effective response. The key to effectively implementing the NITF organization is the NITF Initial Response Team. During a catastrophic spill response, an emergent organization will evolve, based on the dynamics of the situation and the capabilities available. The Initial Response Team’s role is to ensure a continued and effective response by controlling the emerging organization’s growth. Additionally, the Initial Response Team will provide essential continuity between the local OSC and the incoming NITF organization during the transition.

1451.3 The National Incident Task Force (NITF) Functional Components

The role of the NITF is to develop and enact the National Response Strategy to a SONS.

National Incident Commander (NIC):

The NIC will be appointed by the Commandant of the Coast Guard, and will be a Coast Guard Vice Admiral. The NIC will exercise operational and administrative control over the NITF organization, and assumes the role of OSC. The OSC has the authority to coordinate all federal, state, local and private actions related to containment and cleanup of a discharge

Specific responsibilities of the NIC include:

1. Develop the response strategy to integrate federal, state and local agencies, the RP and special interest groups into a coordinated and effective spill response team in accordance with the NCP.
2. Effectively apply personnel and equipment resources to meet emergent or contingent strategic situations.

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3. Coordinate external affairs during the response operation.

1451.4 Alternate National Incident Commander (ANIC)

The ANIC will normally be the Coast Guard District Commander in whose area of responsibility the spill occurs.

The ANIC will provide the NIC with valuable local knowledge and insight into regional response issues. After the initial “ramp up” of the SONS organization, the ANIC will resume normal duties as District Commander, except when called upon to relieve the NIC for short periods of time.

1451.5 Chief of Staff (COS)

This position will be filled by the Commanding Officer of the National Strike Force Coordination Center (NSFCC). The COS, utilizing cleanup management expertise, familiarity with response techniques, and relationships with other agencies and response organizations, will act as the principal advisor to the NIC on spill response strategy.

1451.6 Environmental Coordination Division

The Environmental Coordination Division will assess the spill and the extent of environmental impact, provide technical and scientific coordination and support, and develop strategic plans for the NITF. Once the strategies and priorities have been established, they will be promulgated as action plans and the Area Operations Coordinators (AOCs) will be responsible for the tactical implementation of these plans.

1451.7 Operations Division

The Operations Division will serve as the primary conduit for information to and from the field through a Joint Operations Center (JOC). The Operations Division will allocate and dispatch resources, and develop mission assignments, duty lists and other operational assignments to meet strategic goals and support tactical operations conducted by the AOCs. It will maintain the Communications Center (COMMCEN), and will be responsible for manning the center with watch sections 24 hours a day. The lead Coast Guard representative in the Operations Division will be the Coast Guard District (O) officer from an unaffected district. The division will report directly to the NIC via the COS and coordinate with, as necessary, other divisions, and the AOCs. It will have the following primary functions: cleanup and protection, staging, air operations, wildlife recovery & rehabilitation, and communications.

1451.8 Finance Division

The Finance Division will be responsible for financial and cost analysis aspects of the response. The lead Coast Guard representative will be from the Coast Guard’s Finance Center. The Finance Division will be primarily responsible for coordinating access and/or use of the Oil Spill Liability Trust Fund (OSLTF), accounting for costs incurred to the fund, and assuring prompt payment of approved invoices from contractors. The Finance Division will also handle federal and state access to the OSLTF. The Finance Department will report directly to the NIC via the COS and coordinate with, as necessary, other divisions, and the AOCs. The Finance Division has three primary functions: cost documentation, claims, and payment.

1451.9 Logistics Division

The lead Coast Guard representative will be from the respective USCG Maintenance Logistics Command (MLC). The Logistics Division is responsible for ensuring the prompt delivery of resources and supplies for operational support. The staff will work with other NITF Divisions to manage and support requests for additional response resources. The Logistics Division has four primary functions: support, service, contracting, and personnel. It will also maintain the Joint Transportation Center (JTC). The Logistics Division will report directly to the NIC via the COS and coordinate with, as necessary, other divisions and the AOCs.

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1451.10 External Affairs Division

The External Affairs Division will provide accurate and timely information to the public and will coordinate protocol issues for VIPs. The division will be responsible for public affairs releases, setting up itineraries, scheduling public meetings, developing video and slide presentations, speeches and short factual documents, and providing other general information about the spill. The division will report directly to the NIC via the COS and coordinate with, as necessary, other divisions, the lead administrative trustee for Natural Resource Damage Assessment (NRDA) and the AOCs.

1451.11 Area Operations Coordinators (AOCs)

To effectively utilize the talents, relationships, and coordination skills developed by the OSCs through Area Committees, each predesignated OSC, whose area of responsibility is affected by the spill, will assume the role of AOC. The AOCs will directly oversee tactical response operations, identifying response priorities that are consistent with the NITF strategy, and deploying and operating response resources. The NITF will provide strategic direction and support to the AOCs, and will coordinate the efforts of AOCs to ensure strategies are effectively and consistently carried out. During a SONS, the AOC, who is primarily affected by the spill, will assume subsequent responsibility for strategic issues upon deactivation of the NITF organization.

1460 Regional Response Team (RRT)

There are 13 RRTs, one for each of the ten federal regions and Alaska, the Caribbean and the Pacific Basin. Each RRT has Federal and State representation. EPA and the Coast Guard co-chair the RRTs. The Jacksonville geographic area falls under the cognizance of Region IV. Like the NRT, RRTs are planning, policy and coordinating bodies, and do not respond directly to incidents. The RRTs develop Regional Contingency Plans for their regions. These plans address region specific issues and provide guidance to the OSCs for developing their area plans. The RRTs also provide one level of review for the Area Contingency Plans. The RRTs may be activated for specific incidents when requested by the OSC. If the assistance requested by an OSC exceeds an RRT's capability, the RRT may request assistance from the NRT. During an incident the RRT may either be alerted by telephone or convened. The cognizant RRTs will also be consulted by the OSC on the approval/disapproval of the use of chemical countermeasures when that decision has not been pre-approved.

