

**ST. LOUIS COUNTY
BASIC EMERGENCY OPERATIONS PLAN (BEOP)**

I. PURPOSE

The purpose of this plan is to establish emergency guidelines that St. Louis County Government Departments and Offices shall follow in response to a major incident or disaster. The general course of action they shall take to protect lives, property, public health and safety, and avert or lessen the threat of a catastrophe in any part of St. Louis County in the event of natural or man-made disasters, technological accidents, or enemy attack, is delineated in this plan.

The plan shall provide only a general framework within which the various entities shall function, but not provide such detailed instructions as to limit or prohibit imaginative, resourceful actions that a disaster situation might require. This plan and the various departmental annexes, appendices, attachments, SOP's for emergency operations, etc., shall comprise the St. Louis County Basic Emergency Operations Plan (STLC BEOP).

In compliance with the mandates of the National Incident Management System (NIMS), the Incident Command System (ICS) will be implemented for command, control and coordination of a response in order to coordinate the efforts of individual persons and agencies as they work toward the common goal of stabilizing an incident while protecting life, property and the environment. There are three major components of an ICS structure:

- **Incident / Unified Command**
- **Command Staff**
 - Public Information
 - Safety
 - Liaison
- **General Staff**
 - Operations
 - Planning
 - Logistics
 - Finance/Administration
 - (Information/Intelligence)

These positions are appointed as needed determined by the incident.

II. LEGAL AUTHORITY

The Disaster Relief Act of 1974, as amended (Public Law 93-288)

Improved Civil Defense Act of 1980 (Public Law 96-342)

Federal Civil Defense Act of 1950 (Public Law 81 920, as amended by Public Law 85 606 and H.R. 13116 of 1976).

Constitution of the State of Missouri and Chapter 44 of Revised Statutes of Missouri (RSMO) [Attachment I to STLC BEOP].

Revised Ordinances of St. Louis County, Title VII, Chapter 703 (Attachment II to STLC BEOP).

Revised Ordinances of St. Louis County, Chapter 701, Section 701.200 (Attachment III to STLC BEOP).

Department of Homeland Security, National Response Framework

Community Planning Guidance (CPG) 101

III. SCOPE

This plan is applicable to the government organization of St. Louis County including the executive, legislative, and judicial branches. Due to the size and complexity of St. Louis County, the plan has a direct service application to unincorporated residents and regional service application to incorporated jurisdictions (cities and towns), and special purpose jurisdictions (fire, water, sewer, school and drainage districts). This plan details emergency management responsibilities of St. Louis County government and selected agencies, and speaks to what those organizations can and cannot provide.

IV. LIMITATIONS

No guarantee of a perfect response system is expressed or implied by this plan or any of its Appendices or Emergency Support Functions (ESFs), Implementing Instructions, or Procedures. Since St. Louis County Government assets and systems are vulnerable to natural and technological disasters, they may be overwhelmed. St. Louis County can only attempt to make every reasonable effort to respond based on the situation, information, and resources available at the time of the disaster.

The disaster response and relief activities of St. Louis County Government may be affected by the following consequences of a disaster:

- a. The ability of the citizen population to be self-sufficient for at least four days without outside supplies of food, water, medical and shelter resources at home and work.

- b. The probability of diminished police, fire, emergency medical, public utilities, regional transportation, and other critical services due to damage to facilities, equipment and demands on available personnel.
- c. The likelihood of shortages of critical medical supplies at medical facilities due to high demand, limited storage and logistical obstacles.
 - Shortages of human resources of trained response personnel with adequate equipment to respond to requests for assistance for:
 - Fire suppression
 - Emergency medical assistance
 - Law Enforcement
 - Public Works
 - Hazardous Material releases

The impact of these shortages may be compounded by the need to sustain uninterrupted operations for an indefinite period of time.

- Damage to lifeline utilities and facilities such as:
 - Roads
 - Bridges
 - Railways
 - Air Transportation facilities
 - Drinking water
 - Wastewater
 - Fuel
 - Energy
 - Communication networks

Normal distribution of resources may be curtailed or reduced, impacting both social and economic infrastructure of the County.

- Diminished emergency communications to responders because of equipment damage or overburdening of the system.
- Large migrations of people into or within the County as refugees will stress all support systems, particularly mass shelters, provision of food and water and delivery of supportive medical care.

- The availability of shelters for displaced persons and families has changed since the fallout shelter programs of the 1950s. The American Red Cross, Salvation Army and other organizations with which coordination is required manage current capacities.
- The majority of the population resides and works in structures that provide limited shelter from certain threats such as earthquakes or weapons of mass destruction.

V. SITUATION AND ASSUMPTIONS

A. Situation

1. Geography

- a. St. Louis County is the largest county in the state and is located at the eastern boundary of the State of Missouri, at approximately the midpoint.
- b. The County is partially bounded by the Mississippi and Missouri Rivers, at their confluence. The south boundary is the Meramec River. Consequently, the County is divided into three major watersheds.
- c. The total area of the County is 524 square miles. About 350 square miles are within incorporated municipal city limits.
- d. Most of the County has been urbanized in typical concentric expansions, particularly in the last half century.
- e. The surface geology ranges from extensive alluvial flood plains to fragile loess deposits in highlands. Undisturbed land is typically covered by climax forestation, most of which has been encroached by low-density development.
- f. The elevation ranges from 380 to 900 feet above mean sea level with an undulating topography characterized by multiple tributaries.
- g. Bedrock under the urbanized area is predominantly limestone. Karst topography occurs near the Mississippi in north and south parts of the County. Deep alluvial deposits overlay bedrock in the floodplains of the three rivers.

2. Population Profile

- a. The County's 1,003,362 (2015 Census estimate) residents are part of a regional population center that includes about 16.5% of the population of the state and about 36% of the bi-state population of 2.81 million (7 Counties in Missouri, and 8 in Illinois).
- b. The incorporated part of the county is divided among 90 municipalities that range in size from 13 to over 50,000 residents. Of these municipalities, 10 have populations over 20,000, and 52 have populations under 5000. Approximately 321,029 residents live in the unincorporated part of the County.
- c. About 17% of the population of the County is 65 years and older and about 22% are under 18. Enrollments in Nursery and Preschool total 19,482 and Elementary/Middle School/High School enrollment totals 175,730.
- d. There are 5 regional malls between 1.0 and 2.0 million square feet. There are 71 other malls/shopping centers with total areas between 100,000 and 1.0 million square feet.
- e. There are 438,425 housing units and approximately 23% (99,704) are multi-family.
- f. Of the several office concentrations in the County, the largest are in the Olive/Westport area (13.4 million square feet) with 23% of the total office space and Clayton/Mid-County (10.5 million square feet) with 18%.

3. Jurisdictions

In addition to municipal jurisdictions, the County also includes the following pseudo-governmental jurisdictions and primary public service providers:

- 20 Municipal Fire Departments.
- 23 Fire Protection Districts.
- 32 Emergency Medical and Ambulance Services.
- 2 major Dispatch Systems and numerous jurisdiction-based systems.
- 3 Hospital Systems
 - BJC
 - SSM

- Mercy Hospitals
- 10 hospitals
 - Barnes-Jewish West County (BJC)
 - Christian (BJC)
 - DePaul (SSM)
 - Des Peres (Independent)
 - Mercy Hospital
 - Missouri Baptist (BJC)
 - St. Anthony's (Independent)
 - St. Clare (SSM)
 - St. Luke's (Independent)
 - St. Mary's (SSM)
- 56 Full-time Municipal Police Departments, totaling 1621 full-time commissioned personnel.
 - One regional Sewer District with 7 treatment facilities.
 - Privately-Owned Water (4 treatment plants), Natural Gas (major storage and pipeline infrastructure) and Electricity Distribution Systems.
 - Telecommunications include a variety of privately operated systems for telephonic, television, radio, and over 40 Internet Service Providers (ISPs).
 - 24 School Districts.

