



Hawaii Catastrophic All-Hazards Concept Plan (CONPLAN)

July 16, 2009

Version 2.0



FEMA

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Hawaii Catastrophic All-Hazard Concept Plan
July 16, 2009 Version 2.0



Dear Emergency Management Partner:

It is with great satisfaction that the State of Hawaii's Civil Defense Division and the U.S. Department of Homeland Security's Federal Emergency Management Agency (FEMA-Region IX) now share the jointly developed, state-wide response plan to be implemented before, during and following catastrophic events; a document that many of you labored hard and long to make a reality.

As many of us know, the official signing into operation of the State of Hawaii All-Hazards Concept Plan (CONPLAN) and the State of Hawaii Catastrophic Hurricane Operations Plan (OPLAN) is the culmination of more than a year of work by local, State and federal planners at all levels to delineate roles and responsibilities in response to a category 4 hurricane making a landfall on Oahu. The single, overarching goal of the numerous work groups, meetings and the rigorous exercise of the plans in June 2009 remains simple: the increased safety of the people of Hawaii and their property in the event of a major hurricane or other disaster.

The development and testing of the CONPLAN and OPLAN also represents an "emergency response first" following Hawaii's agreement to be the first state in the nation to engage in a joint planning exercise that fully employs the FEMA Integrated Planning System (IPS), which is scheduled to become a national template for joint federal/state and local disaster planning.

During the complex and demanding CONPLAN/OPLAN development processes, nine response objectives were identified as critical to save and sustain human life, minimize suffering, stabilize and restore critical infrastructure and set the conditions for recovery. The result of this sustained collaboration now provides disaster planners and responders – both in Hawaii and beyond -a clear and coherent roadmap for allocating resources and support.

It will remain our collective responsibility and high priority to maintain constant vigilance, through testing and periodic adjustment, to guarantee the ongoing effectiveness of both the CONPLAN and OPLAN. We are confident, though, that the State's safety has now effectively been taken to a higher level.

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We hope that after becoming familiar with these plans you will agree that the State is safer and better served today than before CONPLAN and OPLAN became valued and integral elements in Hawaii's architecture of readiness.



Robert G. F. Lee
Major General, Hawaii National Guard
Director of Civil Defense



Nancy Ward
Regional Administrator
FEMA Region IX

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1. SITUATION. The Hawaii Catastrophic All-Hazard Concept Plan (CONPLAN) describes the unified State, Federal, local, Non-Governmental Organizations (NGOs), and private sector response to catastrophic events in the State of Hawaii for all hazards. The CONPLAN is a flexible document that provides strategic guidance and structure for incidents that may fall outside of the scenarios described in the Department of Homeland Security (DHS) National Planning Scenarios. All incidents require a unified effort to save and sustain lives, protect property, and promote economic and social recovery.

Catastrophic events addressed in this CONPLAN are under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). Under the Stafford Act, two types of actions may be taken. These actions are summarized as follows:

- **Major Disaster.** The President issues a major disaster declaration after receiving a request from the Governor. Major disaster declarations may be issued after a natural catastrophe or, “regardless of cause, fire, flood, or explosion.” A declaration authorizes the Federal Emergency Management Agency (FEMA) to administer various federal disaster assistance programs for victims of declared disasters. Each major disaster declaration specifies the type of incident covered, the time period covered, the types of disaster assistance available, the counties affected by the declaration, and the designation of the Federal Coordinating Officer (FCO).
- **Emergency.** The declaration process for emergencies is similar to that used for major disasters; the President may, however, issue an emergency declaration without a gubernatorial request if primary responsibility rests with the federal government. An emergency declaration may be issued on “any occasion or instance” in which the President determines that federal assistance is required. Under an emergency declaration, the federal government is limited to immediate and short-term assistance, essential to save lives, protect public health and safety, and to protect property.

a. Purpose. This CONPLAN describes the integration and synchronization of State, Federal, local, NGOs, and private sector capabilities in order to ensure unity of effort during response to catastrophic incidents. This plan is scalable to incidents of lesser severity and may apply to any response under the Stafford Act.

A catastrophic incident, as defined by the National Response Framework (NRF), is any natural or man made incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic incident could result in sustained nationwide impacts over a prolonged period of time, almost immediately exceeding resources normally available to State and local authorities in the impacted area, and significantly interrupting governmental operations and emergency services to such an extent that national security could be threatened. These factors drive the urgency for coordinated national planning to ensure accelerated national assistance.

b. Background. This plan establishes and clarifies State and Federal organizational roles and responsibilities, while supporting the local, NGOs, and private sector entities,

The Integrated Planning System (IPS), as mandated by Homeland Security Presidential Directive (HSPD)-8, provides a basic, general framework for integrating and synchronizing State and Federal unity of effort. Critical energy, transportation, communications infrastructure, food, sanitation, water distribution systems, and emergency services that are affected in each National Planning Scenario will vary as will the support required to respond. Operations Plans (OPLANs) for scenarios likely to threaten the State of Hawaii will address detailed resources, personnel, and asset allocations to execute response and recovery efforts. Plans will be periodically reviewed and revised based on changes to policy and as a result of lessons learned from real world incidents and exercises.

FEMA's mission is to lead the Nation's efforts to prepare for, protect against, respond to, recover from, and mitigate against the risk of natural disasters, acts of terrorism, and other man-made disasters. HSPD-8 Annex I requires Federal plans to recognize the four homeland security mission areas noted in the National Strategy for Homeland Security (prevention, protection, response, and recovery). This plan acknowledges these four mission areas, but it also addresses two additional missions applicable to Federal natural disaster operations, as well as FEMA's mission – preparedness and mitigation. To be consistent with IPS and HSPD-8, the definitions of preparedness and the core homeland security mission are cited from those documents. The definition of mitigation is attributed to the NRF.

- **Preparedness.** Preparedness refers to the existence of plans, procedures, policies, training, and equipment necessary at the Federal, State, local, and tribal levels to maximize the ability to prevent, respond to, and recover from major events.
- **Prevention.** Prevention includes activities undertaken by the first responder community during the early stages of an incident to reduce the likelihood or consequences of threatened or actual terrorist attacks. Prevention planning includes actions that eliminate the possibility of a natural or manmade disaster adversely affecting the safety, security, or continuity of the Nation's critical infrastructures, its inhabitants, and their civil rights and liberties.
- **Protection.** Protection safeguards citizens and their freedoms, critical infrastructure, property and the economy from acts of terrorism, natural disasters, or other emergencies.
- **Response.** Response embodies the actions taken in the immediate aftermath of an incident to save lives, meets basic human needs, and reduces the loss of property and impact to the environment and affected communities.
- **Recovery.** Recovery encompasses both short-term and long-term efforts for the rebuilding and revitalization of affected communities.
- **Mitigation.** Mitigation includes activities which provide a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities.

c. Authorities and Key References. Prior to the presidential declaration of a major disaster, the Governor of Hawaii must declare a state of emergency and request Federal assistance through the FEMA Region IX, Regional Administrator. Hawaii State Civil Defense (SCD) directs other State of Hawaii departments' response roles and responsibilities during catastrophic incidents as identified in the Hawaii Emergency Support Function (ESF) Annex.

This plan is consistent with all appropriate Hawaii and United States laws, policies, and other related requirements. This plan does not alter existing authorities, nor does it create new authorities. All State and Federal agencies maintain their statutory authority under this CONPLAN. FEMA will not issue Mission Assignments (MA) or reimburse other Federal departments and agencies for work accomplished solely under their own statutory authorities. This plan is based upon appropriate State, Federal, and local legal authorities, Presidential Executive Orders, HSPDs, state and national guidance, policies, and strategies.

(1) State Authorities and References.

- **Emergency Support Function Annex** to the State Plan for Emergency Preparedness Disaster Response and Assistance, February 2009. The ESF Annex provides information on response levels, State response organization, notification and activation, general roles and responsibilities applicable to all departments, ESF overview, and common ESF coordinator, primary, and support agency responsibilities.
- **Hawaii Revised Statutes, §§ 128** assigns emergency functions and confers specific emergency powers to the Governor during a civil defense emergency. The Governor has the specific powers, which may not be delegated, to proclaim a disaster or emergency, prescribe rules or regulations having the effect of law, and to make allotments of funds.
- **Hawaii Revised Statutes, §§ 128-10(11) and 128-15** will govern the interchange of all State law enforcement officers with jurisdictional limitations on the exercise of police officers by detail or transfer to the Department of Public Safety to serve as public safety officers, State law enforcement officers, or deputy sheriff officers (HRS § 353C-4), or to the Department of the Attorney General to serve as Attorney General Investigators (HRS § 28-11) whichever option is appropriate under the circumstances as determined by ESF #13.
- **Hawaii Revised Statutes §§ 841-1** authorizes the Chief of Police or his authorized subordinate of the counties of Hawaii, Maui, and Kauai, and the medical examiner of the City and County of Honolulu to serve as the coroner for their respective counties.

(2) Federal Public Laws (P.L.).

- **Homeland Security Act of 2002** (P.L. 107-296, 116 Stat. 2135 (2002) (codified predominantly at 6 United States Code (U.S.C.) §§ 101-557), as amended, with respect to the organization and mission of the FEMA in the DHS Appropriations Act of 2007 (P.L. 109-295, 120 Stat. 1355 [2006]), establishes DHS as an executive department of the United States. The Homeland Security Act consolidates component agencies, including FEMA, into DHS.

- **The Robert T. Stafford Disaster Relief and Emergency Assistance Act**, as amended, as of June 2007 (P.L. 93-288), describes the programs and processes by which the Federal Government provides disaster and emergency assistance to State and local governments, tribal nations, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act covers all hazards, including natural disasters and terrorist events.
- **Post-Katrina Emergency Management Reform Act (PKEMRA) of 2006** (P.L. 109-295) clarified and modified the Homeland Security Act with respect to the organizational structure, authorities, and responsibilities of FEMA and the FEMA Administrator.
- **The Public Health Service Act, 42 U.S.C. § 201, et seq. (2007)**, forms the foundation of the Department of Health and Human Service (HHS)'s legal authority for responding to public health emergencies. It authorizes the Secretary of HHS to lead all Federal public health and medical response to public health emergencies and incidents covered by the NRF; to declare a public health emergency and take such action as may be appropriate to respond to it consistent with existing authorities; to assist States in addressing health emergencies; to control communicable diseases; to maintain the Strategic National Stockpile (SNS); to provide for the operation of the National Disaster Medical System (NDMS); to establish and maintain a Medical Reserve Corps; and to potentially provide targeted immunity for covered countermeasures to manufacturers, distributors, certain classes of people involved in the administration of a program to deliver covered treatments to patients, and their employees.
- **Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) and Oil and Pollution Action of 1990 (OPA-90)**, the Environmental Protection Agency (EPA) and U.S.Coast Guard (USCG) operate as the On-Scene Incident Commander. The Incident Commander maintains National Contingency Plan (NCP) authority to direct oil and hazardous materials response.
- **Pandemic and All-Hazards Preparedness Act** (P.L. 109-417) amends the Public Health Service Act to require the Secretary of HHS to lead all Federal public health and medical response to public health emergencies and incidents covered by the NRF.
- **Americans with Disabilities Act** (P.L. 101-336) prohibits discrimination on the basis of disability.
- **Defense Production Act** (P.L. 81-774) is the primary authority to ensure the timely availability of resources for national defense and civil emergency preparedness and response.
- **Department of Veterans Affairs Emergency Preparedness Act of 2002** (P.L. 107-287) authorizes the Secretary of Veterans Affairs to furnish hospital care and medical services to individuals responding to, involved in, or otherwise affected by a disaster or emergency declared by the President under the Stafford Act, or an emergency in which the NDMS is activated.
- **Economy Act** (P.L. 97-258 and 98-216, as amended) authorizes Federal agencies to provide goods or services, on a reimbursable basis, to other Federal agencies when more specific statutory authority does not exist.