1470 Area Response Structure

The establishment of an ICS Area Command can occur with the District Commander filling the role of Incident Area Commander. This organization would be particularly useful for incidents which are challenging to the local commanders but do not demand national attention. At this level most billets would be drawn from district level resources, District Response Groups, and aimed at reducing the overhead to be managed by the Incident Commander. Further, Incident Management Teams can be called upon to augment the Incident Commander's staff. This ability to project a flexible response facilitates an expanding or contracting response effort, drawing upon one of the strengths of ICS. (See **Error! Reference source not found.**)

The Incident Area Commander will have overall responsibility for the incident strategic management. The Incident Commanders (FOSCs), will be notified of the establishment of an Area Command with the best-qualified personnel with respect to their functional areas. The functions of an Area Command require personnel that have experience in, and are qualified to oversee, complex response situations. The Incident Area Command organization operates under the same basic principles as does the Incident Command System with the organization typically consisting of the Incident Area Commander and Incident Area Command Logistics Chief, Planning Chief, Resources Unit Leader, Situation Unit Leader, Information Officer and Liaison Officer. Flexibility exists to add a Finance Chief and/or a Chief of Staff.

The Incident Area Command has the responsibility to set the overall incident related strategic priorities, to allocate critical resources based on those priorities, to ensure that the incident is properly managed and to ensure incident objectives are met, and do not conflict with each other or with agency policy. When an Incident Area Command is established, Incident Commanders (FOSCs), will report to the Incident Area Commander with the Incident Area Commander accountable to the Commandant.

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The suggested composition of an ICS Area Command is as follows:

Incident Area-Command Position	Suggested/Recommended Billet
ICS Area Unified Commander	USCG Area Commander
Deputy ICS Area Commander	Lant/PacArea(m)(O-6)
	G-MO (O-6) or CO NSFCC (O-6)
Liaison Officer	District (Pm)/RRT Co-Chair (O-6)
Information Officer	G-CP (O-6)
Protocol Officer	G-CC (O-5)
Public Affairs Officer	LANT/PAC AREA (ACP/PCP) (O-4)
Planning Section Chief	NSFCC CO/XO (O-6/5)
Situation Unit Leader	NSFCC PREP Team Leader (O-4)
Resource Unit Leader	NSFCC OPS (O-4)
Logistics Section Chief	MLC Lant/PAC (O-6)

