

Chapter 7. Emergency Warning and Response

Emergency services measures protect people during and after a disaster. A good emergency management program addresses all hazards, and it involves all municipal and/or county departments.

Jersey County has adopted the National Incident Management System (NIMS). At the state level, programs are coordinated by the Illinois Emergency Management Agency (IEMA). Jersey County emergency services are coordinated through the county’s emergency management coordinator.

This chapter reviews emergency services measures following a chronological order of responding to an emergency. It starts with identifying an oncoming problem (threat recognition) and goes through post-disaster activities.

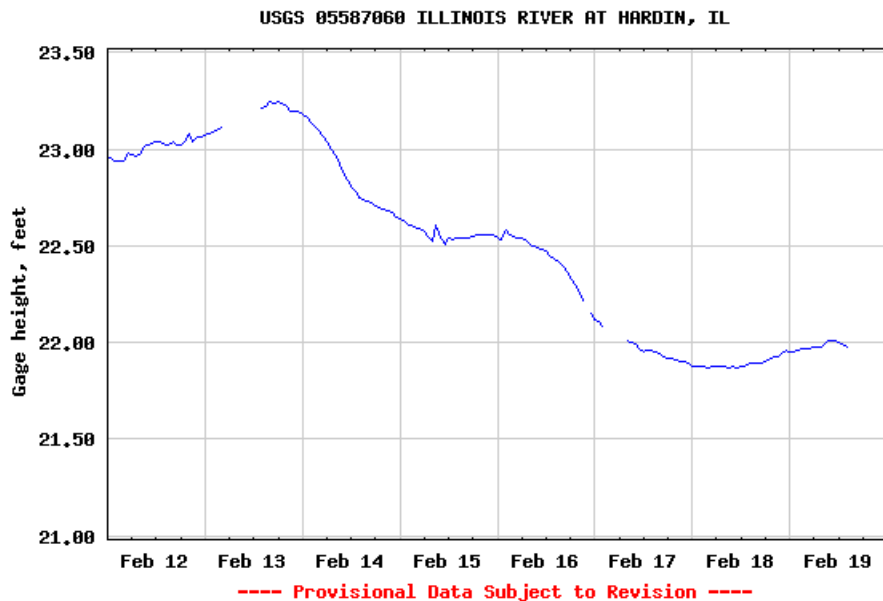
7.1.Threat Recognition

Threat recognition is the key. The first step in responding to a flood, tornado, storm or other natural hazard is knowing when weather conditions are such that an event could occur. With a proper and timely threat recognition system, adequate warnings can be disseminated.

Floods: A flood threat recognition system predicts the time and height of the flood crest. This can be done by measuring rainfall, soil moisture, and stream flows upstream of the community and calculating the subsequent flood levels.

On largest rivers, including the Mississippi, the measuring and calculating is done by the U.S. Corps of Engineers or the National Weather Service which is in the U.S. Department of Commerce’s National Oceanic and Atmospheric Administration (NOAA). Support in NOAA’s efforts is provided by cooperating partners from state and local agencies.

Hazards Addressed	
*	Flood
*	Tornado
	Earthquake
*	Thunderstorm
*	Winter Storm



Forecasts of expected river stages are made through the Advanced Hydrologic Prediction Service (AHPS) of the National Weather Service. Flood threat predictions are disseminated on the NOAA Weather Wire or NOAA Weather Radio. NOAA Weather Radio is considered by the federal government as the official source for weather information.

On smaller rivers, locally established rainfall and river gages are needed to establish a flood threat recognition system. The National Weather Service may issue a “flash flood watch.” This means the amount of rain expected will cause ponding and other flooding on small streams and depressions. These events are so localized and so rapid that a “flash flood warning” may not be issued, especially if no remote threat recognition equipment is available.

In the absence of a gauging system on small streams, the best threat recognition system is to have local personnel monitor rainfall and stream conditions. While specific flood crests and times will not be predicted, this approach will provide advance notice of potential local or flash flooding.

Tornadoes and Thunderstorms: The National Weather Service is the prime agency for detecting meteorological threats, such as tornadoes and thunderstorms. Severe weather warnings are transmitted through the Illinois State Police’s Law Enforcement Agencies Data System (LEADS) and through the NOAA Weather Radio System. As with floods, the Federal agency can only look at the large scale, e.g., whether conditions are appropriate for formation of a tornado. For tornadoes and thunderstorms, local emergency managers can provide more site-specific and timely recognition by sending out National Weather Service trained spotters to watch the skies when the Weather Service issues a watch or warning.

Winter Storms: The National Weather Service is again the prime agency for predicting winter storms. Severe snow storms can often be forecasted days in advance of the expected event, which allows time for warning and preparation. Though more difficult, the National Weather Service can also forecast ice storms.

Local implementation: Jersey County uses GIS to over lay flood data as well as storm data.

The City of Grafton has the capability of monitoring the river stage on the “Grafton Gauge”. It is located at mile 218. The US Army Corps of Engineers web site also provides up-to-the-minute river stage advisories. The City of Grafton has a river stage forecast schedule that defines at what river level the floodwaters will inundate a particular intersection.

Floods: Jersey County uses real time flood gauges at Hardin and Grafton IL to determine what properties are in a flood situation. We have all 1100+ structures lowest floor determinations so when the river gage mark is at the 433 elevation we will know every residence that is flooded.



CRS credit: Credit can be received for utilizing the gauges listed on the previous page. The actual points are based on how much of the community’s floodplain is subject to flooding by the gauged stream.

7.2.1. General Information

After the threat recognition system tells the Emergency Management Agency (EMA) and municipalities that a flood, tornado, thunderstorm, winter storm or other hazard is coming, the next step is to notify the public and staff of other agencies and critical facilities. The earlier and the more specific the warning, the greater the number of people who can implement protection measures.

The National Weather Service issues notices to the public using three levels of notification:

Watch: conditions are right for flooding, thunderstorms, tornadoes or winter storms.

Warning: a flood, tornado, etc. has started or has been observed.

Advisory: issues special weather statements

A more specific warning may be disseminated by the community in a variety of ways. The following are the more common methods:

Hazards Addressed	
*	Flood
*	Tornado
	Earthquake
*	Thunderstorm
*	Winter Storm



- Outdoor warning sirens
- Sirens on public safety vehicles
- Commercial or public radio or TV stations
- The Weather Channel
- Cable TV emergency news inserts
- Telephone trees/mass telephone notification
- NOAA Weather Radio
- Tone activated receivers in key facilities
- Door-to-door contact
- Mobile public address systems
- E-mail notifications

Multiple or redundant systems are most effective - if people do not hear one warning, they may still get the message from another part of the system. Each has advantages and disadvantages:

- Radio and television provide a lot of information, but people have to know when to turn them on.
- NOAA Weather Radio can provide short messages of any impending weather hazard or emergency and advise people to turn on their radios or televisions, but not everyone has a Weather Radio.
- Outdoor warning sirens can reach many people quickly as long as they are outdoors. They do not reach people in tightly-insulated buildings or those around loud noise, such as at a factory, during a thunderstorm, or in air conditioned homes. They do not explain what hazard is coming, but people should know to turn on a radio or television.
- Automated telephone notification services are also fast, but can be expensive and do not work when phone lines are down. Nor do they work for unlisted numbers and calling screener services, although individuals can sign up for notifications.
- Where a threat has a longer lead time (e.g., flooding along the Fox River), going door-to-door and manual telephone trees can be effective.

Just as important as issuing a warning is telling people what to do. A warning program should have a public information aspect. People need to know the difference between a tornado warning (when they should seek shelter in a basement) and a flood warning (when they should stay out of basements).

Storm ready: The National Weather Service established the Storm Ready program to help local governments improve the timeliness and effectiveness of hazardous weather related warnings for the public. To be officially Storm Ready, a community must:

- Establish a 24-hour warning point and emergency operations center
- Have more than one way to receive severe weather warnings and forecasts and to alert the public
- Create a system that monitors weather conditions locally
- Promote the importance of public readiness through community seminars
- Develop a formal hazardous weather plan, which includes training severe weather spotters and holding emergency exercises.

Being designated as a Storm Ready community by the Weather Service is a good measure of a community's emergency warning program for weather hazards. It is also credited by the Community Rating System.

