



EMERGENCY OPERATIONS PLAN

JUNE 2013



EMERGENCY OPERATIONS PLAN
The City of Orange Beach, AL

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ATTACHMENT #1 - Promulgation letter



EXECUTIVE SUMMARY

The Emergency Operations Plan (EOP) establishes the organizational and procedural framework to ensure that the City of Orange Beach will be adequately prepared for all hazards threatening the lives and property of citizens and visitors. The EOP outlines the responsibilities and coordination mechanisms of City of Orange Beach agencies in a disaster. The EOP also coordinates response and recovery activities with voluntary organizations active in disasters and the business community. The plan unifies the efforts of these groups for a comprehensive approach to reducing the effects of a disaster.

The EOP addresses the four phases of emergency management (preparedness, response, recovery, and mitigation), parallels state activities outlined in the State of Alabama EOP, federal activities set forth in the "National Response Plan," and describes how local, state, and national resources will be coordinated to supplement local response and recovery capabilities. This Plan is developed in accordance with the authority granted by Alabama Emergency Management Act of 1955, Code of Ala. 1975, § 31-9-1 et seq.; local emergency management organizations, Code of Ala. 1975, § 31-9-10 et seq.; City of Orange Beach Code of Ordinances.

The EOP is both a planning and an operations-based document that provides guidance for all aspects of emergency management. The EOP is organized into two essential elements: The Basic Plan including a mitigation component and annexes that address Standard Operating Guides (SOGs). Orange Beach Emergency Management would like to extend its appreciation to all partner organizations who participated in the planning effort to create this document.

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BASIC PLAN

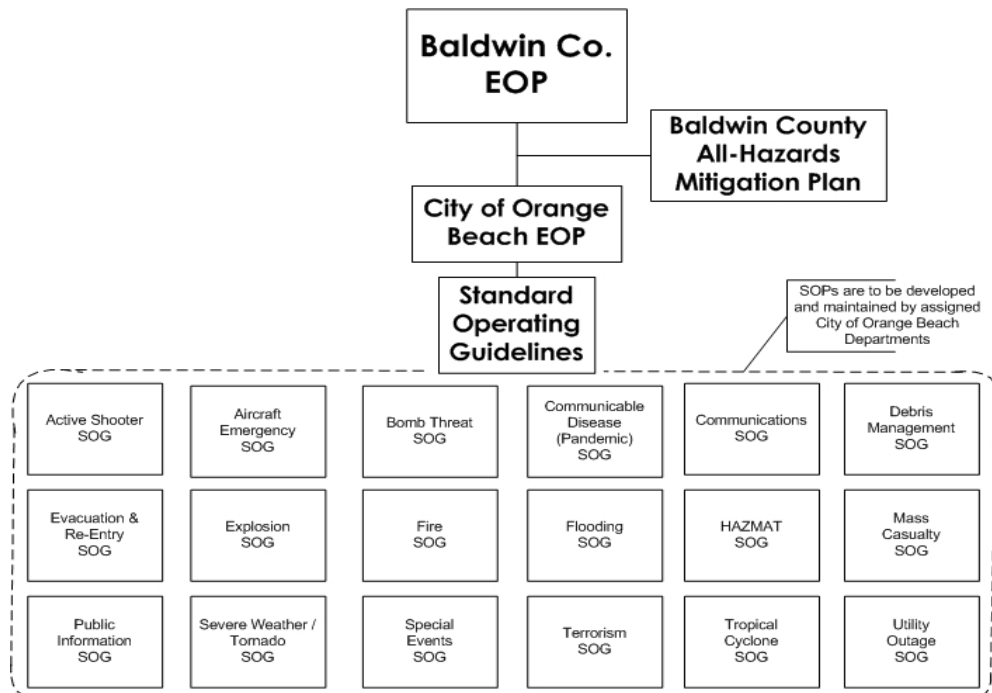
The Basic Plan outlines the general purpose, scope and methodology of the plan; coordination, control and organizational structure; concept of operations, and identifies responsibilities of all agencies and resources mobilized by the county to assist in recovering from a disaster. The EOP enables the City of Orange Beach to discharge its responsibility for providing direction and control during any large-scale disaster.

INTRODUCTION

The City of Orange Beach is vulnerable to a variety of hazards that threaten our population, businesses and the environment. The EOP establishes the framework, as authorized by Alabama Emergency Management Act of 1955, Code of Ala. 1975, § 31-9-1 et seq.; local emergency management organizations, Code of Ala. 1975, § 31-9-10 et seq.; City of Orange Beach Code of Ordinances, to ensure that the City of Orange Beach is prepared to deal with all hazards. The EOP emphasizes action within the four phases of the Emergency Management cycle: Preparedness, Response, Recovery and Mitigation.

The EOP defines the functional roles and responsibilities in the City of Orange Beach's disaster organization and their relationship to each other. In addition, the City of Orange Beach's EOP provides a comprehensive approach to reducing the effects of disasters on its population and physical environment. As outlined in Figure 1, the EOP is divided into two sections: The Basic Plan including a mitigation component and annexes of Standard Operating Guidelines that address the specific hazards identified in the 2010 version of the Baldwin County Multi-Hazard Mitigation Plan.

Figure 1 – City of Orange Beach Plan Structure





Standard Operating Guidelines are specific to unique hazards or risks that will be utilized by all agencies. These SOGs are based on the City of Orange Beach's vulnerability to specific hazards discussed in the situation section of the basic plan as identified in the 2010 version of the Baldwin County Multi-Hazard Mitigation Plan. These SOGs identify only specific elements, responsibilities, tasks or functions that will be carried out before, during and after a disaster or emergency and they are listed below. SOG maintenance will be completed by the agencies represented in Table 1 – SOG List With Maintenance Responsibility By Agency.

TABLE 1 - SOG List With Maintenance Responsibility By Agency

Standard Operating Guides	
Name	Department Responsible For Plan Maintenance
Active Shooter	Orange Beach Police Department
Aircraft Emergency	Orange Beach Fire Department / Orange Beach Police Department
Bomb Threat	Orange Beach Police Department
Communicable Disease (Pandemic)	Orange Beach Fire Department
Communications	Orange Beach Information Technology
Debris Management	Orange Beach Public Works/ Orange Beach Coastal Resources
Evacuation & Re-Entry	Orange Beach Police Department
Explosion	Orange Beach Fire Department
Fire	Orange Beach Fire Department
Flooding	Orange Beach Emergency Management
HAZMAT	Orange Beach Fire Department
Mass Casualty	Orange Beach Fire Department
Public Information	Orange Beach Emergency Management / Mayor's Office
Severe Weather/Tornado	Orange Beach Emergency Management
Special Events	Orange Beach Parks & Recreation Department
Terrorism	Orange Beach Police Department
Tropical Cyclone	Orange Beach Emergency Management
Utilities Outage	Baldwin EMC/ Orange Beach Water

PURPOSE

This EOP is an overview of the approach to emergency management utilized in Orange Beach. It is not intended to be a step-by-step, detailed plan that lists every possible action that can be taken. Instead, it is designed to be a guiding document for city officials and emergency response personnel to the handling of major incidents and disasters. It establishes a framework within which these officials and responders work in



order to ensure coordination, communication, and cooperation in times of crisis. It also establishes the relationships between and responsibilities of the various departments and entities involved. This Plan should be updated routinely and supersedes all other plans whenever there is a contradiction.

The documents listed below must also be maintained annually or when critical information changes. The updates should be forwarded to the city's designated Emergency Management Coordinator. All departments are required to maintain the following items in addition to the prescribed SOGs in order to ensure life safety and provide for the protection of City of Orange Beach assets:

Department-Level Emergency Action Plans

These plans are intended to address response of unit-level personnel to hazards such as tornadoes, fires, hazardous material spills, and active shooters. The goal of these plans is to get unit-level personnel and those in the area (to include citizens) to safety as quickly as possible. They are not intended to address actual response to the threats presented by said hazards. A component of all these plans must be notification of emergency response personnel and communication within the unit.

Lines of Succession

All departments shall maintain a listing of who is in charge, along with a line of succession of two additional people. Contact information for said individuals must be updated when a change occurs or at least annually. The line of succession and contact information shall be communicated within each department and up to the next level of supervision. A copy of this information will be included in this document.

Communication Plans

These plans identify the mechanism to be used for contacting personnel in the event a disaster takes place outside of business hours. This may include use of telephone trees, e-mail, personal visits to homes, etc. This plan is separate from the **Communications SOG**.

NOTE: Communication during an emergency should be addressed within the Unit-Level Emergency Action Plan.

Continuity of Government (COG) Plans

These plans identify the key missions carried out by a department or unit, and identify mechanisms for continuing to meet/achieve them during or after a disaster. These plans should include information necessary to operate in a variety of circumstances, such as from a remote site, without electricity, without computer connections, etc. Paper forms, electronic forms, databases, spreadsheets, and similar information that support the plan should be maintained and stored off-site or in Go-Kits for use during a disaster.

NOTE: Assistance in developing these plans is available from the Fire Department and Police Department. In addition, the City's IT Director can provide advice on remote access, off site data storage, communications, etc.



SCOPE

The EOP establishes the basic policies, assumptions and strategies for a City of Orange Beach emergency management program. The EOP prioritizes protection of citizens as a first priority, with the preservation and protection of property being the second priority. It is applicable to minor, major or catastrophic disasters. It is flexible and expandable, depending on the emergency situation and needs. Any part or section of the plan may be utilized separately if required by the situation.

The EOP establishes the procedures to coordinate with local, regional, state and federal emergency management agencies, organizations and programs. A unified direction and control structure is described. The EOP identifies staff roles and resource allocation, as well as decision-making criteria. It delineates lines of authority, responsibilities and working relations of various entities. The EOP brings together county and municipal resources in a unified approach to manage the disaster. In addition, it identifies a cooperative process for coordination of private sector and volunteer resources.

The EOP addresses management and prioritization of local resources and establishes the procedure to request immediate assistance for resources, if needed. State and/or federal resources will be requested and drawn from when local resources have been exhausted.

The EOP provides a format for the shift of focus from response to recovery and mitigation. Long-term recovery and mitigation is addressed by the ability to continue operations in a modified form, after the response phase has been terminated.

The EOP establishes an effective format for emergency management by:

- Identifying the types of hazards that can occur within City of Orange Beach.
- Determining the City of Orange Beach's vulnerability to various types of disasters and identifying the most threatening so that appropriate preparedness, mitigation and planning steps can be taken.

The EOP ensures compliance with state and federal laws applicable to emergency management, including the Americans with Disabilities Act and its implementing regulation, as outlined in Chapter 7 of the Department of Justice's ADA Best Practices Tool Kit for State and Local Government.



ADDRESSING EACH PHASE OF THE EMERGENCY MANAGEMENT CYCLE

Preparedness

Utilizes lessons learned from previous disasters, locally and elsewhere, to determine what is likely to occur during any particular type and intensity of disaster. Likely community needs can be identified and prioritized. Adequate planning pre-determines the best utilization of resources in responding to needs. Identification and training of personnel for roles and responsibilities during the disaster is included in this phase. It involves working with the private sector, residents and volunteer organizations to assist them in pre-disaster education and planning activities to lessen the impact of disasters.

Response

The implementation of the EOP. Government responds to emergencies by activating its plan, incrementally increasing response as needed, giving direction and control to the emergency management effort, and looking ahead to recovery. Individuals respond by implementing their own disaster plans, such as evacuating the area or sheltering in place. Private businesses and volunteer organizations implement their plans to secure and protect their assets, and if capable, make available resources to help the community.

Recovery

Begins as soon as possible, and may begin during the response phase. The emergency management organization initiates procedures to assess needs and resources, establish priorities, reviews state and federal aid criteria and coordinates with representatives from both levels of government. Once the extent of the recovery effort is determined, the appointed recovery team members determine how best to manage the specific activities, what resources and personnel will be required and what other actions are needed to return the impacted areas to normal operations as quickly as possible. Assessment of both short- and long-term mitigation measures takes place during this phase and the "after action" evaluation process is conducted.

Mitigation

This phase involves identifying preventative and/or corrective measures and actions to prevent or limit bodily injury, loss of life or property damage from disasters. It includes policy issues as well as structural projects within government and the private sector. The Baldwin County Multi-Hazard Mitigation Plan serves as the guidance document for both pre-disaster mitigation planning and post-disaster recovery.

METHODOLOGY

This plan was formulated via several processes:

- Emergency Management staff reviewed after-action reports from disasters;
- Training sessions were provided to stakeholders informing them of the general changes of the EOP;
- Planning was formulated through the delivery of ICS-300 and ICS-400 courses to numerous responder groups and personnel;



- Meetings were held with each functional component to review their respective function within the EOP/SOGs;
- Drafts were distributed and comments collected among selected agency and responder representatives; and
- National Incident Management System (NIMS) and National Response Framework (NRF) concepts were integrated into the revised plan.

The EOP is a dynamic "NIMS compliant" document that adapts to changes in policy, priorities and needs. State and federal statutes, regulations, and priorities guide development of the document.

The following departments/groups are responsible for the development, routine review and maintenance of this plan:

- Central Administration Response Team
- Emergency Management Operations Committee
- Orange Beach Fire Department
- Orange Beach Police Department

At a minimum, this plan shall be thoroughly reviewed every two years. Any substantive changes made to the plan must be made with the knowledge of the Emergency Management Coordinator and approved by the Mayor. Appendices are considered working documents and do not need to be re-approved when changed, as they are expected to be changed regularly in order to be kept up-to-date.

Once approved, this plan shall be distributed to the Mayor, City Administrator, City Council, department heads and other appropriate supervisors. It should also be made available to all employees and the public (appendices which contain confidential or sensitive information will be redacted or withheld) through the city's website. Hard copies shall be placed in the city's library, department offices and other key locations.



PROMULGATION

CITY OF ORANGE BEACH EMERGENCY OPERATIONS PLAN

Effective Date: June 12, 2013

To All Recipients:

Transmitted herewith is the new integrated Emergency Operations Plan for the City of Orange Beach. This plan supersedes any previous emergency management/civil defense plans promulgated by the city for this purpose. It provides a framework in which the departments of the city can plan and perform their respective emergency functions during an incident/disaster of any hazard. This plan recognizes the need for ongoing Emergency Management Planning by all departments/divisions of government within the City of Orange Beach.

This plan attempts to be all-inclusive in combining the five phases of Emergency Management, which are Mitigation, Preparedness, Response, and Recovery.

This plan is in accordance with existing federal, state, and local statutes. It will be revised and updated as required. All recipients are requested to advise the Director of Orange Beach Emergency Management of any changes which might result in its improvement or increase its usefulness.



SITUATION

This section of the EOP describes the potential hazard considerations, geographic characteristics, support facilities, land use patterns, economic profiles and demographics of the City of Orange Beach. It also describes specific planning assumptions regarding preparedness, response, recovery and mitigation that were taken into consideration during the development of this plan.

Table 2 represents the Threat and Hazard Risk Identification and Risk Assessment of Natural Hazards, Technological Hazards, Human-Caused Hazards as identified and ranked 2013 Baldwin County Emergency Operations Plan.

For more information, or further definition of the rankings, please refer to the 2013 Baldwin County EOP.

Table 2 – Explanation of THIRA Ranking Levels & Identified Hazard Level

Frequency of Occurrence	Risk	Impact on Public	Impact on Responders	Continuity of Operations
1 = Frequent	1 = Very High	1 = Catastrophic	1 = Very High	1 = Very High
2 = Occasional	2 = High	2 = Disaster	2 = High	2 = High
3 = Infrequent	3 = Substantial	3 = Very Serious	3 = Substantial	3 = Substantial
4 = Rare	4 = Moderate	4 = Serious	4 = Moderate	4 = Moderate
5 = Very Rare	5 = Low	5 = Important	5 = Low	5 = Low
6 = Never	6 = Very Low	6 = Noticeable	6 = Very Low	6 = Very Low

Infrastructure	Delivery of Services	Environmental Impact	Economic
1 = Very High	1 = Very High	1 = Very High	1 = Very High
2 = High	2 = High	2 = High	2 = High
3 = Substantial	3 = Substantial	3 = Substantial	3 = Substantial
4 = Moderate	4 = Moderate	4 = Moderate	4 = Moderate
5 = Low	5 = Low	5 = Low	5 = Low
6 = Very Low	6 = Very Low	6 = Very Low	6 = Very Low



Hazard	Frequency of Occurrence	Risk	Impact on The Public	Impact on Responders	Continuity of Operations	Infrastructure	Delivery of Services	Environmental Impact	Economic
Hurricane	1	1	2	1	3	2	2	2	1
Flooding & Flash Floods	1	1	2	1	3	1	2	1	1
Tornado & Severe Thunderstorm	1	2	2	1	3	1	2	2	1
Extreme Heat	2	2	4	3	4	4	4	4	5
Winter Storm	4	5	4	3	3	4	3	5	3
Drought	2	3	3	3	4	4	3	2	4
Earthquake	4	5	2	1	2	1	1	2	1
Tsunami	5	2	2	2	2	2	2	2	1
Epidemic	3	2	3	3	3	3	3	2	2
Active Shooter	5	1	2	2	5	6	5	6	5
Hazardous Material Release	2	2	2	1	3	2	2	1	2
Large Event	1	2	3	1	3	3	5	6	3
Wildfire / Facility Fire	2	3	3	2	3	3	3	1	3
School Violence	5	5	3	2	3	3	3	6	6
Civil, Gang, Jail Disturbance	3	4	5	4	3	3	3	3	3
Hostage Situation	5	3	3	2	5	5	5	6	6
Terrorist Attack	6	4	2	1	2	2	2	2	2
Aircraft Accident	4	4	4	1	3	2	3	3	3
Severe, Prolonged Communication & Utilities Loss	2	2	2	1	2	2	3	6	2
Mass Casualty Incident	5	3	3	2	3	3	3	6	3



HAZARDS ANALYSIS

Winds from Tropical Cyclones

As a general hazard, hurricanes have historically caused a great deal of damage in the Gulf Region of Alabama. They usually have a regional multi-county impact, affecting the lives of thousands of citizens. Hurricanes are tropical cyclones that consist of high velocity winds blowing counter-clockwise around a moving low-pressure center. Hurricanes are commonly classified according to wind velocity, using what is known as the Saffir/Simpson Hurricane Scale which measures strength on a scale of 1-5 with 5 being the highest. In addition, manufactured homes and unsafe structures throughout the county will be vulnerable to winds emanating from all categories of hurricanes.

Figure 2 - Saffir-Simpson Hurricane Wind Scale



Wind is the second most lethal components of a hurricane's destructive force, and may affect far more persons than storm surge. Strong winds can be a very dangerous element of a hurricane, and can reach up to more than 100 miles inland. The impact of the wind on structures, plus windborne debris, can result in injury or death for those far from the coast. Gale force winds and tornadoes associated with hurricanes are very hazardous to manufactured homes. High winds often lead to downed power lines and trees thus inhibiting mobility during and after the storm. The Emergency Operations Center coordinates the response for hurricanes. The details of this plan can be found in the **Tropical Cyclone SOG**.

Unlike the effects of the storm surge, the high winds associated with a hurricane will have an impact on inland as well as coastal areas. Therefore, inland areas must plan for the impacts of high winds (downed trees and power lines) on their road system and, perhaps more importantly, on the health and welfare of their citizens living in mobile homes or in substandard homes which may not be resistant to these high winds. All of the City of Orange Beach is at risk from high winds.



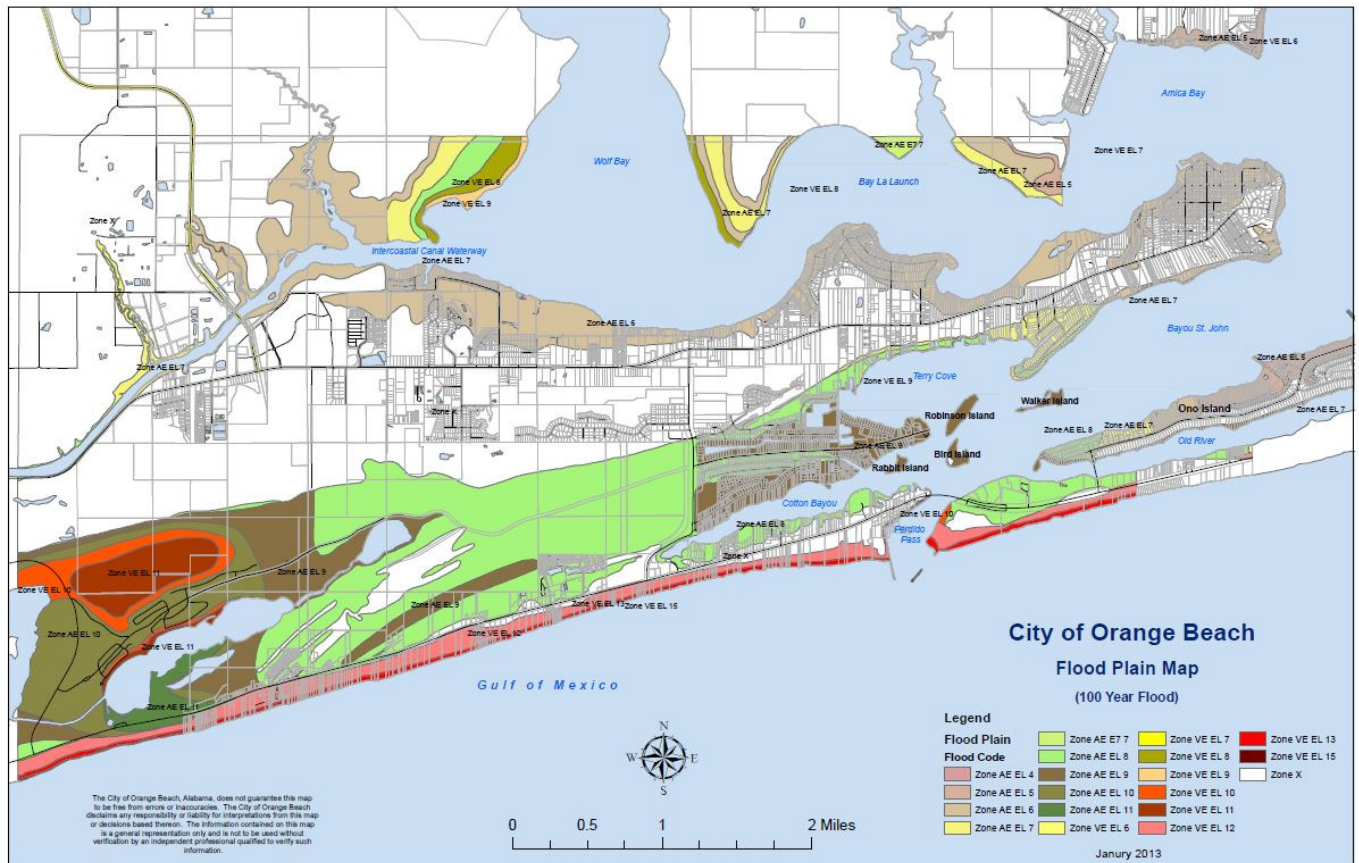
Floods

All of the City of Orange Beach is vulnerable to damage from wind driven rain and flooding from rain. The City of Orange Beach is divided into evacuation zones. This is done in order to provide sufficient division of the total population at risk in accordance with predicted flooding levels associated with storm surge.

Rain ranks third in the order of a hurricane's destructive force. During the average 24-hour period that it normally takes a hurricane to pass over an area, an average rainfall of between 5 and 10 inches may occur. Normally, this happens concurrently with the arrival of gale force winds. These excessive rains that accompany hurricanes can cause excessive flooding in low lying areas that will need to evacuate. It is very important to consider roads which are rendered impassable during heavy rains and which may affect the evacuation of the vulnerable population. The Emergency Operations Center is the central point for managing a flood incident in Orange Beach. Areas in a Special Flood Hazard Area (SFHA) are subject to coastal flooding and are the most at-risk areas for this hazard within the City of Orange Beach.

For more information on flooding, please refer to the Flooding SOG and the Baldwin County Multi-Hazard Mitigation Plan.

Figure 3 – 100 Year Flood Plain





Hazardous Material Spills/Coastal Oils Spills

Baldwin County has eight facilities listed in CAMEO, which is a listing provided by the EPA of places where hazardous chemicals are stored. However, none of these are currently located within the City of Orange Beach. Even with the absence of HAZMAT facilities, the City of Orange Beach must be aware that there are trains and tractor trailers that transport hazardous materials through Baldwin County, particularly on Interstate 10.

Emergencies involving hazardous materials can range from a minor emergency with no offsite effects to a major emergency that may result in an offsite release of hazardous and toxic materials. The overall objective of HAZMAT emergency response planning and preparedness is to minimize exposure for a spectrum of emergencies that could produce offsite levels of contamination in excess of Levels Of Concern (LOCs) established by the Environmental Protection Agency. Minimizing this exposure will reduce the consequences of a hazardous materials incident.

