

ANNEX B: UNIFIED RESPONSE ORGANIZATION

APPENDIX I - INTRODUCTION TO THE INCIDENT COMMAND SYSTEM

The oil and hazardous substance response Incident Command System (ICS) described in this section is designed to organize and manage responses to incidents involving a number of interested parties in a variety of activities. This system is based on the National Incident Management System (NIMS) and is adapted for the particular aspects of responding to an oil and hazardous substance release. This section of the Unified Plan will not provide a detailed description of the NIMS ICS, but will concentrate on explaining adaptations of the ICS particular to oil and hazardous material response in the State of Alaska. A complete description of the ICS, including descriptions of all the organizational roles and responsibilities, can be found in the Federal NIMS guidance manual.

Additionally, the Coast Guard has adopted the *Incident Management Handbook* (IMH) and the updated Oil Spill Field Operations Guide (FOG, ICS OS-420-1) for use in guiding their major spill response efforts. The FOG is an updated version of the product initially developed by California's Standard Oil Spill Response Management System (STORMS) Task Force, and provides detailed guidance for each Incident Command System position identified for oil spill response operations. The EPA has also adopted their own agency Incident Management Handbook as well.

Between 1998 and 2002, representatives of federal and State agencies, oil industry, and spill cooperatives prepared the *Alaska Incident Management System (AIMS) Guide for Oil and Hazardous Substance Response* to provide standardized spill response management guidelines for spill responders in Alaska. The AIMS Guide merges the concept of the NCP with NIMS; has been customized to meet Alaska's unique needs; is consistent with the latest update published by the Pacific States/British Columbia Task Force FOG update workgroup, and the U.S. Coast Guard IMH; and provides a useful guideline for the Alaska spill response community. The guide recognizes and addresses three levels of a response with a corresponding team for each level: the Field Response Team; the Incident Management Team (IMT); and a Crisis Management Team (CMT). The Guide can be accessed through the ADEC website at: [http://www.dec.state.ak.us/spar/perp/docs/AIMS_Guide-Complete\(Nov02\).pdf](http://www.dec.state.ak.us/spar/perp/docs/AIMS_Guide-Complete(Nov02).pdf).

Note: Neither the AIMS Guide, the Coast Guard FOG or IMH, nor the EPA IMH are specifically prescribed by this plan, and are not mandated for use by response plan holders or other potential responsible parties. The methodology and procedures in these documents are very similar to NIMS. The Federal and State On-Scene Coordinators will work with the response organization established by the responsible party in responding and managing an oil or hazardous substance release incident.

The AIMS is the basic document that provides ADEC with the detailed guidance necessary to properly respond to a major spill incident. Region-specific, Type 1 Response Action Plans (RAP) have also been developed which provide an additional level of detail for ADEC in terms of "ramping up" for a major spill response operation. Type 1 RAPs have been developed for the Cook Inlet, Prince William Sound, North Slope, and Southeast Subareas, as well as for the Trans Alaska Pipeline.

The original National Interagency Incident Management System (NIIMS) was developed to respond to large forest fires and coordinate the actions and resources of different emergency response organizations and government agencies towards accomplishing a single goal (put out the fire). During a response to an oil or hazardous substance discharge, both state and federal law require that the responsible party (RP) or spiller respond to and clean up the spilled material. Only if the RP cannot be identified, fails to respond,

or does an inadequate job of cleanup will the state or federal government take-over or supplement the response to an oil or hazardous substance discharge. The significant differences in oil or hazardous substance discharge response (which necessitated many of the adaptations of the NIMS ICS) are the involvement of the RP in the response and the likelihood of enforcement action along with oversight and investigatory procedures.

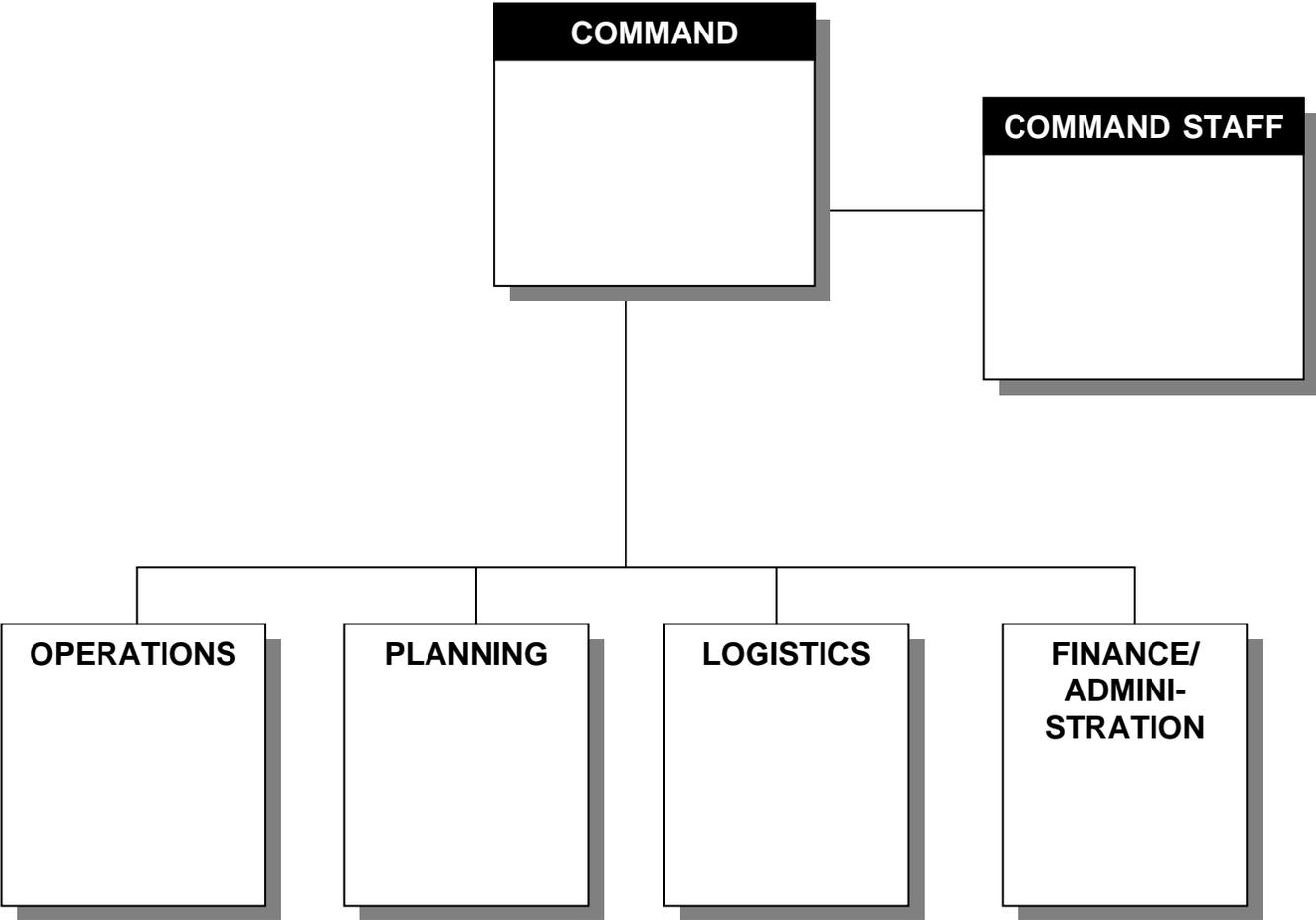
The ICS is organized around the following five major functions. See Appendix II for additional information on the Command section and Appendix III for detailed descriptions of the Planning, Operations, Logistics, and Finance/Administration sections.

- **COMMAND**
- **PLANNING**
- **OPERATIONS**
- **LOGISTICS**
- **FINANCE/ADMINISTRATION**

The basic structure remains the same for all incidents, so the ICS can expand and contract to match the size, type, and complexity of the response. Staffing is dynamic, based on need. Using common sense and ICS principles, the system can be modified to fit any incident (see *Figure 1: Spill Response Structure*).

Within the ICS, the span-of-control of any individual with emergency management responsibilities should range from three to seven, with a span-of-control of five established as the general guideline. The nature of the task along with the hazards, safety factors, and distance between elements will influence span-of-control considerations.

Figure 1: Spill Response Structure



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APPENDIX II – THE FEDERAL AND STATE ROLE IN INCIDENT RESPONSE

1. GENERAL

The State and Federal Governments are responsible for oil and hazardous substance pollution under the National Contingency Plan (NCP) and State statutes to ensure the responses to incidents are timely and adequate. This responsibility has three aspects:

- Conduct the Government's **oversight** functions concerning monitoring, investigations, permitting, damage assessments, restoration, and documentation for possible litigation or cost recovery.
- **Augment** the RP's cleanup efforts when necessary to contain the release, recover the product, and minimize the impact to the environment.
- **Take over containment, control and cleanup operations when necessary.**

The Federal and State Governments participate in these three functions and coordinate them using the Unified ICS. The Federal and State Governments' oversight function involves only Government resources, although it is coordinated with the other parties involved in the actual cleanup effort.

2. THE RESPONSIBLE PARTY (RP)

The Responsible Party (RP) is the person(s) responsible for a discharge of a hazardous substance to the water or land of the State. Under State regulations (*18 AAC 75.315*), it is the responsibility of the RP to contain, control and clean up that discharge. Similar federal laws require RPs to respond to their spills and oblige the RP to direct its own containment, control and cleanup efforts. Even though the RP is required to respond to a spill, the State On-Scene Coordinator (SOSC) oversees the RP's containment, control and cleanup efforts and has the authority to take over or supplement the response activities if the SOSC determines that the response is inadequate (*18 AAC 75.320*). The FOSC has similar authority under federal law. Additionally, the Oil Pollution Act of 1990 (OPA 90) authorizes the United States Coast Guard (USCG) and the United States Environmental Protection Agency (EPA) to direct the activities of the RP without "federalizing" (taking federal control of) the spill cleanup.

RPs may use contracted resources, which may include OSROs, IMTs, and NTVCCs, to assist the RP or to act on their behalf during the incident response. These entities may fill ICS positions, or work in the field to facilitate cleanup efforts.

3. WHO COMMANDS

A. Single Command

This situation will occur when there is either no Responsible Party, or the RP is unable to satisfactorily respond and the Federal, State or local government responds (not more than one). Whenever an incident occurs where there is single jurisdiction and one agency has primary responsibility, the SINGLE COMMAND structure will be established.

"Who's in Charge?" -- The incident commander (IC) or on-scene commander, who is designated by the jurisdictional agency.

- (a) If the Federal Government is the agency in charge, the FOSC will be a US Coast Guard official if the spill occurs in the coastal zone, or an EPA official if the spill occurs in the inland zone. The Department of Defense (DOD) will provide the FOSC if a hazardous substance release involves military resources and occurs on military facilities.

(b) If there is no federal jurisdiction or the FOSC designates the State to act as the FOSC's representative, the State SOSC is in charge and federal trustee agencies should contact and coordinate their concerns and assistance with the SOSC.

B. Unified Command

The **Unified Command** described here for oil and hazardous substance discharge response in Alaska is specific to Alaska and is not identical to the Unified Command described in the NIMS ICS. In the NIMS ICS, all agencies that have jurisdictional authority or a functional role in an incident are represented in the Unified Command. In the State of Alaska, the Unified Command for oil and hazardous substance discharge response consists solely of the On Scene Coordinators (OSCs) for the Federal, State and Local governments, plus the On-Scene Coordinator for the RP. Other government agencies are represented by the respective OSC for the Federal, State and Local government [see *Figure 2: Unified Command*].