4. Other Factors

- a. The roadway infrastructure includes 5288 miles of road and 253 bridges.
- b. The maintenance responsibility is divided as follows:

U.S. Highways and Interstate	309 miles
State Highways	412 miles
County Arterial Road System	324 miles
County Roads, local, unincorporated	1086 miles
<u>Municipal</u>	<u>3157 miles</u>
County roads, total	5288 miles

- c. Lambert St. Louis International Airport, while owned and managed by the City of St. Louis, is physically located on 2,600 acres, in St. Louis County. The Airport had an estimated 185,865 takeoffs and landings in 2015 accommodating 12.7 million passengers and 62.249 tons of cargo.

- d. The second largest airport within St. Louis County is the Spirit of St. Louis Airport, which is located in the western part of the County in the City of Chesterfield. It is owned and operated by St. Louis County and is home to over 500 aircraft and two full runways.
- e. St. Louis is the nation's third largest rail hub, home to six Class I railroads and several smaller industrial rail lines. There are also two passenger lines: Amtrak and MetroLink (light rail).
- f. Barges on the Mississippi and Missouri Rivers carry a total of 33 million tons of freight through the region annually, making it the second largest inland port by tonnage. 13% of the cargo was petroleum related and 4% were various chemicals.
- g. There are 69 County parks and facilities, of which 28 are at least 100 acres and six (6) are over 500 acres. The State also operates 19 parks and wildlife/conservation areas, of which 6 are over 1000 acres. Not all of these parks are developed or accessible to roads and utilities and some are in the floodplain.
- h. There are 6 universities and 3 colleges located within St. Louis County:

WASHINGTON UNIVERSITY

One Brookings Drive; St. Louis, MO. 63130

It is bordered by Forest Park and the cities of St. Louis, Clayton and University City. Covers 169 acres and has a population of 14,842 students.

UNIVERSITY OF MISSOURI ST. LOUIS

8001 Natural Bridge; St. Louis, MO. 63121

It is located in suburban North St. Louis County, conveniently located east of the intersection of Interstate 70 and Interstate 170. Covers 470 acres and has a population of 16,719 students.

ST. LOUIS COMMUNITY COLLEGE - FLORISSANT VALLEY

3400 Pershall Road; St. Louis, MO. 63135

It is located in northeastern St. Louis County, just south of Interstate 270, at its intersection with West Florissant Road. Covers 108 acres and has a population of approximately 7,400 students

ST. LOUIS COMMUNITY COLLEGE – MERAMEC

11333 Big Bend Boulevard; Kirkwood, MO. 63122

It is located in the City of Kirkwood, in southcentral St. Louis County, just east of Interstate 270 on Big Bend. Covers 78 acres and is the largest community college in Missouri with over 12,000 undergraduate and transfer students.

ST. LOUIS COMMUNITY COLLEGE – WILDWOOD

2645 Generations Drive; Wildwood, MO. 63040

It is located south of Manchester Road and west of Missouri State Highway 109. Covers 132 acres and has a population of approximately 2,000 students.

WEBSTER UNIVERSITY

470 East Lockwood Avenue, Webster Groves, MO. 63119

It is located at Lockwood and Bompart in Webster Groves. The St. Louis home campus covers 47 acres and has 3,002 undergraduate students and 2,317 graduate students.

MARYVILLE UNIVERSITY

13550 Conway Road, Town and Country, MO. 63141

It is located to the northeast of Interstate 64 and Missouri Highway 141. Covers 130 acres and has 2967 undergraduate students and 3687 graduate students.

FONTBONNE UNIVERSITY

6800 Wydown Boulevard, Clayton, MO. 63105

It is located at Big Bend and Wydown in Clayton. Covers 16 acres and has a student population of 1,526, with 968 being full-time undergraduates.

MISSOURI BAPTIST UNIVERSITY

One College Park Drive, Town and Country, MO. 63141

It is located parallel to Interstate Highway 40-64, 3/4 of a mile west of Interstate Highway 270. The main campus covers 81 acres and has a population of approximately 5,000 students.

- i. St. Louis County currently has the capabilities, resources and expandable potential that, if required in the event of an emergency situation (natural, or man-made), would contribute materially to the preservation of life, property, and continuity of government services. Capabilities include but are not limited to: emergency warning system; mobile communications; over 3,000 technically-qualified County employees; heavy and light earth moving

equipment; strategically located community shelters; and highly qualified police and fire services. In addition, a high density of human resources is available who, as citizen volunteers, could be trained to assist in traffic control, firefighting, medical assistance, shelter management, radiological monitoring, mass feeding, and search and rescue operations.

- j. St. Louis County is vulnerable to many different types of technological hazards capable of creating emergency or major disaster situations.
- k. Possible natural disasters include earthquakes, floods, heat waves, tornadoes, and winter storms.
- l. Potential technological hazards include conventional, nuclear/radiological, biological, and chemical terrorist attack; cyber-attack; civil disorders; dam failures; hazardous materials stationary incidents; hazardous materials transportation incidents; power failures; transportation accidents and urban fires.
- m. St. Louis County Government's primary Emergency Operations Center (EOC) is located at 1150 Hanna Road in unincorporated St. Louis County. Should the emergency situation render that facility unusable or unsuitable for the emergency management operations being conducted, an alternate EOC can be established at the St. Louis County and Municipal Police and Fire Academy at 1266 Sutter in Wellston, Missouri.
- n. This plan provides the necessary guidance for the local municipalities and St. Louis County Government Departments to develop compatible plans and procedures, thereby establishing a common direction towards achieving identical goals.

B. Planning Assumptions

The following compilations are intended to identify potential issues and concerns but are certainly not complete because growing awareness and continuing planning will both reveal new issues and cope with existing ones.

1. Baseline Assumptions for Emergency Preparedness Planning

- a. Natural and accidental events will occur within St. Louis County that create emergent situations and pose the potential for disastrous proportions.
- b. Although some of these situations may occur after implementation of warning and other preparedness measures, it is likely that there will be insufficient forewarning of any disaster to allow for planning efforts beyond real-time reactions. Response times will be retarded in proportion to the magnitude and number of decisions required. It is assumed that the Emergency Alert System (EAS) will be in operation during and after any disaster.
- c. A properly designed and implemented Emergency Operation Plan will prevent the loss of life, minimize illness and injury, and preserve property and community integrity. This plan will correspond to the four phases of Comprehensive Emergency Management – mitigation, preparedness, response and recovery – but emphasize preparedness and response.
- d. Provisions of Homeland Security Statutes and regulations will govern certain response activities. The recovery of losses and costs from Federal resources will require specific preparations and compliance with specific regulations.
- e. St. Louis County will exercise a leading role in the management of a major disaster or multi-jurisdictional emergency.
- f. The demand by the public for information will be very high and accentuated in certain types of disaster. Conversely, the management of public reaction will require the distribution of needed information. During most emergencies, the local EAS entry point stations, one being KMOX AM (1120 KHz), and the St. Louis County Emergency Warning System, will continue to operate and be capable of providing public warning and emergency information.
- g. Certain ESFs will be required to respond to different emergencies, and certain assets and resources are critical to each of these ESFs.
- h. The ICS, once institutionalized in the BEOP and each Department's Annex, will facilitate communication, resource management and real-

time planning of response actions in the complex jurisdictional environment of St. Louis County.

- i. All County officials, appointees and employees with assigned functions and duties will perform them fully. Provisions will be made for employees to address family needs that cause conflicting priorities and others who are qualified will perform those duties if assigned personnel are not able.
- j. This plan is constructed as a “worst-case scenario” for natural hazards typical for St. Louis County. This would most probably be an earthquake but might also include severe weather. The provisions of this plan could also apply to man-made disasters such as riots, hostage/terrorist situations, military attack, cyber-attack, chemical spills, pollution, energy failures and critical materials shortages. The threat of Terrorism and the use of weapons of mass disruption/destruction (WMDs) will remain constant for the foreseeable future (See Annex T).
- k. A hazard and vulnerability analysis reveals that the most likely disaster situations confronting St. Louis County, in descending order of probability and impact, are earthquakes; uncontrolled release of hazardous materials (HAZMAT); tornadoes; winter storms; major utility failures/curtailments; high winds; floods; civil unrest; and enemy attacks with thermonuclear and/or conventional weapons. The risk of terrorist use of WMDs is possible but not as quantifiable.
- l. Although acts of war are considered unlikely, war could occur as the result of an accident, irrational act, or the unplanned escalation of limited hostilities. If a planned act of war occurs, it will probably be after days or weeks of international tension that would allow such protective measures as evacuation and sheltering to be implemented. An act of war with only short prior notice would require implementation of a shelter in place plan.
- m. St. Louis County residents, businesses, and industry will have to utilize their own resources and be self-sufficient following a disaster event for a minimum of four days. Priority of response will be to life safety, protection of public property, the economy and the environment. Re-establishment of government functions and basic infrastructure (utilities, transportation and economy) will be critical to returning to a “normal” situation.