No specific emergency sequence can be isolated as the model for which to plan because each emergency could have different consequences, both in nature and degree. As an alternative to defining a specific emergency, the **HAZMAT SOG** identifies various parameters for planning which are based upon knowledge of the possible consequences, timing and release characteristics of a spectrum of emergencies. This plan establishes the appropriate response for each level of threat.

The design arcs used for hazardous materials can easily reach five miles from the incident. When that distance is drawn from all of the potential locations of events, along the river and rail and major roadways, there is hardly any area or population in the City of Orange Beach not at risk.

The 2010 BP Oil Spill, which released millions of gallons of oil onto Orange Beach's beaches and habitats, affirms that even hazardous materials sources far outside the City of Orange Beach's borders can have devastating effects on its residents, properties, and businesses.

Figure 4 - Photo of BP Oil Spill Effects on Orange Beach, AL





Extreme Temperatures

According to historical data provided by The Weather Channel, temperatures rarely rise above 100° or fall below 20°. Extreme high temperatures (105° F heat index and above) may pose a threat of heat stress to the City of Orange Beach's elderly and infant populations. In the event of an electrical service interruption, the lack of air conditioning may pose a particular danger to at-risk populations.

Extreme cold temperatures also pose a potential threat. The elderly and people with medical conditions, such as diabetes, are especially at risk to extreme temperatures and cannot tolerate intense cold. Cold weather-related medical conditions, such as hypothermia, can become a danger to those who are not physically prepared or sheltered adequately, such as the homeless.

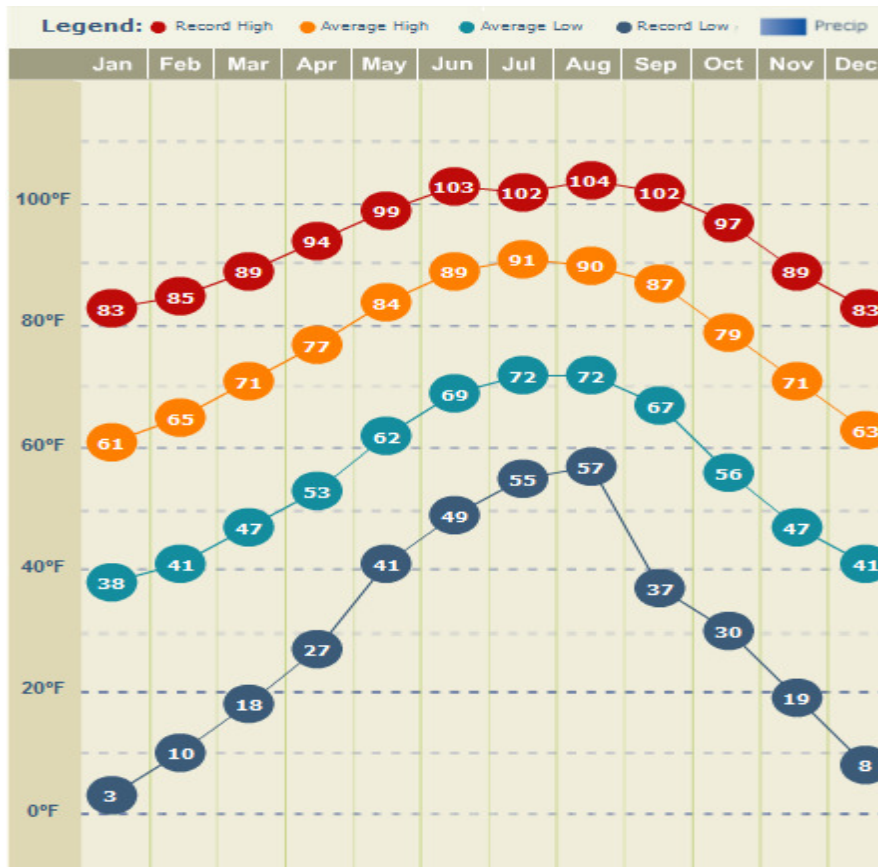
Table 3 - Monthly Averages For Orange Beach, AL

Month	Avg. High	Avg. Low	Mean	Avg. Precip.	Record High	Record Low
Jan	61°F	38°F	50°F	5.63 in.	83°F (1957)	3°F (1985)
Feb	65°F	41°F	53°F	5.45 in.	85°F (1944)	10°F (1951)
Mar	71°F	47°F	59°F	6.03 in.	89°F (1939)	18°F (1943)
Apr	77°F	53°F	65°F	4.62 in.	94°F (1987)	27°F (1940)
May	84°F	62°F	73°F	4.43 in.	99°F (1953)	41°F (1971)
Jun	89°F	69°F	79°F	6.37 in.	103°F (1954)	49°F (1984)
Jul	91°F	72°F	82°F	8.14 in.	102°F (2000)	55°F (1967)
Aug	90°F	72°F	81°F	7.05 in.	104°F (1947)	57°F (1992)
Sep	87°F	67°F	77°F	5.72 in.	102°F (1954)	37°F (1967)
Oct	79°F	56°F	68°F	4.14 in.	97°F (1937)	30°F (1952)
Nov	71°F	47°F	59°F	5.26 in.	89°F (1935)	19°F (1940)
Dec	63°F	41°F	52°F	4.68 in.	83°F (1951)	8°F (1962)

Source: The Weather Channel



Figure 5 - Monthly Averages For Orange Beach



Source: The Weather Channel

Drought

A drought can occur almost anywhere, and its features vary from place to place depending on culture and geography. According to the National Drought Mitigation Center (NDMC), there are four ways of measuring drought.

1. a meteorological drought, which is a decrease in precipitation in some period of time. These are usually region-specific, and based on a thorough understanding of regional climatology. Meteorological measurements are the first sign of drought.
2. An agricultural drought occurs when there is not enough soil moisture to meet the needs of a particular crop at a particular time. Agricultural drought occurs after a meteorological drought, but before hydrological drought.
3. Hydrological drought is deficiencies in surface and subsurface water supplies. It is measured as stream flow and at lake, reservoir and groundwater levels. There is a time lag between lack of rain and less water in rivers, streams, reservoirs and lakes. When precipitation is deficient over time, it will show in these water levels.



4. The last type of drought defined by NDMC is a socioeconomic drought, which occurs when water shortages begin to affect people. In addition to the impacts discussed above, water level decline due to drought can also cause sinkholes to form.

For more information on drought and the possible effects pertaining to the City of Orange Beach, please refer to the Baldwin County Multi-Hazard EOP.

Wildfires

Wildfires are a serious and growing hazard over much of the United States, posing great threats to life and property, particularly when moving from rural forest or rangeland into developed urban areas. Millions of acres burn every year in the United States as a result of wildfires and cause millions of dollars in damage. Each year more than 100,000 wildfires occur in the United States and almost 90 percent of which are started by humans. The other 10 percent are caused primarily by lightning, but other natural causes include sparks from falling rocks and volcanic activity.

Weather is one of the most significant factors in determining the severity of wildfires. The intensity of fires and the rate with which they spread is directly related to wind speed, temperature, and relative humidity. Climatic conditions, such as long-term drought, also play a major role in the number and the intensity of wildfires.

There are two types of wildfires experienced in Baldwin County:

1. Wildland Wildfires

Wildland fires burn only on vegetation and therefore occur in strictly rural areas. Interface wildfires burn on a mix of vegetation and human structures and therefore occur at the interface of human development and rural landscapes.

2. Interface Wildfires

Like wildland fires, interface fires can start due to lightning strikes. More commonly, though, interface wildfires are started by human activities, such as debris burning. Non-permitted burns are a major cause of interface wildfires. There exist potential measures for reducing the risk of wildfires.

Limiting underbrush vegetation through prescribed burns and herbicides reduces the fuel supply of potential wildfires. Public campaigns to spread fire safety strategies can reduce dangerous behavior such as leaving campfires untended or burning trash in forests. More information on wildfires can be obtained in the **Baldwin County Multi-Hazard Mitigation Plan**.

Severe Thunderstorms and Tornadoes

A tornado is a violent windstorm characterized by a twisting, funnel-shaped cloud. It forms alongside thunderstorms and hurricanes when cool air suddenly forces a band of warm air to rise rapidly. Tornadoes may be spawned by land-falling hurricanes, especially in the right-front quadrant of the storm. Hurricane-related tornadoes are not usually accompanied by hail or lightning-the usual warning signs of tornadoes. No



particular area or population in the City of Orange Beach is especially at risk from this hazard.

According to the Baldwin County All-Hazards Mitigation Plan, tornadoes pose a significant threat: hazard exposure, risk severity, and the probability of future events are third highest for tornadoes among all identified hazards. The National Climactic Data Center, operated by NOAA, doesn't report any tornados having affected the City of Orange beach since 2000 and only one severe thunderstorm with winds of over 50 knots which occurred in 2005. Additional hazard-specific information on Severe Thunderstorms and Tornados can be found in the Baldwin County All-Hazard Mitigation Plan or the **Severe Weather/Tornado SOG**.

Terrorism

The county was affected indirectly by the attacks on New York and Washington on September 11, 2001 along with the rest of the nation. No event before or after, related to terrorism, has impacted the United States directly outside of hijacked planes in the 1970s. No particular area or population in the county is especially at risk from this hazard. Please refer to the **Terrorism SOG** or the 2013 version of the Baldwin County All-Hazard Mitigation Plan.

Critical Infrastructure Disruption

Critical infrastructure disruption can occur at any point throughout the year or at any location geographically in the City of Orange Beach. Prolonged power failure, communication disruption, water and sewage issues can affect the entire population of the city, but are generally not life threatening and cause little permanent widespread damage. However, it is understood that the financial impact of these Critical Infrastructure sites could be extremely costly to repair/mitigate.



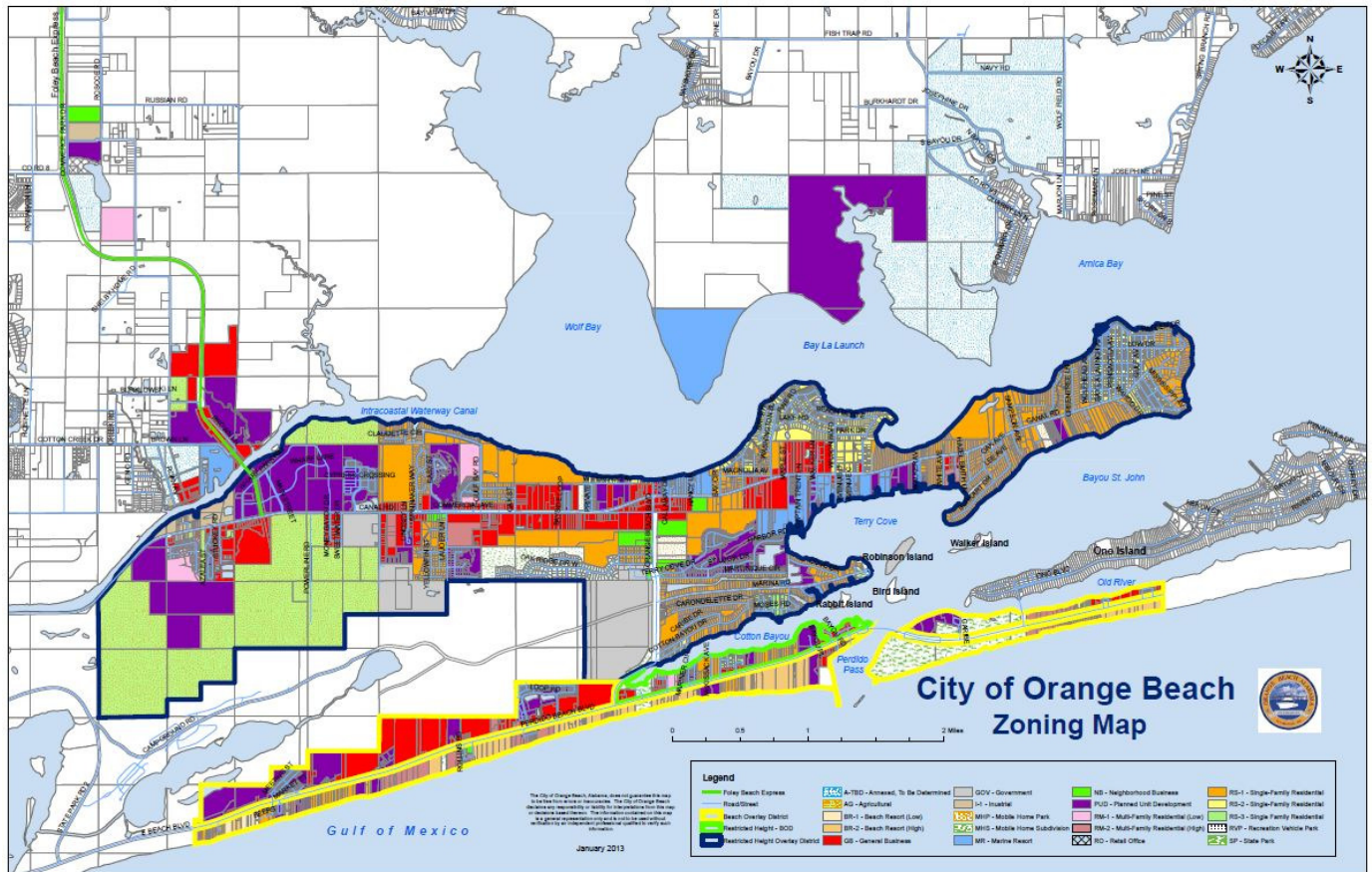
GEOGRAPHIC INFORMATION

Existing Land Use Characteristics

Orange Beach is divided into five types of land use zoning districts: residential, commercial, resort, industrial and other. The residential and commercial districts are further divided based on low to medium and high density uses.

Any of the aforementioned districts may be located in an overlay district. An overlay district is a zoning district mapped as an overlay to a land use zoning district and modifies or supplements the regulations of the zoning district in recognition of distinguishable circumstances such as wetland protection, establishing aesthetic highway corridors, historical preservation, architectural characteristics, and complete streets design while maintaining the character and purpose of the zoning district over which it is superimposed. Orange Beach has two overlay districts, the Beach Overlay District and the Restricted Height Overlay District.

Figure 6 - Orange Beach Zoning Map





Each land use district has guidelines that dictate how development must occur on the lot. Each zoning district regulates:

- Permitted and conditional uses;
- For residential lots, the number of dwelling units permitted and the maximum amount of the lot that can be covered by the building;
- The distance between the building and the front, side and rear property lines;
- The maximum height of buildings and structures;
- Percentage of the site that must be landscaped or naturally preserved; and
- Amount of required parking.

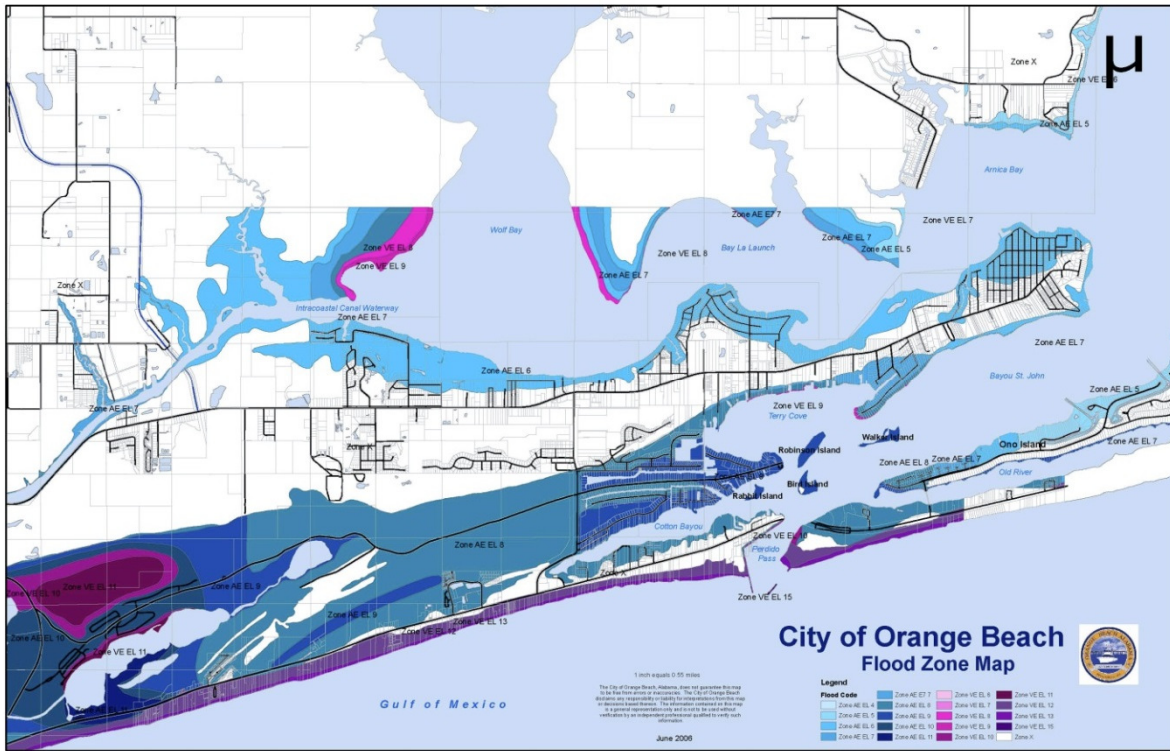
A Planned Unit Development (PUD) is a zoning category attached to an approved master plan that permits mixed uses and flexibility from standard zoning requirements to achieve unique and creative land use planning. Further information on land use can be obtained from the City of Orange Beach Planning and Development.

Flood Zones

Extensive flood plain areas exist in the City of Orange Beach due to the slight elevations of land above sea level and the relatively flat topographic relief of the land surface. In addition to flood plains surrounding large water bodies and their tributaries, there are large areas within the City of Orange Beach's interior which experience periodic flooding. These flood prone areas are generally the result of flat, poorly drained land where accumulated rainfall runs in a sheetflow or ponds on the surface. The City of Orange Beach experiences its most severe flooding when heavy rainfall is accompanied by a rise in sea level due to a storm surge or wind and wave set-up. Hurricanes are the predominant causes of such flooding which can be greatly exaggerated when occurring during one or more periods of high tide. However, even in less severe events such as tropical storms or localized thunderstorms, rainfall alone can and has caused flooding.



Figure 7 – City of Orange Beach Flood Zones



FLOOD HAZARDS

The subtropical climate brings heavy rainfall with the potential to cause flash flooding to low-lying areas. As a beach community, the city's position on the shoreline places its citizens and the built environment at risk for flooding from storm surge not only from the Gulf of Mexico but also from Wolf Bay and other nearby water bodies. Areas in a Special Flood Hazard Area (SFHA) are subject to coastal flooding and are the most at-risk areas for this hazard within the City of Orange Beach.



EMERGENCY MANAGEMENT SUPPORT FACILITIES

Critical Facilities

Fire Department

The City of Orange Beach currently has seven fire stations. The breakdown of these is as follows: two full-time staffed, two volunteer staffed, and three unstaffed. Facility locations are reflected below in **Figure 8** and **Figure 10**.

Police Department

The City of Orange Beach currently has one Police Department located within the city limits. This facility is located on 4480 Orange Beach Blvd and reflected below in **Figure 8 - Critical Facilities (Orange Beach, AL)**.

Hospitals/Urgent Care Facility

There are currently no hospitals located within the city limits of Orange Beach. However, there is an Urgent Care facility that is reflected below in **Figure 8 - Critical Facilities (Orange Beach, AL)**.

Figure 8 - Critical Facilities (Orange Beach, AL)

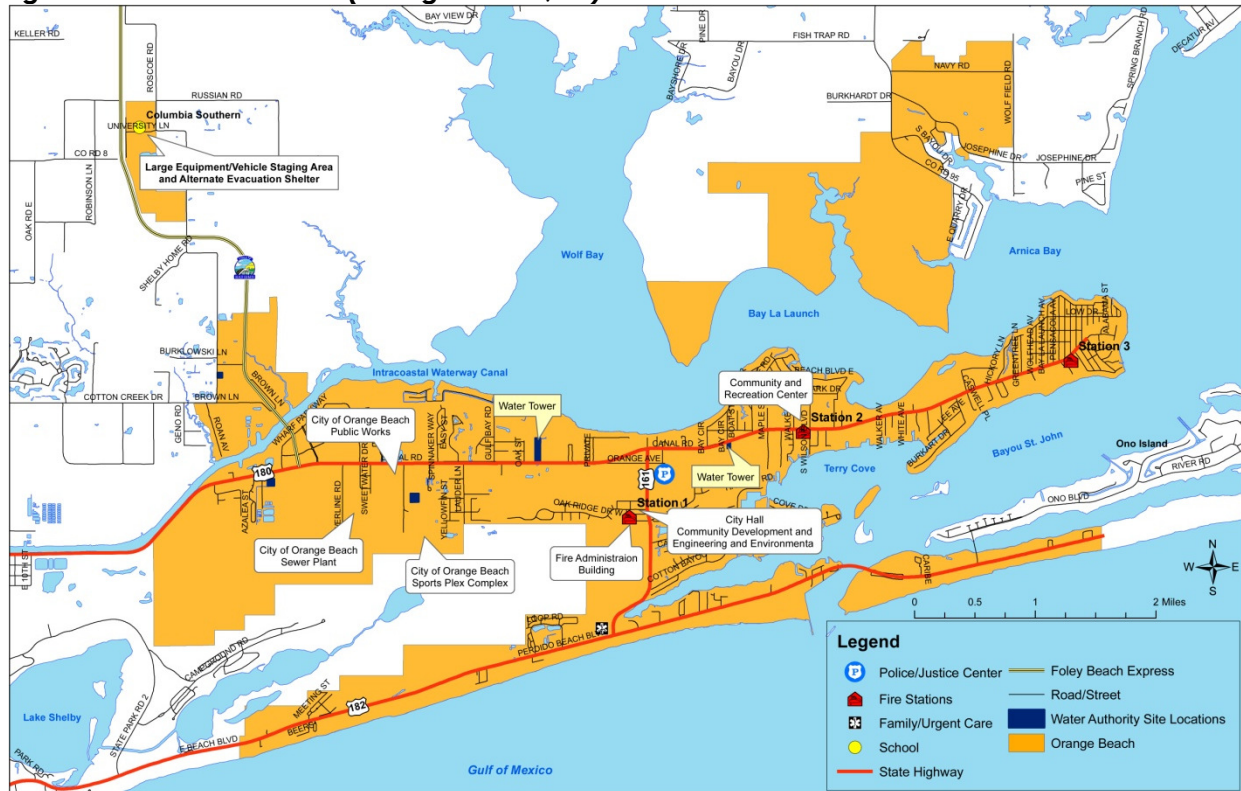




Figure 9 - Critical Facilities (Foley, AL)