NOAA Weather Radios

NOAA Weather Radio is a nationwide network of radio stations that broadcasts warnings, watches, forecasts and other hazard information 24 hours a day. For Jersey County, information comes from the National Weather Service office in St. Louis, MO.

NOAA weather radios can be very effective for notifying people, businesses, schools, care facilities, etc., of weather threats. They have a monitoring feature that issues an alarm when activated by the Weather Service.

CRS credit: Community Rating System points are based on the number and types of warning media that can reach the community's flood prone population. Depending on the location,

communities can receive up to 25 points for the sirens and the County's Emergency Alert Radio System and more points if there are additional measures, such as telephone trees. Being designated as a Storm Ready community can provide 25 more points.

7.2.2. Local Implementation: Warning and Emergency Information Plan for Jersey County

The Jersey County Emergency Services and Disaster Agency is the lead agency in the county for organizing emergency warning and information. The basic structure of ESDA's activity is the "Warning/Emergency Information Annex" of Jersey County's Emergency Operations Plan, approved by the County Board July 2003. The annex describes the warning systems in place in the jurisdiction and the procedures of initiating their use. The most frequent use of a warning system is the activation of the warning siren for the City of Jerseyville during the tornado season.

Jersey County Emergency Operations Plan

July 2003

Emergency Services & Disaster Agency

WARNING/EMERGENCY INFORMATION ANNEX

I. PURPOSE

This annex describes the warning systems in place in the jurisdiction and the responsibilities and procedures for using them. All components of the system will be identified and the provisions that have been made to implement warning described.

II. SITUATION AND ASSUMPTIONS

A. Situations

1. Hazardous material spills, tornadoes, or other hazards will require warning the general public and emergency response groups in an expeditious manner. Warning sirens and commercial radio and television announcements are methods which will be used to alert the citizens of the county.

B. Assumptions

1. Some people who are directly threatened by a hazard may ignore, not hear, or not understand warnings issued by the government.
2. Special needs groups such as the hearing impaired, sight impaired, physically disabled, or institutionalized (e.g., in mental treatment facilities, jails/prisons/detention facilities, etc.) require special attention to ensure a workable warning system is established.

3. Emergency response organizations such as the fire and police may be called upon to help warn the public.
4. Radio/TV stations will be willing to issue warning announcements.
5. Where available, National Oceanic and Atmospheric Administration (NOAA) Weather Warning Radio stations will disseminate watches and warning issued by the National Weather Service (NWS); NOAA tone alert radios are automatically activated when such watches and warnings are issued.
6. The need to warn the public and alert government officials is common to all disaster situations.
7. The time available for warning may vary, from ample to none, depending on the speed of onset.
8. Some jurisdictions have fire department sirens that can be activated to warn the public.
9. Provisions may be made to warn areas not covered by the above.

III. CONCEPT OF OPERATIONS

- A. The County radio system will be the primary source to notify emergency response organizations concerning warnings to be issued.
- B. Appropriate government officials will be notified by telephone.
- C. The dissemination of alerts and warnings to the general public can be accomplished in the following ways:
 1. Activation of the Outdoor Warning Siren System: Communities with sirens can activate them to alert their residents to an actual or impending emergency. The Outdoor Warning Siren System should only be activated for extreme emergency situations.
 2. Commercial radio station and television broadcasts: Stations can be requested to make emergency announcements.
 3. Activation of cable over-ride systems: Communities with cable TV over-ride systems can activate them to alert their residents to an actual disaster or impending emergency.
 4. Emergency service vehicle PA systems: Most emergency service vehicles have sirens with a build-in PA system that can be used to broadcast emergency

information.

5. Telephone: This should only be used to notify a small number of people due to the time-consuming process.
 6. Door-to-door notification: This should only be used for an isolated area with few residents in a slowly developing situation.
- D. Warning for special locations such as schools, hospital, nursing homes, recreational facilities, child daycare and adult daycare, public assembly areas, and major industrial sites will be accomplished by phone and/or NOAA weather warning radios. Warnings will be augmented by commercial radio and TV broadcasts as well as warning sirens.
- E. There is not a significant population of the hearing impaired or non-English speaking groups in Jersey County requiring special warning provisions; however, the teletype broadcast system for the hearing impaired will be utilized when possible.
- F. A single tone warning siren signal will be sounded for all warnings. No “all clear” tone will be given.
- G. Inter-jurisdictional Relationships
1. The Jerseyville City Police Dept. has the authority to activate the warning sirens, notify the National Weather Service to activate weather warning radios, and notify commercial radio and TV stations to broadcast warnings.
 2. Jersey County ESDA and/or the EOC have authorization to request activation of the City warning sirens, notify the National Weather Service to activate weather warning radios, and notify commercial radio and TV stations to broadcast warnings.
 3. Industrial complexes and transportation services that use, produce, store or transport hazardous materials should immediately alert the 911 PSAP or EOC when an emergency situation involving hazardous material occurs. Any warning, if necessary, will be instituted by 911 PSAP or the EOC, or ESDA.
 4. Any affected nearby jurisdiction shall be warned of the HazMat incident by any means possible to alert them of the potential threat of the situation.

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

- A. Chief Executive Official (CEO)

1. Specifies who has authority to order activation of warning systems.
2. Assigns a single organization the responsibility of activation of the various warning systems in the jurisdiction. The organization must be able to initiate the warning systems around-the-clock. In many jurisdictions the 911 system has this responsibility.
3. Designates public service agencies, personnel, equipment, and facilities that can augment the jurisdiction's warning capabilities.

B. Warning Coordinator (ESDA Coordinator)

1. When notified of an emergency situation, reports to the EOC. (However, when practical, this individual should be permanently assigned to the EOC.)
2. Implements call-down rosters to alert emergency responders or provide situation updates.
3. Activates public warning systems.
4. Implements contingency plans to provide warnings if established warning system fails to work.
5. Coordinates warning frequencies and procedures with EOCs at higher levels of government and with adjacent communities.
6. Works with the Public Information Officer (PIO) to ensure pertinent warning information is provided to the print media for distribution to the public.

C. EOC Manager

1. Activates warning section in the EOC.
2. Ensures emergency warning systems are activated when directed to do so.
3. Issues cancellation of warning notice or otherwise ensures emergency responders and the public are aware of the fact that the emergency situation is terminated.

D. All Tasked Organizations

1. Upon receipt of a warning message or signal, initiate internal organization notification actions to:
 - a. Alert employees and volunteer augmenters assigned emergency

response duties to the emergency situation.

b. As appropriate to the situation:

- 1) Suspend or curtail normal business activities.
 - 2) Recall essential off-duty employees.
 - 3) Send non-critical employees home.
 - 4) Evacuate the organization's facilities.
2. If appropriate, augment the EOC's effort to warn the public through the use of vehicles equipped with public address systems, sirens, employees going door to door, etc.

V. ADMINISTRATION AND LOGISTICS

A. Administration

1. Listing of all phone numbers and radio frequencies of emergency response groups can be found in the Resource Manual.
2. Maps of the warning siren system and coverage area can be found in Appendix A and B of this section.

B. Logistics

1. Jerseyville City will alternate testing warning sirens the first Tuesday of every month at 10:00 A.M.
2. Fire protection districts will be responsible for maintaining, repair, and/or replacement of damaged warning siren equipment.
3. Agreements with the private sector such as commercial broadcast stations to augment warning capabilities are not needed.
4. ICs shall maintain warning equipment at their immediate disposal such as PA systems and mobile sirens.

VI. DEVELOPMENT AND MAINTENANCE OF WARNINGS ANNEX

1. The responsibility for revisions, keeping attachments current, and developing necessary documents for the annex belongs to ESDA.
2. The responsibility for revisions and maintaining SOPs belongs to the

emergency response groups and 911 PSAP.

VII. AUTHORITIES AND REFERENCES

1. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended 42 U.S.C. 5121 *et seq.*
2. The Illinois Emergency Management Act (P.A. 87 - 168, January 1, 1992).
3. The Illinois Civil Defense Act.
4. The Jersey County Ordinance Relating to Emergency Services and Disaster Agencies (ESDA) adopted February 2nd, 1976.

