

MISSISSIPPI COMPREHENSIVE EMERGENCY MANAGEMENT PLAN (CEMP)

ESF #16 Military Support to Civil Authorities Annex

Coordinating Agency

Mississippi Military Department (MMD)
Mississippi National Guard (MSNG)

Primary Agencies

Mississippi Army National Guard (ARNG)
Mississippi Air National Guard (ANG)

Supporting Agency

Mississippi Emergency Management Agency (MEMA)

Federal Coordinating Agency

Department of Homeland Security (DHS)
Federal Emergency Management Agency (FEMA)

Federal Support Agencies

Department of Defense (DOD)
National Guard Bureau (NGB)
United States Coast Guard (USCG)
United States Army Corps of Engineers (USACE)
US Air Force Auxiliary, Civil Air Patrol (CAP)

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1. INTRODUCTION. The Mississippi Military Department (MMD), herein referred to as MMD or the Mississippi National Guard (MSNG), can respond to domestic emergencies and aid civil authorities to save lives, prevent human suffering, or mitigate significant property damage. Such assistance occurs after the Governor declares a State of Emergency (SOE) and issuance of an Executive Order (EO) authorizing the MSNG to respond. In these instances, the MSNG or other military forces supplement local, tribal, and state entities, voluntary organizations, non-governmental organizations, and the private sector during domestic threats or in response to actual or potential incidents.

a. Purpose. The purpose of this Emergency Support Function (ESF) #16 Military Support to Civil Authorities Annex is to provide and maintain a military support structure for response and recovery missions following an emergency or a major disaster. This Annex is not designed to supplant or usurp existing plans, policies, or procedures but will provide an overview of how the state intends to utilize military assets during an emergency management situation.

b. Scope. This Annex provides structures for implementing state-level policy and operational coordination. It can be partially or fully implemented, anticipating a significant event or response to an incident. The selective implementation allows for a scaled response, delivery of the needed resources, and coordination appropriate to the incident. If an emergency or major disaster occurs that overwhelms local resources, ESF #16 of the Mississippi Comprehensive Emergency Management Plan (CEMP) may be activated to provide support in accordance with the concepts of the National Response Framework (NRF). If mobilization of the NRF is required, since there is no federal ESF #16, the Federal Emergency Management Agency (FEMA) is the primary agency in coordination with the Department of Defense (DOD).

2. POLICIES.

a. An SOE and EO are required to activate the MSNG.

b. The Mississippi Emergency Management Agency (MEMA), through the State Emergency Operations Center (SEOC), will maintain overall direction, control, and coordination of state response and recovery efforts through coordination with all participating agencies, including federal agencies tasked by FEMA.

c. The MSNG will appoint an Emergency Coordinating Officer (ECO) to work in conjunction with MEMA, other state agencies, and federal agencies in an emergency military support to civil authorities capacity at the SEOC.

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d. If state emergency military resources either have been exhausted or are expected to be exhausted before meeting the demand, the ECO for ESF #16 will recommend that assistance be requested from other states through the Emergency Management Assistance Compact (EMAC) or from FEMA.

e. The MSNG ECO will coordinate from the SEOC or virtually, incident-dependent. However, a catastrophic event may require establishing an additional forward coordination element at another facility near the impacted area.

f. To ensure the orderly flow of resources, the MSNG will coordinate all transportation movements with ESF #1 (Transportation), ESF #5(Emergency Management), and ESF #7 (Logistics).

3. CONCEPT OF OPERATIONS.

a. Assumptions.

(1) Existing state and military telecommunications infrastructure will provide the primary means for incident communications.

(2) Primary agencies (including MEMA) and support agencies will perform tasks under their authority, as applicable, in addition to missions received under the authority of MEMA.

(3) Most emergencies and disasters involve damage to property to some extent. Roads, bridges, public utility systems, public and private buildings, homes, and other facilities will have to be inspected, either cleared for use, reinforced, quarantined, or demolished to ensure safety.

(4) Before requesting EMAC or federal assets, all available local, private, semi-private, and state resources will be deployed through the Statewide Mutual Aid Compact (SMAC) to the maximum extent possible.

