

# BASIC PLAN

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# BASIC PLAN

## I. PURPOSE

This plan establishes policies and procedures that will allow the respective governments of Springfield and Greene County to maximize their emergency response capabilities. Its purpose is to assign responsibilities, develop procedures and identify resources that will give local officials the best comprehensive emergency management capability possible, considering available resources.

This plan and its supporting documents, if used, will assist local government officials in meeting their responsibility to protect the lives and property of their constituency. It concentrates on actions that (1) ensure prompt and proper responses, (2) minimize suffering, (3) eliminate conditions caused by shortages of materials or services, (4) speed the return to normal, and (5) promote the well-being of the community. This document explains in basic terms how emergency operations will be controlled, and the relationship of the various participating agencies. All hazards, natural and man-made, will be considered from the standpoint of the four aspects of emergency management: (1) mitigation [prevention], (2) preparedness, (3) response, and (4) recovery (see **Part III, Section B, to this Basic Plan**).

This plan is not designed to deal with those events that happen on a daily basis, which do not cause widespread problems and are handled routinely by City and/or County agencies. It does attempt to deal with those occurrences such as floods, tornadoes, earthquakes, hazardous material incidents, severe winter weather, natural gas shortages, terrorism, etc., which create needs and cause suffering that the victims cannot alleviate without assistance, and that require an extraordinary commitment of governmental resources.

## II. SITUATIONS AND ASSUMPTIONS

### A. Situations

1. Springfield and Greene County are located in Southwest Missouri. The city of Springfield, the third largest city in Missouri, is the largest trade and industrial force in the area. It serves the entire southwestern portion of the State and the extreme northwestern portion of Arkansas. Counties that border Greene County are Christian to the south, Polk and Dallas to the north, Dade and Lawrence to the west, and Webster to the east.
2. Based on the latest 2000 census, Greene County has a population of over 240,391 (city of Springfield Planning, in December 2004 estimated the population at 263,415). The largest community and county seat is Springfield with a population of approximately 151,580. However, it should also be noted that there are approximately 100,000 or more additional people commuting daily to and from Springfield for work, education, tourism, and other reasons.

Much of the growth occurring outside the Springfield urbanized area is occurring in the small communities surrounding Springfield, but a significant portion is also occurring in Greene County on 3-5 acre lots (300-400 lots per year). Other communities in Greene County include Ash Grove, Battlefield, Bois D'Arc, Brookline, Fair Grove, Republic, Rogersville, Strafford, Walnut Grove, and Willard.

#### a. Springfield Demographics:

- Current city limits could accommodate 68,000 to 78,000 additional people.
- Current Urban Service Area could accommodate 110,000 to 120,000 additional people.

The six major colleges and universities located in Springfield include Southwest Missouri State University, Drury University, Evangel University, Baptist Bible College, Ozarks Technical Community College, and Central Bible College.

3. Springfield/Greene County is subject to many types of occurrences, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include
4. ~~The following identifies that Springfield/Greene County may be directly affected by other disasters, but it does not develop for affected areas an alternate incident response plan that is needed for the jurisdiction to effectively address such incidents of such magnitude, such as a major explosion from natural gas lines or industry. (Maps of areas of potential occurrences are available in the Mitigation Plan.)~~ Large-scale disaster, residents of counties affected may be forced to evacuate to the Springfield/Greene County area.
  - b. As a host area, the Springfield-Greene County area is capable of supporting the nearly 15,000 – 20,000 relocatees from other counties.
5. If they are effectively and promptly employed, the resources of Springfield/Greene County can minimize or eliminate the loss of life and damage to property in the event of an emergency or major disaster. This includes the use of private and volunteer organizations to the greatest extent possible.
6. This plan is being developed and maintained as required by local executive order, pursuant to Missouri State Law, Chapter 44, RSMo and FEMA and State Emergency Management Agency (SEMA) guidance.
7. Mutual aid agreements, both written and verbal, exist between many of the emergency services agencies and subdivisions in the County and surrounding area and are used as necessary. For mutual aid provisions (**Appendix 3 and 4**).

## **B. Assumptions**

1. Some of the situations, as previously stated, may occur after implementation of warnings and other preparedness measures, but others may occur with little or no warning.
2. Officials of Springfield and Greene County are aware of the possible occurrence of an emergency or major disaster and their responsibilities in the execution of this plan. They will fulfill these responsibilities as needed.
3. The proper implementation of this plan will reduce or prevent the loss of life and damage to property in Springfield/Greene County.
4. Depending upon the severity and magnitude of the situation, local resources may not be adequate to deal with every occurrence. It may be necessary to request outside assistance through volunteer organizations, the private sector, mutual aid agreements, or state and federal agencies/sources.
5. A terrorist attack on this country is considered likely. Attacks by terrorists are rarely announced, so constant vigilance is necessary.