VII. APPENDICES

A. Siren Locations in the City of Jerseyville

1. One siren located near the Jerseyville Police Department

7.3. Earthquake Response Plan

Earthquakes can cause the most extensive damage without much warning, unlike riverine flood and tornadoes. Therefore, the Jersey County Emergency Services and Disaster Agency devoted a specific annex to the county’s Emergency Operations Plan to earthquake preparedness and response. The only other “hazard specific” annex pertains to responses to terrorism. The EOP was approved by the County Board in July 2003. The Earthquake Annex discusses the nature of the earthquake hazard and provides pre- and post-earthquake checklists for each segment of the emergency response community, including law enforcement, communications, medical and mortuary services, damage assessment, public health, public information, fire services, search and rescue, and emergency operations.

Hazards Addressed	
*	Flood
*	Tornado
	Earthquake
*	Thunderstorm
*	Winter Storm

Jersey County Emergency Operations Plan

July 2003

Emergency Services & Disaster Agency

EARTHQUAKE ANNEX

I. PURPOSE

This hazard specific annex describes the actions to be taken by Jersey County to prepare for and respond to an earthquake. Earthquakes can cause extensive damage to public and private property, and can cause numerous injuries and deaths within the region. A major or damaging earthquake may require the activation of all functional annexes of the emergency response operations of the Jersey County Emergency Operations Plan (EOP). This and other annexes to the EOP support and expand the general concept of operations, organizations, and responsibilities of Jersey County.

This earthquake annex provides general and specific functional procedures for first responders. Major earthquakes may overburden all local capabilities and resources such as personnel, equipment, vital facilities, and supplies. These resources may also be damaged, destroyed or be insufficient to meet the catastrophe. The government of Jersey County bears the responsibility for earthquake planning, preparedness, response, and recovery.

II. SITUATION AND ASSUMPTIONS

A. Situations

1. The New Madrid Seismic Zone generated earthquakes, which may impact at least a 29 county area in Southern Illinois, is the most active fault zone east of the Rocky Mountains and has an extensive history of earthquakes, including some of the largest ever recorded. In addition, numerous counties in six surrounding states are also within this earthquake zone and are also susceptible to major damage from earthquakes. Jersey County is within this zone that is highly susceptible to damaging earthquakes. This annex is an attempt to plan and prepare for and hopefully minimize the effects of possible damaging earthquakes.

The actual movement of the ground in an earthquake is seldom the direct cause of injuries and fatalities. Many injuries and casualties result from falling objects and debris as a result of shock waves that shake, damage, or demolish buildings and/or other structures. The disruption of communications, power, gas, sewer, and water systems can be expected. Earthquakes may also trigger landslides that can cause extensive damage. Hazardous materials incidents also have a high probability of occurrence as a result of ground shaking from an earthquake.

Experts have estimated that enough energy has been stored to produce another earthquake of at least 6.0 to 7.0 magnitude along the New Madrid Fault (1895 in Charleston, Missouri was the last occurrence of a 6.8 magnitude earthquake). There is also a probability of a larger than 7.0 magnitude earthquake occurring. Earthquakes of this magnitude could be felt across the United States with major direct damage in at least seven states surrounding the New Madrid Seismic Zone. There is thus a crucial need to increase the public's awareness and preparedness for the possibility of such an event in order to reduce the casualties, injuries, and damages

which would result.

In the event of a major, damaging earthquake, there could be numerous bridge failures. Fire and explosions from natural gas and petroleum pipeline ruptures would increase damage, in addition to disrupting utility services. Railroads, highways, telecommunications, and electric power networks can be expected to receive damage and disruption.

B. Assumptions

A major earthquake or a series of quakes effecting Illinois could result in:

- Substantial numbers of deaths and injuries.
 - Destruction of a large percentage of facilities that provide and sustain human needs.
 - An overwhelming demand on local and state resources.
 - Severe long-term affects to the general economic well-being of the region.
 - Major effects on local, private sector, and state initiatives to begin and sustain initial recovery efforts.
1. Due to the estimates mentioned in the Situation section, the planning in this document is accomplished assuming the occurrence of an earthquake of 6.0 to 7.0 magnitude quake which both earthquake experts and seismologists believe is highly probable in the Midwest.
 2. An earthquake can occur without warning and at a time of day that could produce a maximum number of casualties. Access to and from the damaged areas may be severely restricted for hours and perhaps days. Thus, Jersey County should prepare to be self-sustaining for at least 72 hours (and possibly longer). Communications and support systems could be severely disrupted or destroyed. Also, earthquakes and the aftershocks may trigger fires, landslides, liquefaction, flooding, and releases of hazardous materials.
 3. The damage resulting from a major or catastrophic earthquake could most likely be widespread. Seismic caused ground motions will vary within a geographical region, and so will resulting damages. There may be high concentrations of damage in some areas with only slight damages in others. A quick evaluation of areas damaged will facilitate effective responses.
 4. Initial reports of the earthquake may not reflect the true nature of the problem. An objective on-the-scene evaluation and assessment must be made as soon as possible and as damage assessment teams can be dispatched.
 5. Jersey County must give special consideration to urban search and rescue, debris removal, mass medical care, and public health problems. Earthquakes are different from other disasters, such as flooding or hazardous materials spills/accidents, where evacuation and shelter are primary needs. Earthquakes

6. Resources will probably be inadequate to respond to the needs of residents after a major earthquake. Again, officials and residents should plan to be self-sufficient for at least 72 hours after a quake. The County must establish priorities and procedures for the use of available resources, and the priorities for the restoration of utilities, communications, and transportation networks.
7. A major or catastrophic earthquake will most likely result in a quick Proclamation of State of Emergency first by the Jersey County Board Chair, then by the Governor, and followed later by a Presidential Disaster Declaration. This will consequently allow State and Federal support and emergency response operations to begin. Resources may not be available in any large quantities for the first 72 hours, and even then may be insufficient to meet the County's needs.

III. CONCEPT OF OPERATIONS

1. This hazard specific annex anticipates that if an earthquake is strong enough to cause extensive damage, affected residents and emergency personnel will experience it first hand. As soon as the initial shaking stops, and it is safe to do so, damage assessment personnel will make an initial survey of the damage and report to the appropriate officials.

As reports of damages are received, officials will follow established procedures. If serious damage occurs in an area between jurisdictions, the first emergency response team to arrive is responsible for initial emergency actions.

Due to the nature of damages from an earthquake, local planning priorities might change. Overall, the need to re-establish reliable communications will determine if the remaining response and recovery functions can be directed and controlled adequately and appropriately. Other functions that should be given the highest priority include:

- Emergency medical services
- Search and rescue operations
- Essential debris removal (i.e. major routes or critical facilities)
- Evacuation of structures
- Public health
- Public works/highways

-Resource management

- B. If it is determined that residents may not return to their homes, ESDA should be consulted so that the appropriate emergency shelter and support services can be arranged.
- C. Jersey County officials should immediately notify the Illinois Emergency Management Agency (IEMA) through any means available, and provide all known information about the earthquake and periodic follow-up reports should occur. The State Emergency Operating Center (SEOC) should be kept informed of situations on site to the maximum extent possible by appropriate officials, even if local officials can handle the situation effectively. Damage assessment forms should be used for status updates and to track activities. Adequate overall record keeping of all activities should be given a high priority.
- D. If the IEMA Regional Coordinator, Chief of Operations, and/or Director determines additional communications are required, a request for mobile equipment and operations will be considered and priorities assigned at the State Emergency Operations Center. If the area impacted is wide spread, a Mobile Command Post may be moved to a centralized location that may or may not be in the affected area depending on the circumstances.
- E. When State response is solicited under this annex, all primary operational decisions, to include evacuation, relocation and sheltering, debris removal and sanitation, media control or other related matters shall be a result of joint consultations and consensus decisions involving all appropriate Jersey County, State, and Federal agencies on the scene.
- F. A Joint Public Information Center should be established to coordinate the flow of information to the media and public. All public information activities should be coordinated with the IEMA Public Information Officer or appropriate official either on the scene and/or with the State Emergency Operations Center.

IV. ORGANIZATIONS AND ASSIGNMENT OF RESPONSIBILITIES

- A. Jersey County government has three basic groups—policy, coordination, and operations. The ultimate authority for emergency management in Jersey County is the County Board Chair who directs emergency operations and provides official information and instructions to the public.
- B. The coordination group analyzes all available information on the situation, develops and refines a joint response and recovery strategy, plans the deployment of field units to ensure the availability of appropriate agency, department or organization to deal with the situation at particular locations, and makes certain that all responders work together in a mutually supportive manner.

