

# **CITY OF JACKSON-MADISON COUNTY INCLUDING TOWNS OF MEDON & THREE WAY**



## **EXECUTIVE OVERVIEW**

**MADISON COUNTY**

# **Emergency Operations Plan**

**Executive Overview**

# Emergency Operations Plan

## Disaster Response

**W**hen disaster threatens a community – a flood, tornado, earthquake, chemical spill, acts of terrorism – local responders, government agencies and private organizations take actions. Their Goal: to save lives and help people cope with the chaos. Most of the time local government has the skills and equipment to do the job and does it well.

**H**owever, sometimes the destruction goes beyond single agency or single jurisdiction capabilities. That's when the County Wide Emergency Operations Plan is activated, and disaster response is coordinated through the Emergency Management, Emergency Operations Center.

**A**t times, the local response capability may be overwhelmed by a catastrophic disaster, State and Federal resources may be called for assistance. Normally Federal Assistance is in the form of financial aid. But, when local and State government's resources are overwhelmed by a catastrophic event, the State may request resource support from the Federal Emergency Management Agency.

## Emergency Response Plan

**T**he concept of the Emergency Operations Plan is simple and in compliance with the Tennessee State Law: In a major emergency or disaster the Emergency Management Agency Basic EOP provides a procedure for use in providing personnel, technical expertise, equipment and other resources, and assumes an active role in managing the response and recovery.

**R**esources are provided by one or more of the city and county departments and agencies as well as the private sector. Resources and tasking are grouped into 16 Emergency Support Functions (ESF). These ESF's outlines the lead or primary agency and support agencies for that particular task. Each agency or department responds within its own authority and under its own leadership.

**D**isaster response and resource coordination will be managed by the Director of Emergency Management and the Disaster Management Team designated under the BEOP. This coordination takes place from the Countywide Emergency Operations Center.

Policy, public information and overall management of the disaster is handled by the Disaster Management Team, chaired by the Emergency Management Director. The EOC is furnished and is supported by all governmental departments and agencies.

## Hazards

West Tennessee and its 21 counties are exposed to many hazards, all of which have the potential to disrupt the community, cause damage and create casualties. Possible Natural hazards include but are not limited to: drought, earthquake, tornado, flood, severe weather. Other disaster situations could develop from a release of hazardous materials, either from a fixed site or while in transit. Acts of terrorism also has the potential of causing catastrophic affects on citizens and facilities by the use of Biological, Nuclear, Incendiary, Chemical or Explosive devices. Civil strikes, civil disorder, major transportation (rail, air, bus) accidents and the potential of conventional attack on our country are also included in this countywide Disaster Plan.

## Anticipated Needs

The BEOP enables a flexible and rapid response. When a predictable disaster threatens an area, local, State and Federal officials work together to track the event and prepare for the potential destruction. Public information, warning and protective actions will be directed by the Emergency Management Agency.

Emergency personnel, supplies and equipment are pre-positioned. Emergency Response Teams are dispatched by the State and Federal Government to the potential disaster area, ready to:

- Protect life and property
- Establish Communications
- Assess damages
- Identify needs
- Direct response activities

## Process

The decision to activate the countywide Emergency Operations Plan is made by the County Executive/Mayor or by the Director of Emergency Management, under the authorization of State law and local resolutions and ordinances. The County Executive/Mayor or in his or her absence, the Director of Emergency Management may make a local Emergency or Disaster declaration.

When the situation escalates beyond the capabilities of local government to respond, or if additional resources or assistance is needed, the County Executive/Mayor may request assistance thru TEMA. If the assistance is beyond the resource capabilities of the State, the Governor may request federal assistance thru FEMA to the President. This formal request process is handled by Emergency Management on all three levels of government.

Upon determination that all guidelines are met for making assistance available, the President may declare that an Emergency or Disaster exists and Federal Assistance may be utilized in response and recovery. This may include both public and/or individual disaster assistance.

# Managing Essential Services

Management of local preparedness, mitigation, response and recovery activities are grouped into 16 Emergency Support Functions. Each is headed by a Primary Agency and Supported by other public and private sector agencies, departments or groups.

- **ESF 1 – TRANSPORTATION**  
**Responsibility:** Provide transportation networks and support  
**Primary Agency:** Madison County Highway Department
- **ESF 2 – COMMUNICATIONS**  
**Responsibility:** Provide radio, telecommunications, and data communications systems.  
Provide dissemination of warnings to the public.  
**Primary Agency:** Jackson-Madison County Emergency Management Agency
- **ESF 3 – INFRASTRUCTURE**  
**Responsibility:** Building Inspection, route clearance, bridge inspection, debris removal, water and wastewater systems.  
**Primary Agency:** Madison County Highway Department
- **ESF 4 – FIREFIGHTING**  
**Responsibility:** Detect and suppress wild-land, rural and urban fire  
**Primary Agency:** Madison County and Jackson Fire Departments
- **ESF 5 – INFORMATION AND PLANNING**  
**Responsibility:** Collect, analyze and disseminate critical information to facilitate the overall response and recovery.  
**Primary Agency:** Jackson-Madison County Emergency Management Agency
- **ESF 6 – HUMAN SERVICES**  
**Responsibility:** Provide Shelter & Mass Care Operations, Provide Disaster Victim Services.  
**Primary Agency:** American Red Cross and Human Services (local)
- **ESF 7 – RESOURCE SUPPORT**  
**Responsibility:** Logistics, Resource Management, Staging areas  
**Primary Agency:** Jackson-Madison County Emergency Management Agency
- **ESF 8 – HEALTH AND MEDICAL SERVICES**  
**Responsibility:** Emergency Medical Services, Public Health and Crisis Intervention Support.  
**Primary Agency:** Jackson-Madison County EMS and Health Department
- **ESF 9 – SEARCH AND RESCUE**  
**Responsibility:** Search for missing person, missing or downed aircraft and rescue operations.  
**Primary Agency:** Madison County Fire & Rescue Squad
- **ESF 10 - ENVIRONMENTAL RESPONSE**  
**Responsibility:** Hazardous Materials, Radiological Materials  
**Primary Agency:** Jackson-Madison County Emergency Management Agency

## ***Emergency Support Functions (Continued)***

- **ESF 11 - FOOD**  
**Responsibility:** Identify, secure and deliver food assistance.  
**Primary Agency:** Jackson-Madison County Emergency Management Agency
  
- **ESF 12 – ENERGY**  
**Responsibility:** Facilitate restoration of the energy systems of the County.  
**Primary Agency:** Jackson Energy Authority, Southwest Electric, & TVA
  
- **ESF 13 – LAW ENFORCEMENT**  
**Responsibility:** Traffic Control, Security/Crime Control, Terrorism Crisis Management, Institutions/Jails, Evacuation.  
**Primary Agency:** Madison County Sheriff's Department
  
- **ESF 14 – DONATIONS & VOLUNTEERS**  
**Responsibility:** Orderly handling of donated goods, The coordination of volunteer resources.  
**Primary Agency:** Jackson-Madison County Emergency Management Agency
  
- **ESF 15 – RECOVERY**  
**Responsibility:** Provide for the delivery of Local, State and Federal recovery assistance.  
Development of long-range recovery  
**Primary Agency:** Jackson-Madison County Emergency Management Agency
  
- **ESF 16 – ANIMAL HOUSING & CARE**  
**Responsibility:** Coordination of emergency medical, temporary confinement, housing, food and water, identification and tracking of animals affected by disaster. Coordination of disposal of dead or unclaimed animals.  
**Primary Agency:** Department of Agriculture

# Key Players

A localized disaster requires a coordinated response involving all levels of local government. A catastrophic disaster may effect the region, state or several states and will require coordinated response from outside the local government level.

➤ **CITIZENS**

All citizens are encouraged to be prepared for disasters. They should have a Family Disaster Plan, emergency training and the supplies of food water and other needs to be self sufficient for up to 72 hours after the event.

➤ **LOCAL GOVERNMENT**

**County Executive/Mayor, EM Director:** Activate the local Emergency Operations Plan. Makes a declaration of Emergency, communicates with the Regional State EOC. Makes request for additional resources or assistance through the SEOC.

**Disaster Management Team:** Division/Department Directors or Chiefs (Police, Fire, Public Works, Health and EMA) Responsible to develop policy and manage overall response operations. Acts as advisors to the County Executive/mayor.

**Emergency Service Coordinators:** Appointed by each department/agency, to represent that agency in the ESF's at the EOC. They have full authority of the appointing agency to commit resources and to coordinate response and recovery for their respective department or agency.

➤ **STATE OF TENNESSEE**

**Governor, TEMA Director:** Activates the State EOC and TEMP. Declares a State of Emergency or Disaster; makes contact with FEMA and makes request for Federal assistance as necessary.

**State Coordinating Officer:** Leads State response and recovery. Coordinates State activities with Federal response effort.

**Catastrophic Emergency Response Team:** Group of quick response personnel to meet with local EMA officials in the disaster area to establish communications and gather disaster intelligence information and help assess needs.

➤ **FEDERAL**

**President of the United States:** Declares a State of Emergency or Major Disaster upon request by the Governor; appoints the Federal Coordinating Officer.

**FEMA Director:** Coordinates Federal response efforts, makes recommendations to the President for making a disaster declaration.

**Federal Coordinating Officer:** Serves as the FEMA representative at the disaster field site and at the Disaster Field Office. Manages the Federal response and recovery efforts.

# Homeland Protection Annex

In short: “**terrorism is a technique for inducing fear by intimidation**”. It may be domestic or international based.

The FBI distinguishes between three distinct categories of terrorism-related activity:

- A **Terrorist Incident** is a violent act or acts dangerous to human life, in violation of the criminal laws of the U.S. or any state, to intimidate or coerce a government, the civilian population or any segment thereof, in furtherance of political or social objectives.
- A **suspected terrorist incident** is a potential act of terrorism in which responsibility for the act cannot be attributed at the time to a known or suspected terrorist group or individual.
- A **terrorist prevention** is a documented instance in which a violent act by a known or suspected terrorist group or individual with the means and a proven propensity for violence is successfully interdicted through investigative activity.

**Terrorist Tactics** at a functional level, seek to create a sense of fear to further their cause or achieve political or other objectives.

**Traditional terrorist tactics** include:

- Assassination
- Armed assault
- Bombing
- Hijacking
- Hostage-taking
- Kidnapping.
- Product contamination
- Cyber-terrorism

**It** is virtually impossible to develop an all-inclusive list of potential terrorism targets, though in most cases potential targets have obvious symbolic traits.

### Potential Terrorist Targets

Persons	Places	Things
Elected government officials	Airports, bridges	Computer terminals
Federal, state and local officials	Federal, state, local facilities	Utilities, pipelines, power
Military officials and personnel	Sporting events	Cruise ships
Public safety officials	Military bases	Satellite transmitters
Business leaders	Universities	Vehicles
Government workers	Planned events (parades)	Commo antennas

This annex assigns responsibility for the three phases of terrorism response activities:

- **Pre-Event** – (Prevention) Lead Law enforcement
- **Event** (Consequences)– Lead Emergency Management
- **Post-Even** ( Investigative), FBI & law enforcement

**Response** to the consequences of an act of terrorism will be handled under the responsible ESF of the County Basic Emergency Operations plan.

### Homeland Security Advisory System Recommendations

The National Office of Homeland Security unveiled a new color-coded U.S. threat advisory system in March of 2002 to provide a national framework to effectively deal with threats of terrorist attack. The warning system has 5 levels which when triggered, initiate specific actions by federal, local and state agencies.

Risk of Attack	Action for Individuals, Families and Neighborhoods	Action for Businesses	Action for Schools
<b>SEVERE</b>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Listen to radio and TV for information and instructions</li> <li>● Be alert to suspicious activity and report it</li> <li>● Be prepared to evacuate</li> <li>● Adhere to travel restrictions</li> <li>● Contact employer to determine status of work day</li> <li>● Discuss family fears of terrorist attacks</li> <li>● Provide volunteer services as requested.</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Listen to radio and TV for information and instructions</li> <li>● Work with local community leaders and organizations, emergency management, government agencies and utilities to meet immediate needs for community.</li> <li>● Determine need to close business in accordance with the written Emergency Response Plan</li> <li>● Be ready to work with a dispersed or smaller work force</li> <li>● Be prepared to evacuate</li> <li>● Ensure mental health counselors are available</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Listen to radio and TV for information and instructions</li> <li>● Be alert to suspicious activity and report it</li> <li>● Be prepared to evacuate</li> <li>● Close school if recommended to do so by authorities</li> <li>● 100% ID check for and provide escort for those entering with students</li> <li>● Ensure mental health counselors are available</li> </ul>
<b>HIGH</b>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Review your disaster plan</li> <li>● Exercise caution when traveling</li> <li>● If announced, donate blood.</li> <li>● Determine needs from volunteer agency</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Review the written Emergency Response Plan</li> <li>● Determine the need to restrict access to the business or to provide security</li> <li>● Contact vendors and suppliers to confirm their emergency response plan procedures</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Review the school's written Emergency Response Plan</li> <li>● Prepare to answer inquiries from parents and press</li> <li>● Discuss children's fears concerning terrorist attacks</li> </ul>
<b>ELEVATED</b>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Stock your disaster kit</li> <li>● Develop alternate routes to and from work or school</li> <li>● Continue volunteer services</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity</li> <li>● Contact private security firm for security risk assessment and to determine availability of support</li> <li>● Contact volunteer agencies you support to determine how you should provide support</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Ensure that all emergency supplies are stocked and ready</li> </ul>

<b>GUARDED</b>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Store disaster supplies and replace outdated items</li> <li>● Develop and Emergency communications plan with family and friends.</li> <li>● Provide volunteer services</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Establish a dialogue with community leaders and organizations, emergency management, government agencies and utilities about disaster preparedness</li> <li>● Ensure emergency communications plan is updated and needed equipment is purchased</li> </ul>	<ul style="list-style-type: none"> <li>● Complete actions at lower level</li> <li>● Be alert to suspicious activity and report it</li> <li>● Conduct safety training and emergency drills following the school's written Emergency Response Plan</li> <li>● Ensure that the emergency communications plan is up to date</li> </ul>
<b>LOW</b>	<ul style="list-style-type: none"> <li>● Develop a disaster plan</li> <li>● Create a disaster kit</li> <li>● Make a plan for your pets if you need to evacuate</li> <li>● Explore volunteer opportunities and volunteer agencies.</li> </ul>	<ul style="list-style-type: none"> <li>● Develop a written Emergency Response Plan to address all hazards and natural disasters</li> <li>● Develop an emergency communications plan to notify employees of activities</li> <li>● Develop a plan to relocate facilities if needed</li> </ul>	<ul style="list-style-type: none"> <li>● Develop a written Emergency Response Plan to address all hazards and natural disasters to secure safety of students and faculty.</li> <li>● Create an emergency communications plan containing family contact numbers for students</li> </ul>

The above are recommendations for actions to be taken at the issued threat level. Standard Operating Procedures should be developed by all agencies involved to accomplish those tasking set out in this advisory and those assigned in the basic plan to deal with an act of terrorism or a threat of terrorism.

**NOTE:** An act of terrorism or potential act of terrorism is to be considered a crime scene and response planning and coordination must be made in corporation with law enforcement officials, local, state and Federal.

Emergency Support Functions of the basic plan will be utilized to in the management of respond in the event of disaster, to include an act of terrorism.

**CITY OF JACKSON-MADISON  
COUNTY INCLUDING TOWNS OF  
MEDON & THREE WAY**



**EMERGENCY  
OPERATIONS  
PLAN**

**DATE: April 5, 2004**

TO: Local Agencies and the Citizens of Madison County

Madison County has been and will continue to be subjected to a wide variety of hazards that have the potential for causing significant damage and/or loss of life. It is imperative that local government agencies, as well as the citizens at large be prepared to deal effectively with the results brought about by the occurrence of such events. Additional, it is prudent to take appropriate steps to lessen the potential effects of such events or to prevent their occurrence altogether. This Emergency Management Plan is one of many mechanisms through which this can be accomplished.

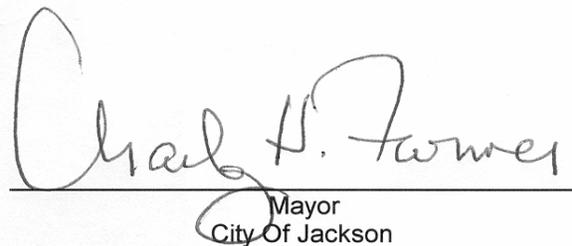
By virtue of the powers and authority vested in me by the Constitution of the State of Tennessee and in accordance with the provisions of the Tennessee Code annotated and the federal Civil Defense Act of 1950, as amended, as the Mayor of Madison County, I hereby promulgate and issue, effective this date, the Madison County Emergency Management Plan. Further, I declare this plan to be the official emergency management plan for Madison County and its municipalities and mandatory upon all agencies and political subdivisions within.

This plan is effective upon receipt and for execution when directed. The Director of the Emergency Management Agency is responsible for maintaining and updating this plan, as required, in coordination with the appropriate agencies.

Sincerely,



\_\_\_\_\_  
Mayor  
Madison County



\_\_\_\_\_  
Mayor  
City Of Jackson

## ABSTRACT

The Jackson-Madison County Emergency Management Plan (hereinafter referred to as "the plan" is organized into three (3) parts: The Introduction, the Basic Plan, and the 16 Emergency Support Function (ESF) annexes (plus supporting documentation).

The Introduction contains the following: table of contents, a preface (which describes the process used to develop this plan and its related documents), a form for recording changes, a list of offices and personnel who receive a copy of the plan, a list of definitions and acronyms used throughout the plan, the authorities and references used as bases for the development of the document, and a comprehensive hazard analysis for the state of Tennessee. Included are maps delineating areas subject to seismic risk, areas potentially targets for nuclear attack, Nuclear Power Plant locations, and other maps showing the various portions of the state subject to particular hazards.

The Basic Plan describes, in general, the concept of operations for emergency management activities within the County given the hazards presented in the Introduction. The purpose and scope of the plan are provided, as are the situations and assumptions upon which the plan is based. A description of the emergency management organization and assigned responsibilities follows, as does a section on the direction and control mechanisms utilized in the emergency management process, a description of continuity of government principles, and sections dedicated to describing the upkeep and promulgation of the plan itself. Finally, a series of appendices are provided that describe the Emergency Operations Center, the Emergency Services Coordinator (ESC) program, and a wide variety of other support documentation.

The third part of the plan consists of 16 Emergency Support Function (ESF) annexes. These are: Transportation, Communications, Infrastructure, Firefighting, Information and Planning, Human Services, Resource Support, Health and Medical, Urban Search and Rescue, Environmental Response, Food, Energy, Law Enforcement, Donations/Volunteers, Recovery and Animals Shelter & Care Services. These correspond with the ESFs of the Tennessee Emergency Management Plan as promulgated on March 31, 1995. Each ESF may be broken down into smaller components. For each annex, supporting documentation in the form of maps, organizational charts, checklists, etc., are provided as necessary.

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Madison County Attorney	1	1
City of Jackson Attorney	1	1
Madison County Fire Department	6	6
Jackson Fire Department	8	8
Madison County Sheriff	2	2
Jackson Police Department	9	9
Medical Center EMS	3	3
Madison County Building Department	1	1
City of Jackson Building Department	1	1
Madison County Accounting Department	1	1
City of Jackson Accounting Department	1	1
Madison County Personnel Department	1	1
City of Jackson Personnel Department	1	1
Jackson Energy Authority	5	5
Southwest Tennessee Electric Membership Cooperative	1	1
City of Jackson Department of Parks and Recreation	1	1
Jackson-Madison County Airport Authority	1	1
Jackson-Madison County General Hospital	4	4
Methodist-Le Bonheur Healthcare	1	1
Jackson-Madison County Health Department	1	1
Madison County Medical Examiner	1	1
Jackson-Madison County Board of Education	1	1
City of Jackson Department of Public Works	2	2
Jackson Area Chamber of Commerce	1	1
City of Jackson Planning Department	1	1
Local Emergency Planning Committee	1	1
Jackson-Madison County E-911 Board	1	1
TEMA, Emergency Management Planning Branch	1	1
TEMA West Tennessee Regional Office	1	1
Tennessee Highway Patrol (Jackson District Office)	1	1
Tennessee Department of Human Services (Madison County Office)	1	1
National Weather Service, Memphis TN	1	1
American Red Cross, Jackson Chapter	1	1
Salvation Army	1	1

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## FOREWORD

Historically, both before and after the enactment of the Federal Civil Defense Act of 1950, attack preparedness (both conventional and later, nuclear), natural disaster preparedness, disaster relief, resource management, etc., were handled by separate entities within the federal government. Even when attempts at consolidation were made, the resulting single agency had different divisions concentrating on their own specific concerns. With the creation of the Federal Emergency Management Agency (FEMA) in 1979, most of these programs were again consolidated into one agency. However, legislative authorities were not changed and FEMA still reported to more than 100 subcommittees in the U. S. Senate and House of Representatives. Within FEMA, each specific area was still handled by a separate division.

In 1983, FEMA developed a concept called the Integrated Emergency Management System (IEMS). IEMS recognized that the majority of problems that would be evident in a nuclear attack were identical or similar in nature to those brought about as a result of a natural disaster (or vice versa). IEMS recognized that these common elements could be planned for in general terms and satisfy, to a large extent, the logistical problems associated with having multiple groups plan for similar results of different origins. Therefore, one could prepare evacuation plans (for instance) that could be used in both natural disasters and nuclear attack. The same would be true for such concepts as communications, warning, fire protection, emergency medical services, etc. This concept still forms the basis for emergency management planning today.