(5) State or federal assistance may be required to identify and deploy resources from outside the affected area to ensure a timely, efficient, and effective response and recovery.

(6) Numerous volunteering entities, both governmental and non-governmental, may mobilize personnel, supplies, and equipment to affected areas with neither coordination nor communication with the SEOC or deployed elements.

b. General Concepts.

(1) The Executive Director of the MEMA and the MSNG Adjutant General (TAG) will evaluate the overall magnitude of each incident. If all other available resources are insufficient, the recommendation to activate the MSNG is presented to the Governor for execution.

(2) Once State Active Duty (SAD) is authorized, MEMA will submit mission assignments for military support directly to the MSNG Director of Military Support (DOMS) for execution.

(3) The TAG has the authority to coordinate additional support from other states by manner of EMAC agreements that will be routed through MEMA to the emergency management agency of the supporting state.

(4) MEMA will keep all responsible agencies informed of impending conditions (incident developments, weather, hazardous materials, or other events) that would cause them to assume a readiness posture for activating the SEOC for possible deployment to a forward area of operation or other activity.

(5) When ESF #16 is activated, ESF #5 and other appropriate support ESFs will be activated to support the event. ESF #16 will continually assess and develop action plans for ESF #5 to ensure all supporting agencies function appropriately and in a coordinated manner.

(6) Through their county Emergency Operations Centers (EOCs), local officials should be encouraged to be self-sufficient during the first 2–3 days of a disaster.

(7) Local officials and managers should channel their requests for assistance where possible through county EOCs.

(8) Local officials must conduct an initial damage assessment to determine the severity and magnitude of property damage in quantity, community impact, and dollar amount. These results will be reported to the SEOC, where appropriate response actions will be initiated. Where possible, such communication should be routed through the jurisdiction's county EOC.

(9) Working in coordination with the SEOC and the State Warning Point (SWP), the Joint Information Center (JIC) will release special weather statements and warnings provided by the National Weather Service (NWS) to emergency workers and the general population. These releases will be made through the normal ESF #15 (External Affairs) release networks, SWP AtHoc mass notifications, and additionally provided to emergency work sites, staging areas, and other incident support sites as needed.

c. Sheltering at MSNG Armories.

(1) For armories to be used as shelters, local shelter resources must be either expended, damaged beyond safe occupancy, threatened by floodwaters, or otherwise determined not suitable for use. MSNG armories are the absolute least favorable facilities for use as shelters and should only be used if necessary.

(2) Local authorities will have to submit a request for an armory to MEMA for coordination with the American Red Cross (ARC) and the Mississippi Department of Human Services (MDHS).

(3) If MDHS and ARC support using an armory, MEMA will forward the request to ESF #16. Upon approval from the MSNG, the armory can then be used as a shelter.

4. ORGANIZATION.

a. State Emergency Operations Center. In an incident or a major declared state emergency, the MSNG ECO or the MSNG emergency coordination staff will support the SEOC virtually or take up positions at the SEOC, situationally dependent. A current list of agency emergency notifications is maintained at this facility. ESF #16 is part of the SEOC Operations Section, Emergency Services Branch.

(1) MSNG elements assist with the development, manning, and operability of the SEOC Aviation Operations Branch (AOB), as required.

(2) Command and Control (C2) of MSNG units remains with the TAG and within their military chain of command.

(3) Local MSNG units may be required to directly support local officials with operational responses consistent with current mission assignments.

b. SEOC Emergency Point of Contact. The MEMA SWP within the SEOC operates 24/7/365. Operations Officers and an Operations Section Watch Officer staff the SWP. Emergency contact info is as follows:

(1) SWP Operations Officer(s):

(a) Phone: (601) 933-6876, 6877, 6878 or (800) 222-6362

(b) E-mail: commo1@mema.ms.gov, commo2@mema.ms.gov, or

commo3@mema.ms.gov

(2) Operations Section Watch Officer:

(a) Phone: (601) 933-6671 or (800) 222-6362

(b) E-mail: watchdesk@mema.ms.gov

c. SEOC ICS Sections. The SEOC maintains the standard four ICS sections:

(1) Operations Section. The Operations Section establishes strategy (approach methodology, etc.) and specific tactics/actions to accomplish the goals and objectives set by Command. Operations coordinates and executes strategy and tactics to achieve response objectives.

