

**CITY OF WINDSOR
EMERGENCY OPERATIONS PLAN**

BASIC PLAN

I. PURPOSE

- A. This plan will establish policies and procedures that will allow the government of the City of Windsor to save lives, minimize injuries, protect property, preserve functioning civil government, and maintain economic activities essential to the City of Windsor's survival and recovery from natural and technological disasters. It will establish the guidelines for conducting efficient, effective, coordinated emergency operations involving the use of all resources belonging to the City of Windsor or available to it.
- B. This plan will outline actions to be taken by local government officials and cooperating private or volunteer organizations to: (1) prevent avoidable disasters and reduce the vulnerability of the City of Windsor residents to any disasters that may strike; (2) establish capabilities for protecting citizens from the effects of disasters; (3) respond effectively to the actual occurrence of disasters; and (4) provide for recovery in the aftermath of any emergency involving extensive damage within the city.
- C. It is not the intent of this plan to attempt to deal with those events that happen on a daily basis, which do not cause widespread problems and are handled routinely by the city and/or county agencies. It will, however, attempt to deal with those occurrences such as floods, tornadoes, earthquakes, etc., which create needs and cause suffering that the victims cannot alleviate without assistance, and that requires an extraordinary commitment of government resources.

II. SITUATION AND ASSUMPTIONS

- A. Situation
 - 1. The City of Windsor is located in the west-central part of Missouri. It is located in the northeast corner of Henry County. Clinton is the county seat for Henry County. Counties that border the City of Windsor are Johnson to the north, Pettis to the northeast and Benton to the southeast.
 - 2. Based on the 2010 Census, the land area of the City of Windsor has a population of 2907.
 - 3. Windsor is vulnerable to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. The identified natural hazards include flooding, tornadoes, wildfire, earthquake and severe winter storms. There is also the threat of technological disasters such as: hazardous materials incidents, terrorism/weapons of mass destruction (WMD) acts, power failure, and transportation accidents.
 - 4. Windsor has capabilities and resources, which, if effectively employed, would minimize or eliminate the loss of life and damage to property in the event of an emergency or major disaster. This must include the utilization of private and volunteer organizations to the greatest extent possible.

5. Mutual aid agreements
 - a. The Windsor Fire Department has a statewide mutual aid agreement with all Fire Departments.
 - b. The Windsor Emergency Medical Services (EMS) has statewide mutual aid agreements with all EMS.
 - c. The City of Windsor has a written agreement with the Henry County Sheriff to provide police protection.
6. This emergency operations plan is being developed and maintained as required by local executive order, pursuant to Missouri State Law, Chapter 44, RSMo, and Federal Emergency Management Agency (FEMA) guidance.

B. Assumptions

1. Some of the situations as previously stated may occur after implementation of warning and other preparedness measures, but others may occur with little or no warning.
2. Officials of the City of Windsor are aware of the possible occurrence of an emergency or major disaster and are also aware of their responsibilities in the execution of this plan and will fulfill these responsibilities as needed.
3. The proper implementation of this plan will reduce or prevent the loss of lives and damage to property in the City of Windsor.
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 assistance through volunteer organizations, the private sector, mutual aid agreements, or state and federal sources.

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, assistance will be requested from the county government. If additional assistance is needed beyond the county's capabilities, the state will receive the request for assistance. If additional assistance is needed beyond the state's capabilities, the state will coordinate requests to the proper federal agencies.
2. The chief elected official is ultimately responsible for emergency management activities within the boundaries of that jurisdiction. The Mayor of the City of Windsor is responsible for those activities (see Title II, Division 10, Chapter II, of the Missouri Code of Regulations). The Mayor can delegate authority, but never the responsibility.

3. 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.
4. Those day-to-day functions that do not contribute directly to the 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 the accomplishment of emergency tasks by the agency concerned.
5. This plan or portions thereof will be implemented according to the emergency classification and control procedures set forth in Appendix 3 to this Basic Plan. The procedures discussed under this appendix will describe what happens when an emergency/disaster occurs, activation of the EOC, response procedures that will take place, and notification of departments/individuals.

B. Operational Time Frames

This plan is concerned with all types of hazards that may develop in the City of Windsor and must account for activities before, during, and after an occurrence. The following operational time frames were established for the various actions to be performed within the scope of this plan:

1. Mitigation -- A period of time during which activities are undertaken by individuals/departments to improve their capabilities to respond to a potential emergency and fulfill assigned responsibilities.
2. Preparedness -- A period of time during which activities are undertaken by individuals/departments to increase their readiness posture during periods of heightened risk.
3. Response -- A period of time during which activities are undertaken by individuals/departments to respond to an occurrence that threatens or harms people/property.
4. Recovery -- A period of time during which activities are undertaken by individuals/departments to provide for the welfare of the people following a disaster and/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 in the City of Windsor will be set up along the following functional lines:
 - a. Direction and Control

- b. Communications and Warning
- c. Emergency Public Information
- d. Damage Assessment
- e. Law Enforcement
- f. Fire and Rescue
- g. Resource and Supply
- h. Hazardous Materials Response
- i. Public Works
- j. Evacuation
- k. In-Place Shelter
- l. Reception and Care
- m. Health and Medical
- n. Terrorism
- o. Catastrophic Event
- p. Debris Removal
- r. Functional Needs
- s. Animal Care Plan & Agro-Terrorism

- 2. The City of Windsor should develop a capability in each of these functional areas.
- 3. The organizational charts for the City of Windsor are located in Appendix 1 to this Basic Plan.