- **Occupational Safety and Health Act of 1970** (P.L. 91-596, as amended) establishes and enforces standards to assure safe and healthful working conditions for working men and women, and provides mechanisms to assist the States in their efforts to assure safe and healthful working conditions.
- **Pets Evacuation and Transportation Standards Act of 2006** (P.L. 109–308) amends the Stafford Act to ensure that State, local, and tribal emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.
- **Aviation and Transportation Security Act of 2001** (P.L. 107-71 and 49 U.S.C. §114) establishes the DHS - Transportation Security Administration (TSA). The primary mission of TSA is to protect the Nation's transportation systems by ensuring the freedom of movement for people and commerce.
- **The Federal Food, Drug, and Cosmetic Act** (codified at 21 U.S.C. sections 301, et. seq.) is the foundation for the Secretary of HHS's and Food and Drug Administration's responsibility for protecting the public health by assuring the safety, efficacy, and security of human and veterinary drugs, biological products, medical devices, the Nation's food supply, cosmetics, and products that emit radiation. Among other things, when certain conditions have occurred, it authorizes the Secretary of HHS to declare an emergency justifying emergency use authorization of approved and unapproved drugs, devices, or biological products.
- **The Social Security Act** (codified at 42 U.S.C. sections 301, et. seq.) authorizes Medicare, Medicaid, State Children's Health Insurance, and social services programs of HHS and authorizes the Secretary of HHS, among other things, to temporarily modify or waive certain Medicare, Medicaid, State Children's Health Insurance, and Health Insurance Portability and Accountability Act requirements when the Secretary has declared a public health emergency and the President has declared an emergency or a major disaster.
- **Title 32** of the United States Code describes the Governor's command and control of the U.S. Department of Defense (DoD) - National Guard for domestic operations, without any restraints such as those pertaining to the Posse Comitatus Act. The Hawaii National Guard and any National Guard personnel from supporting states will initially operate in a State Active Duty status, but may transition to Title 32 status upon Secretary of Defense approval of the Governor's request to authorize use of Federal funds for National Guard response operations.

(3) Presidential Directives.

- **HSPD-5** (Management of Domestic Incidents, February 28, 2003) enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive National Incident Management System (NIMS). It also assigns specific responsibilities to the Secretary of DHS, U.S. Attorney General, Secretary of Defense, Secretary of State, and the Assistants to the President for Homeland Security and National Security Affairs, and directs the heads of all Federal departments and agencies to provide their full and prompt cooperation, resources, and support, as appropriate and consistent with their own responsibilities for protecting national security.

- **HSPD-7** (Critical Infrastructure Identification, Prioritization, and Protection, December 17, 2003) establishes a national policy for Federal departments and agencies to identify and prioritize national Critical Infrastructure and Key Resources (CIKR) and to protect them from terrorist attacks.
- **HSPD-8** (National Preparedness, December 17, 2003) establishes policies to strengthen the preparedness of the nation to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies by requiring a national domestic all-hazards preparedness goal, establishing mechanisms for improved delivery of Federal preparedness assistance to State, local, and tribal governments, and outlining actions to strengthen preparedness capabilities of Federal, State, local, and tribal entities. Annex I establishes a standard and comprehensive approach to national planning.
- **HSPD-20/National Security Presidential Directive-51** (National Continuity Policy, May 9, 2007) establishes a comprehensive national policy on the continuity of Federal Government structures and operations, and a single National Continuity Coordinator responsible for coordinating the development and implementation of Federal continuity policies.
- **HSPD-21** (Public Health and Medical Preparedness, October 18, 2007) establishes a national strategy that will enable a level of public health and medical preparedness sufficient to address a range of possible disasters.

(4) Other Federal References.

- **NIMS** (December 2008) provides a systematic, proactive approach to guiding departments and agencies at all levels of government, NGOs, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.
- **National Infrastructure Protection Plan (NIPP)** (2007/2008 Update, August 2008) establishes a risk management framework for the Nation's unified national approach to CIKR protection.
- **NRF** (January 2008) is a guide to how the United States conducts all-hazards response. It describes specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.
- **National Preparedness Guidelines (NPG)** (September 2007) finalizes development of the national preparedness goal and its related preparedness tools as mandated in HSPD-8. The Guidelines consist of four elements: the National Preparedness Vision, the National Planning Scenarios, the Target Capabilities List, and the Universal Task List.
- **IPS** (January 2009) focuses on Federal departments and agencies with an established or potential role in homeland security prevention, protection, response, and recovery missions.
- **Comprehensive Preparedness Guide (CPG) 101** is a guide for all-hazards planning. State, local, and Tribal governments are encouraged to comply with IPS by using the CPG 101.

d. Threats. The State of Hawaii faces catastrophic threats from terrorist attacks and natural disasters. OPLANs describe each situation in sufficient detail to conduct coordinated response operations. Specific threats include:

(1) Terrorist Attack – Chemical, Biological, Radiological, Nuclear, Explosive (CBRNE) Attacks and Cyber Attacks

(a) Chemical Attack. Chemical agents are poisonous vapors (e.g., aerosols, liquids, and solids) that have toxic effects on people, animals, plants, or the environment. They can be released by bombs or sprayed from aircraft, boats, and vehicles. Some chemical agents may be odorless and tasteless. Chemical agents may have an immediate effect (a few seconds to a few minutes) or a delayed effect (2 to 48 hours). While potentially lethal, chemical agents are difficult to deliver in lethal concentrations; the agents often dissipate rapidly outdoors. Chemical agents also are difficult to produce.

A chemical attack could come without warning. Signs of a chemical release include people having difficulty breathing, experiencing eye irritation, losing coordination, becoming nauseated, or having a burning sensation in the nose, throat, and lungs. Also, the presence of many dead insects or birds may indicate a chemical agent release. Agent Yellow, Sarin and Chlorine gas are examples of chemical releases:

i. Agent Yellow, which is a mixture of the blister agents sulfur mustard and lewisite, is a liquid with a garlic-like odor. Individuals who breathe this mixture may experience damage to the respiratory system. Contact with the skin or eyes can result in serious burns. Lewisite or mustard-lewisite also can cause damage to bone marrow and blood vessels. Exposure to high levels may be fatal.

ii. Sarin is a human-made chemical warfare agent classified as a nerve agent. Nerve agents are the most toxic and rapidly acting of the known chemical warfare agents. They are similar to certain kinds of pesticides (insect killers) called organophosphates in terms of how they work and what kind of harmful effects they cause. On the other hand, nerve agents are much more potent than organophosphate pesticides. Sarin is a clear, colorless, odorless, and tasteless liquid in its pure form. However, sarin can evaporate into a vapor and spread into the environment. Sarin is also known as GB. Initial symptoms following exposure to sarin are a runny nose, tightness in the chest and constriction of the pupils. Soon after, the victim has difficulty breathing and experiences nausea and drooling. Ultimately, the victim becomes comatose and suffocates in a series of convulsive spasms.

iii. Chlorine gas is poisonous and can be pressurized and cooled to change it into a liquid form so that it can be shipped and stored. When released, it quickly turns into a gas and because it is heavier than air stays close to the ground and spreads rapidly. Chlorine gas is yellow-green in color and although not flammable alone, it can react explosively or form explosive compounds with other chemicals such as turpentine or ammonia. It has been described to have a distinctive smell of a mixture between pepper and pineapple, tasting metallic and stinging the back of the throat and chest. Chlorine can react with water in the mucosa of the lungs to form hydrochloric acid, an irritant which can be lethal. The damage done by chlorine

gas can be prevented by a gas mask, or other filtration method, which makes the overall chance of death by chlorine gas much lower than those of other chemical weapons.

(b) Biological Attack. A biological attack is the deliberate release of germs or other biological substances that can make people sick. For a biological attack to occur, three elements must be in place: a vulnerable target, a person or group with the capability to attack, and the intent (by the perpetrator) to carry out such an attack. Among weapons of mass destruction, biological weapons are considered more destructive than chemical weapons, including nerve gas and under certain circumstances can be as devastating as nuclear weapons. A few kilograms of anthrax can kill as many people as a Hiroshima-sized nuclear weapon.

(c) Radiological Attack. The term ‘dirty bomb’ is primarily used to refer to a Radiological Dispersal Device (RDD), a speculative radiological weapon which combines radioactive material with conventional explosives. Though an RDD would be designed to disperse radioactive material over a large area, a bomb that uses conventional explosives would likely have more immediate lethal effects than the radioactive material. At levels created from most probable sources, not enough radiation would be present to cause severe illness or death. A test explosion and subsequent calculations done by the U.S. Department of Energy found that, assuming nothing is done to clean up the affected area and everyone stays in the affected area for one year, the radiation exposure would be "fairly high", but not fatal. Recent analysis of the Chernobyl disaster fallout confirms this, showing that the effect on many people in the surrounding area, although not those in close proximity, was almost negligible.

Because a terrorist dirty bomb is unlikely to cause many deaths, many do not consider this to be a weapon of mass destruction. Its purpose would presumably be to create psychological, not physical, harm through ignorance, mass panic, and terror. For this reason dirty bombs are sometimes called "weapons of mass disruption". Additionally, containment and decontamination of thousands of panic-stricken victims, as well as decontamination of the affected area might require considerable time and expense, rendering affected areas partly unusable and causing economic damage.

(d) Nuclear Attack. The effects of a nuclear detonation can broadly be categorized into casualties and property damage. The mechanisms producing these effects can be categorized as blast, radiation, and thermal energy. Blast fatalities and injuries result from “translation/tumbling” (the human body being thrown), “translation/impact” (items impacting the human body), lung damage, and eardrum rupture.

There are two main sources of the ionizing radiation that cause radiation-induced injuries and fatalities. The first is the prompt radiation produced by the detonation itself and which, by arbitrary definition, occurs within the first minute after the detonation. The second is the radiation emitted by the radioactive fallout. Both of these, taken together, will hereafter be referred to simply as “radiation exposure.” For casualties due to radiation exposure, both acute and chronic health effects are considered. A chronic health effect that leads to a fatality will be counted as a fatality, even though that individual may survive for weeks, months, or even years before succumbing.

Additional fatalities and casualties are likely to occur from thermal burns. The relative contributions of the casualties due to blast and thermal injuries strongly depend on the details of

the local environment and cannot easily be modeled or incorporated into the calculations. To a first approximation, it is a reasonable assumption that the overestimation of blast injuries provides a reasonable estimate of the likely numbers of blast and thermal injuries combined. Effects of the detonation as a function of distance from ground zero include the peak overpressure, thermal fluence, and both moderate and severe building damage. “Severe damage” means the building either collapsed or cannot be further used without essentially reconstructing it. “Moderate damage” means that unless major repairs are made, the structure cannot be used for its intended purpose.

(e) Explosives Attack. An Improvised Explosive Device (IED) is a bomb constructed and deployed in ways other than in conventional military action. They may be partially comprised of conventional military explosives, such as an artillery round, attached to a detonating mechanism. An IED is placed or fabricated in an improvised manner incorporating destructive, lethal, noxious, pyrotechnic, or incendiary chemicals and designed to destroy, incapacitate, harass, or distract. IEDs are usually developed from nonmilitary components but may also incorporate military components.

(f) Cyber Attack. A successful cyber attack is generally seen as targeting vulnerable computers, information technology (IT) systems, applications, and databases causing them to malfunction or disrupt flows of data that disable businesses, financial institutions, medical institutions, and government agencies. Cyber attacks can also target applications and databases. For example, cyber exploits that alter credit card transaction data on e-commerce websites could cause the altered information to spread into banking systems, thus eroding public confidence in the financial sector. A cyber attack has the potential to create extreme economic damage that is out of proportion to the relatively low cost of initiating the attack. Some of the most successful cyber attacks involved information theft, leaving little evidence of the attack.

(2) Natural Disaster – Major Earthquake, Major Hurricane and Tsunamis.

(a) Major Earthquakes. Earthquakes occur frequently in the State of Hawaii where they are closely linked to volcanism. The islands are in a volcanic and tectonically active region with rifts, faults and fissures cutting through every one of the major islands. They are an important part of the island-building processes that have shaped the Hawaiian Islands. The tectonic process of the earth's moving crust builds stresses along the faults. This sudden release of stress causes earthquakes on land and undersea.

Eruptions and magma movement within the presently active volcanoes (Kilauea, Mauna Loa and Loihi) are usually accompanied by numerous small earthquakes. They originate in regions of magma storage or along the paths that magma follows as it rises and moves prior to eruption. These are loosely termed volcanic earthquakes. Volcanic activity on the Island of Hawaii creates minor tremors and thousands of earthquakes occur there every year.