- C. The operations group implements the strategy and plan of the coordination group. They communicate with the County Emergency Operations Center and other responding emergency organizations concerning the status of current operations.
- D. The individual and/or group assigned responsibility for maintenance, review and updating of the jurisdictions' Emergency Operations Plan (EOP) and its annexes shall also be responsible for this hazard specific annex.
- E. If conditions exceed the local authorities ability to respond, requests for assistance will be forwarded to the Illinois Emergency Management Agency (IEMA).

V. SUCCESSION OF COMMAND

Lines of succession will remain the same as in the Basic Section and each functional annex.

7.3.1. COMMUNICATIONS AND WARNING

Pre-Emergency Operations Checklist

1. Check Communications and Warning Annex's Pre-Emergency Operations Check List in Basic Section of Emergency Operations Plan (EOP).
2. Identify vulnerability of communications towers used for day-to-day operations.
3. Identify HAM radio operators with auxiliary power.
4. Identify county citizens with mobile radios and their frequencies.
 - Contractors
 - Farmers
 - Citizen band radios
5. Identify auxiliary radio towers that may supplement Jersey County communications towers.
6. Inventory portable and mobile radios that will be available for use after an earthquake.
 - Inventory frequencies in such radios
 - Check batteries to be sure they will maintain a charge
7. Inventory specialized vehicles that may be needed for messenger service after an earthquake.
 - Four wheel drive vehicles
 - Snowmobiles for winter use
 - Clubs and/or individuals with horses

Response Operations Checklist

1. Check Communications and Warning Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Determine communications capability of normal communications systems.
 - Tower conditions
 - Availability of electrical power or generator supplement
3. Determine availability of phone lines.
 - Intact
 - Overtaxed
4. Notify amateur radio operators with accessory power.
5. Appoint volunteers for messenger service, if needed.
 - Four wheel drive vehicles
 - Horses
 - Snowmobiles
6. Contact IEMA through the Jersey County EOC to request establishment of communications in the affected area.
 - Communications van
 - Dedicated phone lines
 - Facsimile machines for damage reports
 - Military may establish communications lines to IEMA
7. Provide for information and warning to responders of secondary effects.
 - Aftershocks
 - Hazardous material emergencies (spills, leaks, etc.)
 - Weakened dams and levees
 - Loss or public water supplies or pollution of these supplies

7.3.2 DAMAGE ASSESSMENT

Pre-Emergency Operations Checklist

1. Check Damage Assessment Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Assist ESDA Coordinator in identification of major facilities, buildings, and structures that will require damage assessment after an earthquake has occurred. Plot these facilities, buildings, and structures on a map, if possible.
 - Critical facilities
 - Hospitals and other medical facilities
 - Emergency Operations Centers
 - Critical government facilities

- Police and fire stations
 - Shelter locations
 - Storage facilities
 - Nursing homes
 - Apartment buildings
 - Dams and levees
 - Bridges
 - Major waterways
 - Hazardous material storage facilities
 - Proposed staging area locations and facilities
 - Communications towers
 - Conduits for energy and/or public service
 - Electrical transmission lines
 - Pipelines
 - Water and sewer lines
 - Any other utility lines (buried also)
3. Identify private sector personnel who may be able to perform damage assessment functions.
 - Engineers
 - Contractors
 - Architects
 4. Conduct training for damage assessment teams or individuals with specialized equipment

Response Operations Checklist

1. Check Damage Assessment Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Check pre-identified critical facilities for major damage.
3. Check utility systems to determine availability of service.
4. Coordinate with the EOC to deliver damage assessment information to IEMA.
5. Activate damage assessment teams to begin survey of facilities, buildings, and structures.
6. Tag facilities appropriately to indicate their status—usable, non-usable, etc.
7. Develop centralized damage assessment coordination system.
 - Computer
 - Standardized forms
 - Wall charting

7.3.3 EMERGENCY MEDICAL SERVICES

Pre-Emergency Operations Checklist

1. Check Emergency Medical Services Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).

2. Estimate survivability of critical facilities.
 - Hospitals
 - Ambulance storage facilities
 - Rescue equipment storage facilities
 - Other critical facilities
3. Identify location of necessary supplies.
 - Supply houses
 - Military first aid supplies
 - Red Cross or other volunteer agencies
4. Identify areas to be used for triage/treatment.
 - Casualty collection points
 - Staging areas
 - Location where a field hospital might be set up, if it becomes necessary
5. Establish/update mutual aid or Memorandums of Understanding with other medical service providers.
6. Request ESDA Coordinator to locate/identify specialized vehicles that may be useful in transport of patients.
7. Inventory lists of medical providers.
 - Physicians
 - Nurses
 - Paramedics or EMTs
 - Certified Nurses Aids
 - Dentists
 - Veterinarians
8. Coordinate with EOC to provide for back-up communications.

Response Operations Checklist

1. Check Emergency Medical Services Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Establish communications with available response units.
3. Establish command system for dispatch of available resources.
4. Determine availability of existing medical facilities—hospitals, etc.
5. Determine availability of alternate facilities for patient.
 - Nursing homes
 - Churches
 - Warehouses or gymnasiums

6. Implement triage operations which may include:
 - Casualty collection points
 - Staging areas for triage
 - Airlift of critical injuries out of affected areas
7. Activate Mutual Aid Agreements or Memorandums of Understanding.
8. Inventory numbers of injured and deceased and transmit to IEMA.
9. Work with the Jersey County EOC to collect needed supplies and relocate these supplies, if necessary.
10. Provide for division of labor and work shifts for responders
11. Provide for debriefing and counseling of responders.

7.3.4 EMERGENCY MORTUARY SERVICES

Pre-Emergency Operations Checklist

1. Check Emergency Mortuary Services Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Inventory necessary personnel.
 - Jersey County Coroner and Deputy Coroner(s)
 - Morticians and funeral directors
 - EMS personnel who may assist
3. Inventory necessary facilities that may serve as temporary morgue sites.
 - Morgues which are presently in use
 - Large buildings that may serve as morgues
 - Gymnasiums
 - Warehouses
 - Meat packing plants or frozen storage facilities
 - Equipment that may be used as temporary morgue facilities
 - Refrigerated trucks
 - Refrigerated tractor-trailers
 - Un-refrigerated tractor-trailers
4. Identify sources of additional supplies.
 - Funeral homes
 - Funeral supply houses
 - Illinois Emergency Management Agency (IEMA)
5. Contact regional representative of the Illinois Coroners Association for names of coroner in jurisdictions outside of zones at risk from earthquake damage.

Response Operations Checklist

1. Check Emergency Mortuary Services Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Establish system for communicating data concerning number of fatalities to IEMA.
3. Contact regional representative of the Illinois Coroners Association for needed personnel.
4. Communicate with funeral supply houses outside of affected area for additional refrigeration equipment, if needed. Or, contact IEMA for assistance.
5. Communicate with funeral supply houses outside of affected area for additional resources (body bags, caskets, etc.). Or, contact IEMA for assistance.
6. If necessary, contact IEMA for assistance in obtaining organizations, agencies, and/or team(s) qualified in body identification.

7.3.5 EMERGENCY OPERATING CENTER

Pre-Emergency Operations Checklist

1. Check Emergency Operating Center Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Estimate seismic stability of primary Emergency Operating Center.
3. Estimate seismic survivability of communications structures into and out of EOC.
4. Provide for stocking of food, water, and supplies for EOC extended operations.
5. Determine seismic survivability of utility systems serving EOC.
6. Provide for an alternate EOC in a seismically safe facility or area.
7. Develop a list of any additional supplies needed for EOC operations.
8. Make provisions for engineers, or other qualified individuals, to determine the condition of the EOC as a first priority after each seismic event. Aftershocks may necessitate multiple safety inspections of EOC facility.

Response Operations Checklist

1. Check Emergency Operating Center Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Assess damage to EOC IMMEDIATELY after a seismic event. Aftershocks may necessitate multiple safety inspections of EOC.
3. If primary EOC is damaged beyond safe use, activate an alternate EOC as soon as

possible.