- n. Emergency medical facilities will be overcrowded and possibly overwhelmed with a commensurate shortage of supplies, equipment and personnel.

2. Event Consequences

For the sake of establishing planning design standards, it is assumed that the majority of significant emergencies, major disasters and acts of terrorism will result in some or all of the following consequences to which County resources might be applied:

- a. The need for complex, time-sensitive decision-making regarding the deployment of assets and resources based on priorities and strategies developed in a very volatile information and communication environment.
- b. The potential of a large number of casualties concurrently needing some form of medical care ranging from immediate lifesaving care and triage to preventive care and non-critical care.
- c. The potential that certain terrifying emergencies may precipitate adverse behavioral reactions up to the point of periods of panic or civil disintegration.
- d. The emergence of Public Health threats as a result of degraded environmental conditions, unsafe water, poor food preparation, contagion or toxic exposures.
- e. The separation or isolation of family members and resultant distressed behaviors of attempts to reunite.
- f. Serious disruptions of civil communications networks, including telephones, cell phones, internet, etc., either by overburdened systems or infrastructure losses.
- g. Obstructions of traffic circulation for victims and responders, caused by debris, damage, traffic congestion or rerouting.
- h. The potential of a large number of non-casualties who are uncertain of their medical status, overwhelmed by the emergency situation or simply seeking reassurance.
- i. Disruption of basic public utilities that results in inconvenience, displacement of resident and working populations or actual hazards.

- j. Interruption of critical power and fuel supply lines needed by responders and victims.
- k. Structural damage that will pose a continuing threat during rescue, stabilization of scenes and long-term recovery efforts.
- l. Destructive impacts on the commerce and economy of the community because of sensitivity to reentry access.
- m. A temporary disruption of governance and civil services necessary to the ordinary functions of the community.
- n. Domestic animals and pets that become collateral casualties and refugees.

3. Responses to Events

- a. Local resources must be relied upon for the first response while external assets will be used to supplement local resources only after the local assets are exhausted or overwhelmed. Depending upon the severity and magnitude of the situation, the affected area may be able to cope effectively with the situation. It may be necessary to request assistance available through volunteer organizations, private enterprise, mutual aid agreements, or State and Federal sources, including post-disaster victim aid from various Federal agencies under the provisions of the Disaster Relief Act of 1974.
- b. Massive mutual-aid responses by the first responder community for fire, rescue, Emergency Medical Services (EMS), police, HAZMAT, etc. will require coordination. Subsequent to the initial response, converging responders will need to be integrated. Private sector support will also be needed to augment government disaster response and recovery efforts.
- c. The need to transport people, equipment and material from staging areas to points of need; to distribute food, water and medical supplies; and to provide fuel and power where they are needed will create major logistic demands.
- d. The institution of the ICS and a Unified Command (UC) structure as a means of managing the responders is certain to occur.

- e. County Departments will be identified as the source of certain critical assets and support not available to smaller jurisdictions.
- f. Disasters occurring near or across jurisdictional borders will require multi-jurisdictional coordination, communications and response.
- g. An extreme demand for rapid public information, direction, instruction and reassurance will emerge in the midst of a degraded communications environment.
- h. The displacement of residents and refugees to temporary shelters requiring support for feeding, hygiene, privacy, counseling, medical evaluation, reunification, etc., is a likely outcome of many disaster scenarios.
- i. Various types of HAZMAT exposure that may require containment, decontamination, personal protection, or post-exposure medical evaluation are likely as singular events or in combination with other incidents.
- j. The response to incidents involving HAZMAT will be by specially trained and equipped teams that may be overloaded by major or multiple events.
- k. The potential need to either evacuate an endangered public or quickly establish the alternative of sheltering-in-place will rely on rapid public communication capacities.
- l. The potential necessity of quarantine or other drastic public health preventive action to isolate contagion would be a major challenge.
- m. Traumatic effects on the mental health of victims and responders can be prevented or mitigated with appropriate care.
- n. A level of engagement of law enforcement personnel in investigation and the exercise of policing authorities may change the management of the incident.
- o. The convergence of persons who want to help with donations of labor, valuable goods and services will present both benefits and problems.

- p. The convergence of some persons at the scene with no constructive or legitimate purpose will add to congestion, hazards and the need for law enforcement.
- q. Property owners may challenge perimeters and access points to gain access to retrieve valuables, assess damages, rescue pets, etc., creating dilemmas for incident managers.
- r. Certain State and Federal assets may be mobilized almost immediately, if available, and if appropriate conditions are met.
- s. St. Louis County Government will be expected to remain operational throughout the emergency/disaster.
- t. Other public jurisdictions (for example fire, water, sewer and school districts) will also be expected to develop mitigation, preparedness, response and recovery planning and capabilities for their own jurisdictions.

VI. CONCEPT OF OPERATIONS

A. General

It is the responsibility of each level of government (Federal, State, County and Municipal) and each department head to provide for a comprehensive emergency program. This program must meet the emergency needs of those who have been, or might be, affected by an emergency or major disaster, whether or not higher-level assistance is, or might be, available.

Local government is recognized as the first line of official public responsibility for emergency management activity. In an emergency, State and Federal governments can be counted on for major support only when the damage has been unusually widespread and severe. The role of the local emergency management agency, as the focus of the planning effort, is to develop and maintain an ongoing program of mitigation, preparedness, response, and recovery.

The St. Louis County Office of Emergency Management (OEM) serves County Government by working with the departments of County Government and private sector organizations in the development of plans and capabilities responsive to those hazards which seriously threaten the County. Prior to a crisis, hazard mitigation programs can reduce the vulnerability of people and property. In a crisis, effective response is often a result of those measures that have been taken prior to the emergency, either as mitigation or preparedness.

The role of the Missouri State Emergency Management Agency (SEMA) is similar in many ways to that of the St. Louis County municipalities. It must have an effective organization and develop and maintain the necessary plans, facilities, and equipment. On a day to day basis, it must administer an active, ongoing emergency management program at both State and local levels. SEMA will ascertain, through contact with local officials, the emergency management needs of its political subdivisions. It will then assess State and Federal Government resources and facilitate the acquisition, application, and coordination of those resources. SEMA provides direct guidance and assistance to local jurisdictions in program development and channels Federal guidance and assistance down to the local level. In a major emergency, SEMA ensures a coordinated response through the combined efforts of local government, State and Federal agencies, and private sector organizations.

Throughout the Federal Government, there exists a vast body of resources which can be pulled together to plan for, as well as respond to and aid the recovery process from, emergency situations. The Federal Emergency Management Agency (FEMA) is the agency that serves as the principal point of contact within the Federal Government for emergency management activities. As the Federal coordinator of emergency management activities, it is FEMA's task to pull these resources together. In partnership with State and local governments, FEMA supports their preparedness efforts by providing national program policy and guidance, and technical and financial assistance. FEMA's 10 Regional Offices provide the vital link in supporting State and local emergency management activities. FEMA's Region VII Headquarters in Kansas City, Missouri, is responsible for the four-state area of Missouri, Iowa, Nebraska, and Kansas. In the event of a major emergency or disaster, FEMA is ready to provide assistance when the demand exceeds the capacity of SEMA and local resources. It is FEMA's responsibility to coordinate the response of other Federal agencies that administer their own disaster relief programs.