Many other earthquakes, including the largest ones, occur in areas of structural weakness at the base of Hawaii's volcanoes or deep within the Earth's crust beneath the Islands. These are referred to as tectonic earthquakes. In the past 150 years, several strong tectonic earthquakes (magnitude 6 to 8) caused extensive damage to roads, buildings, and homes, triggered a local tsunami, and resulted in loss of life. The most destructive earthquake in Hawaii's history

occurred on April 2, 1868, when 81 people lost their lives. With a magnitude of 7.9 and a maximum intensity of XII, this destructive earthquake destroyed more than a hundred homes and generated a 45 foot high tsunami along Kilauea's south coast.

During an earthquake, the "solid" earth moves like the deck of a ship. The actual movement of the ground, however, is seldom the direct cause of death or injury. Most casualties result from partial or total building collapse, falling objects, debris and shattering glass. Earthquakes may also trigger landslides, cause fires, and generate tsunamis.

(b) Major Hurricanes. Hurricanes can cause catastrophic damage to the Hawaiian Islands where wind gusts can be in excess of 200 miles per hour. Hurricanes and tropical storms can also spawn tornadoes and microbursts, create storm surges along the coast, and cause extensive damage from heavy rainfall. Tropical and slow moving storms moving into mountainous regions tend to produce especially heavy rain. Excessive rain can trigger landslides or mudslides (especially in mountainous regions), and cause flash flooding to occur. Flooding on rivers and streams may persist for several days or more after the storm.

Hurricanes are classified into five categories based on their wind speed, central pressure, and damage potential. Category 3 and higher hurricanes are considered major hurricanes, but a category 5 hurricane is unlikely to hit the State of Hawaii.

A category 4 hurricane has the potential to generate 13-18 foot storm surge, to damage or destroy non-reinforced structures, to cause island wide power outages, to cause widespread disruptions to light industry and to create flooding as far as six miles inland.

(c) Tsunamis. Tsunamis (pronounced soo-ná-mees), also known as seismic sea waves (mistakenly called "tidal waves"), are a series of enormous waves created by an underwater disturbance such as an earthquake, landslide, volcanic eruption, or meteorite. A tsunami can move hundreds of miles per hour in the open ocean and smash into land with waves as high as 100 feet or more.

Earthquake-induced movement of the ocean floor most often generates tsunamis. If a major earthquake or landslide occurs close to shore, the first wave in a series could reach the beach minutes, allowing little to no time for warnings. Areas are at greater risk if they are less than 25 feet above sea level and within a mile of the shoreline. Drowning is the most common cause of death associated with a tsunami. Tsunami waves and the receding water are very destructive to structures in the inundation zone. Other hazards include flooding and associated contact with waterborne contaminants, impacts with floating debris, and fires from gas lines or ruptured tanks.

(d) Pandemic Influenza. Pandemic Influenza is an epidemic of the influenza virus that spreads on a worldwide scale and infects a large proportion of the human population. In contrast to the regular seasonal epidemics of influenza, these pandemics occur irregularly, with the 1918 Spanish flu being the most serious pandemic in recent history. Pandemics can cause high levels of mortality, with the Spanish influenza being responsible for the deaths of over 50 million people. There has been an average of 3 influenza pandemics in each century for the last 300 years. The most recent epidemic was the 2009 H1N1 swine flu outbreak that originated in Mexico and spread worldwide.

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Influenza pandemics occur when a new strain of the influenza virus is transmitted to humans from another animal species. Species transmitting the new human strains are pigs, chickens and ducks. These novel strains are unaffected by any immunity people may have to older strains of human influenza and can therefore spread extremely rapidly and infect very large numbers of people. Influenza A viruses can occasionally be transmitted from wild birds to other species causing outbreaks in domestic poultry and may give rise to human influenza pandemics.

e. Critical Considerations. The State of Hawaii is dependent on air and seaports for all commodities and any significant disruption of the transportation system will produce statewide effects. 80% of the goods and 100% of the fuel in Hawaii are imported. The Port of Honolulu on Oahu serves as the receiving point for goods destined for Oahu and the hub of distribution for cargo destined for neighbor islands and the Pacific Rim. Approximately 21 million passengers and 389,000 tons of cargo flow through Honolulu International Airport (HNL) on Oahu annually (current as of 2007). Preservation, continuity, and the full restoration of the transportation system following a catastrophic event are essential.

Hawaii's lack of redundant infrastructure and constrained staging sites, due to lack of available real estate, is a complicating factor in response. Critical infrastructure at power plants and refineries result in single points of failure. Impacts from the loss of key infrastructure and resources, including the disruption of emergency services, will be dependent on Federal response efforts which will be exacerbated by the distance of the State of Hawaii from the Continental U.S. (CONUS) and the world.

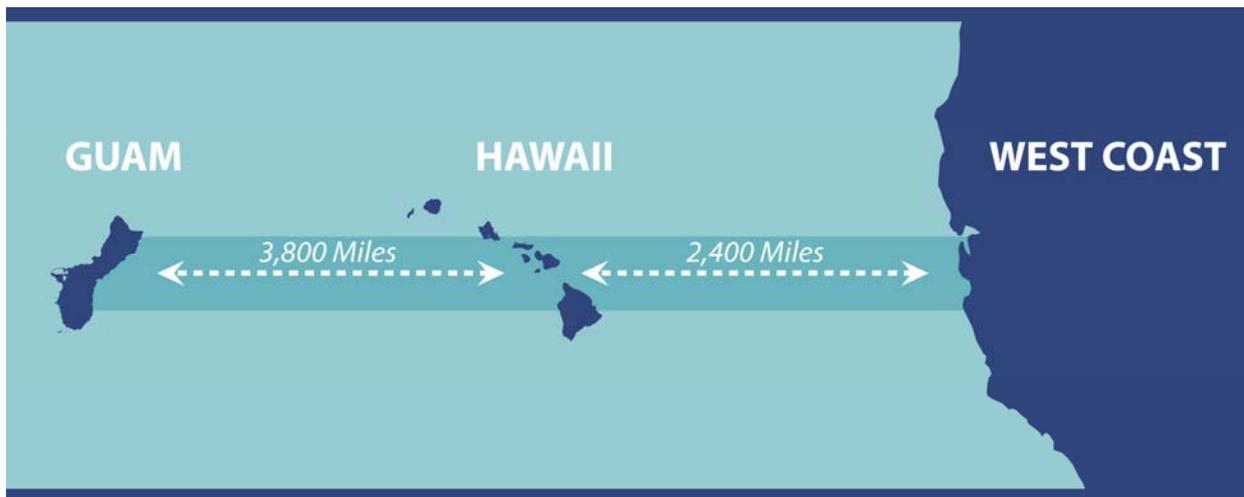


Figure 1-1: The Hawaiian Islands in Relation to Guam and the Mainland

The State of Hawaii is comprised of the following four Counties:

(1) Kaua'i County (the Islands of Kaua'i and Ni'ihau). One hundred miles northwest of Oahu, Kaua'i is the northernmost of the six major islands and fourth largest. It is approximately 33 miles long and 25 miles wide at its farthest points, with an area of 554 square miles. Ni'ihau is 73 square miles and the oldest of the eight major Hawaiian Islands. It is

privately owned and home to less than 300 people; is the only Hawaiian island where Hawaiian is still spoken as the dominant language.

(2) Honolulu County (the Island of Oahu, and the small islands northwest of Kaua'i and Ni'ihau extending from Nihoa to Kure). Housing 80% of the State's population, Oahu has a total land area of 608 square miles, is 44 miles long by 30 miles wide at its farthest points, and rises from sea level to a high point of 4,020 ft. on Mt. Kaala in the Waianae Range. The City and County of Honolulu covers the entire island of Oahu and holds the two largest harbors in the State - Honolulu Harbor and Pearl Harbor.

(a) City and County of Honolulu Administrative Districts. Like most cities in the United States, the City and County of Honolulu is divided into smaller administrative districts. There are nine such districts, each of which elects a member of the city council. The boundaries of each district are revised every ten years in conjunction with the U.S. Census. Each district is composed of unincorporated subdivisions unofficially called towns and cities. The City and County of Honolulu is also one of only a handful of U.S. cities with an extensive neighborhood board system. With 36 neighborhood boards, the system is perhaps the largest of its kind. Members are elected to two-year terms. The office of neighborhood board member is an advisory position for public policy and civil investment.

(3) Maui County (the Islands of Maui, Lana'i, Moloka'i, and Kaho'olawe). Maui is the second largest of the main Hawaiian Islands, next to the Big Island. The island is 728.8 square miles. Maui is 25 miles from North to South, and 40 miles east to west. Lana'i is the sixth largest of the eight islands, and is roughly 140 square miles, measuring 18 miles north to south and 13 miles east to west at its longest points. Moloka'i is 38 miles long by 10 miles wide in size with a land area of 260 square miles, making it the fifth largest of the main Hawaiian Islands. It lies east of Oahu and north of Lāna'i.

(4) Hawaii County (the Island of Hawaii, also known as the Big Island). The Big Island makes up about 63% of the State of Hawaii's total land mass. The island stretches about 95 miles from north to south and 80 miles from east to west.

f. Critical Assumptions.

(1) Responses to catastrophic events will be under the authority of the Stafford Act and appropriate State of Hawaii statutes.

(2) Failure to contain a Pandemic Influenza incident will trigger a Stafford Act request in order to deal with the consequences of widespread illness.

(3) The National Guard response forces will not be federalized and will not be subject to Posse Comitatus Act restrictions. For a catastrophic event, National Guard forces will be converted from State Active Duty to Title 32 status and their status may be retroactive to the beginning of the response.

g. Mission Essential Tasks. The following mission essential tasks are common to most catastrophic events in the State of Hawaii. Specific tasks and operational end states are included in each OPLAN.

- (1) Perform life saving and sustaining measures.**
- (2) Conduct mass care and sheltering.**
- (3) Minimize risk to tourists.**
- (4) Maintain functionality of the water distribution system.**
- (5) Deliver fuel to maintain essential services.**
- (6) Conduct debris clearance.**
- (7) Protect on-island critical resources.**
- (8) Maintain continuity of port operations.**
- (9) Restore power infrastructure.**

2. MISSION. The mission of joint Federal, State, local, NGO, and private sector response organization is to save and sustain human life, minimize suffering, stabilize and restore critical infrastructure and set the conditions for recovery following a catastrophic incident in the State of Hawaii.

3. EXECUTION. The Federal Government will move rapidly to provide life saving and sustaining resources to the State of Hawaii and to restore critical services. When practical, resources will be staged in the State of Hawaii pre-incident. As soon as feasible, SCD and FEMA will form a State/Federal Unified Coordination Group (UCG).

a. Senior Leader's Intent. The State Coordinating Officer (SCO) and the FCO will ensure unity of effort by establishing a joint State/Federal UCG to coordinate disaster response and recovery activities that are consistent with the priorities set by the Governor of Hawaii and the Senior Policy Group.

b. Concept of Operations. To achieve the senior leaders' intent, the UCG will execute a coordinated and synchronized effort to activate, deploy, and employ State and Federal resources in response to a catastrophic incident. Key components of this concept of operations are the establishment of the UCG and the rapid execution of response activities in accordance with a specific OPLAN.

(1) General. Preparation for and response to catastrophic events will be executed in phases consistent with the respective scenario-based OPLANs.

The response and recovery structure is organized, staffed, and managed in a manner consistent with NIMS principles and is led by the UCG. A State/ Federal Joint Field Office (JFO) will be established at an agreed upon location and is the facility where the UCG, UCG Command Staff, and UCG General Staff operate. The UCG structure is scalable and expands and contracts as necessary to accommodate the complexity of a particular threat or incident.

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For the purposes of this plan, unless otherwise stated, a specific section within the UCG General Staff will refer to a joint State/Federal section. For example, Operations Section is the joint State/Federal Operations Section of the UCG General Staff.

The UCG will direct the joint State/Federal response and recovery operations at the JFO in accordance with NIMS Unified Command principles. The UCG will facilitate effective utilization and integration of State and Federal resources through unity of effort, and will set priorities and objectives through use of a joint Incident Action Plan (IAP). The UCG may initially be established at the SCD Emergency Operations Center (EOC), then transfer to the JFO when it is established.