In 1986, the state of Tennessee promulgated a new Tennessee Emergency Management Plan (TEMP). This plan was based on the 1981 TEMP, the 1978 Tennessee Disaster Assistance Plan, the 1983 State Emergency Evacuation Plan, and the 1986 Greeneville-Greene County Emergency Operations Plan (which was the first to be built under the IEMS concept). The result was a new TEMP that formed the basis for the state emergency management program until 1993. In 1993, the emergency planning staff, using concepts contained in the 1986 TEMP, as well as the new ESF format utilized in the Federal Response Plan, developed a new TEMP that reflects the current planning philosophies used at both the state and federal level.

All of the agencies tasked in the County EMP have provided input into its development. In addition, concepts outlined in FEMA's CPG1-8, Guide for the Development of State and Local Emergency Operations Plans, and CPG1-8a, Guide for the Review of State and Local Emergency Operations Plans, have been incorporated to the extent possible. Additionally, a revised Hazard Analysis was accomplished in mid-1993 that provided the contextual framework for the development of concepts utilized within the plan.

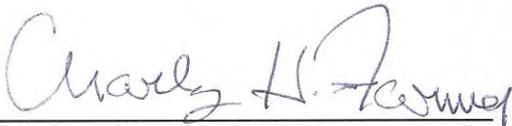
The planning process used in the county is as follows: The Emergency Management Director, County Executive, representatives of the cities, and county department heads attended one or more planning sessions held by TEMA Emergency Management Planners. At this(ese) meeting(s), the various planning criteria were discussed and a copy of the model county plan was distributed for review. TEMA planners went through the model EMP line by line with this group and made the necessary modifications to allow the plan to conform to current county practices. A draft of the final revision was circulated to those who attended the meeting(s) and any final comments were solicited. Final changes were made, maps were prepared, and the plan was finalized for publication.

Emergency planning is a very dynamic field. Natural and human-caused disasters continue to occur, and the local, state, and federal response structure will continue to adapt to the pressures brought about as a result of those events. Continuous evaluation of the response to these situations will inevitably lead to new and more efficient emergency planning concepts. Additionally, drills, tests, and exercises are used to identify weaknesses in the coordination of response activities. Lessons learned from both the exercises and actual events will be used to formulate changes in procedures that will be incorporated into future versions of the county Emergency Management Plan.

# LETTER OF AGREEMENT

The Jackson-Madison County Emergency Management Plan, hereinafter referred to as the Plan, establishes the basis for all emergency management activities within Jackson-Madison County and its political subdivisions. The plan is required by section 58-2-101, et. seq., of the Tennessee Code Annotated, and by the Tennessee Emergency Management Plan.

The following department and agency heads, by affixing their signatures hereto, signify their approval of this document and the policies, procedures, and responsibilities contained herein.

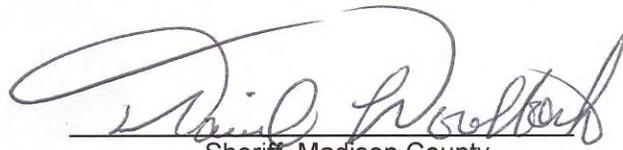
  
\_\_\_\_\_  
Mayor, City of Jackson

  
\_\_\_\_\_  
Mayor, Madison County

  
\_\_\_\_\_  
Chief, Jackson Fire Department

  
\_\_\_\_\_  
Chief, Madison County Fire Department

  
\_\_\_\_\_  
Chief, Jackson Police Department

  
\_\_\_\_\_  
Sheriff, Madison County



# HAZARD IDENTIFICATION

The state of Tennessee is faced with a wide variety of both natural and technological hazards. A brief summary of these hazards follows. More detailed information concerning the nature of these hazards, and the extent to which they might affect state residents can be found in other guidance produced by the Tennessee Emergency Management Agency.

## Natural Hazards

### Earthquake

An earthquake is the sudden motion or trembling in the earth caused by an abrupt release of slowly accumulating strain. This sudden release results in ground shaking, surface faulting, and/or ground failures. Most earthquakes result in little or no damage, but they are potentially the most dangerous of all natural hazards affecting this state. Each year more than 400 seismic events occur--largely unfelt by the populace. Over the past few years, several have been large enough to be felt in the western portion of the state adjacent to what is known as the New Madrid Seismic Zone (NMSZ). The NMSZ is the most seismically active area east of the Rocky Mountains. The area for the greatest potential for earthquakes in Tennessee, therefore, is the western third of the state. A series of large events occurred during the winter of 1811-1812 that caused the formation of Reelfoot Lake in northwestern Tennessee. An equivalent event today would wreak havoc on a wide area of the Mid-South, including the Memphis area. Fortunately, the vast majority of these events are detectable only with sensitive instrumentation. In terms of response, the state could experience a relatively significant earthquake every 25 years. There is concern, however, that a large magnitude event grows more probable with each passing day. Such an event could directly affect more than 50% of the state's population.

In 1993, an additional fault zone was identified in East Tennessee running roughly parallel to Interstate 75 between Chattanooga and Knoxville. The risk associated with this fault has not been quantified as of the date of this plan.

As is demonstrated on the attached maps, the County is at high risk of being affected by an earthquake. Such an event could be expected to affect 100% of the county's population, and such events typically occur once every 100 years.

### Winter Storm

Winter storms include ice storms, blizzards and extreme cold. Winter storms in Tennessee often include extreme cold and ice. These storms are especially hazardous in terms of closing emergency routes, creating power and utility system failures, and immobilizing economic activity. Because of the state's generally mild winters, major storms occur on average about once every five years. When they do occur, they typically affect as much as one half of the state's population. The potential, however, exists that a major storm could affect the entire state. In March of 1993 the "Storm of the Century" struck the eastern half of the state killing 18 people and causing \$22 million in damage. In 1994, a major ice storm created massive utility outages and road damage over two-thirds of the state. The net result was over \$100 million in damages--by far the largest disaster in the state's history.

On the average winter storms occur once a year, affecting the entire county.

### Tornado

A tornado is a violently whirling column of air extending downward to the ground with winds as high as 300 miles per hour. In a typical year in Tennessee, 11 tornadoes occur, killing five and injuring about a dozen of the state's citizens. Since tornado statistics began in 1916 more than 525 tornadoes have

impacted the state--126 of which have killed almost 450 people. Tornadoes occur more frequently in the western portion of the state than in the middle or eastern portions.

The springtime months, from mid-March through the first of June, are the peak months for tornado activity; however, tornadoes can and have occurred in every month of the year. The afternoon and early evening hours from 3:00 P.M. to 9:00 P.M. are the best time for tornado development. In Jackson-Madison County significant tornadoes occur once every 8-10 years and affect up to 10% of the county's population.

### **Flood**

There are several different types of floods: flash, ravine, urban, and coastal. Obviously, coastal flooding would not be a problem in Tennessee. There are several incidents of each of the other types annually, however. Regardless of the type of flood, the cause can almost always be attributed to excessive rainfall, either in the flood area or upstream. Since most precipitation in the state occurs between December and late March, this is the period during which the majority of the flooding can be expected to occur. There are several instances each year, however, of locally heavy rainfall that results in flash flooding.

On an annual basis, flooding causes the most damage in Tennessee. From 1963 through 1993, flooding had resulted in 16 Presidentially-declared disasters across the state, with expenditures in excess of \$30 million. Flooding occurs several times a year in Jackson-Madison County, most of which is of the minor flash flood variety. Floods typically affect 5% of the county's population at any given time.

### **Agricultural Drought**

A drought is a prolonged period with little or no rain. This is, generally speaking, mostly an agricultural (and therefore economic) problem. Significant droughts occur about once every 15 years or so in Tennessee. The potential is there for such events to affect the entire state.

### **Wildfire**

A wildfire is any incident of uncontrolled burning in grasslands, brush, or woodlands. In 1992, there were almost 3,000 such occurrences in Tennessee, burning just under 26,000 acres. Significant wild land fires occur about once every two years. However, several hundred lesser events occur annually across the entire state. The eastern and middle portions of the state are most affected. Wildfires occur several times per year in Jackson-Madison County, affecting mostly agricultural and other non-inhabited land.

## **Technological Hazards**

### **Terrorism**

Terrorism is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. This may be broken down into two types: Domestic Terrorism, groups of individuals who are based and operate entirely within the United States and U.S. Territories without foreign direction and whose acts are directed at elements of the U.S. Government or population and International Terrorism, unlawful use of force or violence committed by a group or individual who has some connection to a foreign power whose activities transcend national boundaries against persons or property, to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives. Terrorist are working to obtain biological, chemical, nuclear and radiological weapons (weapons of mass destruction) as well as the utilization of cyberterrorism and Agriterrorism, and the threat of an attack is very real.

### **Power Failure**

A power failure is any interruption or loss of electrical service due to disruption of power generation or transmission caused by an accident, sabotage, natural hazards, equipment failure, or fuel shortage. These interruptions can last anywhere from a few seconds to several days. Power failures are considered significant problems only if the local emergency management organization is required to coordinate the provision of food, water, heating, etc. as a result. Power failures are common with severe weather and winter storm activity. Significant power outages occur, on the average, about every 2 years, affecting as much as 75% of the population.

### **Hazardous Materials Transportation Incident**

This is any occurrence resulting in uncontrolled release of materials, during transport, that are capable of posing risk to health, safety, and property as defined by Department of Transportation Materials Transport regulations. Each year, about 250,000 shipments of hazardous materials crisscross the state of Tennessee. Incidents such as the propane explosion in Waverly in 1978 and the bromine spill in Rockwood occur several times a year throughout the state. Additionally, thousands of shipments of radiological materials, mostly medical materials and low-level radioactive waste, take place across the state. Many incidents occur in sparsely populated areas and affect very few people. There are occasions, however, where materials are involved in accidents in areas with much higher population densities such as the propane tanker explosion in Memphis on December 23, 1989, that killed eight people. Fortunately, such events are rare. Hazardous materials transportation incidents can occur at any place within the state, although the vast majority occurs on the interstate highways or major federal or state highways, or on the major rail lines or waterways. There are 5 major highways (interstates, state highways, etc.) passing through Jackson-Madison County. A significant incident occurs on these routes approximately three times per year affecting less than 1% of the population.

### **Urban Fire**

An urban fire is any instance of uncontrolled burning which results in structural damage to residential, commercial, industrial, institutional, or other properties in developed areas. Almost every county has at least one city that has significant development in either a downtown area or an industrial park. Each of these locations is a prime target for this type of occurrence. Major urban-type fires occur once every ten years on average.

### **Stationary Hazardous Materials Incident**

This is any occurrence of uncontrolled release of materials, from a fixed site, capable of posing a risk to health, safety, and property as determined in the EPA's Resource Conservation and Recovery Act. These materials are classed identically to those specified in the section on transportation accidents. Hazardous materials incidents of this type occur several times a month in many of the counties in Tennessee. Major events (i.e., those requiring significant evacuations) occur approximately six times per year across the state. There are 3 facilities within Jackson-Madison County that manufacture, store, or utilize hazardous materials in some capacity. An incident at one of these facilities could be expected to affect as much as 10% of the county's population.

### **Civil Disturbance**

A civil disorder is defined as any incident intended to disrupt community affairs and threaten the public safety. Civil disorders include terrorist attacks, riots, mob violence, and any demonstration resulting in police intervention and arrests. Civil Disturbances occur once every 10-15 years in Jackson-Madison County.

### **Attack**

An attack upon the United States (either conventional or nuclear) is extremely unlikely. The potential for such an event, however, does exist. Although the chances of a massive nuclear strike on the U.S. have greatly diminished, several countries throughout the world have developed, or are seeking to develop the

capability of deploying nuclear weapons, either on a tactical basis or a strategic one. Additionally, the possibility exists that a terrorist organization might acquire the capability of creating a small nuclear detonation. A single nuclear detonation in the United States would likely produce fallout affecting an area many times greater than that of the blast itself. The Nuclear Attack Planning Base (NAPB) developed by the Federal Emergency Management Agency (FEMA) in cooperation with TEMA and other state emergency management organizations, provided 15 potential target sites in the state of Tennessee. Those areas not affected by direct blast or thermal effects, however, would still likely suffer the effects of radioactive fallout. The attached map shows that Jackson-Madison County is a Host area with respect to a potential nuclear attack.

## **OTHER NATURAL AND TECHNOLOGICAL INCIDENTS**

### **Urban Drought**

Urban droughts generally affect areas dependent on reservoirs for water. Such droughts usually lead to restrictions on water use to what is essential for living. Urban droughts occur less frequently than agricultural droughts, occurring once every 15 years and affecting about 10-15% of the state's population.

### **Dam Failure**

A dam failure is when downstream flooding occurs due to the partial or complete collapse of an impoundment. Dam failures are often the result of prolonged rainfall and flooding or, during very dry conditions, erosion. The primary danger associated with a dam failure is the swift, unpredictable flooding of those immediately downstream of the dam. In Tennessee, there are more than 1,200 dams and, fortunately, significant dam failures occur on an average of less than once every 40 years. There are no major dams in Madison County.

### **Air and Rail Transportation Accidents**

These are incidents involving air or rail passenger travel resulting in death or serious injury. Highway incidents are excluded because they are generally handled without emergency management organization involvement. In Tennessee, significant air incidents occur less than once every seven years, while rail incidents involving passengers are less frequent. The potential for a major airline crash is slight. There are 2 railways passing through Madison County that could carry hazardous materials. There is no passenger rail traffic through Madison County.

### **Subsidence**

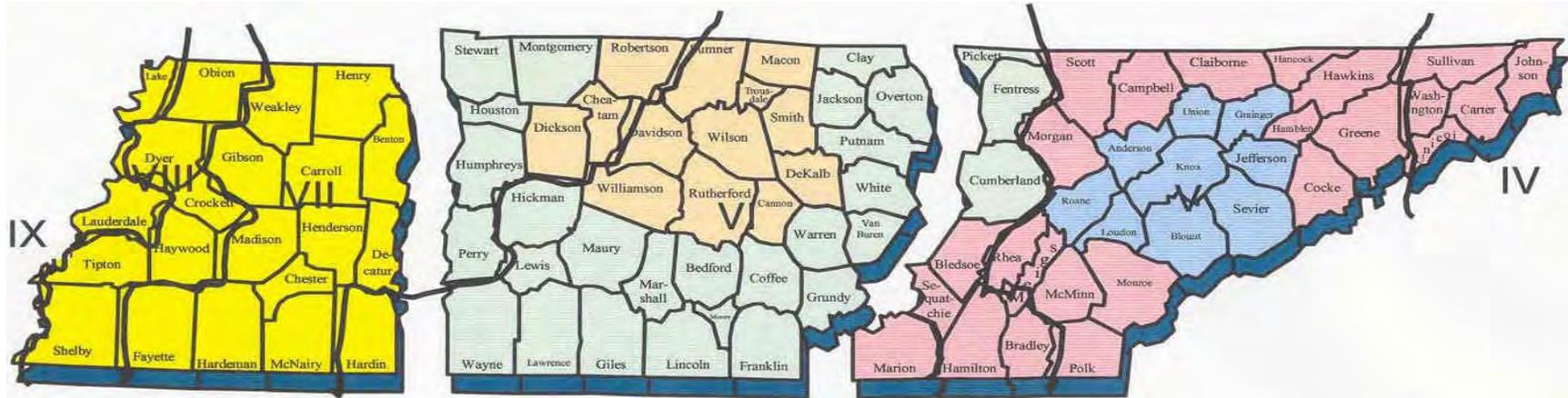
Subsidence is the formation of depressions, cracks, and sinkholes in the earth's surface, which normally occurs over many days to a few years. Incidence of subsidence is always a danger to property, dams, factories, and utility lines, but when they occur quickly they can also threaten lives. Incidence of subsidence affect the population of this state once every 11 years or so, and then only in very specific locations.

### **Landslide**

A landslide is the downward movement of slope-forming materials reacting to the force of gravity. Landslides are the least significant hazard (with respect to its effects upon the citizenry), and most often occur in the mountainous regions of the eastern part of the state.

## ATTACHMENT 1A - HAZARD IDENTIFICATION EARTHQUAKE RISK

ESTIMATED MAXIMUM REGIONAL SEISMIC INTENSITIES ASSOCIATED WITH  
AN ENSEMBLE OF GREAT EARTHQUAKES THAT MIGHT OCCUR ALONG THE  
NEW MADRID SEISMIC ZONE, EAST-CENTRAL UNITED STATES



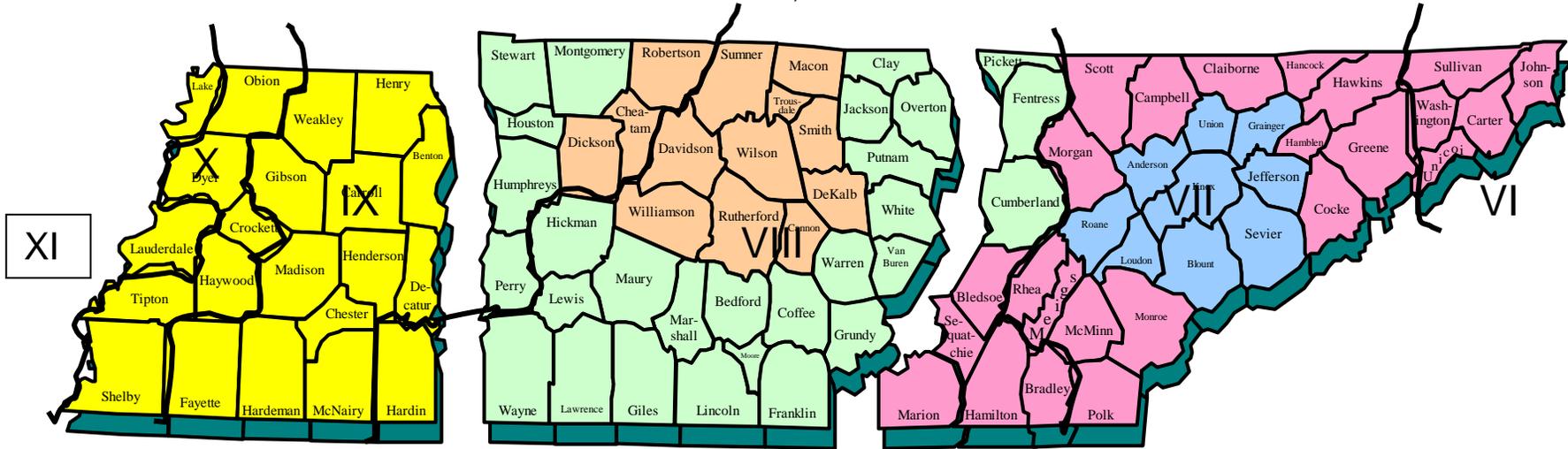
This map shows hypothetical maximum intensities, by county, that would result from a magnitude  $M_s=6.5$  maximum intensity  $IQ=iX$ , earthquake anywhere along the New Madrid Seismic Zone. The estimated distribution of effects on the map is based on an analysis of the effects of smaller, but better documented earthquakes in the New Madrid Seismic Zone. This composite intensity map shows a more widespread distribution of effects than would result from a single earthquake of 6.5 because the distributions of effects were plotted for magnitude 6.5 earthquakes that could occur anywhere from the northern to the southern end of the seismic zone. A composite map has been prepared because (1) it is not certain where in the zone an earthquake might occur in the future, and (2) in 1811-1812 at least three and probably four large shocks occurred at different places throughout the zone. This composite intensity map is believed to represent the upper level of shaking likely to occur in any county regardless of the location of the epicenter within the seismic zone.

See Attachment 1D for a description of the Modified Mercalli Intensity Scale. This map is for planning purposes only.



## ATTACHMENT 1C - HAZARD IDENTIFICATION EARTHQUAKE RISK

ESTIMATED MAXIMUM REGIONAL SEISMIC INTENSITIES ASSOCIATED WITH AN ENSEMBLE OF GREAT EARTHQUAKES THAT MIGHT OCCUR ALONG THE NEW MADRID SEISMIC ZONE, EAST-CENTRAL UNITED STATES



This map shows hypothetical maximum intensities, by county, that would result from a magnitude  $M_s=8.5$  maximum intensity  $IQ=XI$ , earthquake anywhere along the New Madrid Seismic Zone. The estimated distribution of effects on the map is based on an analysis of the effects of smaller, but better documented earthquakes in the New Madrid Seismic Zone. This composite intensity map shows a more widespread distribution of effects than would result from a single earthquake of 8.5 because the distributions of effects were plotted for magnitude 8.5 earthquakes that could occur anywhere from the northern to the southern end of the seismic zone. A composite map has been prepared because (1) it is not certain where in the zone an earthquake might occur in the future, and (2) in 1811-1812 at least three and probably four large shocks occurred at different places throughout the zone. This composite intensity map is believed to represent the upper level of shaking likely to occur in any county regardless of the location of the epicenter within the seismic zone.

See Attachment 1D for a description of the Modified Mercalli Intensity Scale. This map is for planning purposes only.