(2) Planning Section. The Planning Section coordinates support activities for incident planning and contingency, long-range, and demobilization planning. Planning supports Command and Operations in processing incident information and coordinates information activities across the response system.

(3) Logistics Section. The Logistics Section supports Command and Operations in their use of personnel, supplies, and equipment. Performs technical activities required to maintain the function of operational facilities and processes.

(4) Finance and Administration Section. The Finance and Administration Section supports Command and Operations with administrative issues and tracks and processes incident expenses. This includes such issues as licensure requirements, regulatory compliance, and financial accounting.

See the SEOC Operations Section Chief (OSC) or an SEOC Branch Director for a roster of assigned Section Chiefs.

d. SEOC Emergency Services Branch. The SEOC maintains three branches within the Operations Section, Infrastructure, Emergency Services, and Human Services, each led by a Branch Director. The Emergency Services Branch Director position is a full-time MEMA Emergency Management Specialist. The Branch Director coordinates the activities of ESF #4 (Firefighting), ESF #8 (Public Health and Medical Services), ESF #9 (Search and Rescue), ESF #10 (Oil and Hazardous Material Response), ESF #13 (Public Safety and Security), and ESF #16 and is the first line of support for assigned ECOs. The Emergency Services Branch Director monitors and oversees branch administrative and incident activities, WebEOC actions, SITRoom

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updates, branch adherence to timelines and requirements, supports ECOs with incident coordination, and conducts SEOC staff briefings, as needed.

Emergency Services Branch Director desk contact information: Phone (601) 933-6754, e-mail: emergencyservices@mema.ms.gov.

e. Air Operations Branch. The Air Operations Branch (AOB) is activated, as necessary, to provide state, tribal, and county agencies with a means to access and use a broad range of aviation resources within the state when needed to support response operations. The MSNG State Aviation Officer (SAO) is the lead for the AOB. See the SEOC OSC or ESF #16 for more information.

f. Mississippi Business Emergency Operations Center. The Mississippi Business Emergency Operations Center (MSBEOC), commonly called BEOC, provides disaster-specific communications from MEMA to industry associations and registered members to coordinate private-sector businesses. It connects those needing resources with Mississippi private-sector resource providers during response and recovery from an emergency or disaster.

For more information on the BEOC, e-mail the BEOC Director at msbeoc@mema.ms.gov or go to the dedicated JIC SITRoom listed below in section 6.h.

g. Joint Information Center. The MEMA JIC coordinates critical emergency information, crisis communications, and public affairs functions. The JIC is the central point of contact for all agency Public Information Officers (PIOs) and news media.

For more information on the JIC or to contact the JIC Director, e-mail memainfo@mema.ms.gov or go to the dedicated JIC SITRoom listed below in section 6.h.

h. SEOC Situation Rooms. MEMA developed the Homeland Security Information Network (HSIN) Situation Rooms (SITRooms) to provide stakeholders with a virtual EOC platform to utilize during normal operations or an incident. The SITRooms provide excellent situational awareness for both SEOC and non-SEOC participants. The SITRooms have individual pods with attendee lists, chat capability, current incident priorities and objectives, current operational schedule and meeting times (battle rhythm), downloadable documents and maps, useful links, and video capability.

The event SITRooms utilized by the SEOC for a given event will use one of the following URLs:

<https://share.dhs.gov/msema> (Daily SITRoom: Level IV Normal Operations)

<https://share.dhs.gov/mema-incident> (General Incident SITRoom)

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<https://share.dhs.gov/mema-incident1> (Severe Weather/Flooding SITRoom)

<https://share.dhs.gov/mema-incident2> (Hurricane/Tropical Storm SITRoom)

<https://share.dhs.gov/mema-incident3> (Other Emergency/Earthquake SITRoom)

<https://share.dhs.gov/mema-uas> (Unmanned Aerial Systems [UAS] SITRoom)

<https://share.dhs.gov/mrp> (Radiological SITRoom)

<https://share.dhs.gov/jicroom> (JIC SITRoom)

<https://share.dhs.gov/ms-emas> (EMAC SITRoom)

<https://share.dhs.gov/msbeoc/> (MSBEOC SITRoom)

Many of the above-listed SITRoom may not be active during “blue-sky” or non-event periods. The active SITRooms will be published via mass notification before or during an event/incident.

i. Administrative and Logistical Support. All participating ESF #16 entities are expected to:

(1) Coordinate their support with the ESF #16 ECO.

