

# **BAXTER COUNTY, ARKANSAS**

## **DIRECTION AND CONTROL**

### **ANNEX A**

#### **PURPOSE**

This annex addresses the facility, personnel, procedures, and support requirements for activating the county Emergency Operating Center (EOC) and for directing and controlling the conduct of emergency operations from that center, or from an alternate facility, in large-scale emergency situations. Baxter County has passed a resolution to adopt the National Incident Management System (NIMS) for all emergency responses.

#### **II. SITUATION**

- A. The Baxter County Emergency Operations Center (EOC) is located in the EOC/911 Center. The (EOC) is manned on a 24-hour basis. Local government communications are permanently installed.
- B. Many of the hazards that exist in or about Baxter County have the potential for causing disasters of such magnitude as to make centralized command and control desirable and essential.
- C. The EOC is manned daily on a 24-hour basis during the emergency and the staff may be required to work 12-hour shifts. The EOC has an emergency power source with an emergency fuel supply. The fallout protection factor of the EOC is approximately 100+.
- D. Radio communications is the primary source for direction and control with landline communications secondary. A telephone company liaison will be established to assure priority status for the EOC in the event of a service outage.

#### **III. ASSUMPTIONS**

- A. Most emergency situations are handled routinely by the emergency services agencies of Baxter County.
- B. Most major emergencies can be managed at the field level under established procedures of local government emergency services agencies.
- C. In most major emergency situations, many management activities can be carried out at the EOC, thereby allowing field forces to concentrate on essential on-scene tasks.
- D. In most large-scale disaster situations, centralized direction and control-i.e. activation of the local emergency management organization and EOC-is the most effective approach to management of emergency operations.

#### IV. **CONCEPT OF OPERATIONS**

##### A. **Activation**

Emergency services dispatching is carried out at the Baxter County 911 Center on a 24-hour basis and terminals for receiving warnings from the State and Federal levels of government are located in the 911 Center. The communications officer is likely to be aware of any major emergency situation affecting the county, and will notify the Office of Emergency Management Director when such a situation exists. Emergency situations vary markedly in speed and onset and in their potential for escalation to disaster proportions. The extent to which the EOC is activated and when it assumes command of emergency operations depends upon the type of emergency situation, its potential for escalation, its geographical extent, and other factors. The Emergency Management Coordinator will proceed to the scene of the emergency/disaster as soon as possible or direct activation of the EOC and alerting of key officials depending on the actual situation. Immediate requests for assistance from the Arkansas Department of Emergency Management will be channeled through the communications officer to the appropriate agency/ organization. Such action will be reported immediately to the Arkansas Department of Emergency Management.

The EOC will ordinarily be fully activated and Emergency Function Officers will assume control of emergency operations in any emergency situation of such magnitude as to require mobilization of elements of local government other than those principally involved in emergency services on a day-to-day basis.

In any emergency situation of such magnitude as to require emergency services personnel to establish a field command post and to initiate control at the scene, some activities will be carried out at the EOC. Typically, these would include an Operations Officer, a Public Information Officer, and an analysis team. These personnel would monitor the situation and determine the need for additional actions. The Chief Executive or his designated appointee may order the alerting of key officials. The procedure for alerting key officials is included in Annex B, Communications, and Warning.

##### B. **EOC Operations**

1. The Emergency Management Coordinator will determine the level of staffing required, based upon the situation, and alert the appropriate personnel, agencies, and organizations.
2. The EOC contains updated maps of Baxter County and its cities as well as status boards required for tracking significant events/actions.
3. EOC security is provided by the Baxter County Sheriffs Office.
4. All radio communications at the EOC are logged by the agency/organization receiving/transmitting the message.
5. A detailed activity log of EOC operations will be maintained by the Emergency Management Coordinator using the County Clerk's administrative support.
6. The Emergency Management Coordinator oversees all logs and the message/information flow system.

C. **Alternate EOC:**

In the event the primary EOC is damaged or otherwise unavailable, the Baxter County Jail will be used as the alternate EOC. An emergency power source and emergency fuel supply are available. The alternate EOC has the same communications capabilities as the primary EOC. At the direction of the Emergency Management Coordinator, EOC staff will relocate to the alternate EOC. Due to the short distance in relocating to the alternate EOC, there will be no change in direction or support functions. In the event both the EOC and the alternate cannot be used, the Emergency Management Coordinator will designate an emergency vehicle be used as a Communications Command Post and will function as an alternate EOC. Departments and agencies having emergency responsibilities are encouraged to establish alternative operating locations.