Whenever there is an incident involving more than one agency with jurisdiction, the Unified Command is implemented. The Unified Command will also be implemented if there is only one agency with jurisdiction and the RP is responding adequately. All agencies that have jurisdictional responsibilities and the responsible party will contribute to the process of:

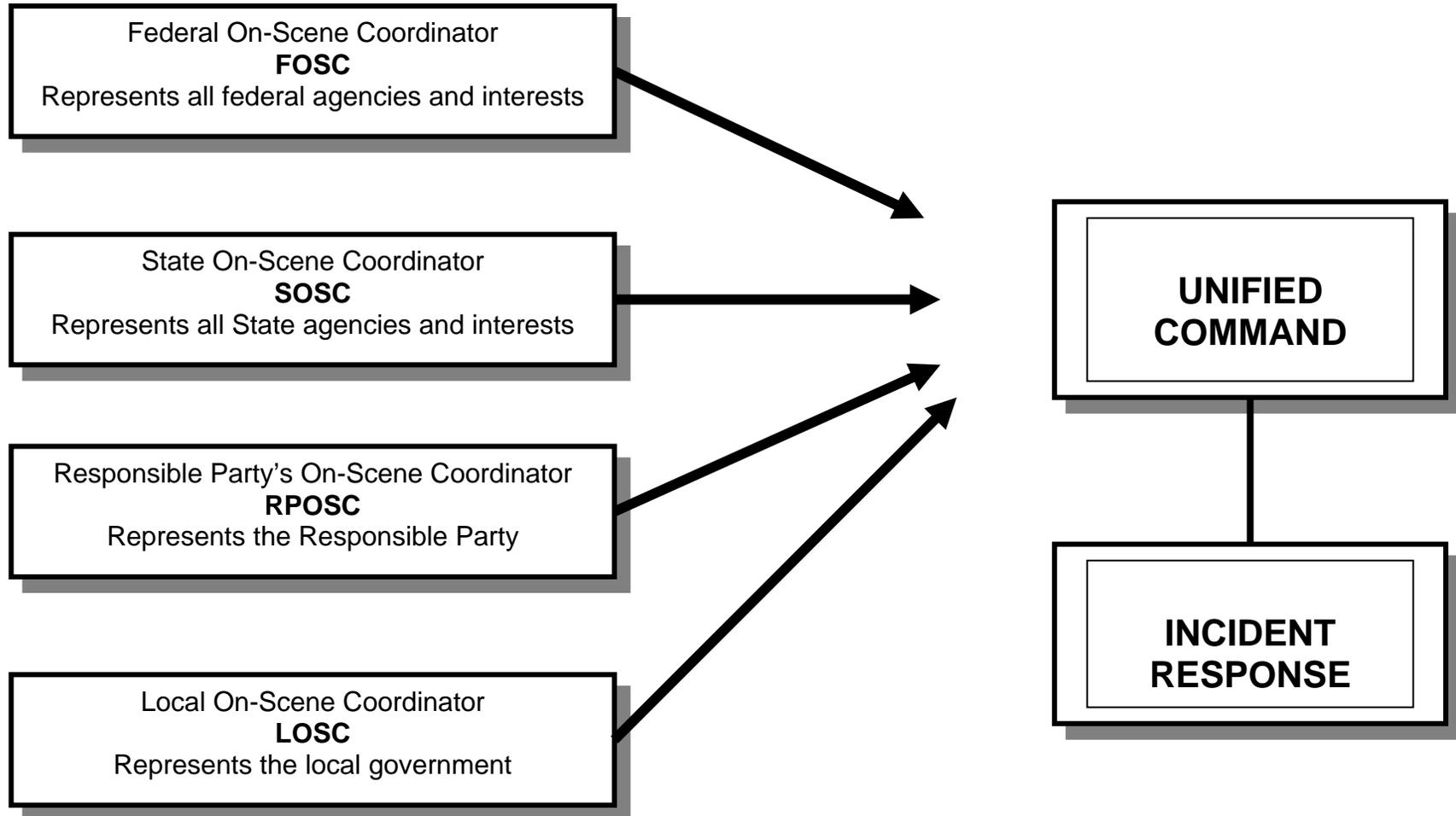
- determining overall incident objectives and priorities;
- selection of strategies;
- ensuring joint planning for tactical activities;
- ensuring integrated tactical operations are conducted;
- maximizing use of all assigned resources;
- resolving conflicts.

For significant oil spills and hazardous substance releases, there will normally be OSCs from the federal and state governments and the Responsible Party, as well as a local government OSC for incidents posing an immediate threat to public safety or occur within their local jurisdiction. These individuals will each become a Unified Commander representing their organization.

WHO's in Charge?" -- The Unified Command operates with the FOSC having ultimate authority for incidents under federal jurisdiction and the SOSC having ultimate authority for incidents not involving federal jurisdiction. Also, as long as there is an immediate threat to public safety, a Local On-Scene Coordinator (LOSC) will serve as the ultimate command authority if the FOSC or SOSC does not assume the lead role for response, or the LOSC requests a higher authority to assume that responsibility. The Responsible Party (RP) has the authority as long as the RP is adequately responding to the incident (and there is no immediate threat to public health and safety).

The Unified Command will respect all governmental agencies' and private jurisdictional authorities. Most of the time, the Unified Command will be able to agree upon a single incident action plan. In cases where there are disputes or differences, the OSC having ultimate authority described above will settle the disputes.

Figure 2: Unified Command



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FOSC: Federal On-Scene Coordinator (US Coast Guard/EPA)
SOSC: State On-Scene Coordinator (ADEC)
LOSC: Local On-Scene Coordinator (while immediate threat to public safety exists)
RPOSC: Responsible Party On-Scene Coordinator (Spiller Designee)

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The Unified Commanders will:

- designate the Incident Commander (IC) (who will normally be one of the Unified Commanders assigned to the Unified Command);
- designate the chiefs for each section within the ICS;
- review and approve a consolidated incident action plan; and
- ensure the incident action plan is carried out by the IC.

C. On-Scene Coordinators

Because of the complex nature of oil and hazardous substance responses, the National Contingency Plan and the Unified Plan have designated On-Scene Coordinators (OSCs) to act as ultimate authority for their respective level of governmental authority. OSCs represent all agencies from their respective Federal, State and Local governmental levels as on-scene coordinators in the Unified Command. They also are responsible for coordinating their respective organization's activities with the activities of other response organizations [see *Figure 3: On-Scene Coordinator's Relationship to Plans*]. Local governments with jurisdiction designate the Local On-Scene Coordinator. Local Emergency Response Plans (developed by Local Emergency Planning Committees, if established for the jurisdiction) designate Community Emergency Coordinators for responding to oil and hazardous substance releases.

(1) The Federal On-Scene Coordinator: The Federal On-Scene Coordinator (FOSC) is designated under the National Contingency Plan to direct and coordinate the federal response to incidents under the authority of federal laws and regulations. Federal responsibilities are divided into a Coastal zone and an Inland zone, as defined by an interagency agreement between EPA and the USCG. In the Coastal zone, the Commanding Officers of the Coast Guard Sectors or Captains of the Port are designated FOSCs for oil discharges and hazardous substance releases. For oil discharges and hazardous substance releases in the Inland zone, the Environmental Protection Agency designates the FOSC. For releases of hazardous substances where the release is from any facility or vessel under the jurisdiction, custody or control of the DOD or DOE, the department with jurisdiction designates the FOSC.

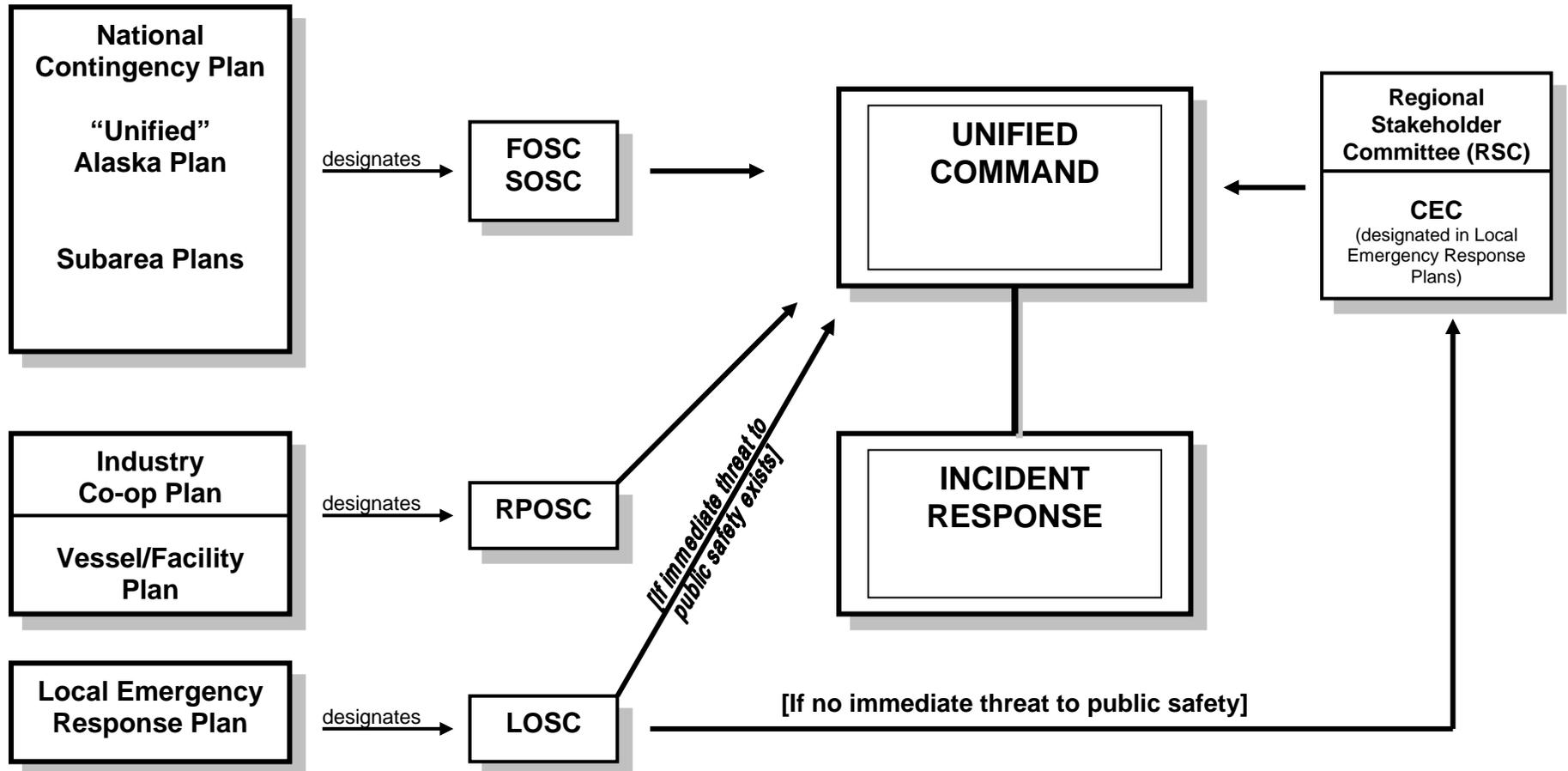
(2) The State On-Scene Coordinator: The State On-Scene Coordinator (SOSC) is responsible for directing and coordinating the State's response to oil and hazardous substance discharges. SOSCs are designated by the Commissioner of the ADEC. SOSCs have been pre-designated for the following response areas: Northern Alaska; Central Alaska; and Southeast Alaska. In the event of a major spill incident, the Commissioner may designate the Director, Spill Prevention and Response Division or another individual to serve as the SOSC.

