

ANNEX B: UNIFIED RESPONSE ORGANIZATION

APPENDIX I - Introduction to the Incident Command System (ICS)

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 Interagency Incident Management System (NIIMS) 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 NIIMS 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 NIIMS ICS Manual.

Additionally, the Coast Guard has adopted the Oil Spill Field Operations Guide (ICS-OS-420-1) for use in guiding their major spill response efforts. The guide is a product of 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 Alaska Department of Environmental Conservation has also published the Oil and Hazardous Substance Response Field Operations Guide (FOG) which provides specific objectives and tasks for each Incident Command System (ICS) position. The FOG is the basic document which provides DEC 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 DEC in terms of "ramping up" for a major spill response operation. Type 1 RAPs have been developed for the Cook Inlet and Prince William Sound subareas and are referenced in the FOG. Additional Type 1 RAPs are being developed for the North Slope, TransAlaska Pipeline, and Southeast Alaska.

The 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 NIIMS ICS) are the involvement of the RP in the response and the likelihood of enforcement action along with oversight and investigatory procedures.

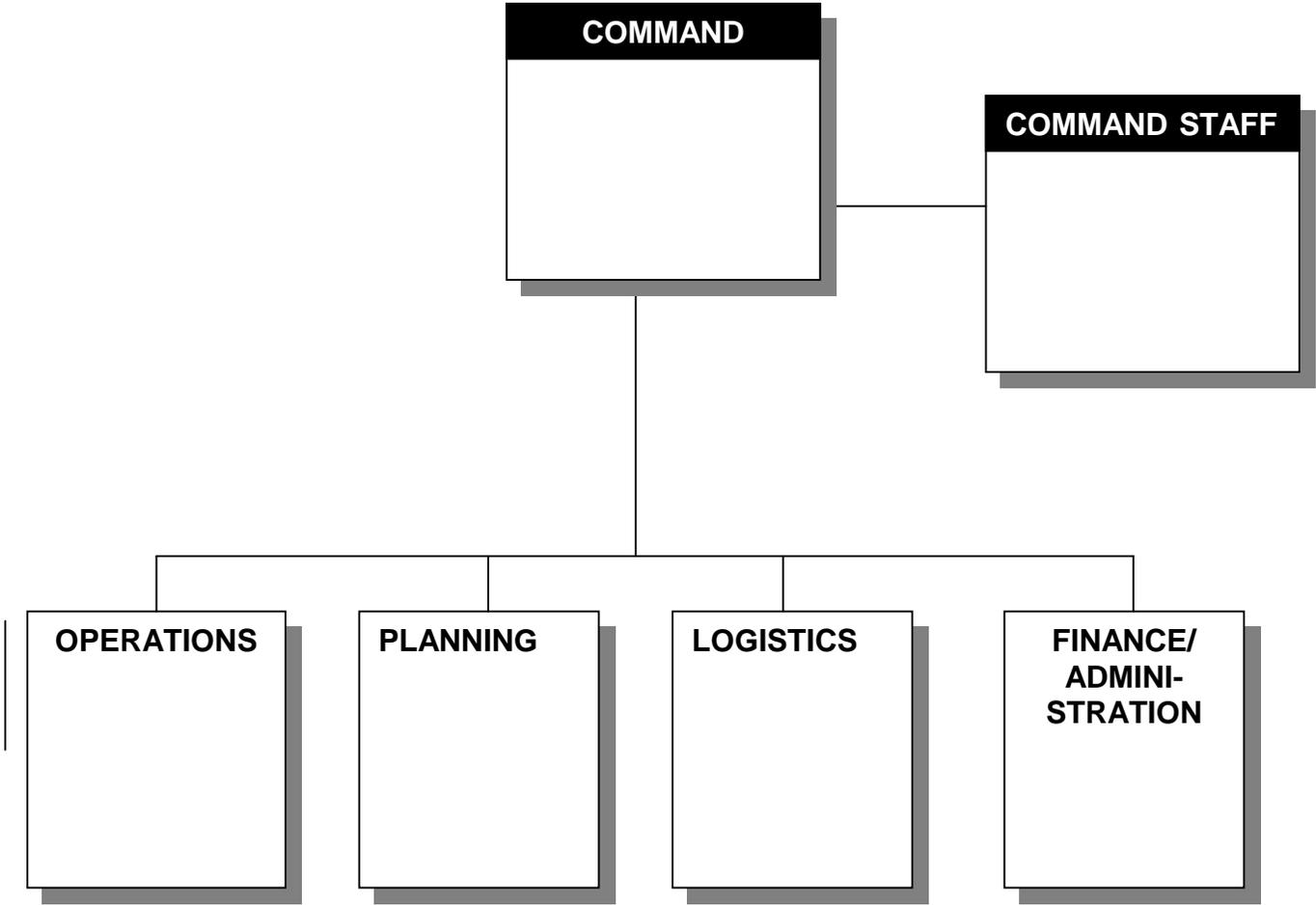
The ICS is organized around the following five major functions. See Appendix II for additional information on the Command section and Appendix III for detailed descriptions of the Planning, Operations, Logistics, and Finance/Administration sections.

- **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 75.327), 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 75.337). 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 (USEPA) to direct the activities of the RP without "federalizing" (tasking federal control of) the spill cleanup.

3. WHO COMMANDS

a. SINGLE COMMAND

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

1. **"Who's in Charge?"** -- The Incident Commander (IC), who is designated by the jurisdictional agency.

(1) 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.

(2) 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. THE 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 NIIMS ICS. In the NIIMS ICS, all agencies which have jurisdictional authority or a functional role in an incident are represented in the Unified Command. In the State of Alaska Unified Command for oil and hazardous substance discharge response, only the On Scene Coordinators (OSCs) for the Federal, State and Local governments, plus the On-Scene Coordinator for the RP are represented. Other agencies are represented by the respective OSC for the Federal, State and Local government [see **Figure 2, On-Scene Coordinators and the 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 which 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.

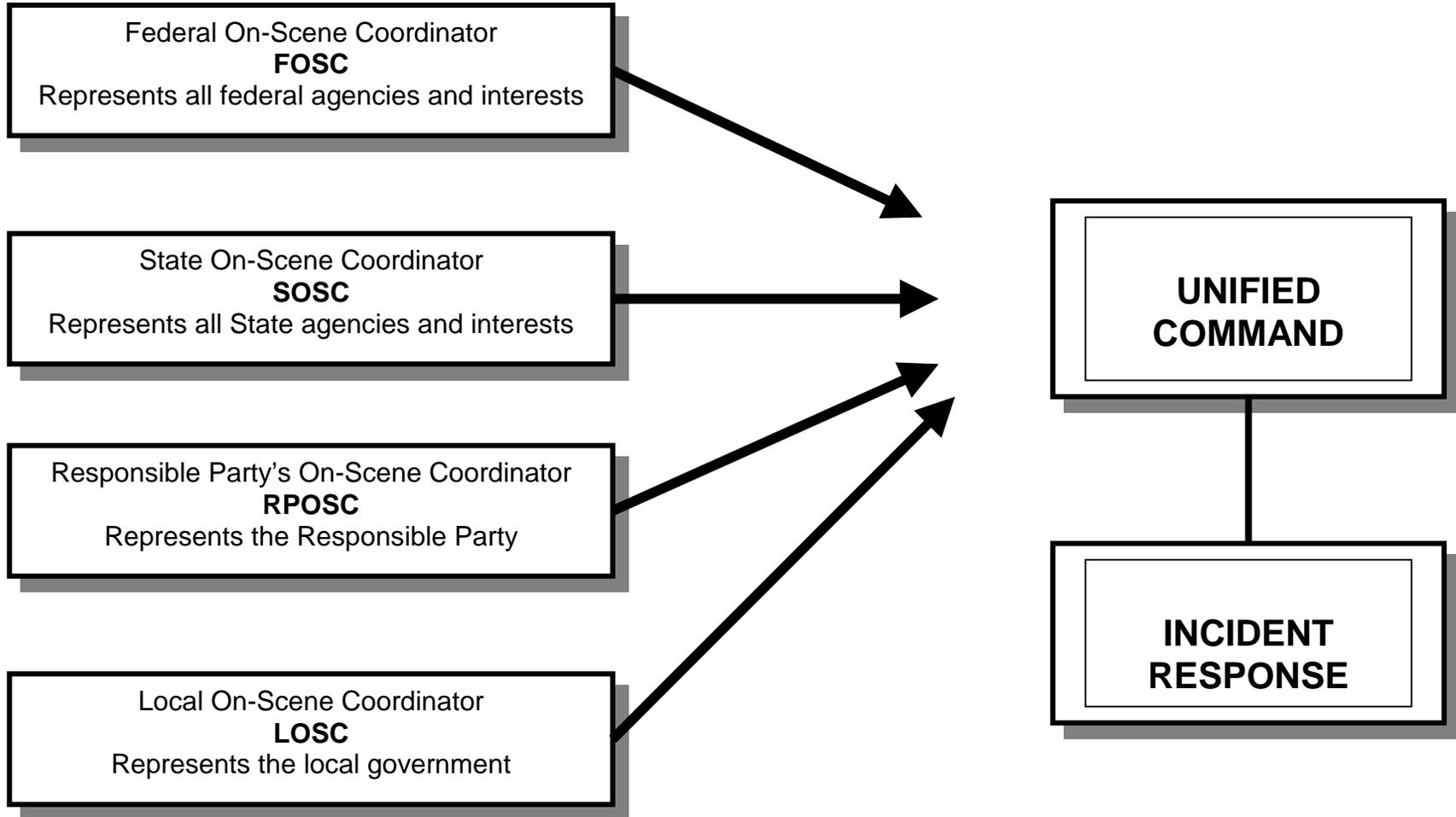
For significant oil spills and hazardous substance releases, there will normally be OSCs from the Federal, State, and Local governments (for incidents posing an immediate threat to public safety or occur within their local jurisdiction), and the RP. These individuals will each become a Unified Commander representing their organization.