Suggested Incident Command System Area Command Organization

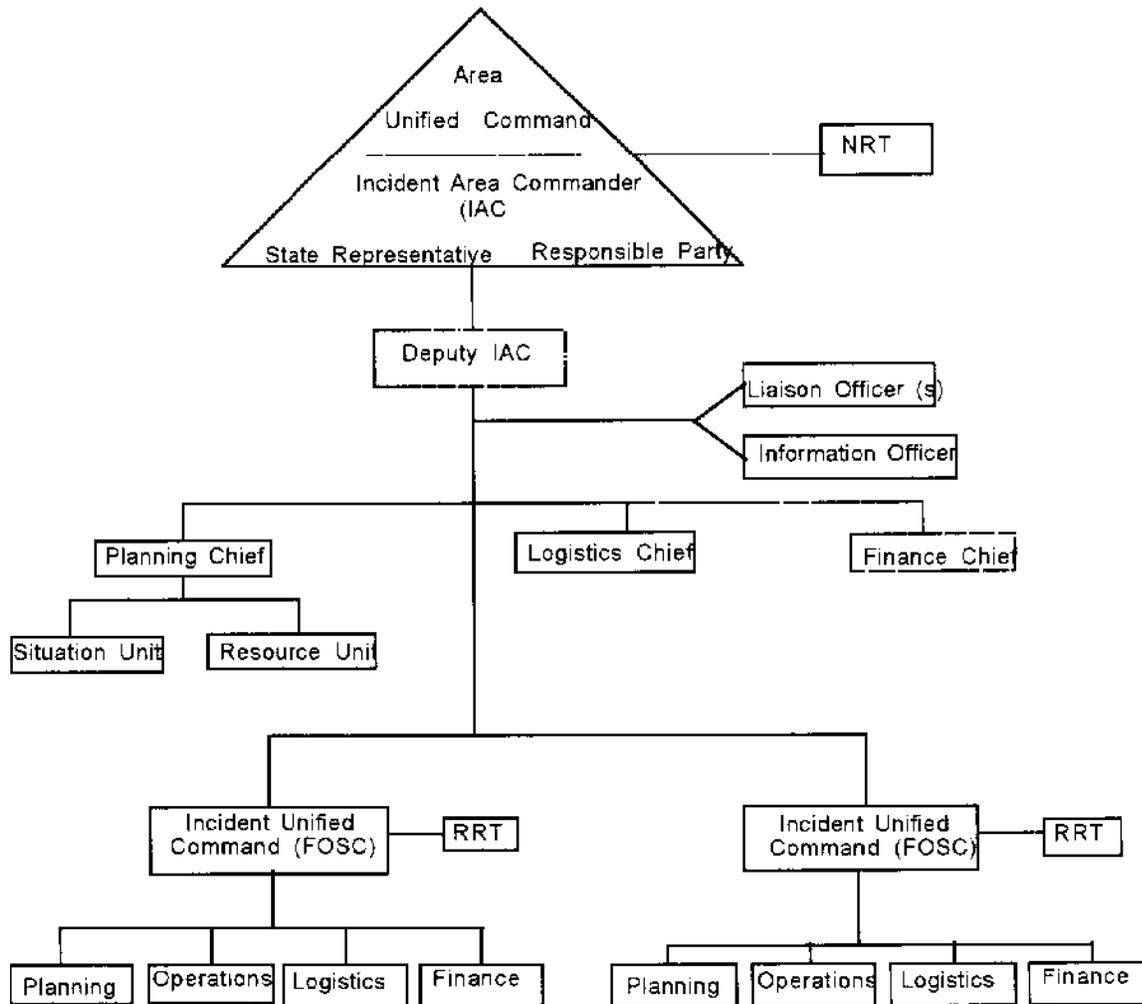
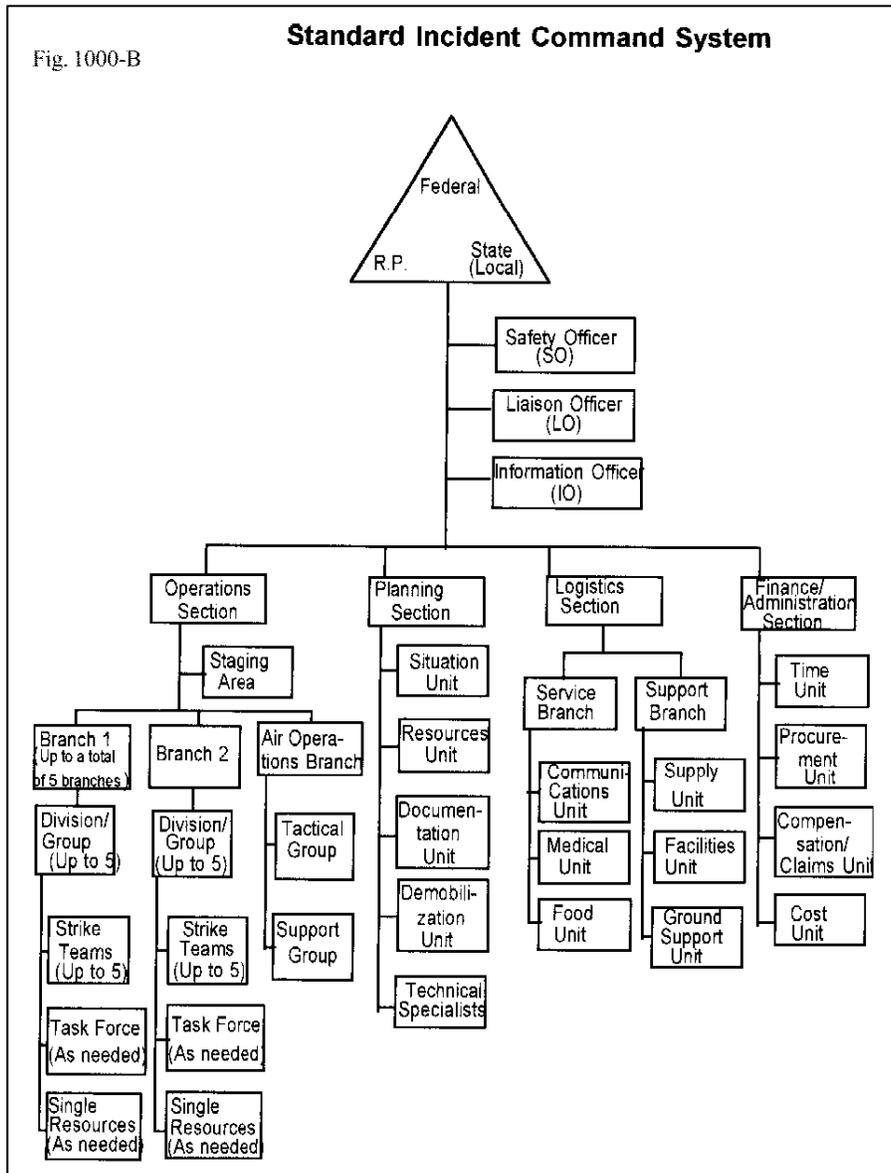


Figure 1000-C

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1480 Incident Command System

To standardize response management within the marine safety field, the Coast Guard has adopted the National Interagency Incident Management System (NIIMS) based Incident Command System (ICS). While Vessel Response Plans (VRPs) and Facility Response Plans (FRPs) are required to have a management system compatible with the Area Contingency Plan, there is no requirement for VRPs and FRPs to follow strict ICS. Where appropriate, the FOSC shall establish a unified command consisting of the FOSC, the State Incident Commander, and the Responsible Party Incident Manager. The FOSC is responsible for assigning individuals from within the response community (Federal, State, local or private), as necessary, to fill the designated positions. It should be noted, however, that one individual may fill several of the designated positions. These assignments will be predicated on the nature of the spill and the need for extensive manning. A major advantage of the ICS organization is the ability to expand and contract organizationally as required by the incident. For some incidents only a few of the organization's functional elements may be required. For larger or more complicated responses, additional positions exist within the ICS framework to meet virtually any need.



The ICS organization is built around five major functions that are applied on any incident, large or small. These functions are the Incident Command, and the Operations, Planning, Logistics and Finance Sections. These functions are detailed in Section 2000-6000 of this plan. These sections will provide generic descriptions and apply directly to the MSO Tampa COTP area of responsibility. See Figure 1 - Standard Incident Command System. Incident Command System forms and job aids can be obtained in either a database or Word format.

Refer to Appendix [9720.100 Incident Management Handbook](#) for the FOG and [9720.200 ICS Form Database](#) for ICS forms. This section will only provide a brief overview and information specific to the COTP Jacksonville zone.

Figure 1 - Standard Incident Command System

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1490 Area Exercise Mechanism

The opportunity to exercise this plan and components of this plan presents itself via the National Preparedness for Response Exercise Program (NPREP or PREP). The final PREP guidelines booklet was published in August 1994 and is available at no charge by writing to:

TASC Dept Warehouse

3341 Q 75th Ave

Landover, MD 20785.

Publication number USCG-X0191

Additional PREP information can be found at the following web site: <http://www.uscg.mil/hq/g-m/gmhome.htm>.