D. **Request for Assistance**

1. Baxter County will first implement mutual aid agreements within the county and with neighboring jurisdictions. The county has established oral mutual aid agreements with some neighboring jurisdictions.
2. In the event the available mutual aid resources are not sufficient to meet the requirements, the Chief Executive of the county, or his designated appointee, may request assistance from the state.
3. Request for assistance from the state will be reviewed and the overall disaster situation evaluated, and recommended action will be forwarded to the Governor.

## V. ORGANIZATION AND RESPONSIBILITIES

### A. Organization

The Baxter County emergency management organization includes the following:

1. County Judge
2. County Emergency Management Coordinator is filled by appointment by the County Judge and is supported by the Arkansas Department of Emergency Management.
3. Community Emergency Response Teams (CERT) Program educates people about disaster preparedness for hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.
4. County Clerk
5. Mayors of Cities
6. Emergency function officers, as designated in the functional annexes, are appointed or approved by the Chief Executive or his designated appointee and are responsible for carrying out emergency operations and advising the Chief Executive on matters pertaining to their areas of responsibility. These officials or their representative will report to the EOC as required by the nature of the emergency. They consist of the following:
  - a. Communications Officer
  - b. Warning Officer
  - c. Emergency Public Information officer
  - d. Law Enforcement Officer
  - e. Fire and Rescue Officer
  - f. Engineering Officer
  - g. Shelter and Evacuation Officer
  - h. Health and Medical Coordinator
  - i. Radiological Protection Officer
  - j. Resource and Supply Officer
  - k. Damage Assessment Officer
  - l. Animal Control Officer

## **B. Responsibilities**

### **1. Executive Group**

(Direction and Control)

The County Judge in the unincorporated areas and Mayors/City Managers in the incorporated areas of the county are responsible for direction and control of emergency operations during all emergencies or disasters. They are also responsible for:

- a. Following impact of a natural or man-caused peacetime disaster, When severe enough to be considered for a Presidential Declaration of disaster, insure documentation of cost of material, equipment, and labor used to clear debris and to repair public property, using forms and procedures outlined in the Public Law 93-288, in the State Emergency Operations Plan.
- b. Requesting assistance through the Arkansas Department of Emergency Management when requirements for coping with a disaster exceed the county capability.
- c. Institute sheltering the resident population when recommended by the President and directed by the Governor, or instituting population relocations when directed by competent authority.
- d. Determining which government and commercial activities are to be curtailed to conserve power and resources during emergencies.
- e. Establishing price controls and rationing levels in the county.
- f. Insuring resident population is kept informed of the local, state, national, and international situation.
- g. Establishing priorities and resolving conflicting demands for resources.
- h. Coordinate movement of population from disaster areas in Baxter County and coordinate to provide congregate care to evacuated population.

### **2. Executive Group Support Staff**

(Direction and Control)

#### **a. The County Emergency Management Coordinator is responsible for Annex A:**

- (1) Serving as an advisor to the executive group in the EOC.
- (2) Coordinating with the Arkansas Department of Emergency Management to obtain federal funds and equipment for disaster areas.
- (3) Following impact of a natural, man-caused peacetime or nuclear disaster, prepare Flash Report and transmit information to the State EOC.
- (4) Providing follow-up reports to the State EOC as required.
- (5) Reviewing and updating emergency operations plans and procedures at least yearly.
- (6) Acting as Chief of Staff in the County EOC.
- (7) Coordinating activities and insure representation of all emergency services in the EOC.
- (8) Coordinate with state and federal agencies to evaluate contamination caused by release of hazardous materials.

- (9) Coordinate training of response staff and volunteer organizations to perform emergency functions.
- (10) Encouraging each emergency support service to develop SOP's that address how they will accomplish their assigned tasks and will deal with the hazards the jurisdiction faces.

