

ESF-2

EMERGENCY OPERATIONS CENTER

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ESF-2

EMERGENCY OPERATIONS CENTER (EOC)

PRIMARY AGENCY:	Office of Emergency Management (OEM)	
SUPPORT AGENCIES:	Greene County Commission	Mayor / Office of City Manager
	County Clerk	City Clerk
	County Attorney	City Attorney
	County Auditor	County Treasurer
	County Administrator	Building Development
	County Assessor	Public Information Office (PIO)
	Highway Department	Public Works
	Sheriff's Department	Police Department
	Fire Departments	Public Utilities
	Human Resources Department	Purchasing Department
	Public Health Department	Hospitals
	Medical Examiner	School Districts
	Non-Profit Organizations (NPOs)	Resource Management
	Emergency Communications Center (ECC)	
	Emergency Medical Services (EMS)	

I. PURPOSE

When an emergency/disaster occurs, centralized direction and control are required to facilitate coordinated responses by the chief executive and key staff, emergency support service personnel, and representatives of private sector organizations or individuals who have assigned emergency responsibilities. The most effective way to exercise direction and control under emergency/disaster conditions is to provide a single site for key officials to work. This site is the Emergency Operations Center (EOC). Coordination of activities ensures that all tasks are accomplished with little or no duplication of effort and with the highest probability of success.

This ESF will develop a capability for the chief executives and key local officials of Greene County, Springfield, and the other municipalities to direct and control response and recovery operations from a centralized facility (EOC) in the event of an emergency/disaster. The EOC should not be confused with the Incident Command(s), which control various aspects of the field operations that will normally exist during the same emergency/disaster. The following activities are performed in the EOC:

1. Receipt and dissemination of warnings.
2. Collection and analysis of situational information (**ESF-6**).
3. Management and coordination of emergency operations.
4. Collection, analysis, and reporting of damage data.
5. Provision of emergency information and instructions to the public.
6. Maintenance of liaison with support agencies, other jurisdictions and other levels of government.
7. Deconflict resource requests.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. Greene County is subject to many hazards (**see Hazard Mitigation Plan**) that would require the use of a centralized emergency operations center (EOC) to facilitate policymaking, coordination, and control of operating forces in a large-scale emergency/disaster situation.

2. Greene County and the city of Springfield will normally manage emergency/disaster operations from their EOC. Field operations will be controlled from one or more Incident Command Post(s) which will be located near the emergency/disaster scene.
3. Warning functions for Springfield/Greene County will be managed from the EOC. Communications for Springfield/Greene County will be managed from the Springfield/Greene County Emergency Communications Center and coordinated with the EOC. The Emergency Communications Center will act as a backup to the EOC for issuing public warnings.
4. The EOC has the capability to communicate with the necessary local, State, and federal agencies needed in times of emergency.
5. Should the primary EOC become inoperable, an alternate site will be chosen and departments/agencies notified. For a list of alternate EOC locations, see (**Appendix 4**).

B. Assumptions

1. The EOC and procedures described in this ESF will be adequate for all disaster conditions that could arise for Greene County and the city of Springfield.
2. All levels of government will participate in developing the EOC procedures necessary for the proper response.
3. Close coordination must be maintained between Direction and Control (**ESF-1**) such as the EOC and any established Incident Command Posts (ICPs) to identify special considerations, secondary threats, and available resources.

III. CONCEPT OF OPERATIONS

A. General

1. During emergency operations, the EOC may be organized as needed into five major functional areas: Command, Operations, Planning/Intelligence, Logistics, and Finance.

Command: This section consists of those responsible for the overall strategic management of the emergency. This group includes the Chief Elected Officials, City Manager(s), and the directors from the County/City departments affected by the emergency. The responsibilities of this Section are to:

- a. Manage EOC functions and coordinate the overall strategic response/recovery effort, including prioritizing, decision making, coordination, tasking, and conflict resolutions within the EOC.
- b. Report to the City Council for Springfield emergencies/disasters.
- c. Report to the State Emergency Management Agency (SEMA).
- d. Facilitate Inter-jurisdictional coordination.
- e. Activate and deactivate the EOC, which includes notification and recall of personnel.