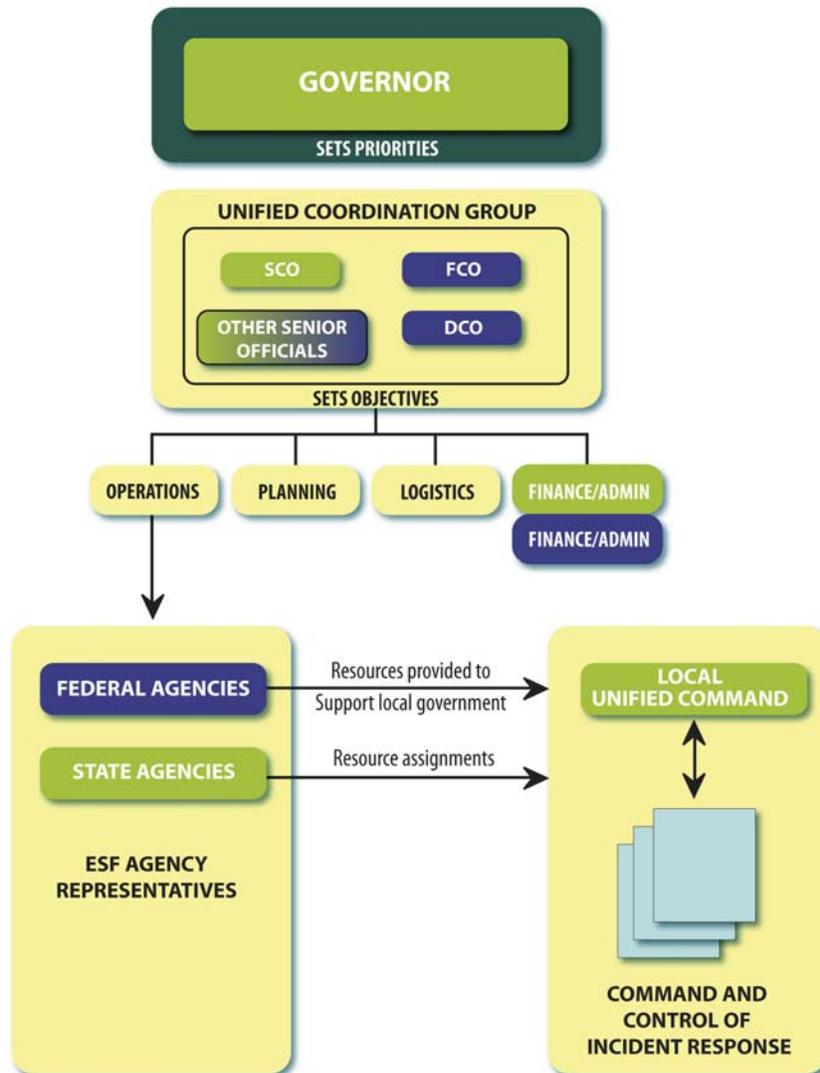


Figure 3-1: Task Organization

The organization of the UCG incorporates joint State and Federal Planning, Operations, and Logistics Section Chiefs. The Finance and Administration Section will maintain separate State and Federal Sections due to different funding sources and tracking systems. Joint staffing for

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branches and divisions may also occur, depending on function, span of control, and extent of damage.

The Operations Section establishes requirements, tasks, and resources to meet UCG objectives. It also issues mission tasks (State to State) and MA (Federal to Federal) to provide support as required. The Operations Section includes representatives from the activated ESFs and State and Federal disaster assistance representatives (Individual Assistance, Public Assistance, Hazard Mitigation) as applicable.

Joint State/Federal operations will be organized geographically. As soon as conditions allow, State and/or Federal Division Supervisors will deploy to the operational areas to support integration and utilization of resources at the local level. The Division Supervisors are State and Federal emergency managers and operations specialists with the appropriate training for the assignment. SCD may deploy Incident Management Teams or emergency managers from elsewhere in the state by mission tasking state agencies for personnel and/or by using the Emergency Management Assistance Compact (EMAC) to obtain qualified representatives from unaffected local governments. Similarly, FEMA will deploy Federal personnel within 24 hours and integrate them with the on-site Incident Management Assistance Team (IMAT). FEMA may also mission assign other Federal agencies to obtain qualified personnel.

(2) Alert/Activation.

(a) State. SCD is the lead State agency responsible for management, administration, and coordination of response and recovery efforts during a disaster or emergency. Their EOC is located in Diamond Head Crater, Honolulu, on the island of Oahu. SCD reports directly to the Governor in a disaster.

(b) Federal. FEMA Region IX's Regional Response Coordination Center (RRCC) serves as the focal point for incident information between the National Response Coordination Center (NRCC), SCD, and field elements during the initial phase of operations. The RRCC is activated by a FEMA Region IX Administrator and will coordinate initial operations until a UCG is established. The RRCC supports the deployment of the IMAT and establishes priorities for the staging and deploying of resources, teams, and commodities. The RRCC works closely with the NRCC in coordinating priorities and the deployment of national assets as required. The RRCC is responsible for:

i. Alerting and notifying of RRCC (and ESF) personnel, primary ESF agencies, and ESF support agencies if unable to contact a primary.

ii. Performing information and planning responsibilities in conjunction with other Federal agencies. Establishing and maintaining communications with NRCC, EOC, JFO, and other field elements.

iii. Establishing a Joint Information Center (JIC) in coordination with SCD.

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iv. Providing administrative, security, and logistical support to ESF representatives until a UCG is established or response operations cease. Providing logistical support to deploying team personnel.

v. Issuing MA to accomplish response and recovery operations in support of State requests and/or to support Federal operations.

vi. Ordering assets from national and regional stocks. Identifying initial resource requirements as outlined in event specific OPLAN push packages that prioritizes the logistics flow.

vii. Identifying and supporting setup of support facilities such as the Federal Staging Areas (FSAs), JFO, and field level staging areas.

(c) Other.

i. National Guard elements carrying out response missions normally remain under the control of the Governor in either a State Active Duty or Title 32 status. Their operations in the field may be organized into one or more task forces in coordination with and in support of civil authorities. National Guard forces will remain under their National Guard chain of command, movement of resources will be coordinated through ESF #20 Military Support.

ii. DoD elements carrying out Mission Assignments in the Supported Combatant Command's area of responsibility may be under the control of a Defense Coordinating Officer (DCO), Task Force or Joint Task Force. Movement of resources will be coordinated through the DCO. The DCO is the DoD's single point of contact for the military in the UCG.

(3) Deployment. Deployment procedures will be in accordance with existing State, Federal, and local department and agency plans, policies, and procedures.

(a) The Federal Government will move rapidly to provide life saving and sustaining resources to the State of Hawaii and to restore critical services. If required, and where practical, resources will be forward staged in the State prior to landfall.

(b) As soon as feasible, SCD and FEMA will form a State/Federal UCG. When conditions allow, FEMA will deploy an IMAT to the State of Hawaii and co-locate with SCD to share a Common Operating Picture (COP) and establish a joint State/Federal response to the incident. Status reports will be shared with the RRCC to facilitate parallel planning.

(c) Division Supervisors will deploy to the operation center of an affected jurisdiction and coordinate with the on-site Emergency Manager. While the Division Supervisors will initially work from the operation center, they will transfer their operations to Area Field Offices as soon as they are established by SCD and FEMA. Division Supervisors do not serve as a conduit for resource requests to the State or Federal governments. Division Supervisors support local operations by:

- Providing clarification with regard to resource requests, where necessary

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- Providing assistance in identifying requirements
- Providing a point of coordination for logistics associated with deployed State and Federal resources, including a point for verification of State and Federal resources deployed to those geographic branch jurisdictions
- Facilitate integration and utilization of resources at the field level
- Providing a consistent point of contact for other State and Federal liaisons and representatives

(4) Employment. Employment policies and procedures will be in accordance with existing State, Federal, and local policies and current department and agency policies and procedures.

(5) Demobilization. Demobilization is the orderly, safe, and efficient return of a resource to its original location and status. Demobilization processes are initiated either when the mission is completed or when it is determined the magnitude of the event does not warrant continued use of the State and/or Federal asset. Demobilization should begin as soon as possible to facilitate accountability of the resources and be fully coordinated between SCD and FEMA.

Response operations will conclude when the termination conditions established by the UCG are met. At that point, Federal involvement in operations will transition to long-term recovery and future hazard mitigation operations.

c. Key Roles and Responsibilities.

(1) Common Roles and Responsibilities. As described in the NRF and the ESF Annex, primary ESF agencies assess the situation and identify requirements to respond quickly and effectively. Federal agencies may provide resources under a FEMA MA or their own authority. State agencies may provide resources under their own authority or request resource support through SCD. When activated under this CONPLAN, ESFs act in support of objectives set by the UCG. ESFs execute the tasks to accomplish objectives in the IAP and keep the UCG or Operations Section Chief (OSC) informed of progress and limiting factors.

(2) Specific State Roles & Responsibilities.

(a) Governor. The Governor of Hawaii is empowered by law to exercise direction and control over all civil defense functions throughout the State. The Governor is responsible for coordinating State resources, providing strategic guidance, and requesting federal assistance, including a Presidential Declaration invoking the Stafford Act.

(b) State Senior Policy Group. The State Senior Policy Group (SSPG) will convene at the request of the Governor. The SPG recommends priorities for State resources to enable quick and effective response and recovery operations. The SPG includes the Governor, Lieutenant Governor, Governor's Chief of Staff, Senior Advisor for Communications, Senior Policy Advisor, Attorney General, Adjutant General/Director of SCD, and Directors from the Departments of Accounting and General Services; Agriculture; Budget and Finance; Business, Economic Development and Tourism; Health; Human Resources Development; Land and Natural Resources; Public Safety; and Transportation. The SPG may also include the Superintendent of the Department of Education, the President of the University of Hawaii, other

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remaining department directors, the Governor's Liaison to Tourism, and private sector representatives.

(c) SCD. SCD is the lead response organization for the State of Hawaii. Responding State Agencies act in an ESF role while retaining agency authorities and responsibilities. The Governor, through the Director of SCD, directs State assistance to affected counties through an emergency proclamation that implements the State of Hawaii Plan for Emergency Preparedness and Response, including the activation of appropriate ESFs. Powers pertaining to Civil Defense authorities are delegated by the Governor.

(d) Director of SCD. The Director of SCD, subject to the direction and control of the Governor, coordinates the activities of all organizations for civil defense within the State. The Director of Civil Defense has the authority to further sub-delegate the powers from the Governor to any agency or person to whom the Governor could delegate these powers. If federal disaster assistance is approved, the Director is usually designated as the Governor's Authorized Representative (GAR), who is empowered by the Governor to execute, on behalf of the State, all necessary documents for disaster assistance. The GAR represents the Governor in joint Federal-State disaster management and homeland security affairs.

(e) Vice Director of SCD. The Vice Director is the first assistant to the Director of SCD and in the absence of the Director, has all the duties and responsibilities of the Director. The Vice Director has responsibility for the operation of the EOC and directs and coordinates the operation of the State Emergency Response Team (SERT) and ESFs in accordance with the Governor's priorities. The Vice Director is usually designated as the SCO and empowered by the Governor to coordinate State disaster assistance efforts with those of the Federal Government. The SCO serves a critical role in managing the State response and recovery operations following Stafford Act declarations.

(f) State Emergency Response Team (SERT). The SERT implements State response and recovery activities consistent with the priorities set by the Governor. The SERT organization is flexible, scalable, and consistent with NIMS. The actual composition and staffing of the SERT is dependent on the size and scope of the incident, emergency, or disaster. Departmental SERT members representing their respective ESF are organized under Operations, Planning, Logistics, and Finance and Administration Sections. In addition to the 15 ESFs recognized in the NRF, the State of Hawaii has an additional five consisting of:

- ESF #16 – Special Needs
- ESF #17 – Tourist Evacuation
- ESF #18 – Mass Fatalities
- ESF #19 – Pet Evacuation and Sheltering
- ESF #20 – Military Support

(3) Specific Federal Roles & Responsibilities.

(a) FEMA Region IX is the lead federal agency for catastrophic incidents within the applicability of this CONPLAN.

i. FEMA Region IX Regional Administrator will ensure a coordinated Federal response through the rapid deployment of an IMAT and pre-positioned resources, and support a declaration that appoints an FCO. The FCO will participate in the UCG to ensure joint incident objectives, priorities, and operations for the effective allocation, integration, and use of resources at the field level.

ii. FCO. For Stafford Act incidents, upon the recommendation of the FEMA Administrator and the Secretary of DHS, the President appoints an FCO. The FCO is a senior FEMA official specifically appointed to coordinate Federal support in the response to and recovery from major disasters. The FCO executes Stafford Act authorities, including commitment of FEMA resources and a MA to other Federal departments or agencies. The FCO takes appropriate action to make certain that all of the Federal agencies are carrying out their appropriate disaster assistance roles under their own legislative authorities and operational policies (Title 44 – Chapter I – 206.42). The FCO is the primary Federal representative with whom the State and local response officials interface to determine the most urgent needs and set objectives for an effective response in collaboration with the UCG. The FCO is the focal point of coordination within the UCG, ensuring overall integration of Federal emergency management, resource allocation, and seamless integration of Federal activities in support of, and in coordination with, State and local requirements.