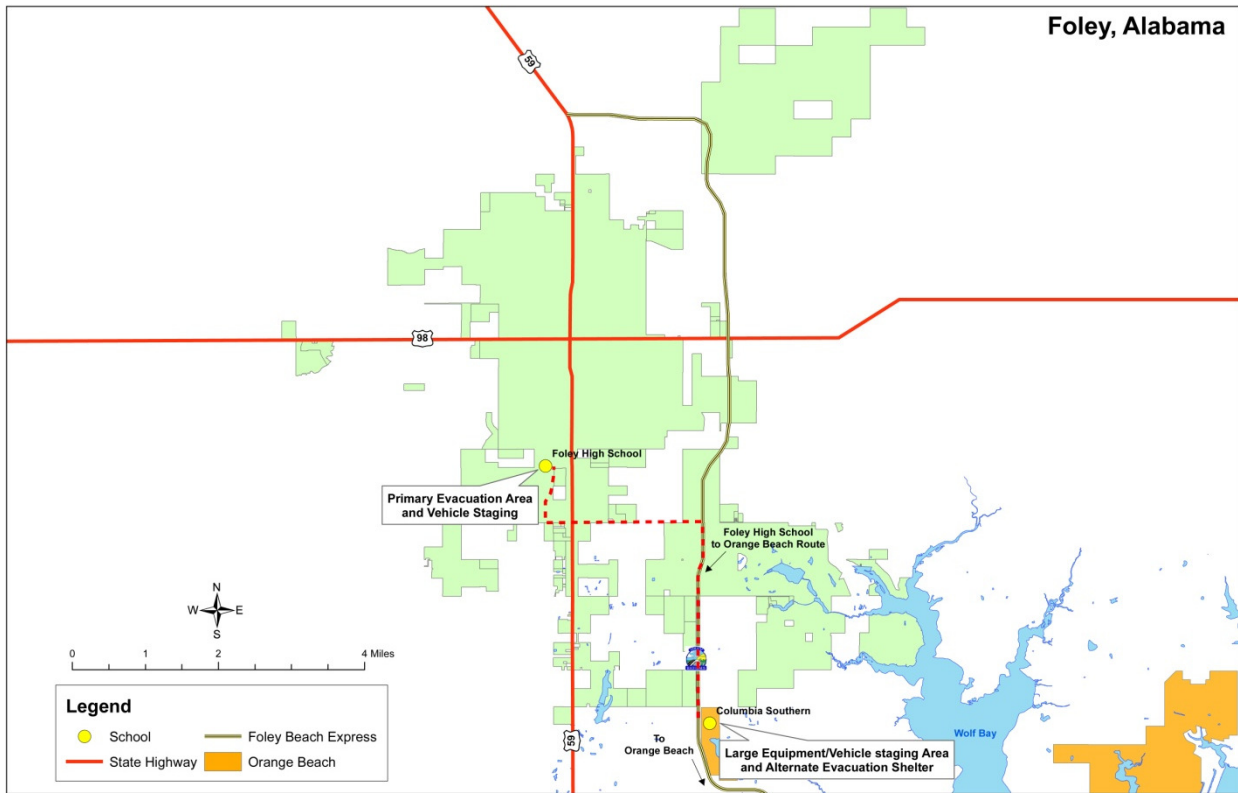
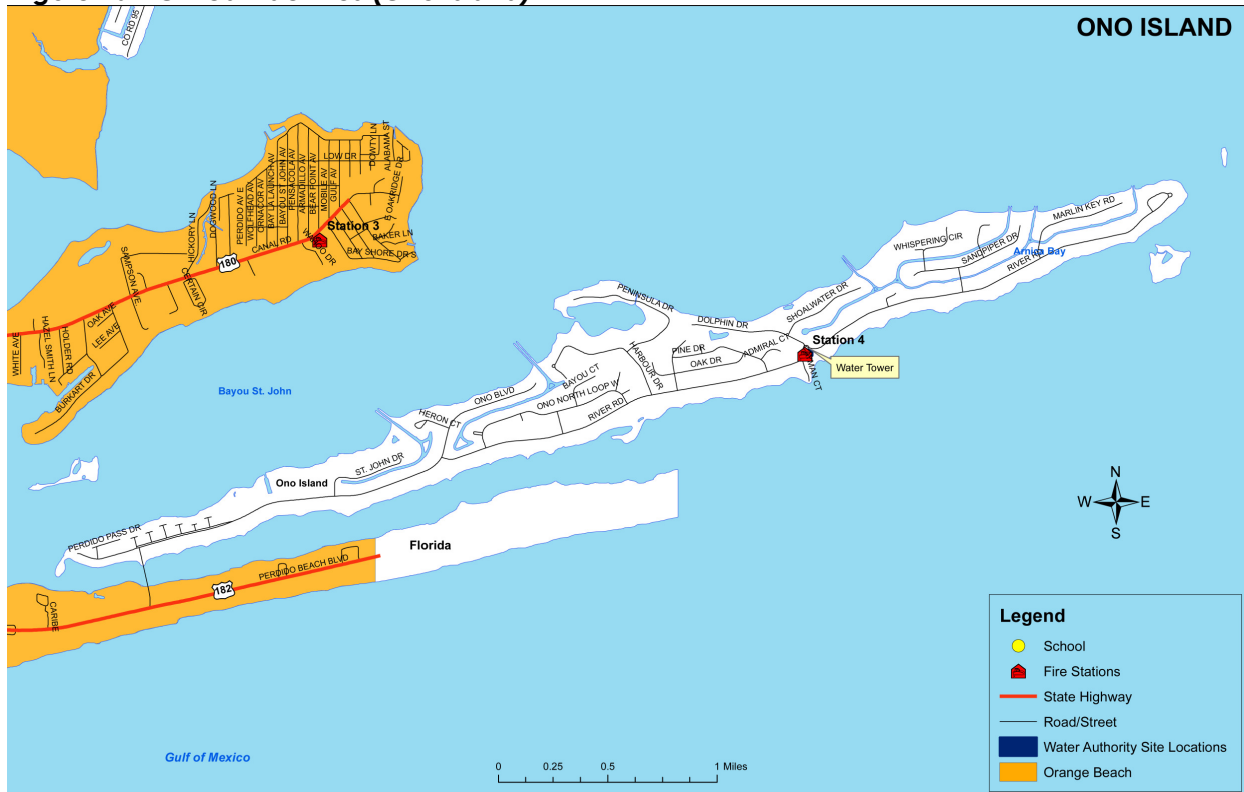


Figure 10 - Critical Facilities (Ono Island)

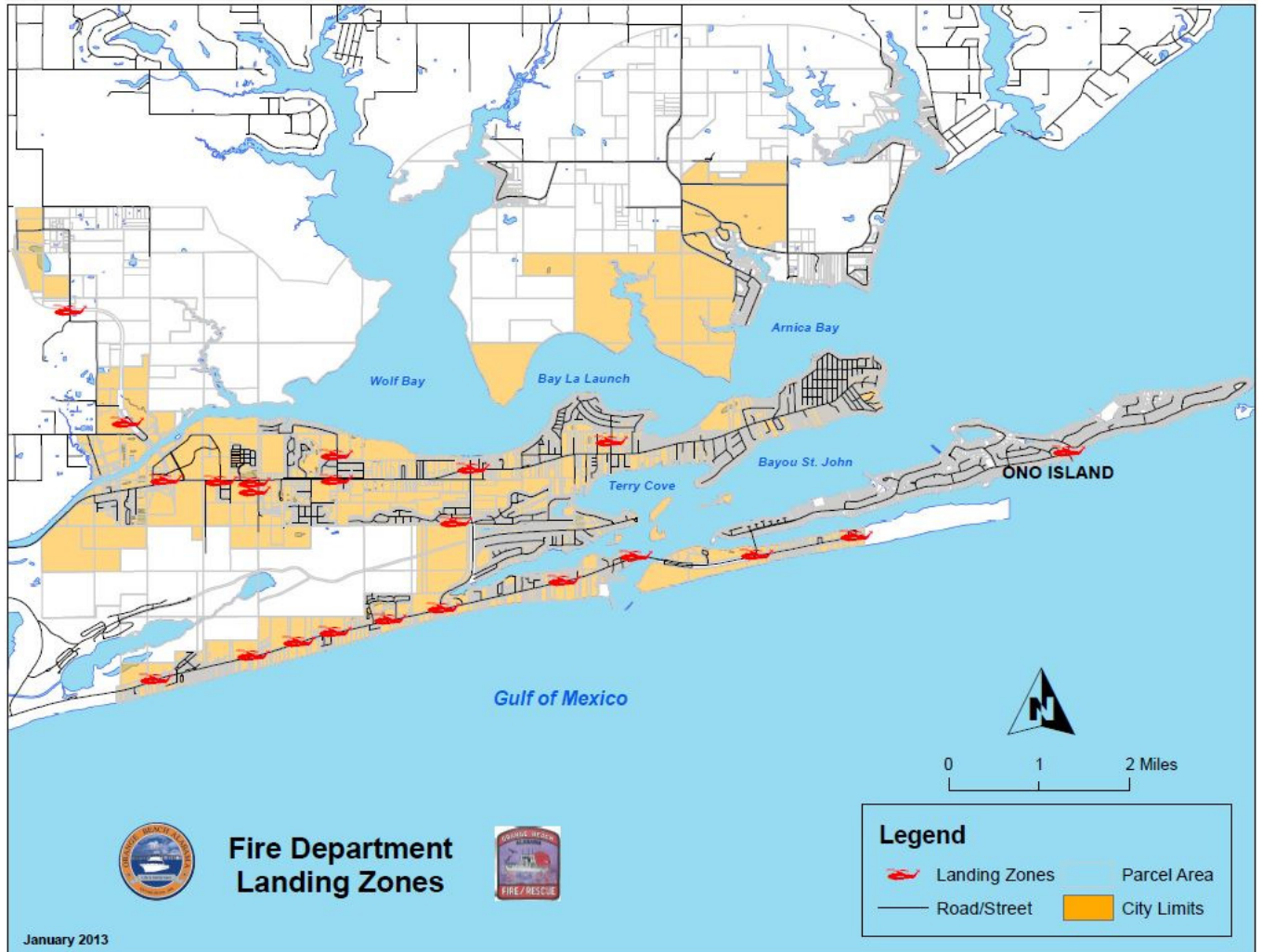




Emergency Helicopter Landing Zones

Currently there are 22 different Fire Department Landing Zones located within the City of Orange Beach. These locations are identified in **Figure 11 - Fire Department Landing Zones**.

Figure 11 - Fire Department Landing Zones





CONCEPT OF OPERATIONS

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

Since the September 11, 2001, terrorist attacks on the World Trade Center and the Pentagon, much has been done to improve prevention, preparedness, response, recovery, and mitigation capabilities and coordination processes across the country. A comprehensive national approach to incident management, applicable at all jurisdictional levels and across functional disciplines, has worked to improve the effectiveness of emergency response providers and incident management organizations across a full spectrum of potential incidents and hazard scenarios. Such an approach has also improved coordination and cooperation between public and private entities in a variety of domestic incident management activities. On February 28, 2003, the President issued Homeland Security Presidential Directive (HSPD)-5, which directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS).

According to HSPD-5:

"This system will provide a consistent nationwide approach for federal, state, and local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, 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."

While most incidents are generally handled on a daily basis by a single jurisdiction at the local level, there are important instances in which successful incident management operations depend on the involvement of multiple jurisdictions, functional agencies, and emergency responder disciplines. These instances require effective and efficient coordination across this broad spectrum of organizations and activities.

NIMS uses a systems approach to integrate the best of existing processes and methods into a unified national framework for incident management. This framework forms the basis for interoperability and compatibility that, in turn, enables a diverse set of public and private organizations to conduct well-integrated and effective incident management operations. It does this through a core set of concepts, principles, procedures, organizational processes, terminology, and standards requirements applicable to a broad community of NIMS users.

To provide this framework for interoperability and compatibility, NIMS is based on an appropriate balance of flexibility and standardization. NIMS provides a consistent, flexible, and adjustable national framework within which government and private entities at all levels can work together to manage domestic incidents, regardless of their



cause, size, location or complexity. This flexibility applies across all phases of incident management: prevention, preparedness, response, recovery and mitigation.

NIMS also provides a set of standardized organizational structures – such as the Incident Command Systems, multi-agency coordination systems and public information systems – as well as requirements for processes, procedures and systems designed to improve interoperability among jurisdictions and disciplines in various areas, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement.

NIMS Components

The NIMS integrates existing best practices into a consistent, nationwide approach to incident management that is applicable at all jurisdictional levels and across functional disciplines in an all-hazards context. Six major components make up this systems approach. The following discussion provides a brief synopsis of each major component of the NIMS, as well as how these components work together as a system to provide the national framework for preparing for, preventing, responding to, and recovering from domestic incidents, regardless of cause, size, or complexity. A more detailed discussion of each component can be found in a variety of sources, particularly FEMA (<http://www.fema.gov/national-incident-management-system>).

Command and Management

NIMS standard incident command structures are based on three key organizational systems:

The Incident Command System (ICS)

The ICS defines the operating characteristics, interactive management components, and structure of incident management and emergency response organizations engaged throughout the life cycle of an incident;

Multi-agency Coordination Systems

These define the operating characteristics, interactive management components, and organizational structure of supporting incident management entities engaged at the federal, state, local, and regional levels through mutual-aid agreements and other assistance arrangements; and

Public Information Systems

These refer to processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.



Preparedness

Effective incident management begins with a host of preparedness activities conducted on a “steady-state” basis, well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification and certification standards, equipment acquisition and certification standards, and publication management processes and activities.

- **Planning** – Plans describe how personnel, equipment, and other resources are used to support incident management and emergency response activities. Plans provide mechanisms and systems for setting priorities, integrating multiple entities and functions, and ensuring that communications and other systems are available and integrated in support of a full spectrum of incident management requirements.
- **Training** – Training includes standard courses on multi-agency incident command and management, organizational structure, and operational procedures; discipline-specific and agency-specific incident management courses; and courses on the integration and use of supporting technologies.
- **Exercises** – Incident management organizations and personnel must participate in realistic exercises – including multidisciplinary, multi-jurisdictional, and multi-sector interaction – to improve integration and interoperability and optimize resource utilization during incident operations.
- **Qualification and Certification** – Qualification and certification activities are undertaken to identify and publish national-level standards and measure performance against these standards to ensure that incident management and emergency responder personnel are appropriately qualified and officially certified to perform NIMS-related functions.
- **Equipment Acquisition and Certification** – Incident management organizations and emergency responders at all levels rely on various types of equipment to perform mission essential tasks. A critical component of operational preparedness is the acquisition of equipment that will perform to certain standards, including the capability to be interoperable with similar equipment used by other jurisdictions.
- **Publications Management** – Publications management refers to forms and forms standardization, developing publication materials, administering publications – including establishing naming and numbering conventions, managing the publication and promulgation of documents, and exercising control over sensitive documents – and revising publications when necessary.

Resource Management

The NIMS defines standardized mechanisms and establishes requirements for processes to describe, inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident.

Communications and Information Management

The NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination), and information-



sharing at all levels of incident management. These elements are briefly described as follows:

- **Incident Management Communications** – Incident management organizations must ensure that effective, interoperable communications processes, procedures, and systems exist to support a wide variety of incident management activities across agencies and jurisdictions.
- **Information Management** – Information management processes, procedures, and systems help ensure that information, including communications and data, flows efficiently through a commonly accepted architecture supporting numerous agencies and jurisdictions responsible for managing or directing domestic incidents, those impacted by the incident, and those contributing resources to the incident management effort. Effective information management enhances incident management and response and helps insure that crisis decision-making is better informed.

Supporting Technologies

Technology and technological systems provide supporting capabilities essential to implementing and continuously refining the NIMS. These include voice and data communications systems, information management systems (i.e., record keeping and resource tracking), and data display systems. Also included are specialized technologies that facilitate ongoing operations and incident management activities in situations that call for unique technology-based capabilities.

Ongoing Management and Maintenance

This component establishes an activity to provide strategic direction for and oversight of the NIMS, supporting both routine review and the continuous refinement of the system and its components over the long term.

INCIDENT COMMAND SYSTEM

The incident command system (ICS) is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to enable effective and efficient incident management. A basic premise of ICS is that it is widely applicable. It is used to organize both near-term and long-term field-level operations for a broad spectrum of emergencies, from small to complex incidents, both natural and man-made.

ICS is used by all levels of government – federal, state, and local – as well as by many private-sector and nongovernmental organizations. ICS is also applicable across disciplines. It is normally structured to facilitate activities in five major functional areas: command, operations, planning, logistics, and finance and administration. Acts of biological, chemical, radiological, and nuclear terrorism represent particular challenges for the traditional ICS structure. Events that are not site specific, are geographically dispersed, or evolve over longer periods of time will require extraordinary coordination



between federal, state, local, private-sector, and nongovernmental organizations. An area command may be established to oversee the management of such incidents.

Concepts & Principles

Most Incidents Are Managed Locally

The initial response to most incidents is typically handled by local 9-1-1 dispatch centers, emergency responders within a single jurisdiction, and direct supporters of emergency responders. Most responses don't require any further resources or involvement. In other instances, incidents that begin with a single response discipline within a single jurisdiction may rapidly expand to multidiscipline, multi-jurisdictional incidents requiring significant additional resources and operational support.

Whether for incidents in which additional resources are required or are provided from different organizations within a single jurisdiction or outside the jurisdiction, or for complex incidents with national-level implications (such as an emerging infectious disease or a bio-terrorism attack), the ICS provides a flexible core mechanism for coordinated and collaborative incident management. When a single incident covers a large geographical area, multiple local ICS organizations may be required. Effective cross-jurisdictional coordination using processes and systems described in the NIMS is absolutely critical in this instance.

The NIMS requires that field command and management functions be performed in accordance with a standard set of ICS organizations, doctrine, and procedures. However, Incident Commanders generally retain the flexibility to modify procedures or organizational structure to align as necessary with the operating characteristics of their specific jurisdictions or to accomplish the mission in the context of a particular hazard scenario.

ICS is Modular and Scalable

ICS is designed to have the following operating characteristics:

- Suitable for operations within a single jurisdiction or single agency, a single jurisdiction with multi-agency involvement, or multiple jurisdictions with multi-agency involvement;
- Applicable and acceptable to users throughout the country;
- Readily adaptable to new technology;
- Adaptable to any emergency or incident to which domestic incident;
- Management agencies would be expected to respond; and
- Have a scalable organizational structure that is based on the size and complexity of the incident.

ICS Has Interactive Management Components

These set the stage for effective and efficient incident management and emergency response.



ICS Establishes Common Terminology

These include a standard set of pre-designated organizational elements and functions, common names for resources used to support incident operations, common “typing” for resources to reflect specific capabilities, and common identifiers for facilities and operational locations used to support incident operations. These standards and procedures enable diverse organizations to work together effectively.

ICS Incorporates Measurable Objectives

Measurable objectives ensure fulfillment of incident management goals. Objective-setting begins at the top and is communicated throughout the entire organization.

ICS Should Be User Friendly

Its implementation of should have the least possible disruption on existing systems and processes. This will facilitate its acceptance across a nationwide user community and to ensure continuity in the transition process from normal operations. Additionally, ICS should be applicable across a wide spectrum of emergency response and incident management disciplines. This will enable the communication, coordination, and integration critical to effective and efficient NIMS.

MANAGEMENT CHARACTERISTICS

ICS is based on proven management characteristics. Each contributes to the strength and efficiency of the overall system.

Common Terminology

ICS establishes common terminology that allows diverse incident management and support entities to work together across a wide variety of incident management functions and hazard scenarios. This common terminology covers the following:

- **Organizational Functions** – Major functions and functional units with domestic incident management responsibilities are named and defined. Terminology for the organizational elements involved is standard and consistent.
- **Resource Descriptions** – Major resources – including personnel, facilities, and major equipment and supply items – used to support incident management activities are given common names and are “typed” with respect to their capabilities, to help avoid confusion and to enhance interoperability.
- **Incident Facilities** – Common terminology is used to designate the facilities in the vicinity of the incident area that will be used in the course of incident management activities.

Modular Organization

The incident command organizational structure develops in a top-down, modular fashion that is based on the size and complexity of the incident, as well as the specifics of the hazard environment created by the incident. When needed, separate functional elements can be established, each of which may be further subdivided to enhance internal organizational management and external coordination.



Responsibility for the establishment and expansion of the ICS modular organization ultimately rests with the Incident Commander (IC), who bases these on the requirements of the situation. As incident complexity increases, the organization expands from the top down as functional responsibilities are delegated. Concurrently with structural expansion, the number of management positions expands to adequately address the requirements of the incident.

Management by Objectives

Management by objectives represents an approach that is communicated throughout the entire ICS organization. This approach includes the following:

- Establishing overarching objectives;
- Developing and issuing assignments, plans, procedures, and protocols;
- Establishing specific, measurable objectives for various incident management functional activities, and directing efforts to attain them, in support of defined strategic objectives; and
- Documenting results to measure performance and facilitate corrective action.

Reliance on an Incident Action Plan

Incident Action Plans (IAPs) provide a coherent means of communicating the overall incident objectives in the contexts of both operational and support activities.

Manageable Span of Control

Span of control is key to effective and efficient incident management. Within ICS, the span of control of any individual with incident management supervisory responsibility should range from three to seven subordinates. The type of incident, nature of the task, hazards and safety factors, and distances between personnel and resources all influence span-of-control considerations.

Pre-designated Incident Locations and Facilities

Various types of operational locations and support facilities are established in the vicinity of an incident to accomplish a variety of purposes, such as decontamination, donated goods processing, mass care, and evacuation. The IC will direct the identification and location of facilities based on the requirements of the situation at hand. Typical pre-designated facilities include incident command posts, bases, camps, staging areas, mass casualty triage areas, and others, as required.

Comprehensive Resource Management

Maintaining an accurate and up-to-date picture of resource utilization is a critical component of domestic incident management. Resource management includes processes for categorizing, ordering, dispatching, tracking, and recovering resources. It also includes processes for reimbursement for resources, as appropriate. Resources are defined as personnel, teams, equipment, supplies, and facilities available or potentially available for assignment or allocation in support of incident management and emergency response activities.



Integrated Communications

Incident communications are facilitated through the development and use of a common communications plan and interoperable communications processes and architectures. This integrated approach links the operational and support units of the various agencies involved and is necessary to maintain communications connectivity and discipline to enable common situational awareness and interaction. Preparedness planning must address the equipment, systems, and protocols necessary to achieve integrated voice and data incident management communications. The City of Orange Beach addresses integrated communications in their **Communications SOG**.

Establishment and Transfer of Command

The command function must be clearly established from the beginning of incident operations. The agency with primary jurisdictional authority over the incident designates the individual at the scene responsible for establishing command. When command is transferred, the process must include a briefing that captures all essential information for continuing safe and effective operations.

Chain of Command and Unity of Command

Chain of command refers to the orderly line of authority within the ranks of the incident management organization. Unity of command means that every individual has a designated supervisor to whom they report at the scene of the incident. These principles clarify reporting relationships and eliminate the confusion caused by multiple, conflicting directives. Incident managers at all levels must be able to control the actions of all personnel under their supervision.

Unified Command

In incidents involving multiple jurisdictions, a single jurisdiction with multi-agency involvement, or multiple jurisdictions with multi-agency involvement, unified command allows agencies with different legal, geographic, and functional authorities and responsibilities to work together effectively without affecting individual agency authority, responsibility, or accountability.

Accountability

Effective accountability at all jurisdictional levels and within individual functional areas during incident operations is essential. To that end, the following principles must be adhered to:

- **Check-In** – All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander/Unified Command.
- **Incident Action Plan** – Response operations must be directed and coordinated as outlined in the IAP.
- **Unity of Command** – Each individual involved in incident operations will be assigned to only one supervisor.



- **Span of Control** – Supervisors must be able to adequately supervise and control their subordinates, as well as communicate with and manage all resources under their supervision.
- **Resource Tracking** – Supervisors must record and report resource status changes as they occur.

Deployment

Personnel and equipment should respond only when requested or when dispatched by an appropriate authority.

Information and Intelligence Management

The incident management organization must establish a process for gathering, sharing, and managing incident-related information and intelligence. Additional, more detailed information on the incident command system can be found in a variety of sources, particularly FEMA (<http://www.fema.gov/national-incident-management-system>).



EOC ORGANIZATION COMMAND STAFF

Incident Commander/Unified Command

Purpose

The Incident Commander's responsibility is the overall management of the incident. The command activity for incidents can be carried out by a single Incident Commander or can encompass multiple persons in what is called Unified Command. The Incident Commander/Unified Command is generally selected by qualifications and experience. The Incident Commander/Unified Command may have a deputy/deputies, who may be from the same agency, or from an assisting agency. Deputies must have the same qualifications as the person for whom they work as they must be ready to take over that position at any time.

Other responsibilities include:

- Assess the situation and/or obtain a briefing from the prior Incident Commander.
- Determine Incident Objectives and strategy.
- Establish the immediate priorities.
- Establish an Incident Command Post.
- Establish an appropriate organization of response as outlined by ICS utilizing span of control.
- Ensure planning meetings are scheduled as required.
- Approve and authorize the implementation of an Incident Action Plan.
- Ensure that adequate safety measures are in place.
- Coordinate activity for all Command & General Staff.
- Coordinate with key people and officials.
- Approve requests for additional resources or for the release of resources.
- Keep agency administrator informed of incident status.
- Approve the use of trainees, volunteers, and auxiliary personnel.
- Authorize release of information to the news media.
- Order the demobilization of the incident when appropriate.

Public Information Officer (PIO)

Purpose

The PIO plans for, coordinates, provides and disseminates information to the general public during all phases of disaster operations. The PIO is responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements. The PIO develops accurate and complete information on the incident's cause, size, and current situation; resources committed; and other matters of general interest for both internal and external consumption. The PIO may also perform a key public information monitoring role.



Only one PIO will be assigned for each incident, including incidents operating under Unified Command and multi-jurisdiction incidents. The PIO may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions.

Other responsibilities include:

- Determine from the Incident Commander if there are any limits on information release.
- Develop material for use in media briefings.
- Obtain Incident Commander's approval of media releases.
- Inform media and conduct media briefings.
- Arrange for tours and other interviews or briefings that may be required.
- Obtain media information that may be useful to incident planning.
- Maintain current information summaries and/or displays on the incident and provide information on status of incident to assigned personnel.

Liaison Officer (LOFR)

Purpose

The Liaison Officer is the point of contact for representatives of other municipal, county, state, federal, and municipal governmental agencies, nongovernmental organizations, and/or private entities. The Liaison Officer, or designee, will serve as the City of Orange Beach's liaison to the federal Joint Field Office (JFO), if established during recovery. In either a single or Unified Command structure, representatives from assisting or cooperating agencies and organizations coordinate through the Liaison Officer. Agency and/or organizational representatives assigned to an incident must have the authority to speak for their parent agencies and/or organizations on all matters, following appropriate consultations with their agency leadership.

Only one Liaison Officer will be assigned for each incident, including incidents operating under Unified Command and multi-jurisdiction incidents. The Liaison Officer may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions. The Liaison Officer is the contact for representatives of the personnel assigned to the incident by assisting or cooperating agencies. These are personnel other than those on direct tactical assignments or those involved in a Unified Command.