The SOSC may appoint an on-scene field representative (SOSC Rep) to act for the SOSC during a spill response. The SOSC Rep represents the SOSC on-scene and can be selectively delegated authority by the SOSC.

(3) The Local On-Scene Coordinator: Local On-Scene Coordinators (LOSCs) are designated by local governments with jurisdiction to direct and coordinate local responses to incidents. LOSCs are normally part of the Unified Command as long as there is an immediate threat to public safety and/or the incident occurs within their local jurisdiction.

Community Emergency Coordinators (CECs) are designated in Local Emergency Response Plans and may serve as the LOSC or on the Regional Stakeholder Committee (RSC) as outlined in the Subarea Contingency Plans.

Figure 3: On-Scene Coordinator’s Relationship to Plans



- FOSC: Federal On-Scene Coordinator (USCG/EPA)
- SOSC: State On-Scene Coordinator (ADEC)
- LOSC: Local On-Scene Coordinator (while immediate threat to public safety exists)
- CEC: Community Emergency Coordinator
- RPOSC: Responsible Party On-Scene Coordinator (Spiller Designee)
- RSC: Regional Stakeholder Committee

For as long as there is an immediate threat to public safety, the LOSC will serve as the ultimate command authority, unless the LOSC requests a higher authority to assume that responsibility. Once the immediate threats to public safety are abated, either the SOSC or FOSC becomes the ultimate command authority for the cleanup operation, depending on jurisdiction and agency response. Local representation to the Unified Command may then be through the CEC on the Regional Stakeholder Committee.

(4) The Responsible Party's On-Scene Coordinator: The Responsible Party's On-Scene Coordinator (RPOSC) will be designated by the responsible party to direct and coordinate their resources in response to incidents for which they are responsible. Facility or vessel response or contingency plans designate the RPOSC. If the facility or vessel does not have a response or contingency plan, the RPOSC is the person in charge of the responsible party's response.

(5) Deputy On-Scene Coordinators: The nature of an incident may require one or more deputies. Deputy OSCs should have the same qualifications as the OSC and may work directly with the OSC, provide a relief, or perform certain specified tasks determined by the OSC.

D. Incident Commander: The Unified Command directs all aspects of incident response (including oversight, monitoring, cleanup, etc.) and uses a designated Incident Commander (IC) to carry out containment, control, and cleanup operations. [See *Figure 4: Incident Commander*].

The IC is in command of control, containment, removal, and disposal of the spill. At any given time, there can be **only one** IC. However, the IC can change as the incident changes. The IC will be chosen by the Unified Command (FOSC, SOSC, LOSC, and RPOSC). When the RP is responding and has adequate resources to dedicate to the containment, control, and cleanup effort, the RPOSC will normally be designated the IC by the Unified Commanders. The FOSC and SOSC will make the determination on the adequacy of the RP's containment, control, and cleanup effort.

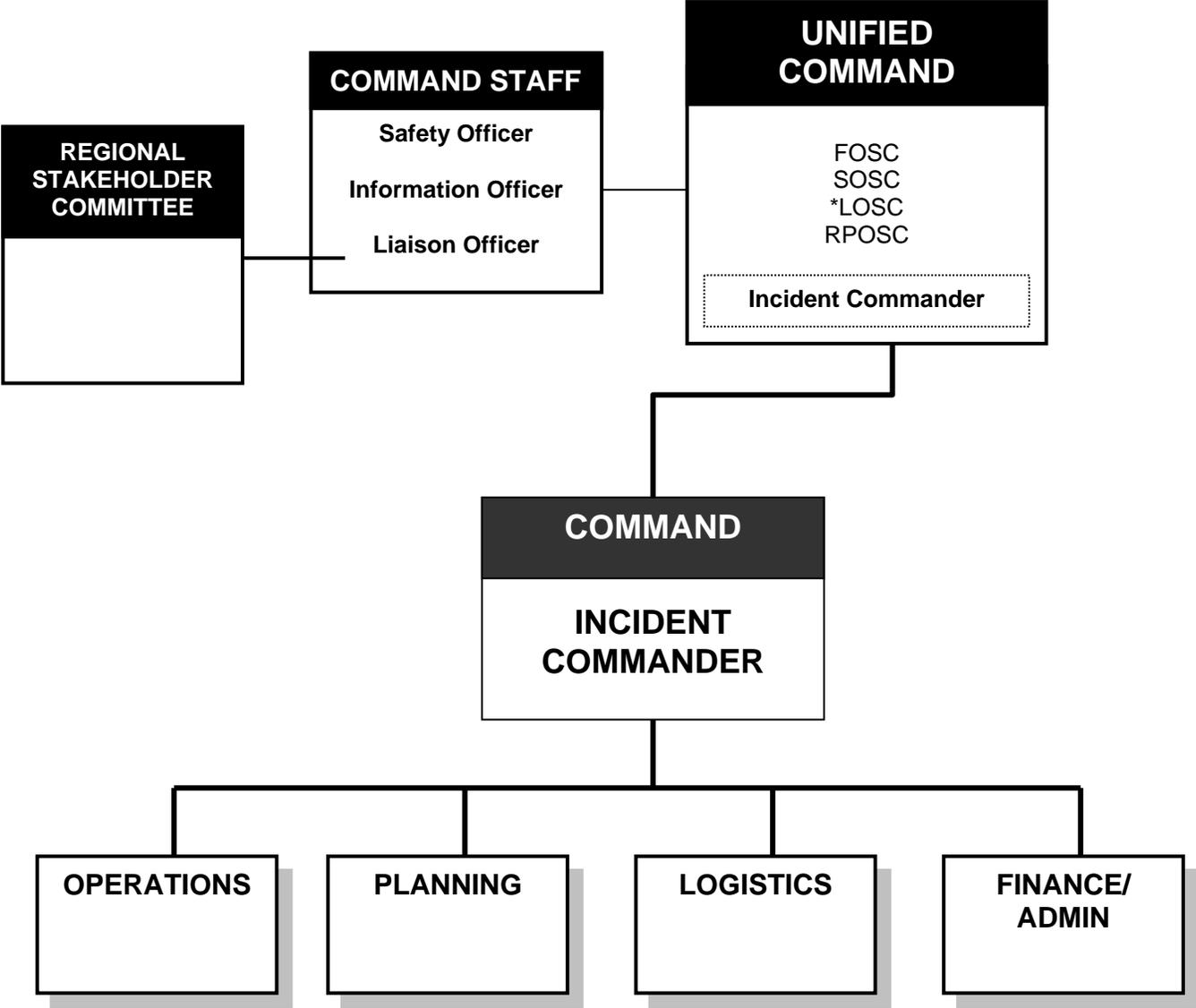
Only if the RP is unknown or is not adequately responding to the incident will the government OSCs (FOSC and SOSC) participating in the Unified Command designate their own IC. Typically, one of the Federal or State On-Scene Coordinators or a response action contractor will become the IC.

E. Unified Command Staff

Key positions may be established to assume responsibility for activities that are not part of the line organization. The Unified Commanders will determine who will fill these positions.

- Unified Command Public Information Officer -- point of contact for the media and other groups that desire information directly about the incident.
- Unified Command Safety Officer -- assesses hazardous and unsafe situations and develops measures in a response safety plan to ensure safety of personnel.
- Unified Command Liaison Officers -- point of contact for affected communities, interest groups that do not have jurisdictional authority, landowners, leaseholders, RCACs, government agencies, and other interested parties. Several Liaison Officers may be designated, depending on the level of coordination required. The Liaison Officer will coordinate with the Regional Stakeholder Committee, if one is activated.

Figure 4: Incident Commander



FOSC: Federal On-Scene Coordinator (US Coast Guard/EPA)
 SOSC: State On-Scene Coordinator (ADEC)
 LOSC: Local On-Scene Coordinator (while immediate threat to public safety exists)
 RPOSC: Responsible Party On-Scene Coordinator (Spiller Designee)

F. Regional Stakeholder Committee

The Regional Stakeholder Committee (RSC) is specifically defined in each of the ten subarea contingency plans to include specific composition and basic responsibilities. RSC composition may include Regional Citizens Advisory Councils (RCACs), community emergency coordinators, landowners, leaseholders, and special interest groups affected by the spill. The RSC membership may vary from incident-to-incident and from phase-to-phase. Agencies/organizations that are functioning as part of the overall ICS response structure should not provide redundant representation on the RSC.

Unlike the Multi-Agency Coordinating Group (MAC) defined in the NIMS ICS, RSCs do not play a direct role in setting incident priorities or allocating resources. However, an RSC, when activated, can advise the Unified Command (through the Liaison Officer) and provide recommendations/comments on incident priorities, objectives, and the incident action plan. The RSC is not directly involved in response operations, though some of its members may be. The RSC's role is to convey to the Unified Command information relating to the authority, concerns, and expertise of its members. The RSC recommends to the Unified Command overall objectives and priorities and reviews Incident Action Plans. An RSC is normally activated for significant incidents that involve resources under the jurisdiction of several agencies. (See Appendix VIII, Regional Stakeholder Committee Process, for guidelines for establishing and operating the RSC.)

During incidents where there is no FOSC, federal agencies with jurisdictional responsibilities for resources at risk could participate as members of the RSC, thus retaining their input on response operations. However, the preferred approach is to include these agencies as part of the overall ICS structure. RSC activities will be coordinated by the Liaison Officer. RSC discussions are documented and their recommendations and dissenting opinions are communicated to the Unified Command through the Liaison Officer.

RSC Chair: RSC Chairpersons will be designated in the subarea contingency plans. In cases where the RSC Chairperson has not been predesignated, RSCs may be chaired initially by the Liaison Officer. The RSC will then elect its own chair.

Senior Leaders of Impacted Communities: An alternative to the RSC for communities affected by a major spill may include the establishment of a group consisting of senior leaders of impacted communities. The group should have direct access to the ADEC Commissioner or his/her representative.

4. THE REGIONAL CITIZENS' ADVISORY COUNCILS

The Oil Pollution Act of 1990 (OPA 90) established two RCACs in Alaska: the Prince William Sound RCAC and the Cook Inlet RCAC. The RCACs are independent, non-profit organizations that monitor and advise on oil industry programs to include areas such as spill prevention and response, tanker safety, and environmental impact assessments. The RCACs' role in the spill response organization are defined in the Prince William Sound, Cook Inlet, and Kodiak Subarea Contingency Plans. The normal contribution of the RCAC is to provide local knowledge and technical expertise within the ICS structure (e.g., as part of the Operations and Planning Sections and the Joint Information Center).

5. ALASKA REGIONAL RESPONSE TEAM

The Alaska Regional Response Team (ARRT) is a standing body established by the National Contingency Plan (NCP). The ARRT is responsible for recommending changes to the regional response organization as needed, revising the Regional Contingency Plan as needed, evaluating the preparedness of participating agencies and the effectiveness of Area Contingency Plans for a federal response to discharges and releases, and providing technical assistance for preparedness to the general response community. The ARRT is composed of State and Federal agencies (see Annex A, Appendix VI, Tab A,

paragraph II for ARRT member agencies). The Alaska Department of Environmental Conservation provides the State's representative. The alternate State representative is provided by the Alaska Department of Military and Veterans Affairs/ Division of Homeland Security and Emergency Management. The ARRT provides a regional mechanism for the development and coordination of preparedness activities prior to a pollution response.