Although the PREP guidelines also apply to vessel and facility plan holders, this section specifically discusses the PREP requirements for the Planning Areas as designated in section 0 1400 National Response System of this plan. The Area exercises are divided into internal and external classification categories. The internal exercises are Notification Drills (quarterly), Spill Management Team Tabletop Exercises (annually), Equipment Deployment Exercises (annually), and Government Initiated Unannounced Exercises (maximum of 4 per area per year). The external exercises are Government led exercises and Industry led exercises. The Federal On-scene Coordinator (FOSC) is responsible for planning, designing, and executing the internal exercises. The National Strike Force Coordination Center (NSFCC) is responsible for scheduling the external exercises and the appropriate FOSC remains involved in the planning, design, and execution of the Government led exercises. The FOSC will consult in exercise development and will participate as appropriate in the Industry led exercises. Members of the Area Committee and response community will be involved in each type of exercise to some degree, varying from the confirmation of a phone number to assisting in the design of a the scenario and performing as a controller or evaluator of the exercise. Participation in the PREP and utilization of the PREP guidance will ensure that all federal exercise requirements mandated by OPA 90 have been met. As part of their normal operations, representatives of the Captain of the Port will be verifying that vessel and facility plan holders are conducting and recording required exercises.

14100 Federal Response Plan

The Federal Emergency Management Agency (FEMA) issued an updated version in April of 1999 of the plan for mobilizing and deploying federal resources for people and communities overwhelmed by natural disasters and manmade emergencies. The Federal Response Plan serves as the principal organizational guide for defining the roles and responsibilities of the 26 federal member agencies and the American Red Cross that are engaged to deliver a broad range of emergency aid during a major crisis. The revised plan incorporates 11 changes and other modifications that resulted from the lessons learned and the experiences of the federal partners since it was first employed during Hurricane Andrew in 1992. Among the key revisions is the addition of a new evolving Recovery Function Annex, which begins the integration of recovery and mitigation functions into the plan's response structure. The updated plan also includes four new support function annexes covering Community Relations, Donations Management, Logistics Management, and Occupational Health and Safety.

The revised plan reinforces the use of Incident Command System principles, mentions the importance of private sector partnerships, and describes several new response resources, coordinating mechanisms and management tools. The full text of the revised plan is currently available on FEMA's website on the World Wide Web at <http://www.fema.gov/r-n-r/frp/>. Printed copies can be ordered free of charge, as they become available from FEMA's Publications Office at 1-800-480-2520.

14110 Federal Radiological Response Plan

See the Federal Radiological Response Plan published under separate cover **(insert hyperlink if possible)**.

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1500 State and Local Response System

1510 State Response System/Policy

1510.1 STATE OF FLORIDA

In the state of Florida, oil spills in the coastal zone are the responsibility of the Department of Environmental Protection. It is the policy of the State, to assist the Federal On-Scene Coordinator in response to pollutant spills in Florida. No state funds shall be expended for the removal of a coastal pollutant until federal funds have been used to the maximum extent possible, or until federal authorities have declined to expend federal funds in a cleanup effort. It is the policy of the state to respond immediately to all oil spills, control the source of any oil spill to contain any discharge to the maximum extent possible. Mechanical and other physical control methods shall be the preferred method for removal of oil from the environment with subsequent proper disposal. The option of taking no mitigating actions should be considered when such actions would cause greater environmental damage than the spilled oil alone. The use of oil spill cleanup agents shall be subject to the Administrator of FDEP's best judgment and coordinated with the federal OSC and EPA representative to the RRT.

Whenever it is determined the responsible party for the discharge is taking adequate action to remove and mitigate its effects, the principle thrust of the state is to observe, monitor and provide advice and counsel, as may be necessary. The FOSC or FDEP will take steps to access the applicable state or federal fund to ensure adequate cleanup whenever they determine the responsible party for the discharge was unknown, did not act promptly, take proper and appropriate actions to contain, cleanup and dispose of the oil or oily debris, or the total clean up costs are beyond those expected to be borne by the responsible party. In addition the responsible party must also protect the environment and adhere to safety practices.

The State Warning Point is the state of Florida's emergency notification center. The State Warning Point can contact the appropriate FDEP office and other emergency responders in the event of an emergency. The phone number is (850) 413-9911 or 1-800-320-0519.

1510.2 STATE OF GEORGIA

Under provisions of Article 3, Section 38-3-22, of the Georgia Emergency Management Act of 1981, as amended, the Governor has the authority to activate and implement all or selected response actions of State and local emergency plans and may delegate this authority to the Director of Emergency Management in advance of any emergency or disaster declaration.

Camden County is the only county in Georgia that is in the MSO Jacksonville area.

It is the policy of the State of Georgia to be prepared within its resources to deal with any emergency or disaster resulting from natural or man-made causes. Emergency functions and services of the State will be maintained in a high state of readiness to protect and save lives, prevent or minimize damage to property, and provide for the benefit of all citizens who are threatened by an emergency, or who become victims of any disaster or catastrophe. Further, it is the policy of the State to provide emergency services assistance to local governments upon request and the determination that local capability is insufficient to cope with the situation or that resources have been expended. These services shall be coordinated to the maximum extent with comparable activities of other local governments, other states, the Federal government, and private agencies of every type. The level and duration of State commitment of resources shall be determined by the Governor at the time of each specific request or disaster situation and prior to any declaration or request for Federal assistance.

Parties responsible for oil spills or hazardous material releases are required to made notification to the Georgia Department of Natural Resources. The responsible party is also responsible for cleanup of the spill or release and all associated cost.

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1520 Local Response System/Policy

Within the area of responsibility of this plan it is the policy of the Federal On-Scene Coordinator, as well as National policy, that all reports of discharges of oil or hazardous materials be investigated. In the Jacksonville and Cape Canaveral areas, spill reports will normally be investigated by MSO Jacksonville personnel. In areas between these two offices the FDEP will often conduct the initial investigation. When reports of pollution in the St. Johns River south of Jacksonville are received, FGFWFC may initially verify the existence and severity of a discharge. Discharges in Georgia may be verified by GDNR.