B. Assignment of Responsibilities

- 1. Specific groups, departments/agencies, and individuals will be assigned primary and/or support responsibilities to prepare for and to perform each of the functions listed above. In some cases a function will be assigned to a city official or agency, while others to county agencies or a combination thereof. Assignments for the City of Windsor are identified on charts in Appendix 2.
- 2. The specific tasks to be performed in each function are found in detail in each functional annex. Appendix 2 to this Basic Plan contains a general list of task assignments by function common for a city organization.
- 3. It will be the responsibility of those agencies and individuals having a primary or secondary assignment to develop and maintain current standard operating guidelines (SOGs) and checklists which detail how their assigned tasks will be performed to support implementing this plan.
- 4. All levels of government and private sector organizations involved in community service activities have heavy responsibilities for maintaining awareness of and being prepared to provide for the needs of persons with disabilities or other functional problems. Throughout this plan, the requirements of functional groups will be addressed (i.e., providing medical, transportation, and other related support during emergency situations for the handicapped, elderly, etc.).

V. DIRECTION AND CONTROL

A. General

1. The Mayors (or designated representative) is responsible for all emergency management activities including the implementation of this plan and directing emergency response within the confines of the jurisdiction.
2. The Emergency Management Director is responsible for the following within their jurisdiction:
 - a. Coordination of all emergency management activities.
 - b. Decisions on routine day-to-day matters pertaining to emergency management.
 - c. Advising on courses of action available for major decisions.
 - d. Insuring proper functioning of the EOC during emergency operations.
 - e. Acting as liaison with other local, state, and federal emergency management agencies.
 - f. Coordinating EOC operations.
 - g. Other duties as outlined in local ordinances, court orders, and agreements.

B. Emergency Operations Center (EOC)

1. The primary EOC for the City of Windsor will be located at the City Hall Annex. (See Annex B, Appendix 2 for a list of communications capabilities.)
2. The City of Windsor's alternate EOC would be located at the Windsor High School. This location has communications capabilities.
4. The EOC will be manned according to the level of emergency. See Appendix 3 to this Basic Plan.

VI. CONTINUITY OF GOVERNMENT

A. Lines of Succession

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.

1. The line of succession for the City of Windsor Mayor is as follows:
 - a. Mayor Pro Tem
 - b. Alderman Ward 3
 - c. Alderman Ward 1
2. The lines of succession for the Emergency Management Director of the City of Windsor is as follows:
 - a. City of Windsor Assistant Emergency Management Director, Director of Operations, Director of Logistics.
 - b. Henry County Sheriff, or the Fire Chief, depending upon the emergency situation

3. The line of succession for each department head is according to the standard operating procedures established by each department (see annexes and departmental SOGs).
4. In the event circumstances resulting from a disaster prevent a political entity from performing effective operations, the next higher political subdivision may assume authority until that political entity is able to adequately resume operations.

B. Preservation of Records

1. The City of Windsor stores its essential records in the City Annex.
2. In order to provide normal government operations after a disaster, all vital records of both a public and private nature recorded by such city officials as the clerk, tax collector, tax assessor, etc., must be protected and preserved. These would include legal documents, property deeds, tax records, etc. The following guidelines will apply:
 - a. Certain records and documents are vital to the continuance of government following a major disruption of normal activities due to a major disaster. These records and documents are to be identified by officials responsible for their day-to-day maintenance.
 - b. Resources from local government will be allocated to provide for one or more of the following options: (1) duplication of all such records, (2) timely movement to secure or safe areas outside the danger area, and/or development of secure and safe storage areas in the City of Windsor.
3. Each emergency support service (i.e., law enforcement, fire, public works, etc.) must establish procedures to protect records deemed essential for continuing government functions and the conduct of emergency operations.

VII. ADMINISTRATION AND LOGISTICS

A. Administration

1. Emergency authority (See Part IX, Authorities and References).
2. Reports and records as required will be submitted to the 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 the City of Windsor. Requests for such assistance will be made in accordance with negotiated mutual aid agreements and understandings. All such agreements should be formalized in writing whenever possible.

4. Discrimination on the grounds of race, color, religion, nationality, sex, age, physical 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 government will be utilized 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 designated successor and must be submitted to the Governor of Missouri regardless of what type of assistance is required.
6. Review and written concurrence of this plan and its annexes will be accomplished as follows: Each agency/department of government and private sector organizations assigned emergency responsibilities will review this plan. They will report their concurrence to their Emergency Management Director. The Mayor will sign the promulgation document for all departments and organizations.

B. Logistics

1. Supply Requisition Procedures
 - a. The City of Windsor:
Each city department is responsible for procurement of its own essential supplies needed for emergency operations through normal procurement channels. If, in the opinion of a department head, specific purchases are necessary for the protection of citizens and property, the department head may make those purchases without standard authorization. Supplies available for emergency operations will include all materials, equipment, resources, and facilities belonging to any unit of the city government.
 - b. Requisitions of privately owned property will be in accordance with the provisions of Chapter 44, RSMo.
2. Set up procedures for receiving and managing the donations and services of individual citizens, private sector organizations, and others not included in the formal response structure.
3. Identify, as appropriate, special or critical resources required for radiological and chemical analysis, environmental assessment, biological sampling, etc.
4. Develop procedures for inventory, storage, maintenance, and replacement of administrative and logistical support items during emergency conditions.
5. Identify the availability and accessibility of resources from neighboring jurisdictions, military installations, the state and the federal government.

VIII. PLAN DEVELOPMENT AND MAINTENANCE

- A. Review and written concurrence of this plan and its annexes will be accomplished as follows: Each agency/department of government and private sector organizations assigned emergency responsibilities will review this plan. They will report their concurrence to their jurisdiction's chief elected official. These officials and the Emergency Management Director of the jurisdiction will sign the promulgation document for all departments and organizations.
- B. The City of Windsor Emergency Management Director will instigate an annual review of the plan by all officials and agencies. The Director will ensure that necessary changes and revisions to the plan are prepared, coordinated, published, and distributed. The Director will provide a copy of the plan revisions to all organizations/agencies assigned responsibility for implementation of the plan.
- C. This plan will be activated once a year in the form of a simulated emergency, taking into account actual events in order to determine if revisions can be made that would improve disaster response and recovery operations. This will also provide practical controlled operations experience to those who have EOC responsibilities. The simulated emergency will be done by the Emergency Management Director with the approval of the Mayor.
- D. This plan, or any portions thereof, will be activated by the order of the chief elected official present, or by the procedures set forth in Appendix 3 to this Basic Plan.
- E. This plan will become effective upon the date it is approved and signed by the Mayor of Windsor and Aldermen of the City of Windsor.