Other responsibilities include:

- Be a contact point for Agency Representatives.
- Maintain a list of assisting and cooperating agencies and Agency Representatives.
- Assist in establishing and coordinating interagency contacts.
- Keep agencies supporting the incident aware of incident status.
- Monitor incident operations to identify current or potential inter-organization problems.



- Participate in planning meetings, providing current resource status, including limitations and capability of assisting agency resources.

Safety Officer

Purpose

The Safety Officer's function is to develop and recommend measures for assuring personnel safety, and to assess and/or anticipate hazardous and unsafe situations. The Safety Officer monitors incident operations and advises the Incident Commander/Unified Command on all matters relating to operational safety, including the health and safety of emergency responder personnel. The Safety Officer has emergency authority to stop and/or prevent unsafe acts during incident operations. The Safety Officer, Operations Section Chief, and Planning Section Chief must coordinate closely regarding operational safety and emergency responder health and safety issues.

Only one Safety Officer will be assigned for each incident. The Safety Officer may have assistants as necessary, and the assistants may also represent assisting agencies or jurisdictions. Safety assistants may have specific responsibilities such as air operations, hazardous materials, etc.

Other responsibilities include:

- Participate in planning meetings.
- Identify hazardous situations associated with the incident.
- Review the Incident Plan for safety implications.
- Exercise emergency authority to stop and prevent unsafe acts.
- Investigate accidents that have occurred within the incident area.
- Assign assistants as needed.
- Review and approve the medical plan (ICS 206) in the IAP.
- Develop Hazardous Materials Site Safety Plan (as required).

GENERAL STAFF

Operations Section Chief (OSC)

Purpose

Operations Section Chief is responsible for the management of all operations directly applicable to the primary mission. The Operations Section Chief activates and supervises organization elements in accordance with the incident action plan and directs its execution. The Operations Chief also directs the preparation of unit operational plans, requests, releases resources, makes expedient changes to the incident action plan as necessary; and reports such to the incident commander.

Other responsibilities include:

- Develop operations portion of Incident Action Plan.



- Brief and assign Operations Section personnel in accordance with the Incident Action Plan.
- Supervise Operations Section.
- Determine need and request additional resources.
- Provide recommendation for release of resources.
- Report information about special activities, events, and occurrences to Incident Commander/Unified Command.

Planning Section Chief (PSC)

Purpose

The Planning Section Chief is responsible for the collection, evaluation, dissemination and use of information about the development of the incident and status of resources. Information is needed to understand the current situation, predict probable course of incident events, and prepare alternative strategies and control operations for the incident.

Other responsibilities include:

- Collect and process situation information about the incident.
- Supervise preparation of the Incident Action Plan.
- Provide input to the Incident Commander and Operations Section Chief in preparing the Incident Action Plan.
- Reassign out-of-service personnel already on-site to ICS organizational positions as appropriate.
- Establish information requirements and reporting schedules for Planning Section units (e.g., Resources, Situation Units).
- Determine need for any specialized resources in support of the incident.
- If requested, assemble and disassemble strike teams and task forces as requested by Operations.
- Establish special information collection activities as necessary, e.g., weather, environmental, toxics, etc.
- Assemble information on alternative strategies.
- Provide periodic predictions on incident potential.
- Report any significant changes in incident status.
- Compile and display incident status information.
- Oversee preparation and implementation of Incident Demobilization Planning.

Logistics Section Chief (LSC)

Purpose

The Logistics Section Chief is responsible for providing facilities, services, and material in support of the incident. The Logistics Section Chief participates in development and



implementation of the Incident Action Plan and activates and supervises the Branches and Units within the Logistics Section.

Other responsibilities include:

- Plan organization of Logistics Section.
- Assign work locations and preliminary work tasks to Section personnel.
- Notify Resources Unit of Logistics Section units activated including names and locations of assigned personnel.
- Participate in preparation of Incident Action Plan through completion of ICS 205 (Communications Plan) and ICS 206 (Medical Plan).
- Identify service and support requirements for planned and expected operations.
- Provide input to review Communications Plan, Medical Plan and Traffic Plan.
- Coordinate and process requests for additional resources.
- Review Incident Action Plan and estimate Logistics Section needs for next operational period.
- Advise on current service and support capabilities.
- Prepare service and support elements of the Incident Action Plan.
- Estimate future service and support requirements.
- Receive Demobilization Plan from Planning Section.
- Recommend release of unit resources in conformity with Demobilization Plan.
- Ensure general welfare and safety of Logistics Section.

Finance/Administration Section Chief

Purpose

The Finance/Administration Section Chief is responsible for all financial, administrative, and cost analysis aspects of the incident and for supervising members of the Finance/Administration Section.

Other responsibilities include:

- Manage all financial aspects of an incident.
- Provide financial and cost analysis information as requested.
- Gather pertinent information from briefings with responsible agencies.
- Develop an operating plan for the Finance/Administration Section; fill supply and support needs.
- Determine need to set up and operate an incident commissary.
- Meet with Assisting and Cooperating Agency Representatives as needed.
- Maintain daily contact with agency(s) administrative headquarters on Finance/Administration matters.
- Ensure that all personnel time records are accurately completed and transmitted to home agencies, according to policy.
- Provide financial input to demobilization planning.



- Ensure that all obligation documents initiated at the incident are properly prepared and completed.
- Brief agency administrative personnel on all incident-related financial issues needing attention or follow-up prior to leaving incident.

FUNCTIONAL BRANCHES/GROUPS/UNITS

The EOC works as a multiagency coordination center and is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. In the EOC, multiagency coordination occurs across the different disciplines involved, across jurisdictional lines, or across levels of government.

The EOC oversees the management of multiple incidents handled individually by separate incident command organizations or to oversee the management of a very large or evolving incident engaging multiple incident management teams.

The EOC is a compilation of various relevant Orange Beach agencies/departments and other entities collaborating to prepare for, respond to, and recover from, a disaster situation. EOC personnel are comprised of agency representatives that are considered "decision makers" who have operational authority for the agencies they represent. These agency representatives are assigned to staff a specific ICS position. As missions or assignments are generated from the EOC, they are passed to the agency representative at the EOC and implemented. The following section briefly outlines the major roles and responsibilities of the functional branches/groups/units of the EOC.

Operations Section Overview

The Operations Section is responsible for command, control and coordination of all response elements applied to the incident, regardless of the hazard. The Operations Section carries out the objectives of the EOC IAP and requests additional resources as needed.

Responsibilities:

- Coordinate support for field operations.
- Establish response priorities in conjunction with Incident Commander/Unified Command and Agency Administrator.
- Ensure cross-functional communications and coordination.
- Ensure effective resource sharing between responding departments.
- Establish and coordinate EOC situation management activities,
- Supervise implementation of the EOC IAP.
- Coordinate response activities with state and federal agencies (as applicable).

In order to maintain effective span of control, the Operations Section is organized into the following three branches:

1. Emergency Services Branch
2. Human Services Branch



3. Infrastructure Branch

Each branch ensures that essential functions are performed in incident/event response and are detailed below to show responsibilities of the respective underlying groups/divisions.

Emergency Services Branch

Firefighting Group – The Firefighting Group shall coordinate all fire, EMS, and urban search and rescue operations within the boundaries of the City of Orange Beach and assist neighboring communities if called upon. The Firefighting Group will complete and maintain status reports for major incidents, implement the objectives of the EOC IAP assigned to the Firefighting Group, and assist and serve as an advisor to the Deputy Operations Section Chief - Emergency Services, as required.

HAZMAT Group – The HAZMAT Group shall coordinate all hazardous material response operations within the boundaries of the City of Orange Beach. The HAZMAT Group will complete and maintain status reports for major incidents and implement the objectives of the EOC IAP assigned to the HAZMAT Group and implement the **HAZMAT SOG**.

Other responsibilities include:

- Ensure the development of Control Zones and Access Control Points and the placement of appropriate control lines.
- Evaluate and recommend public protection action options to the Operations Chief or Branch Director (if activated).
- Ensure that current weather data and future weather predictions are obtained.
- Establish environmental monitoring of the hazard site for contaminants.
- Conduct safety meetings within the HAZMAT Group.
- Participate in the development of the IAP.
- Ensure that recommended safe operational procedures are followed.
- Ensure that the proper Personal Protective Equipment is selected and used.
- Ensure that the appropriate agencies are notified through the Incident Commander/unified Command.

Health & Medical Group – The Health & Medical Group is responsible for coordinating the provision of medical, mental, and public health care for the residents and visitors of the City of Orange Beach. This includes providing accurate information on where individuals may receive appropriate care.

Other responsibilities include:

- Minimize loss of life, subsequent disability and human suffering by ensuring timely and coordinated medical and public health assistance.
- Coordinate activities of medical care facilities and the procurement, allocation, and distribution of medical personnel, supplies, communications, and other resources.



- Provide a system for receipt and dissemination of health related information required for effective response and recovery from a major disaster.
- Assist in the implementation of public health actions ordered.
- Coordinate with the PIO to inform the public of health precautions or health related safety instructions for the general public.
- Coordinate and prioritize requests for health services support from local responders and obtains medical/health personnel, supplies and equipment through mutual aid or requests for state or federal support via the Baldwin County EOC.
- Complete and maintain status reports for major incidents, implement the objectives of the EOC IAP assigned to the Health & Medical Group.

Public Safety Group – Public Safety Group commands, controls and coordinates law enforcement resources and activities. The Public Safety Group is responsible for linking the EOC to law enforcement agencies (county, state and federal) and appropriate dispatch centers. The Public Safety Group will complete and maintain status reports for major incidents, implement the objectives of the EOC IAP as assigned and assist/serve as an advisor to the Operations Section Chief as required.

Human Services Branch

Mass Care Group - The Mass Care Group is responsible for providing basic human services, including: food, potable water, clothing, emotional support and other basic necessities to persons impacted by a disaster. The Mass Care Group also provides a central disaster registration and inquiry service to reunite families and respond to outside welfare inquiries. The Mass Care Group collaborates closely with other agencies within the Human Services Branch to ensure close coordination and support for their mass care activities. Responsibilities include:

- Ensuring effective integration of voluntary agency mass care activities.
- Estimating the number of people who will require mass care services (i.e., feeding, clothing, distribution of relief supplies, etc.).
- Ensuring that mass care service delivery programs are designed to address the needs of all segments of the affected population, including people with special needs.
- Coordinating the provision of shelters, feeding, and disaster welfare inquiries.
- Assisting the American Red Cross/Salvation Army with inquiries and registration services to reunite families or respond to inquiries from other relatives.
- Ensuring that physical and mental health services are available at shelters and other mass care service delivery sites.
- Coordinating the collection and distribution of mass care service delivery statistics.

Infrastructure Branch

Public Works Group – The Public Works Group assists agencies in response/recovery operations, including providing support to various operational units such as fire and law



enforcement, city-wide damage assessment (structures and infrastructure), route recovery, debris removal, debris volume assessment, building safety inspections and demolitions. Additionally, the Public Works Group will complete and maintain status reports for major issues or incidents and implement the objectives of the EOC IAP assigned to the Public Works Group.

Transportation Group - The Transportation Branch provides overall coordination of transportation assistance to city and county departments, other governmental and private agencies, and others requiring transportation assistance in disaster situations. The Transportation Branch coordinates the designation and restoration of services on critical transportation routes within the City of Orange Beach, including the coordination of general traffic and access control programs.

Other responsibilities include:

- Coordinating the response operations targeted at restoring and maintaining normal operations of public transportation systems.
- Designating critical transportation routes.
- Route recovery.
- Supporting evacuation transportation planning.
- Providing backup transportation for survivors.
- Providing transportation for emergency workers during recall operations.
- Completing and maintaining status reports for major issues or incidents and implement the objectives of the EOC IAP assigned to the Transportation Group.

Utilities Group - The Utilities Group plans for and coordinates necessary actions to facilitate the restoration of energy, potable water, and sewer systems following a disaster. The Utilities Branch is also responsible for coordinating all utility restoration-related activities, tracking the restoration of said utilities, ensuring support for field operations, including effective coordination with other response elements, pro-active exchange of information and coordination of external resource support. Additionally, the Utilities Group will complete and maintain status reports for major issues or incidents and implement the objectives of the EOC IAP assigned to the Utilities Group.

Logistics Section Overview

The Logistics Section is responsible for planning and executing the acquisition and movement of supplies, equipment, personnel and providing facilities in support of the response to an incident. The Logistics Section is also responsible for tracking the status of resource requests from placement to fulfillment.

The Logistics Section is responsible for the following:

- Identify potential sources of resources, including vendors, partner agencies and other jurisdictions through mutual aid,
- Procure, track and arrange for the delivery of materials and/or equipment required to support the response.



- Track the status of resource requests, including requests forwarded to Baldwin County EOC.
- Identify, acquire, renovate and provide logistical services for facilities required to support the incident response.
- Support the establishment of material/equipment warehousing, distribution centers and staging areas, when directed.
- Coordinate the acquisition of supplementary staff through use of temporary staff agencies, community volunteers, mutual aid agreements or other available sources.
- Coordinate the screening, acceptance and handling of donated materials and services.
- Coordinate logistical support services for the EOC.

In order to maintain effective span of control, the Logistics Section is organized into the following units:

1. Facilities Unit
2. Ground Support Unit
3. IT/Communications Unit
4. Supply Unit

Each unit ensures that essential functions are performed in incident/event response and are detailed below to show responsibilities.

Facilities Unit - The Facilities Unit is primarily responsible for the layout and activation of incident facilities, e.g., Base, Camp(s) and Incident Command Post. The unit provides sleeping and sanitation facilities for incident personnel and manages all facilities operations. Each facility is assigned a manager who reports to the Facilities Unit Leader and is responsible for managing the operation of the facility. The basic functions or activities are to provide security service, and general maintenance. The Facility Unit Leader reports to the Support Branch Director.

Other responsibilities include:

- Participate in Logistics Section/Support Branch planning activities.
- Determine requirements for each facility.
- Prepare layouts of incident facilities.
- Notify unit leaders of facility layout.
- Activate incident facilities.
- Provide Base and Camp Managers (if applicable).
- Provide sleeping facilities.
- Provide security services.
- Provide facility maintenance

Ground Support Unit - The Ground Support Unit is primarily responsible for supporting out of service resources; transportation of personnel, supplies, food, and equipment;



fueling, service, maintenance, and repair of vehicles; and other ground support equipment; and implementing Traffic Plan for the incident.

Other responsibilities include:

- Notify Resources Unit (Planning Section) of all status changes on support and transportation vehicles.
- Arrange for and activate fueling, maintenance, and repair of ground resources.
- Maintain inventory of support and transportation vehicles (ICS Form 218).
- Provide transportation services for responders assigned to the incident.
- Collect use information on rented equipment.
- Requisition maintenance and repair supplies (e.g., fuel, spare parts).
- Maintain incident roads.

IT/Communications Unit - The IT/Communications Unit is responsible for developing plans for the effective use of incident communications equipment and facilities; installing and testing of communications equipment; supervision of the Incident Communications Center; distribution of communications equipment to incident personnel; and the maintenance and repair of communications equipment.

Other responsibilities include:

- Prepare and implement the Incident Radio Communications Plan (ICS Form 205).
- Ensure personal portable radio equipment from cache is distributed per Incident Radio Communications Plan.
- Establish appropriate communications distribution/maintenance locations.
- Ensure communications systems are installed and tested.
- Ensure an equipment accountability system is established.
- Provide technical information as required on:
 - Adequacy of communications systems currently in operation.
 - Geographic limitation on communications systems.
 - Equipment capabilities/limitations.
 - Amount and types of equipment available.
 - Anticipated problems in the use of communications equipment.
- Supervise Communications Unit activities.
- Maintain records on all communications equipment as appropriate.
- Ensure equipment is tested and repaired.
- Recover equipment from relieved or released units.

Supply Unit - The Supply Unit Leader is primarily responsible for ordering personnel, equipment and supplies; receiving, and storing all supplies for the incident; maintaining an inventory of supplies; and servicing non-expendable supplies and equipment.



Other responsibilities include:

- Participate in Logistics Section/Support Branch planning activities.
- Determine the type and amount of supplies en route.
- Review Incident Action Plan for information on operations of the Supply Unit.
- Develop and implement safety and security requirements.
- Order, receive, distribute, and store supplies and equipment.
- Receive and respond to requests for personnel, supplies and equipment.
- Maintain inventory of supplies and equipment.
- Service reusable equipment.

Planning Section Overview

The Planning Section is responsible for collecting, evaluating, and disseminating information about the development of the incident and status of resources. One of the most important functions of the Planning Section is to look beyond the current and next operational period and anticipate potential problems.

Other responsibilities include:

- Collection and evaluation of incident situation.
- Preparing situation status reports.
- Displaying situation information.
- Maintaining status of resources.
- Developing an Incident Action Plan (IAP).
- Coordinating incident demobilization.
- Providing a primary location for technical specialist assigned to an incident.
- Providing duplication services.
- Preparation of required incident related documentation.
- Collecting official documentation of the incident.

In order to maintain effective span of control, the Planning Section is organized into the following units:

1. Documentation/Demobilization Unit
2. GIS Unit
3. Resources Unit
4. Situation Unit

Each unit ensures that essential functions are performed in incident/event response and are detailed below to show responsibilities.

Documentation/Demobilization Unit – The Documentation/Demobilization Unit Leader is a combination position responsible for the maintenance of accurate, up-to-date incident files. Duplication services will also be provided by the Documentation/Demobilization Unit. Incident files will be stored for legal, analytical,



and historical purposes. The Documentation/Demobilization Unit is also responsible for developing the Incident Demobilization Plan. On large incidents, demobilization can be quite complex, requiring a separate planning activity.

Other responsibilities include:

- Set up work area; begin organization of incident files.
- Establish duplication service; respond to requests.
- File all official forms and reports.
- Review records for accuracy and completeness; inform appropriate units of errors or omissions.
- Provide incident documentation as requested.
- Store files for post-incident use.
- Review incident resource records to determine the likely size and extent of demobilization effort.
- Based on above analysis, add additional personnel, work space and supplies as needed.
- Coordinate demobilization with Agency Representatives.
- Monitor ongoing Operations Section resource needs.
- Identify surplus resources and probably release time.
- Develop incident check-out function for all units.
- Evaluate logistics and transportation capabilities to support demobilization.
- Establish communications with off-incident facilities, as necessary.
- Develop an Incident Demobilization Plan detailing specific responsibilities and release priorities and procedures.
- Prepare appropriate directories (e.g., maps, instructions, etc.) for inclusion in the demobilization plan.
- Distribute demobilization plan (on and off-site).
- Ensure that all Sections/Units understand their specific demobilization responsibilities.
- Supervise execution of the Incident Demobilization Plan.
- Brief Planning Section Chief on demobilization progress.

GIS Unit - The GIS Unit supports the operations of the EOC by creating and maintaining maps and photographs using the GIS system and other mapping/photographic systems. The GIS Unit catalogs all products so that they are easily retrievable. Finally, the GIS Unit, with direction from the Planning Section Chief, establishes procedures for prioritizing mapping requests.



Resources Unit - The Resources Unit is responsible for maintaining the status of all assigned resources (primary and support) assigned by the EOC for the disaster or incident. This is achieved by overseeing the check-in of all resources, establishing a proactive collaboration with the Supply Unit and other components of the Logistics section, maintaining a status-keeping system, and maintenance of a master list of all resources once an incident begins.

Other responsibilities include:

- Establish check-in function at incident locations.
- Prepare Organization Assignment List (ICS Form 203) and Organization Chart (ICS Form 207).
- Prepare appropriate parts of Division Assignment Lists (ICS Form 204).
- Maintain the current status and location of all resources.
- Maintain master roster of all resources checked in at the incident.
- A Check-in/Status Recorder reports to the Resources Unit Leader and assists with the accounting of all incident assigned resources.

Situation Unit - The Situation Unit collects, processes, and organizes ongoing situation information, prepares situation summaries, and develops projections and forecasts of future events related to the incident. The Situation Unit also prepares maps and gathers and disseminates information and intelligence for use in the IAP. This unit may also require the expertise of technical specialists and operations and information security specialists.

Other responsibilities include:

- Begin collection and analysis of incident data as soon as possible.
- Prepare, post, or disseminate resource and situation status information as required, including special requests.
- Prepare periodic predictions or as requested.
- Prepare Situation Reports (SITREPs) as prescribed by the Planning Section Chief to include details about current incident and any specific forecasts concerning the incident.
- Provide photographic services and maps if required.

Finance/Administration Section Overview

The Finance/Administration Section has five major responsibilities:

1. Provides policy guidance and establishes procedures to authorize the commitment and payment of funds. Provides recommendations and guidance to and receives direction from the Agency Administrator on financial matters,
2. Coordinates the accounting for personnel time during the emergency response and recovery efforts, and ensuring that employees continue to receive pay, health insurance and retirement benefits,



3. Tracks and processes payments of vendor purchase orders, contracts, claims and other payments during the emergency,
4. Ensures that an accurate accounting of the cost of responding to the emergency (including both response and recovery) is maintained. This includes accounting for personnel time, the cost of services provided and for acquiring and maintaining response facilities, materials and equipment, and
5. Ensures that management and direction of all administrative matters pertaining to compensation for injury and claims-related activities for an incident.

In order to maintain effective span of control, the Finance/Administration Section is organized into the following units:

1. Compensation/Claims Unit
2. Procurement Unit
3. Time/Cost Unit
4. Situation Unit

Each unit ensures that essential functions are performed in incident/event response and are detailed below to show responsibilities.

Compensation/Claims Unit - The Compensation/Claims Unit ensures that all forms required by workers' compensation programs and local agencies are completed. The Compensation/Claims Unit also maintains files on injuries and illnesses that are associated with the incident and ensures that all witness statements are obtained in writing. The Compensation/Claims Unit maintains logs on the claims, obtains witness statements, and documents investigations and agency follow-up requirements.

Other responsibilities include:

- Establish contact with Safety Officer and Liaison Officer (or Agency Representatives if no Liaison Officer is assigned).
- Establish a work area to deal with injury compensation is located within or as close as possible to the Medical Unit of the Logistics Section.
- Review Incident Medical Plan (ICS Form 206).
- Review procedures for handling claims with Procurement Unit.
- Periodically review logs and forms to ensure compliance with agency requirements and policies.
- Ensure that all compensation for injury and claims logs and forms are complete and routed to the appropriate agency for post-incident processing prior to demobilization.

Procurement Unit - The Procurement Unit administers all financial matters pertaining to vendor contracts and coordinates with surrounding local jurisdictions to identify sources for equipment, prepares and signs equipment rental agreements, and processes all administrative requirements associated with equipment rental and supply contracts.



Other responsibilities include:

- Review incident needs and any special procedures with Unit Leaders, as needed.
- Coordinate with local jurisdiction on plans and supply sources.
- Obtain Incident Procurement Plan.
- Prepare and authorize contracts and land use agreements.
- Draft memoranda of understanding.
- Establish contracts and agreements with supply vendors.
- Provide for coordination between the Supply Unit and all other procurement organization supporting the incident.
- Ensure that a system is in place which meets agency property management requirements. Ensure proper accounting for all new property.
- Interpret contracts and agreements; resolve disputes within delegated authority.
- Coordinate with Compensation/Claims Unit for processing claims.

Time/Cost Unit - The Time/Cost Unit is responsible for ensuring proper daily recording of personnel time, in accordance with the policies of the relevant agencies. The Time/Cost Unit also provides cost analysis data for the incident. This unit must ensure that equipment and personnel for which payment is required are properly identified, obtain and record all cost data, and analyze and prepare estimates of incident costs. The Time/Cost Unit also provides input on cost estimates for resource use to the Planning Section and must maintain accurate information on the actual costs of all assigned resources.

Other responsibilities include:

- Ensure that daily personnel time recording documents are prepared and in compliance with agency(s) policy.
- Maintain separate logs for overtime hours.
- Establish commissary operation on larger or long-term incidents as needed.
- Ensure that all records are current and complete prior to demobilization.
- Release time reports from assisting agency personnel to the respective Agency Representatives prior to demobilization.
- Brief Finance/Administration Section Chief on current problems and recommendations, outstanding issues, follow-up requirements make cost-saving recommendations.
- Coordinate with agency headquarters on cost reporting procedures.
- Collect and record all cost data.
- Develop incident cost summaries.
- Prepare resources-use costs estimates for the Planning Section.
- Complete all records prior to demobilization.



For position specific training opportunities, please refer to the Training Matrix located later in the Preparedness Activities Section of this document.