Several factors will be considered to determine how an oil discharge will be cleaned up. These factors include but are not limited to:

1. Type of material (oil) including toxicity and persistence
2. Amount of material
3. Location of discharge in relation to environmentally sensitive areas.
4. Hazards to response personnel
5. Technical Probability of Success
6. Response time of Clean-up Contractor

MSO Jacksonville maintains a conservative response posture, in regard to hazardous material response, with a level D personnel protection which prevents entry of unit personnel into hazardous environments. For situations requiring entry into hazardous environments, this unit shall rely on the capabilities of the Gulf Strike Team, Region IV EPA and ERT, and the City of Jacksonville Fire Department Hazardous Material Team, Station 9.

The COTP Jacksonville has determined the ability of Fire Station 9 and other agencies in agreement with the Jacksonville Florida Interagency Hazardous Material Response Standard Operating Procedures to be adequate for response to hazardous substance releases.

The OSC shall not relinquish any responsibility no matter who is carrying out the actual response, and shall monitor the response as necessary to ensure its adequacy. If a response is not adequate, the OSC shall, to the extent that resources are available, provide advice to responders or assume control of the response. The OSC does not need to extensively investigate an incident to determine the need for a response. If the release poses an obvious threat to public health or welfare, or the environment, the OSC should take appropriate actions as rapidly as circumstances dictate.

1520.1 FLOATING DRUMS

(As approved under the July 1995 MOA by the state of Florida and the U.S. Coast Guard.)

Often drums will be found in or near the water which contain Hazardous Material or unknown materials which must be handled as Hazardous Material until determined to be otherwise. In accordance with an agreement between the U.S. Coast Guard Seventh District and the Florida Department of Environmental Protection the following guidance applies:

The retrieval, testing, and disposal of drums containing hazardous materials or suspected of containing hazardous materials, found floating on the waters within the FOSC zone will be the responsibility of the U.S. Coast Guard.

The retrieval, testing, and disposal of drums containing hazardous materials or suspected of containing hazardous materials, found intact on the beach, or on the banks of waters located within the FOSC zone, will be the responsibility of the Florida Department of Environmental Protection.

Drums containing hazardous materials or suspected of containing hazardous materials found to be leaking product onto the beach, or on the banks of waters located within the FOSC zone, will be the responsibility of the U.S. Coast Guard.

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1520.2 MSO JACKSONVILLE HAZARDOUS MATERIAL RESPONSE CAPABILITIES

MSO Jacksonville is not specially trained or equipped to respond to a hazardous material release. MSO Jacksonville maintains a level D response capability with basic training in the management of hazardous material releases. In addition the MSO has an extensive library of chemical reference materials and has access to the Computer-Aided Management of Emergency Operations (CAMEO) and Aerial Locations of Hazardous Atmospheres (ALOHA) computer software programs. These programs can help the pollution investigators identify the pollutant and inform them of the hazardous associated with that particular material and the necessary safety equipment needed for the response. The ALOHA program produces an aerial map of an airborne chemical release and can help identify those areas which should be avoided or evacuated.

1520.3 LOCAL HAZMAT TEAMS

The City of Jacksonville Fire Department has the only certified HAZMAT response team in the northern half of MSO Jacksonville's response zone. The city has a mutual assistance agreement with all of the surrounding counties and has even responded to a HAZMAT incident in Camden County Georgia. The southern half of MSO Jacksonville's zone is serviced by the Brevard County HAZMAT response team which has a similar mutual assistance agreement with its surrounding counties. These HAZMAT response teams have Level A, B, and C HAZMAT response entry capabilities and are trained to contain and mitigate any foreseeable hazardous material release in our AOR.

1520.4 USCG STRIKE TEAM HAZARDOUS MATERIAL RESPONSE CAPABILITIES

The MSM (Vol 9, 5.C.1) suggests the assistance of NSF resources (people or equipment) whenever:

- A medium or major discharge has occurred, or
- Response will last over two days.
- In the Federal On Scene Coordinator's/Incident Commander FOSC's/ICs judgment, NSF capabilities are necessary

The FOSC may call Special Team support including the National Strike Force (NSF) for assistance. In Northeast and Eastern Central Florida, the Gulf Strike Team is the lead Strike Team supports the capabilities include:

- Hazardous Material Response Teams – Level A, B, C, capabilities, air monitoring, hazard detection, hazard containment & removal.
- Oil & Chemical Lightering Response Support – includes dewatering equipment
- Vessel Damage Assessment Support – conduct salvage initial damage assessments
- Incident Management Support – fill critical field and command post ICS positions
- Oil Spill Response Support – Equipment operators for Prepositioned CG equipment, SCAT teams, Dispersant & Insitu burn monitoring
- Command & Control Support – mobile communications support
- Logistics support- Identifying, locating, and assisting in the transportation of specialized equipment needed for response
- Public Affairs Support through NSF Public Information Assist Team (PIAT)– Crisis Media relations, establish Joint Information Centers, coordinate press briefings, risk communications, community relations

Other Special Teams :

- Marine Safety Center Salvage Emergency Response Team (SERT) (vessel salvage models, salvage issues) (for more info click [here](#))