**(Annex M):**

- (1) Coordinating with the Arkansas Department of Emergency Management to obtain needed resources.
- (2) Reviewing and updating emergency operations plans and procedures at least yearly.
- (3) Coordinating emergency activities of all emergency services in the EOC.
- (4) Serve as liaison to command and provide logistical support, as requested.

b. **The County Communications and Warning officer is responsible for (Annex B):**

- (1) Ensuring that the warning and communications system in Baxter County is fully utilized.
- (2) Ensuring that emergency warning and communications equipment is maintained, ready for use at all times and is properly used.
- (3) Periodically review requirements for warning and communications system and work with County Emergency Management Coordinator to secure funding and make required changes to the system as needed.
- (4) Ensuring all warning and communications personnel have been trained and the system is properly exercised periodically.

c. **The County Emergency Public Information officer is responsible for (Annex C):**

- (1) Providing for the orderly collection and release of emergency public information at the direction of the Chief Executive.
- (2) Providing survival information to the general public.
- (3) Enlisting cooperation of news media in issuing warnings and emergency instructions to the public.

d. **The County Law Enforcement Officer is responsible for (Annex D):**

- (1) Reviewing and updating law enforcement plans and SOP's.
- (2) Activating regular and auxiliary law enforcement personnel.
- (3) Providing traffic control and security within the county.
- (4) Recruiting and accelerated training of auxiliary law enforcement personnel required for emergency operations.
- (5) Coordinating law enforcement operations with other services in disaster areas.
- (6) Coordinating written and/or oral mutual aid agreements with adjacent jurisdictions.

e. **The County Fire and Rescue officer is responsible for (Annex E):**

- (1) Reviewing and updating fire and rescue plans and SOP's.
- (2) Activating regular and auxiliary fire and rescue personnel.
- (3) Maintenance of all fire and rescue equipment for emergency services.
- (4) Providing fire and rescue services in the target area.
- (5) Coordinating written and/or oral mutual aid agreements with adjacent areas.
- (6) Preparation for and response to hazardous material spills.

f. **The County Engineering Officer is responsible for (Annex F):**

- (1) Reviewing and updating public works plans and SOP's.
- (2) Activating regular and auxiliary public works personnel.
- (3) Maintenance of equipment.
- (4) Debris clearance following a disaster.
- (5) Repairing and constructing roads and bridges.
- (6) Assisting with evacuation and upgrading of shelters.
- (7) Coordinating with utilities and contractors as necessary.

g. **The County Shelter and Evacuation officer is responsible for (Annex G):**

- (1) Assistance in coordinating with Red Cross for mass care after natural and/or man-caused disasters.
- (2) Coordinating with local officials to arrange for reception of evacuees from disaster areas.
- (3) Coordinating with Resource and Supply Officer to stock shelters with necessary supplies.
- (4) Coordinating with the on-scene commander to determine transportation resources needed in the event of an evacuation.
- (5) Coordinating with the Resource and Supply Officer to determine transportation resources available to meet requirements.

h. **The County Health and Medical Coordinator is responsible for (Annex H):**

- (1) Reviewing and updating health and medical plans and SOP's.
- (2) Activation of health and medical personnel of emergency medical requirements.
- (3) Monitoring all health and medical personnel
- (4) Assists in procurement of health and medical supplies.
- (5) Coordinating health and medical operations throughout the county and support operations of the disaster area.

i. **The County Radiological Protection Officer is responsible for (Annex I):**

- (1) Collecting and analyzing data and informing county officials and the public of radiological hazards in the county.
- (2) Reviewing and updating radiological protection plans and procedures.
- (3) Activating radiological protection personnel.

- (4) Providing periodic reports to higher echelons of government.
- (5) Coordinating radiological protection operations with other services.
- (6) Radiological monitoring and control.

j. **The County Resource and Supply Officer is responsible for (Annex J):**

- (1) Reviewing and updating resource and supply plans and SOP's.
- (2) Activating resource and supply personnel, when required.
- (3) Procurement and control of essential supplies and equipment for emergency operations.
- (4) Coordinating resource and supply operations with other services and with utilities to insure continued utility resources in affected disaster areas.

