

CITY OF SALEM
BASIC PLAN
November 15, 2012

BASIC PLAN

I. PURPOSE

The Basic Plan addresses the City of Salem's planned response to extraordinary emergency/disaster situations associated with natural disasters, technological incidents, and other major incidents. It provides operational concepts relating to the various emergency situations, identifies components of the local emergency management department and describes the overall responsibilities of the organization for protecting life and property as well as assuring the overall well being of the population of the City of Salem. The plan also identifies the sources of outside support that might be provided by other jurisdictions, state and federal agencies, and the private sector.

The ICS Structure/NIMS. The Basic Plan addresses the City of Salem's resolution authorizing the adoption of the National Incident Management System, adopted the 21st day of March 2005. The Resolution No. 2005-04 copy is located on the last page of the Basic Plan. The City is meeting FFY 05, 06, 07, 08, 09, 10, 11, 12 NIMS requirements.

II. SITUATION AND ASSUMPTIONS

A. SITUATION

1. The City of Salem is comprised of approximately 5 square mile located in South Central Illinois, with a population of 8000. The City of Salem is devoted primarily to residential use, but also contains several major road and rail networks, businesses, and light industry.
2. In all but the most severe and widespread disaster situations, the city has adequate resources and expertise available to respond to and resolve the situation.
3. A detailed analysis of the hazards and vulnerabilities facing the city is on file in EOC.
4. The City of Salem recognizes its responsibilities by statue and morally to provide for the safety of the population during disaster times.
5. The city has flood plains, Emergency Plans and maps from Fed. Insurance Administration located in EOC.

B. ASSUMPTIONS

1. WARNING coverage using a combination of five outdoor warning sirens with PA available, NOAA Weather Radio 162.475, DOEM alert radio warning system on 155.025 and 151.115, WJBD Radio 1350 A.M./100.1 F.M. 24hrs a day, Charter Cable/US Sonnet Television alert system, we have the capability of alerting 85% of the residents in the municipal area.
2. All local officials have a role in the disaster management system are familiar with the appropriate sections of the plan.
3. It is assumed that the mutual aid resources described in the plan shall be available within a reasonable time frame.
4. The plan relies on the concept that the response to a disaster will always be at the lowest possible level.
5. Preparedness in advance of an incident that includes the public, private and non-governmental organization will be the responsibility of all government departments/agencies.

III. CONCEPT OF OPERATIONS

A GENERAL

It is recognized that it is the responsibility of government to undertake comprehensive emergency management in order to protect life and property from the effect of hazardous events. Local government has the primary responsibility for emergency management activities. When the emergency exceeds the local government's capability to respond, assistance will be requested from the state government. The federal government will provide assistance to state if approved.

This plan is based upon the concept that the emergency functions for the various groups involved in emergency management will generally parallel their normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Those day-to-day functions that do not contribute directly to the emergency

operation may be suspended for the duration of the emergency. The efforts that would normally be required for those functions will be re-directed to the accomplishment of emergency tasks by the agency.

A comprehensive emergency management plan is concerned with all types of hazardous situations that may develop in the city. It is more than a operations plan in that it accounts for activities before and after, as well as during emergency operations.

The Emergency Management Policy Group is responsible for all policy decisions relating to Emergency Management. The group will recognize the National Incident Management System and Incident Command. ICS relies upon an IAP.

B. PHASES OF EMERGENCY MANAGEMENT

The planning effort of the City is based on the orderly, coordinated accomplishment of required tasks by the appropriate department. In order to insure the ability of the government to respond, there must be a time-line established for task accomplishment:

1. **MITIGATION:** All actions taken to reduce or minimize the possibility of occurrence, or the impact of a disaster.
2. **PREPAREDNESS:** All actions taken to insure the readiness of the government to respond to and recover from the effects of a disaster
3. **RESPONSE:** All actions taken to meet the immediate life-safety needs for the jurisdiction and provide Safety Officer for safety of emergency responders following a disaster.
4. **RECOVERY:** All actions taken both short and long term to restore the jurisdiction to its pre-disaster condition.
5. **PREVENTION:** All actions taken to avoid an incident or to intervene to stop an incident from occurring.

IV. LEVELS OF EMERGENCY (Hazardous Materials Level of Emergency, see Haz-Mat Annex page 3 III B)

LEVEL I

A minor to moderate emergency where local resources are both adequate and available. A local disaster emergency is not declared by the jurisdiction.