"WHO's in Charge?" -- The Unified Commanders with the FOSC having ultimate authority for incidents under Federal jurisdiction; 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

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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to assume that responsibility. The Responsible Party (RP) has the authority as long as the RP is adequately responding to the 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.

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.

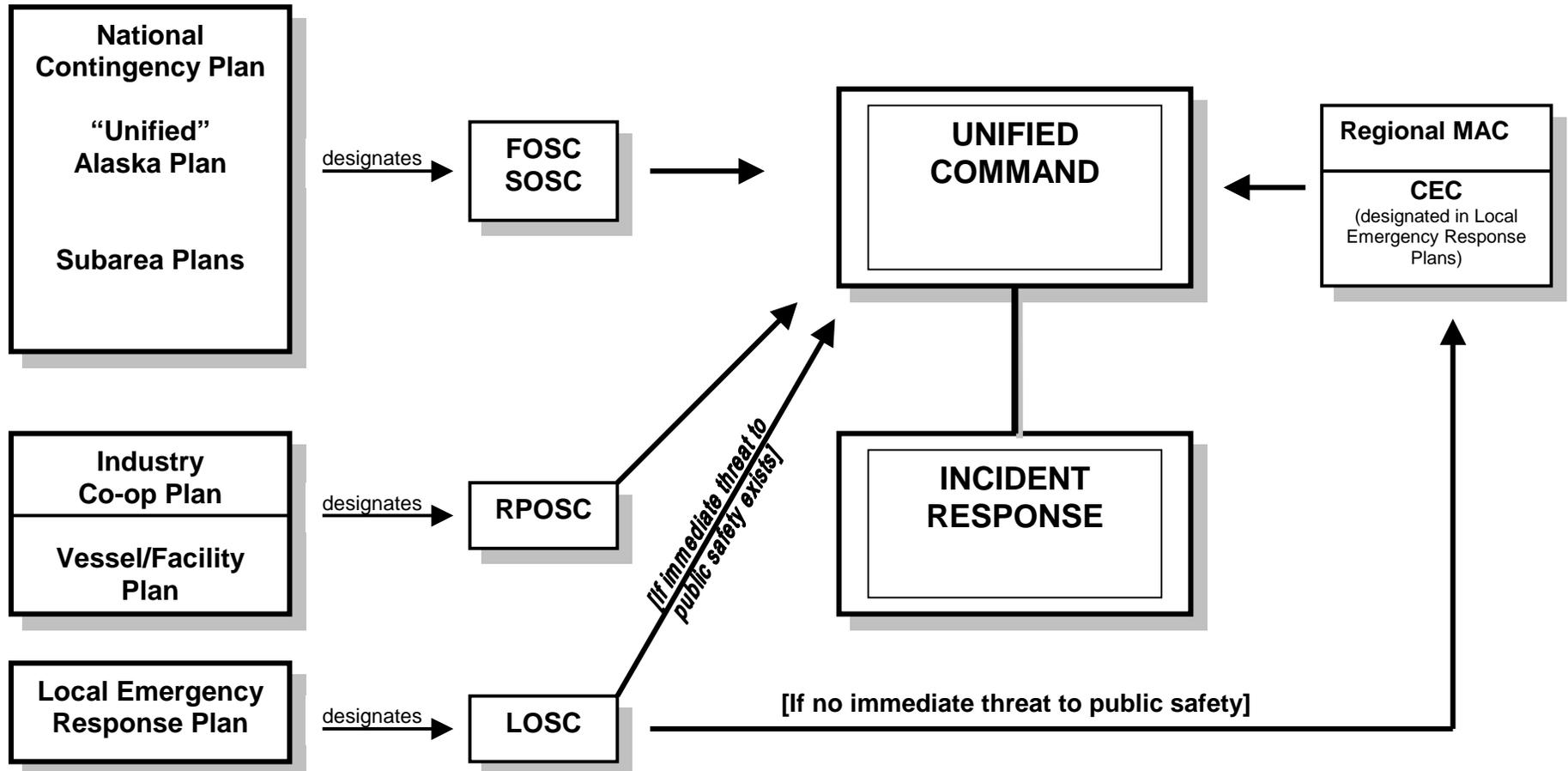
c. ON-SCENE COORDINATORS (OSCs)

Because of the complex nature of oil and hazardous substance responses, the National Contingency Plan and Unified Plan have designated 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 Unified Commanders in the Unified Command. They are also responsible for coordinating their 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 Local On-Scene Coordinators (LOSCs). Local Emergency Response Plans (developed by Local Emergency Planning Committees) designate Community Emergency Coordinators for responding to oil and hazardous substance releases.

(1) The Federal On-Scene Coordinator (FOSC): 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 Marine Safety Offices 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

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



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)
CEC: Community Emergency Coordinator
RPOSC: Responsible Party On-Scene Coordinator (Spiller Designee)

DOE, the department with jurisdiction designates the FOSC.

NOTE! Federal authority to response to Oil and Hazardous Substances originate from two separate federal statutes. Oil authorities are found in the Clean Water Act as amended by the Oil Pollution Act of 1990 and hazardous substances authorities are found in CERCLA. CWA jurisdiction for oil spill response is limited to the definition of "Waters of the US" which includes surface waters, wetlands and frozen wetlands such as tundra, (for a more detailed definition see 40 CFR 110). CERCLA response authorities for hazardous substances are broader in nature than CWA authorities and are defined as the "environment" which includes soils, groundwater, surface waters and air. Due to the nature of federal statutory authorities for oil spill responses, there may be incidents which do not involve federal response actions due to their locations, size and potential to impact "waters of the US." Each spill will be evaluated by an FOSC to determine if federal response authorities and a federal response action is applicable and warranted. Spills that do not involve federal jurisdiction will fall under the authorities of the State of Alaska's State On-Scene Coordinator (SOSC). Should these spills impact or have the potential to impact resources under the management and authorities of Federal Resource Trustees, representatives from these agencies should contact the appropriate SOSC to coordinate their response-related concerns and assistance.

(2) The State On-Scene Coordinator (SOSC): 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 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 (LOSC): 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 Multiagency Coordination Committee (Regional MAC) as outlined in the Subarea Contingency Plans.

For as long as there is an immediate threat to public safety, the LOSC will serve as the ultimate command authority if the FOSC or SOSC does not assume the lead role for response, or 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 Multiagency Coordination Committee.

(4) The Responsible Party's On-Scene Coordinator (RPOSC): The Responsible Party's On-Scene Coordinator (RPOSC) will be designated by the RP 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 RP'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, be a relief, or perform certain specified tasks determined by the OSC.

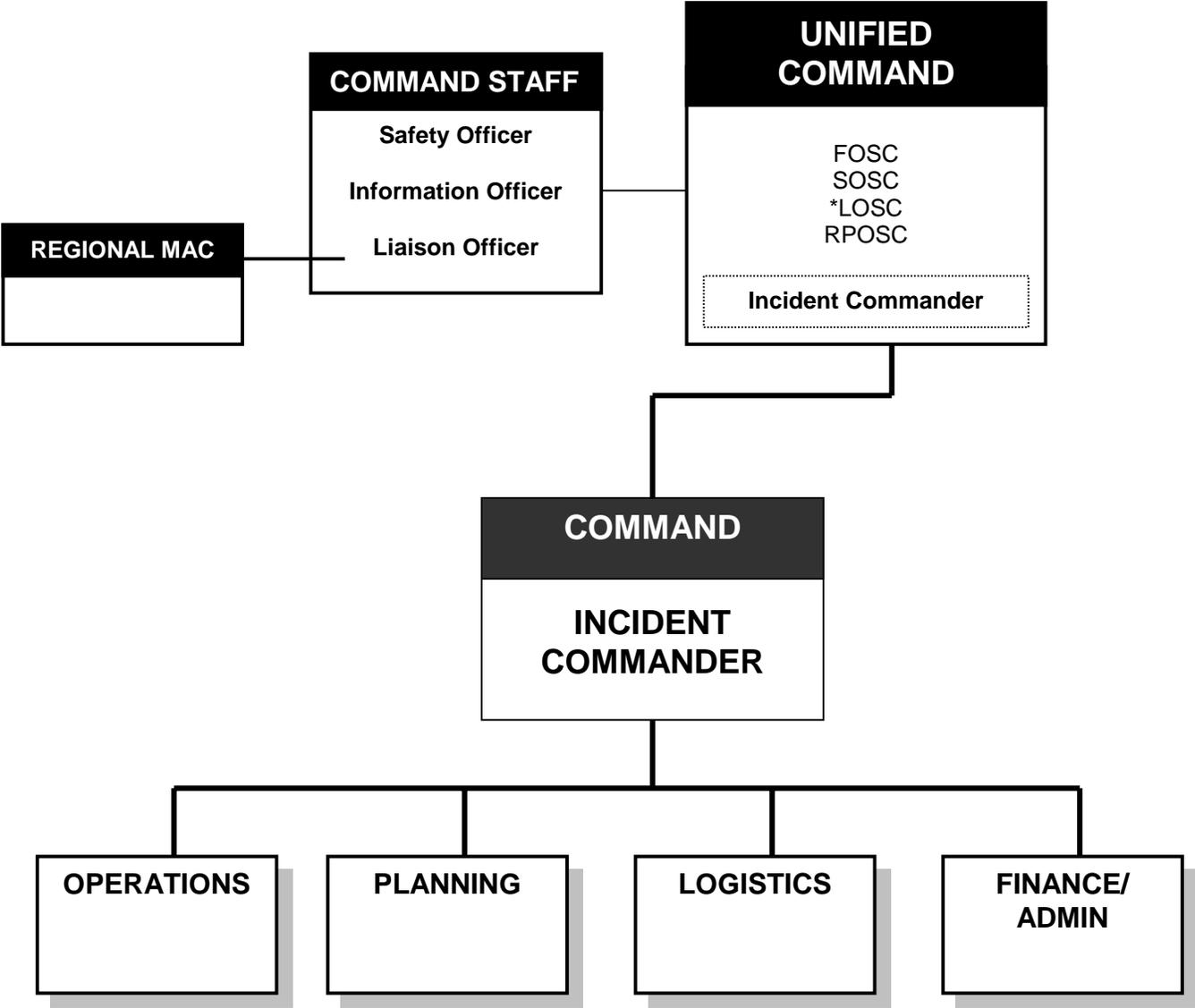
d. THE INCIDENT COMMANDER (IC)