4. Establish communications into and out of EOC.
 - Phone lines
 - Radio communications
 - Facsimile machines
 - Amateur radio operations
 - Portable radios via car repeaters, if applicable
 - Computer (email, etc.)
5. If alternate EOC is used, provide for:
 - Habitability of structure
 - Relocation of necessary and usable supplies from primary (deactivated) EOC

7.3.6 EVACUATION

Pre-Emergency Operations Checklist

1. Check Evacuation Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Determine sites that may need evacuation after major or damaging earthquake.
 - Dams
 - Levees
 - Sites around hazardous materials storage sites or manufacturing facilities
 - Buildings which are susceptible to collapse
3. Plan for evacuation routes over roads which are expected to survive a seismic event.
 - Secondary roads without bridges or overpasses
 - Asphalt, blacktop, gravel roads versus concrete pavement
 - Roads over flat land versus roads over or near hills or water storage
 - Roads that are not near electrical transmission lines, large towers, etc.

Response Operations Checklist

1. Check Evacuation Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Assess pre-determined hazards for possible evacuation conditions.
3. Determine priority routing on roads determined to be less susceptible to damage.
4. Determine warning/communications for alerting residents in affected areas.
5. If County shelters are inadequate, contact IEMA to coordinate sheltering requirements with appropriate agencies—possibly outside of affected areas.

7.3.7 FIRE, SEARCH, AND RESCUE

Pre-Emergency Operations Checklist

1. Check Fire, Search, and Rescue Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Inventory available resources
 - Fire fighting equipment
 - Rescue equipment
 - Contractors with heavy equipment
 - Specialized rescue equipment
 - Search and rescue dogs
 - Specialized listening equipment
 - Mine rescue teams
 - Army Corp of Engineers
3. Establish mutual aid agreements for extra equipment and personnel resources.

Response Operations Checklist

1. Check Fire, Search, and Rescue Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Inventory equipment and available personnel.
3. Determine availability of public water supply for fire fighting.
4. Utilize mutual aid agreements if necessary and possible.
5. Move all equipment from buildings to prevent additional loss from aftershocks.
6. Establish system for communicating situational reports and any requests for additional manpower or equipment to the EOC for relay to IEMA.
7. Assess need for specialized search and rescue equipment and determine availability.
8. Provide for orientation of volunteers to assist in search and rescue.
9. Provide for debriefing and counseling of professionals and volunteers.
10. Provide for human needs of professionals and volunteers near site of fires or collapses.
11. Coordinate services of private contractors to haul water for fire fighting.
12. Notify IEMA to request Federal resources for assistance in Fire, Search, and Rescue in affected areas.

7.3.8 LAW ENFORCEMENT

Pre-Emergency Operations Checklist

1. Check Law Enforcement Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Inventory equipment available.
3. Inventory personnel available.
4. Survey buildings housing dispatch/communications for seismic survivability.
5. Survey communications equipment for seismic survivability.

Response Operations Checklist

1. Check Law Enforcement Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Determine availability of personnel.
3. Determine availability of equipment.
4. Establish communications between field units and dispatch center.
 - Systems that constitute normal operations
 - Portable radios and repeaters in vehicles
 - A mobile command post, if available

7.3.9 PUBLIC INFORMATION

Pre-Emergency Operations Checklist

1. Check Public Information Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Estimate seismic survivability of communications systems which are normally used to distribute public information.
 - Television stations
 - Radio stations
 - Newspaper printing facilities
3. Determine seismic survivability of emergency broadcast system.
4. Prepare statements about earthquake emergencies for distribution to public.

Response Operations Checklist

1. Check Public Information Annex's Response Operations Checklist in Basic Section of

Emergency Operations Plan (EOP).

2. Determine availability of communications systems.
3. Use pre-prepared messages to inform public if communications systems are available and operational.
4. Advise public of status, instructions, and special conditions.
 - Possibility of aftershocks
 - Evacuations
 - Closed highways and safe highways
 - Shelters open, their location, and how to get there
 - Hazardous materials incidents
 - How to find out about loved ones in the affected areas
 - Fires and other hazardous situations
 - Need for volunteers and where they should go
 - Need to contact persons with disabilities /handicapped
5. Other special instructions, information, situations.

7.3.10. PUBLIC HEALTH

Pre-Emergency Operations Checklist

1. Check Public Health Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Develop educational materials to inform public about public health considerations after an earthquake.
 - Water storage and purification
 - Kinds of food to store, preparation, and contamination
 - Storage of emergency safety supplies, etc.
3. Identify potential health hazards which under normal circumstances would be considered safe.
 - Containers
 - Pipelines
 - Shipping
 - Hazardous substances

Response Operations Checklist

1. Check Public Health Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Determine availability of personnel.
3. Determine availability of equipment.

4. Determine condition of public water supply.
5. Determine conditions of food distribution outlets.
 - Public stores
 - Restaurants
 - Packing, distribution facilities
6. Provide for disease and varmint control.
7. Determine need for special testing and contact State for availability of personnel needed for such testing.

7.3.11. PUBLIC WORKS

Pre-Emergency Operations Checklist

1. Check Public Works Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Estimate seismic survivability of buildings housing public works functions.
3. Estimate seismic survivability of energy and utility service delivery systems.
4. Evaluate retrofit of public works structures to improve their survivability.
5. Develop resource inventories of available personnel, equipment, and supplies.
6. Determine availability of public works resources in adjoining jurisdictions.

Response Operations Checklist

1. Check Public Works Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Work with damage assessment teams to determine conditions of roads, bridges, levees, other structures, etc.
3. Determine damages to public utility facilities.
 - Above ground water storage tanks
 - Elevated water storage tanks
 - Buried water lines
 - Buried sewer lines
 - Water treatment systems and buildings which house them
 - Sewer treatment systems and building which house them
 - Any hazardous materials used in treatment systems
 - Chlorine gas containers
 - Lime or such other chemicals
4. Coordinate or assist with building condemnation and/or demolition.

7.3.12 SHELTER

Pre-Emergency Operations Checklist

1. Check Shelter Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Estimate seismic survivability of buildings designated as shelters.
3. Inventory shelters and establish new ones if some are no longer available.
4. Determine areas that can be used as staging areas in the event of evacuations.
 - Red Cross
 - Salvation Army
 - Church groups

Response Operations Checklist

1. Check Shelter Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Utilize engineers or other qualified personnel to determine seismic safety of shelters that may be needed.
3. Assess condition of areas that are to be used as staging areas and accessibility into and out of these areas.
4. Reassess seismic safety of shelters after each aftershock.
5. Move shelter inhabitants into alternate shelters if required.

7.3.13. RESOURCE MANAGEMENT

Pre-Emergency Operations Checklist

1. Check Resource Management Annex's Pre-Emergency Operations Checklist in Basic Section of Emergency Operations Plan (EOP).
2. Designate a central location for information on available resources.
3. Designate a central location for receipt of incoming resources.
4. Establish resource management team and communications to handle existing and incoming resources.

Response Operations Checklist

1. Check Resource Management Annex's Response Operations Checklist in Basic Section of Emergency Operations Plan (EOP).

2. Determine resources available for dissemination to Jersey County managers and IEMA.
3. Coordinate with damage assessment teams to determine areas of most critical need and determine resources to fill those needs.
4. Inventory State and Federal resources as they arrive.
5. Arrange movement of resources as areas of critical need are determined and/or change.
6. Assist in identifying staging areas for resource compilation.
7. Distribute existing Jersey County resources and inventory incoming resources from outside sources and/or central location.

7.4. Emergency Response

The protection of life and property is the foremost important task of emergency responders. Concurrent with threat recognition and issuing warnings, a community should respond with actions that can prevent or reduce damage and injuries. Typical actions and responding parties include the following:

- Activating the emergency operations center (emergency management)
- Closing streets or bridges (police or public works)
- Shutting off power to threatened areas (utility company)
- Passing out sand and sandbags (see photo) (public works)
- Ordering an evacuation (mayor)
- Holding children at school/releasing children from school (school district)
- Opening evacuation shelters (Red Cross) Monitoring water levels (engineering) Security and other protection measures (police)

Hazards Addressed	
*	Flood
*	Tornado
*	Earthquake
*	Thunderstorm
*	Winter Storm

An emergency action plan ensures that all bases are covered and that the response activities are appropriate for the expected threat. These plans are developed in coordination with the agencies or offices that are given various responsibilities.