The STLC BEOP plan is based upon the concept that initial emergency management response will, to the maximum extent possible, be handled at the lowest level of local government (municipal or County). If additional assistance is required beyond State capabilities, SEMA will coordinate requests to the proper federal agencies, including a request to the Region VII Director in Kansas City, Missouri, for a Presidential Disaster Declaration. The FEMA Regional Director will add his recommendations to the request and forward it to the FEMA National Headquarters in Washington, D.C. From there it will be referred to the President, who can either deny the request or decide to make an "Emergency Declaration" or a "Major Disaster Declaration." This will allow supplemental Federal financial

and technical assistance to be provided. Some federal agencies, such as the Small Business Administration and the U.S. Army, Corps of Engineers, have statutory authority to make certain programs or resources available without presidential approval.

Emergency management assignments in subsequent paragraphs of Section VII of this plan are based upon the concept that they parallel normal, day-to-day functions as closely as possible. The same material resources, expertise, and personnel shall be employed as much as possible before seeking outside assistance.

Depending upon the severity and magnitude of the emergency, it may be necessary to suspend various routine activities normally performed by levels of government, as well as by business, industry, and individual citizens. These suspensions or curtailments will be determined during, and shortly after, an occurrence, and the resources will be diverted into other response and short-term recovery activities.

The elected and appointed County officials, Departments and offices of St. Louis County, as well as supporting organizations, agencies, or individuals, will retain their identity and autonomy but will function under the BEOP as an emergency organization under the direction of the County Executive. The essential activities of the emergency organization will be coordinated through the St. Louis County EOC.

St. Louis County Executive

The County Executive shall accept ultimate responsibility for Direction and Control over St. Louis County Government activities related to emergencies, and the concurrent continuity of government. He/she will execute the powers bestowed under the provisions of State of Missouri Statutes, Chapter 44, Civil Defense, as the chief elected official of St. Louis County Government.

When necessary, the County Executive will convene the Executive Policy Group and Department Directors to determine and approve the agenda that this team shall consider for the plan of action, formulate and make major policy decisions, and subsequently act as the promulgating authority for this plan.

When appropriate, and after having taken into consideration all options, the County Executive will make emergency proclamations and request support from SEMA. As conditions warrant, the County Executive will return department activities to normal levels unless they are involved with recovery activities.

St. Louis County Council/Clerk

The County Council and the Clerk of the Council will provide for continuity of the County Council in order to continue legislative duties.

They will continue to pass ordinances and motions pursuant to emergency proclamations and appropriate revenue and expenditures as needed for disaster mitigation, preparedness, response and recovery. They will provide for auditing of the emergency financial operations of County Government and for emergency performance audits and will approve emergency gifts, grants, or loans accepted by the County Executive.

They will assist in public information functions and the dissemination of emergency information through County Council offices coordinated with the Emergency Operations Center (EOC), Joint Information Center (JIC) and Public Information Officers (PIOs) of affected jurisdictions, as well as provides PIOs or support personnel to the JIC as required.

St. Louis County Counselor

If necessary, the County Counselor will designate staff to respond to the EOC to support the County Executive with legal oversight and advice. They will review all actions contemplated and taking place in the field and in the EOC to ensure propriety and to recommend resources to accomplish necessary actions that can best avoid contentious entanglements or possible litigation. They will recommend the timing for and supervise the drafting of all proclamations and executive orders issued by the County Executive.

All public information disseminated to the news media on County Government emergency operations and emergency services by County Departments, offices, and elected or appointed officials, will be released only with the approval of the County JIC to ensure release of compatible and accurate information (See Annex A).

An evaluation of the situation will be made by the OEM, based on agency reports and reports from damage assessment teams. The County Executive will then direct County resources into the affected area and/or declare a state of local emergency to exist in the area. The County plan will be implemented, the EOC activated, and county resources made available for special assistance as requested by the OEM. The EOC staffing assignments shall be as shown in Direction and Control, Annex A, of the BEOP.

B. Response Priorities in a Major Emergency/Disaster

1. Self-Preservation

Protection of County employees (including dependents) and assets from the effects of a disaster would be the first priority. The expectation would be that the employee's family would be prepared to be self-reliant after the initial incident in order for the employee to provide timely lifesaving services and other critical operations as effectively and with as little interruption as possible. Self-preservation includes actions taken immediately before, during and after an event.

2. Lifesaving/Protection of Property

This is a focus on efforts to save lives of persons other than County employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.

3. Unit Reconstitution

Unit reconstitution is the recall of critical employees, if the incident occurs during non-working hours, and the collection, inventory, temporary repair and allocation of County assets in order to provide prompt and sustained operations in response to a disaster. This would include activation of the County EOC for the purpose of coordinating emergency response activities.

4. Emergency Food and Shelter

Provision of immediate food and shelter for disaster victims, primarily through the American Red Cross with coordination of the EOC, would become an immediate priority.

5. Restoration of Infrastructure

Restoration of the County's critical infrastructure (utilities, roads, bridges, buildings, etc.) would be a prime concern that would require the coordination of local, State, and Federal agencies with the private sector.

6. Statutory Response

Providing a partial or full range of County services beyond that of lifesaving and security, law enforcement, etc. Included under statutory response is County support to other units of local government in their

assigned missions, coordinating additional resources, declaring a state of emergency, and requesting State and Federal assistance.

7. Recovery

Restoration of lost or impaired capabilities caused by the effects of the disaster or emergency to include a return to normal operating conditions and provision of non-emergency services to the public.

C. Inter-jurisdictional Relationships

1. Municipalities

- a. Under the provisions of Chapter 44 RSMo, each city may establish an emergency management agency and appoint an emergency program manager.
- b. Each city shall notify the County of the individual responsible for emergency management activities in its jurisdiction. Any city not choosing to establish an emergency management agency may develop a cooperative intergovernmental agreement with the County, specifying the emergency management activities to be accomplished at each level.
- c. The chief executives of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies.
- d. The chief executives of the incorporated cities are responsible for requesting additional resources not covered under mutual aid for emergency operations. Such requests for assistance shall be directed to the St. Louis County OEM, including any requests for a state declaration of emergency or presidential disaster declaration.

2. Special Service Districts

These districts provide services such as fire protection and water delivery systems that are not available from County Government. They are governed by an elected Board of Directors and have policies separate from City and County Government. They often overlap City and County boundary lines and serve as primary responders to emergencies within their service districts. They are responsible for coordination of policies, plan development, and operations activity through designated representatives.

3. Private Sector

Business and industry, volunteer organizations and the public can augment disaster response by local government agencies.

4. Business and Industry

The Director of the OEM will perform coordination efforts with business and industry. This will include providing appropriate assistance in actions taken by industry to meet State regulations in emergency preparedness and businesses that provide essential services such as utility companies. Schools, hospitals, nursing/care homes and other institutional facilities are required by Federal, State or local regulations to have disaster plans.

5. Volunteer Organizations

These organizations will provide specialized services in emergency situations. The County will generally work with these organizations through previously established formal and informal agreements. In the preparedness time frame, essential training programs will be coordinated by the sponsoring agencies, such as the American Red Cross, Salvation Army, church groups, amateur radio clubs, etc.

6. Public

The public shall be provided available educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first four days (96 hours) of a disaster.

7. Mutual Aid

State law grants permission for local governments to enter into Mutual Aid Agreements with public and private agencies in accordance with their need. Personnel, supplies and services may be utilized by a requesting agency if the granting agency cooperates and extends such services.

VII. EMERGENCY SUPPORT FUNCTIONS AND DEPARTMENT TASK ASSIGNMENTS

A. Emergency Support Functions (ESF)

At all levels of emergency management, Federal, State, and local personnel and resources are grouped into ESFs. Each ESF is headed by a primary agency which has been selected based on its authorities, resources and capabilities in that

particular area. Other agencies have been designated as support agencies for one or more of the ESFs based on their ability to support the primary ESF.

ESFs provide resources using their primary and support agency authorities and capabilities in coordination with other ESFs to support emergency management. ESFs allocate resources based on priorities and needs identified. Normally, only those ESFs managing the emergencies are activated.