The Unified Command directs all aspects of incident response (including oversight, monitoring, clean up, etc.) and uses a designated Incident Commander to carry out containment, control, and clean up 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 Commanders (FOSC, SOSC, LO SC, 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 an IC. Typically, one of the On-Scene Coordinators or a response action contractor will become the IC.

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)

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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 Public Information Officer -- point of contact for the media and other groups that desire information directly about the incident.
- Unified Safety Officer -- assesses hazardous and unsafe situations and develops measures in a response safety plan to ensure safety of personnel.
- Unified 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 Unified Liaison Officer will coordinate with the Regional Multiagency Coordination Committees (MAC), if the MACs are activated.

f. REGIONAL MULTIAGENCY COORDINATION COMMITTEE (RMAC)

Unlike the MAC defined in the NIIMS ICS, RMACs do not play a direct role in setting incident priorities or allocating resources. However, the RMAC can advise the Unified Command (through the Community Liaison Officer) and provide recommendations/comments on incident priorities, objectives, and the incident action plan. An RMAC will normally be activated for significant incidents which involve resources under the jurisdiction of several agencies.

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

As indicated above, the RMACs are not directly involved in tactical operations, though some of its members may be. The RMAC's role is to convey to the Unified Command information relating to the authority, concerns, and expertise of its members. It recommends to the Unified Command overall objectives and priorities, and reviews the Incident Action Plans.

During incidents where there is no FOSC, federal agencies with jurisdictional responsibilities for resources at risk could participate as members of the RMAC, thus retaining their input on containment, oversight, and cleanup. However, the preferred approach is to include these agencies as part of the overall ICS structure.

RMAC activities will be coordinated by the Community Liaison Officer. RMAC discussions will be documented. RMAC recommendations and dissenting opinions will be communicated to the Unified Command through the Liaison Officer.

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

Senior Leaders of Impacted Communities: An alternative to the RMAC for communities impacted 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 (RCACs)

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 which 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 will be clearly defined in the Prince William Sound, Cook Inlet, and Kodiak Subarea Contingency Plans. The normal response 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 (ARRT)

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 RCP as needed, evaluating the preparedness of participating agencies and the effectiveness of ACPs for the federal response to discharges and releases, and providing technical assistance for preparedness to the response community. The ARRT is composed of State and Federal agencies (see Annex A, Appendix VI, Tab A, paragraph II for RRT member agencies). The Department of Environmental Conservation provides the State's representative. The alternate State representative is provided by the Department of Military and Veterans Affairs/ Division of Emergency Services (DMVA/DES). The ARRT provides a regional mechanism for the development and coordination of preparedness activities prior to a pollution response.

During a significant spill response, the ARRT members or their representatives will participate in the FOSC's Incident Command System as appropriate. The ARRT can coordinate assistance and advice to the FOSC 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 will enhance 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 SOSC has been delegated the authority to serve as the State's representative to the ARRT. The SOSC, as the State representative, will consult with other State agencies that have management authorities/responsibilities for resources that might be impacted by ARRT decisions. Appropriate ARRT members will be convened as necessary to make decisions on in situ burning, use of chemical countermeasures, and nationwide permits (404 permits). **Figure 6** indicates the typical ICS positions for ARRT member agencies.

APPENDIX III - Incident Command System Sections

TAB A: OPERATIONS SECTION CHIEF

a. **General Duties and Responsibilities:**

The Operations Section of the ICS is responsible for the organization and management of all at-the-scene tactical response operations. The Operations Section Chief activates and supervises operations, organizational elements, and staging areas in accordance with the incident action plan. The Operations Section Chief also assists in the formulation of the incident action plan and directs its execution. The Operations Section Chief directs the formulation and execution of subordinate unit operational plans, requests or releases resources, makes expedient changes to the incident action plan, and reports such to the Incident Commander (IC). The Operations Section Chief reports directly to the IC. Primary duties and responsibilities are as follows:

- Develop the operations portion of the Incident Action Plan
- Supervise operations to include aircraft, vessel, and vehicle deployment
- Determine needs and request additional resources
- Assemble and disassemble strike teams assigned to the operations section
- Ascertain the nature of the spill, evaluate the effectiveness of current actions, and order additional resources as needed
- Establish and maintain staging areas, identify required locations, expected number and type of resources and anticipated duration for use of each area
- Initiate recommended release of resources for demobilization by type, quantity, location, and time when they become excess to needs of the incident
- Perform field and laboratory studies (including field investigations, spill plume tracking, and biotic, sediment, water and atmospheric studies) to determine the effect of the spill and subsequent cleanup of the environment
- Oversee containment and cleanup of the spill and affected environment, decontamination, waste disposal and permitting, and staging and temporary storage site selection and demobilization
- Oversee wildlife search and rescue, wildlife treatment centers, and primary care and feeding

- b. **Organizational Structure:** The following is a brief summary of the generic organizational structure in a typical Operations Section. Typically, the following hierarchy of positions is followed within the Operations Section.

BRANCH DIRECTOR: The Branch Directors when activated, are under the direction of the Operations Section Chief, and are responsible for the

implementation of the portion of the Incident Action Plan appropriate to the Branches.

DIVISION/GROUP SUPERVISOR: The Division and/or Group Supervisor reports to the Operations Section Chief or Branch Director when activated. The supervisor is responsible for the implementation of the assigned portion of the Incident Action Plan, assignment of resources within the division/group, and reporting on progress of control operations and status of resources within the division/group.

STRIKE TEAM/TASK FORCE LEADER: The Strike Team/Task Force Leader reports to a Division/Group Supervisor and is responsible for performing tactical assignments assigned to the Strike Team or Task Force. The leader reports work progress, resources status, and other important information to a division/group supervisor, and maintains work records on assigned personnel.

SINGLE RESOURCE: The person in charge of a single tactical resource will carry the unit designation of the resource.

c. Pre-designated Branches and Divisions/Groups: The number and types of branches and divisions/groups are situation-dependent. For a major oil or hazardous substance release, the Coast Guard and the State have pre-designated branches and divisions/groups with formal tasking and objectives. Specific guidelines for these staff positions are included in the ADEC and Coast Guard Field Operations Guide. The following briefly summarizes these pre-designated positions within the Operations Section. The organizational chart (Figure 4a) 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
- (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
- (d) Emergency Response Branch Director
 - Search and Rescue (SAR) Group Supervisor
 - Salvage Group Supervisor

- Fire Suppression Group Supervisor
 - Hazardous Materials Group Supervisor
 - Medical Group (EMS) Supervisor
 - Law Enforcement Group Supervisor
- (e) Wildlife Branch Director
- Wildlife Recovery Group Supervisor
 - Wildlife Rehabilitation Center

(2) ADEC:

- (a) Oversight Branch Director
- (b) Recovery and Protection Branch Director
- Protection Group Supervisor
 - On Water Recovery Group Supervisor
 - On Land Recovery Group Supervisor
 - Waste Management/Disposal Group Supervisor
 - Decontamination Group Supervisor
- (c) Wildlife Branch Director
- Recovery Group
 - Rehabilitation Group
- (d) Emergency Response Branch Director
- Search and Rescue (SAR) Group Supervisor
 - Source Control/Salvage Group Supervisor
 - Fire Suppression Group Supervisor
 - Hazardous Materials Group Supervisor
 - Emergency Medical Services (EMS) Supervisor
 - Law Enforcement Group Supervisor
- (e) Staging Area Manager
- (f) Away Team (See the ADEC FOG for a complete description of this multi-agency team)

TAB B: PLANNING SECTION CHIEF

a. General Duties and Responsibilities:

The planning section is responsible for the collection, evaluation, dissemination, and use of information regarding the development of the incident and status of resources. Information is needed to understand the current situation, predict probable course of incident event, and prepare alternative strategies and control operations for the incident. The Planning Section Chief reports directly to the IC. Primary duties and responsibilities include:

- Establish check-in and check-out locations and processes for review of the Incident Action Plan
- Establish information requirements and reporting schedules
- Establish a weather data collection system as necessary
- Initiate spill surveillance and trajectory modeling and project spread of plume(s) or slick(s) given existing and anticipated environmental conditions
- Determine safety and decontamination zone perimeters and develop evacuation maps and timetables
- Supervise preparation of the Incident Action Plan
- Periodically predict incident potential
- Compile and display incident status summary information
- Identify Environmentally Sensitive Areas (ESAs)
- Develop suggested priorities for protecting ESAs
- Identify cultural and historical resources at risk and suggest protection measures
- Establish monitoring and sampling activities
- Establish the planning cycle for team meetings
- Monitor waste disposal
- Consult with affected natural resource trustees

b. The Incident Action Plan: The Planning Section Chief supervises preparation of the Incident Action Plan with the Unified Command, Section Chiefs, and other agencies within the ICS organization. The Incident Action Plan includes:

- Incident objectives and maps
- Response organizational structure
- Division and branch assignments within each section (as required)
- Communications, Medical, and Transportation Plans
- Weather, environmental, and social issues
- Safety messages
- Input from other agencies and officials

c. Organizational Structure: The following is a brief summary of the generic organizational structure in a typical Planning Section. Detailed tasks and responsibilities are contained in the USCG Field Operations Guide and the DEC Oil and Hazardous Substance Response Field Operations Guide.