IX. AUTHORITIES AND REFERENCES

- A. Federal Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Act, as amended
- B. Federal Public Law 99-499, SARA, Title III
- C. Presidential Decision Directive 39 (PDD 39), U. S. Policy on Counter-terrorism
- D. Homeland Security Presidential Directive FIVE (HSPD-5), 28 Feb 03
- E. FEMA's Guide for State and Local All-Hazard Emergency Operations Planning
- F. Revised Statutes of Missouri, Chapter 44, as amended
- G. Revised Statues of Missouri, 49.070
- H. State of Missouri Emergency Operations Plan (SEOP), as amended
- I. Missouri Guide for All-Hazard Emergency Planning, as amended
- J. Missouri Hazard Analysis, SEMA, dated 2003
- K. City of Windsor _____ dated _____

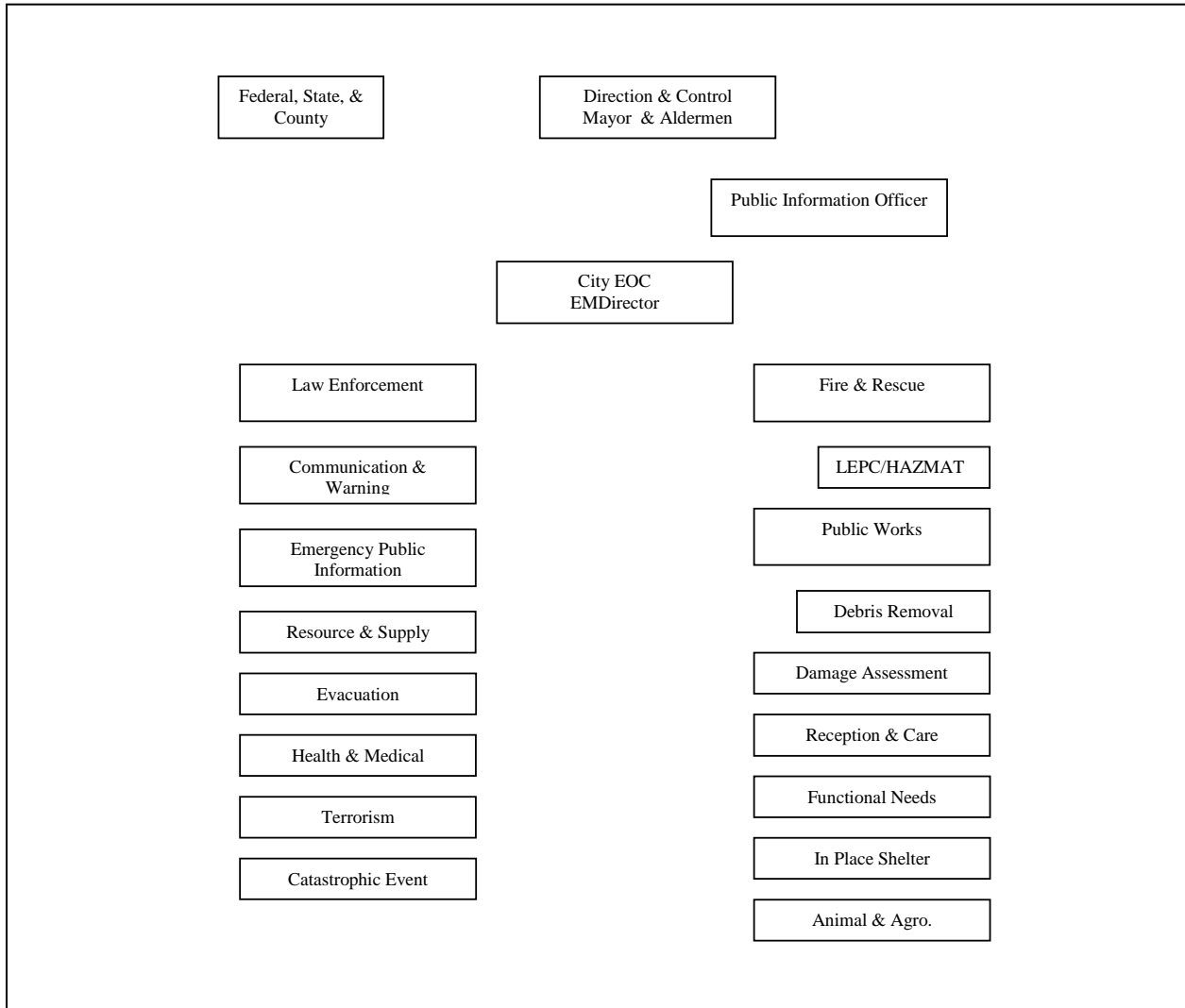
APPENDICES

1. Emergency Management Organizations by Emergency Function (for the City of Windsor)
2. Assignment of Responsibilities
Attachment A - Primary & Support Responsibilities Charts
Attachment B - Task Assignments by Function
3. Emergency (Disaster) Classification & Control Procedures
4. Procedures for Requesting Assistance
5. City of Windsor Hazard Analysis
Attachment A - Earthquake Response
Attachment B - Projected Earthquake Intensities (Map)

Appendix 1 to the Basic Plan

EMERGENCY MANAGEMENT ORGANIZATIONS BY EMERGENCY FUNCTION

For the City of Windsor



Appendix 2 to the Basic Plan

ASSIGNMENT OF RESPONSIBILITIES

- A. Primary and Support Responsibilities Charts (Attachment A)
 - 1. These P & S charts will assign specific agencies and/or individuals the responsibility to prepare for and to perform each of the thirteen identified emergency management functions, in addition to hazardous materials response, and also whether they have a primary or supporting role.
 - 2. These charts are general in nature and should not be considered all-inclusive.