NORMAL OPERATIONS

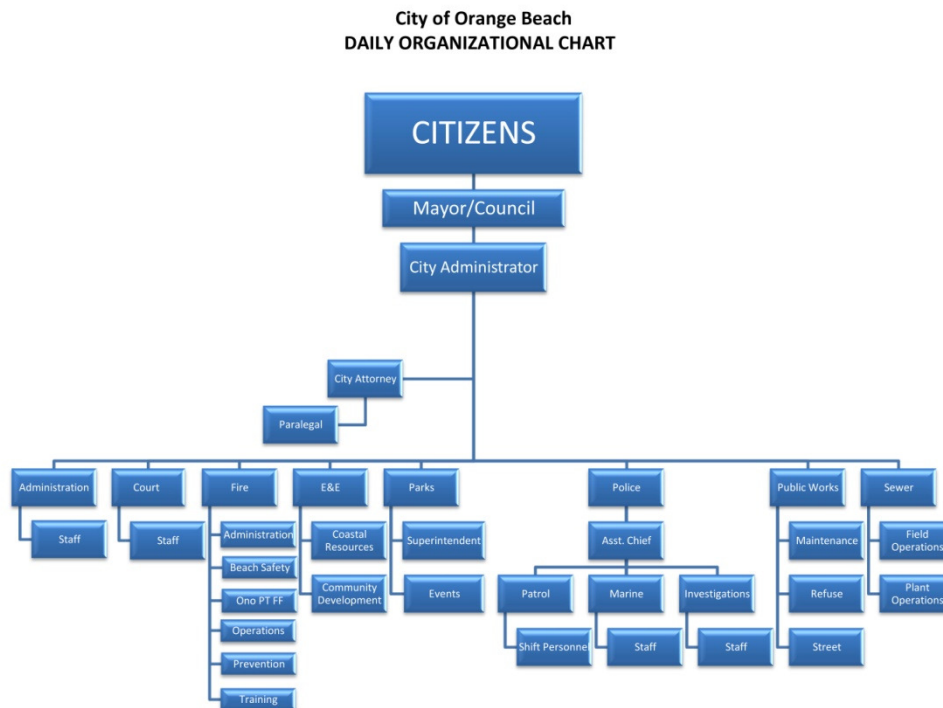
During the time when the City of Orange Beach is in routine or non-emergency operational status, the Emergency Management Coordinator and staff are responsible for maintaining the records, files and other papers pertaining to the various services of the emergency preparedness organization and for keeping, and as necessary, revising an accurate, adequate record of personnel assignments and subordinate plans.

Other responsibilities include:

- Keep persons throughout the City of Orange Beach well informed by establishing and maintaining a comprehensive educational program that focuses on emergency management. Such programs shall be responsive to identified needs and shall involve, to the extent practicable, all aspects of the community including but not limited to the media, retailers, banks, utilities, independent agencies of the city and other public- and private-sector entities.
- Be the central repository for all mutual aid agreements, concerning emergency management, which have been approved and authorized.
- Maintain a state of readiness by conducting training and exercise programs as appropriate.

Day-to-Day Orange Beach Organizational Structure

Figure 12 – City of Orange Beach Daily Organizational Chart



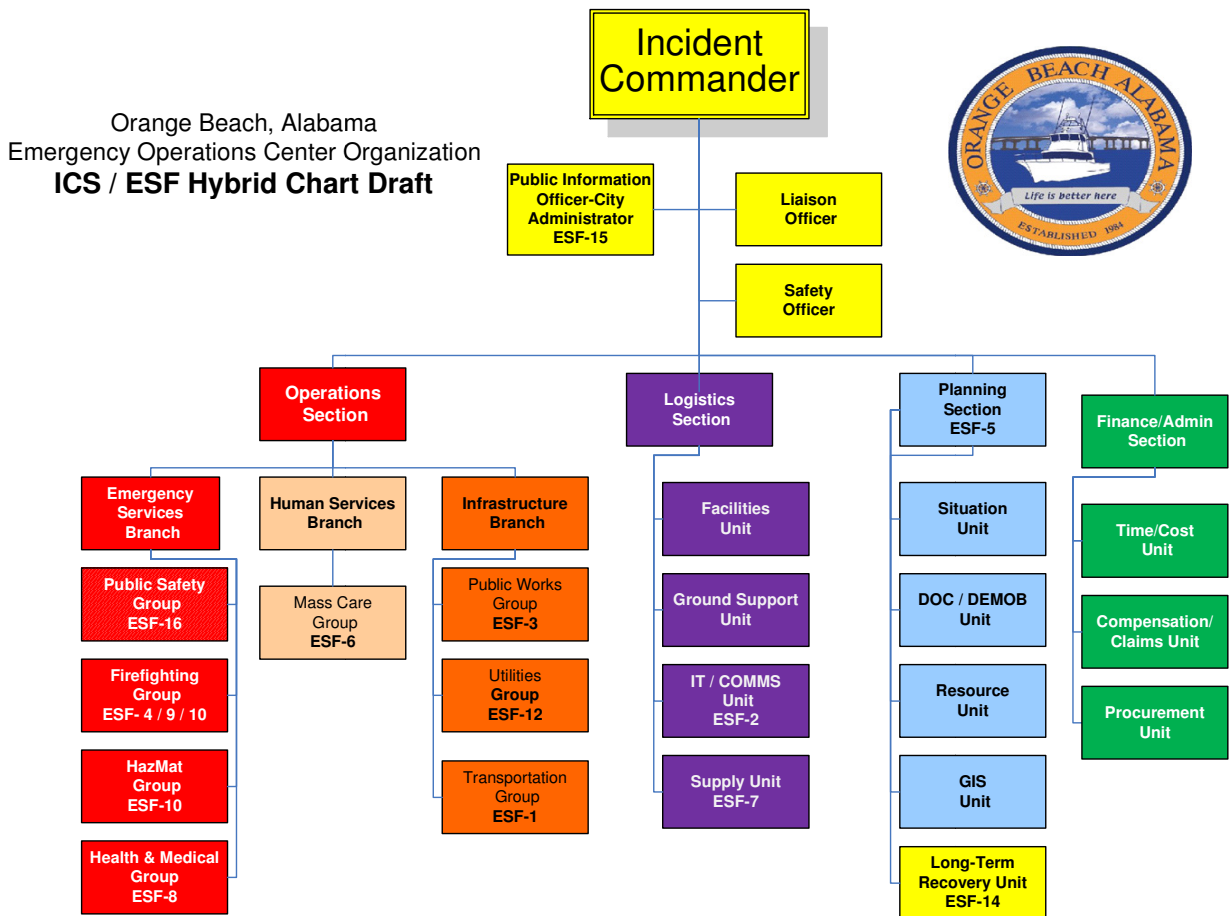


EMERGENCY RESPONSE ORGANIZATION

Structure

The City of Orange Beach EOC will activate and operate under the ICS/ESF hybrid organizational chart displayed in Figure 13 that incorporates Command & General Staff as well as functional branches/groups/units.

Figure 13 –Orange Beach ICS/ESF Organizational Chart



6/12/13



EMERGENCY OPERATIONS CENTER ACTIVATION LEVEL

The Orange Beach EOC will operate under four different levels of activation ranging from Level 4 to Level 1 with Level 1 encompassing a full around the clock activation. The Levels of Activation were formed in concert with the Baldwin County Levels of Activation as portrayed in the Baldwin County EOP.

LEVEL FOUR

NIMS is necessary to direct and control the emergency response forces at an incident site. Incident Command Post and staging areas established. Incident Commander should be able to control emergency without additional assistance or activating the Emergency Operation's Center (EOC). Incidents involving spills, fires or leaks of small amounts of fuel, oil or other materials can be managed using equipment available to the first responder trained at an operations level (equipment such as SCBA and/or Standard Fire Fighting Protective Clothing, SFPC). During an inclement weather event at Level Four, EOC Staff will monitor inclement weather. Inclement weather watches and warnings to include tornado, rain/flood, thunderstorms, hurricanes, fire, snow/ice etc. will be evaluated upon consultation with the National Weather Service and an appropriate level of the emergency operations plan will be assigned by the EOC Director.

LEVEL THREE

Resources that are immediately available to Incident Commander/Unified Command are exhausted. Local Emergency Operations Center (EOC) is activated to manage and coordinate related, multiple, low level emergencies in different locations. Some precautionary evacuation may be necessary. Incidents involving hazardous materials require the use of any kind of specialized protective equipment beyond use of Self Contained Breathing Apparatus (SCBA) and/or Structural Firefighters Protective Clothing (SFPC), special tools or knowledge beyond the normal scope of first responders. Incidents involving hazardous materials are the same as Level Two. For weather related emergencies, staff will assist in acquiring all necessary resources and coordinate with state and federal agencies to assist in response and recovery. State of Local Emergency may be initiated.

LEVEL TWO

State response and management resources may be needed to assist local and regional response. Local area evacuation and mass care activities characterize this level. Hazardous materials may be involved. Emergency Operations Centers at state and local level are coordinating resources. The EOC is fully operational and briefings are established with local governing officials.

LEVEL ONE

This is the worst case scenario for a disaster. All local, regional, state and federal response and management resources are needed to handle a disaster. Wide area evacuation and mass care activities characterize this level. Emergency Operations Centers at all government levels are coordinating resources. Incidents involving



hazardous materials are the same as Level Three. The EOC is activated and briefings are established.

Refer to Table 4 for tier-specific information.

Table 4 - Orange Beach Tiered Emergency Response

City of Orange Beach Emergency Management		
Emergency Tiered Response Framework		
TIER	INCIDENT	RESPONSE
1	Incident requiring full activation of EOC, and other resources. Written IAP Required EXAMPLES: Large scale accident, hurricane, other significant event	All Orange Beach EM and Assigned Departmental Personnel Involves a declared disaster, which requires an extensive county response, where the county and local governments are clearly overwhelmed. The EOC is fully staffed for 24-hour operations by the Command Staff, Operations Section, Planning Section, Logistics Section, and the Finance/Admin Section. The Orange Beach EOC requests assistance from the State through the Baldwin County EOC.
2	Incident requiring partial EOC activation, and other resources. Written IAP Required EXAMPLES: Severe Storm, Flooding	All Orange Beach EM and Assigned Departmental Personnel Involves an event that has become, or is becoming, an emergency or disaster where City of Orange Beach capabilities are clearly exceeded and require significant county response and possible state response and recovery assistance. The Command & General Staff positions are at least partially staffed on a 24-hour basis in the EOC. Support agencies are alerted and most Orange Beach EM personnel are assigned to emergency/disaster functions. The Mayor of the City of Orange Beach may declare a State of Emergency. The Orange Beach EOP is activated and significant correspondence is occurring with the Baldwin County EOC.
3	Incident involving HAZMAT requiring limited EOC activation. May extend past initial operational period Written IAP Required EXAMPLES: Train derailment, cargo tanker accident.	Orange Beach EM Personnel, other personnel (As Needed) Involves any event that has the potential to develop into an emergency or disaster and will likely require the assistance of county agencies and/or limited need for State assistance (Regional Coordinator). A limited staff will be in place in the EOC staffed Orange Beach EM personnel and those agencies essential to the response. Twenty-four hour staffing may be required. Daily activities are altered to accommodate the situation. All applicable county/state agencies are alerted.
4	Incident requiring minimal (as necessary) EOC Activation Limited to ONE operational period. EXAMPLES: Large accident	On-Call personnel. Typical daily activities continue while the event is monitored. Notification is limited to those agencies that have normal day-to-day emergency responsibilities or regulatory requirements. If the event occurs during non-duty hours, staff as defined internally may be required to report to the EOC to monitor the situation and respond to requests for assistance as well as coordinate information with the Baldwin County EOC.



OPERATIONS RESPONSIBILITIES

General

Officials at all levels of government share responsibility for the necessary planning needed to minimize losses and provide relief from possible natural disasters. This shared responsibility includes the disaster preparedness and response capabilities of the City of Orange Beach, surround municipal governments, county governments, districts and independent authorities, volunteer agencies, and state and federal government.

Initial response will provide for an immediate reaction to alleviate human suffering, prevent loss of life, protect property, and to return the area to normalcy in the least possible time. Operational plans shall be developed for accomplishment of various program goals and objectives designed to effectively reduce hazards and to bring long-term recovery to distressed areas.

Role of the City of Orange Beach

The City of Orange Beach, to assist in long-term incident management and recovery, has established a Central Administration Response Team (CART) and the Emergency Management Operations Committee (EMOC).

Emergency Management Operations Committee (EMOC)

The EMOC is a coordinating body that shall meet as need dictates, but at least twice annually. As hurricanes are the most significant threat the City of Orange Beach face, these meetings usually coincide with the beginning and end of the storm season therefore, at least one meeting shall occur in April and another in December. Specific date, time and location will be announced at least two weeks prior to the meeting.

The EMOC shall review the Emergency Operations Plan and all associated SOGs at least once every year and update the plan at least every two years. This will ensure that each member is well acquainted with the duties his/her department is expected to perform in the event of an emergency. It is imperative that department heads and supervisors ensure that all personnel are familiar with the plan and train on it regularly. Anytime changes are made to the plan these should be distributed to all key personnel and each hard copy updated in all city facilities.

The EMOC membership (listed alphabetically) at a minimum shall consist of, but not limited to, the following:

- Alabama Marine Police Representative
- Baldwin EMC Representative
- City Department Heads or Designee
- CMC Gas Representative
- Department of Public Health Representative
- Mayor and Mayor Pro Term
- Ono Island Emergency Management Coordinator
- Convention and Visitors Bureau Representative



- Orange Beach Emergency Management Coordinator
- U. S. Coast Guard Representative
- Orange Beach P.O.D Coordinator
- Water Authority Representative

It is the responsibility of this committee to continuously evaluate the threats to our community in order to develop and implement plans to prepare, respond and recover from these events. This committee, this document and this process must remain very dynamic much like the threats we face and the events we plan for.

EMOC Steering Committee

Members of the EMOC Steering Committee shall consist of only the:

- City Administrator
- City Department Heads or Designee
- Emergency Management Coordinator
- Mayor and Mayor Pro Term

The EMOC Steering Committee shall convene as indicated in this plan. The role of this committee is to set the policy, parameters and/or overall broad stroke objectives of the City's response by way of the command structure. It is therefore the responsibility of the committee members to acquire and maintain the necessary training to function within and/or in conjunction with the National Incident Management System.

Central Administration Response Team

The members of this team play an integral role in the implementation and dissemination of the plan. Therefore, the CART shall meet as needed but at least twice per year and in conjunction with the EMOC. The CART meeting will be led by the City Clerk. Meetings should be held in the two weeks after the EMOC meetings to discuss and coordinate implementation of any changes or additions made by the EMOC.

Members of this team serve in key positions within the city that may be needed during an emergency response or event. The list is not intended to be all inclusive and others may be called to duty as needed but these positions will remain constant. There are also individuals who already work within an "on call" structure such as sewer, shop, and street personnel. That structure will not be affected. The following positions will serve on the CART:

- City Clerk
- Procurement Officer
- Coastal Resources Planner
- City Paralegal
- Finance Representative
- Building Code Enforcement Official
- Revenue Official



This team is responsible for assisting the incident commander(s) with the planning, finances, record keeping and logistical aspects of the response/recovery. This may include serving in a position of the Command and/or General Staff as defined by ICS/NIMS. The CART may also handle the initial development and release of public information. A Public Information Officer will be designated by the Emergency Management Operation Director at the time of the event or he/she may perform this function.

Should this team be needed the Incident Commander will activate the CART in accordance with the guideline in the appendices of this plan. It is not necessary to activate all positions of the team but only those necessary to achieve the task at hand while maintaining an acceptable span of control. As these individuals may be expected to serve in Command and General Staff positions within the ICS structure they should be trained accordingly.

Responsibilities of the Mayor of Orange Beach

The Mayor will serve as or designate a Public Information Officer as well as spearhead the efforts for public information development and distribution.

The Mayor of Orange Beach is authorized to declare a state of emergency and/or a disaster within the city as is deemed appropriate. Such a declaration shall invoke all agreements and plans necessary and appropriate for resolving the incident. When the Mayor is not available, the line of succession for said office shall be followed, with all such individuals having the authority to declare a disaster or emergency in the absence of the Mayor. The Mayor, having been given this authority, has in turn authorized personnel in certain departments to take those actions necessary for mitigating, preventing, preparing, responding to and recovering from emergencies and disasters.

Response

The Chief of Police and/or Fire Chief, or their respective delegates, are responsible for acting as the Incident Commander on the scene of disasters and emergencies during the initial response phase. As the incident priorities transition more to recovery the Incident Commander will be selected from personnel with more appropriate training and experience. It is preferred that a Unified Command approach be utilized when possible. Incident Commanders are authorized to conduct evacuations, shelter in place, close buildings, block roads, and take other such actions as are necessary for the immediate preservation of life and property.

They may also request mutual aid pursuant to written agreements with other agencies without the need for a Mayoral, Gubernatorial or Presidential Declaration. In addition, they are authorized to activate the Central Administration Response Team and request the activation of the Baldwin County Emergency Operations Center in support of their emergency operations.

NOTE: The determination of the Incident Command Structure will always be based on incident priorities the first four of which will always remain the same.



1. Life Safety
2. Incident Stabilization
3. Property Conservation
4. Environmental Conservation

NOTIFICATION & WARNING

A critical component of any emergency management plan is the dissemination of information to the community. The timely distribution of accurate information and instructions serves multiple purposes, including helping citizens protect themselves from hazards, keeping people away from emergency scenes, and controlling rumors. Orange Beach utilizes a multi-tiered approach to reach the largest possible audience in the shortest period of time.

The following are the methods currently in place:

Emergency response personnel: There will be direct communication from the personnel on scene to those in the immediate area. This may be face-to-face, or via a public address system which is in most of our public safety vehicles. While limited in range and reach, this provides the most immediate communication between responders and those in the area.

Emergency Notification System: Also known as Reverse 9-1-1, this system allows either the on-scene responders or authorized administrative personnel to send an emergency message. This system can send voice phone messages to the entire city and surrounding area or only a small portion thereof. Use of this method must be coordinated through the Baldwin County 9-1-1 office.

Social Networks: Orange Beach currently utilizes several social networking sites such as Twitter and Facebook. Although not as effective here as in large metropolitan areas the city does have a good deal of subscribers.

City of Orange Beach Website: In the event of an emergency, an alert message may be deployed onto the Orange Beach web page. At some time, the type of incident may warrant a complete "tear-away" and replacement of the Home Page to display only Emergency Notifications.

981-INFO: Orange Beach also operates a call-in line (981-4636) that can be used to post information for the public to call in and receive. This line utilizes a recorded message format that can be used to provide status and update information. It can provide similar information as the website, without the need to have computer access.

Broadcast Services: The news media are used to push out information via radio and television. This component can also utilize the Emergency Alert System (that replaced the Emergency Broadcast System in 1997) to generate emergency tones and messages on local radio and television stations. A list of all broadcast services can be found in Appendix 3 and/or Appendix 5.



NOTE: It is important to understand that no single system can reach the entire community. Each method above has individual limitations. This is why it is critical that as many systems as possible are used at one time and that all messages contain instructions that recipients pass along the message to those they come into contact with.

ISSUANCE OF EXECUTIVE ORDERS AND PROCLAMATIONS

The Mayor of the City of Orange Beach shall by proclamation declare a state of disaster emergency, which shall activate the Emergency Operations Plan and place into operation the Emergency Operations Center.

PLANNING PROCESS

It was recognized early in the development of ICS that the critical task of adequate planning was often overlooked. The results were poor resource use, inappropriate tactics and strategies, safety problems, higher costs, and lower effectiveness. As such, the City of Orange Beach will utilize the incident planning process of the ICS to provide a systematic means for all agencies involved in the response to have their objectives recognized and incorporated into the overall incident plan.

In addition, this process allows everyone to know the plan and their role in it. The result of this planning process is typically the written Incident Action Plan (IAP). The benefits of this written plan are undeniable when the size and complexity of the response require the participation of many responders and multiple agencies. Incident action planning is essential for a successful response to expanding incidents.

Operational Periods

An important concept in regard to this planning process is the operational period. All ICS planning is designed around identifying accomplishments expected over a set period of time called the operational period. The specific length of time of the operational period varies based on a variety of factors. The Incident Commander/Unified Command will determine the length of the operational period with input from operations staff. Typically, operational periods are 0800-2000 and 2000 to 0800 daily. In some cases, the operational period length may change from day to day based on operational and incident needs.

Roles and Responsibilities in the Planning Process

Many individuals play a key role in the planning process and the success of a response. The roles of key individuals are briefly outlined in Table 5 below.



Table 5 - Planning Roles and Responsibilities

<p>Incident Commander/ Unified Command</p>	<ul style="list-style-type: none"> • Provides overall incident objectives and strategy. • Establishes procedures for incident resource ordering. • Establishes procedures for resource activation, mobilization, and employment. • Approves completed IAP by signature. • <u>With Safety Officer:</u> • Reviews hazards associated with the incident and proposed tactical assignments. Assists in developing safe tactics. • Develops safety message(s).
<p>Operations Section Chief</p>	<ul style="list-style-type: none"> • Assists in identifying strategies. • Determines tactics to achieve command objectives. • Determines work assignments and resource requirements.
<p>Planning Section Chief</p>	<ul style="list-style-type: none"> • Conducts the Planning Meeting. • Coordinates preparation and documentation of the IAP.
<p>Logistics Section Chief</p>	<ul style="list-style-type: none"> • Ensures that resource ordering procedures are communicated to appropriate agency ordering points. • Develops a transportation system to support operational needs. • Ensures that the Logistics Section can support the IAP. • Completes assigned portions of the written IAP. • Places order(s) for resources.
<p>Finance/Admin. Section Chief</p>	<ul style="list-style-type: none"> • Provides cost implications of incident objectives, as required. • Ensures that the IAP is within the financial limits established by the Incident Commander. • Evaluates facilities, transportation assets, and other contracted services to determine if any special contract arrangements are needed.

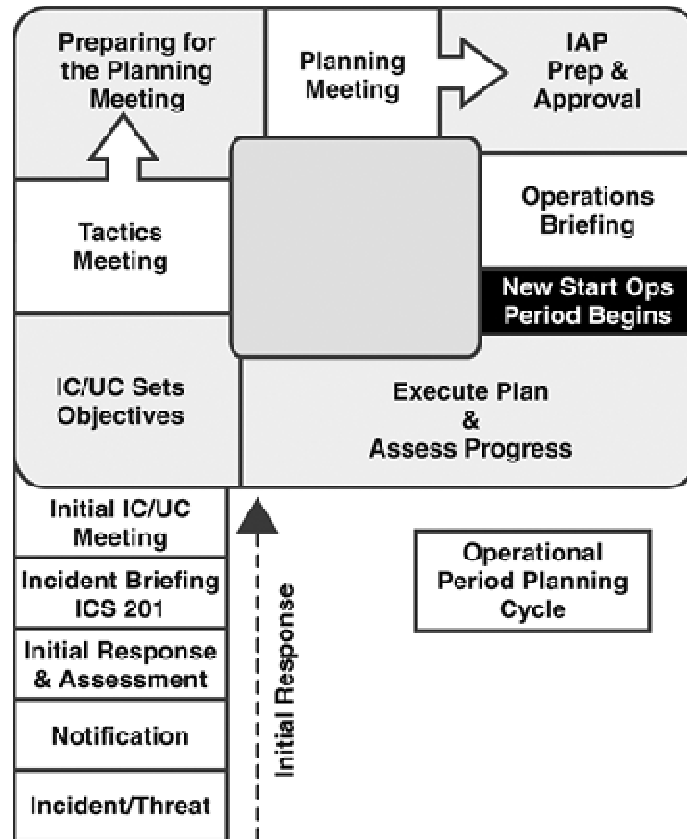
Planning Cycle

The cyclical planning process is designed to take the overall incident objectives and break them down into tactical assignments for each operational period. Planning for each operational period begins with the Incident Commander or Unified Command setting objectives. The objectives are set based on the continued assessment of the situation and the progress made. The Planning "P" best illustrates the incident planning process.

The leg of the "P" describes the initial response period: Once the incident/threat begins, the steps are Notification, Initial Response & Assessment, Incident Briefing (ICS 201), and Initial Incident Command (IC)/Unified Command (UC) Meeting. At the top of the leg of the "P" is the beginning of the first operational planning period cycle. In this circular sequence, the steps are IC/UC Sets Objectives, Tactics Meeting, Preparing for the Planning Meeting, Planning Meeting, IAP Prep & Approval, and Operations Briefing. At this point a new operations period begins. The next step is Execute Plan & Assess Progress, after which the cycle begins anew with IC/UC Sets Objectives, etc.



Figure 14 - The Planning "P"



Tactics Meeting

Prior to the Planning Meeting, the Operations Section Chief will hold a tactics meeting to review the tactics developed by the Operations Section. The Operations Section Chief leads the tactics meeting. The Operations Section Chief, Safety Officer, Planning Section Chief, Logistics Section Chief, and Resources Unit Leader attend the tactics meeting. The objectives for the tactics meeting include:

- Generate appropriate strategies to meet the incident objectives – strategies should make good sense, be cost-effective, and meet political considerations.
- Determining how the selected strategies will be accomplished in order to achieve the incident objectives.
- Assigning resources to implement the tactics.
- Identifying methods for monitoring tactics and resources to determine if adjustments are required (e.g., different tactics, different resources, or new strategy).

The Planning Meeting

The planning meeting provides the opportunity for the command staff, as well as other incident management personnel, agency officials, and cooperating/assisting agencies and organizations, to review and validate the operational plan as proposed by the



Operations Section Chief. The Planning Chief leads the meeting following a fixed agenda to ensure that the meeting is efficient while allowing each organizational element represented to assess and acknowledge the plan.