LEVEL II

A moderate to severe emergency where local resources are either not adequate or not available, and where mutual aid on a county wide or regional level is required. A local disaster emergency may or may not be declared.

LEVEL III

A major disaster where resources in and around the effected area are instantly overwhelmed, and state or federal assistance is required in both response and recovery. A local disaster emergency will be declared.

V. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

Most of the departments within the city have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency procedures. Specific responsibilities are outlined under sections entitled "Task Assignments" as well as in specific annexes. Responsibilities for certain organizations that are not part of local government are also presented.

B. ORGANIZATION

1. Emergency Management Policy Group: The emergency Management Policy Group is responsible for ALL policy decisions relating to emergency management. The group is a single body. The group is as follow;

1. City Council
2. Mayor
3. City Manager
4. Police Chief
5. Fire District Chief
6. City Attorney
7. Public Work Director
8. Recreation and Park Director
9. Community Development Director
10. Emergency Management Coordinator
11. Marion County 911 Coordinator
12. South Central Red Cross
13. Salem Hospital Safety Coordinator
14. Marion County Public Health Department
15. Marion County Coroner
16. City Treasurer
17. City Code Enforcement/Safety Officer
18. City Clerk
19. City Finance Director

C. TASK ASSIGNMENT

1. Emergency Management Policy Group
 - A. Coordinate all phases of Emergency Management
 - B. Provide NIMS Training and Compliance
 - C. Provide Safety Officer
 - D. Provide Communications
 - E. Provide Resource Management
 - F. Provide Hazardous Materials Annex
 - G. Operate EOC
 - H. Provide Comprehensive Emergency Management Planning

- I. Staff Training
- J. Control Warning
- K. Provide Mass Care
- L. Provide Evacuation Support
- M. Support Mortuary Support
- O. Provide Direction and Control
- P. Provide Damage Assessment/Disaster Intelligence
- Q. Provide Health and Medical Services

2. Law Enforcement

- A. Maintain Law and Order
- B. Provide Evacuation
- C. Control Restricted Areas
- D. Protect Vital Installations
- E. Provide Warning Support
- F. Provide Communications Support
- G. Provide Radiological Defense Monitoring Support
- H. Provide Support for Damage Support
- I. Provide Liaison and Coordination with Other Law Enforcement
- J. Support EOC and Alt. EOC

3. Fire Services
 - A. Provide Fire/Rescue Service
 - B. Provide Warning Support
 - C. Provide Support for Search and Rescue Operations
 - D. Conduct Hazardous Materials Operations (ICS)
 - E. Support Emergency Medical Services
 - F. Provide Biochemical Decontamination
 - G. Provide EOC Support
 - H. Provide Evacuation Support
4. Public Work
 - A. Maintain Public Works Service
 - B. Maintain Storm Sewers
 - C. Conduct Road and Bridge Repairs
 - D. Provide Decontamination Support
 - E. Store Fuel
 - F. Provide Equipment As Needed
 - G. Provide EOC Support
5. Public Health and Medical Support
 - A. See Health and Medical Annex
6. City Attorney
 - A. Technical Services
 - B. Legal Counsel

7. Community Development
 - A. Damage Assessment
 - B. Conduct Resource Inventories
 - C. Support EOC Intelligence Positions
8. Parks and Recreation
 - A. Debris Removal Support
 - B. Provide Resource of Private Contractors
 - C. Coordinate Private Contractor Response
 - D. Tree Replacement Program
9. Red Cross
 - A. Operate Shelter
 - B. Provide Public Welfare Assistance
 - C. Educate and Inform Public
 - D. Conduct Blood Drive
 - E. Counsel
 - F. Provide EOC Support
11. Department Of Emergency Management
 - A. Operation of EOC/Alternate EOC
 - B. Coordinate Public Warning System
 - C. Provide Disaster Education to the Public
 - D. Provide Radiological Support
 - E. Provide Support for Traffic Control

- F. Provide Support for Controlling Restricted Areas
 - G. Coordinate Buses for Evacuation
 - H. Coordinate with State And Federal Agencies
- 12. Marion County 911
 - A. Provide 911 Answering Points. Public Safety Answering Points
 - B. Provide Communications
 - C. Provide EOC or Alternate EOC Support
 - D. Provide Public Information and Education
 - 13. Marion County Coroner
 - A. See Mortuary Services Annex

VI. DIRECTION AND CONTROL

ICS (Incident Command System) will be in use for all major emergencies and disasters. ICS will use common terminology for communication network. The Final responsibility for all emergency management belongs to the officials composing the Emergency Management Policy Group. The group is responsible for all policy-level decisions. During response operations, the Incident Command System will be use and the group will be available to assist with non-routine problems.