k. **The County Damage Assessment Officer is responsible for (Annex K):**

- (1) Reviewing and maintaining plans and SOP's for his section.
- (2) Coordinating with other officers in the functional areas to assemble a damage assessment team.
- (3) Coordinating with County Emergency Management Coordinator, mayors and the County Judge to assemble information for a request for a declaration of disaster.
- (4) Crosscheck with Red Cross damage assessors to reduce redundancy of damage assessments.
- (5) Coordinating with state and federal damage assessors to insure all damage is surveyed for disaster requests.

m. **The County Animal Control Officer is responsible for (Annex N):**

- (1) Reviewing and maintaining SOP's for his section.
- (2) Coordinating with other officers in the functional areas to assemble animal control teams.
- (3) Coordinating with county resource and supply officer for the procurement of animal supplies.
- (4) Coordinating with local veterinarians for the medical treatment of sick/injured animals.
- (5) Coordinating with team members and local resources for the establishment of shelters and their maintenance.

## **VI. LINE OF SUCCESSION**

The lines of succession for direction and control within Baxter County are as follows:

1. County Judge
2. Administrative Assistant
3. County OEM Director
4. Emergency Function Officers: As defined in each Annex to this plan.
5. Mayors of Cities

Pre-delegated authorities would commence effective upon the absence, incapacitation, or death of the authority and will end when the authority returns to duty.

## **VII. ADMINISTRATION**

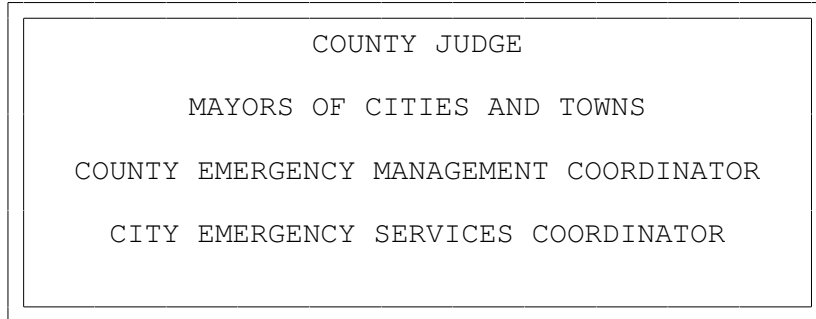
Fiscal

- A. Baxter County shall fund disaster related costs from local contingency funds to the fullest extent possible. The County Clerk will coordinate with the County Judge, County Emergency Management Coordinator and the Resource and Supply Officer to establish administrative requirements and procedures for the County Emergency Management.
- B. All disaster related expenditures must be documented using generally accepted accounting procedures. The state and federal governments will conduct audits prior to providing reimbursements for eligible expenditures.
- C. A records protection program will be established to provide for effective records protection standards, methods for updating the standards, and procedures for retaining and disposing records.

### **ATTACHMENTS:**

1. County Emergency Organization
2. Emergency Operations Center Organizational Chart
3. Message Center Operations
4. Local Emergency Management Message Form
5. Direction and Control Emergency Response Checklist
6. Staging Area