(b) Federal Bureau of Investigation (FBI) is the lead agency for criminal investigations of terrorist acts or terrorist threats within the United States. FEMA is the lead federal agency for emergency relief in support of the State of Hawaii and local governments affected by the consequences of terrorism in accordance with its statutory authorities.

(c) U.S. Department of State (DoS) has the responsibility to coordinate international activities related to response and recovery from a domestic incident and in accordance with the International Support Annex to the NRF.

(d) HHS leads public health and medical emergency response efforts across all Federal departments and agencies in accordance with the Biological Incident Annex. In the event of a biological threat or disease outbreak resulting in the initiation of an OPLAN, FEMA coordinates overall non-medical support and response actions across all Federal departments and agencies. The UCG will include a Senior Federal Official from HHS.

(e) EPA and USCG are the lead agencies in the State of Hawaii to direct oil and hazardous materials response, response while acting as ESF #10 and coordinating with the UCG.

(f) U.S. Department of Homeland Security (DHS) is the lead agency for protection of CIKR. DHS will designate an Infrastructure Liaison (IL) to respond and support the RRCC and/or JFO. The IL will facilitate, support and review assessments and information on CIKR in the affected area with State, Federal, local, and private sector partners. Through the analysis of identified CIKR and review of existing infrastructure and intelligence-related analyses, the IL will make restoration recommendations to the OSC.

(g) DoD provides Defense Support of Civil Authorities (DSCA) in response to requests for assistance during domestic incidents. With the exception of support provided under

Immediate Response, the obligation of DoD resources to support requests for assistance in the Pacific Command's area of responsibility is subject to the approval of Commander of U.S. Pacific Command (USPACOM), if the capabilities to support a request is available in USPACOM. The Secretary of Defense is notified of PACOM forces supporting DSCA. If the capability is not available in USPACOM, then a Request For Forces will be submitted to the Joint Director OF Military Support for assistance and SECDEF approval.

i. Commander, USPACOM. Commander of USPACOM is responsible for DSCA within the USPACOM area of responsibility. USPACOM organizes and executes its MA, assigned service components, and designated functional components. JTF-HD is established by USPACOM, which synchronizes, plans, and executes DSCA missions in the State of Hawaii.

ii. Immediate Response Authority. Under imminently serious conditions, when time does not permit approval from higher headquarters, any local military commander or responsible officials of other DoD components may, subject to any supplemental direction provided by their higher headquarters and in response to a request from civil authorities, provide immediate response to save lives, prevent human suffering, or mitigate great property damage. There is no guarantee of federal reimbursement for operations conducted under Immediate Response. Actions under this authority are very limited in scope to life saving and sustaining efforts immediately outside the "gates" of a military installation.

iii. Mission Assignment (MA). Once a FEMA request is validated and approved by the DCO, it is forwarded as a Mission Assignment to USPACOM via JTF-HD. The DCO/Defense Coordinating Element will ensure that the MA is complete (Title 44– Chapter I– 206.34.).

d. State and County Coordination Requirements.

(1) SCD. SCD is the lead for all State of Hawaii response and recovery operations and coordinates local requests for support from the Federal government through FEMA. SCD is responsible for procuring out-of-state resources, either through state-to-state mutual aid or through EMAC.

(2) State Advisory Bodies. State Advisory Bodies provide the Governor oversight on energy, law, and tourism. These State advisory bodies include:

i. Energy Council. The State of Hawaii Energy Council (EC) consists of Hawaii's major energy companies, specialized military units, and agencies from all levels of government (including the Department of Business, Economic Development, and Tourism as Chair). The EC performs specific operational duties in support of ESF #12, similar to a voluntary multi-agency coordination group.

ii. Governor's Energy Emergency Preparedness Advisory Committee. The Governor's Energy Emergency Preparedness Advisory Committee (GEEPAC) is comprised of state officials and private citizen representatives appointed by the Governor to assess the adequacy of energy emergency contingency plans and measures.

iii. State Law Enforcement Coalition (SLEC). SLEC is an organization of State law enforcement agencies and partners and, when activated by SCD, coordinates and provides law enforcement resources to support county law enforcement agencies.

iv. Hawaii Tourism Authority (HTA). HTA strategically manages Hawaii tourism in a sustainable manner consistent with economic goals, cultural values, and the preservation of natural resources, community desires and visitor industry needs.

(3) Local Government. Local governments will contribute to the COP through standard reporting practices. The UCG will facilitate coordination of the common operational picture through the Division Supervisors assigned to local EOCs.

e. NGO Coordination Requirements. An anticipated need will be to coordinate communications and activities of numerous the NGOs. Some of the needs which will likely be served by these types of organizations include homeless populations, mental health issues, and other specialty social services.

(1) Hawaii State Voluntary Organizations Active in Disasters (HSVOAD) coordinates with the National VOAD for long-term recovery to support individuals affected by a disaster. HSVOAD also coordinates with appropriate government agencies and NGOs in the provision of service through SCD and FEMA Voluntary Agency Liaisons.

(2) American Red Cross (ARC) provides subject-matter expertise on regulations, policy, and all relevant ARC issues including general mass care planning, preparedness, response, and recovery activities.

(3) Healthcare Association of Hawaii (HAH) is a non-profit organization representing Hawaii's healthcare providers. HAH provides subject-matter expertise on hospital status (including damages, available casualty caring space, and staffing needs) and medical care support during a disaster. ESF #8 is the lead for medical care issues associated with a response. HAH will provide a representative to ESF #8 when requested.

f. Private Sector Coordination Requirements. SCD and FEMA will coordinate with the private sector on implementation of critical preparedness activities. During incident management, appropriate private sector entities may be notified and requested to provide relevant subject matter expertise to the UCG through the appropriate ESF. Representatives of private sector entities should be included, as appropriate, in long-term community recovery coordination and planning efforts. Private Sector utilities (e.g., electricity, communications, and water) restoration plans will be incorporated into the response and recovery process.

(1) Hawaiian Electric Company (HECO), including its subsidiaries, is a for-profit company that serves 95% of the residents of Hawaii. HECO provides subject-matter expertise on power infrastructure assessments and re-generation priorities.

g. Key Decisions.

(1) Implementation of any incident specific OPLAN for a catastrophic event is a coordinated State and Federal decision.

(2) A catastrophic incident or pending incident will trigger the Governor's request for a Presidential emergency or major disaster declaration.

h. Actions Required and Prohibited of the State and Federal Government.

(1) The Federal Government must:

- Coordinate requirements with SCD and local jurisdictions
- Coordinate with the private sector and NGOs in providing support

(2) The Federal Government does not:

- Have directive authority over SCD or local jurisdictions
- Have directive authority over the private sector or NGOs

The Posse Comitatus Act prohibits DoD Title 10 forces from exercising law enforcement, police, or peace officer powers on non-Federal property. Aerial photographic and visual search and surveillance by military personnel does not violate Posse Comitatus. National Guard forces operating in a State Active Duty or Title 32 status are exempt from Posse Comitatus restrictions. The USCG is exempt from Posse Comitatus in peacetime.

i. Critical Information Requirements (CIRS). Senior level decision makers responsible for implementing this plan will require information about:

- The type and extent of the incident
- Demographics including individuals displaced, self-evacuating, injured, and killed, and information on special needs populations
- Any mass casualty event
- Evacuation plans, timelines, and instructions (to include the evacuation of critical facilities such as hospitals and nursing homes)
- Requests and/or need for State and Federal assistance
- Status of declarations and ESF activations
- Identification of National-level and Governor priorities
- Damage to and status of critical facilities and infrastructure (e.g., loss of emergency power, degradation of seaport or airport operations)
- Release of HAZMAT that poses a substantial threat to public health, welfare, or the environment
- Public safety incident, riot or disturbance
- Changes to Marine Security (MARSEC) Levels
- Potential chemical, physical, and natural hazards that may affect the safety and health of response and recovery workers
- Status of shelters and their commodities
- Information on damage to residential dwellings and temporary housing plans, and power restoration timeline
- Factors that have significant economic impact
- Ability of government organizations to continue essential functions and services

4. ADMINISTRATION, RESOURCES, AND FUNDING

a. Administration. State, Federal, and local departments and agencies have responsibilities to manage financial activities within their established processes. For FEMA, the availability of services shall be administered through the FEMA National Response Coordination Center (NRCC) at the national level, the RRCC at the regional level, and the JFO at the field level.

(1) Responsibility for Management Oversight. The Stafford Act provides the legal framework for program requirements, fiduciary and material support, and materiel acquisition and disbursement. Once an emergency declaration has been made, authorized Federal response, recovery, and mitigation operations will be funded under the Disaster Relief Fund (DRF). The FEMA Disaster Finance Center and subordinate National Processing and Service Centers shall support the Finance and Administration Section as appropriate.

(2) Senior Financial Advisor Responsibilities. This plan does not alter or impact the responsibilities of senior financial advisors in other Federal departments and agencies. When other Federal department and agencies are operating programs under their own statutory authority and funding, there is an expectation that coordination among agencies with financial responsibilities will occur.

(a) FEMA's Office of Chief Financial Officer (OCFO) supports the organization in its primary mission to reduce the loss of life and property and protect the nation from All-hazards, including natural disasters, through financial management of the DRF. The OCFO is responsible for supporting disaster funding activities of domestic incident management. The OCFO provides the core Financial Management functions in support of NRCC, RRCC, and JFO operations.

(3) Coordination of State Mutual Aid Agreement(s). If SCD anticipates that its resources may be exceeded, the Governor can request assistance from the Federal Government and/or from other States through mutual aid and assistance agreements such as the EMAC. SCD coordinates all EMAC requests and does not need to exhaust mutual aid agreements before requesting Federal assistance.

(4) Financial Oversight. The Financial Management Support Annex to the NRF provides basic financial management guidance for all Federal departments and agencies providing assistance for incidents requiring a coordinated Federal response. OCFO uses Federal financial principles, policies, regulations, and management controls to ensure accountability of funds and provides financial management support to incidents requiring Federal coordination.

(5) Personnel Administrative Management Responsibilities. Emergency management and incident response activities require carefully managed resources (e.g., personnel, teams, facilities, equipment, and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying, organizing, and tracking will facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident.

Resource management should be flexible and scalable in order to support any phase of the incident and be adaptable to changes. Efficient and effective deployment of resources requires that resource management concepts and principles be utilized in all phases of emergency management and incident response.

(6) Authorities For and Policy On Personnel Augmentation. Each State, Federal, and department and agency possesses individual policies for personnel augmentation that is predicated on their authorities, various policies, memorandums of understanding and mutual aid agreements.

(7) Personnel Training. State, Federal, and local departments and agencies must ensure their employees who are engaged in incident response, recovery and mitigation activities are able to perform in accordance with standard resource typing guidelines and operational requirements.

Personnel reporting for duty at the JFO should be fully trained in the appropriate incident management doctrine and procedures and be knowledgeable in the operations of the agency they represent. Upon arriving at the JFO, State, Federal, and local department and agency representatives may be required to partake in certain training such as ethics, equal employment opportunity, etc.

(8) Travel and Travel Reimbursement. It is anticipated that travel to field facilities will be required by certain State, Federal, and local employees. Department and agencies should refer to their parent organization's travel policies and procedures.

b. Resources. Each scenario-based OPLAN Annex D includes a logistics phasing plan for delivering material during the initial surge response. FEMA Headquarters Logistics Management Directorate (LMD) in coordination with FEMA Region IX will push OPLAN specific resource/materiel packages to the State of Hawaii. FEMA Region IX will coordinate OPLAN Annex D implementation with SCD.

(1) State. SCD, Hawaii Department of Accounting and General Services (DAGS), and Hawaii Department of Budget and Finance execute contracts and manage, finance, and deploy State resources for all logistics functions during an incident.

(2) Federal. LMD is the primary Federal office for directing and overseeing disaster support for all logistics functions during an incident. RRCC interfaces with LMD during initial logistics support coordination until the Logistics Section is functional. FEMA Region IX support includes the execution of Interagency Agreements (IAAs) with Other Federal Agencies (OFAs) and NGOs and the procurement of support from local sources.