The Operations Section Chief delineates the amount and type of resources he or she will need to accomplish the plan. The Planning Section's Resources Unit will have to work with the Logistics Section to fulfill the resource needs. At the conclusion of the meeting, the Planning Section Staff indicates when all elements of the plan and support documents must be submitted so the plan can be collated, duplicated, and made ready for the operational period briefing.

Roles During Planning Meeting:

- The Planning Section Chief gives the situation and resources briefing and conducts the planning meeting.
- The Incident Commander/Unified Command states the incident objectives and policy issues.
- The Operations Section Chief states the primary and alternative strategies to meet the objectives, with contributions made by the Planning and Logistics Section Chiefs.
- The Operations Section Chief specifies reporting locations and additional facilities needed, with contributions from the Logistics Section Chief.
- The Planning and Logistics Section Chiefs develop the resources, support, and overhead orders. The Logistics Section Chief places the orders.
- The Logistics Section Chief considers additional support requirements needed for communications, traffic, safety, medical, etc., with contributions from the Planning Section Chief.
- The Planning Section Chief finalizes the IAP, the Incident Commander/Unified Command approves the IAP, and the General Staff implements the IAP.
- Organizational elements prepare IAP assignments and submit them to the Planning Section.
- The Planning Section collates, prepares, and duplicates the IAP document for the operational period briefing. The Planning Section will:
 - Set the deadline for completing IAP attachments,
 - Obtain plan attachments and review them for completeness and approvals,
 - Determine the number of IAPs required,
 - Arrange with reproduction the IAP,
 - Review the IAP to ensure it is up-to-date and complete prior to the Operations Briefing and plan distribution,
 - Provide the IAP briefing plan, as required, and distribute the plan prior to the beginning of the new Operational Period, and
 - Through the Resources Unit, coordinate with the Logistics Section to acquire and assign the amount and type of resources needed.



Operational Period Briefing

This may also be referred to as the shift briefing, where the Incident Commander/Unified Command reviews the IAP with response staff. The operational period briefing is conducted at the beginning of each operational period. Immediately prior to the start of the new operational period, incident management personnel, agency officials, and cooperating/assisting agencies and organizations should attend the operational period briefing.

In some cases, all of the tactical personnel should attend if they can be accommodated. Staff members are briefed on the operational elements of the plan to ensure they are aware of what it is that must be accomplished. In addition, staff members will have a chance to ask relevant questions regarding the plan, be briefed on any critical safety issues, and be informed regarding specific logistical information. The operational period briefing should be brief and concise; the Planning Section Chief facilitates the briefing following a concise agenda.

Following the operational period briefing, section supervisors will meet with their assigned resources for a detailed briefing on their respective assignments.

LOGISTICS

Resources must be organized, assigned, and directed to accomplish the incident objectives. Managing resources safely and effectively is the most important consideration of an incident. As noted above, the Planning Section's Resources Unit tracks assigned resources and identifies resource shortages. The Logistics Section's Supply Unit (ESF-7) orders or acquires the needed resources. The Logistics Section serves as the single ordering point for all requested resources, including mutual aid resources.

EVACUATION & SHELTERING

The need for evacuation may arise for any number of reasons. Instances can be as small as a few homes or the entire city limits and surrounding areas. Evacuation orders may be issued by the initial incident commander or given by the Mayor as a result of a county or state level decision. In Orange Beach, the most commonly dealt with type of evacuation is large scale due to tropical storms and hurricanes, as cyclones are the City of Orange Beach's primary threat. For an evacuation order to be issued it is assumed that there is an immediate or eminent threat to life and sheltering in place would be considered dangerous or impractical.

Communicating with the individuals in the affected areas is key to a successful evacuation. The Incident Commander/Unified Command must utilize the best methods at his/her disposal to inform people of the dangers and other information. These methods include but are not limited to:

- Door-to-Door,
- Vehicle Public Address,
- Reverse 9-1-1,
- Information Line,



- Area Signs,
- Email and Text,
- Website Posts and Social Networking Sites, and
- Broadcast Media Services.

Further information on evacuation/re-entry procedures can be found in the **Evacuation & Re-Entry SOG**.

The need for sheltering operations will be determined by the Operations Section Chief or Incident Commander/Unified Command. The commencement of opening shelters does not have to coincide with an evacuation of the City of Orange Beach (small or full-scale). Due to the unknown factors that may cause the need for sheltering, there can be no accurate list of shelters that are to be used in an emergency.

Figure 15 - Hurricane Evacuation Zones

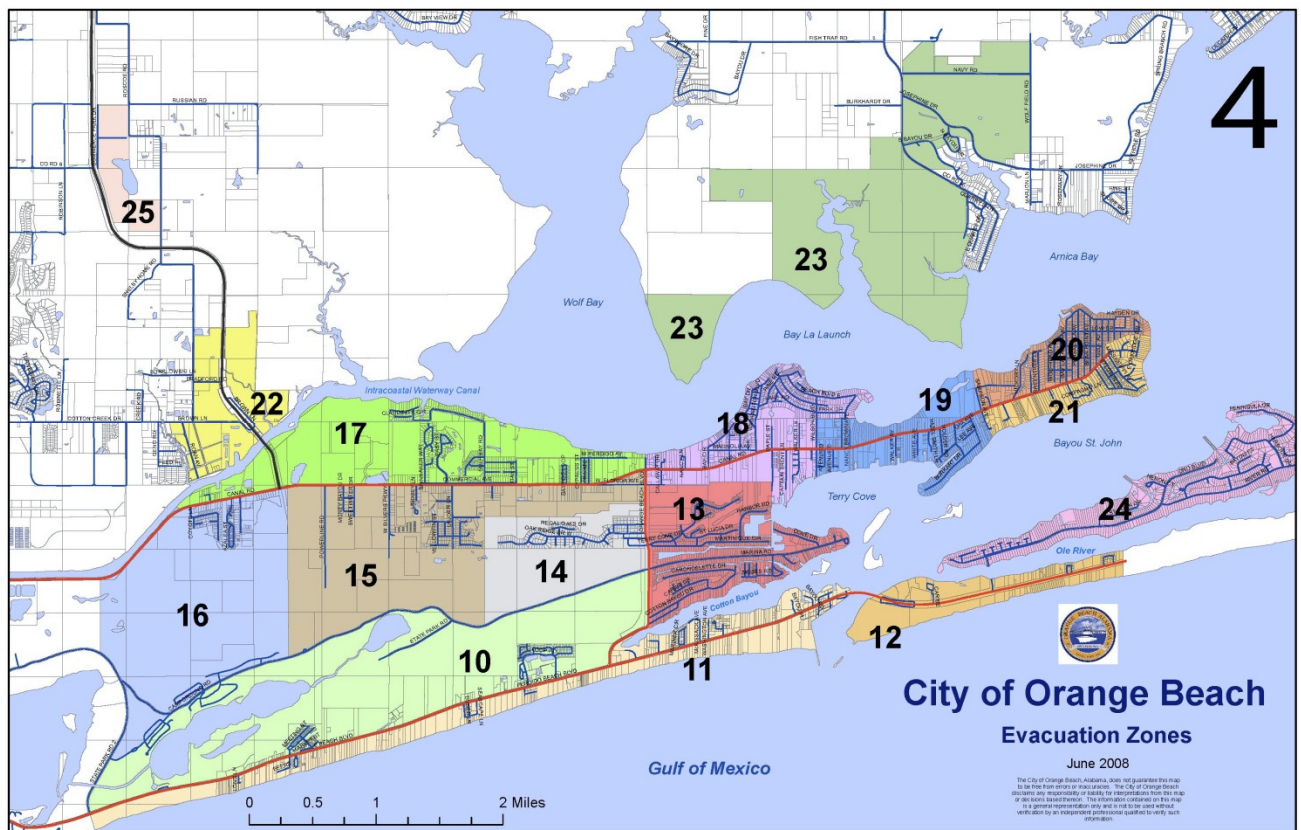
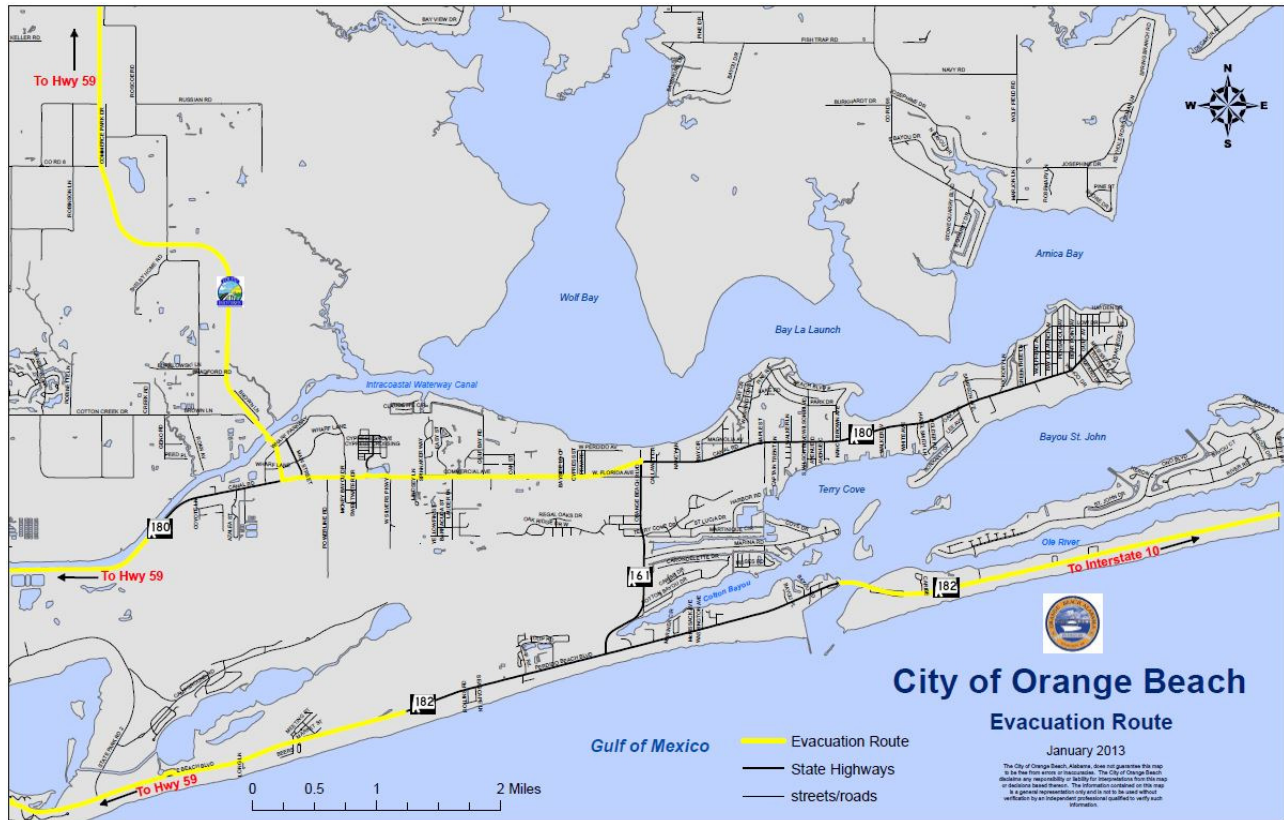




Figure 16 - Evacuation Routes



EVACUATION RE-ENTRY

It is sometimes necessary to evacuate a small area or zone/s of the city for emergency purposes such as a hazardous materials leak or civil disturbance. In such a case, perimeter tape, barricades and/or manned road blocks may be utilized to control the perimeter of the affected area. Upon completion of the incident and after determining that no safety hazard exists, residents, business owners and general traffic will be allowed to re-enter the area. The same re-entry priorities and procedures as a large scale incident will be utilized should a phased re-entry be necessary.

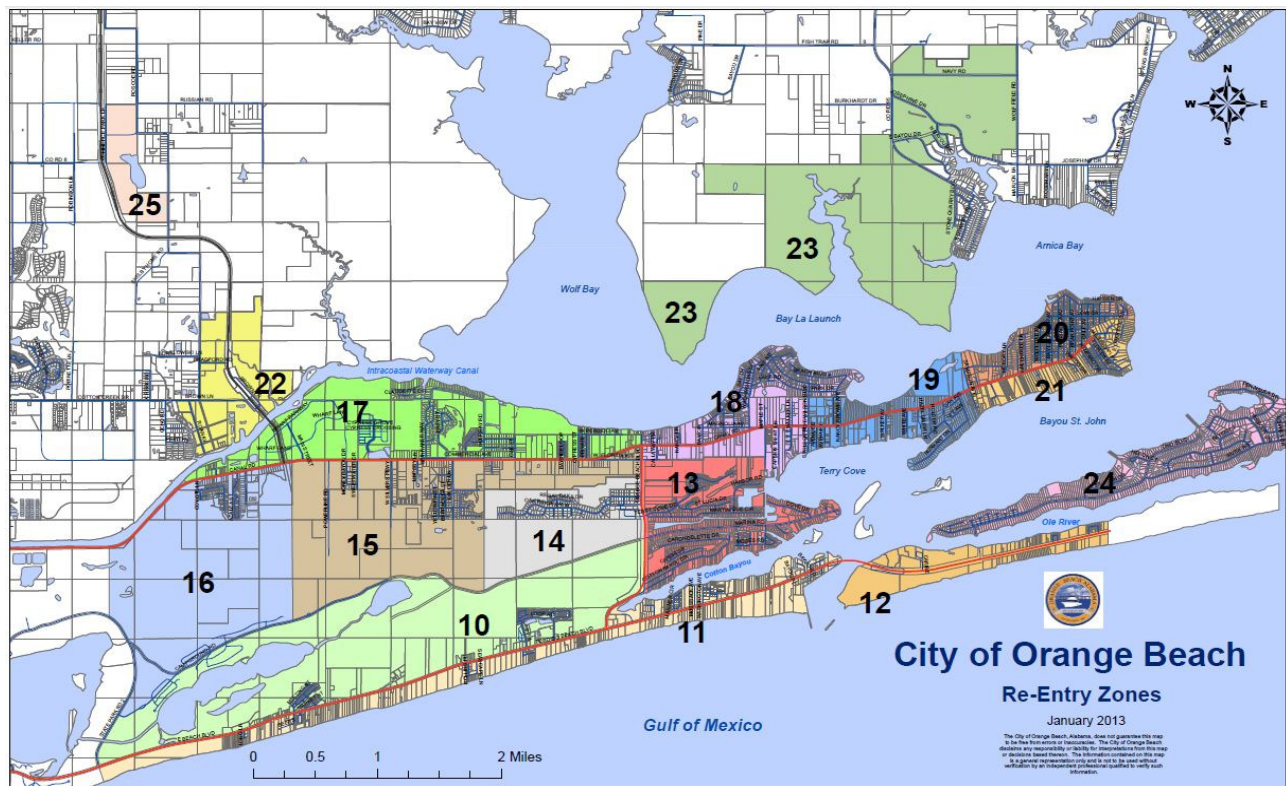
In the event of a large scale incident such as a hurricane, the entire island or city limits may be evacuated. When a decision has been made that re-entry is possible, it will be managed by utilizing a tiered re-entry. The tiers utilized will be from Level 1 to Level 5 with Level 1 being the first to gain re-entry. A breakdown of tiers can be seen in **Table 6 - Tiered Re-Entry**.



Table 6 - Tiered Re-Entry

TIERED RE-ENTRY	
LEVEL	ENCOMPASSES
1	First Responders
2	Utilities
3	Residents By Safe Zone
4	Businesses
5	Contractors

Figure 17 - Evacuation Re-Entry Zones



EMERGENCY EVACUATION ASSISTANCE

Emergency evacuation will usually be an on-scene activity, limited to a specific area, and coordinated by the Baldwin County Sheriff's Office (BCSO) and supported by the Fire Officers on scene. In major evacuations, overall activities will be directed from the Baldwin County EOC and will also include coordination with the Office of the Governor, Alabama Emergency Management Agency (AEMA), and both public and private transportation service providers.



Contra-flow is a method of traffic control which may be utilized in order to move a large numbers of people and vehicles north and away from the Gulf Coast. It involves altering the flow of traffic so that all lanes of travel are flowing in the same direction, which for Baldwin County would typically be north.

For more information on emergency evacuation assistance, please refer to the 2013 Baldwin County EOP.

TRANSPORTATION

Per the 2013 Baldwin County EOP, transportation agencies will work within their existing city, county, and regional plans and partnership agreements to meet the transportation needs of disasters.

Some of these activities may include:

- Evacuating persons from immediate threat to life;
- Transporting materials, personnel, and supplies for the support of emergency activities being conducted and as requested by the Johnson County EOC and its member agencies;
- Transporting relief supplies necessary for recovery from the emergency;
- Coordinating activities with assistance from support agencies, and prioritize the allocation of available resources.

As described in the Baldwin County EOP, emergency transportation operations will require the following:

- Identification of areas, facilities, and people at risk,
- Pre-planned access (both ingress and egress) routes,
- Review of existing debris removal and transportation plans to ensure critical routes are maintained,
- Coordination with neighboring jurisdictions to ensure that transportation priorities and routes are consistent,
- Acquisition, assignment, and demobilization of available public, private, and contracted resources to meet transportation needs,
- Designation of transportation bases, staging areas, and refueling and repair facilities, and
- Catalog of available transportation resources, including available public, private, and contracted resources.

A catalog of Orange Beach transportation assets can be found in **Table 7 – City of Orange Beach Transportation Assets**. For more information on transportation, please refer to the ESF 1 annex of the Baldwin County EOP.



Table 7 – City of Orange Beach Transportation Assets

VENDOR	DATE	ASSET CATEGORY	CITY #	DEPT.	ASSET DESCRIPTION	SERIAL NUMBER	PASSENGERS	TAG#
BEN ATKINSON	6/15/01	Auto	848	PARK	VAN – 2001 Dodge B-3500 Max Wagon	2B5WB35YX 1K55576	15	37198MU
BEN ATKINSON	3/2/05	Auto	104	ADMIN	VAN – 2005 Dodge Caravan	1D4GP25E9 5B320572	7	21925MU
ALDOT	5/11/06	Auto	801	PARK	BUS – 2006 Goshen 33 Passenger RCB Coach w/ Lift	4UZAACBW 06CW57467	33	33142MU
ALDOT	5/15/06	Auto	802	PARK	BUS – 2006 Goshen 33 Passenger RCB Coach w/ Lift	4UZAACBW 06CW57468	33	29440MU
BEN ATKINSON	5/18/06	Auto	803	PARK	VAN – 2006 Ford E350 15 Passenger	1FBSS31L06 DA42722	15	36361MU
BEN ATKINSON	5/18/06	Auto	804	PARK	VAN – 2006 Ford E350 15 Passenger	1FBSS31L26 DA42723	15	34685MU
ALDOT	6/15/07	Auto	805	PARK	VAN – 2007 Goshen Coach / Ford Pacer II	1FDWE35L5 7DA27211	15	48561MU
ADAMSON FORD	8/29/07	Auto	806	PARK	VAN – 2007 Ford E150 Cargo Van	1FTNE14W8 7DB45608	2	48660MU
CAPITOL CHEVROLET	3/27/12	Auto	321	E&E	SUV – 2012 Chevy Suburban (Black)	1GNSKHE7X CR286910	8	29437MU
BEN ATKINSON	3/1/13	Auto	112	ADMIN	VAN – 2013 Dodge Caravan	2C4RDGBG 5DR694419	7	36357MU

MUTUAL AID

Mutual aid will only be requested if the Emergency Management Coordinator deems that local resources inadequate. The request shall transmit mutual aid requests through the Logistics Section, in coordination with the Planning Section/Resources Unit. The Logistics Section shall serve as the contact and coordination point for all mutual aid requests. The Planning Section/Resources Unit will coordinate and track all mutual aid requests.



The following steps will be followed in making requests for resources from other government organizations that have entered into the aforementioned agreement:

1. Mayor declares a local state of emergency because a disaster has occurred. A copy of the declaration is sent to the Baldwin County EOC as well as the Alabama Emergency Management Agency.
2. The authorized representative will make direct contact with the Alabama Emergency Management Agency and provide the information listed below. The Planning Section/Resources Unit will follow-up with written confirmation containing:
 - A description of the damage sustained or threatened,
 - An identification of the specific Emergency Support Function or Functions for which such assistance is needed,
 - A description of the specific type of assistance needed within each Emergency Support Function,
 - A description of the types of personnel, equipment, services, and supplies needed for each specific type of assistance, with an estimate of the time each will be needed,
 - A description of any public infrastructure for which assistance will be needed,
 - A description of any sites or structures outside the territorial jurisdiction of the Requesting Party needed as centers to stage incoming personnel, equipment, supplies, services or other resources,
 - The place, date and time for personnel of the Requesting Party to meet and receive the personnel and equipment of the Assisting Party, and
 - A technical description of any communications or telecommunications equipment needed to ensure timely communications between the Requesting Party and any Assisting Parties.

Responding to a Mutual Aid Request

When a request is received from the Alabama Emergency Management Agency or a Requesting Party to provide assistance, the City of Orange Beach Emergency Management will immediately contact the appropriate agency head to determine if resources are available. The following steps will be adhered to in processing the request:

- Convey to the agency head the information received from AEMA or Requesting Party. This information will be provided via voice then entered into the state's tracking system;
- Advise the appropriate agency head that the Statewide Mutual Aid Agreement stipulates that "assisting parties shall render assistance to extent personnel, equipment and resources are available".
 - Also, advise "participating governments agree to render assistance to the fullest extent possible". The agency head should be informed that the



Requesting Party is responsible for costs incurred, unless there is an agreement between the parties that all or a portion of the costs will be provided on a gratis basis;

- Agency head determines if the resources requested can be provided;
- After the determination has been made, the tracking system form will be completed and forwarded to the Alabama Emergency Management Agency;
- The City of Orange Beach Emergency Management will provide a copy to the requesting party immediately;
- The Requesting Party shall respond by executing and returning a copy to the Assisting Party as soon as possible. The Emergency Preparedness Division will notify the agency head and provide a copy of the executed documentation; and
- If the request was not routed through the state, Orange Beach Emergency Management will contact the state and advise it of the request and the response to the request as soon as possible.



RECOVERY

INTRODUCTION

Following a disaster, once the principal threat has passed and the primary concern of protection of citizens from harm has been addressed, it becomes almost as critical to public safety to ensure the speedy yet orderly recovery of the community. Recovery functions include continued, potentially long-term response operations (such as debris removal and disposal, infrastructure repair, etc.), liaison with state and federal response and recovery agencies, damage assessment, responding to the basic needs of citizens who may have lost their homes, possessions, businesses or jobs. Emergency management has to be prepared to address the long-term operations needed to return the community to normalcy.

Orange Beach Emergency Management is the lead agency responsible for coordinating recovery operations following a natural or man-made disaster.

Director of Emergency Management shall serve as the initial contact with the Alabama Emergency Management Agency for the coordination of recovery efforts. The Director of Emergency Management will serve as the Recovery Coordinator and the Local Disaster Recovery Manager as described in the National Disaster Recovery Framework, September 2011. The Director of Emergency Management will serve as the Point of Contact/Liaison to FEMA's Joint Field Office (JFO).

The disaster recovery operation will continue to work within the NIMS structure. EOC Command & General Staff positions will remain intact and the organization will flex in size (become larger or smaller) to meet the recovery objectives required by the disaster recovery. It is anticipated that for an indefinable period of time, response objectives and recovery objectives will be accomplished simultaneously. Thus, the Unified Command approach is preferred.

Following the local establishment of a federal Long-Term Recovery Office (LTRO), the Director of Emergency Management shall designate a local LTRO liaison. For certain hazards or incident-specific incidents, the lead response agency may continue to be the city's principal coordinating representative.

Coordination for the establishment of Disaster Recovery Centers, additional staging areas, temporary disaster housing sites and other sites that may be needed for coordinated assistance will primarily be the responsibility of the Operations Section and its subordinate groups and requisite lead agencies.

TRANSITION FROM RESPONSE TO RECOVERY

These issues generally fall into the broad categories of meeting survivor needs, enhancing public safety service delivery and repairing or restoring infrastructure functionality. There is no clear line of differentiation between the Response Phase and Recovery Phase. The command and control, coordination and resources to serve disaster survivors, transitions from an emergent need to a more deliberative process of service delivery as programs/activities transition from Response Phase to Recovery



Phase. A focused, concerted effort, including command and control, coordination and extraordinary resources, to fully recover the community exists into the Recovery Phase. City of Orange Beach recovery activities, coordination with the federal, state, and county governments and the processes for obtaining and administering state and federal assistance are described later in this section.

The Recovery Phase starts at the inception of the disaster, similar to the Response Phase. Managerial focus and resources in the early stages is expended through the coordination of the EOC and its structures.

Recovery Phase organizational structure staffing should be considered at the time of a Declaration of Emergency by the Mayor. The Recovery Phase organizational structure will be staffed consistent with ICS principles. Over a period of time, the Response Phase diminishes and the Recovery Phase activities become more preeminent. The rest of this section describes the Recovery Phase Functions (organizational structure) and Activities.