## ATTACHMENT 1D - MODIFIED MERCALLI INTENSITY SCALE

Intensity Value	Description
I	Not felt. Detectable only by sensitive seismic instrumentation.
II	Felt by persons at rest, on upper floors, or favorably placed.
III	Felt indoors. Hanging objects swing. Vibration like passing of light trucks. Duration estimated. May not be recognized as an earthquake.
IV	Hanging objects swing. Vibration like passing of heavy trucks; or sensation of jolt like a heavy ball striking the walls. Standing cars rock. Windows, dishes, and doors rattle. Glasses clink. Crockery clashes. In the upper range of IV, wooden walls and frame creak.
V	Felt outdoors; direction estimated. Sleepers awakened. Liquids disturbed, some spilled. Small unstable objects displaced or upset. Doors swing, close, open. Shutters, pictures move. Pendulum clocks stop, start, change rate.
VI	Felt by all. Many frightened and run outdoors. Persons walk unsteadily. Windows, dishes, glassware broken. Knickknacks, books, etc., fall off shelves. Pictures fall from walls. Furniture moved or overturned. Weak plaster and masonry D cracked. Small bells ring. Tress, bushes shaken visibly, heard.
VII	Difficult to stand. Noticed by drivers. Hanging objects quiver. Furniture broken. Damage to masonry D, including cracks. Weak chimneys broken at roof line. Fall of plaster, loose bricks, stones, tiles, cornices, also unbraced parapets, and architectural ornaments. Some cracks in masonry C. Waves on ponds, water turbid with mud. Small slides and caving in along sand or gravel banks. Large bells ring. Concrete irrigation ditches damaged.
VIII	Steering of cars affected. Damage to masonry C; partial collapse. Some damage to masonry B; none to masonry A. Fall of stucco and some masonry walls. Twisting, fall of chimneys, factory stacks, monuments, towers, elevated tanks. Frame houses moved on foundation if not bolted down; loose panel walls thrown out. Decaying piling broken off. Branches broken from trees. Changes in flow or temperature of springs and wells. Cracks in wet ground and on steep slopes.
IX	General panic. Masonry D destroyed; masonry C heavily damaged, sometimes with complete collapse; masonry B seriously damaged. General damage to foundations. Frame structures, if not bolted, shifted off foundations. Frames racked. Serious damage to reservoirs. Underground pipes broken. Obvious cracks in ground. In alluviated areas, sand and mud ejected, earthquake fountains, sand craters; liquefaction occurs.
X	Most masonry and frame structures destroyed with their foundations. Some well-built wooden structures and bridges destroyed. Serious damage to dams, dikes, embankments. Large landslides. Water thrown on banks of canals, rivers, lakes, etc. Sand and mud shifted horizontally on beaches and flat land. Rails bent slightly.
XI	Rails bent greatly. Underground pipelines completely out of service.
XII	Damage nearly total. Large rock masses displaced. Lines of sight and level distorted. Objects thrown into the air.

Masonry A, B, C, & D. To avoid ambiguity of language, the quality of masonry, brick, and otherwise, is specified by the following lettering.

Masonry A: Good workmanship, mortar, and design, reinforced, especially laterally, and bound together using steel, concrete, etc.

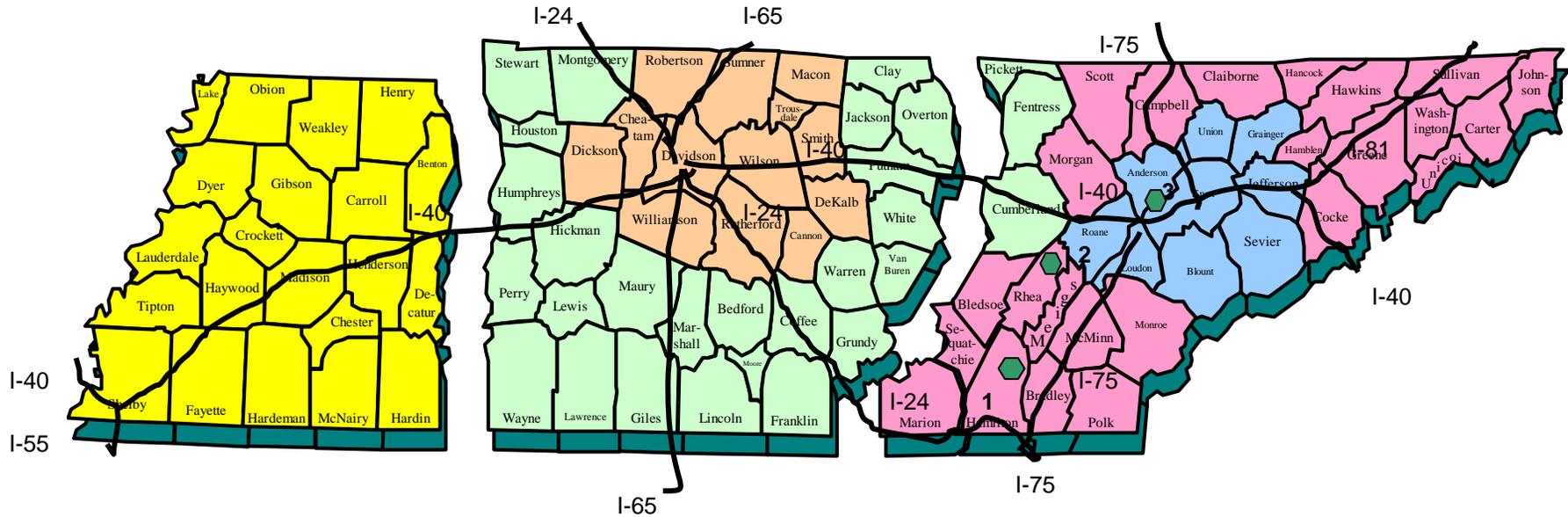
Masonry B: Good workmanship and mortar; reinforced, but not designed in detail to resist lateral forces.

Masonry C: Ordinary workmanship and mortar, no extreme weaknesses like failing to tie at corners, but neither reinforced nor designed against horizontal forces.

Masonry D: Weak materials, such as adobe; poor mortar, low standards of workmanship; weak horizontally.

## ATTACHMENT 2 - HAZARD IDENTIFICATION

### COMMERCIAL NUCLEAR POWER PLANT REACTOR SITES, U. S. DEPARTMENT OF ENERGY RESEARCH FACILITIES , & APPROVED SPENT FUEL SHIPMENT ROUTES

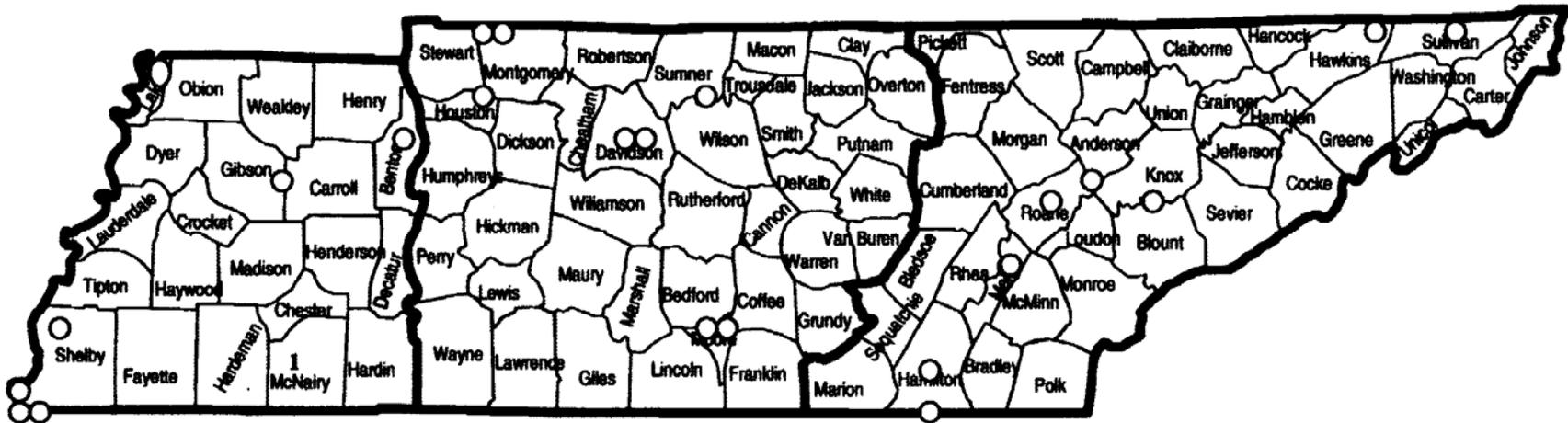


1. Sequoyah Nuclear Power Plant (TVA)
2. Watts Bar Nuclear Power Plant (TVA)
3. U.S. Department of Energy Research Facilities





## ATTACHMENT 5 - HAZARD IDENTIFICATION TENNESSEE NUCLEAR ATTACK RISK/HOST CONGLOMERATES



- |                     |                  |               |
|---------------------|------------------|---------------|
| 1. Memphis          | 6. Fort Campbell | 11. Watts Bar |
| 2. New Madrid       | 7. Nashville     | 12. Oak Ridge |
| 3. Milan            | 8. Gallatin      | 13. Alcoa     |
| 4. New Johnsonville | 9. Tullahoma     | 14. Kingsport |
| 5. Cumberland City  | 10. Chattanooga  | 15. Bristol   |

\* There are additional host counties for the Memphis Conglomerate: Poinsett County in Arkansas, and Alcorn, Coahoma, Marshall, Prentiss, and Tippah Counties in Mississippi.

## DEFINITIONS/ACRONYMS

ADD ANY OTHER ACRONYMS/DEFINITIONS THAT APPLY TO THE LOCAL SITUATION

### ARC

American Red Cross

### AT&T

American Telephone & Telegraph

### C.B.R.N.E.

Chemical, Biological, Radiological, Nuclear, Explosive - Weapons of Mass Destruction

### CCP

Casualty Collection Point

### Civil Protection Guide (CPG)

Series of FEMA publications providing guidance to state and local emergency management organizations in preparing for emergencies/disasters

### CUSEC

Central United States Earthquake Consortium

### DAC

Disaster Assistance Center

### DFO

Disaster Field Office

### Direction and Control

The control/coordination group in an EOC.

### Disaster

An event, the effects of which cause loss of life, human suffering, property damage, both public and private, and severe economic and social disruption. Disasters can be natural or manmade events, major accidents, or enemy attack. Disasters are differentiated from those day-to-day emergencies and accidents that are routinely responded to by local emergency organizations, and may be of such magnitude or unusual circumstance as to require response by all levels of government - local, state, and federal.

### Disaster Application Center (DAC)

A pre-selected area designed to provide information on a variety of disaster assistance programs as quickly and conveniently as possible to those adversely affected by a disaster.

### EEI

Essential Elements of Information

### Emergency

According to the Disaster Relief Act of 1974 (PL 93-288), the term emergency means any hurricane, tornado, storm, flood, high water, wind-driven water, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion, or other catastrophe in any part of the United States which requires federal emergency assistance to supplement state and local efforts to save lives and property, carry out public health and safety activities, or to avert or lessen the threat of a major disaster.

### Emergency Broadcast System (EAS)

A network of broadcast stations and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during war, state of peril or disaster, or other national emergency.

### Emergency Management Plan

A brief, clear, and concise document which provides instructions to appropriate individuals and entities as to what steps should be taken to prepare for and respond to emergencies or the threat of emergencies. The plan describes these instructions based on a given set of circumstances and assumptions as to what the plan will accomplish. The entirety of the local or state response scheme is considered throughout the plan.

### Emergency Medical Services (EMS)

Ambulances and rescue units, staffed by paramedics and emergency medical technicians who provide emergency medical treatment to victims in a pre-hospital environment (i.e., in the field).

### Emergency Operations Center (EOC)

This is a facility from which key officials can direct and coordinate emergency response personnel.

### Emergency Public Information (EPI)

Information which is disseminated before, during, and/or after an emergency; it instructs and transmits direct orders to the public via the news media.

### Emergency Services Coordinator (ESC)

Person designated by each agency, tasked with the responsibility of providing expertise to the emergency management director, and empowered to act on the behalf of the agency in terms of allocating personnel, resources, etc., to emergencies.

### EMP

Emergency Management Plan

EO

Executive Order

ESF

Emergency Support Function

EPA

U. S. Environmental Protection Agency

Evacuees, Spontaneous

Persons who leave an area in periods of emergency whether or not they are advised to do so.

Executive Group

The governing body of the local jurisdiction during an emergency.

FD

Fire Department

FEMA

Federal Emergency Management Agency

FNF

Fixed Nuclear Facility (Nuclear Power Plant)

Forward Command Post (FCP)

An assigned area which is set up to supervise on-site response as well as coordinating communications with the EOC.

Hazard

A potential threat or circumstance which presents a threat to life and/or property.

HAZMAT

Hazardous Materials

HMTUSA

Hazardous Materials Transportation Uniform Safety Act

High Hazard Areas

Areas designated by the federal government, or through a hazard analysis as relatively more likely to experience the direct effects of any given hazard.

## I&FG

Individual and Family Grant Program

## In-Place Shelter

The use of a person's house or building to shield him from the negative effects of the environment.

## Integrated Emergency Management System (IEMS)

A concept that applies mitigation, preparedness, response, and recovery activities to all-hazards in a local/state/federal partnership.

## JIC

Joint Information Center

## Local Planning Zone

Usually a fire district or other suitable planning district used to simplify planning efforts directed at preparing for local emergencies.

## Major Disaster

According to the Disaster Relief Act of 1974 (PL 93-288), the term means any occurrence listed under "Emergency" which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act, above and beyond the emergency services by the federal government to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

## MC

Mobilization Center

## MHz

Megahertz

## Mobile Reserve Unit (MRU)

An organization created for emergency management to provide support to local organizations when dispatched by the Governor to a stricken area.

## NAWAS

National Warning System

## NDMS

National Disaster Medical System

## NOAA-NWS

National Oceanic and Atmospheric Administration, National Weather Service

## OSC

On-Scene Commander

## PD

Police Department

## POA

Point of Arrival

## Public Information Officer (PIO)

Person responsible for providing disaster-related information to the media and other people in a disaster area.

## RACES

Radio Amateur Civil Emergency Services (Ham radio operators)

## Radiological Officer (RO)

A person who has been trained to assume the responsibility for policy recommendations for the radiological protection of a state, county, or facility.

### Monitor

A person who has been trained to detect, record, and report radiation exposures and exposure rates.

### Analyst

A person who has been trained to prepare monitored radiological data in analyzed form for use in the area served as well as by other levels of government to which reports of such data are sent. The analyst also evaluates the radiation decay patterns as a basis for estimates of future exposure rates and exposures associated with emergency operations.

## Reception Area

A specified area which is relatively unlikely to experience the direct effects of a disaster and which is designated for the reception, care, and logistical support of the hazard evacuees.

## REOC

Regional Emergency Operations Center

## Resources

Manpower, raw or basic materials, finished goods and products, services and facilities.

### Primary Resources

Those which by their nature have a national or interstate use. These generally include interstate wholesale goods or manufacturers' inventories.

### Secondary Resources

Retail goods and intrastate wholesale goods necessary to meet essential needs within a single state.

### Resource List

A list, maintained by the emergency management agency, of the resources (personnel, equipment, and supplies) in the county/state which can be used by the emergency services in response to local disasters/emergencies.

### SARA

Superfund Amendments and Reauthorization Act

### SCB

South Central Bell

### SCO

State Coordinating Officer

### Situation Report (SITREP)

Reports of damage assessment in a disaster area.

### SO

Sheriff's Office

### SEOC

State Emergency Operations Center

### Staging Area

Area specifically set aside for the marshaling and coordination of incoming resources.

### Standard Operating Procedures (SOPs)

A set of instructions, having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

### TARS

Tennessee Association of Rescue Squads

### TERRORISM

Terrorism is the unlawful use of force or violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives.

### TCA

Tennessee Code Annotated (Tennessee state law)

TEMA

Tennessee Emergency Management Agency

TEMP

Tennessee Emergency Management Plan, designed specifically for state-level response to emergencies or disasters and which sets forth actions to be taken by state and local governments, including those for implementing federal disaster assistance programs.

US&R

Urban Search and Rescue

Vulnerability (or Risk)

The degree to which people, property, the environment, or social and economic activity are susceptible to injury, damage, disruption, or loss of life.

Weapons of Mass Destruction (WMD)

Nuclear, Biological, Chemical, Radiological, Explosive, weapons used by terrorists.

## AUTHORITIES AND REFERENCES

### I. Authorities

#### A. Federal

1. Public Law 93-288, as amended by PL 100-707, Robert T. Stafford Disaster Relief and Emergency Assistance Act, November 23, 1988.
2. Public Law 81-920, Federal Civil Defense Act of 1950, as amended.
3. CFR, Emergency Management and Assistance.
4. Public Law 92-367, National Dam Inspection Act of 1972.
5. USC, American Red Cross, January 5, 1905, as amended.
6. Public Law 81-774, Defense Production Act of 1950, as amended.
7. Public Law 95-124, Earthquake Hazards Reduction Act of 1977.
8. Public Law 95-313, Cooperative Forestry Assistance Act of 1978.
9. Public Law 96-510, Section 104(i), Comprehensive Environmental Response, Compensation, and Liability Act of 1980 (Superfund).
10. Presidential Executive Order 12148, "Federal Emergency Management," July 20, 1979.
11. Presidential Executive Order 12656, "Assignment of Emergency Preparedness Responsibilities," November 18, 1988.
12. Presidential Executive Order 12777, "FEMA Assistance in Emergency Preparedness Planning at Commercial Nuclear Power Plants," October 18, 1991.

#### B. State

1. TCA 58-2-101 through 58-2-518, Civil Defense Act of 1951, as amended.
2. TCA 68-212-201 through 68-212-207, Hazardous Waste Management.
3. TCA 69-12-102, Safe Dams Act of 1973.
4. Governor's Executive Order No. 4, February 13, 1987.
5. Governor's Executive Order No. 7, April 1, 1987.

#### C. Local

1. (To follow)

### II. References

#### A. General

1. Federal
  - a. Federal Response Plan for Public Law 93-288, as amended, April 1992.
  - b. FEMA CPG 1-6, Disaster Operations, 1981.
  - c. FEMA CPG 1-8, Guide for the Development of State and Local Emergency Operations Plans, September, 1990.
  - d. FEMA CPG 1-8a, Guide for the Review of State and Local Emergency Operations Plans, October, 1992.
  - e. FEMA CPG 1-3, CCA General Program Guidance, August, 1992.

- f. Second U. S. Army, Military Support to Civil Authority Plan, 1985.
  - g. Air Force, State and Regional Disaster Airlift (SARDA) Planning, August 31, 1987.
2. State
- a. Tennessee Hazardous Materials Program, 1992.
  - b. Military Assistance to Civil Authorities (OPLAN TWO), Tennessee National Guard, October 1, 1990.
  - c. Tennessee Emergency Management Plan, 1994
  - d. Tennessee Hazard Mitigation Plan, June, 1991.
  - e. Hazard Management in Tennessee, A Community Handbook, May, 1991.
  - f. Tennessee Multi-Jurisdictional Radiological Response Plan for Watts Bar Nuclear Plant, March, 1993.
  - g. Tennessee Multi-Jurisdictional Radiological Response Plan for Sequoyah Nuclear Plant, March, 1994.
  - h. Tennessee Multi-Jurisdictional Radiological Response Plan for the DOE-Oak Ridge K-25 Facility, March, 1994.
3. Local
- a. Madison County Emergency Operations Plan

# BASIC EMERGENCY OPERATIONS PLAN

## (BEOP)

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### **I. Introduction**

#### **A. Purpose**

This plan establishes the framework for the development of a comprehensive emergency management program within and for Jackson-Madison County and its various political subdivisions. The emergency management program's purpose is to mitigate the potential effects of the various hazards that might impact the county, to prepare for the implementation of measures which will preserve life and minimize damage, to respond effectively to the needs of the citizens and Jackson-Madison County jurisdictions during emergencies, and to provide a recovery system to return the county and its communities to a normal status as soon as possible after such emergencies. This plan defines the roles and responsibilities associated with the mitigation, preparedness, response, and recovery efforts directed at natural disasters, technological accidents, enemy attacks, and other major events that might impact Jackson-Madison County.

#### **B. Scope**

This plan addresses all types of emergency functions in Jackson-Madison County, except those for which the state or federal governments have primary responsibility. These functions include: the provision of fire and police services; emergency and continuing medical services; rescue; warning; communications; engineering; hazardous materials abatement; evacuation; emergency welfare services; emergency transportation services; and all other functions related to the protection of the civil population as defined by TCA 58-2-102. Additionally, responsibilities associated with the preparedness for, response to, and recovery from disasters, enemy attack, sabotage, hostile actions, rioting, mob violence, power failures, energy emergencies and/or their threatened occurrence are addressed as prescribed by TCA 58-2-101.

This plan addresses potential situations that might be brought about as the result of all natural disasters, enemy attack (including the nuclear threat), and all technological incidents exclusive of those associated with nuclear power plants. Detailed plans for each of the

nuclear facilities is maintained under separate cover as prescribed through Nuclear Regulatory Commission and FEMA guidance.

Specifically, this plan addresses:

1. The interrelationship between the organizations with roles in the emergency management program of Jackson-Madison County. These organizations include various departments and divisions of county government, Jackson-Madison County governments, the state and federal governments, and the private sector.
2. Procedures for establishing a continuous program for reviewing and updating this plan and supporting plans, and the evaluation of their adequacy for their intended purpose(s).

## **II. Situation and Assumptions**

### **A. Situation**

Jackson-Madison County is situated in the western portion of Tennessee. There is one city and two towns in Madison county. The 1990 census indicated the county's population was 89,000.

The Hazard Identification section in the Introduction describes the various hazards to which the state may be subjected. It must also be realized that any event that occurs within Jackson-Madison County might potentially affect one of the adjoining counties, and vice versa.

### **B. Threat**

The potential for disasters, natural, technological, and nuclear, in Jackson-Madison County has increased markedly over the past few years. Although the forces of nature as a source for natural disasters remains much the same, others, such as the irresponsible and careless actions of people are a source for man-made disasters. International terrorism, lawlessness, and economic struggles are sources of conventional or, possibly, nuclear war. Approximately a dozen countries have, or are suspected of having the capability of waging at least a limited nuclear war and, therefore, the possibility of a nuclear attack on the United States is still present.