(2) ESF #16 coordinator will coordinate efforts with the SEOC through the Emergency Services Branch Director.

(3) Locate, identify, and set up their operational work areas and maintain logistical support for them.

(4) The administration of military support will come through the normal administrative channels for military operations within the state.

(5) Supply and services for committed military forces will be obtained and coordinated through the MSNG Joint Operations Center (JOC), MSNG State Resources, and the MSNG G-4 (Logistics).

(6) As necessary, utilize mutual assistance through EMAC for the other States’ National Guard forces in accordance with Public Law 104-321 (EMAC).

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(7) Maintain active accounts and have a working knowledge of WebEOC and the SEOC HSIN SITRooms.

(8) Attend and support briefings and other coordination meetings, whether at the SEOC, via telecommunications (HSIN SIT Room, ZOOM, or Microsoft Teams), or elsewhere.

(9) Maintain operational logs, messages, requests, and other appropriate documentation for future reference.

(10) Maintain maps, displays, status reports, and other information not included in the ESF #5 operations.

(11) Update the SEOC Emergency Services Branch Director on changes to the ESF #16 ECO and Liaison Officer (LNO) Roster.

5. RESPONSIBILITIES AND ACTIONS.

a. Coordinating Agency. As the Coordinating Agency for ESF #16, the MSNG is responsible for, but not limited to, the following:

(1) Preparedness.

(a) Develop Operations Plans (OPLANs) to provide ESF #16 support to the full spectrum of potential disasters facing Mississippi.

(b) Conduct regular training and exercises for Defense Support to Civil Authorities (DSCA) missions.

(c) Provide a list of MSNG Emergency Coordination staff (ECOs) that will carry out the Comprehensive Emergency Management Plan (CEMP) virtually or at the SEOC.

(d) Develop and establish the construct of the AOB, and on order (O/O), activate the AOB to coordinate state aviation operations.

(e) In conjunction with MEMA and other support agencies, develop and maintain a Standard Operating Procedure (SOP) for this ESF #16 Military Support to Civil Authorities Annex.

(f) Maintain access to all SEOC personnel, systems, and documentation, including but not limited to the Emergency Services Branch Director, SWP, WebEOC, HSIN SITRooms, CEMP

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and associated Annexes and Appendices, the MEMA Response Framework, and all SEOC policies and procedures.

(g) Ensure all entities with ESF #16 responsibility have SOPs in place to perform appropriate levels of mitigation, preparedness, response, and recovery related to the event. Agencies will have completed mitigation and preparedness activities before the initiating event.

(h) Ensure ESF #16 elements are familiar with and operate according to the Incident Command System (ICS).

(i) Train and exercise ESF #16 personnel.

(j) Designate an ECO, alternate ECO, Public Information Officer (PIO), and an ESF #16 liaison(s) to report to the SEOC, forward locations, or to support virtually.

(2) Pre-Incident.

(a) MSNG will develop and maintain alert and notification procedures for key military personnel supporting ESF #16. MEMA will assist MSNG in maintaining the alert and notification list for other agencies supporting ESF #16.

(b) Provide an ECO (and alternate if 24-hour coverage is necessary) and ESF #16 liaison(s) to the SEOC or forward locations.

(c) Notify support agency and partners on activation as needed and minimal staffing requirements.

(d) Prepare to activate the AOB to support incident operations.

(e) Develop and prepare pre-scripted rapid deployment force packages (composite temas).

(f) Conduct preliminary staff meetings with the complete ESF #16 team assigned to establish strategies for approaching incident(s).

(g) Provide fixed facilities supporting the forward State Emergency Response Team (SERT) operations at the Mississippi Air National Guard Combat Readiness Training Center (CRTC) in Gulfport, MS, Camp Shelby Joint Forces Training Center (CSJFTC) MS, and Camp McCain, MS in accordance with established Memorandums of Agreement (MOA).