(1) Situation Unit Leader: The Situation Unit Leader is responsible for the collection and evaluation of information about the current and possible future status of the spill and the spill response operations. This responsibility includes the compilation of information regarding the type and amount of oil spilled, the amount of oil recovered, the oil's current location and anticipated trajectory, and impacts on natural resources.

(2) Resource Unit Leader: The Resource Unit Leader (RESTAT) is responsible for maintaining the status of all resources (primary and support) at an incident. The Unit achieves this through development and maintenance of a master list of all resources, including check-in, status, current location, etc. This unit is also responsible for preparing parts of the Incident Action Plan and compiling the entire plan in conjunction with other members of the ICS, (e.g., Situation Unit, Operations, Logistics) and determines the availability of resources.

(3) Documentation Unit Leader: The Documentation Unit Leader is responsible for the maintenance of accurate, up-to-date incident files. Examples of incident documentation include: Incident Action Plan, incident reports, communication logs, injury claims, situation status reports, etc. Thorough documentation is critical to post-incident analysis. Some of these documents may originate in other sections. This unit shall ensure each section is maintaining and providing appropriate documents. Incident files will be stored for legal, analytical, and historical purposes. The Documentation Unit also provides duplication and copying services.

(4) Demobilization Unit Leader: The Demobilization Unit Leader is responsible for developing the Incident Demobilization Plan, and assisting Sections/Units in ensuring that an orderly, safe, and cost effective demobilization of personnel and equipment is accomplished from the incident.

(5) Environmental Unit Leader: (This position is identified only in the DEC FOG). The Environmental Unit Leader is responsible for the following:

- Identifying sensitive areas and prioritizing response efforts;
- determining the extent, fate, and effects of contamination;
- projecting the movement of the release and evaluating spill trajectory mapping;
- identifying the need for and preparing any special advisories or orders;
- identifying the need for permits, issuing permits and obtaining other authorizations;

- requiring and approving waste management plans; and
- developing a plan for the collection, transport, and analysis of samples.

(6) Technical Specialists: Technical Specialists are advisors with special skills needed to support the incident. Technical Specialists may be assigned anywhere in the ICS organization. The Planning Section will maintain a list of available specialists and will assign them where needed. For a complete listing and description of technical specialists who may be required during an oil or hazardous substance incident, see the USCG FOG or DEC FOG.

Primary Specialty Areas

Alternative Response Technologies (ART) Specialist Dispersants <i>In Situ</i> Burn (ISB) Bioremediation)	Contingency Plan (C-Plan) Specialist
Decontamination Specialist	Cultural Resource Specialist
Hazmat Specialist	Geographic Information System (GIS) Specialist
Legal Specialist	Land Title Specialist
Natural Resource Damage Assessment Specialist	Marine Engineer
Oil Control/Containment/Recovery Specialist	Natural Resource Permit Specialist
Resources at Risk Technical Specialist	Pipeline Specialist
Scientific Support Coordinator (SSC) Specialist	Sampling Specialist
Spill Trajectory/Modeling Specialist	Shoreline Cleanup Specialist
Tank Surveyor Specialist	Tank Gauging Specialist
Waste Disposal Specialist	Volume Estimation Specialist
	Wildlife Specialist

Other Potential Specialty Areas

Audit
 Certified Underwater Divers
 Claims
 Communications Enforcement/Cost Recovery
 Data Processing
 Dispatcher
 Facility Design/Maintenance
 Hazmat Shipping Specialist
 Hazmat Specialist (chemical specific)
 Information Officer
 Investigations
 Personnel
 Procurement/Contracting
 Risk Assessment
 Safety
 Shoreline Cleanup Assessment Team (SCAT)
 Site Assessment
 Skimming
 Spill Tracking
 Spill Trajectory/Modeling
 Transportation

TAB C: LOGISTICS SECTION CHIEF

a. General Duties and Responsibilities:

The logistics section is responsible for providing facilities, services, and material in support of the incident. The section chief participates in the development of the incident action plan and activates and supervises personnel within the logistics section. The Logistics Section Chief reports directly to the IC. Primary duties and responsibilities are as follows:

- Identify service and support requirements for planned and expected operations
- Provide input, review, and implement the communications plan, medical plan, and traffic plan(s)
- Coordinate and process requests for additional resources
- Receive demobilization plan from Planning Section and recommend release of unit resources in accordance with the Demobilization Plan
- Coordinate food service and sanitation/shower areas for the entire spill work force
- Coordinate medical aid/evacuation, and transportation of responders
- Coordinate tactical equipment fueling, maintenance, and repair services for vehicles, vessels, aircraft, and ground support equipment
- Provide security service at all incident operating and support locations
- Provide for aircraft, vessel, and vehicle procurement

b. Organizational Structure: The following is a brief summary of the generic organizational structure in a typical Logistics Section. Detailed tasks and responsibilities are contained in the USCG Field Operations Guide and the DEC Field Operations Guide.

(1) Service Branch Director: The Service Branch Director, when activated, is under the supervision of the Logistics Section Chief, and is responsible for the management of all service activities at the incident. The Branch Director supervises the operations of the Communications, Medical, and Food Units.

(a) Communications Unit Leader: The Communications Unit Leader, under the direction of the Service Branch Director or Logistics Section Chief 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. An Incident Dispatcher may also be assigned to assist with radio communications.

(b) Medical Unit Leader: The Medical Unit Leader, under the direction of the Service Branch Director or Logistics Section Chief, is primarily responsible for the development of the Medical Emergency Plan, obtaining medical aid and transportation for injured and ill incident personnel, and preparation of reports and records. The Medical Unit may also assist Operations in supplying medical care and assistance to civilian casualties at the incident, but is not intended to provide medical services to the public.

(c) Food Unit Leader: The Food Unit Leader, under the direction of the Service Branch Director or Logistics Section Chief, is responsible for determining feeding requirements at all incident facilities; menu planning; determining cooking facilities required; food preparation; serving; providing potable water; and general maintenance of the food service areas.

(2) Support Branch Director: The Support Branch Director, when activated, is under the direction of the Logistics Section Chief, and is responsible for development and implementation of logistics plans in support of the Incident Action Plan, including providing personnel, equipment, facilities, and supplies to support incident operations. The Support Branch Director supervises the operation of the Supply, Facilities, and Transportation Units.

(a) Supply Unit Leader: 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. An Ordering Manager and a Receiving and Distribution Manager may be assigned to assist with overall unit functions.

(b) Facilities Unit Leader: The Facilities Unit Leader is primarily responsible for the layout and activation of incident facilities (e.g. Base, Camp(s) and Incident Command Post). The Facilities Unit provides sleeping and sanitation facilities for incident personnel and manages base and camp operations. Each facility (base or camp) 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 of the Base and Camp Manager are to provide security service and general maintenance. A Security Manager may also be assigned for large incidents. The Facility Unit Leader reports to the Support Branch Director.

(c) Transportation Unit Leader: (This position is unique to the DEC FOG) Primary responsibilities include the following. Air, Ground, and Vessel Support Coordinators may be assigned to assist in carrying out these tasks.

- Provide and direct all air, water and ground transportation required to support DEC response activities.

- Identify and project personnel, supplies, food and equipment transportation needs including air (helo, fixed wing), water (skiffs, vessels), and surface (vehicles, ATVs).
- Identify and project need for fueling, maintenance and repair services.
- Secure transportation and associated services and supplies through the equipment unit.
- Establish regular transportation schedules and routes. Establish joint transportation operation tasks if appropriate.
- Secure and maintain an inventory of vehicles, vessels, and equipment sufficient to meet current and projected needs.
- Schedule transport of personnel, equipment, and supplies upon request.
- Maintain vehicle, vessel, and aircraft rental records.
- Provide transportation for demobilization of personnel and equipment in accordance with Demobilization Plan.
- Assign transportation resources to other sections and units.

