

Catastrophic Incident Annex

Coordinating Agency:

Mississippi Emergency Management Agency
Mississippi Office of Homeland Security

Federal Coordinating Agency:

Department of Homeland Security

Cooperating Agencies:

All State Agencies and Non-Governmental Organizations with assigned primary or supporting Emergency Support Function (ESF) responsibilities.

Federal Cooperating Agencies:

All Federal departments and agencies (and other organizations) with assigned primary or supporting Emergency Support Function (ESF) responsibilities.

Introduction

Purpose

The Catastrophic Incident Annex to the State of Mississippi's Comprehensive Emergency Management Plan (CEMP) establishes the strategy for implementing and coordinating an accelerated, proactive state response to a catastrophic incident. A catastrophic incident, as defined in the NRP, is any natural or manmade incident, including terrorism that produces extraordinary levels of mass casualties, damage, and disruption severely affecting the population, infrastructure, environment, economy, and government functions. Such an event would immediately exceed resources normally available in the Local, State, Federal and private sectors, and therefore would require State/Federal/ assistance in a timelier manner than the CEMP typically could provide.

Recognizing that State and/or Federal resources will be required to augment profoundly overwhelmed local response efforts, the CEMP Catastrophic Incident Annex (CEMP-CIA) establishes protocols to pre-designate and rapidly deploy key resources (e.g., medical teams, search and rescue teams, shelters, **transportable shelters**, medical and equipment caches, etc.) that are expected to be urgently needed or required to save lives and contain incidents.

Scope

A catastrophic incident may include sustained statewide impacts over a prolonged period of time, and an interruption to government operations and emergency services to such a significant extent that national security is threatened.

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Upon the direction of the Governor of Mississippi, or the Governor's Authorized Representative (GAR), State resources will deploy as quickly as possible following a catastrophic incident to **one or more pre-designated staging areas near the incident area**. The resources will deploy in accordance with a phased, prioritized schedule, and in coordination with the affected local jurisdiction(s) and incident command structure.

Policies

- The CEMP-CIA strategy is consistent with the NRP and the National Incident Management System (NIMS) protocols and Incident Command System conventions.
- All deploying resources remain under State oversight during mobilization and deployment to include pre-deployment staging at a **State Mobilization Center or other State facility**.
- **State resources arriving are subsequently integrated into the incident response effort and are assigned and report to an organizational component of the incident command structure.**
- The occurrence or threat of multiple catastrophic incidents may significantly reduce the size, speed, and depth of the State response. If deemed necessary or prudent, the State may reduce the availability or allocation of resources when multiple areas are competing for the same resources, or hold certain resources in reserve as a hedge against additional incidents.

Situation

- Incident Condition: Normal procedures for ESF #1, 6, 8, 9, and 15 and others will be expedited or streamlined to address magnitude of events. All ESFs must maximize utilization and efficiency of scarce resources. In catastrophic events, it is expected that State and Federal entities will provide assistance outside the normal request process in one or more of the following areas:
 - Mass Care, Housing, and Human Services (ESF #6). The ability to provide functions such as temporary shelter, long-term shelter, food, medical care, clothing, and other essential life support needs to people may be complicated by contaminated
 - Search and Rescue (ESF #9). Resources and personnel to perform operational activities that include locating, extricating, and providing onsite medical treatment to victims trapped in collapsed structures are limited. If the search and rescue operations are

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required in areas of contamination, the availability of properly equipped resources is extremely limited.

- Decontamination (ESF #10). Incidents involving hazardous materials or possible weapons of mass destruction (WMD) may require decontamination of casualties, evacuees, animals, and equipment. Given the potentially large numbers of casualties and evacuees, resulting decontamination requirements will quickly outstrip local and State capabilities.
- Public Health and Support (ESF #8). There will be a significant need for environmental and public health support, including mental health services. Medical support will be required not only at medical facilities, but in large numbers at casualty evacuation points, and evacuee and refugee points and shelters, and to support field operations. In addition, any contamination dimension will increase the requirement for technical assistance.
- Medical Equipment and Supplies (ESF #8). Shortages of available supplies of preventive and therapeutic pharmaceuticals and qualified medical personnel to administer available prophylaxis are likely. Timely distribution of prophylaxis may forestall additional illnesses, and reduce the impact of disease among those already exposed.
- Casualty and Fatality Management and Transportation (ESF #8). State resources may be required to manage the transportation and storage of dead, injured, and exposed victims if their numbers are extremely high. In addition, the immense numbers of casualties are likely to overwhelm the bed capacities of local medical facilities.
- External Affairs (ESF #15). On a statewide scale, the State must be prepared to immediately provide clear and coherent guidance and direction in case the local public communications channels are overwhelmed.
- Planning Assumptions
 - A catastrophic event will result in large quantities of casualties and/or displaced persons, possibly in the thousands.
 - A catastrophic mass casualty/mass evacuation incident will trigger a Governor's disaster declaration and probably a Presidential disaster declaration, immediately or otherwise.