## **III. CONCEPT OF OPERATIONS**

### **A. General**

1. It is the responsibility of local government to provide for a comprehensive emergency management program that meets the emergency needs of those who either have been or might be affected by an emergency or major disaster. When the emergency exceeds the local government's capability to respond, the chief elected official present of the affected jurisdiction will request assistance from State government.

If additional assistance is needed beyond State capabilities, the State will coordinate requests to the proper federal agencies.

2. The chief elected official of the affected jurisdiction is ultimately responsible for emergency management activities within the boundaries of the jurisdiction. The Presiding Commissioner of Greene County is responsible for those activities in the unincorporated areas of the County. The Mayor or designated successor to the Mayor in the city of Springfield has a similar responsibility within the corporate boundaries of Springfield. These officials can delegate their authority, but never their responsibility.
3. At no time will the County Commission supersede the authority of the elected officials of any of the incorporated subdivisions unless: (1) requested to do so by those elected officials, (2) the local subdivisions governmental body is incapacitated or ceases to exist, or (3) empowered to do so by the Governor under the authority of Chapter 44, RSMo. Although incorporated entities may participate in the execution of the plan, they should develop their own local plans.
4. This plan is based on the concept that the emergency functions assigned to the various groups, organizations, and individuals involved in this plan will parallel their normal, day-to-day functions as closely as possible. The same personnel and material resources will be employed as much as possible in both normal and emergency functions (**see Appendix 1**).
5. In accordance with Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*, the city of Springfield and Greene County has formally adopted the use of the National Incident Management System (NIMS). The NIMS enhances the management of domestic incidents by establishing a single, comprehensive system for incident management and will achieve greater cooperation among departments and agencies at all levels of government. The NIMS approach will be incorporated into local emergency response plans, procedures, guidelines and policies (**Appendix 5**).
6. Any day-to-day functions that do not contribute directly to emergency operations may be suspended for the duration of the emergency. The efforts that would normally be required for those functions will be redirected to accomplish the emergency tasks at hand.
7. The city of Springfield, Greene County, and several other municipalities in Greene County (Battlefield, Fair Grove, Republic, Rogersville, Strafford, Walnut Grove, and Willard) have created emergency management organizations responsible for the preparation and implementation of emergency management functions for their jurisdiction in accordance with Chapter 44, RSMo. and the State of Missouri Emergency Operations Plan.

## **B. Operational Time Frames**

In keeping with the Integrated Emergency Management System (IEMS) concept, this plan is concerned with all types of emergency situations that may develop. It also accounts for activities before, during, and after emergency operations. With this in mind, the following operational time frames were established for the various actions to be performed within the scope of this plan:

1. **Mitigation (also called Prevention):** The period during which activities are undertaken to make changes to or in the community to assist in preventing the potential for disaster or lessen the impact of any potential disaster or emergency.
2. **Preparedness:** The period during which activities are undertaken to prepare for any potential disaster that cannot be prevented. During this phase, plans are made and exercised to bring the community to its highest preparedness level.
3. **Response:** The period during which activities are undertaken by individuals and/or departments to respond to an occurrence that threatens to or does harm to people and/or property.

4. **Recovery:** The period during which activities are undertaken by individuals and/or departments to provide for the welfare of the people following a disaster or emergency.

#### IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

##### A. Organization

1. Most of the departments within local government have emergency functions in addition to their normal day-to-day duties which parallel or complement normal functions. The emergency management organization for Springfield/Greene County will be set up along the following (20) functional lines:
  - a. Direction and Control (**ESF-1**)
  - b. Emergency Operations Center (**ESF-2**)
  - c. Communications and Warning (**ESF-3**)
  - d. Public Information (**ESF-4**)
  - e. Resource Management (**ESF-5**)
  - f. Damage Assessment (**ESF-6**)
  - g. In-Place Protection and Evacuation (**ESF-7**)
  - h. Mass Care (**ESF-8**)
  - i. Law Enforcement (**ESF-9**)
  - j. Fire (**ESF-10**)
  - k. Counter-Terrorism (**ESF-11**)
  - l. Hazardous Materials (**ESF-12**)
  - m. Public Health and Medical (**ESF-13**)
  - n. Public Works and Engineering (**ESF-14**)
  - o. Transportation (**ESF-15**)
  - p. Energy (**ESF-16**)
  - q. Food and Water (**ESF-17**)
  - r. Donations/Volunteer Management (**ESF-18**)
  - s. Animal Protection (**ESF-19**)
  - t. Military Support (**ESF-20**)
2. Both the city of Springfield and Greene County will develop a capability for each of the emergency functions listed above, except in cases where one agency handles a particular operation for both on a day-to-day basis (i.e., Red Cross, Family Services, etc.).