- B. Task Assignments by Function (Attachment B)
 - 1. Following the P & S Charts there is a general list of tasks to be assigned to each function. These are only general lists that will be expanded upon in the various annexes.
 - 2. There is one list of tasks for each function. Some tasks may be common to more than one function.

**Attachment A to Appendix 2 of the Basic Plan
PRIMARY & SUPPORT RESPONSIBILITIES CHARTS**

**CITY OF WINDSOR
FUNCTIONS AND EMERGENCY RESPONSIBILITIES CHART, PRIMARY &
SUPPORT**

FUNCTIONAL ANNEX	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	R	S
*These assignments will vary. Refer to each standard operations procedures/guidance for specific assignments. FUNCTIONAL ANNEX & CONTROL	D I R E C T O R	C O M M U N I C A T I O N S & W A R N I N G	E M E R G E N C Y P U B L I C I N F O.	D A M A G E A S S E S S M E N T	L A W E N F O R C E M E N T	F I R E & R E S C U E	R E S C O U R C E & S U P P L Y	H A Z A R D R E S P O N S E	P U B L I C W O R K S	E V A C U A T I O N	I N - P L A C E S H E L T E R S	R E C E P T I O N & C A R E	H E A L T H & M E D I C A L	T E R R O R I S M	C A T O S T R O P H I C E V E N T	D E B R I S R E M O V A L	F U N C T I O N A L N E E D S	A N I M A L & A G R O
DEPART./INDIVIDUAL	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	R	S
Mayor/ Aldermen	P		P	P			S	S		S		S		S	S	S	S	S
Sheriff	S	P		S	P		S	S		P				P*	P*	S	S	P*
Street/Water/Sewer /Electric	S			S			S	S	P					S	S	P		S
Fire Department	S	S		S	S	P	S	P		S			S	P*	P*	S		S
Emergency Management Director	S	S	S	S	S	S	S	S	S	S	P	S	S	S	S	S	S	S
County Health Department	S		S				S	S				S	P*	P*	P*		S	P*
City Clerk	S						P		S					S	S	S		S
County Coroner	S												S	S	S			
Ambulance District/Hospital	S						S	S					P*	S	S			S
County Div. Of Family Services	S											P		S	S			P*
American Red Cross	S											P		S	S			P*
Veterinarian	S													P*	S			P*
Local Emergency Planning Committee	S							S						S	S			

P-Primary responsibility for function Windsor, MO EOP S-Support for function BP - 12 P*- Joint responsibility June 10, 2011

**Attachment B to Appendix 2
of the Basic Plan**

TASKS ASSIGNMENTS BY FUNCTION

The following is a basic list of tasks assigned to each function. These task assignments are common to both county and city organizations. Specific tasks are listed in the appropriate Annex.

A. Direction and Control (Annex A)

City of Windsor -- Mayor

1. Make policy decisions relating to emergency management
2. Plan for emergency management activities
3. Oversee Hazard mitigation activities
4. Control operations during disasters
5. Coordinate and direct relief and recovery operations
6. Coordinating emergency management activities
7. Maintain an exercise program
8. Supervise the emergency public information function

B. Communications and Warning (Annex B)

City of Windsor -- County Sheriff

1. Monitor all emergency situations to insure proper response
2. Train personnel (full-time and supplementary)
3. Support all other emergency functions when needed
4. Develop warning plans and procedures for all identified hazards (See Basic Plan, Situation and Assumptions).
5. Maintain and expand warning and alert devices (sirens, tone-activated receivers, etc.)

C. Emergency Public Information (Annex C)

City of Windsor -- Mayor/City Administrator

1. Pre-designate an information office, which will be the point of contact for the media during disaster situations
2. Coordinate with the various departments concerning the release of public information

3. Develop procedures for rumor control and information authentication
4. Clear information with the chief executive before release to the public
5. Use all news media for the release of information
6. Maintain and release as appropriate Emergency Public Information for all identified hazards
7. Conduct annual programs to acquaint news media with emergency plans.

D. Damage Assessment (Annex D)

City of Windsor-- City Emergency Management Director

1. Maintain plans and procedures consistent with those of the state and federal government
2. Recruit and train personnel
3. Provide disaster information to Direction and Control
4. Assist federal and state officials in damage estimation
5. Assist in mitigation activities by identifying potential problem areas

E. Law Enforcement (Annex E)

City of Windsor -- Sheriff

1. Maintain law and order during emergency operations
2. Provide necessary support during emergency operations (i.e. site security, access control, traffic control, EOC security, etc.)
3. Provide and/or support communications and warning
4. Lend support to fire, medical, hazardous materials and other emergency services as dictated by the situation.
5. Coordinate with other law enforcement groups
6. Implement and/or continue training courses for auxiliaries and reserves
7. Provide personnel with the appropriate level of hazardous materials/WMD training

F. Fire Service (Annex F)

City of Windsor -- City Fire Department

1. Control fires during emergency operations

2. Conduct fire prevention inspections
3. Assist with search and rescue operations
4. Support health and medical, communications and warning
5. Respond to hazardous materials incidents
6. Provide decontamination support
7. Maintain/develop plans when required or conditions change
9. Conduct training courses in self-help fire prevention techniques, as well as, fire prevention inspections
10. Provide personnel with the appropriate level of hazardous materials/WMD training