TAB D: FINANCE/ADMINISTRATION SECTION CHIEF

a. General Duties and Responsibilities:

The finance/administration section is responsible to organize and operate the section within the guidelines, policy, and constraints established by the OSC and responsible agency. The section participates in the development of the incident action plan. The finance function within the incident command system is heavily tied to agency specific policies and procedures. The section chief will normally be assigned from the agency with incident jurisdictional responsibility. The section chief reports directly to the IC. Primary duties and responsibilities are as follows:

- Perform cost analysis for procurement of resources
- Develop the project budget
- Establish personnel, timekeeping, and payroll accounting procedures
- Provide clerical support to the Incident Command Team and field offices
- Administer and establish, as necessary, vendor contracts for operational and support related supplies, services and technical specialists. Prepare and sign equipment rental agreements
- Administer financial matters arising from serious injuries and deaths occurring on the spill incident
- Initiate investigation and documentation on all claims other than personal injury and arrange for and supervise services of damage surveyors and adjusters
- Provide data processing support for managerial and scientific applications
- Manage personnel issues (training/certification, reassignment, temporary hire, overtime eligibility)

b. Organizational Structure: The following is a brief summary of the generic organizational structure in a typical Finance/Administration Section. Detailed tasks and responsibilities are contained in the USCG Field Operations Guide and the DEC Field Operations Guide.

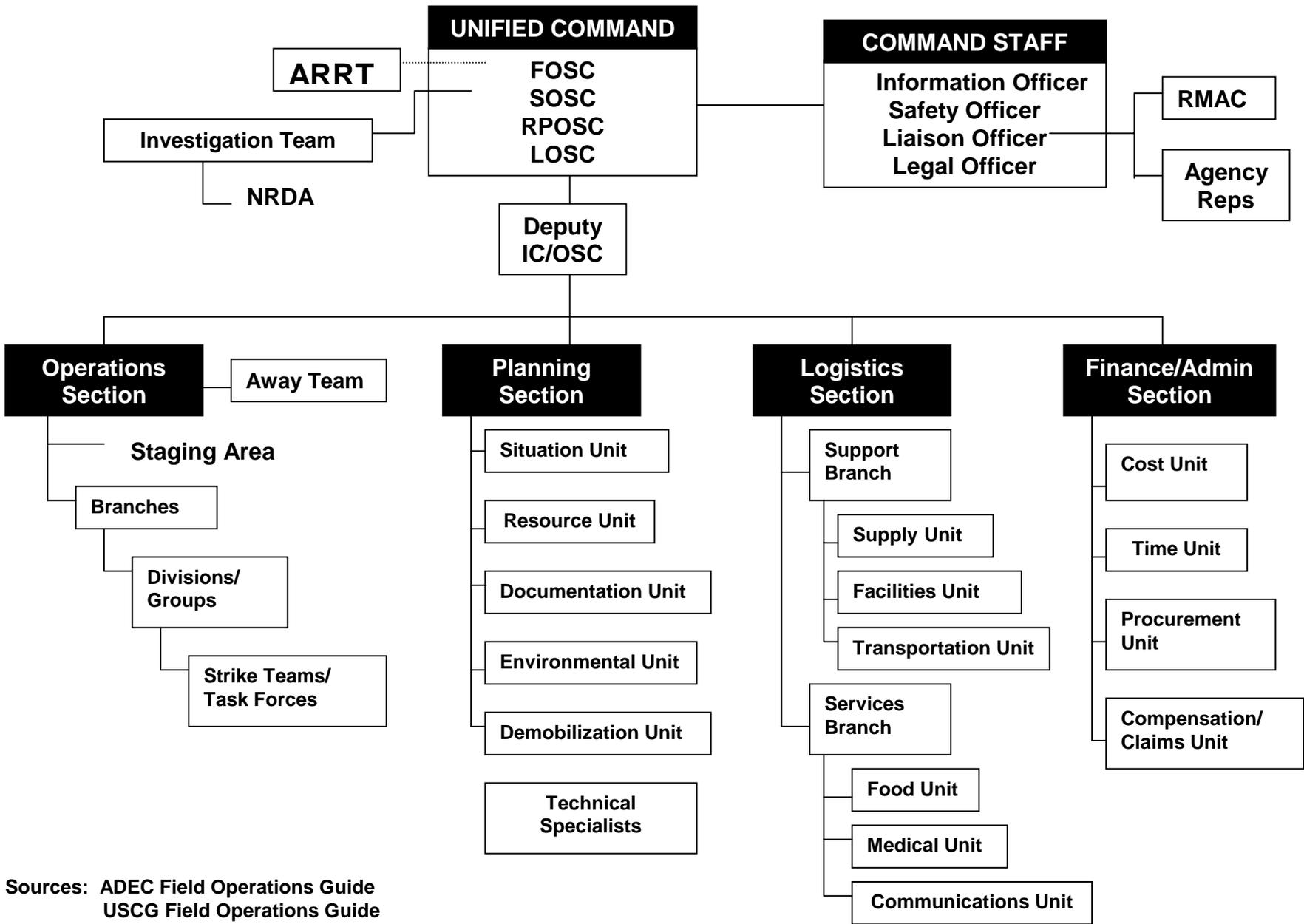
(1) Time Unit Leader: The Time Unit Leader is responsible for equipment and personnel time recording.

(2) Procurement Unit Leader: The Procurement Unit Leader is responsible for administering all financial matters pertaining to vendor contracts.

(3) Compensation/Claims Unit Leader: The Compensation/Claims Unit Leader is responsible for the overall management and direction of all Compensation for Injury Specialist and Claims Specialists assigned to the incident.

(4) Cost Unit Leader: The Cost Unit Leader is responsible for collecting all cost data, performing cost effectiveness analyses, and providing cost estimates and cost saving recommendations for the incident.

FIGURE 4a – OIL AND HAZARDOUS SUBSTANCE RESPONSE INCIDENT COMMAND SYSTEM (ICS) STRUCTURE



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Sources: ADEC Field Operations Guide
USCG Field Operations Guide

APPENDIX IV - The Federal & State's Oversight Response Organization

1. General: Federal, State and local governments, as well as the RP, 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 5**, *Oversight Response Organizations*].

The Federal Government and State of Alaska have responsibilities which cannot be combined with the clean up and containment response efforts of the RP. These responsibilities include, but are not limited to:

- 1) determining the RP;
- 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. THE INCORPORATION OF FEDERAL & STATE AGENCIES INTO A SINGLE GOVERNMENT RESPONSE

Although the USCG, EPA and DEC 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 which 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 6**, *Federal Oversight Spill Response Structure*).

The State will incorporate all State agencies which 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 ADEC, he/she is responsible for representing **all** of the State's concerns. [See **Figure 6a**, *The State's Oversight Spill Response Structure*].

Figures 6 and 6a 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.

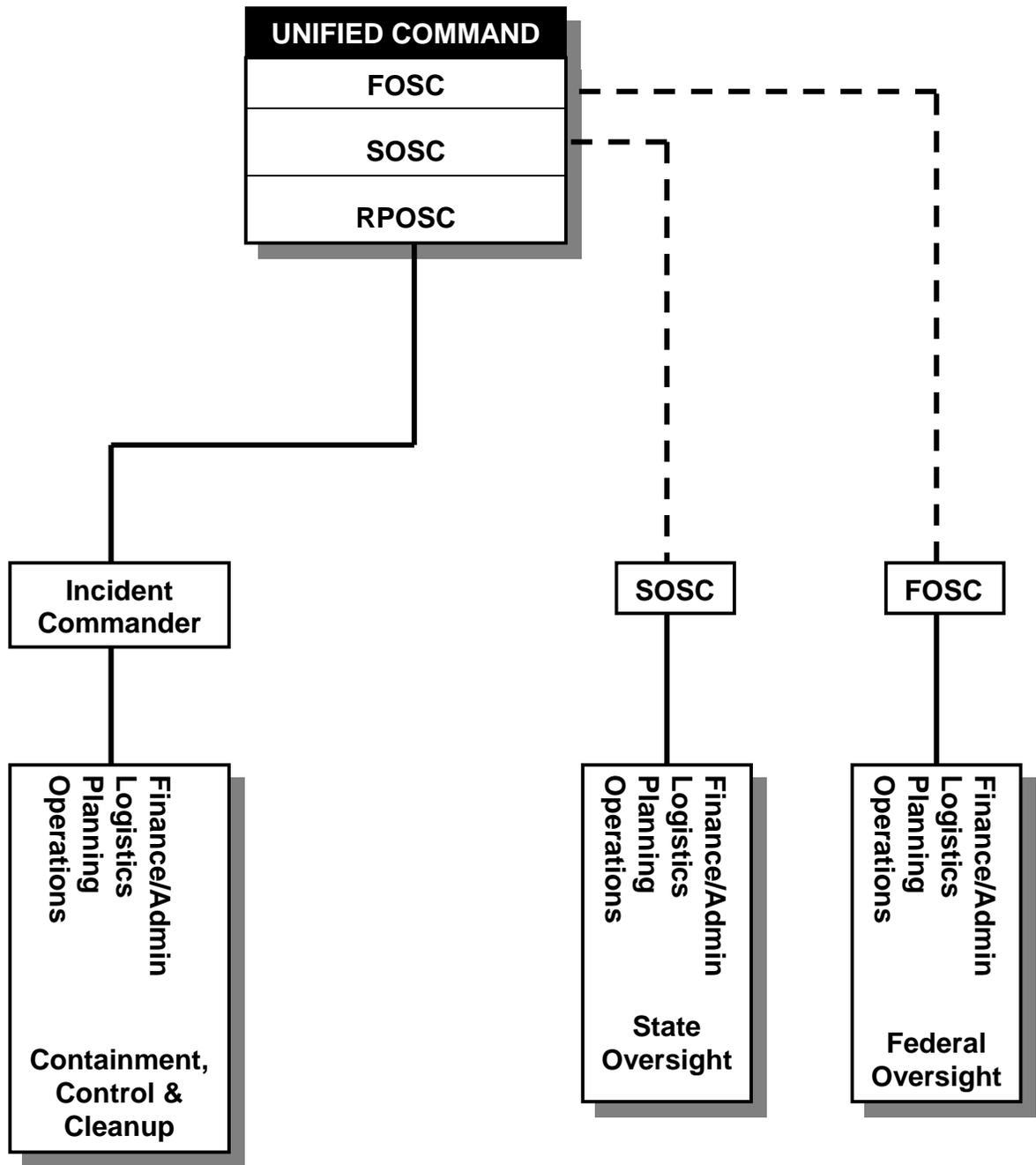
In the Federal and State's response, every effort will be made to incorporate personnel from the participating agencies in specific ICS functional roles within the Planning, Finance/Administration, Operations and Logistics sections and/or the Command Staff. All participants assigned to the response, 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 which cannot be resolved within the response structure could be elevated to the Alaska Regional Response Team for resolution if within their jurisdiction. Disputes which 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 which cannot be resolved within the spill response structure should be elevated by the Agency Representative, or SOSC, to the Resource Cabinet for resolution at the Commissioner level.