RECOVERY FUNCTIONS

Recovery functions have been organized according to three primary functions that occur in the aftermath of a disaster. These five major recovery functions include:

1. Damage Assessment
2. Infrastructure and Public Assistance
3. Individual Assistance
4. Short-term and Long-term housing
5. Debris Management and Removal

Initial Damage Assessment

In the immediate aftermath of the disaster, the City of Orange Beach will conduct a countywide local impact assessment. The Emergency Management Coordinator is responsible for coordinating the Initial Safety and Damage Assessment. The Emergency Preparedness Division will coordinate the initial assessment with the State of Alabama Emergency Management Agency.

Additionally, all City of Orange Beach agencies, especially Fire, Police and Public Works, are responsible for reporting operational information, reports from the public, and observed damage to the EOC. The goal of this assessment is to determine the magnitude and severity of damage to structures and infrastructure; and, in the event of a severe rainfall event, determine the level of flooding damage.

All impact assessment team members must report impact assessment results to EOC Command through pre-determined channels within hours of disaster impact. The Planning Section is responsible for compiling and analyzing initial damage assessments. The results are mapped by the GIS Unit for situational awareness.



The impact assessment data provides a city-wide general overview of the most significantly impacted areas and, therefore establishes a prioritization mechanism for damage assessment team deployment, resource allocation, and disaster assistance.

The data collected from the initial Damage Assessment will be reported to Baldwin County Emergency Operations Center and then routed to the state. If outside assistance will be required, the initial damage assessment will be used as the basis for a local state of emergency.

Public Assistance

The objective of the Federal Emergency Management Agency's (FEMA) Public Assistance (PA) Grant Program is to provide assistance to states, local governments, and certain non-profit organizations to alleviate suffering and hardship resulting from major disasters or emergencies declared by the President.

Through the PA Program, FEMA provides supplemental federal disaster grant assistance for the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations.

The federal share of assistance is not less than 75 percent of the eligible cost for emergency measures and permanent restoration. The grantee (usually the state) determines how the non-federal share (up to 25 percent) is split with the sub-grantees (eligible applicants).

Individual Assistance

The following federal grant programs are available to individuals following a disaster:

Disaster Assistance - Disaster assistance is money or direct assistance to individuals, families and businesses in an area whose property has been damaged or destroyed and whose losses are not covered by insurance. It is meant to help victims with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster.

Crisis Counseling - Provides supplemental funding to states for short-term crisis counseling services to people affected in Presidential-declared disasters.

Disaster Legal Services - When the President declares a disaster, FEMA, through an agreement with the Young Lawyers Division of the American Bar Association, provides free legal assistance to disaster victims. This may include assistance with insurance claims, landlord-tenant problems, consumer protection and the replacement of wills and other documents.

Disaster Unemployment Assistance (DUA) - The Disaster Unemployment Assistance (DUA) program provides unemployment benefits and re-employment services to individuals who have become unemployed because of major disasters. Benefits begin



with the date the individual was unemployed due to the disaster incident and can extend up to 26 weeks after the Presidential declaration date.

Small Business Administration Disaster Loans - The U.S. Small Business Administration (SBA) can make federally subsidized loans to repair or replace homes, personal property or businesses that sustained damages not covered by insurance.

Disaster Recovery Centers

Following a disaster of such magnitude that far exceeds the City of Orange Beach, Baldwin County, and the state's ability to meet the needs of the community, and results in the requesting and granting of a Presidential Disaster Declaration, a Disaster Recovery Center (DRC) may be established in coordination with FEMA. The Director of Emergency Management, or designee, will coordinate with the county and State Coordinating Officer, pre-event and post-event, regarding the need and location of a DRC. The city, county, state and FEMA staffs jointly share the responsibility of choosing a location for the DRC. Joint state and FEMA managers provide overall management of the DRC.

These sites shall be established at geographically strategic sites, providing all effected citizens with access to available programs, and shall provide representatives from numerous federal, state, local, and private relief agencies. Locations of the centers, as well as information on FEMA's tele-registration program, shall be made known via the Public Information Officer, and all other available information outlets.

Tele-registration is the planned primary mechanism for the registration of affected citizens and persons impacted by a disaster to receive disaster information and assistance. Applicants may also apply in person at a DRC for emergency assistance or apply online or by mail.

Some of the services that a DRC may provide include:

- Guidance regarding disaster recovery.
- Clarification of any written correspondence received.
- Housing Assistance and Rental Resource information.
- Answers to questions, resolution to problems and referrals to other public and private non-profit agencies that may provide further assistance.
- Status of applications being processed by FEMA.
- SBA program information if there is a SBA Representative at the Disaster Recovery Center site.

Debris Management

Natural and man-made disasters can generate a high volume of debris in various forms. The quantity and type of debris generated, its location, and the size of the area over which it is dispersed directly impacts the type of collection and disposal methods needed to address the debris problem, associated costs incurred, and the speed with which the problem can be addressed. In a major or catastrophic disaster the City of



Orange Beach may have difficulty in locating staff, equipment, and funds to devote to debris removal in the short and long term. Private contractors play a significant role in the debris removal, collection, reduction, and disposal process. For further information on Debris Management, please refer to the **Debris Management SOG**.

Unmet Needs Coordination

Unmet needs are any disaster-related losses experienced by the victim that cannot be provided for by the programs available from local, state, or federal government agencies due to the victim's ineligibility for such services or the unavailability of the goods or services. During the recovery phase, a collaborative effort is established between government, private non-profit, and volunteer community. With assistance from the American Red Cross, the Human Services Branch Director will utilize existing lists of community service providers, local churches, and community outreach programs to fulfill all requests for unmet needs.

Emergency Housing

Occasionally, events in the City of Orange Beach and in surrounding area will require the City of Orange Beach to host our displaced residents, as well as those from neighboring cities/counties. It is important to develop procedures for temporary and long-term disaster housing prior to a disaster that would be implemented during the recovery phase. There are short-term housing issues as well as long-term issues that have to be addressed pre-disaster in a plan. Government agencies, non-profit housing providers, voluntary agencies, and the private sector should work together to develop and implement a disaster-housing plan.

The purpose of this partnership will be to establish a framework for adequately addressing the issue of temporary and long-term housing options and alternatives for evacuees. It will also provide guidelines and procedures for implementing housing alternatives. Recovery will be smoother and swifter if all of the participants are involved in planning efforts and develop working relationships prior to a disaster. Coordination of efforts will benefit the evacuees and the community as a whole.



MITIGATION

HAZARD MITIGATION INTRODUCTION

Mitigation efforts includes those activities, policies or programs developed and adopted by government officials that will prevent, reduce or alleviate the impact caused by disasters or emergencies on property, population and the environment. Proper and coordinated planning is a prerequisite to effective and efficient procedural changes required in order to address hazard mitigation. The City of Orange Beach currently participates in several pre/post-event mitigation programs. These programs are designed to minimize the risk to residents, lessen damage to public and private properties and reduce the detrimental effects to critical infrastructure. Our goal is to ensure that mitigation activities, initiatives and outreach are coordinated in an efficient manner and provide vulnerability reduction and support to our community, critical infrastructure and key resources.

Hazard mitigation planning is an essential function that has an on-going, significant impact on our vulnerable community. Baldwin County has a comprehensive Multi-Hazard Mitigation Plan which determines the most beneficial mitigation measures for the entire county. The aforementioned plan is a multi-jurisdictional hazard mitigation plan where each participating city was involved in the planning process and has officially adopted the plan.

PRE-DISASTER MITIGATION ACTIVITIES/FUNCTIONS

Hazard mitigation under sections 404 and 406 of the Stafford Act is any action taken to reduce or eliminate the long-term risk to human life and property from natural hazards. While the City of Orange Beach is performing normal daily repair or restorative work throughout the county, it should consider mitigation methods that will prevent or reduce damage in future incidents thereby reducing future damage costs. One of the objectives of the pre-disaster mitigation program is to identify vulnerable structures and critical infrastructure that require improvements or hardening.

These projects can be pursued on a project-by-project basis and a positive benefit/cost ratio must exist to ensure that the additional work will be achieving the highest benefit in relation to cost. Mitigation is accomplished by doing additional work that is beyond the scope of normal repairs and beyond code requirements in order to reduce the vulnerability to future disaster related damages.

POST-DISASTER MITIGATION ACTIVITIES/FUNCTIONS

Local agencies involved in these operations will vary according to the specifics of each event. Orange Beach Emergency Management staff will contact all agencies for post-disaster mitigation activities and notify them as to their role in these operations. Post-disaster, as repair and restorative work to critical infrastructure throughout the city is completed, the city should consider mitigation methods that will prevent or reduce damage in future incidents thereby reducing future damage costs.



Orange Beach Emergency Management will also be responsible for coordinating local agency participation in post-disaster mitigation functions. The implementation of existing mitigation functions will be accelerated as a result of the arrival of outside assistance in the aftermath of a disaster. Post-disaster functions include, Initial Damage Assessment, restoration of essential services, mitigation assessment, flood data, compile damage reports and assess condition of critical infrastructure.

CONCEPT OF OPERATIONS

The City of Orange Beach operates under the Incident Command System (ICS) during emergency operations. This system is especially effective for managing response and recovery operations that involve multiple agencies each working on various interrelated tasks. The organization system employed during mitigation activities is streamlined in large part because Orange Beach Emergency Management has the primary responsibility for nearly all aspects of pre/post-disaster mitigation within city limits. Although there are times when the Emergency Preparedness Division receives assistance from supporting agencies and Baldwin County officials, mitigation activities are typically carried out directly by emergency management staff or designees.

PLANNING ASSUMPTIONS

Orange Beach Emergency Management will notify all participating agencies required for mitigation operations; coordinate all mitigation activities required to identify potential mitigation projects and initiatives coordinate the application process for mitigation related grants; and serve as the grant administrator for all mitigation grants. Personnel resources for daily operations in the City of Orange Beach are limited. In the aftermath of a disaster, these resources are stretched even further. As a result, the city relies in large part on information generated by Emergency Management and Public Works during the local damage assessment process.

COORDINATION OF MITIGATION ACTIVITIES

Baldwin County will serve as the organization responsible for coordinating mitigation activities throughout the county. The City of Orange Beach will assist this effort by coordinating participating city agencies for mitigation activities

HAZARD MITIGATION INITIATIVES/ACTIVITIES

Several on-going initiatives are currently underway in Baldwin County. These initiatives can be found in Chapter 6 of the 2010 version of the Baldwin County Multi-Hazard Mitigation Plan.

PROCESS FOR IDENTIFYING MITIGATION OPPORTUNITIES POST-DISASTER

Orange Beach Emergency Management is responsible for coordinating all recovery operations in the county. As a result of this active role in the recovery process, the Orange Beach Emergency Management is well poised to identify opportunities for future mitigation projects such as elevation and/or acquisition of flood prone structures, drainage improvement projects, and infrastructure enhancement projects. All identifications made during this process will be forwarded to the Baldwin County Emergency Management.



PREPAREDNESS ACTIVITIES

PLAN DEVELOPMENT AND MAINTENANCE

The Director of Emergency Management is responsible for the development and maintenance of the Orange Beach EOP. This encompasses ensuring that necessary revisions are prepared, coordinated, published and distributed as identified in the distribution list within this document.

The development of SOGs is the sole responsibility of the department assigned with assistance from Orange Beach Emergency Management staff as requested.

PRESERVATION OF VITAL RECORDS AND DATABASES

During emergency operations, the Planning Section Chief, and all participating agencies/departments are responsible for the preservation of vital records and databases deemed essential for continuing government functions and conducting post-disaster operations. All agencies and constitutional authorities must ensure protection of their records so that normal procedures may continue after the disaster. These records are also necessary for the rapid recovery from the effects of a disaster.

PUBLIC AWARENESS

Orange Beach Emergency Management is responsible for public education and information throughout the year. Following are some local means of public information dissemination:

- Public access TV talk shows & programs,
- Various news media "call-in" shows,
- Neighborhood and church group meetings,
- Disaster preparedness manuals /webpages disseminated by local news affiliates,
- City of Orange Beach/Emergency Preparedness website updates,
- Public meetings via email or public posting,
- Business disaster preparedness fairs,
- Multiple public safety and disaster preparedness fairs, and
- Annual hurricane exercises.

Information is communicated to the public throughout the year about hazards, vulnerabilities and disaster preparedness. Venues include: the City of Orange Beach website, television interviews, on-site presentations to community groups, and numerous printed materials.

Public education promotions and on-site presentations are encouraged to be conducted during the following annual events, identified in Table 8.



Table 8 - Public Education and Awareness Events

Event	Date
Hazardous Materials Awareness Week	February
Kids Weather Survival Week	February
Be Kind to Animals Week	May
Hurricane Preparedness Week	May
Ready Alabama Day	September
Ready Sunday	September
Fire Prevention Week	October
Project Safe Side	October

Public Service Announcements

Public Service Announcements are pre-drafted and available for editing under the direction of the Mayor's Office. These drafts cover a wide variety of probable disaster scenarios.

Recovery Information

Communication to the public is vital following a disaster. Orange Beach Emergency Management will provide recovery information for dissemination to the public, including the location of Disaster Recovery Centers, Recovery Information Centers and Disaster Legal Assistance. Mass media is the primary communication method, followed by printed materials distributed by field personnel. Information will also be available on line at the following website: www.cityoforangebeach.com.

EXERCISES

The purpose of the exercise process is to produce an opportunity for the Consolidated City Orange Beach, with private organizations and other governmental agencies, to learn roles and responsibilities in a disaster. These interagency exercises may be tabletop, functional, drill or full-scale exercises.

Every EOC Section, Branch, Division/Group/Unit, lead and participating agencies, shall participate in as many exercises conducted as possible. Some of the private agencies included in that total include the American Red Cross, Salvation Army, and other NGOs. Federal, state and regional governmental agencies may also participate in City of Orange Beach exercises. These may include the U.S. Army Corp of Engineers, U.S. Coast Guard, U.S. Navy, the National Weather Service, and the Alabama Emergency Management Agency.

Regional coordination efforts are enhanced by the presence of collaborative regional organizations that includes representation from many different jurisdictions and different disciplines.



SAMPLE PLANNING PROCESS

1st Meeting (Initial Planning Conference)

- Layout Exercise strategy.
- Develop Exercise objectives/purpose.

2nd Meeting (Mid-Term Planning Conference)

- Evaluate timeline/milestones.
- Confirm Email list for Exercise briefing.
- Follow up on Design Team.

3rd Meeting (Final Planning Conference)

- Discuss scenarios for the Infrastructure Branch and Logistics Section in a post-disaster environment.
- Include variables of flooding, debris management, temporary housing, transportation needs, blackouts, downed power lines and food/water issues.
- Focus on roles of the Communications Unit, Planning Section & Resources Unit during the Exercise.

4th Meeting

- Confer on scenarios for the Operations Section.
- Focus on roles of the Communications Unit, Planning Section & Resources Unit during the Exercise.
- Researched FEMA and other purchasing forms used for disaster requisitions.
- Focus on EOC Functional Groups/Units using Incident Master for resource requests to the Resources Unit.
- Lay out area and parameters of post-disaster damage, including number of fatalities and displaced citizens.

EXAMPLE EXERCISE TIMELINE/MILESTONES

- ✓ **April** Exercise briefing, including dates & times, e-mailed to invite adequate participation.
- ✓ **April** Exercise design team confirmed.
- ✓ **May** State Exercise messages (Resource Requests) due.
- ✓ **May** Resource Requests reviewed via State Exercise conference call.
- ✓ **May** Scenarios developed.
- ✓ **May** Exercise evaluation points identified.
- ✓ **May** Exercise evaluators/controllers identified. Evaluation forms/package developed.
- ✓ **May** Exercise messages developed. PowerPoint presentation of Exercise created
- ✓ **June** Run Disaster Exercise
- ✓ **June** Exercise Critique. Critique results available to participants



All exercises will be evaluated according to the requirements of the Homeland Security Exercise Evaluation Program (HSEEP). The HSEEP is a capabilities and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises.

At the conclusion of each exercise, Orange Beach Emergency Management seeks feedback and analysis from all exercise participants. These responses are collected and analyzed and a list of deficiencies is generated. These deficiencies are translated by staff into an After-Action Report (AAR) and Improvement Plan (IP) containing measurable goals for improvement

Exercises may also be conducted for EOC Sections/Branches/Groups/Divisions as needed.

TRAINING

Orange Beach Emergency Management responsible for emergency preparedness training. Intermediate and Advanced Incident Command System courses are offered by instructors who have been trained to teach these upper level courses. Classes are scheduled throughout the year to ensure the maximum number of staff take the required classes.

Additionally, emergency management training opportunities provided at the state and national level are monitored and communicated to appropriate groups throughout the year. A variety of national courses are available for online and self-study training through FEMA's Emergency Management Institute (EMI). Staff are encouraged to seek professional emergency management accreditation through the International Association of Emergency Managers (IAEM) and Alabama Emergency Management Agency.

Recommended training classes for individual positions can be found below in **Table 9 - Recommended Training** and on EMI's website under the Independent Study Program - <http://training.fema.gov/IS/>.



Table 9 - Recommended Training

M= Mandatory

R = Recommended

O = Optional

	Incident Commander	Liaison Officer	Safety officer	PIO	Planning Section Chief	Logistics Section Chief	Finance Section Chief	Operations Section Chief	Branch Directors	Group Supervisors	Unit Leaders	EOC Support Staff	Public Safety Dispatchers	Volunteers	Elected Officials
Shelter Management	R	O	O	O	O	O	O	R	O	O	O	O	O	R	
First Aid/CPR	R	O	R	O	O	O	O	R	O	O	O	O	O	O	O
Human Needs Assessment Training	O	O	R	O	O	O	O	R	O	O	O	O	O	O	
Liaison Officer Training	O	R		O	O			O		O	O				R
Local Financial Management					O	O	R	O							
G290 – Basic PIO	O	O	O	R	O	R		R							R
All Hazards Incident Management Team	R	R	R	R	R	R	R	R	R	R	R				
E202 Debris Management	R	R	R	R	R	R	R	R							O
ICS Position Specific Courses (i.e., Ops Chief, Planning Chief, Logistics Chief, IC, etc.)	R	R	R	R	R	R	R	R	O	O	O				
E273 Managing Floodplain Development	O		R		R										O
E278 NFIP/CRS			R		R										



	Incident Commander	Liaison Officer	Safety officer	PIO	Planning Section Chief	Logistics Section Chief	Finance Section Chief	Operations Section Chief	Branch Directors	Group Supervisors	Unit Leaders	EOC Support Staff	Public Safety Dispatchers	Volunteers	Elected Officials
IS800B – National Response Framework	M	M	M	M	M	M	M	M	M	M	M	M	M	O	M
E362 Multi-Hazard Safety for Schools	O		O		O	R		R	O		O				
E388 Advanced PIO	R	R	R	R	O	O	O	O							
E905 IEMC Hurricane Prep. & Response	R	R	R	R	R	R	R	R	R	O	O	O	O	O	O
E906 IEMC Hurricane Recovery & Mitigation	O	R	R	R	R	R	R	R	R						O
G120 Exercise Design Course	O				R			O							
G130 Exercise Evaluation Course	O				R			O							
IS700 NIMS	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
ICS100 Orientation or Basic ICS	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
G191 ICS/EOC Interface	R	R	R	R	R	R	R	R	R	R	R	R	R	R	O
G195 Intermediate ICS or ICS200 Intro to ICS	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
G196 or ICS300 Intermediate ICS	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
ICS 400 – Advanced ICS	M	M	M	M	M	M	M	M	M	M	M	M	M	M	M
IS230 Principles of Emergency Management	R	R	R	R	R	R	R	R	R	R	R	R	R	R	O
IS235 Emergency Planning Course	O	O	O	O	R	O	O	R	O	O	O	O	O	O	R
IS240 Leadership and Influence	O	O	O	O	R	O	O	R	O	O	O	R	O	O	R
IS241 Decision Making/ Problem Solving	O	O	O	O	R	O	O	R	O	O	O	R	O	O	



	Incident Commander	Liaison Officer	Safety officer	PIO	Planning Section Chief	Logistics Section Chief	Finance Section Chief	Operations Section Chief	Branch Directors	Group Supervisors	Unit Leaders	EOC Support Staff	Public Safety Dispatchers	Volunteers	Elected Officials
IS242 Effective Communication	O	R	O	O	R	O	O	R	O	R	O	R	O	R	
IS244 Developing Volunteer Resources	O	R	O	O	R	R	O	R	O	O	R	R	O	R	O
IS247 Decision Making in a Crisis	R	R	O	O	R	O	O	R	O	R	O	R	O	R	O
G250.7 Rapid Assessment Planning	O	R	O	O	R	O	O	R	O	R	O	R	O	R	O
G275 EOC Management Operations	O	R	O	O	R	O	O	R	O	R	O	R	O	R	O
G276 Resource Management	O	R	O	O	R	O	O	R	O	R	O	R	O	R	O
G360 Hurricane Planning	O	R	O	O	R	O	O	R	O	R	O	R	O	R	O
G381 Public Assistance Operations 1	O	R	O	O	R	O	O	R	O	O	O	R	O	R	O
G385 Disaster Response and Recovery	O	R	O	O	R	O	O	R	O	O	O	R	O	R	O
G386 Mass Fatalities	O	R	O	O	R	O	O	R	O	O	O	R	O	R	O
G393 Mitigation for Emergency Managers	O	R	O	O	R	O	O	R	O	O	O	R	O	R	O
G601 Damage Assessment	O	R	O	O	R	O	O	R	O	O	O	R	O	R	O
G250.11 COOP/COG	O	R	O	O	R	O	O	R	O	O	O	R	O	R	O
IS 702 NIMS PIO Joint Information System	R	R	O	O	R	O	O	R	O	O	O	R	O	R	O



FINANCIAL MANAGEMENT

The Finance/Administration Section shall provide fiscal and managerial support as required. The Chief of the City of Orange Beach's Finance Department has the task and responsibility of financial recovery of any disaster event (large or small) that may occur in the city. Responsibilities include identifying, documenting, and recovering costs from the State of Alabama, Federal Emergency Management Agency (FEMA) and other federal government agencies like the U.S. Army Corp of Engineers and USDA-Natural Resource Conservation Service to maximize the cost recovery opportunity.

The City of Orange Beach's Finance Department will provide fiscal and accounting support and will focus efforts to coordinate and assist in the completion of documentation of reimbursable expenditures as determined by FEMA.

To provide maximum financial recovery, the most important task following a disaster is to identify and document all the damage. Damage assessment activities are done in collaboration with the Planning Section. Procedures to do so include:

DOCUMENT PROCESS

Initiate the Documentation Process – Start keeping records using the Damage Assessment Report (DAR).

MAPPING DAMAGE SITES

Map damage sites – each damaged site will need to be located and marked on a city/county map and local map. Damaged sites should include a street address or the closest available landmark. A local map may represent a subdivision, office complex, or structural diagram indicating the damage location within the building.

WORK PERFORMED

What to document – prepare a list of work performed and facilities damaged as a direct result of the disaster. The list should separate work and damages into those categories identified by FEMA. Include both work that has been completed and work in process (not completed). The following documentation must be obtained and forwarded when requested:

- 1) Maintain a separate file for each site. Do not combine sites.
- 2) Prepare daily activity reports from supervisors' daily logs.
- 3) Keep these documents for each site done by force account:
 - a) Daily activity reports for labor, materials and equipment
 - b) Delivery tickets
 - c) Invoices
 - d) Payroll journals
 - e) Canceled checks for paid goods
 - f) Daily logs from supervisors



- g) Keep these documents for each site by contract:
 - i. Bid advertisement and list of bidders
 - ii. Contract awarded
 - iii. Invoices canceled checks
 - iv. Record of work inspections
- 4) Supporting Documentation – Pictures of damage should be taken with a 35-mm/digital camera versus a Polaroid and put in the site file.
- 5) Record keeping forms – there are two ways to complete items of work: one is by contract, and the other is by utilization of City of Orange Beach's personnel, equipment and materials. Utilization of the City of Orange Beach's own resources is called Force Account Work. The proper documentation in each case is described below:
 - a) Contract work – If the work is completed on a lump sum contract, an invoice and copy of the contract is needed. A detailed breakdown of all cost including equipment use, dates used, hourly rates and hours used must be documented.
 - b) Force Account Work – A written record of labor, equipment, material used, contract record and rental equipment be prepared, as necessary and signed to be eligible for reimbursement. These forms must be certified by the department heads or division chiefs and must include all supporting documentation.

OTHER FINANCIAL DOCUMENTATION

When the City of Orange Beach uses other jurisdictions' resources under mutual aid, the same documentation is required. Document where you assigned this assistance, what they did, and how it was controlled. In addition, an invoice showing the date, amount paid, and check number is required indicating that the other jurisdiction has been paid. Direct mutual aid requires the same documentation for both the sending and receiving parties.