(3) Incident.

(a) Upon activation of ESF #16, ECO will communicate pertinent information to all ESF #16 members. Such information will be a complete orientation of the ESF #16 mission, purpose, and scope of work.

(b) Provide liaison, operational coordination, and reporting on the air, maritime, and surface assets.

(c) Provide information to the SEOC for dissemination to the public and private agencies as needed.

(d) Ensure adequate communications are established and maintained.

(e) Obtain an initial situation and damage assessment through established intelligence procedures.

(f) O/O, activate the AOB and support state aviation operations.

(g) Provide military police to support law enforcement and security missions.

(h) Support damage assessment with personnel and equipment.

(i) Provide aerial support for transportation and planning/Incident Awareness and Assessment (IAA) missions.

(j) Assist with emergency communications.

(k) Support traffic control points (TCPs) and re-entry control points (RCPs).

(l) Provide personnel and equipment for Urban Search and Rescue (USAR).

(m) Staff and operate Points of Distribution (PODs).

(n) Conduct route clearance on key highways and roads to facilitate response and recovery operations.

(o) Provide Weapons of Mass Destruction (WMD) and HAZMAT advice and assistance if the situation dictates.

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(p) Through MEMA, receive, confirm, evaluate, and prioritize requests for assistance from local governments.

(q) Allocate appropriate resources, prepare a mission assignment, and submit it to the MSNG to meet the needs determined with existing information.

(r) Coordinate the distribution of assets as needed.

(s) Maintain a complete log of actions taken, resource orders, records, and reports.

(t) Provide Situation Report (SITREP) and Incident Action Plan (IAP) input via WebEOC and appropriate ICS Forms, according to the established operational timeline, event-specific.

(u) Coordinate the efforts through an ECO/Liaison to the Emergency Service Branch Director and ESF #5.

(v) Assist in gathering and providing information to ESF #5 for establishing priorities.

(w) Assist in compiling and providing information to ESF #15/JIC for press releases.

(x) Participate in post-incident assessments of public works and infrastructure to help determine critical needs and potential workloads.

(y) MEMA may ask ESF #16 to provide personnel to the Joint Field Office (JFO) to work closely with their federal counterparts at the established JFO(s) and in the field.

(4) Post-Incident.

(a) Provide security presence, as required, to ensure unimpeded recovery operations.

(b) Prepare an After-Action Report/Improvement Plan (AAR/IP). The AAR/IP identifies key problems, indicates how they will be/were solved, and makes recommendations for improving ESF response operations.

(c) All ESF #16 entities assist in the preparation of the AAR/IP.

(d) Submit AAR/IP to infrastructure@mema.ms.gov and planning@mema.ms.gov.

(e) Review and recommend revision to plans and procedures as determined necessary.

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(f) Copy, catalog, and properly file all records and documents on the incident.

(g) Submit detailed mission reimbursement packets to obtain reimbursement from MEMA/FEMA.

(h) Compare ESF #3 staff records with the MEMA network tasking and tracking system to assure accuracy.

b. Supporting Agencies. All ESF #16 supporting entities are expected to:

(1) Coordinate their support with ESF #16.

(2) Maintain access to all SEOC personnel, systems, and documentation, including but not limited to the Infrastructure Branch Director, WebEOC, HSIN SITRooms, Crisis Track, the State of Mississippi CEMP and associated Annexes and Appendices, the MEMA Response Framework, and all SEOC policies and procedures.

(3) Ensure unit command, administrative, supervisory, and technical personnel remain aware of the agency's role with MEMA and ESF #16.

(4) Locate, identify, and set up their operational work areas and maintain logistical support.

(5) Support state aviation operations through the SEOC AOB.

(6) Attend and support briefings and other coordination meetings, whether virtually, at the SEOC, or elsewhere.

(7) Participate in training and exercises when scheduled.

(8) Support the development and maintenance of SOPs to enable them to perform appropriate levels of mitigation, preparedness, response, and recovery related to public works and engineering.

(9) Maintain operational logs, messages, requests, and other appropriate documentation for future reference.