The ARRT can coordinate assistance and advice to the FOSC, when requested, by providing additional federal and State resources and expediting approvals for federal and State permits. The ARRT is chaired by the agency providing the FOSC (USCG or EPA).

While assigned to ICS sections within the Unified ICS, ARRT members or their representatives are immediately available to work with other agencies that have similar concerns and responsibilities. This enhances the timeliness and thoroughness of decisions. A formal "convening" of the ARRT during a spill event will only be necessary for dispute resolution or major policy issues affecting multiple agencies. During any response requiring State input to the ARRT, the SOSOC has been delegated the authority to serve as the State's representative to the ARRT. The SOSOC, as the State representative, will consult with other State agencies that have management authorities/responsibilities for resources that might be affected by ARRT decisions. Appropriate ARRT members will convene as necessary to make decisions on *in situ* burning, use of chemical countermeasures, and nationwide permits (404 permits). Figure 7 indicates the typical ICS positions for ARRT member agencies.

6. NATURAL RESOURCE TRUSTEES

A. Response. For incidents with significant effects or the potential for significant effects on Federal trust resources (e.g., critical habitat for threatened and endangered species), the Federal trustees(s) will have the option of each providing input directly to the Unified Command to help ensure that information on these resources is available to, and used appropriately, in decision making. This representative(s) would provide guidance on response and protection strategies commensurate with the special status of the affected or threatened lands or resources.

B. Natural Resource Damage Assessment (NRDA). NRDA activities, which are performed under the direction of natural resource trustees, typically are conducted concurrently with response activities, which are under the direction of the Unified Command. If necessary, trustees will make a NRDA representative available to the Unified Command at the incident command post to coordinate NRDA field actions with response activities. The role of this NRDA liaison is to provide a linkage between NRDA activities being conducted by trustee representatives and response activities being conducted by Federal and State On-Scene Coordinators (as well as participating local and responsible party OSCs) as part of the Unified Command.

APPENDIX III – INCIDENT COMMAND SYSTEM SECTIONS

Between 1998 and 2002, representatives of federal and State agencies, oil industry, and spill cooperatives developed the *Alaska Incident Management System (AIMS) Guide for Oil and Hazardous Substance Response* to provide standardized spill response management guidelines for spill responders in Alaska. The AIMS Guide accomplishes the following:

- merges the concept of the National Contingency Plan with National Incident Management System (NIMS);
- customized to meet Alaska's unique needs;
- maintains consistency with the latest update published by the Pacific States/British Columbia Task Force Field Operations Guide Update Workgroup and the U.S. Coast Guard *Incident Management Handbook (IMH)*; and
- provides useful guidelines for the Alaska spill response community.

The AIMS Guide recognizes and addresses three levels of a response, with a corresponding team for each level: the Field Response Team (FRT); the Incident Management Team (IMT); and a Crisis Management Team (CMT). The guide can be accessed through the Alaska RRT website at: www.akrrt.org.

The Coast Guard has adopted the IMH and the updated Oil Spill Field Operations Guide (FOG, ICS OS-420-1) for use in guiding their major spill response efforts. The FOG is an updated version of the product initially developed by California's Standard Oil Spill Response Management System Task Force and provides detailed guidance for each Incident Command System position identified for oil spill response operations. The EPA has also adopted its own agency Incident Management Handbook (IMH), as well.

Note: Neither the AIMS Guide, the Coast Guard FOG or IMH, nor the EPA IMH are specifically prescribed by this plan and are not mandated for use by response plan holders or other potential responsible parties. The methodology and procedures in these documents are very similar to NIMS. The Federal and State On-Scene Coordinators will work with the response organization established by the responsible party in responding and managing an oil or hazardous substance release incident.

Checklists and specific duties and responsibilities for the following ICS positions are included in each of the above documents:

- Unified Command
- Command Staff
 - Safety Officer
 - Liaison Officer
 - Public Information Officer
 - Legal Officer
- Operations Section Chief
 - Branch Director
 - Division/Group Supervisor
 - Strike Team/Task Force Leader
 - Single Resource
- Planning Section Chief
 - Resource Unit Leader
 - Situation Unit Leader
 - Environmental Unit Leader
 - Documentation Unit Leader

- Demobilization Unit Leader
- Technical Specialists
- Logistics Section Chief
 - Support Branch Director
 - Supply Unit Leader
 - Facilities Unit Leader
 - Transportation Unit Leader
 - Security Unit Leader
 - Service Branch Director
 - Food Unit Leader
 - Medical Unit Leader
 - Communications Unit Leader
 - Information Technology Unit Leader
- Finance/Administration Section Chief
 - Cost Unit Leader
 - Time Unit Leader
 - Contracts Unit Leader
 - Claims Unit Leader

Pre-designated Branches and Divisions/Groups and Critical Functional Areas: The number and types of branches and divisions/groups are situation-dependent. For a major oil or hazardous substance release, the Coast Guard has pre-designated branches and divisions/groups with formal tasking and objectives. Specific guidelines for these staff positions are included in the Coast Guard FOG and IMH. The AIMS Guide identifies the key functions within the Operations Section, but does not pre-designate branches, divisions, or groups. The nature and gravity of the incident will dictate the desired response structure to be established within the Operations Section. The EPA IMH depicts the Operations Section in the same manner. The following briefly summarizes the Coast Guard pre-designated positions and AIMS critical functional areas within the Operations Section. The organizational chart (Figure 5) at the end of this appendix provides a generic ICS structure for oil and hazardous substance releases.

(1) U.S. Coast Guard:

- (a) Air Operations Branch Director
 - Air Tactical Group Supervisor
 - Air Support Group Supervisor
- (b) Staging Area Manager
- (c) Recovery and Protection Branch Director
 - Protection Group Supervisor
 - On Water Recovery Group Supervisor
 - Shoreside Recovery Group Supervisor
 - Disposal Group Supervisor
 - Decontamination Group Supervisor
 - Dispersants/ISB Operations Group Supervisor
- (d) Emergency Response Branch Director
 - Search and Rescue (SAR) Group Supervisor
 - Salvage/Source Control Group Supervisor
 - Fire Suppression Group Supervisor

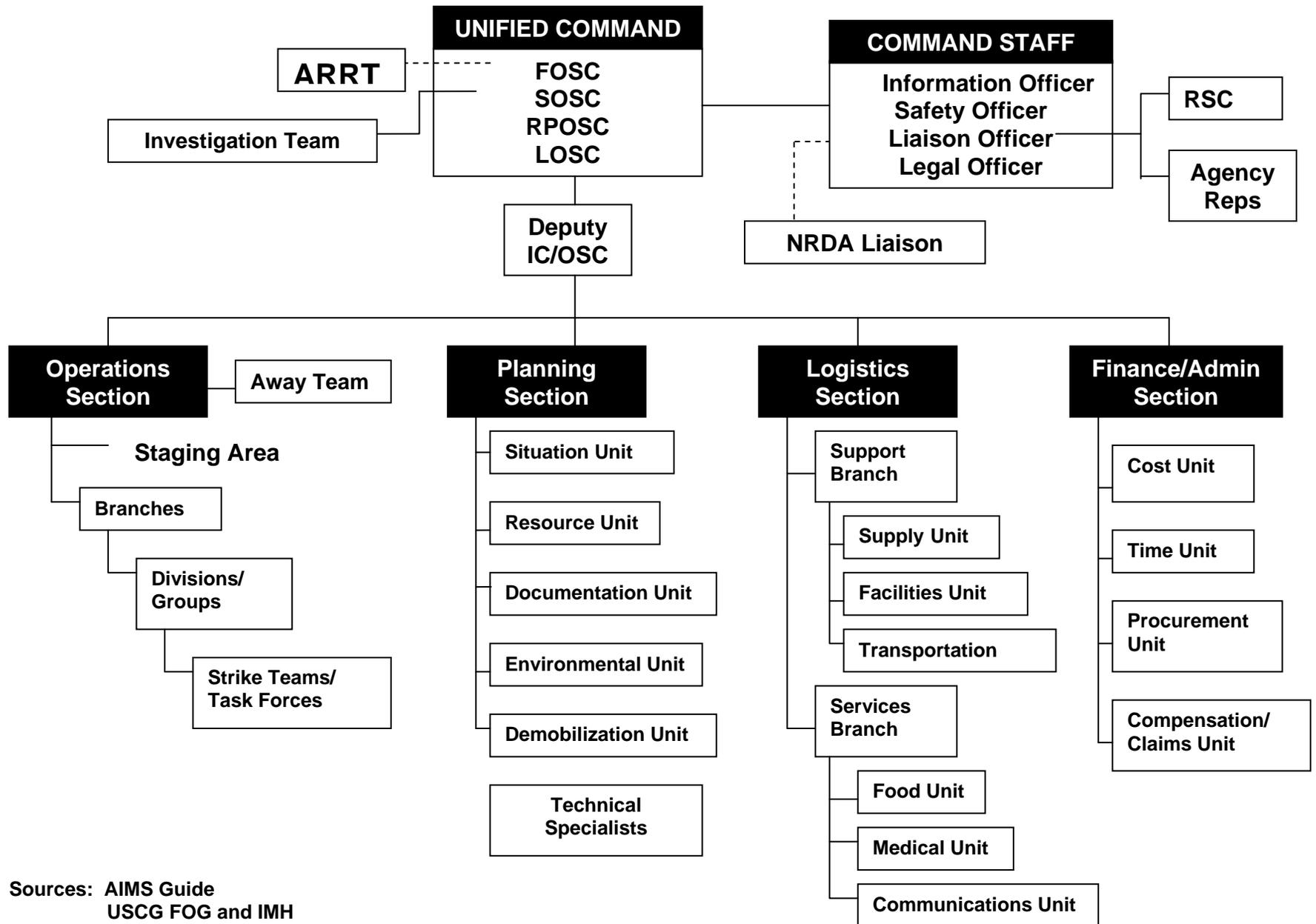
- Hazardous Materials Group Supervisor
- Emergency Medical Services (EMS) Group Supervisor
- Law Enforcement Group Supervisor

- (e) Wildlife Branch Director
 - Wildlife Recovery Group Supervisor
 - Wildlife Rehabilitation Center Manager

(2) AIMS Guide: Operations Section - Critical Functional Areas:

- (a) Field Command
- (b) Site Safety Officer
- (c) Staging Area Management
- (d) Field Safety Representative
- (e) Air Operations
- (f) Recovery
- (g) Protection
- (h) Search and Rescue
- (i) Hazmat
- (j) Fire Suppression
- (k) Source Control
- (l) Wildlife Response
- (m) Salvage
- (n) Decontamination
- (o) *In Situ* Burn Operations
- (p) Dispersant Operations
- (q) Emergency Medical Services (EMS)
- (r) Waste Management & Disposal
- (s) Law Enforcement
- (f) Away Team
- (g) Others as needed

FIGURE 5: OIL AND HAZARDOUS SUBSTANCE RESPONSE INCIDENT COMMAND SYSTEM (ICS) STRUCTURE



Sources: AIMS Guide
USCG FOG and IMH

APPENDIX IV – THE FEDERAL & STATE OVERSIGHT RESPONSE ORGANIZATION

1. GENERAL

Federal, State and local governments, as well as the responsible party, may require concurrent activities which must be performed in response to the spill, yet are not part of the containment, control and cleanup operations. Activities such as - but not limited to - oversight, monitoring, damage assessment studies and the collection of evidence for potential litigation must be accomplished. These functions must be performed under a command structure independent of the responsible party's response [see *Figure 6: Oversight Response Organizations*].