G. Resource Management (Annex G)
City of Windsor -- City Clerk

1. Maintain and update resource lists of supplies and personnel for use in disaster situations
2. Identify potential resource requirements
3. Coordinate with other agencies and departments to fill resource shortages
4. Assist with stocking of shelters

H. Hazardous Material Response (Annex H)
Local Fire Department – City of Windsor LEPC

1. Develop/maintain hazard analysis
2. Provide initial hazard assessment to response personnel and the general public
3. Lead the initial environmental assessment
4. Prescribe personnel protective measures
5. Issue public warning
6. Establish an on-scene command post
7. Determine when reentry is possible
8. Provide response personnel (i.e. law enforcement, fire, public works, health and medical) with the appropriate level of hazardous materials training

9. Work with local hospitals to insure procedures are available to handle contaminated patients and to decontaminate and isolate such patients
10. Maintain a peace-time radiological accident capability
11. Maintain the inventory of radiological equipment from the state

I. Public Works (Annex I)

City of Windsor -- Municipal Public Works

1. Remove debris and dispose of garbage
2. Make emergency road and bridge repairs
3. Restore utility service, especially to critical facilities
4. Gather damage assessment information
5. Provide necessary support to other departments (i.e. heavy equipment, barricades, etc.)
6. Provide personnel with the appropriate level of hazardous materials training

J. Evacuation (Annex J)

City of Windsor -- Sheriff, City Fire Chief

1. Verify evacuation routes and implement evacuation plans
2. Identify affected facilities or individuals with special needs (hospitals, nursing homes, invalids, etc.)
3. Make arrangements to keep essential facilities operating
4. Maintain a continuous flow of traffic
5. Furnish to the Public Information Officer instructions regarding evacuation procedures (i.e., rest areas, fuel stops, etc.) for release to the public

K. In-Place Shelter (Annex K)

City of Windsor-- Emergency Management Director

1. Advise the public on what protective actions to take
2. Identify warning procedures
3. Maintain emergency public information materials
4. Assist with the movement of people to shelters if necessary

5. Provide protective shelter for the population in situations for which such action is appropriate. Coordinate with Reception and Care, Annex L.

L. Reception and Care (Annex L)

City of Windsor -- City Emergency Management Director/American Red Cross

1. Review list of designated temporary lodging and feeding facilities
2. Review procedures for the management of reception and care activities (feeding, registration, lodging, etc.)
3. Designate facilities for special needs groups
4. Maintain supply of registration forms
5. Coordinate mass feeding operations with Resource and Supply
6. Develop procedures to assist evacuees with medical problems

M. Health and Medical (Annex M)

City of Windsor -- County Health Department

1. Provide for public health services during an emergency
2. Coordinate plans with representatives of private health sector to include hospitals, nursing homes, etc.
3. Implement plans for mass inoculation
4. Review provisions for expanded mortuary services
5. Develop procedures to augment regular medical staff
6. Develop plans to provide medical care in shelters
7. Develop and maintain bio-terrorism plans in the LHEP

N. Terrorism (Annex N)

City of Windsor – Joint Responsibility (Law Enforcement/Fire Depts/County Health Dept)

1. Develop procedures for investigation of terrorism events.
2. Develop procedures for evidence collection.
3. Operate under the unified command system at terrorist events.
4. Establish procedures for sharing of intelligence information with local key officials.

5. Work with Emergency Management PIO to ensure the proper release of information.
 6. Plan for the mass evacuation of the general public
 7. Work with public health to investigate biological events.
 8. Work with emergency management/homeland security on targeting & possible threats.
- O. Catastrophic Event
- 1.
- P. Debris Removal
1. Remove debris and dispose of garbage
 2. Make emergency road and bridge repairs
 3. Restore utility service, especially to critical facilities
 4. Gather damage assessment information
 5. Provide necessary support to other departments (i.e. heavy equipment, barricades, etc.)
 6. Provide personnel with the appropriate level of hazardous materials training.
- R. Functional Needs Population
1. Identify those in the community with functional needs.
 2. Work with Health and Medical, as well as Family Services to obtain MOUs for supplies that will be needed.
- S. Animal Care Plan
1. Review list of designated temporary lodging and feeding facilities for pets
 2. Review procedures for the management of reception and care activities (feeding, registration, lodging, etc.)
 3. Designate facilities for pets
 4. Maintain supply of registration forms
 5. Coordinate mass feeding operations with Resource and Supply
 6. Develop procedures to assist pet owners with pet medical problems

Agro-Terrorism

1. Review list of designated temporary lodging and feeding facilities for livestock
2. Review procedures for the management of reception and care activities (feeding, registration, lodging, etc.)
3. Designate facilities for livestock and have MOUs with these facilities
4. Maintain supply of registration forms
5. Coordinate mass feeding operations with Resource and Supply
6. Develop procedures to assist with medical problems

Appendix 3 to the Basic Plan

EMERGENCY (DISASTER) CLASSIFICATION & CONTROL PROCEDURES

I. PURPOSE

To establish emergency/disaster classification and control procedures for county and/or city officials and emergency response personnel during periods of emergency/disaster.

II. EMERGENCY CLASSIFICATION

- A. Level I Emergency is an occurrence that can be handled routinely by one or more departments within the City. It has the potential to require resources in excess of those available to the responding agency(s) through mutual aid agreements, etc., to bring the situation under control.
- B. Level II Emergency is an occurrence that requires a major response and the significant commitment of resources from several governmental agencies, but will still be within the capabilities of local resources to control. (Example: localized flooding, isolated tornado damage, etc.)
- C. Level III Emergency is an occurrence that requires an extensive response and commitment of resources from all departments/agencies and could necessitate requesting outside assistance from state and federal agencies. (Example: earthquake, major tornado damage over large areas with extensive casualties, extensive flooding or any incident requiring an evacuation of a significant sized area.)