Incorporated jurisdictions within Greene County should develop a plan to deal with the same areas as needed.

##### B. Assignment of Responsibilities

1. As much as possible these functions or tasks (as identified above) will be assigned to agencies and/or individuals who perform these same or similar tasks on a day-to-day basis. In some cases, it will be assigned to a County official or agency, while others to City agencies or a combination thereof.
2. An agency or individual will be assigned the primary responsibility for each of these functions and may also be assigned one or more support responsibilities.
3. A primary/support responsibility chart, which makes these assignments, has been developed for Greene County and the city of Springfield (**Appendix 1**).

4. The specific tasks to be performed in each function are found in detail in each emergency support function and appendices thereto.

## **V. DIRECTION AND CONTROL**

### **A. General**

1. The Mayor of Springfield or the Presiding Commissioner of Greene County is responsible for all emergency management activities, to include implementing this plan and directing emergency response within the confines of their respective jurisdictions. They can delegate their authority, but never their responsibility. For example, the Mayor may delegate these duties to the City Manager or the Presiding Commissioner to the District Commissioners.
2. The Springfield/Greene County Emergency Management Director has been delegated the following authorities:
  - a. Coordination of all Emergency Management activities.
  - b. Decisions on routine day-to-day matters pertaining to Emergency Management.
  - c. Advising on possible courses of action.
  - d. Coordination of the Local Emergency Planning Committee (LEPC).
  - e. Ensuring proper functioning of the EOC during emergency operations.
  - f. Acting as a liaison with other local, state, and federal agencies.
  - g. Other authorities as applicable, which have been specifically addressed in local ordinances, court orders, and agreements.

## **VI. CONTINUITY OF GOVERNMENT**

Effective comprehensive Emergency Management operations depend upon two important factors to ensure continuity of government from the highest to the lowest level: (1) lines of succession for officials, department heads, and critical personnel; and (2) preservation of records.

### **A. Lines of Succession**

1. In the event that an official or agency charged with participating in emergency operations is unable to perform, lines of succession will be established to ensure continuous emergency services are provided.
  - a. The line of succession for the Greene County Commission is from the Presiding Commissioner through the two Associate Commissioners in order of their seniority.
  - b. The line of succession for the city of Springfield is from the Mayor, to the Mayor Pro Tem, to the City Council in order of their seniority and finally the City Manager/Deputy City Manager.
  - c. The line of succession for the Springfield-Greene County Emergency Management Director will be to the Assistant Director then to other staff positions in order of seniority.
  - d. Statutory law and/or local ordinance establishes the line of succession for each Elected Official. Department policies and procedures establish the lines of succession for the specified department.

### **B. Preservation of Records**

In order to provide normal government operations after a disaster, all vital records of both a public and private nature recorded by such county and city officials as the clerk, tax collector, tax assessor, etc., should be protected and preserved. These would include legal documents, property deeds, tax records, etc. The following guidelines may apply:

1. Certain records and documents are vital to the continuance of government following a major disruption of normal activities such as a major disaster.
2. These records and documents are to be identified by officials responsible for their day-to-day maintenance.
3. Resources from local government will be allocated to provide for one or more of the following options:
  - a. Duplication of all such records, with off- site storage of the duplicate set.
  - b. Timely movement to secure or safe areas outside the County or City in times of emergency/disaster.
  - c. Development of secure and safe storage areas in Springfield/Greene County.
4. Most of Greene County's records (court, tax, County Commission records, and other legal documents) are stored at either the Greene County Courthouse, 940 Boonville, or in the Greene County Archives Building, 1126 Boonville. The remaining records are put on microfiche and sent to the State Archives in Jefferson City.

## VII. ADMINISTRATION AND LOGISTICS

### A. Administration

1. Emergency Authority (refer to **Authorities and References**)
2. Reports and Records as required will be submitted to proper authorities in accordance with the instructions in the individual annexes.
3. Agreements and Understandings with other local jurisdictions, higher levels of government and other agencies can be utilized to supplement local resources should an emergency situation exhaust the capabilities of Springfield/Greene County. Requests for mutual aid can also be handled under 70.837 RSMo (**Appendix 4, Att. A**) for requests from other jurisdictions. Agreements/understandings should be formalized in writing whenever specific performance by either party is required.  
  