There is no question that disasters will continue to occur. The only reasonable alternative is to be prepared. Our technology and present day knowledge cannot eliminate these threats. However, the Jackson-Madison County Emergency Management Plan is a significant step towards mitigating the threats to the citizens of Jackson-Madison County.

### **C. Planning Assumptions**

1. Emergencies and disasters will continue to occur within Jackson-Madison County and citizens of this county and its political subdivisions will be affected to one degree or another. This includes those identified in the Hazard Analysis as well as those that may obviate themselves in the future.
2. The full authority and resources of Jackson-Madison County will be used to cope with any situations that occur within this county.
3. State and/or federal assistance will be available, when requested, for those situations that exceed the capabilities of Jackson-Madison County government.

4. The Jackson-Madison County Emergency Management Plan will be used as the basis for emergency management programs in the county.

### III. Concept of Operations

#### A. General

1. It is the responsibility of government to undertake emergency management to protect life and property from the effects of disasters. Under the current system, Jackson-Madison County government has the primary responsibility for preparing for emergencies at the local level. Should the situation escalate to the point where the Jackson-Madison County government is no longer able to adequately handle the problems posed by such events, the state government may be asked to assist. It is the responsibility of state government to be prepared to deal with those situations that exceed the capabilities of its political subdivisions. Similarly, the state may request assistance from the federal government to meet the requirements imposed by emergencies beyond the state's capabilities. The federal government, therefore, is responsible for developing the capability to assist the state of Tennessee (and others) with problems that it is unable to handle effectively.
2. This plan is based on the concept that the emergency functions of the various groups involved in the emergency management process will generally parallel their daily functions. To the extent possible, the same personnel and materiel resources will be employed in both cases.
3. Those daily functions which do not contribute directly to the emergency operations may be suspended for the duration of the emergency. The efforts normally required for those functions will be redirected to accomplishing emergency tasks by the agency concerned.
4. An integrated emergency management plan is concerned with all hazardous situations which may develop within a state or community. This emergency management plan is more than an operations plan in that it addresses activities that occur before, during, and after a disaster.
5. This document does not contain a complete listing of all department or agency resources. However, it is expected that each department or agency will maintain an updated resource listing and provide this information to the Jackson-Madison County EMA and other agencies as the need arises. A listing of Jackson-Madison County resources is maintained by the EMA at the Jackson-Madison County EOC.

#### B. Phases of Management

##### 1. Mitigation

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring, or lessen the destructive or damaging effects of those that do. Examples of mitigation activities include the adoption of building codes, vulnerability analyses, tax incentives/disincentives, zoning and land use management, safety codes, and public education.

##### 2. Preparedness

Preparedness activities serve to develop the response capabilities that may be needed if an emergency does occur. Planning and training are among the activities conducted in preparation of such events. Other examples include the development of warning and communications systems, the development of evacuation plans, the

conducting of exercises, and the development of mutual-aid agreements.

### 3. Response

Response is the process of providing emergency services during a crisis. These activities help reduce casualties and damage and speed recovery. Response activities include activation of warning systems, implementing plans, firefighting activities, rescue operations, etc.

### 4. Recovery

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital and essential services to a community and provide for the individual needs of the public. Long-term recovery, on the other hand, focuses on restoring the community as a whole to a normal or near-normal state. The recovery period is a perfect opportunity to institute mitigation measures in an attempt to alleviate the effects of disasters that may occur in the future. Examples of recovery activities include the provision of shelter and food, restoration of utilities, restoration of government services, counseling programs, and damage/disaster insurance, loans, and grants.

## C. Execution

1. The central point of coordination for all Jackson-Madison County emergency operations will be the Jackson-Madison County Emergency Operations Center (EOC). This is to ensure harmonious response when an emergency arises that involves more than one agency or political entity.
2. In an emergency there will be two levels of control. The first level of control will be at the scene of the incident. The second level will be at the EOC, where overall coordination will be exercised.
3. In an emergency, the government body having jurisdiction will respond to the scene. The on-scene management will fall under the jurisdiction of the Jackson-Madison County department best qualified to direct the rescue, recovery, and control operations (i.e., the fire department or police department). The department's senior representative at the scene will become the on-scene commander and will be responsible for the overall recovery operation. The specific department that will assume on-scene command in various emergencies is specified in annexes to this and other emergency plans where specific emergency situations are addressed. In the event assistance from the state is requested, the state will provide an on-scene coordinator whose job it is to coordinate the activities of Jackson-Madison County responders with responders from the state. State personnel will not assume control of a scene unless the event falls within the jurisdiction of a particular agency(ies) as specified by current state or federal law, administrative practice, or policy.
4. In responding to the various emergencies that occur throughout the county, it is essential that the organization be structured to provide maximum flexibility to satisfy functional requirements. The Jackson-Madison County EMP shows the agencies, departments, and organizations that provide resources needed in response to any given disaster or emergency. These plans reflect all agencies that may be tasked to respond to such events; however, in the majority of cases, only a limited number of these organizations may be called upon to assist.
5. It is imperative that all personnel involved in emergency response actions know when and under what circumstances the Jackson-Madison County EMP or the various

emergency support functions within the plan is(are) implemented. Further guidance concerning the implementation of the plan or portions thereof can be found under the Direction and Control section of the Basic Plan.

#### **IV. Organization and Responsibilities**

##### **A. General**

Most departments within Jackson-Madison County government have emergency functions. Each department is responsible for developing and maintaining their own internal emergency management procedures. Specific responsibilities are outlined below as well as in the individual ESF annexes that follow. Responsibilities for certain organizations not a part of Jackson-Madison County government are also included.

##### **B. Organization**

###### **1. Geographically**

- a. The Jackson-Madison County Emergency Management Agency is charged with the overall responsibility of coordinating county's preparedness for and response to disasters. Geographically, its authority extends to the entire county. Except for those functions for which the state or federal governments are responsible, the EMA has responsibility for the coordination of all other emergency functions as defined by state law.
- b. For purposes of direction, administration, and response coordination, Jackson-Madison County is divided into two regions. The operational areas are City of Jackson and Madison County.

###### **2. Jackson-Madison County EMA's Response Procedures**

- a. When the Jackson-Madison County director determines that he needs assistance from the state, he contacts the State EOC (SEOC). The SEOC notifies the appropriate regional director, who is then responsible for dispatching an area coordinator to the scene to coordinate the state's role with that of the Jackson-Madison County government. The area coordinator channels all requests for assistance from state agencies through the SEOC.
- b. The Jackson-Madison County EMA is assisted in the performance of its emergency mission by Jackson-Madison County Emergency Services Coordinators (ESCs). The ESCs are representatives of the various Jackson-Madison County departments, agencies, and divisions, many volunteer and private sector organizations, as well as some state agencies. Each ESC (and alternate) is required to be on call 24 hours a day, seven days a week to assist in resolving emergencies within the scope of his office. The ESC is empowered to act for and on behalf of his agency or department, including the commitment of personnel and or resources to any situations requiring the attention of that agency. The ESCs are responsible for developing and implementing procedures associated with the various ESFs attached herewith.

##### **C. Responsibilities**

###### **1. Common Responsibilities**

All Jackson-Madison County departments and governments have common responsibilities, to include the following:

- a. Disaster preparedness training;
  - b. Preparation of internal emergency plans, standard operating procedures, and implementing instructions, including provisions for:
    - (1) Protection of personnel
    - (2) Alerting and warning of personnel
    - (3) Transmission of emergency information to appropriate EOC
    - (4) Establishment of lines of succession for key personnel
    - (5) Maintenance of a list of available resources within the agency as well as those of the private sector with which they customarily conduct business
    - (6) Activation of emergency control structures within the specific agencies themselves to assist with the delivery of the agencies' emergency responsibilities to the citizens of Madison County
  - c. If not assigned a specific task in this or another emergency plan, support within their respective capabilities for emergency operations.
2. Specific Jackson-Madison County agency responsibilities

**A. Jackson-Madison County Emergency Management Agency**

- (1) EOC operations
- (2) Coordination all phases of emergency management
- (3) Emergency management planning
- (4) Provision of timely warning to appropriate government officials of information predicting natural or man-made phenomena and attack that could threaten life and/or property
- (5) Provision overall direction and coordination of emergency communications
- (6) Determination of the state of readiness
- (7) Radiological protection monitoring support
- (8) Compilation of damage survey reports to determine eligibility for state and/or federal disaster assistance and to support project applications for public assistance under PL 93-288, as amended
- (9) Management of ESFs 2, 5, 7, 11, and 15
- (10) Coordination of shelter/evacuation/movement operations
- (11) Coordination of general supply and resource management
- (12) Development of overall emergency preparedness training objectives to meet national standards and provide guidance and assistance to other Jackson-Madison County agencies, municipal governments, and citizens

- (13) Provision of guidance and assistance to affected Jackson-Madison County governments in disaster response
- (14) Coordination of disaster response and recovery actions of Jackson-Madison County agencies as detailed in this plan
- (15) Provision of overall coordination of quasi-public and private disaster assistance
- (16) Maintenance of liaison with state and federal agencies
- (17) Information of individuals, Jackson-Madison County officials, and businesses of authorized disaster assistance and procedures for obtaining such assistance

**B. Medical Center E.M.S.**

- (1) Provision of Emergency Medical Services to the community.

**C. Attorney General's Office**

- (1) Provision of prosecution of persons charged with crimes during emergencies and disasters.
- (2) Assistance with investigation of consumer fraud following a disaster/emergency.

**D. Jackson-Madison County Board of Education**

- (1) Provide school busses for use in evacuations.
- (2) Provide school facilities for use as shelters.
- (3) Conduct damage assessment of school facilities following a disaster.

**E. City of Jackson and Madison County Accounting Departments**

- (1) Maintain financial records associated with disaster response.
- (2) Manage cash donations received during disasters.
- (3) Arrange for payment of vendors during emergency operations.

**F. City of Jackson Attorney/Madison County Attorney**

- (1) Provide legal/technical advice to Madison County Mayor/City of Jackson Mayor during emergency operations.

**G. City of Jackson and Madison County Building Departments**

- (1) Conduct building inspections following disasters.

**H. Madison County Medical Examiner**

- (1) Arrange for removal of deceased victims following a disaster.

**I. City of Jackson Mayor and Madison County Mayor**

- (1) Head the Direction and Control group in the EOC during emergency operations.

**J. Jackson Police Department**

- (1) Provide law enforcement operations within the City of Jackson.
- (2) Conduct aerial damage assessment and surveying activities.

**K. Madison County Sheriff's Department**

- (1) Conduct law enforcement operations in Madison County.
- (2) Operate the county jail.

**L. Jackson Energy Authority**

- (1) Restore utility systems to critical facilities
- (2) Conduct Damage assessment and restoration of utility systems including:
  - a. Electrical power systems and distribution facilities.
  - b. Potable water systems and treatment facilities.
  - c. Natural gas systems and distribution facilities.
  - d. Wastewater systems and treatment facilities.

**M. Southwest Electric Membership Cooperative**

- (1) Restore electrical power to critical facilities that are not served by Jackson Utility Division.
- (2) Conduct damage assessment and restoration of electrical power systems that are not served by Jackson Utility Division.

**N. Jackson-Madison County E-911 Board**

- (1) Coordinate the development of emergency communications systems in the county.

**O. Jackson and Madison County Fire Departments**

- (1) Perform fire service operations in jurisdiction
- (2) Provide EMS, hazmat, and other operations within scope of capabilities.
- (3) Perform hazardous materials response, containment, and mitigation activities.

**P. Jackson-Madison County Emergency Management Agency**

- (1) Procure items/resources needed for emergency operations.
- (2) Manage logistics operations during emergency operations.

- (3) Conduct damage assessment of county-owned buildings, property, and real estate following a disaster.

**Q. Jackson – Madison County Health Department**

- (1) Perform public health functions following a disaster.
- (2) Provide assistance to Jackson-Madison County responders with respect to health hazards associated with emergencies/disasters.

**R. Jackson – Madison County Local Emergency Planning Committee (LEPC)**

- (1) Maintain records as required by the appropriate federal laws (i.e., SARA)

**S. City of Jackson and Madison Co. Parks and Recreation Departments**

- (1) Provide assistance to Jackson-Madison County search and rescue operations.
- (2) Coordinate emergency operations in City of Jackson and Madison County parks.
- (3) Provide support for debris removal operations.

**T. City of Jackson and Madison County Personnel Departments**

- (1) Provide unassigned, non-emergency personnel to support emergency operations when necessary.
- (2) Manage the use of volunteers during emergencies/disasters.

**U. City of Jackson and Madison County Planning Departments**

- (1) Provide assistance with development issues following disasters.

**V. Madison County Highway Department**

- (1) Conduct damage assessment and perform restoration of Madison County roads and bridges following a disaster.
- (2) Provide debris removal services following a disaster.
- (3) Provide assistance with building demolition activities.
- (4) Provide containment support to hazardous materials operations.
- (5) Provide logistical assistance to emergency operations.

**W. Jackson – Madison County Department of Sanitation**

- (1) Operate sanitary landfill and provide technical support for debris removal operations following a disaster.

**X. City of Jackson Department of Public Works/Street Department**

- (1) Conduct damage assessment and perform restoration of City of Jackson roads and bridges following a disaster.
- (2) Provide debris removal services following a disaster.
- (3) Provide assistance with building demolition activities.
- (4) Provide containment support to hazardous materials operations.
- (5) Provide logistical assistance to emergency operations.

**Y. City of Jackson Tax Assessor/Madison County Tax Assessor**

- (1) Provide records for use in damage assessment activities following a disaster.

**Z. TN. Dept. of Human Services**

- (1) Provide Shelter and Mass care for People during a disaster

**AA. State Agencies**

**(1) Tennessee Department of Correction**

- (a) Coordinate planning for escapee recapture with Jackson Police Department and Madison County Sheriff's Department.

**(2) Tennessee Department of Human Services**

- (a) Assist with operation of temporary emergency shelters.
- (b) Perform damage assessment activities for individual families.

**(3) Tennessee Department of Mental Health and Mental Retardation**

- (a) Coordinate planning for escapee recapture with Jackson Police Department and Madison County Sheriff's Department.

**(4) Tennessee Department of Transportation**

- (a) Maintain state highways and bridges following a disaster.
- (b) Assist Jackson Public Works and Madison Co. Highway Dept. crews with damage assessment, traffic control, and other activities as required.

**(5) Tennessee Department of Children Services**

- (a) Coordinate planning for escapee recapture with Jackson Police Department and Madison County Sheriff's Department.

**(6) Tennessee Division of Forestry (Department of Agriculture)**

- (a) Perform wildland/brush fire control activities as per agreement with Jackson Madison County Fire Department

**(7) Tennessee Highway Patrol (Department of Safety)**

- (a) Perform law enforcement functions on state highways/property.
- (b) Provide assistance to Jackson Police Department and Madison County Sheriff's Department when required.

**BB. Federal Agencies**

**(1) National Oceanic and Atmospheric Administration (NOAA)**

- (a) Provide weather-warning support to the Jackson-Madison County.
- (b) Make NOAA Weather Radio System available to Jackson-Madison County EMA for use in warning residents of impending dangers.

**CC. Private and Quasi-Governmental Agencies**

**(1) American Red Cross**

- (a) Assist in Managing and operating temporary emergency shelters during disasters.
- (b) Perform damage assessment activities following a disaster (as they relate to ARC activities).
- (c) Provide assistance to disaster victims as required by situation.

**(2) Jackson Area Chamber of Commerce**

- (a) Provide assistance to Jackson-Madison County EMA in arranging for Jackson-Madison County business/commercial establishments to participate in disaster planning/response activities.

**(3) Amateur Radio Emergency Service (ARES)**

- (a) Provide communications support to Jackson-Madison County emergency operations.

**4. Assignment of Responsibilities by ESF**

**ESF 1 – Transportation**

- (1) Transportation Networking
  - (a) Lead Agency – Madison Co. Highway Dept  
Jackson Public Works/Street Department
  - (b) Support Agencies – Madison County Sheriff's Department  
Jackson Police Department  
Jackson-Madison County Public Information Officer
- (2) Vehicle Allocation (Handled under ESF 7, Resource Management).

## **ESF 2 – Communications**

### (1) Communications Systems

(a) Lead Agency – Jackson-Madison Co. Emergency Management Agency

(b) Support Agencies – Jackson Central Dispatch  
Jackson Fire Department  
Madison County Fire Department  
Jackson Police Department  
Madison County Sheriff's Department  
Medical Center EMS  
Jackson Public Works/Street Department  
Madison County Highway Department  
Regional EMS Communications Center  
Jackson – Madison Co. Board of Education  
Jackson – Madison Co. E-911 Board  
Amateur Radio Emergency Service (ARES)

### (2) Warning

(a) Lead Agency – Jackson-Madison Co. Emergency Management Agency

(b) Support Agencies – Jackson Central Dispatch  
Madison Co. Fire Department  
Jackson Fire Department  
Jackson-Madison Co. Health Department  
Tennessee Emergency Management Agency  
NOAA (National Weather Service)  
U.S. Army Corps of Engineers  
Local Media:  
WTNV-FM 104.1  
WTJS-AM 1390  
WBBJ-TV (Channel 7)

## **ESF 3 – Infrastructure**

### (1) Building Inspection and Condemnation

(a) Lead Agency – City of Jackson Building Department  
Madison County Building Department

(b) Support Agencies – City of Jackson Department of Public Works/Street  
Department  
Jackson-Madison Co. Board of Education

(2) Route Clearance & Bridge Inspection

(a) Lead Agency – City of Jackson Department of Public Works/Street  
Department  
Madison County Highway Department

(b) Support Agencies – Jackson Police Department  
Madison County Sheriff's Department  
Jackson Fire Department  
Madison County Fire Department  
City of Jackson Department of Parks and Recreation  
Tennessee Department of Transportation

(3) Debris Removal

(a) Lead Agency – City of Jackson Department of Public Works/Street Department  
Madison County Highway Department

(b) Support Agencies – City Health & Sanitation  
City of Jackson Department of Parks and Recreation

(4) Water and Wastewater Systems

(a) Lead Agency – Jackson Utility Division

(b) Support Agencies – Jackson-Madison County Health Department

**ESF 4 – Firefighting**

(1) Lead Agency – Jackson Fire Department  
Madison County Fire Department

(2) Support Agencies – Tennessee Division of Forestry  
Jackson-Madison Co. Emergency Management Agency

**ESF 5 – Information & Planning**

(1) Disaster Intelligence

(a) Lead Agency – Jackson-Madison Co. Emergency Management Agency

(b) Support Agencies – Jackson Police Department (Aviation Unit)  
All Local Departments with Emergency Responsibilities

(2) Public Information

(a) Lead Agency – City of Jackson Mayor  
Madison County Mayor

- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
National Weather Service  
Local Media:  
    WTNV-FM 104.1  
    WTJS-AM 1390  
    WBBJ-TV (Channel 7)

(3) Damage Assessment

- (a) Lead Agency – Jackson-Madison Co. Emergency Management Agency
- (b) Support Agencies – City of Jackson Building Department  
Madison County Building Department  
City of Jackson Public Works/Street Department  
Madison County Highway Department  
City of Jackson Tax Assessor  
City of Jackson Planning Department  
Jackson Utility Division  
Southwest Electric Membership  
Jackson-Madison Co. Board of Education  
Jackson Area Chamber of Commerce  
American Red Cross  
Tennessee Emergency Management Agency

**ESF 6 – Human Services**

(1) Shelter and Mass Care Operations

- (a) Lead Agency – Jackson-Madison Co. Health Department
- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
American Red Cross  
Salvation Army  
Amateur Radio Emergency Service (ARES)

(2) Disaster Victim Services

- (a) Lead Agency – Jackson-Madison Co. Health Department
- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
U. S. Postal Service  
Amateur Radio Emergency Service (ARES)

**ESF 7 – Resource Support**

(1) Logistics

- (a) Lead Agency – City of Jackson Personnel Department  
Madison County Personnel Department

- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
City of Jackson Department of Public Works/Street  
Department  
Madison Co. Highway Department  
City of Jackson Purchasing Department  
Madison Co. Purchasing Department

(2) Resource Management

- (a) Lead Agency – City of Jackson Personnel Department  
Madison Co. Personnel Department
- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
Madison Co. Accounting Department  
City of Jackson Accounting Department  
Office of Madison County Mayor  
Office of City of Jackson Mayor

(3) Staging Areas

- (1) Lead Agency – Jackson-Madison Co. Emergency Management Agency
- (2) Support Agencies – Jackson Fire Department  
Madison Co. Fire Department  
Medical Center EMS  
Jackson Police Department  
Madison Co. Sheriff's Department  
City of Jackson Department of Public Works/Street  
Department  
Jackson Area Chamber of Commerce

**ESF 8 – Health & Medical Services**

(1) Emergency Medical Services

- (a) Lead Agency – Medical Center EMS Coordinator
- (b) Support Agencies – Medical Center EMS  
Jackson-Madison Co. Emergency Management Agency  
Jackson Police Department  
Madison Co. Sheriff's Department  
Madison Co. Fire Department  
Jackson-Madison Co. General Hospital  
Methodist-Le Bonheur Healthcare  
West Tennessee Regional EMS Communications Center  
Madison Co. Medical Examiner  
American Red Cross

(2) Public Health

- (a) Lead Agency – Jackson-Madison Co. Health Department
- (b) Support Agencies – Jackson-Madison Co. General Hospital  
Methodist-Le Bonheur Healthcare  
City of Jackson Department of Sanitation  
Jackson Utility Division