Planning is best done with adequate data. One of the best tools is a flood stage forecast map that shows what areas would be under water at various flood stages (see example, below). Emergency management staff can identify the number of properties flooded, which roads will be under water, which critical facilities will be affected, etc. With this information, an advance plan can be prepared that shows problem sites and determines what resources will be needed to respond to the predicted flood level.

Emergency response plans should be updated annually to keep contact names and telephone numbers current and to make sure that supplies and equipment that will be needed are still available. They should be critiqued and revised after disasters and exercises to take advantage of the lessons learned and changing conditions. The end result is a coordinated effort implemented by people who have experience working together so that available resources will be used in the most efficient manner.

7.4.1. Local implementation: Jersey County's Emergency Operations Plan

Jersey County adopted a county-wide Emergency Operations Plan in July 2003. The plan was prepared and is implemented by the county's Emergency Services and Disaster Agency (ESDA). This section presents appropriate portions of the plan, including the promulgation document, the plan abstract and planning goals, the basic plan (including responsibilities of various county agencies and other organizations), an example of a call list, and the plan's table of contents. Because of the sensitive nature of some of the EOP annexes, they are not generally available to the public. Other of the annexes, such as the public information annex, is designed for post-hazard response, rather than mitigation. However, two annexes, which pertain directly to hazard mitigation and response, are reproduced (in part or in whole) elsewhere in the hazard mitigation plan—the earthquake annex and the warning/emergency information annex.

EMERGENCY OPERATIONS PLAN

JERSEY COUNTY

ILLINOIS

July 2003

**Emergency Services &
Larry W. Mead
ESDA Coordinator**

**PROMULGATION DOCUMENT
7-1-03**



Disaster Agency

In accordance with the provisions of the Illinois Emergency Management Act (P.A. 87 - 168, January 1, 1992) and the Illinois Civil Defense Act as adopted by the Jersey County Board, the Chairman of the Jersey County Board is authorized to cause to be prepared and maintained a comprehensive emergency management plan and program for the County. The Jersey County Emergency Operations Plan (EOP) has been developed and updated to meet this requirement. The Plan has been developed in cooperation with representatives of Emergency Response Groups, County Offices or agencies, the American Red Cross and other volunteer agencies. The Jersey County ESDA is responsible for coordination of this effort.

The Plan identifies the hazards which the County is vulnerable, sets down responsibilities of all County and volunteer agencies and outlines a means for the County's resources to be used to assist the citizens and political subdivisions of the County. The planning authorities and responsibilities conveyed to the individual agencies are recognized and acknowledged.

The Plan describes a coordination mechanism for response to and recovery from disasters and incidences arising there from. On my implementation, all agencies shall abide by and cooperate fully with the provisions described or referenced herein.

All tasked organizations' responsibility to prepare and maintain standard operating procedures (SOPs) and commit them to the training, exercising, and plan maintenance efforts needed to support the Emergency Operations Plan is declared.

As Chief Executive Officer, I affirm my support for emergency management in Jersey County.

Sincerely,

Howard Landon
Chief Executive Officer
County of Jersey

PLAN ABSTRACT

The Basic Section of the Jersey County Emergency Operations Plan is an overview of the approach to emergency management in Jersey County. It established the general foundation for coping with major emergencies and disasters. The Basic Section explains the general concept of operations and assignment of responsibilities for emergency planning and operations.

The functional annexes to the Emergency Operations Plan provides more information for carrying out assigned tasks. It emphasizes responsibilities, tasks, procedures, and actions that relate to the function being covered, (Public Information, Law Enforcement, Public Health, etc.). The annexes are written for emergency responders of Jersey County.

Checklists appear at the end of each functional annex. These are intended as a quick reference for the assigned tasks, responsibilities, procedures, and actions that are appropriate for that particular annex.

PLANNING GOALS

The goal in the planning process of this Emergency Operations Plan was to develop the capabilities of the various organizations who would be involved in a major emergency/disaster situation to better enable them to save lives and protect property.

Jersey County ESDA's goal is also to develop this plan to improve community awareness and emergency response for Jersey County. This will be done by developing our plan to allow agencies to work together in an organized team effort. ESDA will be upgrading all inventory and equipment lists for our county and working toward quicker dispatch times for this equipment. ESDA will continue to provide or assist other agencies in a varied field of training for our county.

The purpose of our county's mandate and approval of our EOP is to give written comprehensive emergency/disaster response and authority within the County during such incidents so all agencies can work more effectively together.

DISASTER CALL LIST

JERSEY COUNTY SHERIFF'S DEPARTMENT

ALL DISPATCHERS: UPON RECEIVING A REPORT OF A DISASTER WITHIN THE COUNTY AS DETERMINED BY THE DEPUTY-IN-CHARGE, THE DISPATCHER SHALL IMMEDIATELY IMPLEMENT THE FOLLOWING CALL LIST: (At their discretion, the Sheriff, Chief Deputy or deputy-in-charge may elect to delete, add to or otherwise modify the list of response units to be notified based on the nature of the incident.)

1. Fire Department	Pagers and Fire Phone	
2. Jersey Community Hospital Ambulance	498-6402 498-4111	
3. Jerseyville City Police (Who will in turn) A. Pick up triage team at hospital and transport to scene(if requested) B. Notify IL. State Police for assistance C. Notify AmerenCIPS D. Notify off-duty police personnel (as directed)	498-2131	
4. Sheriff Kallal	498-6881	
5. Off-duty Sheriff's personnel (as directed)		
6. Coroner, Larry Alexander	498-2711	(H) 498-3079
7. FFA Litter Bearers: Jeff Goetten Jason Timmerman	498-5521 498-5521	(H) 376-3097 (H) 217-9423480
8. Jersey County Health Department, Therese Macias	498-9565	(H) 498-6044
9. Jersey County ESDA, Larry Mead Aux., John Demko	463-3684 498-3745	(H) 498-2998
10. School Nurses, Nancy Griffith	498-5561	(H) 498-2414
11. Red Cross, Al Bertram	465-7704	
12. Transportation, Ken Schell	498-9866	
13. County Board Chairman, Pam Heitzig	498-5571	(H) 498-2427
14. WJBM	498-2185	

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7.4.2. BASIC PLAN

I. PURPOSE

The purpose of this Emergency Operations Plan (EOP) is to provide information on actions that may be taken by Jersey County government, to protect people and property in a disaster or disaster-threat situation.

II. LEGAL AUTHORITY

The Illinois Emergency Interim Executive Succession Act provides the basis for delegation of emergency authority to ensure that specific emergency-related legal authorities can be exercised by elected or appointed leadership, or their designated successors.

III. SITUATIONS AND ASSUMPTIONS

A. Situations

1. Jersey County completed a comprehensive hazard identification program to determine the natural, technological, and attack-related risks for the county. The county conducted a hazard analysis that identifies the hazards that could effect the jurisdiction, hazards that are a significant threat, and how often they occur. The completed information is on file as the LEPC HazMat Annex for the Emergency Operations Plan.
2. The Jersey County population in 2000 was approximately 22,000, with the largest concentration in Jerseyville. There are four villages, one town, and two cities. The county covers 377 square miles and is located in the southwestern part of the State of Illinois. Several railroads cross the County as well as U.S. and State

highways. Highways serving Jersey County are Route 16 running east and west, and Route 67 running north and south.

Jersey County can experience the following hazards in varying degrees:

- a) Natural Hazards - drought, fire, flooding, earthquake, severe thunderstorm, tornado, winter storm.
- b) Technological Hazards - terrorism, civil disorder, explosion, hazardous materials, transportation accident, utility failure.
- c) War-related Hazards - accidental missile launch, chemical warfare, nuclear warfare, missile/weapon accident.

- 3. Known risk areas have been identified (flood plains, hazardous materials facilities, etc.) to enable officials to determine the need to evacuate at-risk residents. Evacuation should be weighed against in-place sheltering.
- 4. Since Jersey County is not adjacent to any other county where a nuclear power plant is located, the county is not in the 10-mile emergency planning zone, which is the primary hazard area. Jersey County is not in the 50-mile ingestion pathway on which the emphasis is on controlling the ingestion of milk, food, and water.
- 5. There are facilities throughout the county that manufacture and/or store hazardous materials. In addition to fixed facilities, hazardous materials are routinely transported by highway and rail. In essence all residents of Jersey County are vulnerable to a hazardous material incident.