(3) Field. The Logistics Section is the responsible coordinator of resource support and logistics management in support of the response during an incident. Logistics Section activities are in support of the objectives set by the UCG and include field level facilities (e.g., JFO, Disaster Recovery Centers, and responder support camps). In addition to the JFO and Area Field Offices, movement of support resources will be through Incident Support Bases (ISBs), Federal and State Staging Areas, and Points of Distribution (POD).

(a) Federal and State Staging Areas (SAs) are centralized sites for receiving, inventorying, storage/staging, and distribution of relief support (teams, commodities, equipment). On Oahu, FSAs will be located primarily at DoD installations. If required, State SAs will be established along primary highways to ease movement.

(b) Points of Distribution (PODs) are the primary distribution point of disaster supplies to recipients. PODs will be strategically located throughout the island to efficiently distribute disaster supplies to shelters, hospitals, and the shelter in place population. The State of Hawaii is responsible for operating PODs.

(4) Concept of Logistics Support. Integration and utilization of resources will be accomplished through unity of effort. In general, State and Federal resources are integrated into the field level incident command. However, certain Federal resources are deployed under the control of the UCG, which is responsible for integration and utilization of these resources down to the field level. Examples include:

- Federal resources acting at a national or regional level, such as transportation assets for moving Federal supplies into the region
- Resources carrying out Federal responsibilities, such as housing inspectors assessing damage under the Disaster Housing Program

Deployment of federal resources to an incident in the State of Hawaii is given careful consideration in view of the long transit time and significant fiscal effort required to bring resources to operational status on arrival. Quick and efficient deployment of critical resources is vital to save lives, reduce suffering, and ensure continuity of critical infrastructure. Deployments are based on pre-scripted push-packages as detailed in each incident specific OPLAN Annex D as well as an accurate assessment of requirements via the COP. Resources may be:

- Placed on alert – notified of potential activation or deployment
- Activated – placed in a deployable configuration at an ISB, seaport, or airport of embarkation
- Deployed – Sent forward to a Federal or State SA in the State of Hawaii

SCD is responsible for procuring out-of-state resources, either through state-to-state mutual aid or through EMAC. Initially, this process occurs at the EOC, where decisions to request resources from other states or through EMAC are made based on whether local, mutual aid, or State agency resources are otherwise available. As the joint State/Federal organization shifts to the UCG, the decision to request resources from other states or through EMAC is made by the Operations and/or Logistics Sections as part of the process for evaluating the availability of resources to carry out operational objectives.

(a) Logistics Management. Upon notification of a disaster declaration, LMD will immediately activate the nationwide logistics system to mobilize commodities required for response to the incident. LMD will use a Push-Pull Strategy for distributing critical life-saving and sustaining resources in accordance with the execution strategy as defined by the UCG.

Once SAs are established and the UCG is functional, the distribution management will revert to a Pull Strategy. The Pull Strategy requires UCG identifying resource requirements and requesting resources before deployment. LMD, FEMA Region IX, and Logistics Section will jointly determine when to transition from the push to the pull approach.

Push packages represent incident specific resources (e.g., IMAT, medical teams, transportable shelters, Federal medical facilities, cargo and passenger aircraft) that are expected to be required to support the unified response. All “pushed” assets and resources will be 100% federally funded through initial deployment to the State of Hawaii or CONUS ISB(s). Push packages include Command and Control modules and are listed in each incident specific OPLAN Annex D.

LMD uses an information sharing technique throughout its supply chain. Information is available to all pertinent parties and accurate on a near-real-time basis. LMD refers to its program to integrate its systems for tracking requests, inventory, orders, and in-transit shipments collectively as Total Asset Visibility (TAV). The intent of the TAV solution is to provide for command and coordination of assets during emergency response activities and during regular non-emergency operations.

(b) Pre-Positioned Resources. For events with sufficient warning and lead time, State and local authorities, in coordination with the private sector, may coordinate and pre-position resources in locations close to where they will be needed. ESF #7 will coordinate to move disaster support resources to pre-designated locations as close to the incident area as possible but (if possible) outside of the impact area. Given some lead time FEMA Region IX will coordinate in advance with SCD and/or local jurisdictions to determine what, if any Federal capabilities may be needed. The Federal Government leverages geographic based resource stockpiles for the fulfillment of requirements. LMD maintains a Hawaii Distribution Center located on Oahu at 99-1269, Iwaena Street, Aiea, Hawaii, 96701.

c. Funding. Federal funding to support catastrophic incidents will be consistent with applicable laws and authorities. This plan does not provide additional funding mechanisms. There are two main types of funding:

(1) The Stafford Act.

(a) The Stafford Act provides the legal framework for fiduciary and material support.

(b) The Disaster Relief Fund (DRF), appropriated to FEMA, is available for purposes of the Stafford Act. Reimbursement may be provided from the DRF for activities conducted pursuant to these sections.

(c) Authorized Federal response, recovery, and mitigation operations will be funded under the DRF once an emergency declaration has been made. The DRF is not available for activities not authorized by the Stafford Act, for activities undertaken under other authorities or agency missions, or for non-Stafford Act incidents requiring a coordinated Federal response.

(d) Use of disaster funds will be triggered by an emergency or major disaster declaration from the President, however, before a major disaster or emergency declaration, the Stafford Act authorizes FEMA to pre-deploy personnel, who may be from various Federal agencies, and equipment to reduce immediate threats to life, property, public, employee, and responder health and safety, and to improve the timeliness of its response. Prior to Stafford Act declarations, the FEMA Assistant Administrator for Disaster Operations (for NRCC Operations),

the OCFO, or their designees, determine the required funding resources for the Surge Funding. FEMA is authorized to obligate funds to mobilize and deploy resources as needed.

(e) Examples of expenses allowed under Surge Funding include, but are not limited to:

- NRCC and RRCC activation
- IMAT deployment
- Establishment of mobilization and FSAs
- Staging of rescue, hazard assessment, or medical services
- Medical patient evacuations

(2) Federal-to-Federal Support.

(a) Initiatives that require additional resources, reallocation of existing resources beyond agency authorization, and/or an adjustment in department or interagency policies or strategic priorities will be coordinated interagency pursuant to HSPD-1 and submitted to Office of Management and Budget for consideration.

(b) A Federal entity with primary responsibility and statutory authority for handling an incident (i.e., the requesting agency) that needs support or assistance beyond its normal operations may request DHS coordination and facilitation through the NRF.

(c) Generally, the requesting agency provides funding for the incident consistent with provisions of the Economy Act, unless other statutory authorities exist. DHS coordinates assistance using the multiagency coordination structures in the NRF and in accordance with the NIMS.

5. OVERSIGHT, COORDINATING INSTRUCTIONS, AND COMMUNICATIONS.

a. Oversight. The UCG will exercise oversight of the operation.

b. Coordinating Instructions. SCD may use this plan unilaterally, and upon concurrence and coordination with FEMA Region IX, may initiate and execute the federal supporting elements within this plan.

The UCG, when established, directs the activities of the JFO. Any issues that cannot be resolved at the UCG level will be forwarded to the RRCC for adjudication, and issues that cannot be resolved at the RRCC level will be elevated to the NRCC for adjudication. This also includes general policy guidance for managing resources in support of the incidents.

c. Communications. Effective emergency management and incident response activities rely on flexible communications and information systems that provide a COP) to emergency management personnel and their affiliated organizations. Establishing and maintaining a COP and ensuring accessibility and interoperability are the principal goals of the Communications and Information Management component of NIMS and are essential for response and recovery operations. The COP will be developed in coordination with FEMA, State, local, NGOs, and

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private sector partners. FEMA is responsible for developing the COP. Each OPLAN Annex K offers incident-specific Communications and Information Management components.

Bothell Mobile Emergency Response Support (MERS) will typically provide the communications equipment capability for a State of Hawaii incident. MERS will be deployed via commercial airlift and is pushed upon activation of an incident specific OPLAN. As required, the Bothell MERS capabilities will be augmented through LMD. In the field, MERS provides the initial response communications connectivity for Federal responders and others. This connectivity consists of, but is not limited to, satellite, VHF, UHF, high frequency, and microwave line-of-sight systems interconnected by fiber optic cables to voice and data switches, local area networks, and desktop devices, such as personal computers and telephones. MERS establishes initial communications to support operations at the JFO.

SERT ESF #15 initially directs public information procedures in coordination with the Governor's Public Information Office and Mayoral Public Information Offices at the EOC. Coordination with Federal, State, and local entities is necessary to ensure accuracy and consistency in the delivery of emergency public information messages. Once the JIC is established at the JFO, State and Federal ESF #15 will operate out of the JIC. Each OPLAN Annex F offers incident-specific ESF #15 activities.

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ATTACHMENT 1: ACRONYMS AND ABBREVIATIONS

ACS	Alternate Care Site
AE	Aeromedical Evacuation
AFB	Air Force Base
AG	Hawaii Department of the Attorney General
APHIS	Animal & Plant Inspection Services
APOE	Airport of Embarkation
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
ARF	Action Request Form
ARRL	Amateur Radio Relay League
BGAN	Broadband Global Area Network
BNTM	Broadcast Notice to Mariners
BWS	C&C Board of Water Supply
C&C	City and County of Honolulu
C2	Command and Control
C4 ISR	Command, Control, Communications, Computers, Intelligence, Surveillance, and Reconnaissance
C-AT	Communications-Applied Technology
CBP	U.S. Customs and Border Protection
CC&R	Covenants, Conditions, and Restrictions
CD	Civil Defense
CDC	Centers for Disease Control & Prevention
CIC	Clean Islands Council
CIKR	Critical Infrastructure and Key Resources
CIR	Critical Information Requirements
CONPLAN	Hawaii Concept Plan
CONUS	Continental U.S.
COP	Common Operating Picture
COTP	Captain of the Port
COW	Cell On Wheels
CRRS	Critical Resource Relocation Sites
CTOC	Containerized Tactical Operations Center
D-SNAP	Disaster-Supplemental Nutrition Assistance Program
DAE	Disaster Assistance Employees
DAGS	Hawaii Department of Accounting and General Services
DBEDT	Hawaii Department of Business, Economic Development, and Tourism
DC	Distribution Center
DCCA	Hawaii Department of Commerce & Consumer Affairs
DCE	Defense Coordinating Element
DEM	C&C Department of Emergency Management
DES	Department of Economic Security
DFIRM	Digital Flood Insurance Map
DFM	C&C Department of Facility Maintenance
DHHL	Department of Hawaiian Home Lands
DHS	U.S. Department of Homeland Security
DIT	C&C Department of Information Technology
DLA	Defense Logistics Agency
DLIR	Hawaii Department of Labor & Industrial Relations
DLNR	Hawaii Department of Land and Natural Resources

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DMAT	Disaster Management Assistance Team
DME	Durable Medical Equipment
DMORT	Disaster Mortuary Operational Response Team
DOC	Disaster Operations Center
DOCARE	DLNR Division of Conservation and Resources Enforcement
DoD	Department of Defense
DOE	U.S. Department of Energy
DOFAW	DLNR Division of Forestry & Wildlife
DOH	Hawaii Department of Health
DOI	U.S. Department of the Interior
DOJ	Department of Justice
DOL	U.S. Department of Labor
DoS	Department of State
DOT	U.S. Department of Transportation
DPS	Hawaii Department of Public Safety
DRC	Disaster Recovery Center
DRF	Disaster Relief Fund
DSCA	Defense Support of Civil Authorities
DST	Decision Support Tool
DTS	C&C Department of Transportation Services
EAS	Emergency Alert System
EC	Hawaii State Energy Council
EDACS	Enhanced Digital Access Communications System
EMAC	Emergency Management Assistance Compact
EMD	Hawaii DOH Environmental Management Division
EMS	C&C Emergency Services - Emergency Medical Services
EMS	Emergency Medical Services
ENV	C&C Department of Environmental Services
EOC	Emergency Operations Center
EPA	Environmental Protection Agency
ER	Emergency Response
ESBD	Emergency Services Branch Director
ESF	Emergency Support Function
EVDO	Evolution Data Optimized
FAA	Federal Aviation Administration
FAA	U.S. Department of Transportation Federal Aviation Administration
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FCO	Federal Coordinating Officer
FCO	Federal Coordinating Officer
FEMA	Federal Emergency Management Agency
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration
FNARS	FEMA National Radio System
FNS	Food and Nutrition Service
FNS	USDA Food and Nutrition Service
FOUO	For Official Use Only
FRS	Family Radio Service
FSA	Federal Staging Area
FSO	Free-Space Optical
FTA	Federal Transit Administration