ATTACHMENT 1  
COUNTY EMERGENCY ORGANIZATION



LAW ENFORCEMENT

EMERGENCY INFORMATION

FIRE AND RESCUE

SHELTER AND EVACUATION

ENGINEERING

HEALTH AND MEDICAL

RESOURCE AND SUPPLY

RADIOLOGICAL PROTECTION

DAMAGE ASSESSMENT

ANIMAL CONTROL

COMMUNICATIONS  
&  
WARNING

ATTACHMENT 2  
EOC ORGANIZATIONAL CHART

COUNTY  
JUDGE

MAYOR  
OF  
CITIES

COUNTY EMERGENCY  
MANAGEMENT  
COORDINATOR

CITY  
ES  
COORDINATOR

PUBLIC  
INFORMATION  
OFFICER

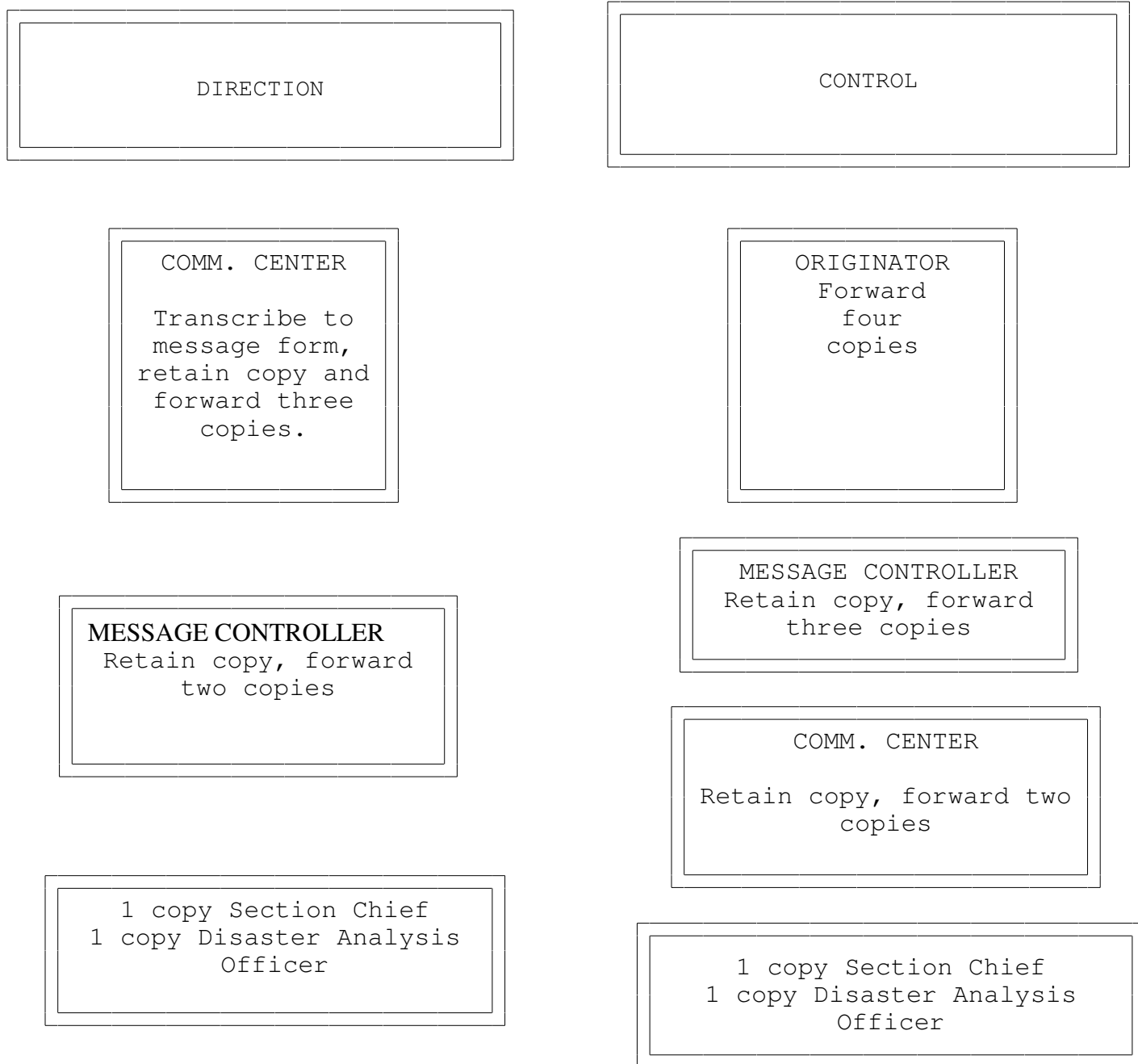
EMERGENCY  
FUNCTION  
OFFICERS

MESSAGE CENTER  
1. CONTROLLER  
2. CLERK  
3. MESSENGERS

CHIEF OF  
ADMINISTRATION

ATTACHMENT 3  
MESSAGE CENTER OPERATIONS

The following flow chart outlines procedures for handling messages under wartime nuclear situations.  
(See Attachment 4 for message format)



NOTE: After delivery has been made as shown above, if additional copies are required, the Section Chief will indicate distribution on back of his copy and forward to message controller for action.