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- [US Navy SUPSALV](#) Vessel salvage engineer needed on scene? SUPSALV also maintains one of the world's largest inventories of pollution response equipment. All equipment is staged ready for immediate deployment and is available to all federal agencies. A highly trained team of mechanics, with tremendous experience in the marine response field, performs all maintenance and operations) (for more info click [here](#))
- [EPA Environmental Response Team](#) (chemical air monitoring & sampling, on site chemical analysis) (for more info click [here](#))
- [NOAA Scientific Support Coordinator](#) (fate of oil, situation displays, shoreline cleanup expertise, oil spill trajectories, interaction with natural resource trustees) (For more info click [here](#))
- [EPA Radiological Emergency Response Team](#) (conducting environmental monitoring, sampling, and data analysis, assessing the national impact of any release on public health and the environment through the Agency's Environmental Radiation Ambient Monitoring System, providing technical advice on containment and cleanup of the radiological contamination, assisting in site restoration and recovery) (For more info click [here](#))
- [DOE Radiological Support](#) (though DOE Emergency Response Officer, for more information see [FRMAC](#))
- [PIAT](#)

The primary organizations involved in monitoring and/or directing response efforts are Coast Guard MSO Jacksonville and the Florida Department of Environmental Protection. The exact nature of the event will dictate the degree of involvement by each organization. In a hazardous materials release, the chief of the local fire department having a HAZMAT team will be the incident commander. In significant incidents which may involve hazard to the public and/or evacuations, the Emergency Preparedness Division for the county in which the release occurred will also become involved.

1521 Local Emergency Planning Committees (LEPCs)

As required by the Superfund Amendment and Reauthorization Act (SARA), each of the 26 Local Emergency Planning Committees (LEPCs) within this AOR have created contingency plans for responding to hazardous substance incidents. The fire department is often the lead agency for these incidents, and the person directing countermeasures is known as the Incident Commander. The plans detail response actions and resources for each particular area.

1522 Local Government Involvement

In many cases, local government agencies have interest and can provide valuable expertise in ongoing pollution incidents. Local government involvement should be coordinated through the LEPC, the state RRT, and on-scene representatives. Additional capabilities include, but are not limited to, media/public relations, socio-economic issues, logistics, access, control and evacuation, fire fighting, law enforcement, and emergency medical assistance.

1600 National Policy and Doctrine

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

1610 Public vs Private Resource Utilization

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

1620 Best Response Concept

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

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1630 Cleanup Assessment Protocol (How Clean is Clean)

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

1640 Dispersant Pre-Approval/Monitoring/Decision Protocol

The area covered by this plan contains a very high percentage of environmentally sensitive areas. The environmental sensitivity is primarily due to marsh habitat, shore birds, open shellfish beds, and habitat for several threatened and endangered species. Detailed description of the environmental sensitivity of the area may be found in [9710 Response Strategies](#) to this plan.

The swift river currents coupled with the extensive marsh habitat make protection of sensitive shoreline difficult. Currents of up to 2.5 kts. are common in the ICW and main river channels. Currents in excess of 1 kt. are common in tributary creeks which drain marsh areas. The above criteria indicate that shoreline protection will only be effective for little more than a brief period of time. This places extreme importance on rapid removal of oil from the water. Unfortunately, as shown in the [equipment lists](#) in this plan, there are an inadequate number of oil removal devices (land or water based skimmers) in this area.

Spills offshore in this area are judged to be unlikely. In the event that one should occur, the projected area in which the oil would impact the shoreline along with the characteristics of the oil will determine whether dispersants should be considered as a cleanup method. Dispersants should be considered for use in water depths greater than 30 feet when oil is projected to impact areas of marsh or beaches with ecological or economic importance. These areas are judged to be essentially impossible to protect using boom. Damage, especially to shorebird nesting areas, is likely to be much more severe than the damage caused by the dispersed oil and dispersant. If the oil is predicted to impact sand beaches with little impact on sensitive environment of wildlife, the environmental reasons for using dispersants are greatly reduced. While this does not preclude the use of dispersants to protect recreational resources, it does reduce the ecological benefit.

In general, dispersants should not be considered for use in inshore areas (harbors, ICW, rivers, and creeks). In these areas the water depth is generally too shallow and the proximity of fauna living in the water column too close to allow successful dispersion without significant damage to the fauna. While failing to disperse oil in these areas will cause damage to wading and diving birds, marsh mammals and intertidal organisms, this damage is likely to be less severe than the damage caused to organisms living in the water column, especially if devices, such as noise cannons, are employed to frighten birds.

Application of chemical countermeasures for spill remediation is regulated under Subpart J of 40 CFR PART 300, the National Contingency Plan (NCP). The NCP provides that the On-Scene Coordinator (OSC) with the concurrence of the USEPA representative to the Regional Response Team and the States with jurisdiction over the navigable waters threatened by the oil discharge, and in consultation with the U. S. Department of Commerce and U. S. Department of the Interior natural resource trustees, may authorize the use of dispersants and other chemical agents on oil discharges. All such dispersants or chemical agents shall be listed on the USEPA NCP Product Schedule.

The use of sinking agents is expressly prohibited by the National Contingency Plan.

1650 Insitu Burn Approval/Monitoring/Decision Protocol

The Region IV Regional Response Team policy statement dated April 1995 explains in detail the factors to be evaluated when the RRT is considering the use of in situ burning. Appendix VI of the Region IV in-situ Burn Policy provides a decision tree intended for the OSC and SSC to use in evaluating in situ burning. Information on in situ burning equipment is found under the [Fire Boom](#) heading.

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The volume of oil that can be removed by in situ burning is the primary benefit to this countermeasure. In August of 1993, a joint US/Canada in situ burning experiment off the coast of Newfoundland contained and burned 12,760 gallons of Alberta Crude in 90 minutes with 99% efficiency. Considerable research has been presented on the theory and practical application of in situ burning. Through this research, these parameters have been developed:

In situ burning of uncontained oil is usually not effective. The oil slick must be a minimum of 0.11 inches (2 mm) thick for effective ignition. While uncontained oil can be ignited, the burn efficiency will be significantly lower than when burning contained oil.

If the slick thickness is greater than 0.11 inches, almost any type of oil can be ignited and burned in situ. Extreme weather conditions, heavy weathering of the oil and significant emulsification of the oil are factors that make ignition and burning more difficult. High viscosity oils will burn well once ignited.