Jackson-Madison Co. Emergency Management Agency  
American Red Cross

(3) Crisis Intervention Support

(a) Lead Agency – Pathways Counseling Services

(b) Support Agencies – All Tasked Local Departments

**ESF 9 – Search & Rescue**

(1) Lead Agency – Jackson Fire Department  
Madison County Fire Department

(2) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
Medical Center EMS  
Madison Co. Sheriff’s Department  
Jackson Police Department  
City of Jackson Department of Public Works/Street  
Department  
Madison County Highway Department  
City of Jackson Department of Parks and Recreation  
Madison County Department of Parks and Recreation

**ESF 10 – Environmental Response**

(1) Hazardous Materials

(a) Lead Agency – Jackson Fire Department  
Madison County Fire Department

(b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
City of Jackson Department of Public Works/Street  
Department  
Madison County Highway Department  
Jackson Police Department  
Madison County Sheriff’s Department  
Medical Center EMS  
Jackson-Madison County Local Emergency Planning  
Committee (LEPC)

**ESF 11 – Food**

(1) Lead Agency – Jackson-Madison Co. Emergency Management Agency

- (2) Support Agencies – City of Jackson Department of Public Works  
Madison County Highway Department  
Jackson Area Chamber of Commerce

## **ESF 12 – Energy**

- (1) Lead Agency – Jackson Energy Authority  
Southwest Electric Membership Cooperative
- (2) Support Agencies – Jackson-Madison Co. Emergency Management Agency

## **ESF 13 – Law Enforcement**

- (1) Traffic Control
  - (a) Lead Agency – Jackson Police Department  
Madison Co. Sheriff's Department
  - (b) Support Agencies – City of Jackson Department of Public Works/Street  
Department  
Madison County Highway Department  
Tennessee Highway Patrol
- (2) Security/Crime Control
  - (a) Lead Agency – Jackson Police Department  
Madison Co. Sheriff's Department
  - (b) Support Agencies – City of Jackson Attorney  
Madison County Attorney  
Tennessee State Fire Marshall's Office  
Tennessee Department of Corrections
- (3) Prisons/Institutions
  - (a) Lead Agency – Madison Co. Sheriff's Department
  - (b) Support Agencies – Jackson Police Department  
Tennessee Highway Patrol  
Tennessee Bureau of Investigation  
Tennessee Department of Corrections  
Tennessee Department of Children Services  
Tennessee Department of Mental Health and Mental  
Retardation
- (4) Evacuation/Movement
  - (a) Lead Agency – Jackson-Madison Co. Emergency Management Agency

- (b) Support Agencies – City of Jackson Mayor  
 Madison County Mayor  
 Jackson Police Department  
 Madison Co. Sheriff's Department  
 Jackson Fire Department  
 Madison Co. Fire Department  
 Medical Center EMS  
 City of Jackson Building Department  
 Madison County Building Department  
 Tennessee Department of Agriculture (Division of Forestry)  
 American Red Cross  
 Tennessee Valley Authority  
 U. S. Army Corps of Engineers

**ESF 14 – Donations/Volunteer Services**

(1) Donations

- (a) Lead Agency – American Red Cross
- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
 City of Jackson Department of Public Works  
 City of Jackson Personnel Department  
 Madison County Personnel Department  
 Jackson Police Department  
 Madison Co. Sheriff's Department  
 City of Jackson Accounting Department  
 Madison Co. Accounting Department  
 Jackson Area Chamber of Commerce

(2) Volunteers

- (a) Lead Agency – Madison Co. Personnel Department  
 City of Jackson Personnel Department
- (b) Support Agencies – Jackson-Madison Co. Emergency Management Agency

**ESF 15 – Recovery**

(1) Assistance Programs

- (a) Lead Agency – Jackson-Madison Co. Emergency Management Agency
- (b) Support Agencies – Madison Co. Mayor  
 City of Jackson Mayor  
 City of Jackson Department of Public Works  
 Madison County Highway Department  
 City of Jackson Accounting Department  
 Madison Co. Accounting Department  
 Jackson-Madison Co. Board of Education  
 Jackson Energy Authority  
 Southwest Electric Membership Cooperative  
 American Red Cross

(2) Recovery and Reconstruction

(a) Lead Agency – Madison County Mayor  
City of Jackson Mayor

(b) Support Agencies – Jackson-Madison Co. Emergency Management Agency  
City of Jackson Accounting Department  
Madison Co. Accounting Department  
City of Jackson Planning Department  
Madison Co. Planning Department  
Jackson Area Chamber of Commerce

**ESF 16 - Animals Shelter & Care Services**

(1) Lead Agency Jackson-Madison County Emergency Management Agency

(2) Support Agencies Jackson-Madison County Veterinarian Clinic  
Jackson-Madison County Animal Shelter  
Jackson-Madison County Health Department  
Madison County Mayor  
City of Jackson Mayor  
Animal Control Association of Tennessee (ACAT)  
Tennessee Humane Association (THA)  
Livestock Associations - Beef, Dairy, Poultry, Swine  
Tennessee Emergency Management Agency (TEMA)  
Tennessee Horse Industry Council (THIC)  
Tennessee Department of Environment and Conservation  
Tennessee Farm Bureau (TFB)  
Tennessee Livestock Markets Association (TLMA)  
Tennessee Wildlife Resources Agency (TWRA)  
Tennessee Veterinary Medical Association (TVMA)  
United States Department of Agriculture (USDA)  
Zoo and Non-domestic Animal Groups  
Tennessee Volunteer Organizations Active in Disasters  
Tennessee Department of Health (TDH)  
Jackson-Madison County Humane Society

**V. Direction and Control**

A. Madison County Mayor and City of Jackson Mayor

1. Direction and control of the emergencies that affect the citizens of Jackson-Madison County will be exercised by the Madison County Mayor and/or mayors of the affected cities through the Jackson-Madison County EMA Director. The personnel, facilities, and equipment for decision-making and the initiation of appropriate response activities are located in the EOC. The Incident Command System will be utilized in all disaster responses and the use of the Unified Command Structure will be utilized in major emergency or disaster situations when multi jurisdictional responses are necessary.

B. Jackson-Madison County EMA Director

1. The Jackson-Madison County EMA Director, who has the responsibility for coordinating the entire emergency management program within Jackson-Madison County, is appointed by the Madison County Mayor or Madison County Commission. The Director makes all routine decisions and advises the officials on courses of action available for major decisions. During emergency operations the Director is responsible for the proper functioning of the Jackson-Madison County EOC. The Director also acts as a liaison with other local, state, and federal emergency management agencies.

C. Emergency Services Coordinators (ESCs)

1. During emergency situations, certain agencies will be required to relocate their center of control to the EOC. During large-scale emergencies, the EOC will become the state command post for the duration of the crisis.
2. All ESCs will coordinate their activities in the EOC under the supervision of the Jackson-Madison County EMA Director.
3. Agencies with emergency responsibilities may activate their own office and staffing systems to carry out objectives necessary to fulfill their obligations. ESCs provide the liaison between the EOC and the field units of their respective offices. A diagram of emergency response and reporting channels is attached as an appendix to the ESF Concept of Operations statement (ESF 0).
4. Specific persons and agencies are responsible for fulfilling their obligations as presented in the Basic Plan and its functional annexes. Each agency will be responsible for having its own standard operating procedures or plans to be followed during emergency response operations.

D. Jackson-Madison County EOC Location

1. The EOC is located in the basement of the Emergency Operations Center/Law Enforcement Complex in downtown Jackson, Tennessee. At the discretion of the Jackson-Madison County EMA Director, and with the concurrence of the Madison County Mayor, direction and control may be exercised at an alternate EOC site.

E. Line of Succession

1. In the absence of the Jackson-Madison County EMA Director, direction and control authority is vested in the Deputy Director. One of the foregoing individuals should be available at all times. However, should they both be out of service at the same time a memorandum will be issued designating the individual with acting authority.

F. Heads of Jackson and Madison County Departments

1. This plan requires that the heads of all Jackson and Madison County departments and agencies with emergency preparedness responsibilities designate primary and alternate Emergency Services Coordinators (ESCs). ESCs have the authority and responsibility to respond to incidents occurring within the county that require the assistance and/or resources of their respective agencies. ESCs are responsible for insuring their agencies' emergency functions are carried out in accordance with this plan and other guidance from the Jackson-Madison County Emergency Management Agency.
2. Heads of Jackson and Madison County departments will remain responsible for the personnel and resources under their respective jurisdictions.

3. Lines of succession to the department heads are as specified in their respective SOPs.

#### G. State and Federal Responders

1. Upon the arrival of state and/or federal officials whose assistance has been requested they will report to the EOC for a situation briefing and strategy session with the Executive Group, followed by deployment as may be agreed upon.

#### H. Alert/Increased Readiness Periods

1. The threat of a disaster or attack may develop at any time. In cases where the onset of such events is preceded by a warning (i.e., severe weather), it is the responsibility of Jackson-Madison County agencies to implement precautionary measures to mitigate the anticipated effects of the disaster. In many cases, however, such events are not preceded by any type of warning (i.e., earthquake). The ability to react immediately must therefore be present at all levels of government. There are five distinct levels of Jackson-Madison County activation for emergencies:

##### a. Level 1

- (1) This is normal, day-to-day EOC operational status.

##### b. Level 2

- (1) This level is assumed when there is a likelihood of an emergency developing (i.e., the issuance of severe weather watches, etc.). EMA field personnel and other agencies may be notified of developing situations, etc. Emergency public information may be distributed as warranted by the situation.

##### c. Level 3

- (1) This level is assumed as the situation deteriorates further (i.e., with the issuance of tornado warnings, notification of impending emergency). During this phase EMA staff notifications are made, appropriate state and local government/agency notifications are made, EPI is broadcast as appropriate, and the EMA Director may elect to implement the Jackson-Madison County EMP if required.

##### d. Level 4

- (1) This level is reached when the emergency has been initiated (i.e., the actual occurrence). EMA staff reports to the EOC to commence Jackson-Madison County emergency operations, appropriate ESCs are tasked to respond to the EOC, and EMA field personnel are deployed to assist Jackson-Madison County governments (i.e., full emergency operations in effect). Limited state assistance may be required at this point.

##### e. Level 5

- (1) This level is assumed for catastrophic disasters (i.e., earthquake) and includes a total local and state emergency organization response. Large-scale federal assistance may be required.

2. Specific actions for individual organizations and/or departments for each of these periods is provided in their respective SOPs and implementing procedures.

## I. Legislative Liaison Officer (LLO)

1. During significant emergencies/disasters, the EMA Director may appoint one or more individuals to act as Legislative Liaison Officers. The primary function of the LLO(s) is to keep the jurisdiction's state and local legislative officials advised as to the status of the event in their respective districts.

## VI. Continuity of Government

- A. Emergencies/Disasters are rarely of sufficient magnitude to necessitate significant adjustments in the governmental structure. In most cases, continuity of operations can be provided simply by relocating to a structurally sound facility. The relocation of government and movement of key officials to other locations will be dictated by the size and type of threat or disaster being confronted.
- B. Succession of Jackson-Madison County government officials will follow lines of succession as prescribed in the state constitution, state law, and local ordinances.
- C. Operating Locations – The Madison County Mayor and his staff may relocate to the EOC during major emergencies. Jackson-Madison County government offices will continue to occupy current facilities unless an event renders them unusable. Each agency is responsible for maintaining plans for relocation of critical operations in such cases. Relocation of the EOC staff is described in Appendix 2, Emergency Operations Centers.
- D. Preservation of Records – To provide normal government operations following a disaster, vital records must be protected. Each Jackson-Madison County agency is responsible for developing procedures to insure the preservation of essential records. Examples of essential records include:
  1. Records required to protect the rights and interests of individuals. These include vital statistics, land and tax records, license registers, articles of incorporation, etc.
  2. Records required to conduct emergency operations. Examples include utility system maps, locations of emergency supplies and equipment, emergency operating plans and procedures, lines of succession, personnel lists, etc.
  3. Records required to reestablish normal governmental functions and protect the rights and interests of government such as constitutions and charters, statutes and ordinances, court records, official proceedings, and financial records.

## VII. Administration and Logistics

### A. Emergency Authority

Authorities for this plan are contained in Part I, Introduction, to this plan.

### B. Agreements and Understandings

Should Jackson-Madison County government resources prove to be inadequate during an emergency, they will request assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated mutual-aid agreements and understandings and state law. All agreements and understandings will be entered into by duly authorized officials and will be formalized in writing when possible.

Similarly, when the resources of the State of Tennessee are inadequate, assistance from the federal government will be requested. Additionally, Tennessee is a signatory to the Southern Regional Emergency Management Compact.

C. Administration

1. Administration of emergencies will use existing forms, reports, and analytical processes used in the EOC. All records subject to controversy over actions taken will be retained until the statute of limitations expires.
2. Jackson-Madison County agencies occupying the EOC will be responsible for the maintenance of their own records. Supply of vouchers, receipts, and other administrative forms peculiar to their operations are the responsibility of that particular agency as well. Standard forms used in the EOC (i.e., message and activity logs and forms) will be provided by the Jackson-Madison County EMA.
3. Reimbursement for expenditures will follow established Jackson-Madison County administrative procedures

D. Plan Development and Maintenance

1. The Jackson-Madison County EMA will:
  - a. Develop and maintain the Jackson-Madison County Emergency Management Plan.
  - b. Ensure the Jackson-Madison County EMP is current by having amendments and errata prepared, coordinated, and issued as necessary.
  - c. Annually review the Jackson-Madison County EMP to assure that it reflects current policy and state of the art with respect to emergency management planning principles.
  - d. Maintain stocks of the Jackson-Madison County EMP and amendments along with distribution lists to assure all plan recipients are properly serviced.
  - e. Review, approve, or disapprove requests for material to be included in the Jackson-Madison County EMP.
  - f. Assure annexes, appendices, tables, and figures prepared for inclusion in the Jackson-Madison County EMP adhere to established guidelines.
  - g. Prescribe format, review procedures, and submission dates for all Jackson-Madison County emergency management and supporting plans.
  - h. Task Jackson-Madison County agencies to prepare supporting annexes and documentation for the Jackson-Madison County EMP in accordance with their responsibilities or technical expertise.
2. Jackson-Madison County Agencies
  - a. Jackson-Madison County, in its emergency management effort, operates under a concept of total commitment of its personnel and resources to contain a disaster/emergency if required. Moreover, those agencies in Jackson-Madison County government that have emergency-oriented missions or support roles are required to provide an emergency response capability 24 hours a day, 365 days a year. Each of these agencies will:

- (1) Prepare plans and directives in support of the Jackson-Madison County EMP and provide Jackson-Madison County EMA with one copy of each for reference.
  - (2) Annually review published directives and their respective portions of the Jackson-Madison County EMP to assure that commitments can be filled and resources provided. Each agency must provide Jackson-Madison County EMA with a copy of any recommended revisions or a signed statement indicating the directive/plan as written remains current and supports the Jackson-Madison County EMP on or before October 1 each year.
3. City of Jackson and Madison County governments will:
- a. Prepare plans and directives in support of the county EMP as it pertains to their area of jurisdiction.
  - b. Submit one copy of all supporting plans/documents to EMA for review and approval.

#### E. Plan Implementation

1. This plan (or its components) can be implemented in several ways:
  - a. By direction of the Madison County Mayor or the Jackson-Madison County EMA Director
  - b. As a result of the occurrence of a disaster or an emergency
  - c. By requests for assistance from Jackson-Madison County governments when disasters exceed their capabilities and/or resources
  - d. As a response to increased international tensions or the threat of enemy attack
  - e. Specific functional annexes may be activated by the department responsible for the particular function(s) associated with that annex.

#### F. Primary and Support Responsibilities

##### 1. Support

Primary and support responsibilities for various emergency functions have been assigned to departments and agencies of Jackson-Madison County government, and to key organizations in the state government or private sector. Each department, agency, or organization is either a lead agency in an ESF or a supporting agency in an ESF. These assignments of responsibility are delineated based on a set of common functions associated with all types (or many types) of emergencies and/or responses required for those emergencies. Assignments of functional responsibility are not the same as authorizing EOC staffing requirements. EOC staffing and augmentation will be as prescribed by the EMA Director.

While most of the agencies having primary responsibilities are included as part of the EOC staff for direction and control of their areas of responsibility and assured access to communications, they are not all inclusive. There are other supporting agencies in operating locations outside the EOC that will be fully operational during emergencies, and still other agencies that will not be functional until the recovery phase begins. Only those agencies essential to preserve the continuity of government during an emergency, or

those necessary to deal effectively with the given set of circumstances of any emergency will staff and augment the EOC. Selectivity is essential due to space limitations.

## 2. Responsibility

- a. This plan is binding on all Jackson-Madison County government agencies authorized or directed to conduct emergency management activities.
- b. The EMA Director's authority under this plan is extensive. As the Jackson-Madison County disaster coordinator, he coordinates the activities of all Jackson-Madison County organizations as they relate to emergency management. Each Jackson-Madison County agency that has an emergency-mission will:
  - (1) Assign personnel as directed to augment EOC operations when implemented.
  - (2) Maintain and operate a 24-hour response capability in the department or agency headquarters when this plan is implemented in addition to any staff operating from the EOC.
  - (3) Participate in exercises when scheduled by the EMA Director.
  - (4) Prepare plans and supporting documents which set forth policies and provisions for carrying out the agency's emergency responsibilities.
  - (5) Conduct training essential to implementation of assigned functions.
  - (6) Conduct an annual review to update the supporting documentation and operating procedures and advise the EMA Director of modifications required.
- c. In addition to the functional planning documents that should insure coordination, implementation, and emergency response, each department or agency of Jackson-Madison County government having a primary or support role will prepare and maintain standard operating procedures (SOPs) describing how functions will be accomplished. Subordinate divisions of these agencies will also furnish copies of their SOPs to their parent department for inclusion in the department's supporting plan.
- d. All other departments or agencies not assigned a primary or support function will carry out whatever duties or services are specified by the EMA Director or ordered by the Madison County Mayor.
- e. Although technically not a part of a "local" response, several state and federal agencies are delegated responsibilities within this plan. All responsibilities and tasks associated with these state or federal organizations are in accord with existing state and/or federal legislation or practice authorizing said agencies to provide these services to local governments on a daily basis regardless of whether or not a major disaster declaration exists, or are a part of their normal course of activities.

## G. Logistics

### 1. Jackson and Madison County Departments

Support services for Jackson-Madison County agency vehicles will be provided by Jackson-Madison County Department of Public Works. Logistics for other vehicles will be provided as directed by the EMA Director.

### 2. Jackson-Madison County Resources

ESCs responding to a disaster will apply resources available to them as directed by the EMA Director through the authority of the Madison County Mayor.

### 3. Jackson-Madison County EMA

The EMA Director, Deputy Director, or the Designee in charge of a disaster response will procure and coordinate the application of personnel, materials, equipment, and supplies including those immediately available within the EMA.