The Assisting Party shall bill the Requesting Party with an itemized notice as soon as practicable. Billings should not be later than 60 days following period of assistance. Requesting Party shall pay bills or advise of disputed items no later than 60 days after the billing date. Modifications can be made through mutual agreement by both parties to extend the ending payment time, donations, etc.

The Public Assistance (PA) Program provides reimbursement to state and local governments for: the repair or reconstruction of public facilities, which are owned and operated by a government; debris removal; and protective measures.

The Alabama Emergency Management Agency administers the PA Program, as the grantee for all federal funds related to the program. The City of Orange Beach is a sub-grantee to the program.



REFERENCES AND AUTHORITIES

Baldwin County All Hazards EOP
State of Alabama EOP
Orange Beach, AL Ordinances

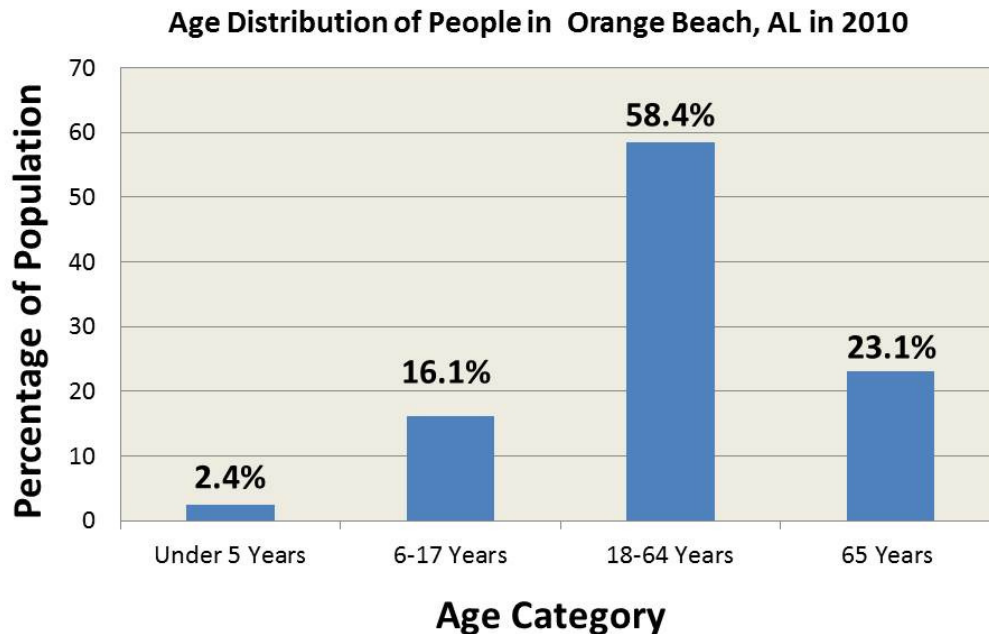


APPENDIX 1 – DEMOGRAPHICS

The overall distribution of population by planning district can be seen on the following table. The age distribution chart, Figure 18, shows that the majority of the population is less than 64 years old. The City of Orange Beach has an average of 533 people per square mile.

The population of the City of Orange Beach in 2010 was 5,441; 2,704 (49.7 percent) males and 2,737 (50.3 percent) females. The median age was 45.5 years. The population under 18 years accounted for 18.5 percent and 23.1 percent were 65 years and older.

Figure 18 - Age Distribution of People in Orange Beach,AL



Source: U.S. Census Bureau, 2010, American Community Survey

Table 10 – Language Spoken At Home

Language Spoken At Home	Population
English Only	4,631
Spanish	275
Other Indo-English Language	176
Asian & Pacific Islander Languages	116
Speak English Less Than "Very Well"	338



Table 11 - Orange Beach Population Distribution by Age/Gender

Population		
AGE	Male Population	Female Population
75+	160	174
70-74	163	140
65-69	207	199
60-64	198	239
55-59	220	207
50-54	198	232
45-49	215	217
40-44	166	207
35-39	168	138
30-34	148	163
25-29	166	135
20-24	133	141
15-19	147	153
10-14	159	146
5-9	136	126
0-4	120	120
Subtotal	2,704	2,737
Total	5,441	

Source: 2010 U.S. Census Bureau

City of Orange Beach Annual/Seasonal Tourist Population

Due to the extensive infrastructure set up (i.e. hotels, restaurants, resorts, etc.) the City of Orange Beach expects annual surges in population throughout the warmer months of the year. In 2010, the population was 5,441 for permanent residents. According to City of Orange Beach's Parks & Recreation Department, it is not unexpected to see the temporary number of residents in the warm months to be in the tens of thousands. This increased population must be accounted for when planning for emergency response and mitigation.

Table 12 describes in detail the demographics of the population of the City of Orange Beach.

Table 12 - Demographic Description of City of Orange Beach Population

Characteristic	Estimate	Percent
Total population	5,328	100
Male	2,713	50.9
Female	2,615	49.1
Median age (years)	45.5	N/A
Under 5 years	130	2.4
18 years and over	4,337	81.4
65 years and over	1,230	23.1



White	5,006	94.0
Black or African American	1	<0.01
Hispanic or Latino (of any race)	601	11.3
American Indian and Alaska Native	0	0
Asian	165	3.1
Native Hawaiian and Other Pacific Islander	0	0
Some other race	6	0.1
Two or more races	150	2.8
Social characteristics		
Population 25 years and over	4,059	N/A
High school graduate or higher	769	18.9
Bachelor's degree or higher	1,023	25.2
Civilian veterans (civilian pop. 18 yrs. and over)	924	21.3
Foreign born	458	N/A
Speak a language other than English at home (population 5 years and over)	567	10.6
Economic Characteristics		
In labor force (population 16 years and over)	2,448	54.6
Mean travel time to work in minutes (workers 16 years and over)	24	N/A
Median household income (in 2011 inflation-adjusted dollars)	\$63,542	N/A
Median family income (in dollars)	\$77,790	N/A
Per capita income (in dollars)	\$37,275	N/A
Families below poverty level	N/A	1.2
All people below poverty level	N/A	5.3
Housing Characteristics		
Average household size	2.41	N/A
Average family size	2.75	N/A
Total housing units	10,995	100
Occupied housing units	2,207	20.1
Owner-occupied housing units	1,576	71.4
Renter-occupied housing units	631	28.6
Vacant housing units	8,788	79.9
Median value (dollars)	\$315,000	N/A
Median of selected monthly owner costs	N/A	N/A
With a mortgage (dollars)	2,300	N/A
Not mortgaged (dollars)	558	N/A

Source: U.S. Census Bureau, 2010, American Community Survey

In 2010, there were 2,207 households in the City of Orange Beach. The average household size was 2.41 people. Families made up 75.1 percent of the households in the City of Orange Beach. Non-family households made up 24.9 percent of all households in the City of Orange Beach. Most of the non-family households were people living alone, but some were comprised of people living in households in which no one was related to the householder.

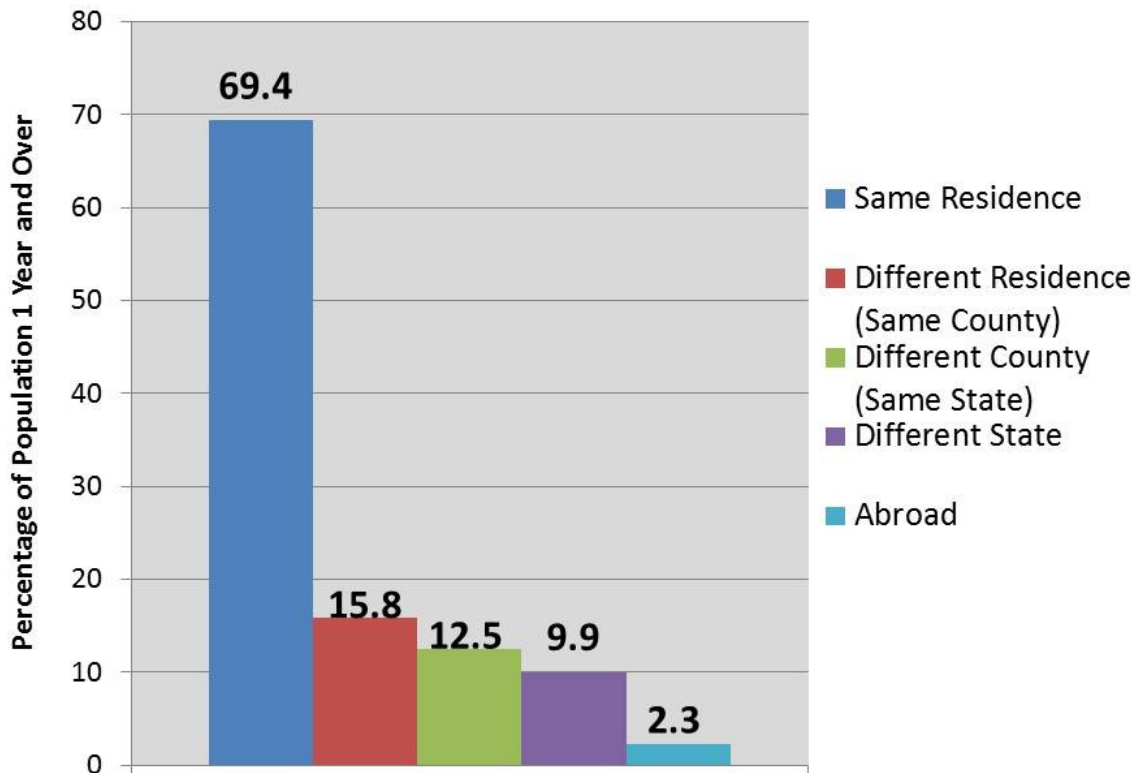


Geographic Mobility

In 2010, 69.4 percent of the people at least one year old living in the City of Orange Beach were living in the same residence one year earlier; 15.8 percent had moved during the past year from another residence in the same county, 2.7 percent from another county in the same state, 9.9 percent from another state, and 2.3 percent from abroad.

Figure 19 - Geographic Mobility of Resident

Geographic Mobility of Residents of Orange Beach, AL in 2010



Source: U.S. Census Bureau, 2010

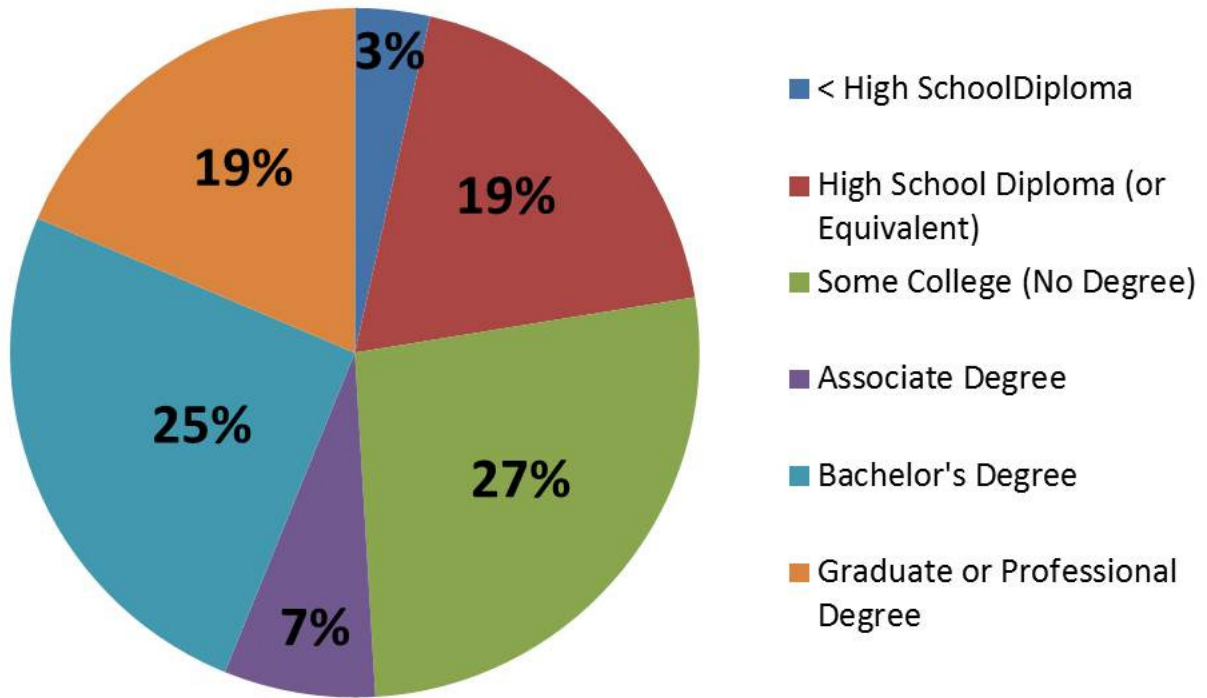
Education

In 2010, 96.5 percent of people 25 years and over had at least graduated from high school and 43.8 percent had a bachelor's degree or higher. Among people 16 - 19 years old, eight percent were high school dropouts. The total school enrollment in City of Orange Beach was 1,202 in 2010. Preprimary school enrollment was 12 and elementary or high school enrollment was 914 children. College enrollment was 276.



Figure 20 - Educational Attainment

Educational Attainment of People in Orange Beach, AL in 2010



Source: U.S. Census Bureau, 2010, American Community Survey

Table 13 - Economic Characteristics

Subject	Orange Beach, Alabama	
	Estimate	Percent
EMPLOYMENT STATUS		
Population 16 years and over	4,480	4,480
In labor force	2,448	54.6%
Civilian labor force	2,448	54.6%
Employed	2,202	49.2%
Unemployed	246	5.5%
Armed Forces	0	0.0%
Not in labor force	2,032	45.4%
Civilian labor force	2,448	2,448
Percent Unemployed	(X)	10.0%



Females 16 years and over	2,269	2,269
In labor force	1,104	48.7%
Civilian labor force	1,104	48.7%
Employed	948	41.8%
Own children under 6 years	90	90
All parents in family in labor force	23	25.6%
Own children 6 to 17 years	782	782
All parents in family in labor force	626	80.1%
COMMUTING TO WORK		
Public transportation (excluding taxicab)	0	0.0%
Walked	53	2.4%
Other means	6	0.3%
Worked at home	152	6.9%
Mean travel time to work (minutes)	24.0	(X)
OCCUPATION		
Civilian employed population 16 years and over	2,202	2,202
Management, business, science, and arts occupations	818	37.1%
Service occupations	530	24.1%
Sales and office occupations	521	23.7%
Natural resources, construction, and maintenance occupations	233	10.6%
Production, transportation, and material moving occupations	100	4.5%
INDUSTRY		
Civilian employed population 16 years and over	2,202	2,202
Agriculture, forestry, fishing and hunting, and mining	0	0.0%
Construction	196	8.9%
Manufacturing	21	1.0%
Wholesale trade	84	3.8%
Retail trade	280	12.7%
Transportation and warehousing, and utilities	121	5.5%
Information	130	5.9%
Finance and insurance, and real estate and rental and leasing	229	10.4%
Professional, scientific, and management, and administrative and waste management services	125	5.7%
Educational services, and health care and social assistance	496	22.5%



Arts, entertainment, and recreation, and accommodation and food services	418	19.0%
Other services, except public administration	57	2.6%
Public administration	45	2.0%
CLASS OF WORKER		
Civilian employed population 16 years and over	2,202	2,202
Private wage and salary workers	1,928	87.6%
Government workers	166	7.5%
Self-employed in own not incorporated business workers	97	4.4%
Unpaid family workers	11	0.5%
INCOME AND BENEFITS (IN 2011 INFLATION-ADJUSTED DOLLARS)		
Total households	2,207	2,207
Less than \$10,000	104	4.7%
\$10,000 to \$14,999	57	2.6%
\$15,000 to \$24,999	152	6.9%
\$25,000 to \$34,999	213	9.7%
\$35,000 to \$49,999	275	12.5%
\$50,000 to \$74,999	450	20.4%
\$75,000 to \$99,999	241	10.9%
\$100,000 to \$149,999	419	19.0%
\$150,000 to \$199,999	147	6.7%
\$200,000 or more	149	6.8%
Median household income (dollars)	63,542	(X)
Mean household income (dollars)	90,453	(X)
With earnings	1,483	67.2%
Mean earnings (dollars)	77,309	(X)
With Social Security	880	39.9%
Mean Social Security income (dollars)	23,146	(X)
With retirement income	722	32.7%
Mean retirement income (dollars)	53,602	(X)
With Supplemental Security Income	44	2.0%
Mean Supplemental Security Income (dollars)	15,361	(X)
With cash public assistance income	0	0.0%
Mean cash public assistance income (dollars)	-	(X)
With Food Stamp/SNAP benefits in the past 12 months	111	5.0%
Families	1,657	1,657
Less than \$10,000	20	1.2%
\$10,000 to \$14,999	0	0.0%



\$15,000 to \$24,999	93	5.6%
\$25,000 to \$34,999	161	9.7%
\$35,000 to \$49,999	179	10.8%
\$50,000 to \$74,999	361	21.8%
\$75,000 to \$99,999	190	11.5%
\$100,000 to \$149,999	407	24.6%
\$150,000 to \$199,999	130	7.8%
\$200,000 or more	116	7.0%
Median family income (dollars)	77,790	(X)
Mean family income (dollars)	95,284	(X)
Per capita income (dollars)	37,275	(X)
Nonfamily households	550	550
Median nonfamily income (dollars)	43,397	(X)
Mean nonfamily income (dollars)	74,256	(X)
Median earnings for workers (dollars)	32,854	(X)
Median earnings for male full-time, year-round workers (dollars)	58,411	(X)
Median earnings for female full-time, year-round workers (dollars)	52,407	(X)
PERCENTAGE OF FAMILIES AND PEOPLE WHOSE INCOME IN THE PAST 12 MONTHS IS BELOW THE POVERTY LEVEL		
All families		1.2%
With related children under 18 years		1.6%
With related children under 5 years only		8.6%
Married couple families		0.7%
With related children under 18 years		0.0%
With related children under 5 years only		0.0%
Families with female householder, no husband present		0.0%
With related children under 18 years		0.0%
With related children under 5 years only		-
All people		5.3%
Under 18 years		1.0%
Related children under 18 years		1.0%
Related children under 5 years		7.7%
Related children 5 to 17 years		0.0%
18 years and over		6.3%
18 to 64 years		7.4%
65 years and over		3.6%



People in families	0.9%
Unrelated individuals 15 years and over	31.6%

Industries

In 2010, for the employed population 16 years and older, the leading industries in the City of Orange Beach were educational (22.5 percent), arts & entertainment (19 percent), and retail trade (12.7 percent). These are closely followed by finance/insurance (10.4 percent) and construction (8.9 percent).

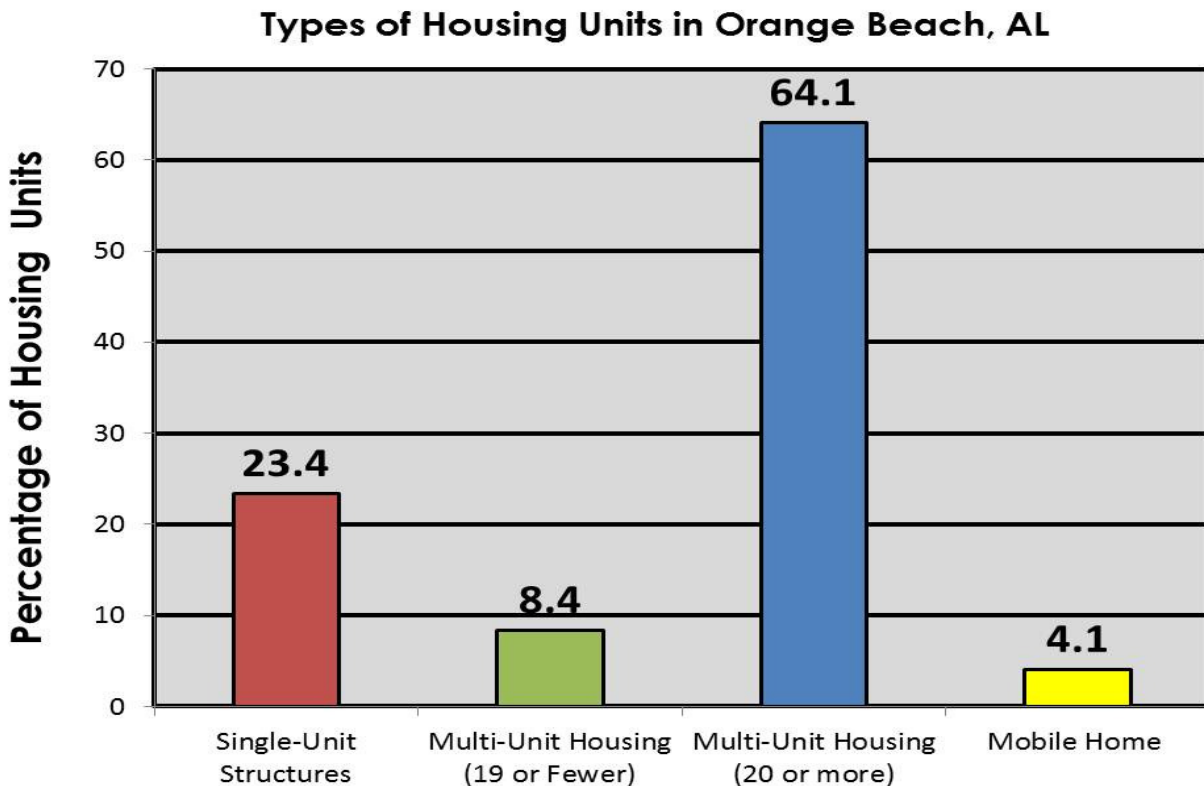
Commuting

Workers in the City of Orange Beach who drove to work alone accounted for 73.8 percent in 2010, 16.6 percent carpooled, 2.4 percent walked, 0.3 percent used other means and the remaining 6.9 percent worked at home. Among those who commuted to work, it took them on average 24 minutes to get to work.

Poverty Rates in the City of Orange Beach

In 2010, on average 5.3 percent of the population was in poverty. One percent of related children under 18 were below the poverty level, compared with 3.6 percent of people 65 years old and over. Just over 1 percent of all families and 8.6 percent of families with related children under 5 years only found themselves living below the poverty rate.

Figure 21 - Types of Housing Units in Orange Beach



Source: U.S. Census Bureau, 2010, American Community Survey



Housing Characteristics

In 2010, the City of Orange Beach had a total of 10,995 housing units, 79.9 percent of which were vacant. Of the total housing units, 23.4 percent were in single-unit structures, 72.5 percent were in multi-unit structures, and 4.1 percent were mobile homes. Approximately 40 percent of all housing units located within the City of Orange Beach were built post 2000.

Orange Beach Mobile Home Parks

The City of Orange Beach currently has one mobile home park within city limits located off Orange Beach Blvd. near the intersection of Canal Rd. and Orange Beach Blvd. For emergency planning purposes, it should be noted that this is located in Evacuation Re-Entry Zone 13.

Occupied Housing Units

In 2010, the City of Orange Beach had 2,207 occupied housing units – 1,576 (71.4 percent) owner occupied and 631 (28.6 percent) renter occupied. Just under 4 percent of the households did not have telephone service and 2.7 percent of the households did not have access to a car, truck, or van for private use. Multi-vehicle households are not rare. Approximately 34 percent had two vehicles and another 29 percent had three or more.

Housing Costs

According to the 2010 U.S. Census Bureau, American Community Survey, the median monthly housing costs for mortgaged owners was \$2,300, non-mortgaged owners \$558, and a median rent of \$1,282. Just over 62 percent of owner occupied housing units have mortgages and conversely 38 percent do not have mortgages. Forty-six percent of renters in the City of Orange Beach spent 35 percent or more of their household income on housing.

Potential Economic Impacts of Hazards

Employment & Per Capita Income

The effects of the hazards that will have an impact on employment levels and per capita income in City of Orange Beach are dependent upon the type and magnitude of the disaster. The effects of a direct hurricane strike and associated phenomena can be expected to have a major temporary negative impact on employment and income in the City of Orange Beach. All of the city's industries will be disrupted in the aftermath of a storm, but large-scale economic disruptions will probably be short-lived. According to research, there will be a short-term spike in unemployment claims. This will be tempered when employment increases as workers are added in emergency services, cleanup, and construction. Tourism and industries located on the beach and coastal areas may experience more long-term economic challenges, having experienced the full impact of a tropical cyclone.

Brush fires, large terrorism events and critical infrastructure/transportation disruptions due to other hazards such as hurricanes, may also have a widespread, temporary



negative effect on employment and wages. The effects of most other hazards on employment levels can be expected to have more of a localized impact.

Example: A hazardous materials spill will only have an effect on employment at the actual site where the event occurs. However, a tree disease outbreak will only affect timber workers.

Average Property Values

Hazards with widespread effects, such as hurricanes and its associated storm surge, will cause a short term city-wide devaluation in property values. A large portion of the housing in the city will be destroyed or severely damaged. However, redevelopment may spur a long-term escalation in property values. As with the impacts on employment, most other hazards will probably only affect a small number of homeowners in a localized area.



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