III. RESPONSE PROCEDURES

- A. The dispatcher, upon notification of an emergency, shall notify the officer on duty to respond. (The term dispatcher when used in these procedures applies to the Sheriff's Dispatcher for Henry. These procedures may also be applied to the dispatchers in the municipalities.)
- B. On-scene command and control of the affected area will be established by the first ranking officer of the responding agency at the scene of the incident.
- C. The Incident Commander Officer will maintain radio contact with the dispatcher to advise of the situation and to alert additional response agencies as necessary.
- D. When it becomes apparent to the commanding officer at the scene that control of the incident is beyond the response capabilities of the initial responding agency(s) and the emergency has escalated from Level I to Level II or higher, the officer will instruct the dispatcher to notify the next in command (i.e., Sheriff, Fire Chief, Emergency Management Director, etc.) of the seriousness of the disaster.

- E. The next in command will in turn, advise the chief elected official (i.e., Mayor of the City of Windsor) of the situation, at which time a determination will be made as to whether or not the EOC should be activated and personnel should be assembled.
- F. Should it be decided to assemble the EOC staff, each member of the EOC staff will be contacted by the dispatcher and advised to report to the EOC. The dispatcher will be assisted by the on-duty personnel at the department and/or the Emergency Management Director to make the notifications if necessary (See Appendix 2 to Annex A for EOC Staffing Roster/Call-Up List).
- G. After the EOC staff has assembled, it will be determined what personnel will be required to control operations. This determination will be made by the officials present.

IV. NOTIFICATION PROCEDURES

- A. It will be the responsibility of the dispatcher on duty to notify key government officials and emergency response organizations/departments. The primary methods of communications will be through radio, telephone and/or pager.
- B. The dispatcher will have available at the communications center the necessary call-up/notification lists which include names and telephone numbers of individuals and organizations to contact. It is the responsibility of the dispatcher along with each organization/department to see that these lists are kept current.
- C. In some cases it will be the responsibility of the first organization member contacted to notify and/or recall the necessary personnel within that organization to respond to the incident. Therefore, each organization must maintain current internal personnel notification/recall rosters and a means to implement them.
- D. Depending upon the type of emergency, the dispatcher will notify/warn special locations such as schools, nursing home, factories and the hospital. A list of names and telephone numbers to contact is available with the dispatcher. On-duty personnel at the department and/or the Emergency Management Director will assist with this notification.
- E. It is the responsibility of the dispatcher to keep a log of all messages received and sent (See Annex A for copies of message and log forms).
- F. Operational procedures/checklists will be established and utilized in so far as possible.
- G. Situations requiring notification that are not covered by these checklists will be handled on a case by case basis by the Emergency Management Director and his staff.

Appendix 4 to the Basic Plan

PROCEDURES FOR REQUESTING COUNTY, STATE AND FEDERAL ASSISTANCE

I. COUNTY, STATE AND FEDERAL ASSISTANCE

- A. Assistance from County, State and/or Federal agencies such as the Department of Conservation, Department of Natural Resources, CORPS of Engineers, etc. can be requested directly by calling the appropriate agency. State and/or Federal assistance may also be requested through the State Emergency Management Agency (SEMA).
- B. SEMA Notification
 - 1. SEMA has a 24-hour Telephone number to request assistance in a disaster or emergency: 573/751-2748.
 - a. Working hours: Your call will be answered by personnel on duty in the EOC.
 - b. Non-working hours: Leave your name and a call back number. Your call will be returned by the Duty Officer.
 - 2. If the telephone lines are down, the Duty Officer can still be contacted. The Missouri State Highway Patrol can relay the information to Troop F in Jefferson City by radio. During working hours, the Missouri Uniform Law Enforcement System (MULES) can also be used to transmit messages to the MULES terminal in the State Emergency Operations Center.

II. MISSOURI NATIONAL GUARD ASSISTANCE

- A. General Facts
 - 1. Requests for such assistance can only be made by the chief elected official or designated successor as outlined in this plan (see Part VI of the Basic Plan, Continuity of Government).
 - 2. Requests should only be made after local resources are exhausted.
 - 3. The State Emergency Management Agency (SEMA) should be informed prior to making such a request.
- B. Procedures
 - 1. Analyze the situation to determine:
 - a. If threat to life or property still exists.
 - b. To insure all local resources are committed.
 - 2. Make the request directly to the Governor through SEMA by the quickest means possible. If the telephone or radio is used, a hard copy should follow.

Appendix 5 to the Basic Plan

CITY OF WINDSOR HAZARD ANALYSIS

This Appendix is designed to provide an overview of the hazards that could affect the City of Windsor. In general, hazards can be placed into two (2) categories: Natural and Technological.

NATURAL HAZARDS

Tornado Since Missouri lies in the heart of the nation's "tornado alley", its residents are particularly vulnerable to tornadoes. Seventy percent of Missouri's tornadoes occur during the months of March, April, May and June, but a tornado can occur at any time of the year. In past years (1950 - 2003) the county has recorded several tornado touchdowns; consequently, the City of Windsor is considered at risk to tornadoes.

Winter Storms Although excessive snowfalls with prolonged severe cold or storms producing blizzard conditions are rare in Missouri, they do occur. Most snow usually falls during the months of December, January and February. Southern Missouri counties average 8-12 inches of snow a year.

A large winter storm accompanied by severe cold could cause numerous secondary hazards such as, power failure, transportation incidents and fuel shortages.

Floods Flooding is a potential risk in the City of Windsor. Waterways include Tebo Creek and various other creeks and branches. Flooding could potentially occur anywhere in the county along these waterways.

Earthquake Although earthquakes in the Midwest occur less frequently than on the West Coast, the threat of an earthquake to Missouri residents is high. In the event of a magnitude of 7.6 earthquake along the New Madrid seismic zone, the City of Windsor could experience an intensity of VI on the Modified Mercalli Scale. For more information, see Appendix 5 to this Basic Plan.