## **BASIC EMERGENCY OPERATIONS PLAN**

# **APPENDICES**

Appendix 1	Responsibilities and Assignments Matrix
Appendix 2	Emergency Operations Center
Tab A	EMA Organizational Chart
Tab B	EOC Diagram
Tab C	County Operational Areas
Tab D	Location of EOC and Alternate EOC
Appendix 3	Emergency Services Coordinator Program
Tab A	List of ESC Agencies
Appendix 4	Training and Education
Appendix 5	Disaster Field Office/Point of Arrival/Mobilization Center Locations
Appendix 6	Summary of Tennessee Civil Defense Act
Appendix 7	Resolutions of the County Commission and City Council concerning Emergency Management
Appendix 8	Agreements and Memoranda of Understanding
Appendix 9	LEMAC for City of Medan

APPENDIX 1 TO THE BASIC PLAN

**RESPONSIBILITIES AND ASSIGNMENT MATRIX**

FUNCTIONAL GROUP	1	2	3				4	5			6			7			8			9	10	11	12	13					14		15					
ESF Subfunction	1.1	2.1	2.2	3.1	3.2	3.3	3.4	4.1	5.1	5.2	5.3	6.1	6.2	7.1	7.2	7.3	8.1	8.2	8.3	9.1	10.1	11.1	12.1	13.1	13.2	13.3	13.4	13.5	14.1	14.2	15.1	15.2				
<b>CITY OF JACKSON DEPARTMENTS</b>																																				
Accounting Department															S																S		S	S		
Attorney																									S											
Building Department				P							S																S									
Central Dispatch		S	S																																	
Fire Department		S	S		S			P							S					P	P						S									
Mayor's Office									P						S												S					S	P			
Parks and Recreation Department					S	S														S																
Personnel Department														P	P															S	P					
Planning Department											S																							S		
Police Department	S	S			S											S	S			S	S			P	P	S	S	P	S							
Public Works / Street Department	P	S		S	P	P					S			S	S					S	S	S		S				S	S					S		
Purchasing Department														S																						
Tax Assessor											S																									
<b>MADISON COUNTY DEPARTMENTS</b>																																				
Accounting Department															S																S		S	S		
Attorney																									S											
Building Department				P							S																S								S	
Fire Department		S	S		S			P							S					P	P						S	S								
Highway Department	P	S			P	P					S			S						S	S	S		S			S	S						S		
Mayor's Office									P						S												S						S	P		
Medical Examiner																S																				
Personnel Department														P	P															S	P					
Parks and Recreation Department																					S															
Purchasing Department														S																						
Sheriff's Department	S	S			S											S	S			S	S			P	P	P	S	P	S							
<b>JACKSON-MADISON COUNTY DEPARTMENTS</b>																																				
Health Department			S				S					P	P						P												S					
Emergency Management Agency		P	P					S	P	S	P	S	S	S	S	P	S	S		S	S	P	S				P	P	S	S				P	S	
Sanitation Department						S											S																			
Board of Education		S		S				S		S																							S			
Public Information Officer (PIO)	S																																			
E-911 Board		S																																		

# RESPONSIBILITIES AND ASSIGNMENT MATRIX (con't)

FUNCTIONAL GROUP	1	2		3				4		5			6		7			8			9	10	11	12	13					14		15	
ESF Subfunction	1.1	2.1	2.2	3.1	3.2	3.3	3.4	4.1	5.1	5.2	5.3	6.1	6.2	7.1	7.2	7.3	8.1	8.2	8.3	9.1	10.1	11.1	12.1	13.1	13.2	13.3	13.4	13.5	14.1	14.2	15.1	15.2	
<b>QUASI-GOVT. AND PRIVATE AGENCIES</b>																																	
Amateur Radio Emergency Service		S										S																					
American Red Cross											S	S	S				S	S				S					S		P		S		
Jackson Area Chamber of Commerce											S				S							S							S			S	
Jackson Energy Authority							P				S						S	S					P							S			
JMC General Hospital																S	S										S						
Medical Center EMS Director																P																	
Medical Center EMS		S												S	S					S	S					S	S						
Regional Hospital																S	S										S						
Pathways Counseling Services																																	
Salvation Army												S																					
Southwest Electric Membership												S											P								S		
Tenn. Emergency Management Agency			S								S																						
NOAA (National Weather Agency)			S							S																							
Tenn. Dept. of Transportation (TDOT)				S																													

P = Primary or Lead Agency      S = Support Agency

- 1.1 Transportation
- 2.1 Communications Systems
- 2.2 Warning
- 3.1 Building Inspection. & Condemnation
- 3.2 Route Clearance/Bridge Inspect.
- 3.3 Debris Removal
- 3.4 Water/Wastewater Syst.
- 4.1 Firefighting
- 5.1 Intelligence
- 5.2 Public Information
- 5.3 Damage Assessment

- 6.1 Shelter & Mass Care
- 6.2 Disaster Victims Svcs
- 7.1 Logistics
- 7.2 Resource Management
- 7.3 Staging Areas
- 8.1 Emergency Medical Svcs
- 8.2 Public Health
- 8.3 Crisis Intervention
- 9.1 Search & Rescue
- 10.1 Hazardous Materials
- 11.1 Food

- 12.1 Energy
- 13.1 Traffic Control
- 13.2 Security/Crime Control
- 13.3 Institutions/Jails
- 13.4 Evacuation/Movement
- 13.5 Terrorism Incident
- 14.1 Donations
- 14.2 Volunteers
- 15.1 Recovery
- 16.1 Companion Animal Management
- 16.2 Farm Animal Management
- 16.3 Wildlife and Non-Domestic Animals

## APPENDIX 2 TO THE BASIC PLAN

# EMERGENCY OPERATIONS CENTER

### I. Introduction

#### A. Purpose

1. The purpose of the Jackson-Madison County Emergency Operations Center (EOC) is to provide a central location through which all Jackson-Madison County emergency management activities and functions can be coordinated. This includes routine activities as well as those associated with emergency response and recovery activities.

#### B. Scope

1. The entire emergency management program for the county is coordinated from the EOC.

### II. Policies

- A. To insure maximum control and coordination of Jackson-Madison County resources during emergencies, it is essential to have a central location from which command and control decisions can be made. The EOC serves this purpose by bringing together the Jackson-Madison County emergency management staff, as well as the Emergency Services Coordinators and support personnel from all Jackson-Madison County agencies tasked with emergency responsibilities. Additionally, National Guard, private sector, state and federal relief agencies may also operate from the EOC during significant disasters.

### III. Situation and Assumptions

#### A. Situation

1. Several disasters occur each year that require the commitment of numerous local resources from any one or more local, state, or private sector relief agencies. It would be impossible to coordinate the efforts of all of these organizations if there were no centralized location for representatives of these organizations to meet, discuss, and coordinate their respective emergency responsibilities.
2. There are a wide variety of local, regional, state, national, and international disaster and emergency management activities that must be coordinated across the county to the extent that they affect the citizens and political jurisdictions of the county. The EOC provides a central point of coordination for all emergency management activities that affect the various political entities and citizens of this county.

#### B. Planning Assumptions

1. Disasters will continue to occur that require the application of local, state, and private sector resources to combat.
2. The coordination of these resources is essential to mounting an effective response to disasters in the county.

## IV. Concept of Operations

### A. General

1. The EOC is the central location of emergency management activities within Jackson-Madison County. It consists not only of the location from which the Madison County Mayor, City of Jackson Mayor, and Madison County agency representatives operate during emergencies, but also the headquarters office of the EMA Director and the EMA staff.
2. Primary and Alternate Emergency Operations Centers
  - a. Primary EOC (EOC)
    - 1) The primary EOC is located in the basement of the Law Enforcement Complex/ Emergency Operations Center in downtown Jackson, Tennessee.
    - 2) The facility is equipped with emergency power generators **with a 14-day supply of fuel, a 14-day** water supply, sanitary facilities, ventilation, kitchen, sleeping quarters, and a variety of communications equipment (See ESF 2). The facility has a radiological protection **factor of 100+**. The main EOC room has 1500 square feet of floor space.
  - b. Alternate EOC
    - 1) The alternate EOC is Jackson Fire Department Station 6. This facility has **approximately 600 square feet of space.**
    - 2) Transfer of responsibility from the primary to alternate EOC is accomplished by **using EMA personnel** to relocate equipment and supplies to one of the alternate sites. As soon as communications checks are accomplished, the actual shift of control will be at the direction of the EMA Director. The EMA Deputy Director will be responsible for the operation of the alternate EOC. The EMA Director will notify TEMA, as well as other affected agencies and governments.
  - c. Primary EOC Organizational and Functional Structure
    - 1) The EOC is composed of 3 major sections. The EOC (main room) is a room of 1500 square feet, which can be divided in half using a movable partition. During the mid-morning hours of regular business days, Jackson City Court uses the southern half of the EOC. The northern half is used as a training room by the Jackson Police Department. To the immediate South of the main EOC room is the Radio Room. To the immediate, North is the kitchen, lounge, and EMA offices.
  - d. An EOC diagram and a Jackson-Madison County EMA Organizational Chart are provided at the end of this appendix.

## 2) EOC Operations

- a) Following the occurrence of an emergency or disaster, the EOC will receive notification through any of one or more sources. These include: Radio, telephone, NAWAS, satellite-based information services, etc. Each event is logged by date and time.
- b) The EMA Director and other key personnel are notified of the situation and report to the EOC. The EMA Director will brief the Madison County Mayor, and other department heads as appropriate.
- c) The EOC (or the county's primary warning point) relays pertinent data to affected agencies such as adjacent county's emergency management offices, fire, police, sheriff, and EMS units.
- d) If the situation warrants, Jackson-Madison County agency ESCs having responsibilities associated with the particular disaster are notified and asked to report to the EOC or to the scene of the emergency as required.
- e) From this point on, the EOC monitors the progress of the emergency and evaluates efforts to contain the situation. Resource requirements that cannot be met at the local level are channeled to the State Regional EOC and the appropriate ESCs for disposition as provided by ESF/individual agency SOPs. This continues until the situation is resolved.
- f) If the situation warrants, the EMA Director will request assistance from a neighboring county or the Tennessee Emergency Management Agency. In either case, the respective organizations provide liaison officers to the EOC for coordination of operations.
- g) News releases and emergency public information is prepared and disseminated from the EOC through the Public Information Officers (PIOs).
- h) The EMA Director insures continuity of operations and sustained manpower capability around the clock for the duration of the emergency.
- i) This operation continues until the emergency condition terminates, at which time various EOC staff members conduct follow-up activities with respect to after-action reports, response evaluation, conducting debriefings, compiling reports and logs, etc.

## B. Organization and Responsibilities

### 1. EMA Director

The Director of the Jackson-Madison County Emergency Management Agency is the executive head of the agency and as such is responsible for coordinating all emergency management activities throughout the county. Among his functions:

- a. Advise elected officials, departments, and agencies of Jackson-Madison County government and other non-governmental relief agencies with respect to the magnitude and effects of the emergencies that affect Jackson-Madison County.
- b. Orient and train the emergency staff, and periodically conduct exercises,

- c. Coordinate Jackson-Madison County emergency operations with TEMA and Jackson-Madison County emergency management offices in the counties that border Jackson-Madison County,
  - d. Develop and maintain Jackson-Madison County emergency staffing capabilities,
  - e. Develop and maintain appropriate emergency public information, communications and warning capabilities,
  - f. Develop and maintain the Jackson-Madison County Emergency Management Plan, mutual aid agreements, memoranda of understanding, etc., and periodically test and exercise these mechanisms.
2. Deputy Director
- a. The Deputy Director serves as the successor to the Director in all matters with which the Director has responsibility.
3. Emergency Services Coordinators (ESCs)
- a. The ESCs represent local, state, private, and quasi-governmental agencies with emergency responsibilities during major disasters. The roles and responsibilities of the ESCs are provided in Appendix 3.
4. Public Information
- a. The Jackson-Madison County EMA Director or the Madison County Mayor will designate an individual to act as the Jackson-Madison County Public Information Officer.
5. EMA Organization
- a. The Jackson-Madison County EMA organizational chart is provided as Tab A to this annex.
6. Support Requirements
- a. Reports and Records
    - 1) Messages
      - a) All messages will be handled using the procedures established by the EMA Director. This includes the use of written forms and electronic messaging systems (E-Mail).
    - 2) Event Logs
      - a) A record of major events during EOC operations will be compiled by a member of the operations support staff.
    - 3) Daily Operations Log
      - a) A log of all incoming messages is maintained by the operations section.

4) Security Log

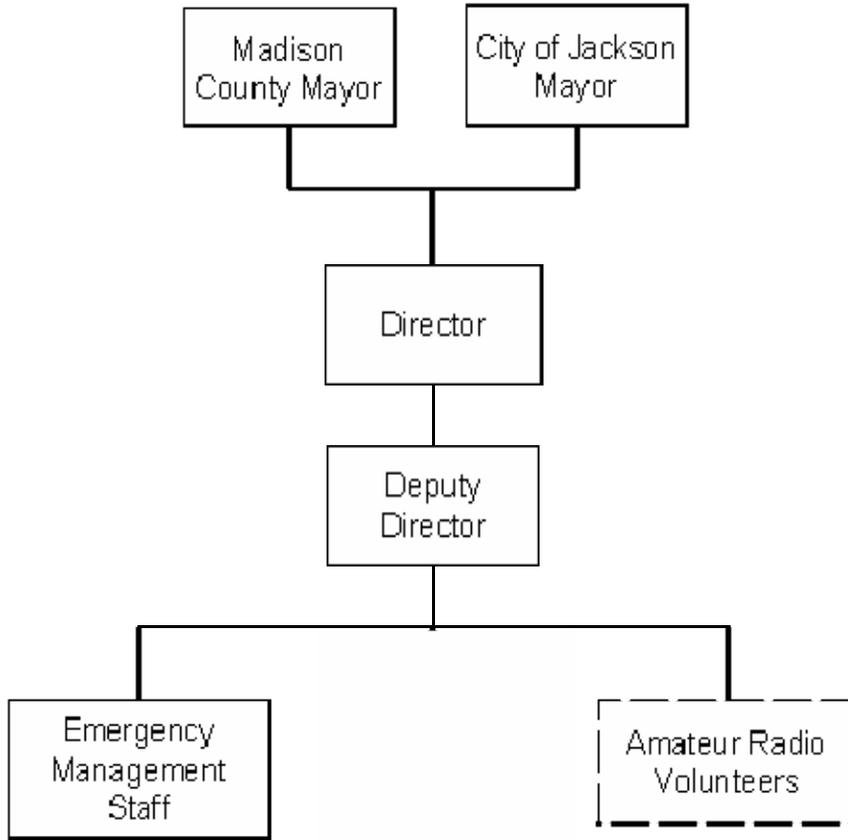
- a) A record of all persons entering and leaving the EOC is maintained.
- b) During major emergency operations, a record of all persons entering the EOC will be maintained by security personnel at the entrance.

b. Security

- 1) All EMA staff and ESCs are provided with ID Cards that authorize them entrance into the EOC during routine operations.
- 2) During emergency operations, the Jackson Police Department stations an officer at the entrance to log in all personnel entering the facility.

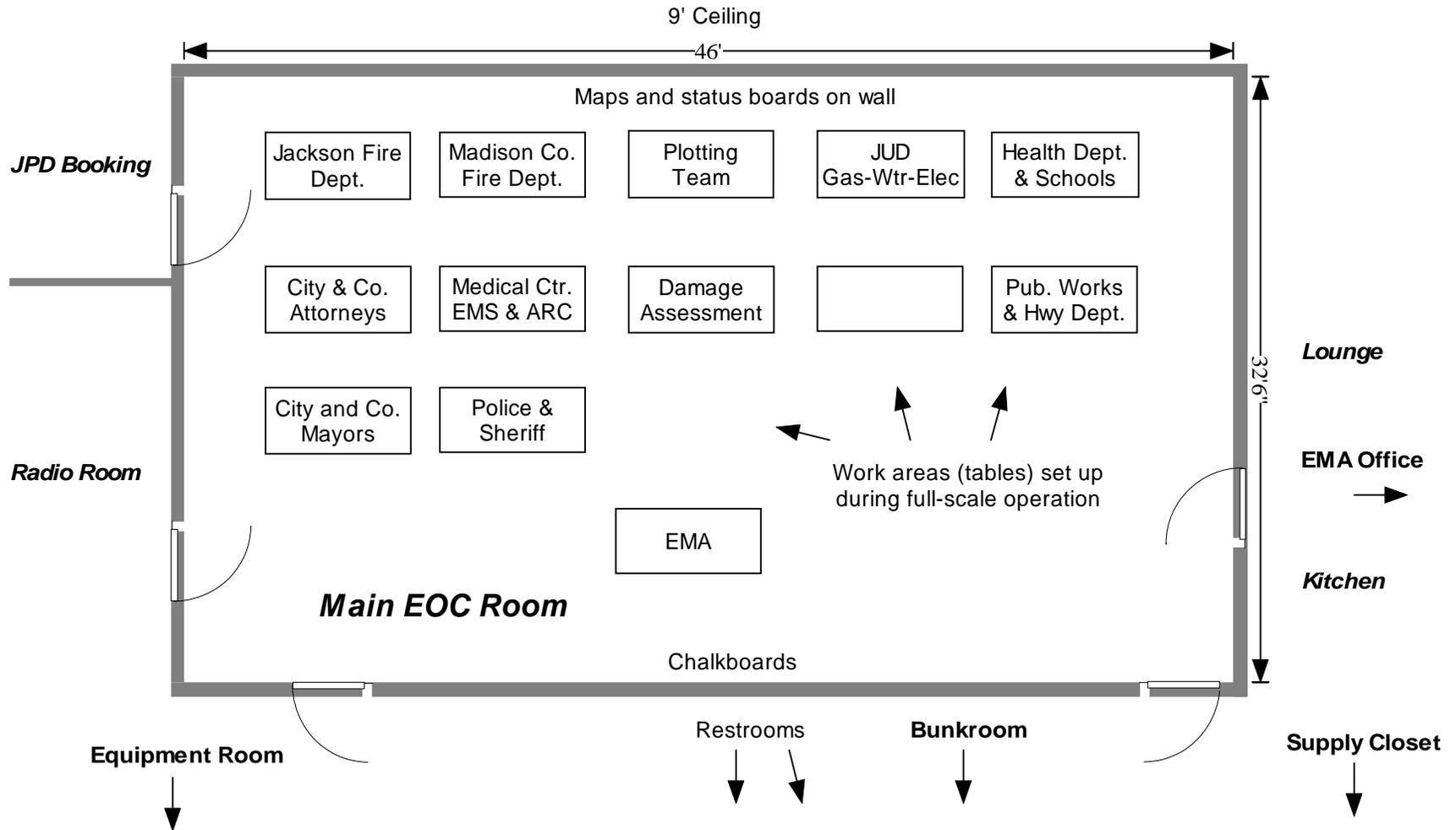
# EMERGENCY MANAGEMENT AGENCY

## Organizational Chart

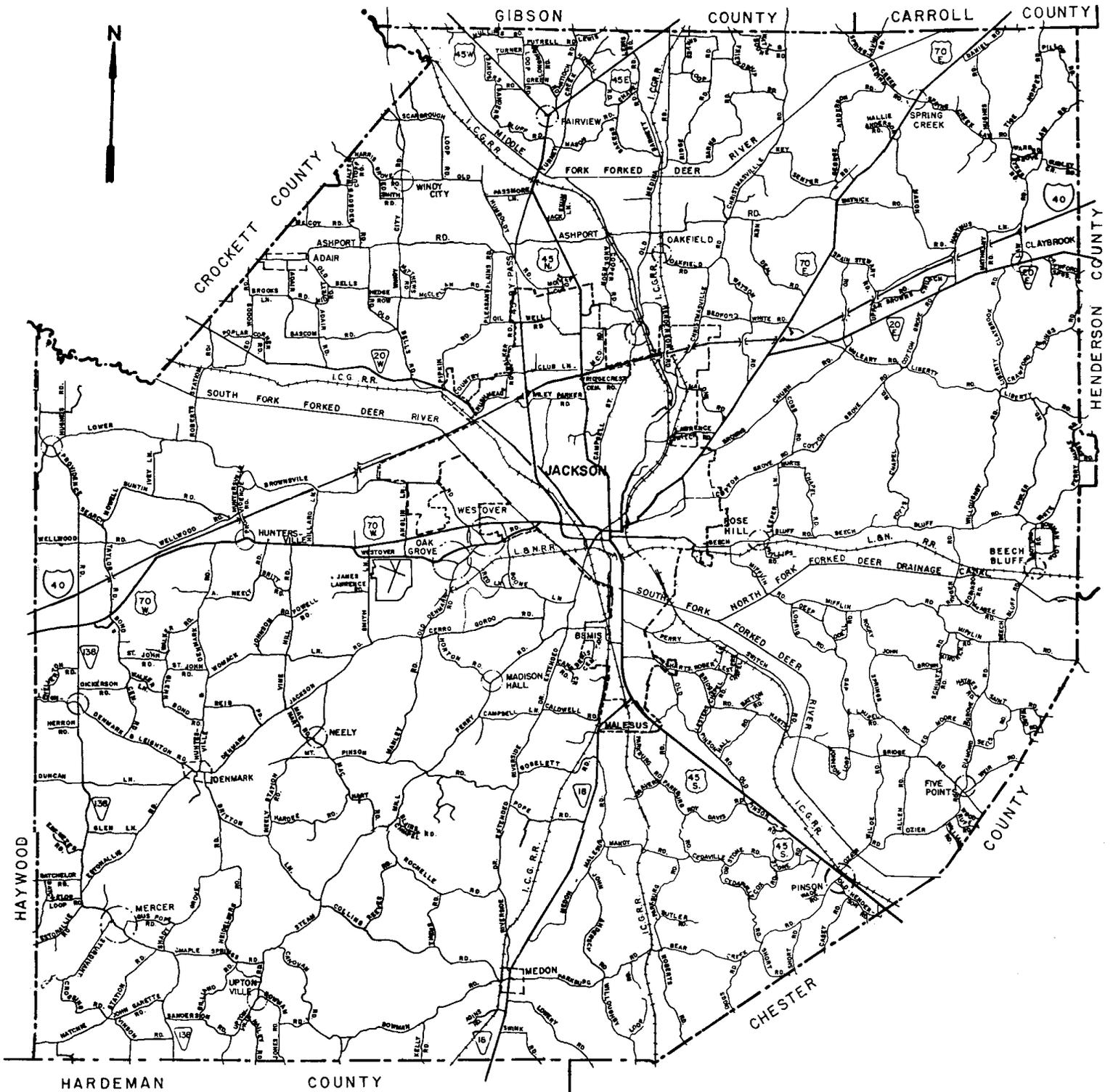


TAB B TO APPENDIX 2 TO THE BASIC PLAN

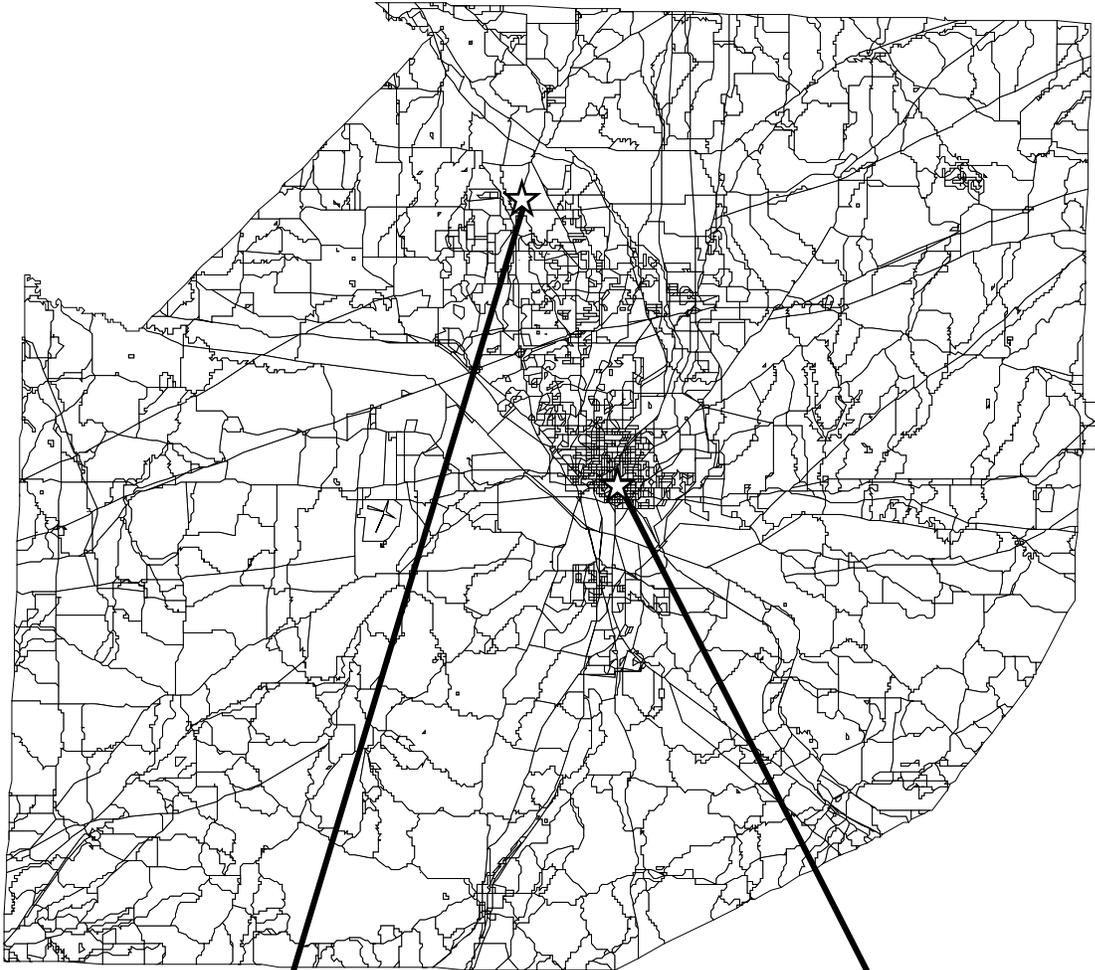
# EMERGENCY OPERATIONS CENTER DIAGRAM



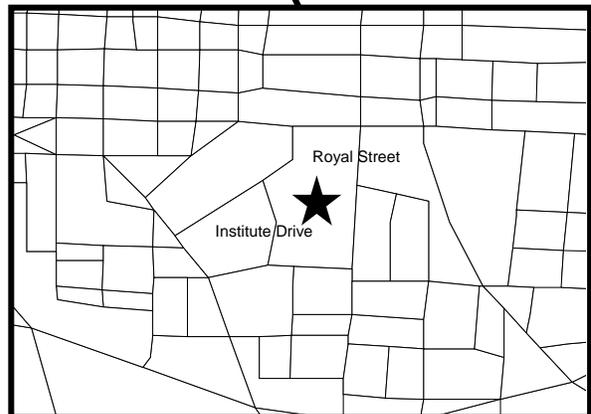
# JACKSON – MADISON COUNTY OPERATIONAL AREAS