The federal government and State of Alaska have responsibilities that cannot be combined with the cleanup and containment response efforts of the responsible party. These responsibilities include, but are not limited to:

- 1) determining the responsible party;
- 2) investigating the cause of the discharge;
- 3) collecting samples;
- 4) monitoring and determining the adequacy of the RP's response;
- 5) determining the extent of contamination;
- 6) monitoring restoration; and,
- 7) determining and recovering the State's costs and assessing penalties.

The OSCs will direct the oversight and monitoring functions within the ICS, as well as representing their agency in the Unified Command. This will allow the OSCs to coordinate the activities of the monitoring effort with containment, control, and cleanup activities and with the activities of the local government. The OSCs may designate Deputy OSCs to assist with this function.

2. INCORPORATION OF FEDERAL & STATE AGENCIES INTO SINGLE GOVERNMENT RESPONSE

Although the USCG, the EPA and the ADEC are the lead federal and State agencies, with broad responsibilities during an oil or hazardous substance discharge, other federal and State agencies have major roles in spill response, which are defined by federal and State statutes. The federal OSC will incorporate all federal agencies that have a regulatory role in oil and hazardous substance discharge into a single federal response with a single FOSC in charge. Even though the FOSC is from the USCG or EPA, he/she is responsible for representing all federal concerns regarding the response action. (See *Figure 7: Federal Oversight Spill Response Structure*).

The State will incorporate all State agencies that have a regulatory or mandated role in oil or hazardous substance discharge into a single State response with a single SOSC in charge. Even though the SOSC is from the ADEC, he/she is responsible for representing **all** of the State's concerns. (See *Figure 8: The State's Oversight Spill Response Structure*).

Figures 7 and 8 depict possible arrangements of federal and State agencies in different sections and the command staff. Staffing during an actual response will be dictated by the size and nature of the response.

In the federal and State's response, every effort will be made to incorporate personnel from the participating agencies in specific ICS functional roles within the Planning, Finance/Administration, Operations and Logistics sections and/or the Command Staff. All participants assigned to the response,

while representing their respective agency, will work under the direction of the FOSC or SOSC. Any disputes between agency personnel which cannot be resolved at the response staff level should be referred to their Agency Representative for resolution at the Command level.

The FOSC is the final arbitrator within the federal response organization. All disputes should be resolved within the response structure so the federal government can speak with a single consistent voice - the FOSC's. As per the National Contingency Plan, disputes that cannot be resolved within the response structure could be elevated to the Alaska Regional Response Team for resolution, if within their jurisdiction. Disputes that cannot be resolved by the ARRT shall be elevated to the National Response Team.

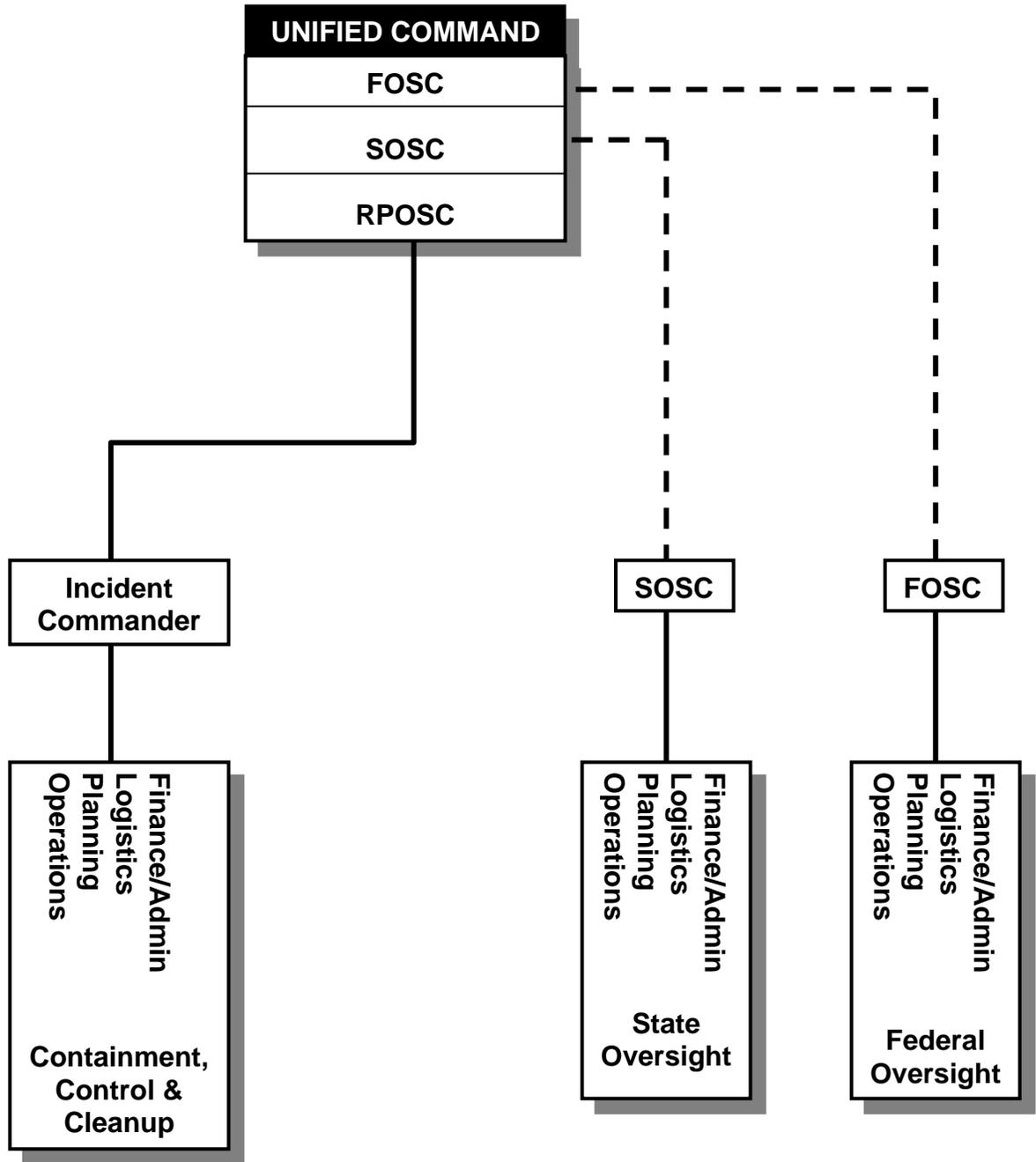
The SOSC is the final arbitrator within the State's spill response organization. All disputes should be resolved within the response structure so the State can speak with a single, timely, consistent voice - the SOSC's. Disputes that cannot be resolved within the spill response structure should be elevated by the Agency Representative or SOSC to the Disaster Policy Cabinet for resolution at the Commissioner level.

3. THE AGENCY REPRESENTATIVE

Each federal and State agency that has a role in an oil or hazardous substance discharge response will designate an Agency Representative. An Agency Representative is that individual assigned to an incident who has been delegated full authority to make immediate and pertinent decisions on any and all matters affecting that agency's involvement with the incident. There will be **only one** Agency Representative assigned to the incident from each responding agency. The Agency Representative will work directly with the FOSC or SOSC or his/her designee on dispute resolution, as outlined in the previous section. For the USCG or EPA, the Agency Representative is the FOSC or the FOSC's designated representative. For ADEC, the Agency Representative will be the SOSC. In matters which concern only a single agency, the FOSC or SOSC will confer directly with that Agency Representative. When no Agency Representative is present or assigned, the FOSC or SOSC will contact the appropriate agency.

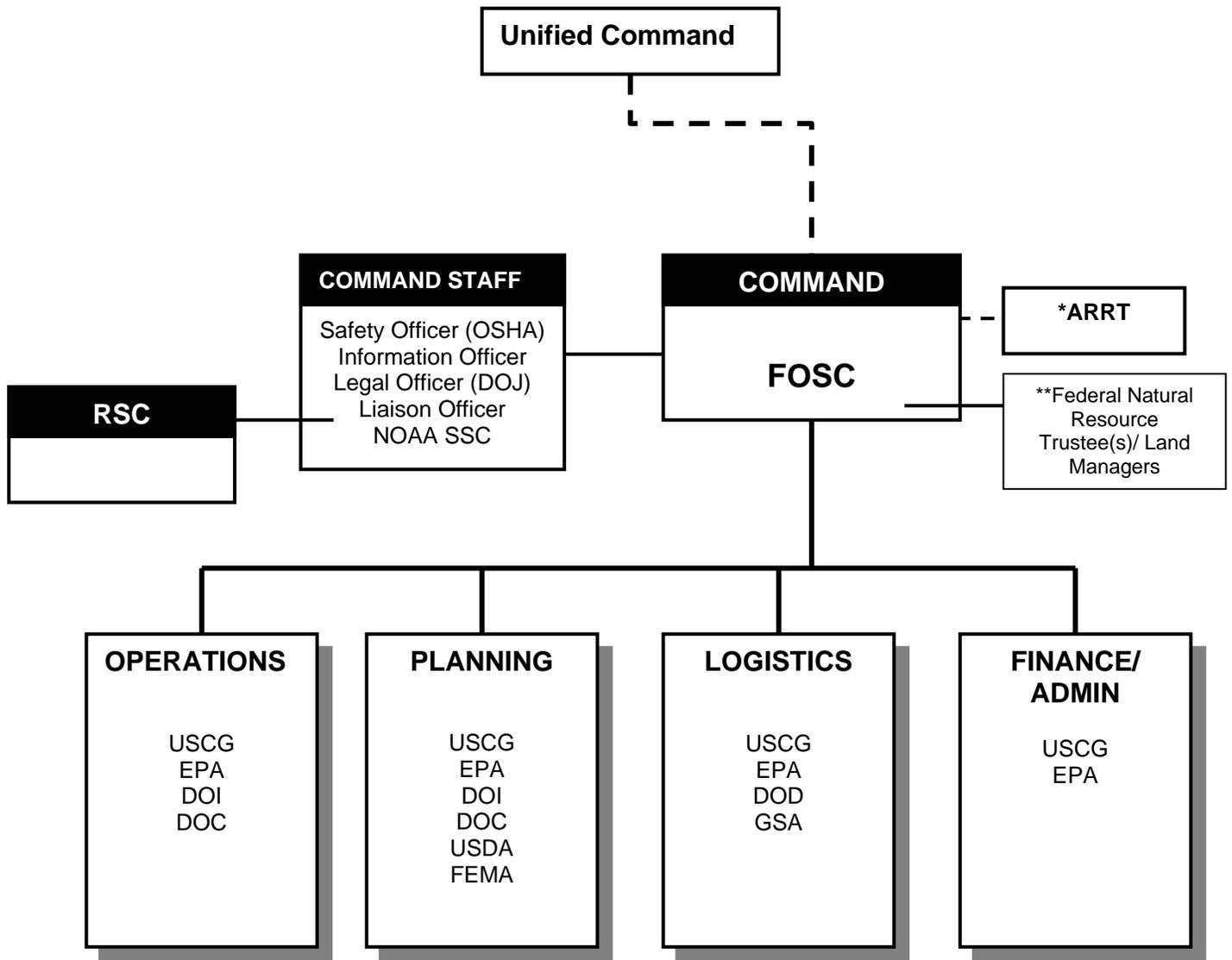
- State Agency Representatives: The commissioners of each supporting State agency shall appoint the Agency Representative for their department.
- Federal Agency Representatives: For the federal agencies, the ARRT representative for the incident will serve as the Agency Representative unless otherwise designated.