In situ burning is very time sensitive. Emulsification of the oil makes it more difficult to ignite. Although emulsions up to 70% water will ignite under the correct conditions, burn efficiencies will be reduced.

The normal upper environmental limits for ignition are winds of 20 knots or less and seas of 4 feet or less. Fresh or un-emulsified oil can usually be ignited at well above these limits.

In situ burning reduces the slick thickness about 0.1 inches (2 mm) per minute or about 0.07 gallon per minute per square foot of oil.

PRE-AUTHORIZATION OF IN-SITU BURNING

The term "in-situ" applies to operations conducted for removal of oil by burning. These operations may apply during daylight or nighttime hours. In-situ burning operations will be conducted within the jurisdiction of the RRT IV region in accordance with this agreement and, in addition, where applicable, in accordance with protocols established in Letters of Agreement (LOA) between the USCG, EPA, DOI, DOC, and the affected state(s). The authority to authorize the use of in-situ burning provided under this Agreement to the USCG OSC may not be delegated. The following three zones have been established to specify pre-authorized locations and conditions under which burning may occur:

"A" ZONES -- PRE-AUTHORIZATION FOR OPEN-WATER

The "A" zone is defined as any area in Region IV, falling exclusively under federal jurisdiction; and not classified as a "B", or "R" ZONE; which is at least 3 miles seaward from any state coastline; and seaward of any state waters, or as designated by separate LOAs with each individual state, the USCG, EPA, DOI, and DOC. In the event that state jurisdiction extends beyond 3 miles from a state shoreline, pre-approval for the "A" zone applies only to those areas outside state jurisdiction unless a LOA is in place and specifically pre-authorizes in-situ burning within those state waters.

Within "A" zones, the USCG, EPA, DOC, DOI, and the state(s) agree that the decision to use in-situ burning rests solely with the pre-designated USCG OSC, and that no further approval, concurrence or consultation on the part of the USCG or the USCG OSC with EPA, DOC, DOI, or the state(s) is required.

The USCG agrees with EPA, DOC, DOI, and the state(s) that the USCG will immediately notify said agencies and affected state(s) of a decision to conduct burning within the "A" zone, via RRT IV representatives.

"B" ZONES -- WATERS REQUIRING CASE-BY-CASE APPROVAL

A "B" zone is defined as any area in the RRT IV region falling under state or special management jurisdiction which is not classified as an "A", or "R" zone.

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"B" zones are all areas falling: 1) anywhere within state waters, 2) waters less than 30 feet in depth that contain living reefs, 3) waters designated as a marine reserve, National Marine Sanctuary, National or State Wildlife Refuge, unit of the National Park Service, proposed or designated Critical Habitats, and 4) mangrove areas, or coastal wetlands. Coastal wetlands include submerged algal beds and submerged sea grass beds.

Where a LOA is in effect between the USCG, EPA, DOI, DOC, and the affected state(s); the policy for pre-authorization established under the provisions of said LOA shall preempt the policy herein established for zones otherwise designated as falling in the "B" zone. In the event that a Letter of Agreement is not in effect for areas falling within the "B" zone, the following protocols shall apply:

1) If the OSC feels that in-situ burning should be used in areas falling in a "B" zone, a request for authorization must be submitted to the RRT and the affected state(s), along with the required information listed in the in-situ burning Application/Checklist form, found in Appendix VI of the RRT IV In-situ Burn Policy. 2) The OSC's decision to use in-situ burning shall be made after consulting with RRT IV representatives of state and federal trustee agencies to ensure that the best available information pertaining to the presence or absence of natural resources at the burn site is obtained. 3) The OSC is only granted authority to conduct in-situ burning in the "B" zone when consent has been given by EPA and the affected state(s) and after consultation with, DOI and DOC. 4) The RRT IV will respond to the OSC's request for authorization to burn in zone "B" within four hours from the time of notification. If the RRT IV has not responded to a request for authorization to burn in zone "B" within four hours, then the OSC may proceed with in-situ burn operations.

The USCG agrees with EPA, DOC, DOI, and the state(s) that the USCG will immediately notify said agencies and affected state(s) of a decision to initiate an approved burn within a "B" zone via RRT IV representatives.

"R" ZONES -- EXCLUSION ZONES

An "R" zone is defined as any area in the RRT IV region falling under state or special management jurisdiction which is not classified as an "A" or "B" zone.

The "R" zone is that area designated by the RRT IV as an exclusion zone. No in-situ burning operations will be conducted in the "R" zone unless 1) in-situ burning is necessary to prevent or mitigate a risk to human health and safety; and/or 2) an emergency modification of this agreement is made on an incident-specific basis.

RRT IV currently has not designated any areas as "R" zones, but retains the right to include areas for exclusion at a future point in time if it feels this is warranted.

PROTOCOLS

The following requirements apply to the use of all burning operations under the provisions of this policy:

1. **Health and Safety Concerns** -- Operators: Assuring workers' health and safety is the responsibility of employers and the USCG OSC who must comply with all Occupational Health and Safety Administration (OSHA) regulations. Prior to any in-situ burn operations, a site safety plan must be submitted and approved by the OSC. Public: The burning should be stopped if it is determined that it becomes an unacceptable health hazard due to operational or smoke exposure concerns to responders or the general public. If at any time, exposure limits are expected to exceed national federal air quality standards in nearby populated areas, as a result of in-situ burning operations, then in-situ burning operations will immediately cease. The Level of Concern (LOC) for particulates for the general public in the RRT IV region is 150 ug/m3 (PM-10) averaged over 1 hour.