- **Purpose**

This section provides an overview of the ESF structure, common elements of each of the ESFs, and the basic content contained in each of the ESF Annexes. The following section includes a series of annexes describing the roles and responsibilities of Departments and agencies as ESF coordinators, primary agencies, or support agencies.

- **Background**

The ESFs provide the structure for coordinating support for a response to an incident. They are mechanisms for grouping functions most frequently used to provide support to areas impacted by an event.

The ICS provides for the flexibility to assign ESF resources according to their capabilities, tasks, and requirements in order to respond to incidents in a more collaborative manner.

While ESFs are typically assigned to a specific section for management purposes, resources may be assigned anywhere within the Unified Command structure. Regardless of the section in which an ESF may reside, that entity works in conjunction with other sections to ensure that appropriate planning and execution of missions occur.

B. Roles and responsibilities of the ESFs

- **ESF Notification and Activation**

The St. Louis County Police Department OEM, under the guidance and direction of the St. Louis County Executive and/or the Chief of Police, develops and issues operations orders to activate individual ESFs based on the scope and magnitude of the threat or incident.

ESF primary agencies are notified of the operations orders and time to report to the EOC by the staff of the OEM. ESF primary agencies notify and activate support agencies as required for the threat or incident, to include support to specialized teams. Each ESF is accomplished by

following the dictates of standard operating procedures (SOPs) developed and maintained by the various County Departments – in this case, Functional Department Annexes – and/or organizations/agencies tasked with those particular duties. It is the responsibility of those entities to insure their capabilities through planning, training and exercising. Each is also tasked with insuring that their notification protocols, rosters and contact information are current.

- **ESF Member Roles and Responsibilities**

Each ESF Annex identifies the coordinator and/or the primary and support agencies pertinent to the ESF. Several ESFs incorporate multiple components, with primary agencies designated for each component to ensure seamless integration of and transition between preparedness, response, and recovery activities. ESFs with multiple primary agencies designate an ESF coordinator for the purposes of pre-incident planning and coordination of primary and supporting agency efforts throughout the incident. Following is a discussion of the roles and responsibilities of the ESF coordinator and the primary and support agencies.

- **ESF Coordinator**

The ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response, and recovery phases of incident management. The role of the ESF coordinator is carried out through a “Unified Command” approach as agreed upon collectively by the designated primary agencies and, as appropriate, support agencies. Responsibilities of the ESF coordinator include:

1. Coordination before, during, and after an incident, including pre-incident planning and coordination.
2. Maintaining ongoing contact with ESF primary and support agencies.
3. Conducting periodic ESF meetings and conference calls.
4. Coordinating efforts with corresponding private-sector organizations.
5. Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate.

o Primary Agencies

An ESF primary agency is an agency with significant authorities, roles, resources, or capabilities for a particular function within an ESF. ESFs may have multiple primary agencies, and the specific responsibilities of those agencies are articulated within the relevant ESF Annex. When an ESF is activated in response to an incident, the primary agency is responsible for:

1. Supporting the ESF coordinator when applicable and coordinating closely with the other primary and support agencies.
2. Orchestrating support within their functional area for an affected population.
3. Providing staff for the operations functions at fixed and field facilities.
4. Notifying and requesting assistance from support agencies.
5. Managing mission assignments and coordinating with support agencies, as well as appropriate State officials, operations centers, and agencies.
6. Working with appropriate private-sector organizations to maximize use of all available resources.
7. Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities.
8. Conducting situational and periodic readiness assessments.
9. Executing contracts and procuring goods and services as needed.
10. Ensuring financial and property accountability for ESF activities.
11. Planning for short- and long-term incident management and recovery operations.
12. Maintaining trained personnel to support interagency emergency response and support teams.
13. Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

o Support Agencies

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. When an ESF is activated, support agencies are responsible for:

1. Conducting operations, when requested by the EOC or the designated ESF primary agency, consistent with their own authority and resources.
2. Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards.
3. Assisting in the conduct of situational assessments.
4. Furnishing available personnel, equipment, or other resource support as requested by the EOC or the ESF primary agency.
5. Providing input to periodic readiness assessments.
6. Maintaining trained personnel to support interagency emergency response and support teams.
7. Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats.

Departments of St. Louis County Government not assigned to a specific Primary role are assigned as having a Support role to each ESF. That support function can be in the form of personnel staffing or resource provision.

Table 1. Roles and Responsibilities of the ESFs

ESF	Scope
ESF #1 – Transportation	<ul style="list-style-type: none"> ➤ Aviation/airspace management and control ➤ Transportation safety (ground and air) ➤ Restoration/recovery of transportation infrastructure ➤ Movement restrictions ➤ Damage and impact assessment

ESF #2 – Communications	<ul style="list-style-type: none"> ➤ Coordination with telecommunications and information technology industries ➤ Restoration and repair of telecommunications infrastructure ➤ Protection, restoration, and sustainment of national cyber and information technology resources ➤ Oversight of communications within the incident management and response structures
ESF #3 – Public Works and Engineering	<ul style="list-style-type: none"> ➤ Infrastructure protection and emergency repair ➤ Infrastructure restoration ➤ Engineering services and construction management ➤ Emergency contracting support for life-saving and life-sustaining services
ESF #4 – Firefighting	<ul style="list-style-type: none"> ➤ Coordination of firefighting activities ➤ Support to wild-land, rural, and urban firefighting operations
ESF #5 – Information and Planning	<ul style="list-style-type: none"> ➤ Coordination of incident management and response efforts ➤ Issuance of mission assignments ➤ Resource and human capital ➤ Incident action planning ➤ Financial management
ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services	<ul style="list-style-type: none"> ➤ Mass care ➤ Emergency assistance ➤ Disaster housing ➤ Human services
ESF #7 – Logistics Management and Resource Support	<ul style="list-style-type: none"> ➤ Comprehensive, incident logistics planning, management, and sustainment capability ➤ Resource support (facility space, office equipment and supplies, contracting services, etc.)
ESF #8 – Public Health and Medical Services	<ul style="list-style-type: none"> ➤ Public health ➤ Medical ➤ Mental health services ➤ Mass fatality management
ESF #9 – Search and Rescue	<ul style="list-style-type: none"> ➤ Life-saving assistance ➤ Search and rescue operations
ESF #10 – Oil and Hazardous Materials Response	<ul style="list-style-type: none"> ➤ Oil and hazardous materials (chemical, biological, radiological, etc.) response ➤ Environmental short- and long-term cleanup

<p>ESF #11 – Agriculture & Natural Resources</p>	<ul style="list-style-type: none"> ➤ Nutrition assistance ➤ Animal and plant disease and pest response ➤ Food safety and security ➤ Safety and well-being of household pets
<p>ESF #12 – Energy</p>	<ul style="list-style-type: none"> ➤ Energy infrastructure assessment, repair, and restoration. ➤ Energy industry utilities coordination ➤ Energy forecast
<p>ESF #13 – Public Safety and Security</p>	<ul style="list-style-type: none"> ➤ Facility and resource security ➤ Security planning and technical resource assistance ➤ Public safety and security support ➤ Support to access, traffic, and crowd control
<p>ESF #14 – Long-Term Community Recovery</p>	<ul style="list-style-type: none"> ➤ Social and economic community impact assessment ➤ Long-term community recovery assistance to St. Louis County, local governments, and the private sector ➤ Analysis and review of mitigation program implementation
<p>ESF #15 – External Affairs</p>	<ul style="list-style-type: none"> ➤ Emergency public information and protective action guidance ➤ Media and community relations
<p>ESF #16 – Business & Industry</p>	<ul style="list-style-type: none"> ➤ Coordinate local, state and federal agency actions to provide immediate and short-term assistance for the needs of business, industry and economic stabilization.

C. Task Assignments

Responsibilities of St. Louis County Government Department Directors

Upon becoming aware of an emergency or threat thereof, the St. Louis County Executive shall designate to which EOC, primary or alternate, the County Government's Department Directors and Department Disaster Coordinators should report for assessment of the situation.