A list of facilities that use, store, or produce extremely hazardous substances are available from the Local Emergency Planning Committee files, located at the Jersey County ESDA office. In addition, facilities are required to file reports under the Superfund Amendments and Re-authorization Act to jurisdictional fire departments.

- 6. Areas of Jersey County are in flood plains, as determined by the Federal Emergency Management Agency. Maps of flood plains are located in the County Board office.

B. Assumptions

- 1. All local officials having a role in emergency management are familiar with the appropriate sections of the plan.
- 2. While outside assistance would be available in most large-scale disaster situations affecting the county, it is necessary for Jersey County to plan for and be prepared to carry out disaster response and short term recovery operations on an independent basis.
- 3. The mutual aid and other related assistance described in the plan will be available in a reasonable amount of time.
- 4. Should state or federal government officials arrive to assist, Jersey County will still retain control, but will seek advice and/or assistance from the other levels of government.

IV. CONCEPT OF OPERATIONS

A. Responsibility for the protection of the lives and property of Jersey County residents rests with the various governments in the county. The ultimate responsibility in disaster situations rests with the Jersey County Board Chairperson. The Jersey County Board Chairperson or his successor are the only two people who can declare a local disaster within the county or municipality.

B. The Jersey County Sheriff, in addition to the Jersey County ESDA Director and the Jersey County Board Chairperson, may activate the plan following the occurrence of or the impending occurrence of a major emergency/disaster situation.

1. Local Declared Disaster: This will activate the Jersey County Disaster Plan and provide county and state insurance for ESDA Volunteers.
2. State Declared Disaster: Following a Local Declared Disaster and a declaration from the Governor of Illinois, a State Declaration would be declared for the County of Jersey. State resources and assistance would be made available through the State Emergency Operations Center (SEOC) for response to Jersey County.
3. Federal Declared Disaster: Following a Local/State Declared Disaster and a declaration from the President of the United States, A Federal Declaration would be declared for the County of Jersey. A Federal Declaration triggers federal disaster relief and recovery assistance.

C. Local mayors of declared disasters shall assume responsibility in coordinating their municipalities' resources so that local, county, state and federal assistance can be coordinated for effective response.

D. It is recognized that disaster response relies on many governmental levels, including municipal, county, state, and federal. In addition, voluntary and private agency/organizations may offer assistance. It is still the responsibility of the Jersey County Board Chairperson to provide governmental direction and control for response operations.

E. Duties and tasks for the various agencies/organizations during emergency operations will generally correspond with their normal day to day functions. Each agency/organization is responsible for the direction and control of their personnel. In addition, each agency/organization will arrange for the activation and release of emergency personnel to provide for a continuous 24-hour manning of emergency functions during emergency conditions.

F. The entire planning effort of Jersey County is based on the four phases of emergency management:

1. *Mitigation* - Actions taken to reduce or minimize the possibility of, or impact of a disaster.
2. *Preparedness* - Actions taken to insure the readiness of the government to respond to and recover from the effects of a disaster.
3. *Response* - Actions taken to meet the immediate life saving needs of the county following a disaster.
4. *Recovery* - Actions taken, both short and long term, to restore the county to its pre-disaster condition.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. Chief Executive Official (CEO)/(County Board Chairperson)

1. Sets policy for the emergency response organization.
2. Assumes responsibility for the overall response and recovery operations.
3. Authorizes the mitigation strategy for recovery.
4. Identifies by title or position the individuals responsible for serving as Incident Commander's (ICs), EOC Manager, Health and Medical Coordinator, Communications Coordinator, Warning Coordinator, Public Information Officer (PIO), Evacuation Coordinator, Mass Care Coordinator, and Resource Manager.
5. Identifies by title or position the individuals assigned to work in the EOC during emergencies.

B. The Jersey County ESDA Director will:

1. Coordinate all phases of emergency management.
2. Advise decision makers of the emergency situation and recommend actions to protect the public (i.e., public warning, evacuation, shelter activation, request state or federal assistance, etc.)
3. Make provisions for providing the handicapped and elderly with medical, transportation, and other related support during emergency operations.
4. Coordinate warnings and communications.
5. Maintain readiness of the EOC and coordinate EOC operations.
6. Coordinate shelter operations.
7. Coordinate welfare services.
8. Coordinate transportation services.
9. Coordinate damage assessment operations.
10. Coordinate resource requests and maintain resource manual.
11. Coordinate debris removal.
12. Coordinate general SAR (Search & Rescue) operations.
13. Coordinate any 4WD volunteers.
14. Develop and maintain radiological self-protection system.
15. Request state and/or federal assistance through the IEMA.
16. Coordinate disaster intelligence.

C. The Jersey County Sheriff will:

1. Coordinate law enforcement activities.
2. Coordinate evacuations.
3. Maintain law and order.
4. Provide security for shelters, evacuated areas, disaster scene, and critical facilities.
5. Provide for traffic control.
6. Assist in evacuation.
7. Assist in communications and warning activities.
8. Arrange for relocation of jail inmates, if necessary.
9. Assist in coordinating all assigned responsibilities within any municipality that may have local law enforcement agencies.

D. The Jersey County Health Department Administrator will:

1. Coordinate public health activities.
2. Provide health/medical care at shelter facilities.
3. Establish and operate emergency medical care centers for essential workers in the hazardous area following the evacuation of the general population.
4. Ensure potable water supply.
5. Inoculate individuals to prevent the threat and/or spread of diseases as necessary.
6. Provide sanitation services during the emergency.

E. The Jersey County Engineer will:

1. Coordinate public works activities.
2. Provide debris removal.
3. Determine the safety of emergency operations facilities and shelters in a post disaster environment.
4. Determine safety and traffic ability of evacuation routes.
5. Repair roads and bridges.
6. Drain flooded areas in conjunction with local officials.

F. The Jersey County Coroner will:

1. Coordinate mortuary services.
2. Expand mortuary services in an emergency.

3. Release names of the deceased to the public information officer.

G. The Jersey County Supervisor of Assessments will:

Provide necessary records, information and assistance for damage assessment purposes.

H. The Jersey County Clerk will:

Provide necessary records and information for disaster operations and provide safe storage of all pertinent records

I. The Jersey County Treasurer will:

Provide and maintain necessary records and information regarding expenditures and funds relating to disaster operations.

J. The Jersey County States Attorney will:

Provide legal advise on disaster operations.

K. The Jurisdictional Fire Chief will:

Coordinate the following disaster operations:

1. Provide on-scene fire control.
2. Conduct on-scene search operations.
3. Conduct on-scene rescue operations.
4. Control on-scene hazardous materials to the extent possible.
5. Provide medical assistance, if applicable.

L. The Disaster Medical Coordinator will:

1. Coordinate the emergency medical care operations
2. Provide for the triage, treatment, and transportation of the injured.
3. Identify medical facilities that have the capability to decontaminate injured individuals that have been radiologically or chemically contaminated.
4. Obtain emergency medical support and hospital care during and after an emergency.
5. Reduce patient population in health care facilities if evacuation is necessary, and continue medical care for those that can not be evacuated.
6. Provide stress de-briefing counseling.

M. The Red Cross will:

1. Provide and coordinate sheltering operations.
2. Assist in damage assessment.

3. Provide available welfare services.
4. Provide service to military families.

N. The Salvation Army will:

1. Assist in sheltering operations.
2. Provide available welfare services.

O. The Amateur Radio Club will:

Assist in communications support.

P. Jersey County Animal Control will:

1. Provide sheltering for animal victims of disaster, and provide means of tracking and identifying owners of animal victims.
2. Coordinate activities with Humane Society.
3. Provide for the disposal of animal carcasses.
4. Coordinate animal health care with veterinary clinics.

Q. Human Services will:

1. Provide stress care for responders and victims.
2. Coordinate activities with the Health Department.

R. Each tasked organization shall:

1. Prepare and maintain standard operating procedures and checklists which detail how their assigned responsibilities will be performed to support implementing the plan.
2. Specify how authority may be assumed by a designated successor during emergency conditions.
3. Identify circumstances under which successor emergency authority would become effective, and when they would be terminated in the EOC and Incident Command Post.
4. Maintain current internal personnel notification rosters.
5. Designate and establish a work/control center to manage organizational resources and response personnel and maintain contact with the EOC/Incident Command during emergency/disaster situations.
6. Designate a representative to report to the EOC Incident Command during an emergency/disaster to advise decision makers and coordinate its own services response effort with the responding agency organizations.
7. Report the appropriate information (casualties, damage observations, evacuation

status, radiation levels, chemical exposures, etc.) to the EOC/Incident Command during emergency/disaster operations.