(10) Maintain their maps, displays, status reports, and other information not included in the ESF #5 operations.

(11) Provide SITREP and IAP input via WebEOC and appropriate ICS Forms, according to the established operational timeline, event-specific.

6. AUTHORITIES AND REFERENCES. The procedures in this ESF #16 Military Support to Civil Authorities Annex are built on the core coordinating structures of the CEMP and references listed below. The specific responsibilities of each department and agency are described in the respective ESF, Support, and Incident Annexes, internal agency plans, policies, and procedures. See the CEMP Base Plan or the SEOC Operations Section for a comprehensive list of Authorities and References.

- a. Robert T. Stafford Disaster Relief and Emergency Assistance Act; amended the Disaster Relief Act of 1974, PL 93-288.
https://www.fema.gov/sites/default/files/2020-03/stafford-act_2019.pdf
- b. United States Code, Title 18, Section 1385 (Posse Comitatus Act)
<https://www.govinfo.gov/app/details/USCODE-2011-title18/USCODE-2011-title18-partI-chap67-sec1385>
- c. Public Law 104-321, October 1996 (EMAC)
[Public Law 104-321, October 1996](#)
- d. MS Code, Ann. Â§ 33-15(1972): Mississippi Emergency Management Act of 1995, Title 33-15, et al. [Successor to Mississippi Emergency Management Law of 1980]
[MS Code 33-15](#)
- e. MS Code, Title 45, Chapter 18 Emergency Management Assistance Compact (EMAC)
[Mississippi Code of 2018, Title 45, Chapter 18](#)
- f. National Preparedness Goal, Second Edition, September 2015
<https://www.fema.gov/media-library/assets/documents/25959>
- g. National Incident Management System, Third Edition, October 2017
<https://www.fema.gov/media-library/assets/documents/148019>
- h. National Preparedness System
<https://www.fema.gov/emergency-managers/national-preparedness/system>
- i. National Response Framework, Fourth Edition, October 2019
https://www.fema.gov/sites/default/files/2020-04/NRF_FINALApproved_2011028.pdf

- j. FEMA Developing and Maintaining Emergency Operations Plan, Comprehensive Preparedness Guide (CPG) 101, Version 3.0, September 2021
https://www.fema.gov/sites/default/files/documents/fema_cpg-101-v3-developing-maintaining-eops.pdf
- k. State of Mississippi Comprehensive Emergency Management Plan, January 2022
[MEMA Downloads/CEMP](#)
- l. MEMA Response Framework, March 2021
[MEMA Downloads/MEMA Publications](#)

The MEMA reference repository, containing the CEMP base plan, associated annexes, appendices, and other supporting documents, can be found at [MEMA Downloads](#). Most Mississippi emergency management stakeholders have access to the MEMA Downloads site. However, non-registered stakeholders may gain access to the repository by submitting an e-mail request to preparedness@mema.ms.gov.

7. REVIEW AND MAINTENANCE. This Annex will be continuously reviewed and exercised to evaluate the state's and political subdivisions' ability to execute response and recovery operations and support tribal, local, and municipal emergency management agencies. Directors of primary state agencies are responsible for maintaining internal policies, plans, SOPs, checklists, and resource data to ensure a prompt and effective response to a disaster in support of this Annex. For training purposes and exercises, the MEMA Executive Director may activate this Annex as deemed necessary to ensure high operational readiness.

MEMA will revise this Annex on a biennial basis. The revision will include testing, reviewing, and updating the document and its procedures. This Annex will be updated every two years, or as necessary, to incorporate new presidential or state directives, legislative changes, and procedural changes based on lessons learned from exercises and actual incidents. This Annex will be rewritten every four (4) years.

MEMA coordinates updates, modifications, and changes to the Annex. Heads of state agencies with ESF coordinator responsibility will periodically provide information regarding changes with available resources, personnel, and operating procedures. Recommended changes will be submitted to MEMA for approval and distribution. Submit recommendations via e-mail to preparedness@mema.ms.gov.

This Annex applies to all state agencies, state boards, state commissions, and state departments assigned emergency responsibilities and to all elements of local government in accordance with current law and Executive Orders (EOs).