# EOC AND ALTERNATE EOC LOCATION



Alternate EOC, JFD Station 6  
1291 Ashport Road



Primary EOC, Police HQ  
234 Institute Drive

# EMERGENCY SERVICES COORDINATOR PROGRAM

## I. Purpose

The Emergency Services Coordinator (ESC) program is designed to provide the EMA Director with an immediate source of expertise from any and all agencies of Jackson-Madison County government to cope with man-made and natural disasters/emergencies, including attack. In addition to representation, each department, bureau, or other agency of Jackson-Madison County government is required to provide the Jackson-Madison County EMA with any and all personnel, equipment, facilities, materials, or other assets during any period of disaster, emergency, or threat to include the period of recovery.

## II. Scope

The ESC program encompasses all agencies, departments, divisions, and bureaus within Jackson-Madison County government; in particular, those agencies that, by the very function they perform, have an inherent emergency mission. Agencies listed in Tab A to this appendix are required to provide ESCs to the Jackson-Madison County EMA in accordance with the criteria in paragraph III below. Other agencies and departments may participate at their discretion. Functions associated with the ESC program include not only positive control, emergency response, and the availability of personnel and assets, but also research, plan development, communications tests, and exercises.

## III. Program Elements

- A. The department heads and agency executives are required to insure that their respective departments and other agencies under their jurisdiction promptly and fully execute their respective functions in accordance with this plan. To fulfill this responsibility each department as an agency of Jackson-Madison County government (listed in Tab A) will:
1. Provide a primary and alternate ESC to represent their department or agency
  2. Insure ESCs so appointed are empowered with the full authority to coordinate and direct all emergency response functions and services of the department head.
  3. Provide the EMA Director with the names, the office they represent, home addresses, office and residence phone numbers of both the primary and alternate ESCs.
  4. Assure that the ESC on call has a vehicle equipped with a radio capable of communicating with the EOC available for his sole use at all times including weekends and holidays and after normal working hours. Expected response time to the EOC after notification is 30 minutes or less.
  5. Prepare a directive that establishes the ESC program for their respective department that details restrictions on the limited use of assigned government vehicles, scheduled periods of 24-hour on-call duty, days off, compensatory time, and provisions for notifying the EOC duty officer of schedules and changes thereto.
  6. Insure the full authority of the ESCs to act in behalf of the appointing authority is specified, as appropriate, in the agency directive.
  7. Assure that plans are developed to insure continuation of necessary agency functions, and suitable space is provided for personnel, equipment, and records

essential for operations during times of emergency and/or disaster. Those agencies scheduled to move to the EOC during major emergencies will also address the movement of personnel, equipment, and records.

#### **IV. Concept of Operations**

- A. The EOC is capable of accommodating the full complement of ESCs and providing them with workspace, telephone capabilities, and access to radio communications.
- B. Whenever a disaster or emergency threatens or occurs, the EOC duty officer will contact the EMA Director to determine if any ESCs are to be called in to provide assistance. The EMA Director will assess the situation, bearing in mind that the use and employment of ESCs and their resources must be compatible with the primary responsibility of the agency concerned, and coordinate which, if any, ESCs are to be called.
- C. The EOC duty officer will notify ESCs of their recall as coordinated by the EMA Director.
  - 1. Depending on available information about the emergency, ESCs will be instructed to report to the EOC for briefing by the EMA Director or instructed to report to the scene and be briefed over the telephone or radio en route.
  - 2. ESCs, once committed, will remain committed through the recovery phase unless relieved by the EMA Director, or they are relieved by their appointing authority.
- D. Emergency functions to be performed by various agencies of Jackson-Madison County government will be specified in writing.

#### **V. Implementation**

- A. The EMA Director is responsible for implementing the ESC program.
- B. The EMA Director is responsible for:
  - 1. Coordinating this appendix with affected and interested agencies
  - 2. Establishing logs or call sheets to record ESC name, address, and telephone numbers, including rosters to confirm who is on call.
  - 3. Conducting no-notice exercises or calls to insure that the system is working. Failure to call back within 30 minutes is unsatisfactory.
  - 4. Maintain the ESC program in a current, ready-to-use status.

# LIST OF AGENCIES REQUIRING EMERGENCY SERVICES COORDINATORS

## CITY OF JACKSON DEPARTMENTS

Attorney  
Building Department  
Central Dispatch  
Fire Department  
Mayor's Office  
Personnel Department  
Police Department  
Public Information Officer (PIO)  
Public Works / Street Department

## MADISON COUNTY DEPARTMENTS

Attorney  
Building Department  
Fire Department  
Highway Department  
Mayor's Office  
Personnel Department  
Public Information Officer (PIO)  
Sheriff's Department

## JACKSON-MADISON COUNTY DEPARTMENTS

Health Department  
Emergency Management Agency  
Sanitation Department  
Board of Education

## QUASI-GOVT. AND PRIVATE AGENCIES

American Red Cross  
Jackson Energy Authority  
Medical Center EMS  
Southwest Electric Membership

# TRAINING AND EDUCATION

## I. Introduction

### A. Purpose

The purpose of this appendix is to establish a mechanism for the provision of emergency preparedness and operations training and Jackson-Madison County emergency management staff members, emergency services personnel, and to provide education to the citizens of Jackson-Madison County regarding fundamental survival techniques that can be applied before and during a disaster.

### B. Scope

This appendix concerns the provision of generalized emergency management training and exercises to Jackson-Madison County emergency services personnel, as well as the provision of training and/or education to members of the general public through any of a number of means. Training that is geared towards a specific function (i.e., radiological monitoring, hazardous materials, etc.) is described as a part of the particular ESF that is responsible for carrying out the functions associated with a particular type of support.

## II. Situation and Assumptions

### A. Situation

1. The potential will always exist for emergencies and disasters to affect Jackson-Madison County, its political subdivisions, and therefore its citizens. It is therefore prudent to develop and implement a comprehensive training and education program to assist Jackson-Madison County emergency response personnel in carrying out their respective emergency functions when necessary. Additionally, it is prudent to implement a program geared towards educating members of the general public as to how to protect themselves prior to, during, and following any emergency or disaster that might affect them.
2. The problems created by an emergency or disaster may be compounded by a lack of training on the part of emergency response personnel, and many citizens might be injured or killed as a result of a lack of education regarding appropriate actions to take when faced with an emergency situation.
3. Successful implementation of this plan, supporting plans, and supporting procedures depends on trained and knowledgeable personnel who are capable of executing their assigned tasks during any emergency situation. To achieve this level of competency requires continuous training.

### B. Planning Assumptions

1. Effective training programs scheduled and implemented on a regular and recurring basis which encompass the areas of specialized skill requirements will generate skills necessary to implement effective operations.

2. The provision of educational materials to members of the general public will result in citizens being more prepared to handle emergency situations they might encounter and will result in fewer casualties when an emergency occurs.

### **III. Policies**

- A. The primary responsibility for training of Jackson-Madison County emergency personnel and citizens rests with Jackson-Madison County government, specifically the Jackson-Madison County Emergency Management Director. The state, through TEMA, will provide active assistance in the presentation of special seminars, formal training courses, aid and advice in the development of Jackson-Madison County exercises, and the supply of training aids and materials to support Jackson-Madison County training requirements.

### **IV. Concept of Operations**

#### **A. Training**

1. The initial phase of training consists of qualifying the Jackson-Madison County emergency service staff in disaster operations within each county. This training will be evaluated at the Jackson-Madison County level to assure acceptable performance capability. TEMA provides a large number of courses geared towards the development of an effective emergency management program at the local level.
2. Follow-up and refresher training is available on a periodic basis to support skills learned during the initial training received by Jackson-Madison County emergency service personnel.
3. Specific training programs have been and can be developed to support specific threats that affect certain local communities.
4. The federal government, through FEMA, provides specialized training courses and courses geared towards teaching those who deliver courses at the state and local level. These may be accessed through TEMA's Training and Education Office.

#### **B. Exercises**

1. The Tennessee Emergency Management Agency conducts several exercises each year to support response requirements to the Nuclear Power Plants, the earthquake threat, the threat of severe weather, and a wide variety of other situations. These exercises occur at the discretion of the TEMA Director and may include any or all of the state and local emergency response organizations, as well as certain portions of the private sector (including the media). Additionally, periodic regional exercises are held at the discretion of the Regional Directors.
2. Local exercises are held at the discretion of the Jackson-Madison County EMA Director, either to support a Jackson-Madison County emergency response capability or in conjunction with an ongoing state or regional exercise. TEMA provides developmental and evaluative assistance to Jackson-Madison County governments during exercises when requested.

#### **C. Public Education**

1. Each year the Jackson-Madison County EMA sponsors several seminars and educational opportunities for the benefit the general population. These include the sponsoring of Tennessee Severe Weather Awareness Week, held annually in early March, as well as the distribution of educational materials concerning specific threats when warranted.
2. TEMA's Family Protection Officer is available to deliver talks or seminars concerning emergency preparedness to civic groups, schools, and similar organizations upon request.
3. Additionally, TEMA maintains an extensive collection of public education literature available to members of the general public upon request to the Training and Education Office.

#### D. Organization and Responsibilities

1. The Assistant State Director for Training and Education (ASDTE) of TEMA is responsible for developing and maintaining the state's training and education programs concerning emergency preparedness. The ASDTE will periodically publish a schedule of courses to be offered at various sites around the state. This information will be distributed to Jackson-Madison County directors and others with an interest in such training as required.
2. Local emergency services groups may receive specific training if desired by submitting a request through the Jackson-Madison County EMA director. The local director will submit the request to the ASDTE and will coordinate the delivery time and location to insure maximum participation.
3. TEMA will coordinate the delivery of general public information activities with agencies such as the National Weather Service, the U. S. Geological Survey, FEMA, etc., on a statewide basis. Jackson-Madison County directors may undertake educational activities directed at Jackson-Madison County citizens when deemed necessary.
4. Requests for state training aids, assistance, and input should be made to the local director to be forwarded to TEMA if necessary.

**APPENDIX 5 TO THE BASIC PLAN**  
**DISASTER FIELD OFFICE, POINT OF ARRIVAL, AND**  
**MOBILIZATION CENTER LOCATIONS**

1. DFO\*  
Shelby County  
(Memphis)
2. DFO\*  
Madison County  
(Jackson)  
POA/MC  
McKeller Airport

3. DFO\*  
Davidson County  
(Nashville)
4. POA/MC  
Rutherford County  
(Smyrna)  
Smyrna Airport

5. DFO\*  
Blount County  
(Alcoa)  
POA/MC  
McGhee-Tyson Airport

\* Exact location to be determined by Regional or State Director

## **SUMMARY OF THE TENNESSEE CIVIL DEFENSE ACT**

(TCA 58-2-101, et. seq.)

Tennessee's civil defense history began with the passage of the Tennessee Civil Defense Act of 1951. Beginning in 1955, and on several occasions since, this law has been recodified until, at present, it exists as Chapter 2, Title 58, of the Tennessee Code Annotated. This legislation is generally modeled after the Federal Civil Defense Act of 1950 (PL 81-920). The state act created the Tennessee Office of Civil Defense (which in 1981 was renamed the Tennessee Emergency Management Agency) within the state Military Department, under the Tennessee Adjutant General (TAG). The TAG has overall responsibility and authority for disaster preparedness and planning (Executive Order # 4, February 13, 1987).

Chapter 2, Title 58, of the Tennessee Code Annotated prescribes the responsibilities associated with disaster preparedness and emergency response in the state of Tennessee. When translated into policy and implemented, this becomes the mission of the Tennessee Emergency Management Agency and the local organizations across the state. It provides for the following:

1. Creates the Tennessee Emergency Management Agency and directs the creation of local organizations for civil defense in the political subdivisions of the state.
2. Confers upon the Governor and the chief executive officers of the governing bodies of the political subdivisions the emergency powers provided in this chapter.
3. Provides for the rendering of mutual aid among political subdivisions of the state and those of surrounding states, and for the cooperation with the federal government in carrying out civil defense functions.
4. Requires the development and implementation of state and local civil defense plans.
5. Requires the most effective use be made of resources and facilities when dealing with a disaster, riot, mob violence, etc., by having all civil defense functions of the state coordinated with comparable functions of the federal government, other states and localities, and private agencies of every type.
6. Authorizes the performance of duties and functions of civil defense necessary to cope with all types of natural disasters, riots, mob violence, etc., which might occur affecting the life, health, safety, welfare, and property of citizens of the state of Tennessee.
7. Directs and empowers the Governor to create a Tennessee Emergency Management Agency, under the Adjutant General, and empowers the Governor to appoint a Director and such Deputy Directors as deemed necessary.

8. Establishes the duties of the Director, subject to the direction of the Governor, acting through the Adjutant General (TAG), as being solely responsible for coordinating the activities of all organizations for civil defense within the state, and maintaining liaison with and cooperating with civil defense agencies, organizations of other states, and with the federal government.
9. Specifies that the Governor shall exercise the general direction of TEMA. In the event of disaster, energy emergency, riot, etc., beyond local control, the Governor is empowered to assume direct control over all or any part of civil defense functions within the state.
10. Authorizes the Governor to cooperate with the federal government, other states, and private agencies on all matters pertaining to civil defense of the state or nation.
11. Gives the Governor the power to make, amend, and rescind the orders, rules, and regulations necessary to carry out policies of cooperation and coordination; to prepare comprehensive plans and programs for civil defense in Tennessee; to integrate such plans and programs with the civil defense plans of the federal government and other states; and to cooperate in the preparation of plans and programs for civil defense by political subdivisions within the state.
12. Gives the Governor the administrative authority to procure supplies, institute training, and provide public information programs; to prepare in advance of an actual disaster, energy emergency, riot, etc., including partial or full mobilization of civil defense reserve units to insure adequately trained and equipped forces of civil defense personnel.
13. Authorizes the Governor to delegate to state or local directors of civil defense any administrative authority vested in him by this chapter, and to provide for the subdelegation of any such authority, except that any plans for dealing with an energy emergency shall be prepared by the Energy Division of the Department of Economic and Community Development.
14. Authorizes the Governor to cooperate with the President and heads of the armed forces, the Federal Emergency Management Agency (or its successors), and other appropriate federal officers and agencies, and with the officers and agencies of other states in matters pertaining to civil defense of the state or nation.
15. Authorizes the creation and establishment of mobile reserve units by the Governor as may be necessary to support civil defense organizations of the state.
16. Makes an employee of the state, by virtue of his employment, subject to assignment to a mobile reserve unit on a permanent or temporary basis to meet the particular need of any given emergency.
17. The Governor may declare that a state of emergency exists as a result of actual enemy attack against the United States, or an impending emergency, disaster, energy emergency, sabotage, riot, mob violence or other hostile actions, and thereafter the Governor shall have and may exercise for such period as the state of emergency continues emergency powers granted by state law, except that seizure, taking, condemnation, or allocation of energy resources must be in accordance with plans prepared by the Energy Division of the Department of Economic and Community Development.

18. Requires every civil defense organization established under this chapter, and the officers and personnel thereof, to execute and enforce the orders, rules, and regulations made by the Governor.
19. Provides criminal sanctions for any individual or entity violating rules or regulations promulgated by the Governor during a state of emergency.
20. Authorizes and directs each political subdivision within the state to establish a local organization for civil defense, in accordance with the state plan. Each organization shall be headed by a director who is appointed by the chief executive or governing body of the political subdivision and who shall have direct responsibility for the overall management of the local program.
21. Provides that each political subdivision, confronted with disasters as described herein shall have emergency powers to enter into contracts and incur obligations necessary to combat such disasters without regard to time consuming procedures and formalities as prescribed by law (excepting mandatory constitutional requirements). Each political subdivision shall have the same duties, powers, and functions as those vested in the Governor.
22. Enables local civil defense directors to enter into reciprocal mutual aid agreements with public and private entities of the state of Tennessee and surrounding states.
23. Authorizes local appropriations for civil defense expenses.
24. Directs that the Governor, local directors, and the chief executive officers/governing bodies of the political subdivisions use the services, equipment, facilities, and personnel of existing departments, offices, and agencies of the state and political subdivision to the maximum extent practicable, and directs the officers of such organizations to extend maximum cooperation to the Governor or local directors throughout the state upon request.
25. Enables the acceptance from the federal government, through the state or otherwise, of supplies, equipment, personnel, financial assistance, etc. by the Governor or political subdivision.
26. Directs that all persons, compensated or otherwise, connected with the civil defense program take and subscribe to an oath of loyalty.
27. Assures the right of any person to receive benefits to which he would otherwise be entitled under this chapter, or under the Workmen's Compensation Law, or under any pension law, or the right of any such person to receive any benefits or compensation under any act of Congress shall not be affected.
28. Makes illegal the use of any civil defense organization for political purposes.
29. Assures immunity from liability while engaged in civil defense activities for the agencies and persons working for/with those agencies.

30. Protects any person owning or controlling real estate or other premises, who voluntarily and without compensation grants a license or privilege or otherwise permits the use of such real estate for civil defense purposes shall not be liable for any personal injury or other damage occurring upon such real estate, precluding that created by willful misconduct. No person, agency, partnership, or corporation operating under the direction of the Governor or the head of emergency government services in any county, town, or municipality shall be liable for the death of or injury to any person or any damage to any property caused by his or her actions, except where a trier of fact finds that the person acted intentionally or with gross negligence.
31. Authorizes multiple county organizations for civil defense and provides for such organizations to have identical functions, powers, duties, and responsibilities as those formed as single-county entities.
32. Authorizes the state to make grants to local organizations for civil defense purposes and sets forth standards for those grants.
33. Authorizes and establishes the Tennessee Severe Weather Information System, a statewide severe weather radio network

## COUNTY & CITY RESOLUTIONS

**The following pages include applicable resolutions of the Madison County Commission and Jackson City Council.**

**The following pages have been scanned and converted using optical character recognition (OCR) to produce the text for the electronic version of this plan. Copies of the actual documents are included in the print version.**

**The original, signed documents remain in the respective archives of the City of Jackson and Madison County.**

The text of the Basic Plan (BEOP) section resumes on page 51, as printed at the bottom of the page.