8. Protect records deemed essential for continuing government functions and the conduct of emergency operations. These records shall be provided upon request to the Jersey County ESDA.
9. Provide necessary logistical support for food, water, emergency power and lighting, fuel, etc. for work/control/dispatch center(s) and response personnel during emergency operations.
10. Negotiate, coordinate, and prepare mutual aid agreements.
11. Support cleanup and recovery operations during disaster events.
12. Train assigned staff and volunteer augmenters to perform emergency functions.

S. A table of organizational responsibilities for response functions is found in Appendix A.

VI. SUCCESSION OF COMMAND

A. The line of succession for the Jersey County Board Chairperson will be:

1. Jersey County Board Vice-Chairperson.
2. Finance Committee Chairperson.
3. Or Designee

B. The line of succession for the Jersey County ESDA Director will be:

1. Jersey County Sheriff
2. Jersey County Chief Deputy

VII. PRESERVATION OF RECORDS

All government bodies shall provide for the protection of records deemed essential for continuing government functions and the conduct of emergency operations.

VIII. ADMINISTRATION AND LOGISTICS

A. Administration

1. Support, resources, and services of local and county shall be utilized and depleted before (outside) help is requested.
2. The management of local and county resources as well as mutual aid and donated resources and services will be managed as set forth in the Resource Management Annex.
3. Mutual aid agreements shall be maintained by the appropriate response groups and copies of the mutual aid agreements shall be sent to ESDA.
4. Staff augmentation by volunteers and by the reassignment of public employees is set forth in the Resource Management Annex.

5. Financial records, records of resources, and all other records and reports shall be made in triplicate. One copy is for the County Clerk's Office for permanent safe keeping, one is for the response group, and one is for ESDA.
6. All ICs or Logistic Officers shall maintain inventory and status of all resources utilizing ICS forms located in the Resource Manual.
7. The CEO or Incident Commander shall have the authority to reassign public employees.
8. All volunteers shall sign the loyalty oath located in Appendix B before any access is allowed to the incident site.
9. All emergency responders shall maintain applicable financial records, receipts of costs involved, etc.
10. The Incident Commander and Resource Manager shall maintain records of all private property resources and shall have the authority to compensate for the same.

B. Logistics

1. ESDA shall maintain original copies of all forms that may be needed for copying and use.
2. A Resource Manual containing the jurisdictions' resources, forms, and associated information shall be maintained by ESDA. Each fire, law enforcement, and emergency medical service response group shall have its own information available during any response.
3. All emergency response groups shall be self-supporting for the first 24 hours of an incident. This includes, but not limited to, forms, equipment, and personnel.

IX. PLAN DEVELOPMENT AND MAINTENANCE

- A. This Emergency Operations Plan was developed as a culmination of the review of prior plans and was updated in July of 2003. This was done by following the guidance of SLG 101 and meeting with agency heads of the various annexes of this plan.
- B. Each assigned organization/agency will update its portion of the plan as needed based on experience in emergencies, deficiencies identified through drills and exercises, and changes in government structure and emergency organizations. These updates are to be done bi-annually
- C. The Jersey County ESDA Director will revise the plan as new emergency management services are established; and also when new information and techniques are discovered that improve the efficiency and overall effectiveness.
- D. The Jersey County ESDA Director will review and revise the plan after an actual emergency or disaster has occurred and after each responding agency critiques the disaster response.
- E. The Jersey County ESDA Director will work with the appropriate organizations to ensure that necessary changes and revisions to the plan are prepared, coordinated, published, and distributed.

F. The ESDA Director will maintain a distribution list in order to forward all revisions of the plan to the appropriate organizations/ agencies.

This plan is submitted to the Illinois Emergency Management Agency for review in compliance with statute and the Illinois Administration Code.

X. EMERGENCY PREPAREDNESS EXERCISE

Each year an exercise will be conducted to determine revisions needing to be made to improve response and recovery operations as described in the plan. Should a emergency/disaster actually occur during the year requiring activation of all or part of the plan, the exercise requirement will be waived.

The Jersey County ESDA Director shall be responsible for scheduling, conducting, and critiquing the exercise.

XI. SPECIAL NEEDS RESIDENTS

This jurisdiction acknowledges that there are populations with special requirements that must be considered in disaster response. These include the mobility impaired, hearing impaired, blind or visually handicapped, developmentally disabled and the elderly.

The Jersey County Health Department has been assigned the responsibility for identifying this segment of the population, and insuring that disaster services will be available for these individuals. Coordination has been made with the facilities where large numbers of these citizens live to insure that adequate procedures have been developed. Every attempt will be made to find these residents an equivalent facility or to provide the support they require.

The County Health Department will maintain the lists of special needs residents.

The school district has coordinated with agencies that own vehicles that can safely transport these residents for use in the event of an evacuation. The Health Department has arranged for appropriate medical care.

7.5. Critical Facilities Protection

Critical facilities are discussed in Chapter 1. Protecting critical facilities during a disaster is the responsibility of the facility owner or operator. However, if they are not prepared for an emergency, the rest of the community could be impacted. If a critical facility is damaged, workers and resources may be unnecessarily drawn away from other disaster response efforts. If such a facility is adequately prepared by the owner or operator, it will be better able to support the community's emergency response efforts.

Most critical facilities have full-time professional managers or staff who is responsible for the facility during a disaster. Some have their own emergency response plans. Illinois state law requires hospitals, nursing homes, and other public health facilities to develop such plans. Many facilities would benefit from early warning, response planning, and coordination with community response efforts.

Local implementation: One of the largest employers in the county, and the only institution of higher education, is Principia College. Principia College is well along in the development and implementation of an institution-wide emergency response plan. The plan encompasses emergencies from individual illness or injury to significant impact of fires, tornados, or

earthquakes.

CRS credit: The Community Rating System gives the same weight to critical facility protection as it does to the rest of the community’s flood response plan. CRS credit focuses on coordinating the community’s efforts with the facilities’ managers and helping them develop their own flood-specific emergency plans. The County and the municipalities would receive 10 points for maintaining a current contact list. An additional 40 points are available if all the flood prone facilities developed their own flood response plans and coordinated them with government response efforts.

7.6. Post-Disaster Recovery and Mitigation

After a disaster, communities should undertake activities to protect public health and safety, facilitate recovery and help prepare people and property for the next disaster. Throughout the recovery phase, everyone wants to get “back to normal.” The problem is, “normal” means the way they were before the disaster, exposed to repeated damage from future disasters

Appropriate measures include the following:

Recovery actions

- Patrolling evacuated areas to prevent looting
- Providing safe drinking water
- Monitoring for diseases
- Vaccinating residents for tetanus
- Clearing streets
- Cleaning up debris and garbage
- Regulating reconstruction to ensure that it meets all code requirements

Mitigation actions

- Conducting a public information effort to advise residents about mitigation measures they can incorporate into their reconstruction work
- Evaluating damaged public facilities to identify mitigation measures that can be included during repairs
- Acquiring substantially or repeatedly damaged properties from willing sellers
- Planning for long term mitigation activities
- Applying for post-disaster mitigation funds

7.7. Recommendations

1. Jersey County and local municipalities join together to establish a county-wide hazard warning system (in particular, tornado warning).
2. Appropriate Jersey County organizations develop and engage in public education programs regarding potential natural hazards.

3. The City of Grafton should review the existing outdated emergency response pamphlets/mitigation plans. They should be updated and combined into one useful reference manual.
4. An annual review of response plans and procedures should be conducted. Incorporate post-disaster procedures for public information, reconstruction regulations and mitigation project identification.
5. The City of Grafton should have formalized Agreements with public facilitators such as schools and churches for use of these buildings as temporary shelters and storage facilities during emergencies, i.e. flooding, tornadoes, winter storm power outages, etc.
6. The City of Grafton needs to initiate a community wide warning system. Educate the public on what the sirens and warnings mean and what steps they should take to protect themselves.