Planning/Intelligence: The Planning Section is responsible for gathering, analyzing, evaluating and disseminating technical information and making recommendations to the Commander. While Operations is concerned with immediate strategic response to the disaster, Planning is concerned with the overall strategy and long-term goals. Planning's function is to maintain information on the overall response effort and to develop the EOC Action Plan for the next operational period. Some key responsibilities of this section are:

- a. Incident Action Plan (IAP) development for all operational periods.
- b. Production and tracking of incident record keeping.
- c. Situational intelligence, including information gathering, verification, status reporting, and maintaining maps and displays.
- d. Damage Assessment, including information gathering, verification, and reporting.
- e. Briefing EOC staff.

Operations: The Operations Section includes all activities that are directed toward the reduction of the immediate hazard, establishing control, and restoration of County/City operations. This section consists of those departments or agencies that are responsible for public safety and carrying out response activities. The individual agencies receive and evaluate requests for assistance and resources, establish priorities, and relay operational status and information to the Management Section.

Among those usually represented in this Section are Fire, Law Enforcement, Emergency Medical Services, Building Development Services, Public Works, Utilities, County Highway Department, Health Department, Medical Examiner, and Non-Profit Organizations (NPOs).

The overall responsibility of this Section is to coordinate with field operations.

Logistics: The Logistics Section consists of those departments with responsibilities for the procurement and payment of personnel and equipment necessary for the management of and recovery from the emergency. The Logistics Section coordinates the procurement and provision of emergency resources and support for the response and recovery operations being conducted for the emergency or disaster.

Among those usually represented in this Section include County/City Purchasing,.

Finance: The Finance Section is responsible for all finance, emergency funding and cost accountability functions for EOC operations and for supervising branch functions providing financial and contracting services for emergency or disaster operations. Some key responsibilities include:

- a. Financial expenditure and funding briefings.
- b. Interagency financial coordination.
- c. Finance and contract fact-finding.
- d. Fiscal and emergency finance estimating.
- e. Operating procedure development and financial planning.
- f. Labor expense and accounting.
- g. Cost analysis, cost accounting and financial auditing.
- h. Disbursement and receivables management.
- i. Necessary funding transfers.
- j. Special drafts, exchanges and lending controls.
- k. Payroll administration.

Among those usually represented in this Section include, County Auditor, County Clerk, County Treasurer, County Budget Officer, City/County Human Resources, City Finance, and City Clerk.

- 2. The EOC will be activated within established guidelines (**Appendix 5**).
- 3. The composition of the necessary operational staff will be determined on a case-by-case basis.

4. Space will be provided in the EOC for chief elected officials, principal advisors, Emergency Management staff, and those functional coordinators or representatives (whose particular functions are necessary for the emergency situation). Space for briefing the media will be available in the media center located on the first floor of the Greene County Annex Building at 833 Boonville in Springfield. Alternate locations will be the Springfield City Council Chambers and fourth floor conference room of the Bush building.
5. The majority of agencies will operate from the EOC, with the exception of those agencies with numerous records and files who will send a representative to the EOC when called upon to do so.
6. The Emergency Management Director must maintain the capability to activate the EOC on short notice and maintain a 24-hour a day operation.
7. Although the elected government officials and department heads will manage the emergency/disaster operations, the Emergency Management Director will manage the administrative functions of the EOC.
8. The decision to discontinue operations will be made by the chief elected official(s), or their appointed representatives.
9. **Incident Support Team (IST)** – These teams throughout the State are intended to support command and provide expertise and advice to the Incident Commander and command staff. Key positions include an advisor for all command and general staff positions assigned an incident.

B. Actions to be Taken by Operating Time Frames

1. Mitigation

- a. Analyze potential disasters (**see Hazard Mitigation Plan**) and expand EOC capabilities to meet all situations.
- b. Identify facilities, agencies, personnel, and other resources necessary to support EOC operations.
- c. Develop procedures for upgrading the EOC to meet the growing needs of the community.
- d. Train Direction and Control staff in EOC procedures (tests and exercises).
- e. Develop a public information program to exercise citizen awareness of the EOC facility and its purpose. Conduct tours and give briefings as necessary.
- f. Develop plans to relocate EOC should it become necessary (**Appendix 4**).
- g. Prepare displays and acquire other equipment necessary for EOC operations.
- h. Stock administrative supplies and equipment.
- i. Develop a method for message handling within the EOC.
- j. Develop EOC security procedures.
- k. Conduct exercises and critiques of EOC procedures with the entire EOC staff.
- l. Develop information packets to be distributed to Direction and Control staff when the EOC is activated. These packets should contain, but not be limited to, the following:
 - (1) EOC Operations Guide.
 - (2) EOC layout/floor plan (**Appendix 3**)
 - (3) Message handling procedures to include receiving, transmitting, preparing, and logging (**Appendix 2**).