Figure 6 – Oversight Response Organizations



Revised 10/28/98

Figure 7: Federal Oversight Spill Response Structure



RSC = Regional Stakeholder Committee
FOSC = Federal On-Scene Coordinator
NOAA SSC = NOAA Scientific Support Coordinator

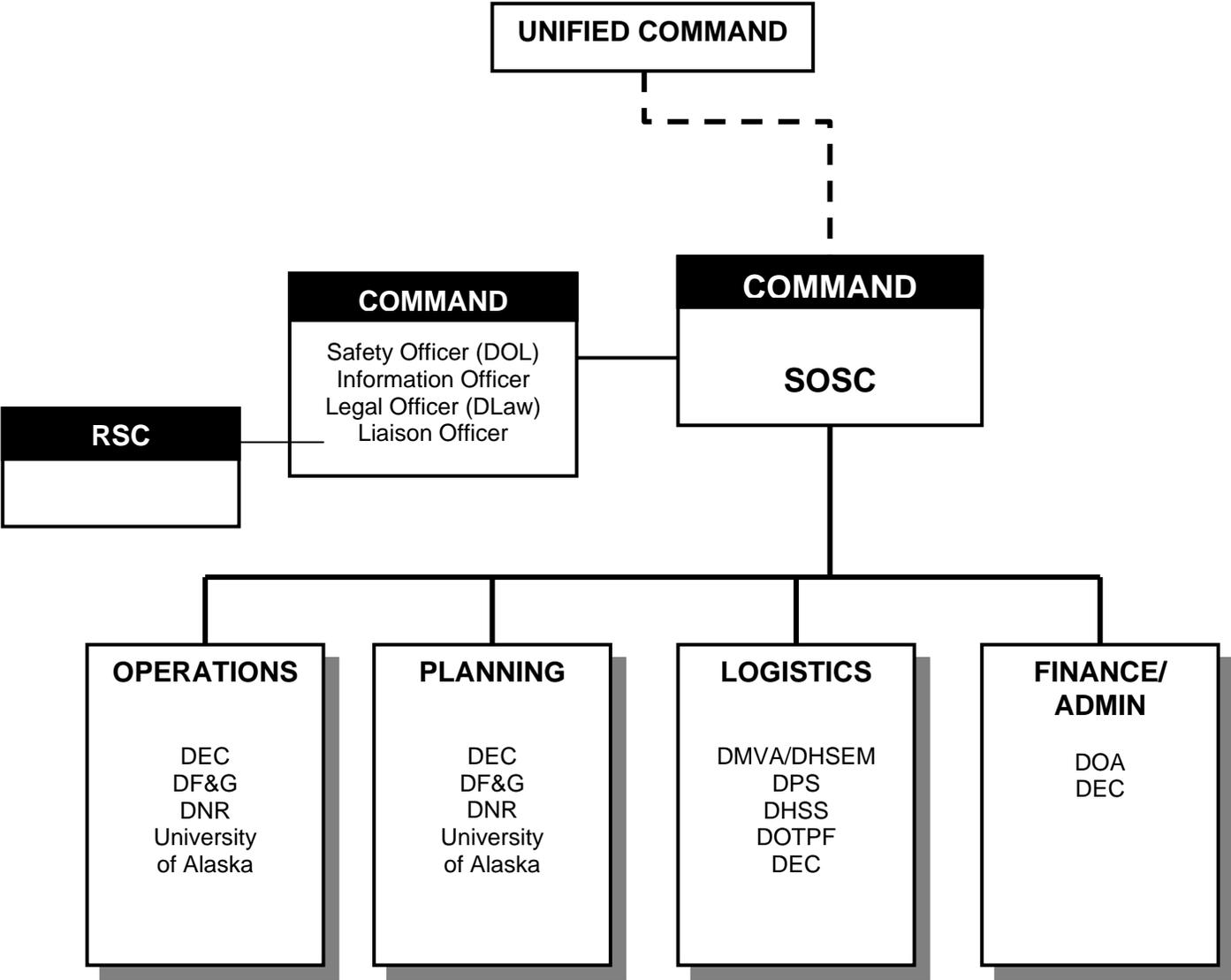
The arrangement of federal agencies in the different sections and command staff is only an example of where different agency personnel might be assigned. Staffing during an actual response will be dictated by the size and nature of the response.

*Appropriate ARRT members will be convened as necessary to make decisions on: in-situ burning, use of chemical countermeasures, and nationwide permits (404 permits).

**See Section 6.A for additional information.

Revised 2/12/10

Figure 8: The State's Oversight Spill Response Structure



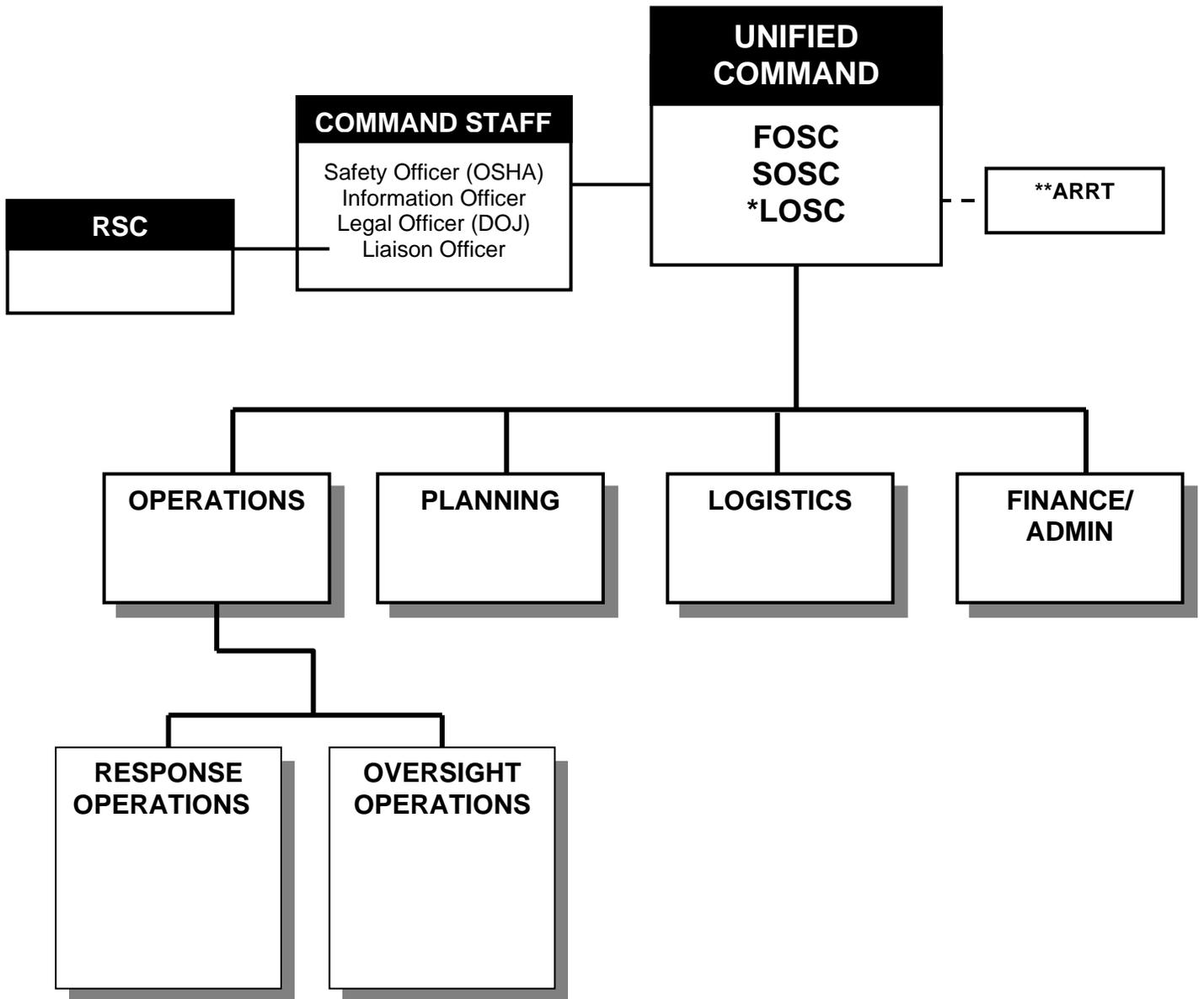
The arrangement of State agencies in the different sections and command staff is only an example of where different agency personnel might be assigned. Staffing during an actual response will be dictated by the size and nature of the response.

APPENDIX V – THE FEDERAL AND STATE RESPONSE ORGANIZATION WHEN THE GOVERNMENT TAKES A LEAD ROLE IN RESPONSE OPERATIONS

When there is no identified Responsible Party, or the RP fails to respond adequately, the federal government and/or the State may become responsible for the containment, control and cleanup operation. In these instances, the containment, control and cleanup effort will be carried out by the Operations Section. A possible way to organize the Operations Section would be to divide the Operations Section into two major branches, Response and Oversight (see *Figure 9: Spill Response Structure When the Federal and/or State is in Charge of the Cleanup as well as Oversight*).

In this capacity, the FOSC/SOSC may elect to hire a response action contractor to perform containment and cleanup actions. The FOSC/SOSC would assume an oversight role and monitor the contractor's actions. However, the FOSC/SOSC would also be responsible for certain response actions, such as monitoring/sampling, and investigations.

Figure 9: Spill Response Structure When the Federal and/or State Is In Charge of the Cleanup as well as Oversight



*If immediate threat to public health and safety exists.

**Appropriate ARRT members will be convened as necessary to make decisions on: *in-situ* burning, use of chemical countermeasures, and nationwide permits (404 permits).

Revised 08/07/03

APPENDIX VI – SPILLS THAT INVOLVE STATE/FEDERAL DISASTER/ EMERGENCY DECLARATIONS

A natural disaster may cause an oil or hazardous substance discharge. When a State disaster emergency declaration and/or a federal major disaster or emergency declaration has been issued, additional procedures are necessary to coordinate the spill response effort with the overall disaster/emergency response effort. These procedures are also used in cases where the spill itself is determined to be a disaster under State law and/or results in a federal emergency declaration.

State operations are affected when the governor finds that a disaster has occurred or that a disaster is imminent or threatened and, by proclamation, declares a condition of disaster emergency. In such cases, the State's spill response organization will fall under the State Emergency Coordination Center, Operations Section. The Incident Commander of the disaster response is the State Area Commander appointed by the Governor. As such, the State Area Commander would set priorities to make the best use of available resources. Within these constraints, the SOSOC would command the spill component of the disaster response to effect containment and cleanup. (See *Figure 10: Spills Resulting From Natural Disasters That Do Not Have a Presidential Declaration.*)

The State of Alaska Memorandum of Agreement (MOA) between the Department of Environmental Conservation, Division of Spill Prevention and Response (DEC/DSPAR) and the Department of Military and Veteran's Affairs, Division of Homeland Security and Emergency Management (DMVA/DHSEM), effective January 8, 1992, explains how a spill response will be managed by the State during a declared disaster. Under the MOA, the Commissioners of the DEC and the DMVA will coordinate to determine that a release constitutes a disaster emergency under AS 26.23 and may request the Governor to declare a disaster emergency. (See Annex K for details of this MOA).