ATTACHMENT 4

LOCAL EMERGENCY MANAGEMENT MESSAGE FORM

IN \_\_\_\_\_

OUT \_\_\_\_\_

TO \_\_\_\_\_

PRECEDENCE \_\_\_\_\_

\_\_\_\_\_

MSG. NO. \_\_\_\_\_ LOG NO. \_\_\_\_\_

FROM \_\_\_\_\_

DATE/TIME \_\_\_\_\_

\_\_\_\_\_

CHECK \_\_\_\_\_

TEXT \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

COMMUNICATIONS ACTION

SIG. \_\_\_\_\_

RADIO SER. \_\_\_\_\_

TITLE \_\_\_\_\_

PHONE \_\_\_\_\_ TWX \_\_\_\_\_

\_\_\_\_\_

COURIER \_\_\_\_\_

MESSAGE CENTER ACTION

TIME \_\_\_\_\_

TIME RECEIVED \_\_\_\_\_

OPER. SIG. \_\_\_\_\_

TIME REFERRED \_\_\_\_\_

ATTACHMENT 5

DIRECTION AND CONTROL  
EMERGENCY RESPONSE CHECKLIST

PREPAREDNESS PHASE

LOCAL EMERGENCY MANAGEMENT COORDINATOR

- \_\_\_\_\_ Alert key officials and EOC staff
- \_\_\_\_\_ Prepare to activate the EOC
- \_\_\_\_\_ Notify the Arkansas Department of Emergency Management & other appropriate agencies
- \_\_\_\_\_ Alert private and volunteer agencies that could assist if emergency/disaster occurs
- \_\_\_\_\_ Prepare for 24-hour operational capability of EOC, if required
- \_\_\_\_\_ Establish procedures for acknowledging and authenticating reports

EXECUTIVE GROUP

- \_\_\_\_\_ Review and approve all governmental procedures supporting plans
- \_\_\_\_\_ Direct all activities defined in this Emergency Operating plan
- \_\_\_\_\_ Authorize release of emergency public information
- \_\_\_\_\_ Review the emergency powers which may be available in the event of an emergency/disaster

RESPONSE PHASE

III. LOCAL EMERGENCY MANAGEMENT COORDINATOR

- \_\_\_\_\_ Depending on the actual situation, direct activation of the EOC
- \_\_\_\_\_ Notify key officials and staff
- \_\_\_\_\_ Channel requests for assistance from the ADEM through the Communications Officer
- \_\_\_\_\_ Establish a field command post to initiate control at the scene if conditions warrant
- \_\_\_\_\_ Maintain a detailed activity log of EOC operations
- \_\_\_\_\_ In the event the primary EOC and the alternate EOC cannot be used, designate an emergency vehicle be used as and alternate EOC

EXECUTIVE GROUP

- \_\_\_\_\_ Issue emergency/disaster declarations, as applicable
- \_\_\_\_\_ Direct all governmental emergency response activities
- \_\_\_\_\_ Implement mutual aid agreements within the county or neighboring jurisdictions if assistance is needed
- \_\_\_\_\_ Request additional assistance from the state if resources are not sufficient to meet the required needs
- \_\_\_\_\_ Determine curtailment requirements during emergencies to conserve power and resources
- \_\_\_\_\_ Authorize release of emergency public information

## RECOVERY PHASE

### LOCAL EMERGENCY MANAGEMENT COORDINATOR

- \_\_\_\_\_ Terminate 24-hour operation of EOC, when appropriate
- \_\_\_\_\_ Establish a disaster information center, as applicable
- \_\_\_\_\_ Coordinate with Arkansas Department of Emergency Management to obtain Federal funds and equipment for disaster areas
- \_\_\_\_\_ Provide follow-up reports to the State EOC as required
- \_\_\_\_\_ Critique operations and revise/update emergency operations plan
- \_\_\_\_\_ Advise Arkansas Department of Emergency Management when all activity terminates

### EXECUTIVE GROUP

- \_\_\_\_\_ Finalize damage assessments, using required documentation standards
- \_\_\_\_\_ Rescind emergency controls
- \_\_\_\_\_ Review and evaluate all disaster operations reports
- \_\_\_\_\_ Critique operations and conduct hazard mitigation study
- \_\_\_\_\_ Enact local ordinances which would mitigate hazard(s)

## Attachment 6

### STAGING AREA

Baxter County has identified the Baxter County Fairgrounds located in Mountain Home, Arkansas as a staging area where first responders and resources will be massed to be directed to disaster site(s) as needed.