For Federal policy regarding local mutual aid reimbursement, (**see Appendix 4, Att. B**).
4. Discrimination on the grounds of race, color, religion, nationality, sex, age, physical or mental impairment, or economic status will not be allowed in the execution of Emergency Management functions. This policy applies to all levels of government and the private sector.
5. Disaster Assistance from the State or Federal governments will be used in accordance with their provisions and statutes. Requests for such assistance can only be made by the chief elected official of the jurisdiction or his/her designated successor. Requests must be submitted to the Governor of Missouri regardless of what type of assistance is required.

### B. Logistics

1. Whenever possible, procurement of necessary resources will be accomplished using normal day-to-day requisition channels.
2. During unusual situations when normal requisitions channels would result in the loss of

life and property, such procedures can be circumvented. Deviations will be done under the authorities and procedures set forth in local ordinances (**ESF 5, Appendix 2**).

3. Organizations, firms, and individuals who exist in or do business in Springfield/Greene County will be given preference when contracting for resources to cope with a disaster situation. This will be done to the greatest extent possible.
4. Procedures should be developed for the following:
  - a. Obtaining and using facilities, materials, services, and other resources required to support emergency operations.
  - b. Receiving and managing the donations and services of individual citizens, private sector organizations and others not included in the formal response structure (**ESF-18**).
  - c. Identifying, as appropriate, special or critical resources required for radiological and chemical analysis, environmental assessment, biological sampling, etc. (**ESF-11**).
  - d. Inventorying, storing, maintaining and replacement of administrative and logical support items during emergency conditions (**ESF-2**).
  - e. Identifying the availability and accessibility of resources from neighboring jurisdictions, military installations, the State and federal government (**ESF-5**).

#### **VIII. BASIC PLAN DEVELOPMENT AND MAINTENANCE**

- A. The Springfield/Greene County Office of Emergency Management (OEM) will ensure appropriate officials are briefed on their roles in Emergency Management. The OEM will ensure newly employed officials are briefed as soon as possible after they assume their duties.

Review and Written Concurrence of this plan will be accomplished as follows: Each agency or department with assigned responsibilities will review this plan. They will report their concurrence to the OEM. The Mayor and City Council of Springfield and the Greene County Commission will sign the promulgation document for all departments.

- B. All agencies/departments will be responsible for the development and maintenance of their respective segments of the plan (**see Organization and Assignment of Responsibilities**).
- C. The OEM will instigate an annual review of the plan by all agencies. Recommended changes or information can be provided at any time.
- D. This plan will be tested/validated periodically through simulated emergency exercises in order to determine if revisions should be made that would improve disaster response and recovery operations. These exercises will provide practical, controlled operations whereby the EOC is activated.
- E. This plan, or portions thereof, shall be activated by order of the Director of Emergency Management or the chief elected official of the affected jurisdiction.
- F. This plan will be updated as required based on deficiencies identified through drills and exercises, changes in local government structure, technological changes, etc.

#### **IX. AUTHORITIES AND REFERENCES**

- A. Federal Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Act
- B. Federal Public Law 99-499, SARA, Title III

- C. National Response Plan (NRP-December 2004)
- D. National Incident Management System (NIMS-March 2004)
- E. FEMA Guide for State and Local All-Hazard Emergency Operations Planning SLG 101
- F. Presidential Decision Directives (PDD) 39 and 63
- G. Homeland Security Presidential Directive (HSPD)

<b>Homeland Security Presidential Directive (HSPD)</b>	<b>Date</b>
HSPD-1: Organization and Operation of the Homeland Security Council	October 2001
HSPD-2: Combating Terrorism Through Immigration Policies	October 2001
HSPD-3: Homeland Security Advisory System	March 2002
HSPD-4: National Strategy to Combat WMD	December 2002
HSPD-5: Management of Domestic Incidents	February 2003
HSPD-6: Integration and Use of Screening Information	September 2003
HSPD-7: Critical Infrastructure Identification, Prioritization, and Protection	December 2003
HSPD-8: National Preparedness	December 2003
HSPD-9: Defense of U.S. Agriculture and Food	January 2004
HSPD-10: Bio-defense for the 21 <sup>st</sup> Century	April 2004
HSPD-11: Comprehensive Terrorist-Related Screenings Procedures	August 2004
HSPD-12: Policy for a Common Identification Standard for Federal Employees and Contractors	August 2004
HSPD-13: Maritime Security Policy	December 2004

- H. Revised Statutes of Missouri, Chapter 44
- I. Revised Statutes of Missouri, 49.070
- J. Missouri Code of Regulations, Title XI, Division 10 Chapter XI
- K. State of Missouri Emergency Operations Plan, October 2003
- L. SEMA Hazard Analysis, as updated, August 2003
- M. Springfield City Code Chapter 34
- N. Greene County Court Order No. 00666, dated October 14, 1980