The Director of each County Government Department and office is also responsible for providing qualified and trained personnel to the EOC and to their respective organizations to carry out essential activities assigned.

The following tasks and activities are to be performed by every Department or Office as components of the BEOP and its Annexes.

1. Develop a system for alerting all Department personnel of impending emergency situations that includes the following components:
 - a. A specific notification and recall plan for all Department staff, and particularly all that have assigned duties in an emergency.
 - b. Identified sections, units and individuals that fulfill specific ESFs.
 - c. When notified of the emergency situation, the Director shall initiate the Department's notification/recall procedures in order to alert and mobilize sections or individuals of the Department, as might be necessary.
2. Maintain a current line of succession for leadership of Department functions if key personnel are unavailable.
3. Designate a primary assembly site or staging area to which Department staff will report when recalled, either to stand-by for general assignments and duties or for specific predetermined tasks. If it becomes necessary for the continuation of Department critical missions, identify those facilities deemed necessary to Department operations and assist the Department of Public Works in determining the work area requirements of each in order to facilitate relocation to an alternate location. A facility must be initially capable of providing for the continuation of mission critical services, and subsequently, the restoration of services normally delivered by the Department. If applicable, equip with backup power supplies or modify to easily accept power supplies provided by external sources.
4. Designate an alternate mobilization site or procedure for every Department staff person and define the circumstances under which it should be used as an alternative to the primary site.
5. Designate a Disaster Coordinator who is a knowledgeable, senior-level employee who is well-versed with the Department's organization, functions, operations and resources. This person should have a complete knowledge of all Department ESF roles and has the authority to make or relay administrative decisions to assure ESFs or other directives are fulfilled. The designated Disaster Coordinator will serve as the Department's primary point of contact for all matters relating to disaster plans and operations.
6. Develop and maintain plans to respond in the event of the activation of the EOC. Provide for the mobilization of the Director, Disaster Coordinator,

and any alternates and other staff liaison to the EOC. Support the mobilization with a preliminary assignment of duties. Immediately upon receipt of the emergency notification, and as directed by the County Executive or the Chief of the St. Louis County Police Department, the Department's Director and the Disaster Coordinator, or the Alternate Disaster Coordinator, shall report to the EOC or alternate site, to meet with the County Executive to coordinate the County's ESFs as needed for the specific emergency.

7. Develop and maintain plans for the Director to serve on the Executive Policy Group or provide appropriate alternates to assure 24-hour representation. The Department's primary representative shall be the Director or Disaster Coordinator.
8. Identify critical assets of the Department that would be required to provide ESFs and establish procedures to develop, maintain and protect these assets.
9. Identify vital records necessary for the resumption and continuation of Department and County Government operations, and make preparations for the off-site storage and retrieval of backup records.
10. Develop and maintain a current inventory of important files, reference materials, equipment, supplies, etc., that should be given priority status for retrieval if the opportunity is limited.
11. Develop capabilities to respond as a Department to decisions made by the Disaster Advisory Team (VIII.A.2.b) at the EOC or alternate sites, using information and data prepared in advance or collected from real-time sources, collected and analyzed, summarized and reported as factual information to the County Executive, State or Federal agencies as requested or deemed appropriate.
12. Develop and maintain capacities to coordinate or support ESFs as assigned to the Department, before, during and following emergencies or disasters.
13. Make necessary advance provisions for liaison with other local governments, agencies, organizations or commercial sources of resources required to provide or coordinate ESFs or otherwise respond to emergency situations. Establish all linkages to State government required to access external resources from the State or Federal government.

14. When requested, provide the St. Louis County Police Director of the OEM with support in the form of personnel, technical assistance, equipment, etc.
15. Develop and maintain procedures to receive and announce warnings of a life-threatening danger in any Department facility. Alert the proper authorities and gain assistance, supporting the warning with appropriate plans to protect employees and others present.
16. Develop and maintain evacuation and sheltering plans for all Department facilities.
17. Exercise and evaluate plans as necessary to assure reliability of performance of ESFs and other Department responsibilities.
18. Report any damage of Department facilities, equipment, or resources to the EOC.
19. Account for all Department expenditures of funds, personnel and equipment, as well as expenses incurred by damage or loss during the emergency.
20. Provide PIOs or support personnel to the JIC, as required or requested.
21. Return Department activities to normal levels as soon as possible, unless involved with recovery activities

Duties of Specific County Government Officials

Duties and responsibilities shall be as specified in the Revised Ordinances of St. Louis County. Special emergency-related responsibilities shall be as listed in the individual annexes governing each Department.

VIII. COMMAND AND CONTROL

A. Structure

The emergency preparedness and response of St. Louis County shall be organized as follows:

1. The head of the emergency mitigation, preparedness, response, and recovery efforts shall be the County Executive. Direction and Control of the emergency mitigation, preparedness, response, and recovery effort shall be vested in the County Executive who, assisted by the Executive Policy Group, Disaster Advisory Team, Emergency Management Office Staff and Operations Group, shall be responsible for the prompt, efficient

execution of the emergency management plan, or so much thereof as is necessary to:

- a. Enforce all rules and regulations relating to Emergency Management.
 - b. Act as an agent of the Governor of the State of Missouri, and take control of all means of transportation (other than railroads, and railroad equipment and fuel) and supplies, and all facilities including buildings and plants. He/she will exercise all powers necessary to assure the safety and protection of the civilian population.
 - c. Request State and/or Federal assistance.
 - d. Establish a general curfew.
 - e. Close business and/or public establishments/areas.
 - f. Restrict the sales of alcohol, firearms and ammunition, and/or combustible products.
 - g. Prohibit the carrying of instruments capable of producing bodily harm.
 - h. Establish economic controls.
 - i. Direct the use of all public and private health, medical, and convalescent facilities, and their equipment, for emergency health and medical care of injured persons.
 - j. Control the operation of utility services.
 - k. Other orders as are imminently necessary for the protection of life and property.
2. St. Louis County disaster preparedness groups that respond to the County EOC are separated into four basic working personnel groups – Executive Policy Group; Disaster Advisory Team; Emergency Management Office Staff; and Operations Group – that represent separate functional areas of responsibility and facilitates the coordination of member’s actions during a disaster.
- a. Executive Policy Group

The Executive Policy Group is composed of the County Executive and Department Directors who will be directing the County's response to the emergency at hand. This group is the governing authority over the others within the EOC.

b. Disaster Advisory Team

A Disaster Advisory Team, composed of Department Disaster Coordinators and other Department technical advisors, provide expertise vital to the successful execution of disaster operations and assists the Executive Policy Group.

c. Emergency Management Office Staff

The Emergency Management Office Staff is comprised of the Director of the OEM, OEM staff, and any other persons identified and assigned by the Director. This staff will provide logistical support to the Executive Policy Group and the Disaster Advisory Team.

d. Operations Group

The Operations Group is comprised of representatives of the many governmental and non-governmental agencies necessary to ensure a complete and functional response to disaster situations. Present within the Operations Group will be the managers, supervisors and employees that are relied on by the disaster preparedness groups for response and recovery support.

B. Line of Succession

1. By law, only the County Executive has the authority to declare the existence of a State of Emergency in St. Louis County. If the County Executive is absent from the County at the time of an emergency or disabled to the extent that he cannot exercise the powers nor discharge the duties of that office properly, the following is established:

a. The line of succession will be according to the following stipulations set forth in the County Charter:

o Article III, Section 3.020 that reads: "A vacancy in the office of the county executive shall be filled by the council. The person so selected shall be a member of the same

political party as the previous occupant. He shall hold the office until January 1 following the next general election. A successor shall be elected at the next general election for the unexpired or the full term as the case may be.”

- o Article III, Section 3.030 that reads: “During the county executive’s temporary disability or absence from the county, the chairman of the council shall be acting county executive until the next meeting of the council, at which time the council shall designate to serve as county executive one of its members who shall be of the same political party as the county executive unless there be none of such party.”

C. Emergency Operations

When St. Louis County Government personnel are committed to and engaged in emergency operations within the boundaries of the County's unincorporated area, officials of County Government shall retain operational control and direction of emergency forces.