The National Response Framework (NRF) establishes the basis for the provision of federal assistance to a State and its affected local governments impacted by a catastrophic or significant disaster or emergency that results in a requirement for federal assistance. The NRF is based on the fundamental assumption that a significant disaster or emergency will overwhelm the capability of State and local governments to carry out the emergency operations necessary to save lives and protect property. Consequently, resources of federal departments and agencies are used to provide federal response assistance to the State. The NRF uses a functional approach to group the types of federal assistance that a State is most likely to need into fifteen Emergency Support Functions. Responses to oil spills or hazardous substance releases resulting from natural disasters are provided through Emergency Support Function (ESF) #10, Oil and Hazardous Materials Response.

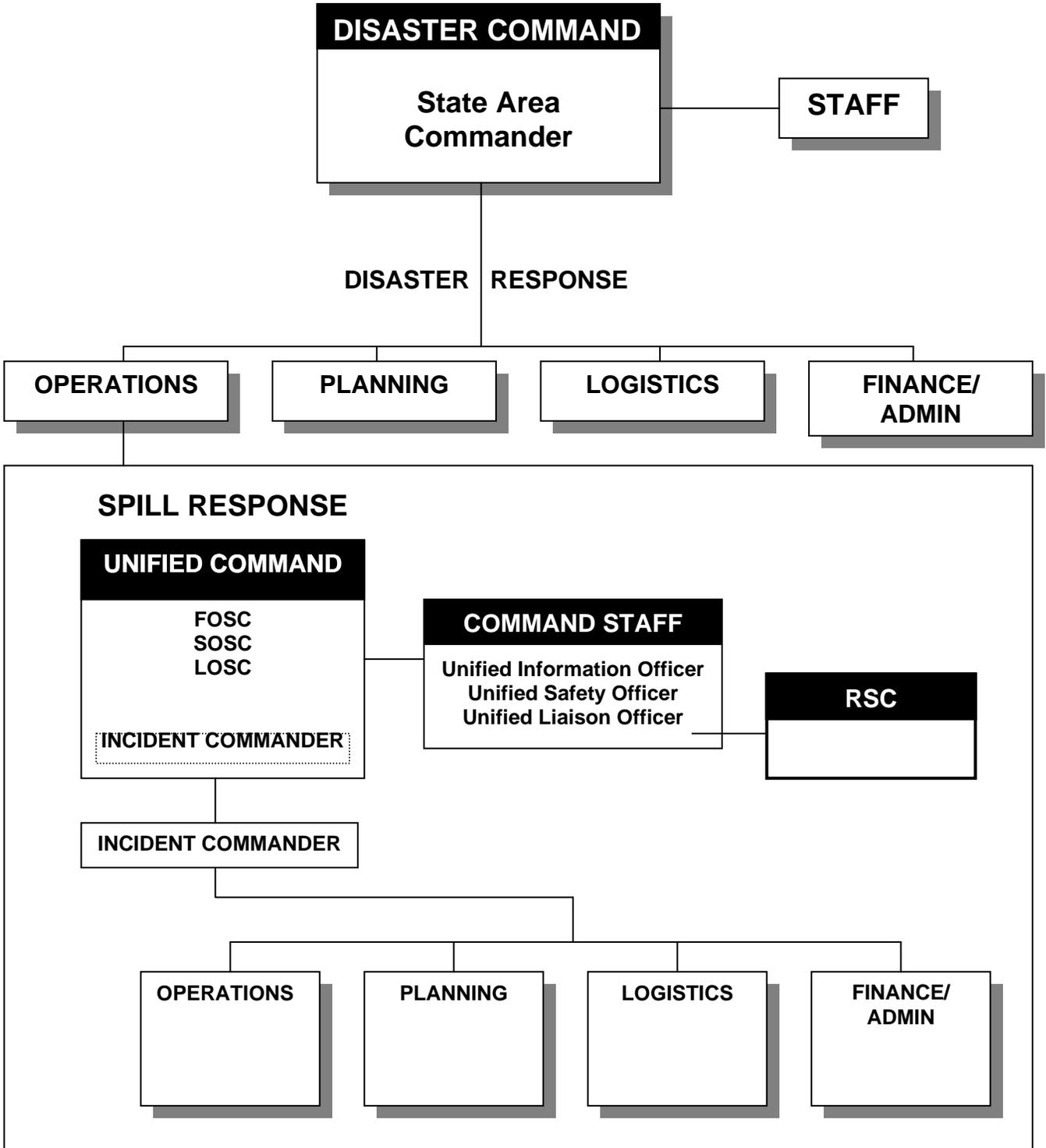
Under the NRF, the President appoints a Principal Federal Official as the President's representative to coordinate the overall delivery of federal assistance. Federal departments and agencies will provide response assistance directly to the State, under the overall direction of the Principal Federal Official and based on priorities identified by the State Coordinating Officer (SCO).

Figure 11: Spills Resulting From Natural Disasters That Have a Presidential Disaster Declaration, shows the location of ESF #10 within the entire State/Federal response structure. The organizational framework for responding to oil spills and hazardous substance releases within ESF #10 stays the same for spills or releases that occur in the absence of a natural disaster. However, during a State-declared disaster emergency, OSCs report to the SCO. During a federal major disaster or emergency declaration, the State OSC ultimately reports to the SCO, and the federal OSC ultimately reports to the Principal Federal Official. When either a State or federal disaster results in conflicting demands for scarce resources (e.g., aircraft) the SCO is responsible for making resource allocation decisions.

In some cases when a federal major disaster or emergency declaration has been issued, response costs incurred by local and State agencies may be eligible for reimbursement under Public Law 93-288. In such cases, agencies must meet additional accounting requirements established by the Federal Emergency Management Agency (FEMA). The SCO will provide guidance on these requirements.

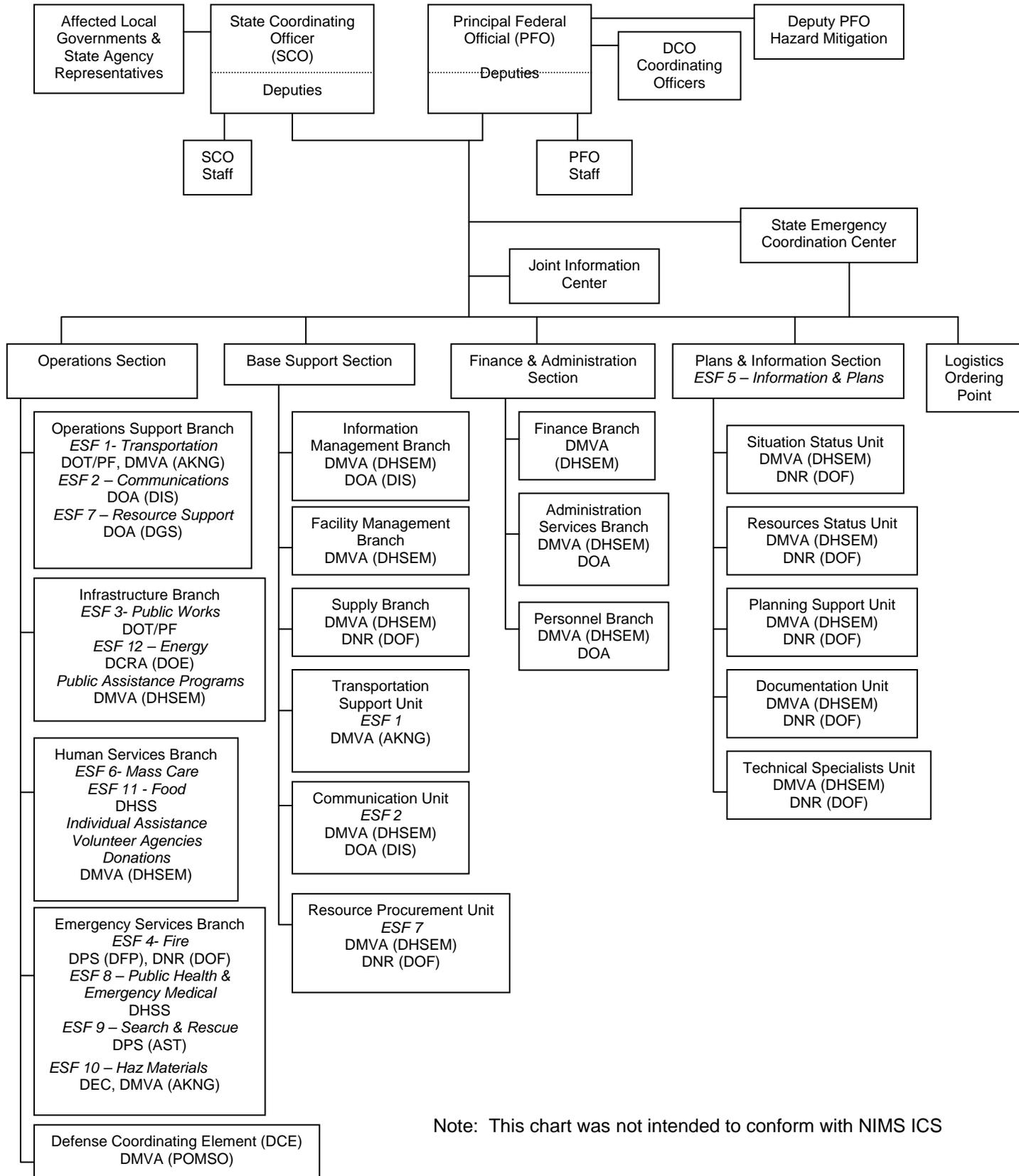
Generally, the Governor's proclamation of a disaster emergency is a prerequisite to a federal major disaster or emergency declaration. However, the President may determine that an emergency exists for which the primary responsibility for response rests with the United States.