2. Preparedness

- a. Alert appropriate staff depending upon the potential situation and activity required.
- b. Take actions as necessary (issue warnings and disseminate public information, etc.).
- c. Test communications.
- d. Inventory equipment and supplies and alleviate shortages.
- e. Establish contact with higher levels of government and neighboring jurisdictions.
- f. Initiate EOC security procedures.
- g. Alert participating organizations outside of government.
- h. Conduct initial staff briefing and establish work and briefing schedule.
- i. Maintain alert status until situation changes or stand down is given.

3. Response

- a. Coordinate actions as required by the situation.
- b. Determine Emergency Disaster Classification Level (**ESF-1, Appendix 2**).
- c. Provide support for Field Operations.
- d. Begin Damage Assessment operations to establish situation reports.
- e. Conduct regular situation briefings to include reports from operating departments/agencies.
- f. Report situation to higher levels of government.
- g. Maintain a record of all actions to include messages received or sent.
- h. Continue this level of activity until recovery begins.
- i. Provide and maintain food, water, and necessary supplies to sustain the EOC staff at the disaster site.

4. Recovery

- a. Tabulate damage to include displaced persons and request outside assistance if necessary.
- b. Assimilate expenditure data and cost figures for payment.
- c. Repair equipment and replenish supplies.
- d. Begin deactivation of the EOC as conditions permit.
- e. Conduct critiques and initiate actions to improve capabilities.
- f. Prepare and submit after-action report to the State Emergency Management Agency (SEMA).

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Primary Agency:

Office of Emergency Management

1. The responsibility for overall Direction and Control of operations rests with the chief elected officials and department heads.
2. The Emergency Management Director is responsible for serving as a key advisor to the chief elected official. He is also responsible for the internal management of operations in the EOC.
3. Maintain active liaison with all EOC sections.
4. Chair all EOC briefings.
5. Ensure proper message handling.
6. Coordinate records of the cost of supplies, resources and man-hours needed to respond to

the disaster event.

B. Support Agencies:

Office of City Manager

Coordinate activities of Springfield City offices, departments and personnel.

County Administrator

Coordinate activities of Greene County offices, departments and personnel.

Public Information Office (ESF-4)

1. Coordinate and provide accurate and timely information and instructions to the public through the news media.
2. Secure briefings from the EOC staff on a regular basis. Provide regular briefings to the news media.
3. Act as spokespersons when appropriate, and prepare and disseminate news releases.
4. Coordinate media interviews with jurisdictional officials and monitor news reports and correct inaccurate information.
5. Prepare and disseminate life saving or otherwise public welfare information.
6. Maintain liaison with Public Information Officers (PIOs) from other agencies and jurisdictions, and coordinate "rumor control" activities and the Joint Information Center if activated.
7. Notify the media of any changes in EOC status.

Auditor

Coordinate and assist with finance functions to include, financial expenditure and funding briefings, interagency financial coordination, finance and contract fact-finding, fiscal and emergency finance estimating, financial planning, labor expense and accounting, cost analysis, cost accounting and financial auditing, disbursement and receivables management, necessary funding transfers, special drafts, exchanges and lending controls, and payroll administration.

Assessor

1. Gather damage assessments during and following a disaster. Develop damage assessment documents, field survey reports, and dollar estimates for damage assessment.
2. Maintain all damage report records during recovery phase.

County Building Regulations/ City Building Development Services

1. Coordination of all building damage assessment and safety and inspection operations following a disaster.
2. Provide authority for condemnation proceedings for unsafe structures, and coordinate with public safety efforts in rescue and recovery operations.
3. Coordinate with other departments (i.e., public works, utilities, etc.) for remediation efforts post disaster (**ESF-6**).

City Attorney/County Attorney

Provide legal guidance to include statutory compliance to elected officials and department heads as needed and requested.

City/County Human Resources Department

1. Coordinate and assist with Logistics functions. Procure and allocate essential personnel and their resources.
2. Provide for hours worked accountability of personnel and record keeping.

City/County Purchasing Department (ESF-5)

1. Coordinate and assist with Logistics functions.
2. Procure and allocate essential resources (services, equipment and materials) to support emergency operations.

3. Oversee the distribution and inventory of food, perishables and other essential supplies, and procure and allocate required transportation, fuel and similar equipment resources.
4. Provide for maintenance and repair of equipment and establish a control and accountability of resources in a manner consistent with operational standards.

Springfield/Greene County Emergency Communications Center (ESF-3)

Coordinate communications needs between EOC and field units.