- **Mutual Aid Agreements**

- o **Mutual Aid I**

When St. Louis County Government personnel are committed to and engaged in localized emergency operations within the boundaries of an incorporated County municipality which has signed a Mutual Aid I contract with St. Louis County, the responsible local municipal official in charge of the operation shall direct all emergency forces.

Direction includes, but is not limited to:

- a. The assignment of tasks.
- b. Designation of objectives and priorities.
- c. Designation of responsibility for other actions, the accomplishments of which are necessary to complete the mission.

Attachment VII to this plan lists those municipalities having Mutual Aid I agreements with St. Louis County.

- o **Mutual Aid II**

When St. Louis County Government personnel are committed to, and engaged in, emergency operations within the boundaries of an incorporated municipality which has signed a Mutual Aid II contract with St. Louis County, the County Government shall exercise complete autonomy of management, control and supervision over the disaster relief operations. The St. Louis County Executive or his designated representative (the Director of the OEM) shall be vested with full authority over, and control of, all disaster planning and relief measures within the given municipality. The chief elected official, or that official's designated representative for the given municipality, shall become a Deputy Disaster Director and shall assist the St. Louis County Executive or his designated representative in coordinating disaster relief operations.

Attachment IX to this plan lists those municipalities having Mutual Aid II agreements with St. Louis County.

- **Operational Control**

St. Louis County shall retain operational control of its emergency forces committed in any municipality. Operational control of emergency forces includes, but is not limited to, the overall authority to commit or withdraw personnel and resources from emergency operations. Established County Government Department authority over any given Department's committed forces will not be superseded except in extreme emergencies. Should the municipal official so desire, the Mutual Aid I contract affords him/her the opportunity to relinquish direction to St. Louis County officials.

When St. Louis County Government personnel are committed to and engaged in County-wide disaster operations, whether in municipalities or unincorporated areas, the St. Louis County Executive or his designated representative (the Director of the OEM) shall be vested with full authority over, and control of, all disaster planning and relief measures.

- **County-Wide Disaster**

A "County-wide disaster" is a disaster, or threat of a disaster, which occurs simultaneously in more than one municipality and precipitates a declaration of the existence of a State of Emergency by the County Executive as per SLCRO 703.070. It can include several local disasters that occur so close together in time as to require prioritization of the allocation of resources and services available to the St. Louis County OEM. During the conduct of County-wide disaster operations, when the

County Executive or his designated representative is exercising overall control and direction, the chief elected official or other designated representative for each of the involved Mutual Aid I municipalities shall automatically become a Deputy Disaster Director. They will have responsibility for the disaster planning and relief measures for the geographic area comprising their own municipality. In the capacity of Deputy Disaster Director, they will act in accordance with the direction of the St. Louis County Executive (or his designated representative) in all matters that affect, or potentially affect, the general welfare of all residents of St. Louis County, Missouri.

- **Military Support**

Officials of St. Louis County Government may determine that the County requires the assistance of Missouri Army and/or Air National Guard units during the conduct of emergency operations. If so, the St. Louis County Director of the OEM will notify the County Executive, who, if he concurs, must request such military assistance from the Governor of Missouri.

Requests for National Guard support will be submitted in writing to the Governor. In case of extreme urgency, requests may be made by the most expeditious means available through SEMA, and later confirmed in writing.

When units or individuals of the Missouri National Guard are ordered to State emergency duty in support of civil authorities, their orders will specify the general or specific missions and the local civil officer (e.g. County Executive, Mayor, Chief of County Police, Municipal Police Chief, etc.) to whom the National Guard Commander will report for direction and to receive the mission to be accomplished. Command, operational control, and accomplishment of the mission are the responsibility of the National Guard Task Force Commander. Civil authorities remain responsible for the general maintenance of law and order, and any other activities that may be required due to the emergency. Under these conditions, National Guard units and their personnel are considered to be "in support of civil authorities." All directives for the establishment of "martial law" will be at the determination of the civil authorities unless superseded by the Governor.

Commanders are responsible only to their superiors within the National Guard Chain of Command. When acting in support of civil authority, the commander(s) will accept missions from the appropriate civil authorities

and execute those missions utilizing the methods and resources the National Guard commanders deem necessary.

The maintenance of law and order within a political subdivision is the responsibility of the local duly elected or appointed civil authorities. When National Guard Forces are ordered by the Governor to provide military support to those civil authorities, the National Guard forces will obey and execute that order with the understanding that they are assisting local authorities in the performance and accomplishment of their duties and functions. Civil officials are and will remain in charge, and will continue to exercise the normal functions of their particular office.

- **Levels of Activation**

The Director of the OEM shall designate what level of activation is required in response to a given situation, and shall ensure all steps for notification and operation are completed for that level of activation.

- o **Level III:**

Activation at this level will typically involve only the Emergency Management Office staff. This level is established to perform the regular situation analysis function utilizing the best information available for decision-making purposes.

- o **Level II:**

Level II encompasses the Level III activation staffing pattern and any individuals as may be designated by the Director of the OEM required to address specific emergency situations. The Director of the OEM may activate portions of this plan in preparation of an anticipated response need.

- o **Level I:**

Level I requires the involvement of each of the St. Louis County disaster preparedness groups, as well as the possibility of non-local assets provided by mutual aid, State and Federal assistance, and volunteer resources.

- **Communications**

Notifications--The St. Louis County Executive, an official of the OEM or the St. Louis County Police Department's Bureau of Communications shall notify the County Government's Department Directors of an emergency, or the imminent threat thereof. If possible, notification shall be made by means of telephone. However, the initial notification might

also be received by means of the County's Emergency Warning System (sirens) and/or via the EAS (locally, via radio station KMOX AM on 1120 KHz).

For more detailed information about communications systems, see Annex O (Communications) to this plan.

IX. ADMINISTRATION AND LOGISTICS

A. Administration

Each St. Louis County Government Department shall maintain an inventory of all major resource items that might be required to save lives and property and to ensure the continuity of County Government operations during emergency conditions. Listings will reflect locations where each resource item (personnel, vehicle, equipment, etc.) customarily is employed, dispatched from, stored or maintained in order to determine proximity to emergency scenes. Departments shall update these listings each year and shall provide one copy each to the Director of the OEM and to the designated Disaster Coordinator of the Department.

Each St. Louis County Department, supporting volunteer service agency, organization, utility company, and fire service shall maintain comprehensive, accurate accounting records for all resources expended in the course of the conduct of emergency operations and recovery. These detailed records must fully account for such expenditures as:

1. Personnel hours (regular, overtime and any that might support special shift differential allowances).
2. Supplies expended.
3. Equipment use hours, whether Department owned, leased, purchased or borrowed.
4. Contracted services and/or special facilities.
5. Damages/injuries sustained by equipment, facilities and/or personnel, etc.

Such compilations of disaster-related expenses shall be submitted, upon request, to the County's Department of Administration where they will be collated into a report for the County Executive, and may be used as a basis for determining eligibility for emergency assistance funding from State and/or Federal authorities. The following reports shall be submitted to SEMA:

1. Situation Reports

The format for this report, which is a self-explanatory fill-in the blanks type, is contained within the Missouri WebEOC program.

2. Assistance Guide for Local Governments

The State Public Assistance Program provides an organizational structure for the administration of federal grants to eligible public entities.

3. Damage Assessment Reports

There are two types of damage assessment reports:

- Individual Assistance
- Public Assistance

The formats and instructions for completion are contained in the aforementioned state guide and are to be submitted as soon as practical.

4. Executive Order Requesting State Assistance

Depending on the nature of conditions that prompted the request for state assistance, the Executive Order must state:

- That the specific type(s) of resource(s) required (to include those possessed by local public, volunteer, commercial and mutual aid entities) are either:
 - i. Exhausted
 - ii. Unavailable
 - iii. Not available in time to save lives, prevent further damage, and/or to alleviate suffering.
- How long the resource(s) will be needed;
- Where to deliver or report;
- The name of the official to whom to report.

All individual relief assistance will be provided in accordance with the policies set forth in State and Federal laws and programs. Consumer complaints pertaining to alleged, unfair or illegal business practices will be referred to the County Counselors Office.