Figure 10: Spills Resulting from Natural Disasters That Do Not Have a Presidential Declaration



Revised 08/07/03

Figure 11: Spills Resulting From Natural Disasters That Have a Presidential Disaster Declaration

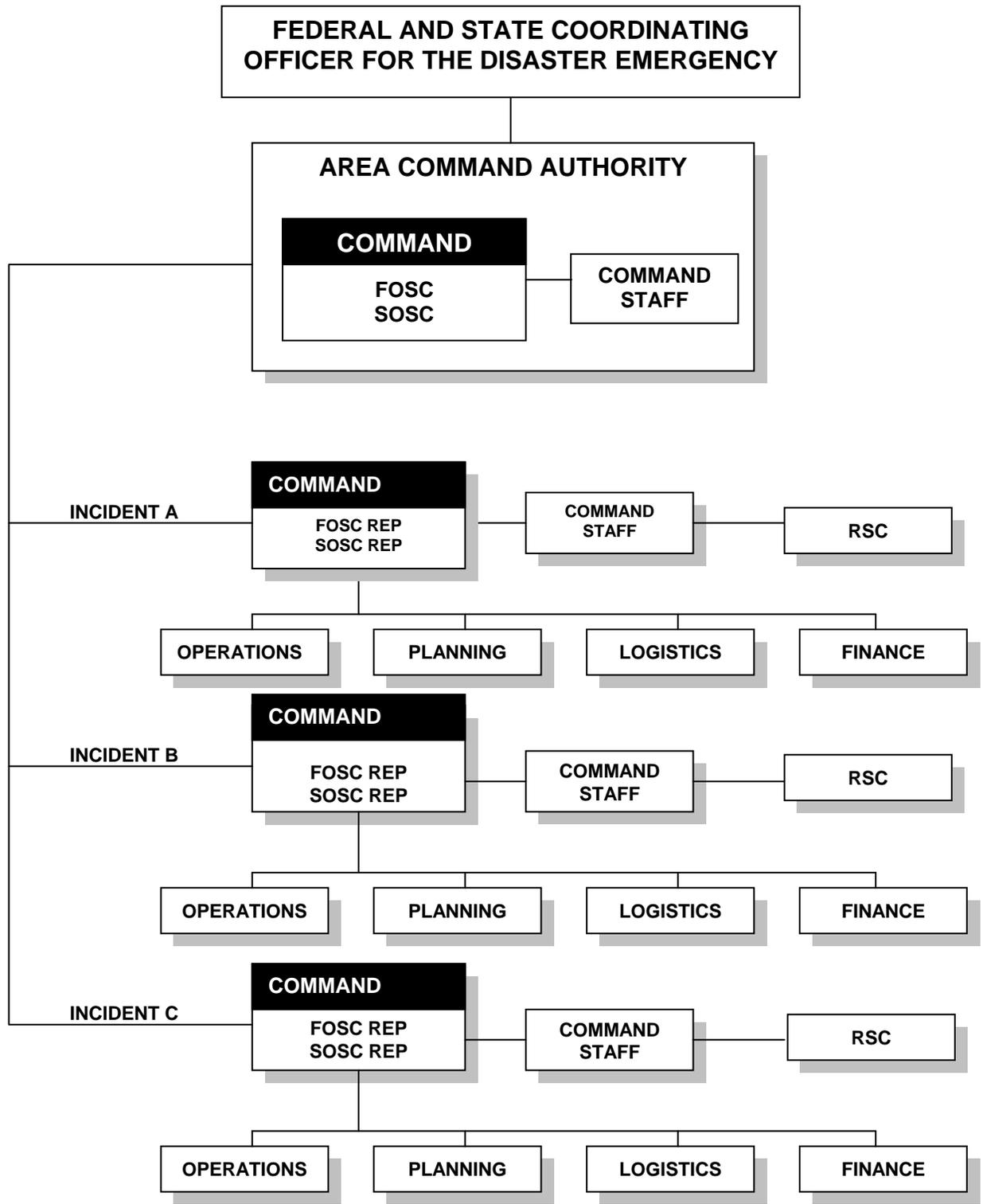


Note: This chart was not intended to conform with NIMS ICS

APPENDIX VII – SPILLS OF NATIONAL SIGNIFICANCE & AREA COMMAND AUTHORITY

- 1. Coastal Zone Spill of National Significance:** For a Spill of National Significance (SONS) in the coastal zone, the USCG Commandant may name a senior agency official to assist the FOSC in communicating with affected parties and the public and coordinating federal, State, local, and international resources at the national level. This strategic coordination will involve, as appropriate, the National Response Team, Alaska Regional Response Team, the Governor of Alaska, and the mayors or other chief executives of local governments.
- 2. Inland Zone Spill of National Significance:** For a Spill of National Significance (SONS) in the inland zone, the EPA Administrator may name a senior agency official to assist the FOSC in communicating with affected parties and the public and coordinating federal, State, local, and international resources at the national level. This strategic coordination will involve, as appropriate, the National Response Team, Alaska Regional Response Team, the Governor of Alaska, and the mayors or other chief executives of local governments.
- 3. Area Command Authority:** An Area Command Authority (ACA) will be established during a disaster, such as an earthquake, when the State is faced with **multiple** oil and hazardous material spills. The ACA will assume overall command and coordination of the various spill incidents only. The SOSC for the affected region will be the ACA. The individual incidents will be under the command of SOSC representatives. The ACA [SOSC] will prioritize the State's responses to the separate incidents. The ACA will coordinate all spill response efforts with the State Coordinating Officer (SCO). The use of an Area Command Authority is also one possible way of managing a single very large spill. *Figure 12: Area Command Authority for Multiple Spills or Very Large Incidents* shows only one of many possible ways the incident may be managed.

Figure 12: Area Command Authority for Multiple Spills or Very Large Incidents



This figure shows only one of many possible ways several incidents can be managed.

APPENDIX VIII – THE REGIONAL STAKEHOLDER COMMITTEE PROCESS

Annex A, Appendix VI, Tabs D and E, of this plan describe the roles of the local and Tribal governments and other potential stakeholders in spill response and the requirement that they be kept closely involved. The Regional Stakeholder Committee (RSC) is intended to fulfill that purpose.

1. General Guidelines for the RSC:

- The term “stakeholder” is so broadly defined, any system dealing with stakeholder issues and information should be designed to accept input from anyone in the spill-affected region.
- Regional and local Tribal leaders and elected officials are the primary representatives for all stakeholders and offer the best access to ensure full local representation.
- There are stakeholders that transcend municipal or Tribal boundaries. There are also non-governmental groups that may be represented by an entity such as the Prince William Sound or Cook Inlet Regional Citizens Advisory Councils (RCAC). Other stakeholders will have the option of going through an RCAC or their local official.
- The members of the RSC need to be empowered by their constituents to make decisions and prioritize.
- The RSC members need frequent contact with their constituents. Frequent public meetings chaired by the RSC members for their respective communities are critical to ensuring all are heard.
- The RSC should have direct access to the Unified Command. Their input needs to be considered during the planning cycle. But the Unified Command can commit limited time (usually less than 1 hour per day) to directly deal with the RSC.
- Many of the RSC issues can be addressed by effective communications with the Unified Command through a process that is incorporated into the planning cycle.
- Support of the RSC is a Unified Command responsibility and can be shown by supporting local meetings, as well as fostering communication and coordination to help organize RSC input, routing it to the proper channels in the response organization or the Unified Command.

2. Regional Stakeholder Committee Coordinators

RSC coordinators in the Unified Command would support RSC members and the Community Liaisons. Coordinators could include representatives from the Unified Command (CG or EPA, ADEC, RP), and the RCAC (if the RCAC is involved). Each coordinator will administratively work with his or her respective organization.

3. Regional Stakeholder Committee Membership

RSC membership consists of the Tribal council leaders and mayors/city councils, or their designees. Native Corporations would provide a representative as a third member from a convenient community of their choice. If a community leader chooses to be represented by an RCAC designee, the respective RCAC Board member may be a logical choice, if an RCAC exists for the area. These community leaders will appoint a representative to be located with the IMT who will be that community’s spokesperson to the Unified Command.

Where an RCAC exists, the RCAC will be invited to appoint a representative on the RSC to collect input from:

- AK State Chamber of Commerce
- AK Wilderness and Tourism Association
- Oil Spill Region Environmental Coalition
- Aquaculture Corporations
- Commercial Fishing Organizations
- Other individuals not using their local representative

Environmental groups may either input their information through the nearest community RSC representative or the RCAC representative.

4. Information Flow Process

In light of past lessons learned, an organization that best meets the criteria and constraints is one that directly connects each day with the Unified Command. The response organization must be ready and able to accept and consider the input from the Regional Stakeholder Committee.

- a. The Unified Command will provide the RSC members and their representatives with:
 - The IAP on the same day it is approved.
 - All JIC produced information.
 - Responses to information or questions provided by the RSC.
 - Direct access to the Unified Command on a regular basis.
 - Support to the RSC members and their IMT representatives in the conduct of their responsibilities.
- b. Using their representatives, the RSC provides the Unified Command the following information obtained during daily meetings with their constituents:
 - Issues of local interest and concern: Of particular concern to the Unified Command are issues of an immediate nature. These should be highlighted.
 - Resources:
 - Available to assist with response activities. These include: workers and support personnel; communications equipment or systems; hotel and berthing facilities; heavy equipment; aircraft support; harbor facilities; machine shops and repair facilities for vessels and equipment.
 - Needed in the local area. For example: spill response equipment (booms, skimmers, etc) and staples and food needed to replace lost subsistence sources or support a large influx of workers. Of particular concern to the Unified Command are resource needs of an immediate nature. These should be highlighted.
 - Cleanup assistance:
 - Available to assist with response activities. These include: personnel with special expertise; and unique spill response equipment. The UC would be particularly interested in contacting personnel with local knowledge to assist with collection tactics, wildlife behavior and safe navigation.

- o Needed in the local area to conduct response operations. Of particular concern to the Unified Command are cleanup needs of an immediate nature and sensitive area identification. These should be highlighted.
- c. There will be a need for extensive communication between the coordinators and the representatives of the RSC, as well as between RSC members, as information is compiled and questions are answered. Additionally, the coordinators will assemble and deliver information and requests to the proper sections of the incident management team.
- d. The RSC representatives will deliver the information to the Unified Command during an afternoon meeting. If members of the Unified Command must leave before the meeting is complete, or cannot make the meeting, the RSC coordinators will represent their respective part of the UC until the discussion is over.

5. Timeline of Activities

A cycle of work that spans the interface between two adjacent operational periods allows an opportunity for constituent contact; issue reconciliation / prioritization; and optimization of the direct UC contact time. A recommended work cycle is provided as follows:

Time Period	Activity
When approved	RSC coordinators distribute to RSC members and their representatives: the IAP, information from the JIC, and any responses to previously submitted questions or concerns.
Late afternoon or other time as determined within the community	Public meetings or other locally determined method that allows individual stakeholder input to the RSC members for that community. Information from this process is faxed or emailed to the RSC representatives and the coordinators prior to midnight.
AM next day	RSC coordinators work with the RSC representatives to define and resolve issues and answer questions raised by constituents. The coordinators help the representatives prioritize issues, route information to the proper staffs in the IMT and prepare the representatives and the UC for the afternoon meeting. This work will provide rapid feedback to the communities, timely input to the planning cycle for the IAP, and a reduction in the volume of issues to be presented directly to the UC.
PM	The coordinators brief and prepare the UC for the RSC meeting. The meeting with the UC will last approximately 1 hr.

6. Responsibilities:

- Regional Stakeholder Committee Members.
 - o Establish a system that allows local stakeholders to provide input. Local stakeholders can be landowners and resource users of any description. The goal is to include any and all local interested parties to ensure ideas and concerns are heard. After the first meeting, the system would provide feedback and answers received from the UC.
 - o Assemble and prioritize the input into the three areas: issues; resources; and cleanup assistance.
 - o Ensure their representative receives the community input.

- RSC Representatives in Communities
 - Receive community information from their RSC member.
 - Work with the coordinators to clarify issues and participate in the UC meeting.

- RSC Coordinators. The coordinators are located at the emergency operations center or incident command post.
 - They support the RSC members and representatives to ensure their needs, concerns and information are passed to the appropriate part of the IMT organization.
 - Issues and information provided by the RSC is inserted into the planning cycle for consideration.
 - The coordinators highlight issues to the Unified Command to ensure appropriate attention is given to critical matters.

- Liaison Officer. The liaison officer will assist the RSC members with the performance of their duties by obtaining resources and coordinating, as necessary.

Type of Information	Coordinators Route to:
Issues of concern	JIC, Unified Command and the Operations and Planning Sections
Resources available	Logistics Section
Resources needed	Operations, Planning and Logistics Sections
Resources needed - urgent	Operations, Logistics Sections
Cleanup assistance available	Operations, Planning and Logistics Sections
Cleanup assistance needed	Operations, Planning and Logistics Sections
Urgent cleanup assistance needed	Operations and Logistics Sections
Sensitive area information	Environmental Unit
Questions on cleanup techniques	JIC, Environmental Unit, Operations Section

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