3. THE AGENCY REPRESENTATIVE

Each Federal and State agency which 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.

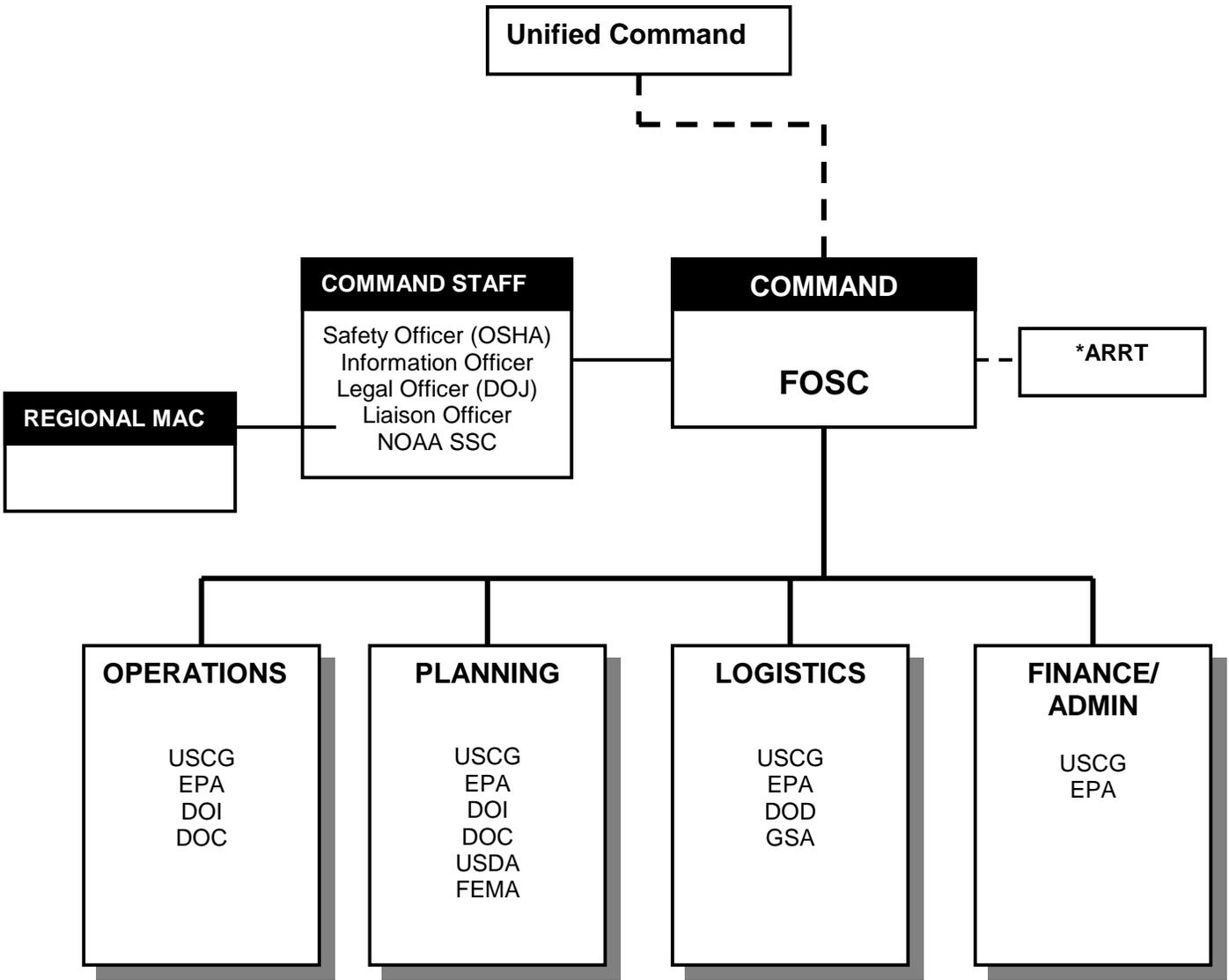
- State Agency Representatives: The commissioners of each supporting State agency shall appoint the Agency Representative for their department.
- Federal Agency Representatives: For the Federal agencies, the ARRT representative for the incident will serve as the Agency Representative unless otherwise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

Figure 5 – Oversight Response Organizations



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Figure 6: Federal Oversight Spill Response Structure



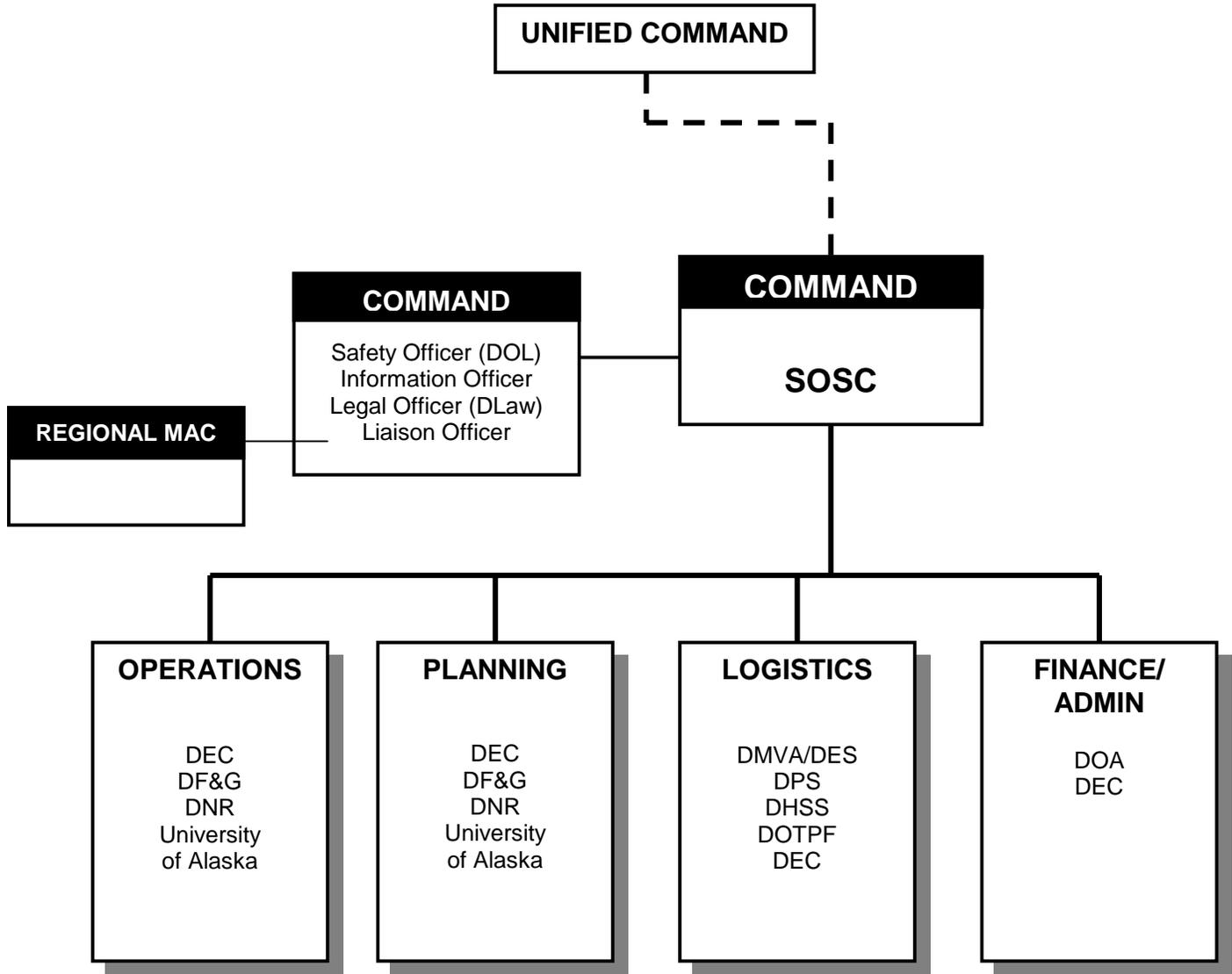
MAC = Multiagency Coordination Committee
FOSC = Federal On-Scene Coordinator
NOAA SSC = NOAA Scientific Support Coordinator

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).

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Figure 6a: 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.