Other Additional natural hazards that could affect the City of Windsor include: drought (prolonged period with no rain that can affect agricultural areas and impact water supply systems) and wildfire (uncontrolled burning in grasslands, brush, or woodlands).

TECHNOLOGICAL HAZARDS

Hazardous Materials The City of Windsor is prone to hazardous materials incidents from both fixed containment sites and transportation accidents. There are numerous fixed facilities that store/use hazardous materials (gasoline and propane) and major highways (U.S. 52 and 2).

Transportation This type of incident involves passenger air travel that results in accidental death or serious injury. There are no passenger rail lines in the City of Windsor and the nearest airport is located in Knob Noster (Whiteman Air Force Base). Highway

incidents are usually excluded under this hazard and addressed under hazardous materials incident.

Dam Failure There are no dams in the City of Windsor.

Fire Fire is the primary cause of accidental death in the United States, surpassing floods, automobile accidents and other disasters (20 times more deaths are caused by fire than by floods, hurricanes, tornadoes and earthquakes combined.) Fires are by far the most frequent hazard that will affect the City of Windsor. Fires may be accidental (lightning) or intentional (arson) and have the potential to cause major conflagrations, leading to secondary hazards, such as a hazardous materials incident.

Power Failure This type incident involves any interruption or loss of electrical service due to disruption of power generation or transmission caused by accident, natural hazards, equipment failure or fuel shortage. A significant power failure would require the involvement of the emergency management organization to coordinate provision of food, water, heating, etc.

Civil Disorder Any incident intended to disrupt community affairs and requiring police intervention to maintain public safety. Civil disorders are limited to the following types: terrorist incidents, riots, strikes resulting in violence, and demonstrations resulting in police intervention and arrests. Although, the target areas of strikes and terrorist incidents are generally more easily defined, areas subject to riots or demonstration may encompass large portions of the community. The types of facilities that could be targets of such activities include government buildings, military bases, schools/universities, and correctional facilities.

Terrorism Terrorism is defined as: “the unlawful use of force or violence, committed by a group(s) of two or more individuals, against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.” According to the FBI there are two types of terrorism: Domestic Terrorism and International Terrorism. Terrorism and/or use of WMD can take place in various forms, depending on the technological means available to the terrorist group, the nature of the political issue motivating the attack, and the points of weakness of their target. Potential terrorist/WMD actions include: bombings, airline attacks, nuclear/biological/chemical attacks, infrastructure attack, arson, and kidnappings/assassinations. Although this state has identified several different extremist groups operating here, there have been no indications of any specific terrorist activities. The potential does remain for some new extremist and/or terrorist group to move into the state. An open society such as ours, which is dependent upon technology for its continued smooth operation, remains a potential target for terrorists. Additional information on terrorism is found in Annex N.

Public Health
Emergency

Public health emergencies can take many forms - disease epidemics, large-scale incidents of food or water contamination, or extended periods without adequate water and sewer services. There can also be harmful exposure to chemical, radiological or biological agents, and large-scale infestations of disease-carrying insects or rodents - to name just a few. Public health emergencies can occur as primary events by themselves, or they may be secondary events to another disaster or emergency, such as flood, tornado, or hazardous material incident. The common characteristic of most public health emergencies is that they adversely impact, or have the potential to adversely impact, a large number of people. They can be statewide, regional, or localized.

In particular, two public health hazards have recently emerged as issues of great concern, with far reaching consequences. One would be the intentional release of a radiological, chemical, or biological agent, as a terrorist/WMD act of sabotage, to adversely impact a large number of people (see Annex N for more information). The second hazard would be a deadly flu outbreak (influenza pandemic) that could kill or sicken thousands of people across the country or around the globe, as in the case of the Spanish Flu epidemic of 1918-19 (see Annex M and refer to the “Local Public Health Emergency Plan” on file in the EMD office). Such a pandemic could occur either by a natural means, or man-caused as a bio- terrorist activity.

Attachment A
Appendix 5 of the Basic Plan

EARTHQUAKE RESPONSE

I. PURPOSE

This All Hazard Plan (EOP) for the City of Windsor is based on a functional response to the potential disasters that could occur within the city. While the plan provides the basis for emergency response to any of these disasters, this appendix has been developed to further define actions specific to earthquake response.

II. SITUATION AND ASSUMPTIONS

A. Situation

1. The New Madrid Seismic Zone is centered in Southeast Missouri and northeast Arkansas, but extends into parts of Illinois, Indiana, Kentucky, Mississippi and Tennessee. The region is considered to pose the greatest danger and have the highest seismicity level of any area east of the Rocky Mountains. Due to the geology of the area, damages could be spread over a large area of the Central United States.
2. Attachment B to this appendix illustrates the projected Modified Mercalli intensities for Missouri should a 7.6 magnitude earthquake occur anywhere along the New Madrid Seismic Zone. City of Windsor can expect to feel the effects of VI intensity on the Modified Mercalli scale. (See Attachment B for a list of these effects.)
3. A major earthquake could cause massive casualties and injuries, as well as severe damage to private and public property. (Most casualties and injuries are due to falling objects and debris, not from the actual movement of the ground.) Railroads, highways, bridges, telecommunications, and utilities could also be severely damaged. An earthquake could trigger secondary events such as explosions, fires, landslides, flooding, liquefaction and hazardous materials releases. Natural gas and petroleum pipelines could rupture, causing fires and explosions. Dam failures are also likely to follow a major earthquake.
4. A major earthquake would overwhelm a local jurisdiction's ability to adequately respond to the situation.
5. Earthquakes are more likely to hinder emergency operations than most other disasters or emergencies (i.e., difficulties coordinating services and acquiring resources could be much more critical).