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FWS	U.S. Fish and Wildlife Service
GAR	Governor's Authorized Representative
GCA	General Contractors Association of Hawaii
GHz	Gigahertz
GIS	Geographic Information System
GSA	General Services Administration
HAH	Healthcare Association of Hawaii
HAWAS	Hawaii Warning System
HAZMAT	Hazardous Material
HAZUS	Hazards U.S. Multi-Hazard
HD	Homeland Defense
HDOA	Hawaii Department of Agriculture
HECO	Hawaiian Electric Company
HEER	Hawaii Hazard Evaluation & Emergency Response Office
HERT	Hospital Emergency Response Team
HF	High Frequency
HFD	Honolulu Fire Department
HFFC	Hawaii Fueling Facilities Corporation
HHLA	Hawaii Hotel & Lodging Association
HHS	U.S. Department of Health and Human Services
HI-DC	Hawaii Distribution Center
HI DOE	Hawaii Department of Education
HI DHS	Hawaii Department of Human Services
HI DOT	Hawaii Department of Transportation
HI DOT-AIR	Hawaii Department of Transportation-Airports Division
HI DOT-HAR	Hawaii Department of Transportation-Harbors Division
HING	Hawaii National Guard
HNL	Honolulu International Airport
HPD	Honolulu Police Department
HRSS	Hawaii Region Secure Server
HSIN	Homeland Security Information Network
HSIN	Homeland Security Information Network
HSPD	Homeland Security Presidential Directive
HSVOAD	Hawaii State Voluntary Organizations Active in Disaster
HTA	Hawaii Tourism Authority
HUD	U.S. Department of Housing & Urban Development
HVCB	Hawaii Visitors and Convention Bureau
IA	Individual Assistance
IAA	Interagency Agreement
IAP	Incident Action Plan
IC	Incident Command
ICAP	Integrated Communications Access Package
ICE	DHS - Immigration and Customs Enforcement
ICE-S	Interoperable Communications Extension System
ICG	International Communications Group
ICRI	Incident Commanders' Radio Interface
ICSD	DAGS Information and Communications Services Division
IED	Improvised Explosive Device
IHP	Individuals and Households Program
IMAT	Incident Management Assistance Team
IOF	Initial Operating Facility

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IP	Internet Protocol
IPS	Integrated Planning Process
IRCT	Incident Response Coordination Team
IRLP	Internet Radio Linking Project
ISB	Incident Support Base
ISO	International Shipping Organization
IST	Incident Support Team
JDOMS	Joint Director of Military Support
JFO	Joint Field Office
JHTF	Joint Housing Task Force
JIC	Joint Information Center
JISCC	Joint Incident Site Communications Capability
JLOTS	Joint Logistics Over The Shore
JOC	Joint Operations Center
JTF	Joint Task Force
JTF-HD	Joint Task Force-Homeland Defense
KIUC	Kauai Island Utilities Cooperative
KOA	Kona International Airport
LEO	Law Enforcement Online
LHI	Lihue Airport
LIDAR	Light Detection and Ranging
LMD	FEMA Logistics Management Directorate
LMR	Land Mobile Radio
MA	Mission Assignments
MARAD	Maritime Administration
MARS	Military Affiliate Radio System
MARSEC	Marine Security
MCC	Movement Coordination Center
MERS	Mobile Emergency Response Support
METF	Mass Evacuation Task Force
MF	Medium Frequency
MHE	Material Handling Equipment
MHz	Megahertz
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MOU/MOA	Memorandum of Understanding/Memorandum of Agreement
MPLS	Multiprotocol Label Switching
NAWAS	National Alert and Warning System
NCP	National Contingency Plan
NDMS	National Disaster Medical System
NFIP	National Flood Insurance Program
NGB	National Guard Bureau
NGO	Non-Governmental Organization
NIFOG	National Interoperability Field Operations Guide
NIH	National Institutes of Health
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
NIPRNet	Non-Secure Internet Protocol Router Network
NLC	National Logistics Coordinator
NLS	National Logistics System
NOAA	National Oceanic and Atmospheric Administration

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NOTAM	Notice to Airmen
NPG	National Preparedness Guidelines
NPS	National Park Service
NRCC	National Response Coordination Center
NRF	National Response Framework
NSS	National Shelter System
NVRT	National Veterinary Response Team
NWS	National Weather Service
OCFO	Office of Chief Financial Officer
OFA	Other Federal Agency
OPLAN	Operations Plan
ORE	Ocean Resources and Engineering
OSC	Operations Section Chief
PACMERS	Pacific Mobile Emergency Radio System
PAO	FEMA Region IX Pacific Area Office
PBX	Private Branch Exchange
PDC	Pacific Disaster Center
PLMR	Pacific Land Mobile Radio
POC	Point of Contact
POD	Point of Distribution
PPDS	Pre-Positioned Disaster Supplies
PPE	Personal Protective Equipment
PRT	Planning and Response Team
PSA	Public Service Announcement
PSMA	Pre-Scripted Mission Assignment
PSTN	Public Switched Telephone Network
PUC	Hawaii Public Utilities Commission
RACES	Radio Amateur Civil Emergency Service
RAS	RaySat
RDCK	Rapid Deployment Communications Kit
RDD	Radiological Dispersal Device
RoIP	Radio over Internet Protocol
ROWPU	Reverse Osmosis Water Purification Unit
RRCC	Regional Response Coordination Center
SA	Staging Area
SAR	Search and Rescue
SBA	Small Business Administration
SCD	Hawaii State Civil Defense
SCIP	Statewide Communications Interoperability Plan
SCO	State Coordinating Officer
SERT	State Emergency Response Team
SLEC	State Law Enforcement Coalition
SNS	Strategic National Stockpile
SOP	Standard Operating Procedures
SPG	Senior Policy Group
SPOE	Seaport of Embarkation
TAV	Total Asset Visibility
TDSR	Temporary Debris Storage and Reduction
THU	Temporary Housing Unit
TSA	Transportation Security Administration
UCG	Unified Coordination Group

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UH	University of Hawaii
US&R	Urban Search and Rescue
USACE	U.S. Army Corps of Engineers
USAID	U.S. Agency for International Development
USCG	U.S. Coast Guard
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
USPACOM	U.S. Pacific Command
USPS	U.S. Postal Service

ATTACHMENT 2: GLOSSARY

Alternate Care Sites (ACS) – In addition to special needs shelters, the Department of Health will identify and open ACS; these facilities are medical (not functional) in nature.

Command and Control (C2) – The designated unit of authority by which resources (personnel, equipment, and supplies) are deployed to accomplish the mission. Command and control functions are performed through an arrangement of personnel, equipment, communications, facilities, and procedures employed by a designated authority in planning, directing, coordinating, and controlling resources and operations in the accomplishment of the mission.

Continental U.S. (CONUS) – Includes the 48 contiguous states plus the District of Columbia. It does not include the States of Alaska and Hawaii or other U.S. island protectorates.

Critical Assumptions – Factors that are planned on, but not based on facts; suppositions about the current or future situation accepted as true in the absence of facts.

Critical Considerations – Planning factors that are based on facts.

Critical Resource Relocation Sites (CRRS) – Pre-identified ‘safer’ sites to stage and protect pre-event critical resources used to save and sustain post-event. CRRS are open to State, Federal, Local, Non-Governmental Organizations, and Private Sector. CRRS will be located near ports (air and sea), on major roads with easy access outside anticipated areas of damage. Examples of critical resources include but are not limited to containers of food, road clearing equipment, and transportation assets.

Director of Civil Defense – The Director of Civil Defense, subject to the direction and control of the Governor, coordinates the activities of all organizations for civil defense within the State. The Director of Civil Defense has the authority to further sub-delegate the powers from the Governor to any agency or person to whom the Governor could delegate these powers. If federal disaster assistance is approved, the Director is usually designated as the Governor’s Authorized Representative (GAR), who is empowered by the Governor to execute, on behalf of the State, all necessary documents for disaster assistance. The GAR represents the Governor in joint federal-State disaster management and homeland security affairs.

Divisions – The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A Division is located within the Incident Command System organization between the Branch and resources in the Operations Section.

Emergency Management Assistance Compact (EMAC) – A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

EOC Watchstanders – The personnel at the physical location 24/7 from which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place.

Federal Coordinating Officer (FCO) – The official appointed by the President to execute Stafford Act authorities, including the commitment of Federal Emergency Management Agency (FEMA) resources and mission assignment of other Federal departments or agencies. In all cases, the FCO represents the FEMA Administrator in the field to discharge all FEMA responsibilities for the response and recovery

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efforts underway. For Stafford Act events, the FCO is the primary Federal representative with whom the State Coordinating Officer and other State, tribal, and local response officials interface to determine the most urgent needs and set objectives for an effective response in collaboration with the Unified Coordination Group.

Governor's Authorized Representative (GAR) – An individual empowered by a Governor to: (1) execute all necessary documents for disaster assistance on behalf of the State, including certification of applications for public assistance; (2) represent the Governor of the impacted State in the Unified Coordination Group, when required; (3) coordinate and supervise the State disaster assistance program to include serving as its grant administrator; and (4) identify, in coordination with the State Coordinating Officer, the State's critical information needs for incorporation into a list of Essential Elements of Information.

Hazardous Material – Material which is explosive, flammable, poisonous, corrosive, reactive, or radioactive, and requires special care in handling because of the hazards posed to public health, safety, and/or the environment.

Hub Shelter – A centrally geographical government owned building within a designated Hub Site, capable of offering a safer haven before, during and after an event to a portion of the population within that Hub Site. If applicable, the Hub Shelter capabilities will include cooking, support to other shelters within the Hub Site, access to public health and medical services, and centralized point of information sharing.

Hub Sites – A geographical area that either serves a large population, or will likely be isolated during a catastrophic hurricane, flooding, tsunami, or earthquake. The hub area includes water wells, hub shelter, and a pre-staging site for commodities, equipment, personnel, and/or supplies.

Incident Management Assistance Team (IMAT) – A Federal national or regional-based team composed of FEMA-trained response personnel comparable to the Incident Command System Incident Management Teams (IMT). The IMAT is the initial Federal response team to the affected State for pending or actual events. The IMAT coordinates with the state to determine the extent and focus of Federal response support and remains until the threat is no longer valid, or upon transition to recovery. The IMAT replaces the Emergency Response Team (ERT) National and Advance.

Incident Support Base (ISB) – A temporary site outside the impact area that will have the transportation and MHE capabilities necessary to receive, pre-position, and deploy commodities, equipment, and personnel as requested by the State.

Joint Housing Task Force – An organized, standing State of Hawaii led task force with applicable representatives from State, Federal, local, non-governmental organizations, and private sector. Since this task force is already functional in the State of Hawaii, it becomes the state-led disaster housing task force as defined in the FEMA National Disaster Housing Strategy during a catastrophic event.

Mass Care – Per the National Response Framework (NRF) Emergency Support Function (ESF) #6 Annex, mass care includes sheltering, feeding operations, emergency first aid, bulk distribution of emergency items, and collecting and providing information on victims to family members.

Mass Evacuation – An organized, phased, and supervised withdrawal, dispersal, or removal of large numbers of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas. In Hawaii, evacuations pre-event are to shelters, most of the population will shelter in place. A mass evacuation in Hawaii will be post event.

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Mission Assignment (MA) – The mechanism used to support Federal operations in a Stafford Act major disaster or emergency declaration. It orders immediate, short-term emergency response assistance when an applicable State or local government is overwhelmed by the event and lacks the capability to perform, or contract for, the necessary work. A work order or request for performance of work issued by a Federal Emergency Management Agency official to a Federal agency directing completion by that agency of specified tasks and citing funding, managerial controls, or guidance. Mission Assignments do not include grants, purchases from vendors, cooperative agreements, or other financial vehicles.

Mobile Emergency Response Support (MERS) – A support unit with the capability of providing communications and logistics support to emergency response teams.

National Incident Management System (NIMS) – Per the National Response Framework, a systematic, proactive approach guiding government agencies at all levels, the private sector, and nongovernmental organizations to work seamlessly to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment. NIMS codified emergency management discipline in six areas, including: incident command and management structures, core preparedness activities, resource management, communications, supporting technologies, and the maintenance for these systems over time.