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- The nature and scope of such an event may include chemical, biological, radiological, or nuclear (CBRN) attacks, disease epidemics, major earthquakes, major hurricanes, and/or other natural or manmade hazards.
- Multiple events may occur simultaneously or sequentially in contiguous and/or noncontiguous areas.
- A catastrophic incident may occur with little or no warning. Some incidents, such as rapidly spreading disease outbreaks, may be well underway before being detected.
- The event will cause significant disruption of the area's critical infrastructure and power, transportation, utilities, and communications systems.
- The response capabilities and resources of the local jurisdiction (to include mutual aid from surrounding jurisdictions and response support from the State) may be insufficient and quickly overwhelmed. Many local emergency personnel who normally respond to disasters will be among those affected and unable to perform their duties.
- A detailed and credible common operating picture may not be achievable for 24 to 48 hours (or longer) after the incident. As a result, response activities must begin without the benefit of a detailed or complete situation and critical needs assessment.
- State support must be provided in a timely manner to save lives, prevent human suffering, and mitigate severe damage. This may require deploying assets before they are requested via normal protocol.
- Large-scale evacuations, organized or self-directed, may occur. More people initially will flee and seek shelter for attacks involving CBRN agents than for natural events. The health-related implications of an incident will aggravate attempts to implement a coordinated evacuation management strategy.
- Large numbers of people may be left temporarily or permanently homeless and may require prolonged temporary housing.
- A catastrophic incident may produce environmental impacts (e.g., persistent chemical, biological, or radiological contamination) that

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severely challenge the ability and capacity of governments and communities to achieve a timely recovery.

- A catastrophic incident will have unique dimensions/characteristics requiring that response plans/strategies be flexible enough to effectively address emerging needs and requirements.
- A catastrophic incident may have national dimensions. These include potential impacts on interstate trade, transit, law enforcement coordination and other areas.
- If the incident is the result of terrorism, the Homeland Security Advisory System (HSAS) level will likely be raised regionally, and perhaps nationally. Elevation of the HSAS level carries additional local, State, and Federal security enhancements that may affect the availability of certain response resources.

IV. Concept of Operations

A. County and local responsibilities

- County and local jurisdiction responsibilities are covered in their County Emergency Management Plans. This annex addresses the proactive State response to be taken in a catastrophic event.

B. State Response

- In accordance with provisions for proactive State support to catastrophic incidents, the EOP employs a more aggressive approach to the provision of State resources to save lives and contain the incident.
- Guiding principles for proactive State response include the following:
 - The primary mission is to save lives, protect property and critical infrastructure, contain the event, and protect the national security;
 - Standard procedures regarding requests for assistance may be expedited, or under extreme circumstances, suspended in the immediate aftermath of an event of this magnitude;

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- Pre-identified State response resources deploy and begin necessary operations as required to commence life-safety activities; and
- Notification and full coordination with Counties will occur, but the coordination process will not delay or impede the rapid deployment and use of critical resources. Counties are urged to notify and coordinate.
- Upon recognition that a catastrophic incident condition exists, the Director of the Mississippi Emergency Management Agency along with the Director of the Mississippi Office of Homeland Security (MOHS) immediately designates the event an Incident of National Significance and directs, in advance of a formal Governor's disaster declaration, implementation of the CEMP. Upon notification from the State Emergency Operations Center (SEOC) that the CEMP has been implemented, State departments and agencies will:
 - Take immediate actions to activate, mobilize, and deploy designated resources.
 - Take immediate actions to protect life and property under their jurisdiction, and provide assistance within the affected area.
 - Immediately commence those hazard-specific activities established under the appropriate and applicable CEMP Incident Annex(es), including the CEMP-CIA.
 - Immediately commence functional activities and responsibilities established under the CEMP Emergency Support Function Annexes.
- CEMP-CIA actions that the State takes in response to a catastrophic incident include:
 - All State departments and designated agencies (including the American Red Cross) tasked to initiate actions implement/initiate those assigned actions within the directed timeframe(s).
 - All State departments and designated agencies (including the American Red Cross) assigned primary or supporting Emergency Support Function (ESF) responsibilities immediately implement those responsibilities, as appropriate or directed.

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- Immediately incident-specific resources and capabilities (e.g., medical teams, search and rescue teams, equipment, **transportable shelters**, preventive and therapeutic pharmaceutical caches, etc.) are activated and mobilized for deployment to the incident site, in accordance with the CEMP. The development of site-specific catastrophic incident response plans that include the pre-identification of incident-specific critical resource requirements and corresponding deployment strategies accelerates the timely provision of critically skilled resources and capabilities.
- Regional State facilities (e.g., hospitals) are activated and prepared to receive and treat casualties from the incident area. State facilities will be directed to reprioritize services (in some cases reducing or postponing certain customary services) until lifesaving activities are concluded. The development of site-specific catastrophic incident response plans that include the pre-identification of projected casualty and mass care support requirements and potentially available facilities expands the response architecture and accelerates the availability of such resources.
- Supplementary support agreements with the private sector are activated.
 - Given the projected high demand for augmentation support, as well as the potential national security implications of a catastrophic incident, State employees may be redirected from their day-to-day assignments to support the response effort. Catastrophic incident response assignments will be commensurate with the employee's knowledge, skills, and abilities. Under no circumstances will employee health and safety be compromised.

V. Responsibilities: This section summarizes State department and agency responsibilities under the CEMP-CIA.

- Primary Agency: Mississippi Emergency Management Agency
 - Establish that a catastrophic incident has occurred and implement the CEMP.
 - Notify all State agencies/departments with response responsibilities.

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- Activate and deploy (or prepare to deploy) resources in accordance with the CEMP.
- Identify, prepare, and make operational, facilities critical to support the movement and reception of deploying State resources.
- Activate State-level facilities and capabilities in accordance with CEMP protocols.
- Establish and maintain communications with incident command authorities to ensure a common and current operating picture regarding critical resource requirements. As specific resource requirements are identified, advise the MS Department of Transportation (MDOT) to reprioritize and adjust the resource flow accordingly.
- Primary Agency: Mississippi Office of Homeland Security
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- Support Agencies

All State Agencies and departments with ESF primary agency responsibilities immediately commence activation of assets/resources, and assessments of probable consequences of the incident, and project resources required, and develop short- and long-term implementation strategies. When notified by the SEOC of a catastrophic incident, State agencies/departments immediately implement actions required to support implementation of the CEMP.