B. Assumptions

1. Access to and from the damaged area may be severely restricted for hours at least, if not days.

2. Communications and life-support systems may be severely hampered or destroyed.
3. Seismic caused ground motions and its resulting damage may vary within a geographical region. There could be heavy damage in one area and only slight damage in another area.
4. Initial reports of the earthquake may not reflect the true nature of the problem.
5. A catastrophic earthquake would result in an immediate declaration of a "State of Emergency" by the Governor, followed later by a Presidential Disaster Declaration. This would allow state and federal emergency operations to begin.
6. Local jurisdictions may have to "go it alone" for the first 72 hours after an earthquake, before state and federal assistance arrives.

III. CONCEPT OF OPERATIONS

- A. The overall organization and emergency responsibilities for the City of Windsor Emergency Management operations are provided in the All Hazard Plan and its Annexes. In the event of an earthquake emergency response will be established in the following order:
 1. Save lives and eliminate hazards which pose an immediate threat.
 2. Establish reliable lines of communications between the City of Windsor and the State EOC. This may be accomplished using city-or county-owned resources, private utility companies, and/or amateur radio operators.
- B. Other emergency operations which will be given high priority are:
 1. Emergency medical services
 2. Essential debris removal (i.e., major routes or structures)
 3. Search and rescue operations
 4. Evacuation of hazardous structures (after inspection)
 5. Public health (potable water supply and disease control)
 6. Public works (inspect and clear roads; restore utilities)
 7. Resource management (establish priorities and resource controls)
 8. Open shelters and establish feeding centers for persons unable to return home.

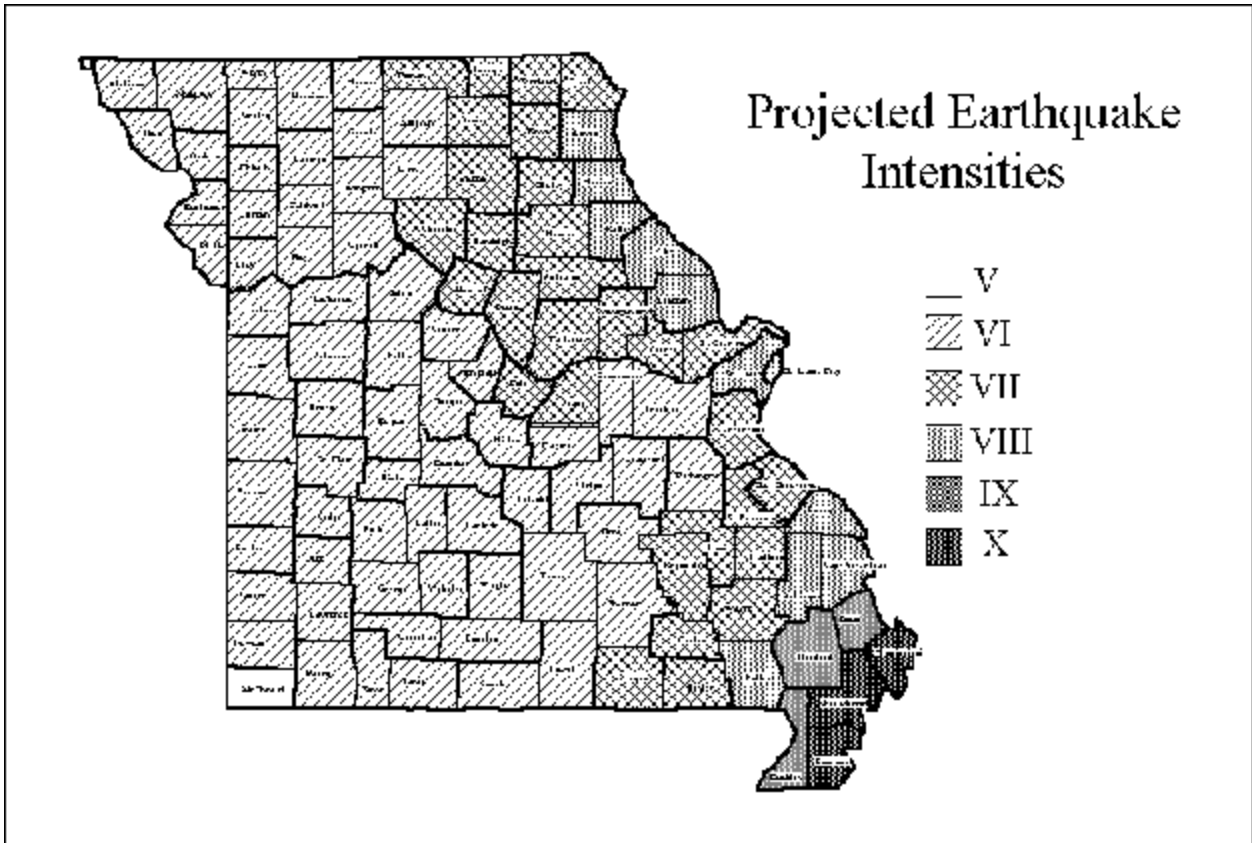
(Note - Detailed information on above functions are provided in the appropriate annex of the All Hazard Plan.)

- C. Once the initial event has occurred, Damage Assessment personnel will be sent out to make an initial survey of the damage.
- D. In the event of a major earthquake, the State Emergency Management Agency (SEMA) will activate the State Emergency Operations Center (EOC) in Jefferson City.

**Attachment B
Appendix 5 to the Basic Plan**

PROJECTED EARTHQUAKE INTENSITIES

This map shows the highest projected Modified Mercalli intensities by county from a



potential magnitude 7.6 earthquake whose epicenter could be anywhere along the length of the New Madrid seismic zone.

Earthquake effects - Intensity VI: Everyone feels movement. Poorly built buildings are damaged slightly. Considerable quantities of dishes and glassware, and some windows are broken. People have trouble walking. Pictures fall off walls. Objects fall from shelves. Plaster in walls might crack. Some furniture is overturned. Small bells in churches, chapels and schools ring.