National Planning Scenarios – Per the National Preparedness Guidelines, a diverse set of high-consequence threat scenarios of both potential terrorist attacks and natural disasters. Collectively, the 15 scenarios are designed to focus contingency planning for homeland security preparedness work at all levels of government and with the private sector. The scenarios form the basis for coordinated Federal planning, training, exercises, and grant investments needed to prepare for emergencies of all types.

National Response Coordination Center (NRCC) – The focal point for National-level coordination and response activities. It receives and disseminates information on natural and manmade disasters, prepares daily reports on emergency activities, houses and provides direct support to the Emergency Support Team in operations and exercises. It is located in Washington, DC.

National Response Framework (NRF) – A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices from managing incidents that range from the serious but purely local to large scale terrorist attacks or catastrophic natural disasters.

Nongovernmental Organization (NGO) – Per the National Response Framework, an entity that is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

Outside the Continental U.S. (OCONUS) – Includes the States of Alaska and Hawaii and other U.S. island protectorates.

Orographic – The effects caused by winds moving from low to high elevations and over rising terrain.

Phased Response And Recovery –

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Phase 1: Prepare – Consistent with HSPD-8 and the NRF, preparedness is defined as actions that involve a combination of planning, resources, training, exercising, and organizing to build, sustain, and improve operational capabilities. Preparedness is the process of identifying the personnel, training, and equipment needed for a wide range of potential incidents, and developing jurisdiction-specific plans for delivering capabilities when needed for an incident.

This phase consists of three sub-phases which range from steady-state operations to the proactive repositioning of Federal assets once a hurricane is eminent. Actions taken before a severe tropical storm or hurricane makes landfall are focused on awareness, preparedness, and protection:

Phase 1a: Normal Operations – Normal operations is the “steady-state” in the absence of a specific storm threat – this includes the period outside of the Atlantic hurricane season and periods during hurricane season in which no storm has been detected. During this sub-phase, hurricane plans are reviewed and refined based on new or changed facts, assumptions, lessons learned, and best practices. The normal operations phase addresses preparatory actions taken before a severe tropical storm or hurricane makes landfall to include plan development, training, exercises, and other actions that enhance response capabilities such as advanced readiness contracting, the development of pre-scripted mission assignments, and pre-positioning of select resources.

Phase 1b: Elevated Threat – This sub-phase occurs when a tropical depression has been detected. The storm’s future and track are not solidified and there is a great deal of uncertainty. Therefore, this sub-phase involves heightened situational awareness which includes collecting, analyzing, and disseminating pertinent information (such as weather reports and floodplain maps) to anticipate requirements to ensure a prompt response.

Phase 1c: Credible Threat – At this point, it has been determined that a hurricane or tropical storm will make landfall in a certain area. The Federal Government begins to deploy certain assets in coordination with State authorities.

Phase 2: Incident and Incident Response – Immediate actions to save and sustain lives, protect property and the environment, and meet basic human needs. Response also includes setting the stage for recovery and the execution of emergency plans.

Phase 3: Post-Incident (Recovery and Mitigation) – Includes both short and long term efforts for the rebuilding and revitalization of affected communities. The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

Points of Distribution (PODs) – A temporary designated location within the disaster affected area from which State and local responders distribute supplies to victims. PODs are operated by the affected state and county.

Post-Katrina Emergency Management Reform Act of 2006 – October 4, 2006, the President signed into law the Post-Katrina Emergency Management Reform Act, that established new leadership positions within the Department of Homeland Security, brought preparedness functions into DHS/FEMA, created

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and reallocated functions to other components within the Department, and amended the Homeland Security Act.

Presidential Declaration – An emergency or major disaster declaration as defined in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act).

Emergency – Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Stafford Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Major Disaster – Under the Stafford Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion in any part of the United States that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Regional Response Coordination Centers (RRCCs) – Located in each Federal Emergency Management Agency (FEMA) Region, these multi-agency coordination centers are staffed by Emergency Support Functions in anticipation of or immediately following a serious incident in the region. Operating under the direction of the DHS/FEMA Regional Administrator, the RRCCs coordinate Federal regional response effort and maintain connectivity with State emergency operations centers, State fusion centers, Federal Executive Boards, and other Federal and State operations and coordination centers that have potential to contribute to development of situational awareness.

Responder Support Camps – A main encampment providing meals, shelter, and communications for personnel supporting disaster response and recovery activities, formerly called Base Camps.

Seaport Unified Command – An application of the Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. The U.S. Coast Guard (USCG) will form a seaport Unified Command with HI DOT-Harbors Division (HAR), the U.S. Department of Transportation (DOT), U.S. Department of Defense (DoD), and the private shipping industry for the Port of Honolulu.

Search and Rescue (SAR) – Strategic, tactical, and operational efforts to locate, provide medical stabilization and treatment, and extricate isolated and/or trapped victims.

Senior Policy Group (SPG) – The SSPG will convene at the request of the Governor and recommends priorities for State resources to enable quick and effective response and recovery operations. The SSPG includes the Governor, Lieutenant Governor, Governor's Chief of Staff, Senior Advisor for Communications, Senior Policy Advisor, Attorney General, Adjutant General/Director of Civil Defense, and Directors from the Departments of Accounting and General Services; Agriculture; Budget and Finance; Business, Economic Development and Tourism; Health; Human Resources Development; Land and Natural Resources; Public Safety; and Transportation. The SSPG may also include the Superintendent of the Department of Education, President of the University of Hawaii, other remaining department directors, the Governor's Liaison to Tourism, and private sector representatives.

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Special Needs – Additional functional or medical need/s required by an individual before, during, and after an incident.

Functional – Per the National Response Framework Glossary, populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who are transportation disadvantaged. Hawaii Department of Human Services will provide technical assistance to designated Special Needs Shelters.

Medical – Hospitalized patients, patients with physical or mental handicaps that limit their mobility and/or ability to function on their own, patients requiring special equipment or medication to sustain life, and patients with chronic, debilitating medical conditions that require intermittent assistance. Medical Special Needs and/or acute medical care sheltering requirements will be triaged at Alternate Care Sites at Hub Shelters and operated by Hawaii Department of Health.

Staging Area (SA) – Any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

State Coordinating Office (SCO) – Usually the Vice Director of SCD. The individual appointed by the Governor to coordinate State disaster assistance efforts with those of the Federal Government. The SCO plays a critical role in managing the State response and recovery operations following Stafford Act declarations. The Governor of the affected State appoints the SCO, and lines of authority flow from the Governor to the SCO, following the State's policies and laws.

Strong Category 4 Hurricane – Maximum sustained winds of 150-155 mph; gusts over this do not cause the storm to be considered a category 5.

State Emergency Response Team (SERT) – SERT implements State response and recovery activities consistent with the priorities set by the Governor. The State Emergency Response Team organization is flexible, scalable, and consistent with the National Incident Management System. The actual composition and staffing of the SERT is dependent on the size and scope of the incident, emergency, or disaster.

Task Force – Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Time-Phased Force Deployment List (TPFDL) – A management and operational tool to orchestrate the simultaneous movement of critical resources to an area in accordance with an established priority. It takes the form of a computer printout which identifies the team/unit/element of interest, non-related cargo, and personnel being moved, mode of transportation, routing, available and required delivery dates, and points of embarkation and debarkation.

Unified Command – An application of the Incident Command System used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish a common set of objectives and strategies and single Incident Action Plan. The U.S. Coast Guard (USCG) will form a seaport Unified Command with HI DOT-Harbors Division (HAR), the U.S. Department of Transportation (DOT), U.S. Department of Defense (DoD), and the private shipping industry for the Port of Honolulu.

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Unified Coordination Group (UCG) – The term used in the National Response Framework to reflect what is referred to in the Incident Command System as “Unified Command.” The UCG members include but are not limited to the Federal Coordinating Officer, the State Coordinating Officer, the Governor’s Authorized Representative, the Defense Coordinating Officer, and other Federal and State officials.

Urban Search and Rescue (US&R) – FEMA teams under Emergency Support Function (ESF) #9 that conduct search and rescue operations. US&R Task Forces are specialized teams that locate, rescue (extricate), and provide initial medical stabilization of victims trapped in confined spaces.

Vice Director of Civil Defense - The Vice Director is the first assistant to the Director of Civil Defense and in the absence of the Director, has all the duties and responsibilities of the Director. The Vice Director has responsibility for the operation of the State Emergency Operations Center (EOC) and directs and coordinates the operation of the State Emergency Response Team and ESF in accordance with the Governor’s priorities. The Vice Director is usually designated as the State Coordinating Officer (SCO) and empowered by the Governor to coordinate State disaster assistance efforts with those of the federal government. The SCO serves a critical role in managing the State response and recovery operations following Stafford Act declarations.

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ATTACHMENT 3: RESOURCE LINKS

Emergency Management Links:

National Response Framework (NRF):

www.fema.gov/pdf/emergency/nrf/nrf-core.pdf

The *National Response Framework* presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies - from the smallest incident to the largest catastrophe. The *Framework* establishes a comprehensive, national, all-hazards approach to domestic incident response.

National Incident Management System (NIMS) Resource Center:

<http://www.fema.gov/emergency/nims/>

FEMA Disaster Workforce Task Books:

<http://www.learningservices.us/fema/taskbooks/showAllCadres.cfm>

FEMA National Disaster Housing Strategy Resource Center:

<http://www.fema.gov/emergency/disasterhousing/>

Incident Command System (ICS) Forms:

http://training.fema.gov/EMIWeb/IS/ICSResource/ICSResCntr_Forms.htm

Web-based Courses:

IS-800.B National Response Framework, An Introduction:

<http://www.training.fema.gov/EMIWeb/IS/IS800b.asp>

This course introduces participants to the concepts and principles of the National Response Framework.

Various training through FEMA's independent study program (ISP):

<http://training.fema.gov/IS/crslist.asp>

Includes training for the Incident Command System (ICS), emergency management, etc.

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ATTACHMENT 4: SAMPLE RESPONSE AND RECOVERY DOCUMENTS

SAMPLE FEMA FUEL STRATEGY
[INSERT DATE]

FUELING STRATEGY

Fueling Station (gas and diesel) for smaller vehicles (non- tractor/trailers) – All small vehicles will be fueled at the DoD bladder-fueling site. *Joe Fuels* will no longer provide fueling services by Lot 2.

“Refer” fueling – “Refer” fueling will be provided by *Joe Fuels*. Trucks will remain in place in the lots or on the roads and the fueling truck will come to the rig. At least twice a day forestry personnel will escort a fueling truck to the lots and roads to check on fueling requests. Units needing fuel will tip their hoods to signal the need for fuel or advise the lot manager or other forestry personnel.

Other fueling - SAR and others needing fuel for their fueling trucks that are re-fueling light stands and engine generators will be provided bulk fuel at the DoD bladder fueling site.

Suggestion: On-site DoD fueling personnel have advised that DoD intends to provide fueling of emergency vehicles (and others authorized by FEMA) in the southern counties from their operations at *Responder Camp Alpha*. FEMA should coordinate with DOD to recommend that re-fueling trucks be provided to *Responder Camp Beta* and refueling in the Honolulu/Pearl Harbor area be accomplished by DoD resources at *Responder Camp Beta* as a much more efficient and effective plan. DoD map indicated hub locations such as Peal City, Aiea, Salt Lake, Manoa, and Kamiki plus *Responder Camp Beta*.

Information: Given the improving fuel supply situation, truckers are responsible for obtaining fuel BEFORE check-in at *Responder Camp Beta*. Truckers should arrive with at least $\frac{3}{4}$ full tank and full refer tank. Ice load refers will be refueled as needed to protect the product.

ESF #7
[INSERT DATE]

SAMPLE FEMA FUEL POLICY
[INSERT DATE]

FEMA FUELING POLICY
Responder Camp Beta

Given the improving fuel supply situation, truckers are responsible for obtaining fuel BEFORE check-in at *Responder Camp Beta*. Truckers should arrive with at least $\frac{3}{4}$ full tank and full refer tank. Ice load refers will be refueled as needed to protect the product. Units needing fuel should tip their hood to signal the need for fuel or advise the lot manager or camp personnel. FUEL WILL COME TO THEM and a decision will be made regarding providing fuel.

Also, twice daily, camp personnel will escort a fueling truck to the lots and roads to check on fueling requests.

ESF #7
[INSERT DATE]