The DOEM Coordinator has the responsibility for the entire emergency management program, is appointed by the mayor and council. The DOEM Coordinator makes all routine decisions and advises the group on courses of action available for major decisions with assistance from DOEM/EOC personnel. During emergency operations, the DOEM Coordinator is responsible for the proper functioning of the EOC or Alternate EOC. The DOEM Coordinator also acts as a liaison with other local, state and federal emergency management agencies.

Specific persons and agencies are responsible for fulfilling the obligations as presented in the basic plan and individual annexes. Department heads will retain control over their employees and equipment. Each department will be responsible for having its own standard operations procedures (SOPs) to be followed during operations.

During emergency situations, certain departments will be required to relocate their center of control to the EOC/Alternate EOC. During large-scale emergencies, the EOC will, in fact, become the seat of government for the duration of the crisis.

VII. CONTINUITY OF GOVERNMENT

A. Succession of Command

1. Line of succession on the City Council is from the Mayor and Mayor pro-tem to the members of the council in order of their seniority on the council
2. Line of succession to the DOEM Coordinator will be the Assistant Coordinator followed in order of the SOPs.
3. Lines of succession to each department head are according to the SOPs established by each department.

B. Preservation of Records

In order to provide normal government operations after a disaster, vital records must be protected. These would include legal documents, as well as personal documents, such as property deeds and tax records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly.

VIII. ADMINISTRATION AND LOGISTICS

A. Emergency Authority

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 City of Salem ESDA Act Ordinance Number 76-8 Feb. 2, 1976
4. Guide for All-Hazard Emergency Operations Planning: State and Local Guide (101); FESDA April 2001

B. Agreements and Understandings

Should local government resources prove to be inadequate during an emergency operation requests will be made for assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, private sectors, volunteer organizations, or other available capabilities. All agreements and understandings will be entered into by duly authorized officials and will be formalized in writing whenever possible.

C. Reports and Records

Required reports will be submitted to the appropriate authorities in accordance with individual annexes.

D. Emergency Operations Center

1. EOC functions are as follows; Coordination, Communications, resources, dispatch and tracking. Information collected for analysis and dissemination.

2. The City of Salem EOC is the primary site for all Disaster Operations. {201 South Rotan} Facilities include an operations room, communications room, bunking and feeding areas, and office space. In the event the EOC should become unusable. Other alternate facilities include City Hall, (101 S. Broadway), the stage basement in Bryan Park and the Salem Fire Protection District.

E. Relief Assistance

All individual relief assistance will be provided in accordance with the policies set forth in state and federal provisions.

F. Consumer Protection

Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the State Attorney General's Consumer Protection Division.

G. Nondiscrimination

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

H. Duplication of Benefits

No person, business concern, or other entities will receive assistance with respect to any loss from which he/she has received insurance or other compensation.

I. Use of Local Firms

When major disaster assistance activities may be carried out by contact or agreement with private organizations, firms or individuals, preference will be given, to the extent feasible and practicable, to those organizations, firms and individuals residing or doing business primarily in the affected areas.

IX. PLAN DEVELOPMENT AND MAINTENANCE

R&D (Research and Development) will be used to solve operational problems. Preparedness Organizations in the Jurisdiction will validate, integrate, and prioritize the operational needs of NIMS (National Incident Management System).

If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The DOEM Coordinator will brief the appropriate officials about their roles in emergency management and this plan in particular.

All agencies will be responsible for the development and maintenance of their respective segments of the plan as set forth earlier in "Organization and Assignment of Responsibilities".

The group will be responsible for ensuring that a annual review of the plan will be conducted by officials involved. The DOEM Coordinator will coordinate all review and revision efforts.

The plan shall be activated at least once every two years in the form of a simulated emergency in order to provide practical, controlled, operational experience to those individuals who have EOC requirements.

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