There will be no discrimination on the grounds of race, color, religion, nationality, sex, sexual orientation, age, or economic status in the administration of emergency management functions. This policy applies equally to all levels of government, contractors, and labor unions.

No person, business concern, or other entity will receive assistance with respect to any loss for which he/she has received financial assistance under any other program or for which he/she has received insurance or other compensation.

When major disaster assistance activities may be carried out by contract or agreement with private organizations, firms, or individuals, preference will be given, to the extent feasible and practical, to those organizations, firms, and individuals residing or doing business primarily in the areas that have become distressed.

It will be the responsibility of the OEM to determine and to negotiate, obtain appropriate review, and keep current all mutual aid and inter-local agreements necessary to perform the letter and spirit of official tasks assigned by law and this plan.

All County departments and supporting organizations will maintain SOPs or checklists to guide the actions of their personnel in performing all assigned emergency duties. For County departments, these may be a part of the department's annex to the BEOP.

An emergency worker registered and performing emergency functions under the direction of an appropriate County agency would qualify for indemnity protections provided for in the County Emergency Management Code (SLCRO Section I, Title VII, Sec. 703).

B. Logistics

All County departments and supporting organizations will maintain limited stocks of basic emergency supplies in all County-owned and leased facilities. Control over the use and training of employees in the operation of these emergency supplies will be the responsibility of each Department. Departments are encouraged to add to these basic stocks so that, if necessary, it may be possible for building occupants to sustain themselves in these facilities for a minimum of four days (96 hours).

Once the Governor has proclaimed a "State of Emergency," the County Executive may "command the service and equipment of as many citizens as the County

Executive considers necessary. Citizens so commandeered shall be entitled, during the period of such service, to all privileges, benefits and immunities as are provided by local, Federal and state civil defense regulations for registered civil defense or emergency services workers.”

In a declared emergency the County Executive may, if time is vital to saving lives and reducing property damage or hardship, order Departments to dispense with normal purchasing practices that unduly postpone the receipt of required equipment, supplies, or services, except those that are mandated. Any such order shall at the earliest practical time be presented to the County Council for review and appropriate legislation including:

1. Findings by resolution with respect to actions taken;
2. Authorization of payment for services, supplies, equipment loans and commandeered property used during disaster response activities;
3. Approval of gifts, grants or loans accepted by the County Executive during the emergency;
4. Levy of taxes to meet costs of disaster response and recovery operations.

X. PLAN DEVELOPMENT AND MAINTENANCE

A. Development and Maintenance

The development and maintenance of the St. Louis County BEOP is a cooperative effort among all Departments and agencies of the County Government and all local supporting organizations. Accordingly, the following specific responsibilities are assigned:

1. The staff of the OEM will administer the coordinating steps involved in the development, maintenance, promulgation, approval, and publication of the entire plan.
2. Department Annexes. Because these are relating to specialized functions that individual departments and/or support organizations deliver or provide for, it is clear that those with the day-to-day technical expertise and experience would know the function best. With this rationale in mind, assignments for developing, writing, and maintaining specific Department annexes, both in lead and associate capacities, are the responsibility of each Department of County government.

B. Review

It is the responsibility of each Department to ensure that those portions of this plan that are assigned to them are reviewed and updated annually from the date of the last revision. Upon completion, revisions will be submitted to the OEM for coordination, printing and distribution.

C. Distribution.

This BEOP is available to the general public via the Internet. The BEOP and associated annexes are available to St. Louis County government employees via the Intranet.

XI. EXERCISES

In order to provide practical, controlled operations experience to those who have emergency management responsibilities outlined herein, this plan shall be exercised at least once a year in the form of either:

1. A simulated emergency within St. Louis County OR
2. The simulated impending threat of an emergency within St. Louis County OR
3. An actual event occurring within St. Louis County and for which SEMA permits credit to be granted.

ATTACHMENTS:

- I. State of Missouri Statutes, Chapter 44, Civil Defense
- II. St. Louis County Revised Ordinances, Title VII, Chapter 703
- III. St. Louis County Revised Ordinance, Title VII, Chapter 701, Section 701. 200
- IV. St. Louis County Government Organization Chart
- V. Duties of St. Louis County Government Disaster Coordinators
- VI. Sample Mutual Aid I Contract
- VII. List of Mutual Aid I Municipalities
- VIII. Sample Mutual Aid II Contract
- IX. List of Mutual Aid II Municipalities
- X. Primary and Support Duties (P&S) Chart
- XI. Fire Department/District Mutual Aid Contracts
- XII. Phone Calls from Flood Victims

ESF ANNEXES:

1. Transportation
2. Communications
3. Public Works and Engineering
4. Firefighting
5. Information and Planning
6. Mass Care; Emergency Assistance; Disaster Housing; Human Services
7. Logistics Management and Resource Support
8. Public Health and Medical Services
9. Search and Rescue
10. Oil and Hazardous Materials
11. Agriculture and Natural Resources
12. Energy
13. Public Safety and Security
14. Long-Term Community Recovery
15. External Affairs
16. Business and Industry

BASIC EMERGENCY OPERATIONS PLAN

**EXECUTIVE DIRECTIVE
(PROMULGATION)**

Elected and appointed officials have legal responsibility to provide for the general peace, safety, and welfare of citizens. Underpinning this public trust is the St. Louis County Emergency Operations Plan. As a primary planning instrument, it conveys the organizational and operational standards the County relies on to manage a major emergency or disaster, and to make the most effective use of available resources to save lives and protect property.

To achieve the goals of comprehensive emergency management, the plan addresses actions that must take place during the four phases of emergency management. These are:

Mitigation – to reduce the incidence of hazards that can be managed or to minimize the damaging effects of those beyond human control;

Preparedness – to ensure a total community readiness to properly react and respond to a major emergency or disaster;


Response – by all sectors, that is built on cooperation and public awareness and results in a coordinated effort; and,

Recovery – to reconstitute normal services and to restore normal living conditions as soon as possible.

As County Executive, I endorse this Plan and hereby direct all personnel involved to use the principles of NIMS/ICS to prepare and update assigned department annexes, maintain current internal organization continuity of government plans, and work as a county-wide team to assure the most effective response and recovery will occur during a major emergency or disaster.

01/16/2020

Date



Honorable Dr. Sam Page
County Executive

BASIC EMERGENCY OPERATIONS PLAN

FOREWORD

The St. Louis County Emergency Operations Plan is designed to consider “all hazards” to which the County and its inhabitants may be vulnerable. These include, but are not limited to: storms, high winds, earthquakes, floods, hazardous material releases, transportation mishaps, loss of utilities, tornadoes, civil unrest, terrorism or combinations of the above.

If not established in advance, incident management, and the necessity in some instances to seek outside aid, may be unduly complicated in a major emergency or disaster. Such a concern is most likely to arise and would have its greatest crippling effect when a response requires participation by multiple agencies and/or when multiple regional jurisdictions are similarly affected by a widespread catastrophe or concurrent events. Therefore, in the interest of clarity and cooperation, this plan expresses the guidelines that St. Louis County will follow to institute and carry out comprehensive emergency management. By definition, a principal aim of comprehensive emergency management is to foster integrated coordination with neighboring communities and at all levels of government during the four phases of emergency management, i.e., mitigation, preparedness, response and recovery.

Organizationally, this plan consists of two components: The Basic Emergency Operations Plan; and the supporting Emergency Support Function (ESF) Annexes. The Basic Emergency Operations Plan covers the general operational concepts of the County’s comprehensive emergency management program and outlines overall doctrine. The ESF Annexes are more specific and describe in some detail how, when, and by whom emergency functions will be administered. These primarily relate to roles assumed by first and second responders.

As assigned in the Basic Emergency Operations Plan, individual County departments are responsible for maintaining up-to-date annexes reflecting current procedures, resources, organizational arrangements, and capabilities. Of no less importance is the requirement for all plan participants to ensure their utmost readiness to continue services in the wake of an endangering crisis, and effectively contribute tasked resources as needed for response and recovery.