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4. THE FEDERAL & STATE COMMAND STAFF

Within the Federal and State Oversight Response structure, key positions may be established to assume responsibility for activities that are not part of the line organization:

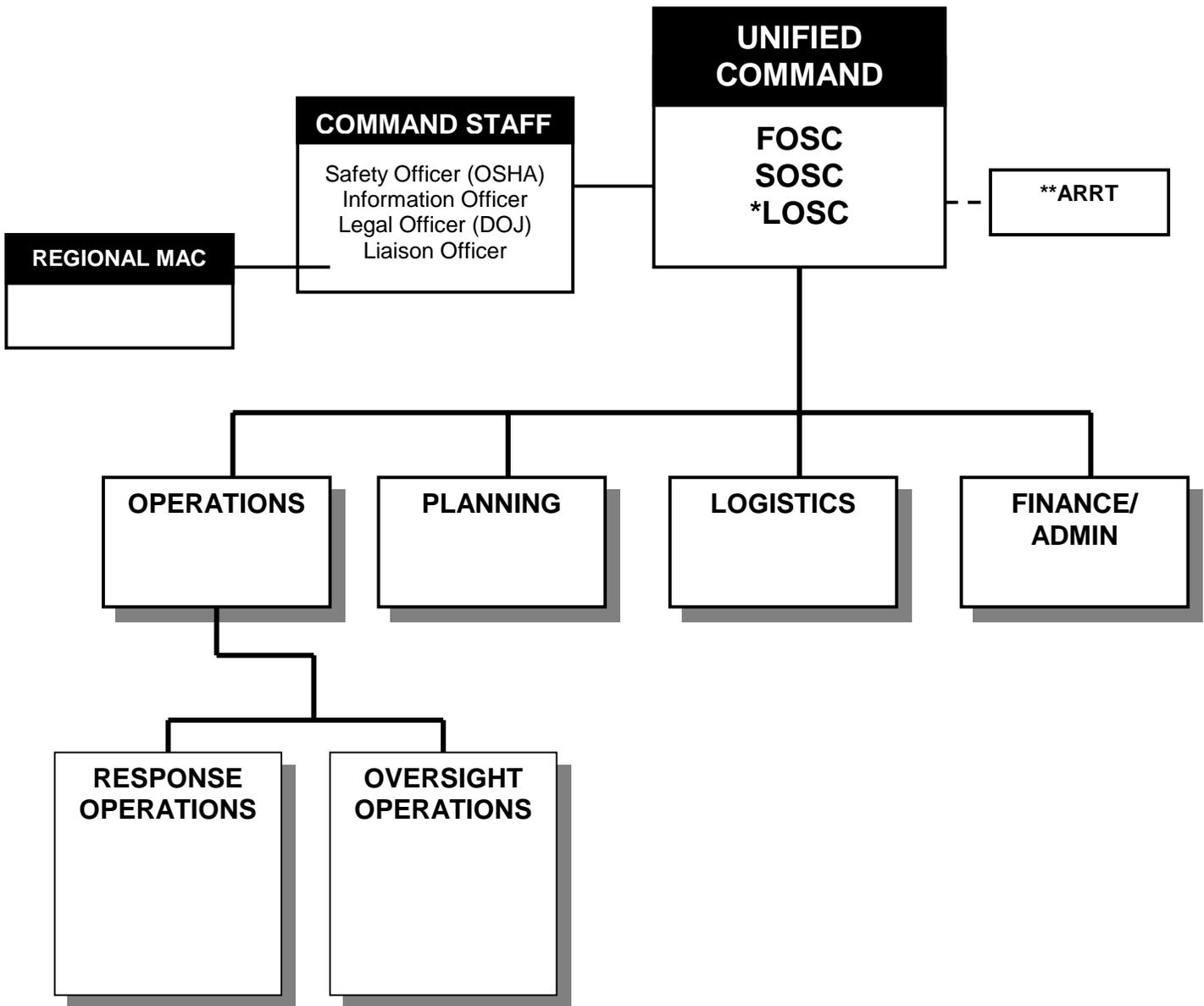
- Public Information/Public Affairs Officer -- point of contact for the media and other groups that desire information directly about the incident.
- Safety Officer -- assess hazardous and unsafe situations and develop measures to ensure safety of personnel.
- Liaison Officers -- point of contact for government officials and Regional MACs. A Government and a Community Liaison Officer are normally designated to coordinate actions with these parties.
 - Government Liaison Officer: Point of contact for representatives from State, Federal, foreign, local, and other state governments and elected officials not represented on the RMAC.
 - Community Liaison Officer: Point of contact for the Regional MACs which are specifically defined in the Subarea Contingency Plans with regard to composition and basic roles and responsibilities.
- Legal Officer -- provide legal advice to the FOSC/SOSC. This position will usually be filled by an attorney from the lead federal agency for the FOSC and from the Alaska Department of Law for the SOSC.

APPENDIX V - The Federal and State Response Organization when the Government is Involved 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 7**, *Spill Response Structure When the Federal and/or State Is In Charge of the Clean Up 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 7: 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).

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APPENDIX VI - Spills Which 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 SOSC would command the spill component of the disaster response to effect containment and cleanup. [See **Figure 8**, *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 Emergency Services (DMVA/DES), 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 Federal Response Plan (FRP) 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 FRP 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, grouped into Emergency Support Functions (ESFs), are used to provide Federal response assistance to the State. Responses to oil spills or hazardous substance releases resulting from natural disasters are provided through ESF #10.

Under the FRP, the President appoints a Federal Coordinating Officer (FCO) 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 FCO, and based on priorities identified by the FCO.

The Joint/Federal Natural Disaster Response Plan identifies how State and Federal agencies will be organized to respond to Federal major disasters or emergency declarations in Alaska.

Figure 9 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 State Coordinating Officer (SCO). During a Federal major disaster or emergency declaration, the State OSC ultimately reports to the SCO and the Federal OSC ultimately reports to either the Federal Coordinating Officer (FCO) or the Federal Liaison Officer (FLO). 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.

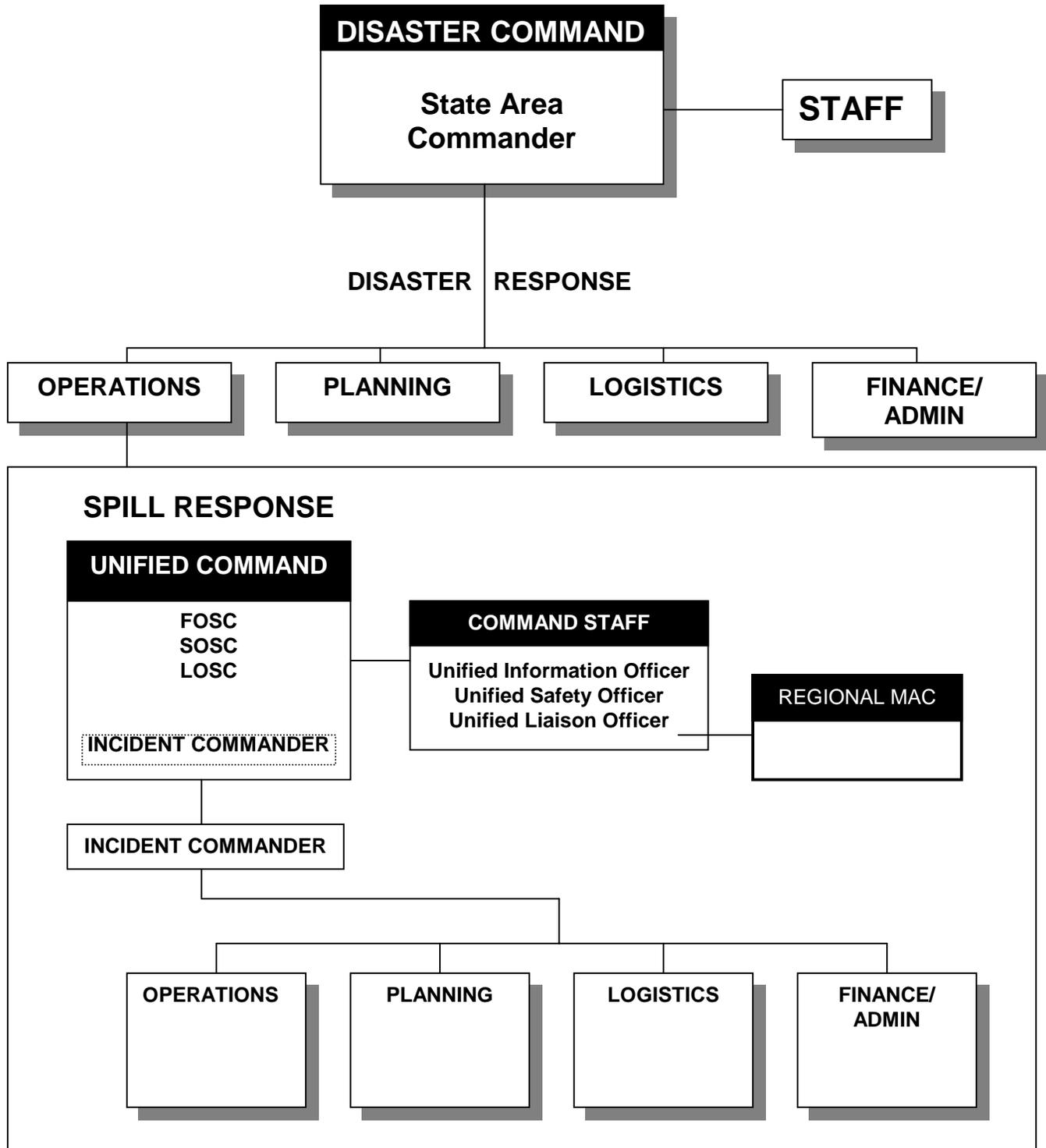
In some cases when a Federal major disaster or emergency declaration has been issued, response costs incurred by local and State agencies may be eligible for reimbursement under Public Law 93-288. In such cases, agencies must meet additional accounting requirements established by the Federal Emergency 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.