Emergency Medical Services (ESF-13)

Coordination of emergency medical response operations within the affected area, including the activation and operations of field triage and treatment sites, the transportation of casualties to healthcare facilities; and medical resources, and to assist in the relocation of patients from damaged or untenable healthcare facilities.

Greene County Highway Department (ESF-14)

Coordinate with Operations functions to open roads, close roads, and perform damage assessment on roads and bridges.

Greene County Sheriffs Department/Springfield Police Department (ESF-9 and 11)

1. Coordination of law enforcement response within assigned jurisdictions.
2. Provide security for the EOC (**ESF 2, Appendix 4, ESF 9 and 11**).

Hospitals (ESF-13)

Representative from hospital management will be required in the EOC. The hospital representative will coordinate EOC activities with the current Control Hospital.

Medical Examiner

1. Coordinate medical examination duties for all mass fatality incidents within the jurisdictional area.
2. Request and coordinate Disaster Mortuary Teams (DMORT); body staging areas; temporary morgues; identification and listing of victims; notification of next of kin; and emergency procurement of related supplies and resources (**ESF-13**).

Public Utilities

Coordinate with Operations functions to ensure prompt response to utilities outages and emergencies (**ESF-15 and 16**).

Springfield Fire Department/Greene County Fire Departments (ESF-10 and 12)

1. Coordination of fire and rescue and HAZMAT/WMD response within the jurisdiction.
2. Establish liaison between the EOC and field operations, as well as to facilitate prioritization of fire resource needs during emergency operations.

Springfield/Greene County Health Department (ESF-13 and 20)

Coordinate public health operations within the affected area by providing preventative health measures, communicable disease control, bio-terrorism response, environmental health protection and mental health coordination with state department as well as provide for the care and control of animals.

Springfield/Greene County Schools

Coordinate and provide liaison with Operation functions when disasters or emergencies involve Springfield R-12 or applicable Greene County schools.

Springfield Public Works (ESF-14)

1. Coordinate with Operation functions necessary actions to facilitate the restoration of essential services.
2. Provide technical advice and evaluation on debris clearance and disposal, temporary

construction of emergency access routes, safety and restoration of wastewater facilities and systems, damage assessment, emergency demolition and stabilization of damaged structures, damage assessment to roads and bridges.

Treasurer

Coordinate and assist with finance functions to include, financial expenditure and funding briefings, interagency financial coordination, finance and contract fact-finding, fiscal and emergency finance estimating, financial planning, labor expense and accounting, cost analysis, cost accounting and financial auditing, disbursement and receivables management, necessary funding transfers, special drafts, exchanges and lending controls, and payroll administration.

Missouri State Highway Patrol

Provide liaison to the EOC to facilitate logistical support for local law enforcement.

American Red Cross

1. Coordination of food, shelter, clothing and basic welfare needs to the victims of emergency or disaster (**ESF-8**).
2. Provide the coordination and supervision of Donations Management (**ESF 5 and 18**).

C State Primary Agency

State Emergency Management Agency (SEMA)

SEMA will coordinate with local government agencies on potential or actual disasters and emergencies during all four phases of emergency management.

D. Federal Primary Agency

Federal Emergency Management Agency (FEMA)

Collects, analyzes processes, and disseminates information about a potential or actual disaster or emergency to facilitate the overall activities of the Federal Government in providing assistance to one or more effected States.

V. DIRECTION AND CONTROL

- A. Although the Emergency Management Director manages operations within the EOC, his/her authority does not exceed that of the department heads.
- B. A request for State and federal assistance can only be made by the chief elected official or his/her authorized successor.

VI. CONTINUITY OF GOVERNMENT

Should the primary EOC become inoperable, an alternate site will be chosen and departments/agencies notified. (**ESF-2, Appendix 4**)

VII. ADMINISTRATION AND LOGISTICS

- A. All requests for assistance, all general messages, and all reports will be handled using the procedures and forms found in the appendices to this ESF (**Appendix 2**). The use of reports will vary according to the type of emergency involved.
- B. Security personnel at the entrance will maintain a record of all persons entering and departing from the EOC. All personnel will be issued a pass to be worn while in the EOC and to be returned when departing from the premises (**Appendix 2**).
- C. Other forms as needed will be completed and utilized for incident, logistical and historical

tracking purposes (**Appendix 6**)

VIII. ESF DEVELOPMENT AND MAINTENANCE

This ESF will be maintained and updated regularly by the Office of Emergency Management.