2. Monitors representing the USCG, EPA, federal trustee agencies, the affected state(s), OSHA, and the responsible party will have the opportunity to observe in-situ burning operations. Monitoring to establish Continue/Discontinue" data-bbox="112 817 890 891">

data for input to the OSC will be conducted in accordance with protocols established by the Region IV Regional Response Team as outlined in the monitoring program contained in appendix VI of the Region IV In-situ Burn Policy. Unless smoke plumes are predicted to cross over populated or environmentally sensitive areas, an inability to

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conduct monitoring operations will not be automatic grounds for discontinuing or prohibiting in-situ burn operations. All burns must incorporate visual monitoring at the burn site to record the disposition of burn residues and to monitor the burn site for potential impact to any natural resource in the area. Samples of the residue will be collected if feasible.

3. Prior to any in-situ burning operations, the OSC will apply the decision tree contained in appendix VI of the Region IV In-situ Burn Policy.

4. The application/checklist form in appendix VI of the Region IV In-situ Burn Policy shall be completed for all burns and provided to RRT IV members in a timely manner for documentation and informational.

5. The USCG will make every reasonable effort to continuously evaluate the decision to burn, and allow RRT agencies and affected state(s) the opportunity to comment. Formal request to discontinue a burn should be presented, in writing to the OSC for consideration.

6. Burning will be conducted in a way that allows for effective control of the burn, to the maximum extent feasible, including the ability to rapidly stop the burn if necessary. Contained and controlled burning is recognized as the preferred method of burning using fire-resistant boom. All practical efforts will be made to control and contain the burn and prevent accidental ignition of the source. Generally it is not recommended that the source or adjacent uncontained slicks be allowed to ignite during in-situ burning operations. Certain circumstances, however, may warrant consideration of carefully planned source ignition.

7. Mechanical recovery equipment shall be mobilized on-scene, when feasible, for backup and complimentary response capability. Provisions must be made for collection of burn residue following the burn(s).

8. In-situ burning will be conducted in accordance with any consultations approved by the USFWS and the NMFS, under Section 7 of the Endangered Species Act. Prior to beginning an in-situ burn, an on-site survey will be conducted to determine if any threatened or endangered species are present in the burn area or otherwise at risk from any burn operations, fire, or smoke. Appropriate natural resource specialists, knowledgeable with any special resource concern in the area and representing the resource trustee, will be consulted prior to conducting any in-situ burn. Measures will be taken to prevent risk of injury to any wildlife, especially endangered or threatened species.

Examples of potential protection measures may include: moving the location of the burn to an area where listed species are not present; temporary employment of hazing techniques, if effective; and physical removal of individuals of listed species only under the authority of the trustee agency.

9. In-situ burning is advised only when meteorological and sea conditions are operationally favorable for a successful burn. The OSC will give due consideration to the direction of the wind, and the possibility of the wind blowing precipitate over population centers or sensitive resources onshore. A safety margin of 45 degrees of arc on either side of predicted wind vectors should be considered for shifts in wind direction.

10. Any use of in-situ burning requires that a post-incident report be provided by the OSC, or a designated member of the OSC's staff, within 45 days of in-situ burning operations. Recommendations for changes or modification to this policy should be presented in the report, if appropriate. This report will be presented at a Region IV RRT meeting, if requested by the RRT.

FIRE BOOM

Manufacturer of fire boom is: Minnesota Mining & Manufacturing, 3M Center Building 225-4N-07, ST Paul, MN 55144-1000. 3M does not maintain inventory in stock. As of September 1993, the only large stock available is 6000 feet held by the Cook Inlet Spill Response Cooperative. According to the coop's general manager, Bill Stilling, they will allow the Coast Guard to take up to 2500 feet of fire boom. If not used in the water, boom is rental only. If used in the water, the Coast Guard buys it. A second stockpile has been identified: Amoco Production Division holds 1500 feet of 18 inch 3M fire boom at Houston, TX. Negotiations are underway to send 750 feet to Southampton, United Kingdom and 750 feet to Clean Caribbean Cooperative in FT Lauderdale, FL.

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Another possible source of fire boom is American Marine, in Cape Canaveral, FL. This company has just arranged with 3M in 1994 to start building fire boom. Quantities that will be stockpiled and available for immediate use are unknown.

Additionally the following sources are also available:

Spill Prevention Response Incorporated (SPRI) has 6000 feet of fire boom inventory at Cook Inlet. Contact SPRI at (907) 776-5129.

Marine Spill Response Corporation (MSRC) has 4000 feet in inventory at various locations. MSRC can be contacted at (703) 326-5611.

Three sets of fire boom are required for maximum effectiveness. Each set will consist of 500 feet (ten 50 foot sections) of boom. The largest boom available has a float diameter of 18 inches, a skirt length of 24 inches and a linear weight of 15.3 pounds per inch. The maximum net weight of each set would be 7650 pounds. If available, the largest size boom is desired.

For emergency procurement of fire boom, contact the Cook Inlet Spill Response Cooperative. The fire boom is already palletized and they will deliver by truck to Kenai or Keniska Airport, the nearest airports capable of handling a C-130 aircraft. Request aircraft support through the appropriate channels.

Special considerations: Commanding Officer of the Pacific Strike Team is the Coast Guard's representative to the National Response Team for in situ burning. Request assistance through the NSF Coordination Center (252) 331-6000. Also contact Dave Adams of the District Readiness Assistance Team (DRAT) at (305) 536-6502

1660 Fish and Wildlife Acts Compliance (Migratory Bird Act, Marine Mammal Act, Endangered Species Act, etc)

1660.1 Endangered Species Act: Memorandum of Agreement

1660.2 Endangered Species Act Implementation Guidelines for Consultation Process (Draft)

1670 Protection of Historic Properties

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

1680 Alternative Response Technical Evaluation System (ARTES)

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

1690 Specialized Monitoring of Advanced Response Technology (SMART)

[RESERVED for development by the Commandant of the Coast Guard and the Commander, Seventh Coast Guard District].

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1700 Reserved

1800 Reserved

1900 Reserved for Area/District

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