The Federal Response Plan is 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 which results in a requirement for Federal response assistance. It 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 extensive emergency operations necessary to save lives and protect property.

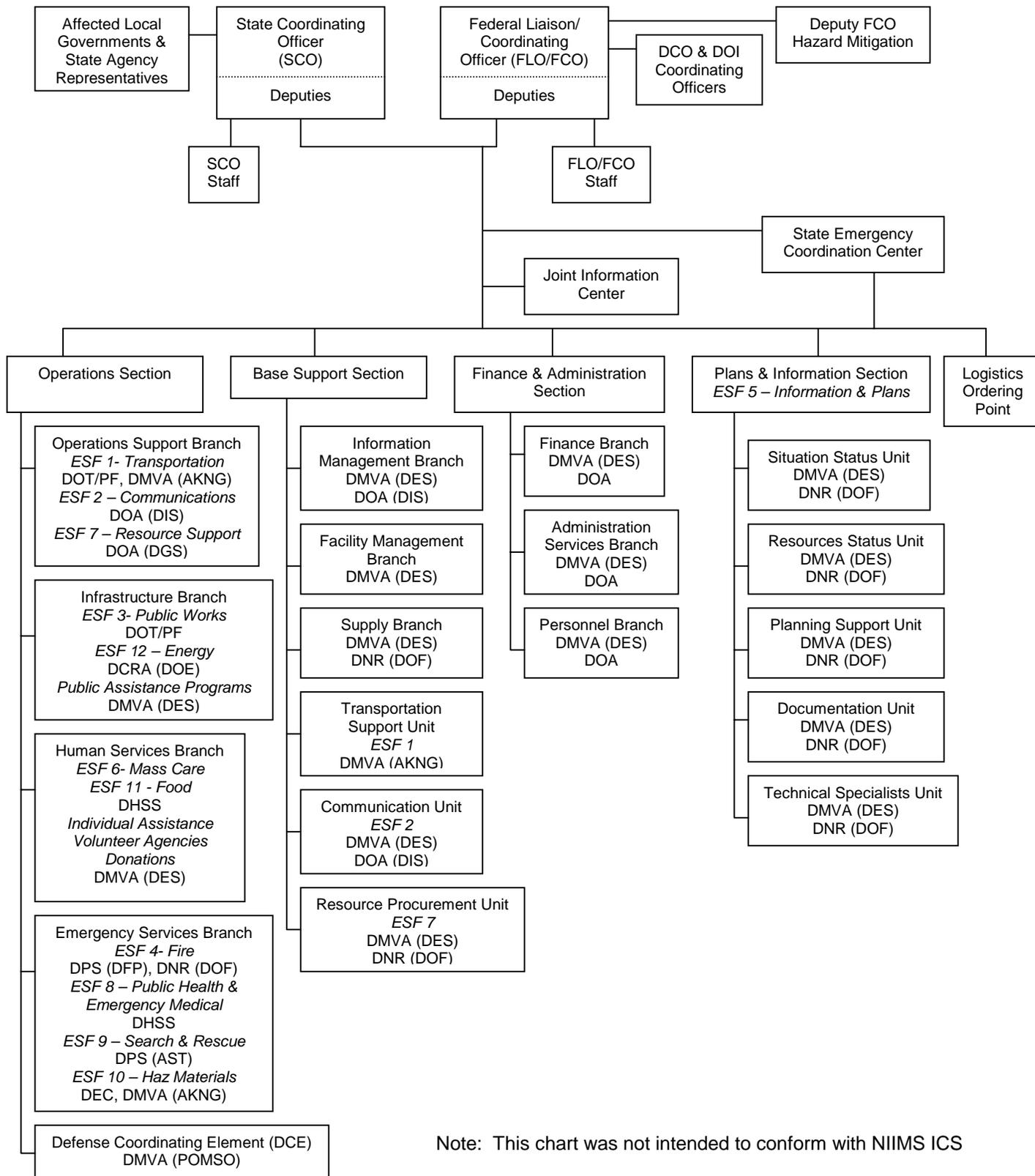
The Federal Response Plan uses a functional approach to group the types of Federal assistance which a State is most likely to need into twelve Emergency Support Functions (ESFs). Oil and hazardous substance discharges fall under ESF 10, Hazardous Materials.

Figure 8: Spills Resulting from Natural Disasters That Do Not Have a Presidential Declaration



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Figure 9: Spills Resulting From Natural Disasters That Have a Presidential Disaster Declaration

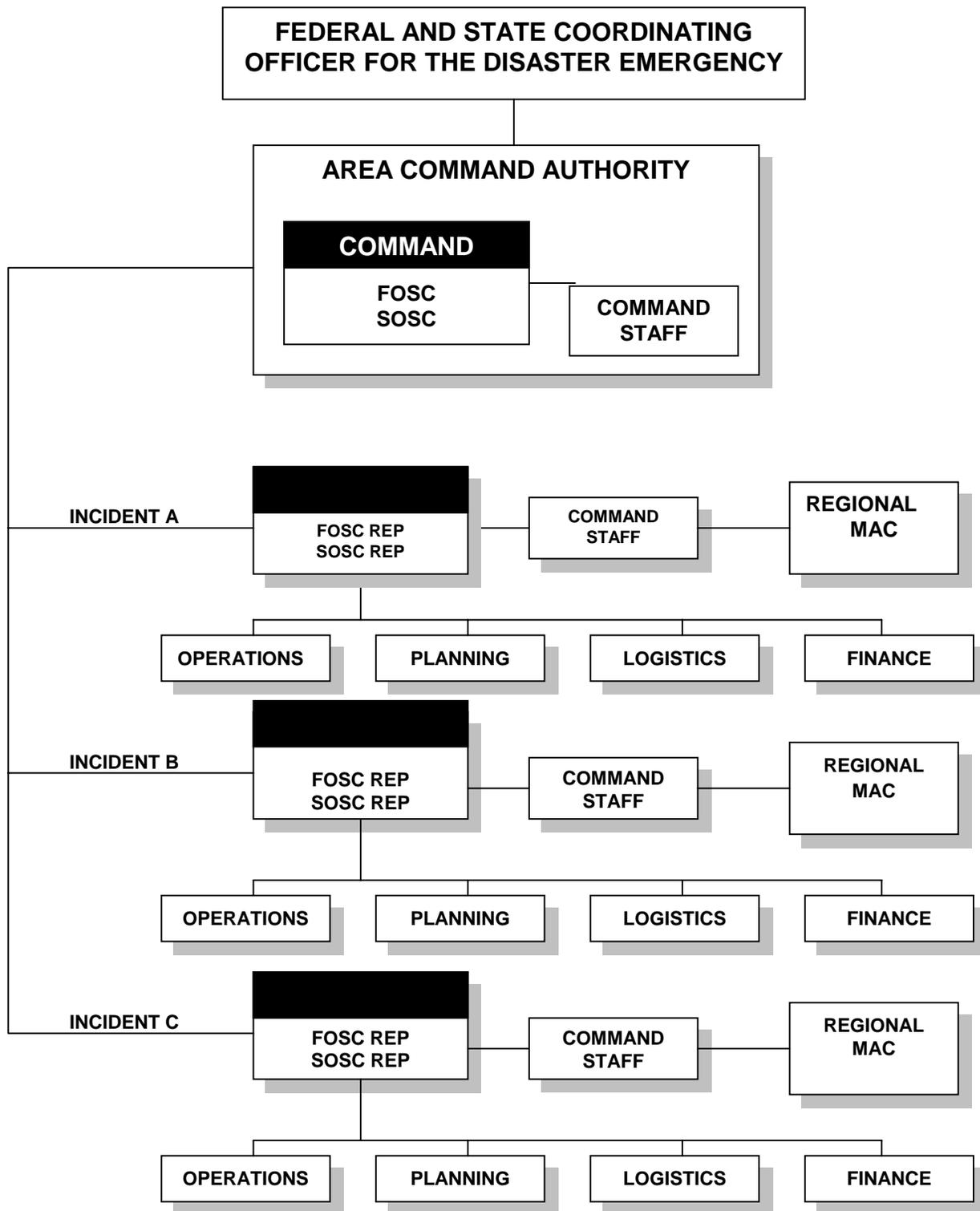


Note: This chart was not intended to conform with NIIMS ICS

APPENDIX VII - Spills of National Significance (SONS) & Area Command Authority (ACA)

1. **Coastal Zone Spill of National Significance:** The U.S. Coast Guard guidance for this type of incident is under revision.
2. **Inland Zone Spill of National Significance:** For a 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 SOSOC for the affected region will be the ACA. The individual incidents will be under the command of SOSOC representatives. The ACA (SOSOC) will prioritize the State's responses to the separate incidents. The Area Command Authority 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 very large spill [see **Figure 10, Area Command Authority for Multiple Spills or Very Large Incidents**]. Figure 10 shows only one of many possible ways the incident might be divided.

Figure 10: Area Command Authority for Multiple Spills or Very Large Incidents



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