**REPRINT:**

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**RESOLUTION**

**TO CHANGE THE NAME OF THE JACKSON-MADISON COUNTY CIVIL DEFENSE DEPARTMENT TO THE JACKSON-MADISON COUNTY EMERGENCY MANAGEMENT AGENCY.**

**WHEREAS;** Chapter 336 of the Tennessee Public Acts of 1981, codified as T. C. A. 58-2-103, changed the official name of the Tennessee Civil Defense Agency to the "Tennessee Emergency Management Agency", consistent with similar change in naming of the Federal Agency and also reflecting changes in the scope and purposes of such organizations; and

**WHEREAS;** The Director of the Jackson-Madison County Civil Defense Department has recommended that the name of the Jackson-Madison County Civil Defense Department should be changed to remain consistent with the Federal and State designations; and

**WHEREAS;** The County Executive of Madison County, Tennessee and the Mayor of the City of Jackson, Tennessee have approved this change subject to action of the County and City Commissions;

**NOW, THEREFORE, BE IT RESOLVED BY THESE LEGISLATIVE BODIES IN SESSION ASSEMBLED** that the name of the Jackson-Madison County Civil Defense Department be changed to the Jackson-Madison County Emergency Management Agency by which name it shall hereafter be known and referred to; and

**BE IT FURTHER RESOLVED** that this Resolution take effect from and after its passage, the public welfare requiring it.

**IN WITNESS WHEREOF WE HEREUNTO SET OUR HANDS AND CAUSE THE SEALS OF THE CITY OF JACKSON, TENNESSEE AND THE COUNTY OF MADISON, TENNESSEE TO BE AFFIXED THIS 23<sup>rd</sup> DAY OF October 1987.**

*[SIGNED]*

**ROBERT D. CONGER, MAYOR  
CITY OF JACKSON, TENNESSEE**

*[SIGNED]*

**DR. J. ALEX LEECH, COUNTY EXECUTIVE  
MADISON COUNTY, TENNESSEE**

**Excerpt from:**

**REGULAR MEETING  
April 28, 1967**

The Board of Commissioners of the City of Jackson, Tennessee met in regular session at 10 a.m., Friday, April 28, 1967 in the boardroom at City Hall.

There were present Mayor Smith, Commissioners Langford and Bailey, Rice, City Attorney, Standley, School Superintendent, Marcom, Police Chief, Duncan, Planning Director, and Spain, City Recorder.

**[EDITED]**

Mayor Smith introduced the following joint Resolution regarding appropriations and operation of the Jackson-Madison Civil Defense. On the motion of Commissioner Bailey, seconded by Commissioner Langford, the Resolution was unanimously adopted, as follows:

**JOINT RESOLUTION**

**WHEREAS**, the City of Jackson and the Quarterly County Court of Madison County, Tennessee desire to create the Jackson-Madison County Civil Defense Organization as authorized by Section 7-601 et seq., Tennessee Code Annotated, to define its authority, to provide for appropriation and the operation of such organization.

Be it jointly resolved by the Board of Commissioners of the City of Jackson and the Quarterly County Court of Madison County, Tennessee as follows:

**SECTION 1.** There is hereby created the Jackson-Madison County Civil Defense Organization which shall be a joint operation of the City of Jackson and the County of Madison for the purpose of organizing and directing civil defense for the citizens of the City of Jackson and Madison County, Tennessee, outside of Jackson.

**SECTION 2.** In accordance with applicable Federal and State of Tennessee laws, the Jackson-Madison County Civil Defense Organization is hereby authorized to assist the regular government of the City of Jackson, when requested to do so by the Mayor of the City of Jackson, and the regular government of Madison County, Tennessee in areas outside the corporate limits of the City of Jackson, when requested by the County Judge of Madison County, Tennessee, as may be necessary due to emergencies or disasters resulting from enemy or natural causes which occur affecting the lives, health, safety, welfare and property of the citizens of the City of Jackson, or the citizens of Madison County, Tennessee outside the corporate limits of the City of Jackson. The Jackson-Madison County Civil Defense Organization is hereby authorized, when requested to do so by the Mayor or County Judge as set out above, to perform such duties and functions as may be necessary on account of such disasters. The Jackson-Madison County Civil Defense Organization is hereby designated the official agency to assist regular forces of the City and/or County, upon request to do so by the Mayor and/or County Judge as set out above, in time of such emergencies.

**SECTION 3.** The Jackson-Madison County Civil Defense Organization shall be responsible for preparation and readiness for emergency plans and procedures to be used in the event of enemy caused and natural emergencies arising in the City of Jackson and/or Madison County, Tennessee, to promulgate and coordinate such emergency plans to applicable agencies of the City or County and/or private enterprises.

**SECTION 4.** The office of the director of the Civil Defense of the City of Jackson and Madison County, Tennessee is hereby created. The director shall have overall responsibility for the

preparation of all plans, recruitment and training of volunteer personnel. All local civil defense plans will be in consonance with plans of the State of Tennessee Civil Defense Office and shall be approved by such State office. The director shall be responsible to the Board of Commissioners of the City of Jackson, and to the Quarterly County Court of Madison County, Tennessee, or, in emergencies to the County Judge of Madison County, Tennessee for the execution of the authorities, duties and responsibilities of the Jackson-Madison County Civil Defense Organization and for the preparation of all plans and administrative regulations and for recruitment and training of volunteer personnel.

**SECTION 5.** The Jackson-Madison County Civil Defense Corps is hereby created. The Corps shall be under the direction of the Director of Civil Defense and his staff members: It shall consist of volunteer workers whose duties and responsibilities shall be outlined in the Civil Defense Emergency Plan.

**SECTION 6.** The activities of the Jackson-Madison County Civil Defense Organization and of the Jackson-Madison County Civil Defense Corps, performed upon request of the Mayor of the City of Jackson or of the County Judge of Madison County, Tennessee in time of emergency, are declared to be a governmental function of such City and County for the protection of the public peace, health and safety.

**SECTION 7.** No officer, agent or member of the Jackson-Madison County Civil Defense Organization or of the Jackson-Madison County Civil Defense Corps shall obligate or expend any public funds of the City of Jackson or Madison County, Tennessee, nor enter into any contract purporting to bind the City of Jackson or Madison County, Tennessee.

**SECTION 8.** The director of Civil Defense shall disburse such monies as may be provided annually by appropriation of the City and County for the operation of the Jackson-Madison County Civil Defense Organization. Such disbursements shall be subject to the control of the City Recorder and/or the Trustee of the County. All funds shall be disbursed upon vouchers properly executed by the said Director and same shall be audited annually by auditors selected by the County Judge and the Mayor of the said County and City respectively. The said director shall prepare and submit annually a budget for the operation of such organization to the said City and County. The said Director is hereby authorized to accept for the said Jackson-Madison County Civil Defense Organization federal contributions in money, equipment or otherwise when available or State contributions or from individuals of other organizations, such contributions in money, equipment or otherwise to be reported upon receipt of same to the County Judge and to the Mayor of the said County and City respectively, such contributions to become subject to audit as aforesaid.

**SECTION 9.** That this joint resolution take effect immediately following its adoption by the Board of Commissioners of the City of Jackson and of the Quarterly County Court of Madison County, Tennessee, the public welfare requiring it.

**[EDITED]**

**[SIGNED]**

***Excerpt from:***

**REGULAR MEETING  
May 2, 1967**

The Board of Commissioners of the City of Jackson, Tennessee met in regular session at 10 a.m., Tuesday, May 2, 1967 in the boardroom at City Hall.

There were present Mayor Smith, Commissioners Langford and Bailey, Duncan, Planning Director, Rice, City Attorney, and Spain, City Recorder.

Minutes of the recessed meeting of April 25 and minutes of the regular meetings of April 25, and 28, 1967 were approved and signed.

***[EDITED]***

***[SIGNED]***

**EXCERPT:**

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**QUARTERLY MINUTES, RECESSED SESSION, CONVENEED APRIL 24TH 1967**

STATE OF TENNESSEE  
MADISON COUNTY.

QUARTERLY COUNTY COURT OF MADISON COUNTY, TENNESSEE, IN RECESSED REGULAR SESSION ASSEMBLED ON THIS APRIL 24, 1967, COUNTY COURT ROOM, 9; 00 A. M.

PRESENT AND PRESIDING HONORABLE HUGH HARVEY, JUDGE OF SAID COURT, AND THE FOLLOWING, MAGISTRATES PRESENT AND PARTICIPATING, NAMELY:

WILLIAM B. FISHER	ROE BOONE	R. A. PENNINGTON	ROBERT HARDEE
VANDEN GRIFFIN	PERRY POPE	HARRIS SMITH	R. H. KIRBY
W. NEAL ROLLINS	R. E. GEORGE	HAL WALLACE	W. JERRY SMITH
CURTIS MCMILLAN	ERNEST R. DIKE JR.	ROY B. MORGAN	LESTER W. REINKE
NEIL BIVEN5	HUGH BLACKMON	ROBERT GRAVES JR.	JAY T. BOND
FRED HARRIS	ROBERT F. BEASLEY	R. R. HANEY	CARL M. BAIN

ARTHUR D.JDHNSON JR. JAMES OTHA MANLEY FRANK UPTON.

ABSENT:

JOE NIP MCKNIR.HT JOHN W. PARHAM ATLAS W. TURNER D. E. WARD

EMMET GUY SHERIFF AND FRANKLIN IVEY CLERK, WERE ALSO PRESENT MEETING WAS CALLED TO ORDER BY COUNTY JUDGE

COURT OPENED WITH PRAYER LED BY ESQUIRE LESTER W. REINKE UPON CALL OF THE ROLL THE JUDGE DECLARED A QUORUM PRESENT AND THE COURT OPEN TO TRANSACT ANY BUSINESS THAT MIGHT COME BEFORE IT.

**RE-CONSIDER APPROVING CHAPTER 39 OF  
THE 1967 PRIVATE ACTS OF TENNESSEE.**

MOTION MADE BY ESQUIRE W. JERRY SMITH, SECONDED BY ESQUIRE LESTER W. REINKE, THAT THE COURT RE-CONSIDER ACTION TAKEN AT THE APRIL 17TH REGULAR SESSION, REGARDING THE APPROVAL OF CHAPTER 39 OF THE 1967 PRIVATR ACTS OF TENNESSEE.

MOTION CARRIED ON ROLL CALL VOTE OF 22 FOR, 2 OPPOSED AND 3 PASSING.

**CIVIL DEFENSE  
JOINT RESOLUTION**

**(COPY)**

MOTION MADE BY ESQUIRE FRANK UPTON, SECONDED BY ESQUIRE LESTER W. REINKE, THAT THE FOREGOING CIVIL DEFENSE -JOINT RESOLUTION, BE ADOPTED.

MOTION CARRIED BY ROLL CALL VOTE OF 26 TO 1.

## CIVIL DEFENSE

### JOINT RESOLUTION

**WHEREAS**, THE CITY OF JACKSON AND THE QUARTERLY COUNTY COURT OF MADISON COUNTY, TENNESSEE DESIRE TO CREATE THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION AS AUTHORIZED BY SECTION 7-601 ET SEQ., TENNESSEE CODE ANNOTATED, TO DEFINE ITS AUTHORITY, TO PROVIDE FOR APPROPRIATION AND THE OPERATION OF SUCH ORGANIZATION.

**BE IT JOINTLY RESOLVED** BY THE BOARD OF COMMISSIONERS OF THE CITY OF JACKSON AND THE QUARTERLY COUNTY COURT OF MADISON COUNTY, TENNESSEE AS FOLLOWS:

**SECTION 1.** THERE IS HEREBY CREATED THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION WHICH SHALL BE A JOINT OPERATION OF THE CITY OF JACKSON AND THE COUNTY OF MADISON FOR THE PURPOSE OF ORGANIZING AND DIRECTING CIVIL DEFENSE FOR THE CITIZENS OF THE CITY OF JACKSON AND MADISON COUNTY, TENNESSEE ,OUTSIDE OF JACKSON.

**SECTION 2.** IN ACCORDANCE WITH APPLICABLE FEDERAL AND STATE OF TENNESSEE LAWS, THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION IS HEREBY AUTHORIZED TO ASSIST THE REGULAR GOVERNMENT OF THE CITY OF JACKSON ) WHEN REQUESTED TO DO SO BY THE MAYOR OF THE CITY OF JACKSON.,AND THE REGULAR GOVERNMENT OF MADISON COUNTY, TENNESSEE OUTSIDE THE CORPORATE LIMITS OF THE CITY OF JACKSONWHEN REQUESTED BY THE COUNTY JUDGE OF MADISON COUNTY, TENNESSEE, AS MAY BE NECESSARY DUE TO EMERGENCIES OR DISASTERS RESULTING FROM ENEMY OR NATURAL CAUSES WHICH OCCUR AFFECTING THE LIVES, HEALTH, SAFETY, WELFARE AND PROPERTY OF THE CITIZENS OF THE CITY OF JACKSONOR THE CITIZENS OF MADISON COUNTY, TENNESSEE OUTSIDE THE CORPORATE LIMITS OF THE CITY OF JACKSON. THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION IS HEREBY AUTHORIZED WHEN REQUESTED TO DO SO BY THE MAYOR OR COUNTY TUDGE AS SET OUT ABOVE ,,TO PERFORM SUCH DUTIES AND FUNCTION AS MAY BE NECESSARY ON ACCOUNT OF SUCH DISASTERS. THE JACKSONMADISON COUNTY CIVIL DEFENSE ORGANIZATION IS HEREBY DESIGNATED THE OFFICIAL AGENCY TO ASSIST REGULAR FORCES OF THE CITY AND/OR COUNTY, UPON REQUEST TO DO SO BY THE MAYOR AND/OR COUNTY JUDGE AS SET OUT ABOVE, IN TIME OF SUCH EMERGENCIES.

**SECTION 3.** THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION SHALL BE RESPONSIBLE FOR PREPARATION AND READINESS FOR EMERGENCY PLANS AND PROCEDURES TO BE USED IN THE EVENT OF ENEMY CAUSED AND NATURAL EMERGENCIES ARISING IN THE CITY OF JACKSON AND/OR MADISON COUNTY, TENNESSEE, TO PROMULGATE AND COORDINATE SUCH EMERGENCY PLANS TO APPLICABLE AGENCIES OF THE CITY OR COUNTY AND/OR PRIVATE ENTERPRISES.

**SECTION 4.** THE OFFICE OF THE DIRECTOR OF THE CIVIL DEFENSE OF THE CITY OF JACKSON AND MADISON COUNTY, TENNESSEE IS HEREBY CREATED. THE DIRECTOR SHALL HAVE OVERALL RESPONSIBILITY FOR THE PREPARATION OF ALL PLANS, RECRUITMENT AND TRAINING OF VOLUNTEER PERSONNEL. ALL LOCAL CIVIL DEFENSE PLANS WILL BE IN CONSONANCE WITH PLANS OF THE STATE OF TENNESSEE CIVIL DEFENSE OFFICE AND SHALL BE APPROVED GY SUCH STATE OFFICE. THE DIRECTOR SHALL BE RESPONSIBLE TO THE BOARD OF COMMISSIONERS OF THE CITY OF JACKSON.AND TO THE QUARTERLY COUNTY COURT OF MADISON COUNTY, TENNESSEE)OR.IN EMERGENCIES TO THE COUNTY JUDGE OF MADISON COUNTY, TENNESSEE, FOR THE EXECUTION OF THE AUTHORITIES, DUTIES AND RESPONSIBILITIES OF THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION AND FOR THE PREPARATION OF ALL PLANS AND ADMINISTRATIVE REGULATIONS AND FOR RECRUITMENT AND TRAINING OF VOLUNTEER PERSONNEL.

**SECTION 5.** THE JACKSON-MADISON COUNTY CIVIL DEFENSE CORPS IS HEREBY CREATED. THE CORPS SHALL BE UNDER THE DIRECTION OF THE DIRECTOR OF CIVIL DEFENSE AND HIS STAFF MEMBERS: IT SHALL CONSIST OF VOLUNTEER WORKERS WHOSE DUTIES AND RESPONSIBILITIES SHALL BE OUTLINED IN THE CIVIL DEFENSE EMERGENCY PLAN.

**SECTION 6.** THE ACTIVITIES OF THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION AND OF THE JACKSON-MADISON COUNTY CIVIL DEFENSE CORPS, PERFORMED UPON REQUEST OF THE MAYOR OF THE CITY OF JACKSON OR OF THE COUNTY JUDGE OF

MADISON COUNTY, TENNESSEE IN TIME OF EMERGENCY ARE DECLARED TO BE A GOVERNMENTAL FUNCTION OF SUCH CITY AND COUNTY FOR THE PROTECTION OF THE PUBLIC PEACE, HEALTH AND SAFETY.

**SECTION 7.** NO OFFICER, AGENT OR MEMBER OF THE JACKSONMADISON COUNTY CIVIL DEFENSE ORGANIZATION OR OF THE JACKSONMADISON COUNTY CIVIL DEFENSE CORPS SHALL OBLIGATE OR EXPEND ANY PUBLIC FUNDS OF THE CITY OF JACKSON OR MADISON COUNTY, TENNESSEE, NOR ENTER INTO ANY CONTRACT PURPORTING TO BIND THE CITY OF JACKSON OR MADISON COUNTY, TENNESSEE.

**SECTION 8.** THE DIRECTOR OF CIVIL DEFENSE SHALL DISBURSE SUCH MONIES AS MAY BE PROVIDED ANNUALLY BY APPROPRIATION OF THE CITY AND COUNTY FOR THE OPERATION OF THE JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION. SUCH DISBURSEMENTS SHALL BE SUBJECT TO THE CONTROL OF THE CITY RECORDER AND/OR THE TRUSTEE OF THE COUNTY. ALL FUNDS SHALL BE DISBURSED UPON VOUCHERS PROPERLY EXECUTED BY THE SAID DIRECTOR AND SAME SHALL BE AUDITED ANNUALLY BY AUDITORS SELECTED BY THE COUNTY JUDGE AND THE MAYOR OF THE SAID COUNTY AND CITY RESPECTIVELY. THE SAID DIRECTOR SHALL PREPARE AND SUBMIT ANNUALLY A BUDGET FOR THE OPERATION OF SUCH ORGANIZATION TO THE SAID CITY AND COUNTY. THE SAID DIRECTOR IS HEREBY AUTHORIZED TO ACCEPT FOR THE SAID JACKSON-MADISON COUNTY CIVIL DEFENSE ORGANIZATION FEDERAL CONTRIBUTIONS IN MONEY, EQUIPMENT OR OTHERWISE WHEN AVAILABLE OR STATE CONTRIBUTIONS OR FROM INDIVIDUALS OF OTHER ORGANIZATIONS, SUCH CONTRIBUTIONS IN MONEY, EQUIPMENT OR OTHERWISE TO BE REPORTED UPON RECEIPT OF SAME TO THE COUNTY JUDGE AND TO THE MAYOR OF THE SAID COUNTY AND CITY RESPECTIVELY, SUCH CONTRIBUTIONS TO BECOME SUBJECT TO AUDIT AS AFORESAID.

**SECTION 9.** THAT THIS JOINT RESOLUTION TAKE EFFECT IMMEDIATELY FOLLOWING ITS ADOPTION BY THE BOARD OF COMMISSIONERS OF THE CITY OF JACKSON AND OF THE QUARTERLY COUNTY COURT OF MADISON COUNTY, TENNESSEE, THE PUBLIC WELFARE REQUIRING IT.

## **AGREEMENTS AND MEMORANDA OF UNDERSTANDING**

**The following pages include all applicable Memoranda of Understanding with the City of Jackson and Madison County.**

**The signatures from the signed original documents have been scanned in order to include them in the electronic version of the Plan. The following pages are not copies of the actual document but renderings of the electronic document with the scanned signatures.**

**The original, signed documents remain on file in the EMA office.**

The Basic Plan (BEOP) section ends with these documents.

**MEMORANDUM OF UNDERSTANDING**

WHEREAS, the City of Jackson and Madison County, Tennessee is aware that in the event of a major hazardous materials incident occurring within the city or county, government equipment resources and personnel might not be sufficient to meet the needs of citizens, and

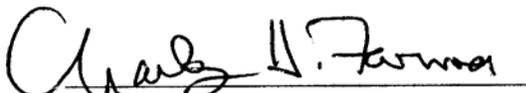
WHEREAS, it is the desire of the City of Jackson and Madison County, Tennessee to supplement these needs should either or both be the affected area, and

WHEREAS, Ferguson Brothers Exxon Distributors of Jackson has agreed to provide the necessary gasoline and oil service to emergency service vehicles located at the staging areas designated in the Jackson-Madison County S.A.R.A. Title III Hazardous Materials Response Plan, and

WHEREAS, it is understood that the cost of the service provided by the Ferguson Brothers Exxon will be reimbursed by either the City of Jackson or Madison County depending upon the affected areas, and

THEREFORE, be it understood by all parties entering into this memorandum of understanding that approval of the Mayor of the City of Jackson and the Mayor of Madison County must be obtained prior to initiating this document.

Witness our hands on this fourth day of August in the year 2000

  
MAYOR, CITY OF JACKSON

  
EXXON DISTRIBUTOR

  
MAYOR, COUNTY OF MADISON

**MEMORANDUM OF UNDERSTANDING**

WHEREAS, The Jackson Area Chapter of the American Red Cross has the responsibility of providing shelter, feeding, health services and other items of comfort to disaster victims of Jackson-Madison County, and

WHEREAS, The Jackson-Madison County Emergency Management Agency has the responsibility to provide physical facilities in support of the Jackson Area Chapter of the American Red Cross in discharging its duty to the citizens of Jackson-Madison County, and

WHEREAS, the designation of shelter and feeding stations within the City of Jackson and Madison County will be a joint responsibility of the Jackson Area Chapter of the American Red Cross and the Jackson-Madison County Emergency Management Agency, and

WHEREAS, the most logical location for emergency shelters and feeding stations would be the public schools of Jackson-Madison County, it is hereby agreed by the Superintendent of the Jackson-Madison County Board of Education that certain areas and facilities within the schools be designated for use by the Jackson-Madison County Emergency Management Agency and the Jackson Area Chapter of the American Red Cross during a declared emergency or disaster situation, and

THEREFORE, The Jackson-Madison County Emergency Management Agency agrees to provide and coordinate with the Superintendent of the Jackson-Madison County Board of Education and the American Red Cross a plan of utilization of aforementioned school facilities. The utilization plan shall be approved by the Jackson-Madison County Board of Education prior to adoption, and

WHEREUPON, the Jackson Area Chapter of the American Red Cross agrees to provide staffing, food and supervision of shelter areas.

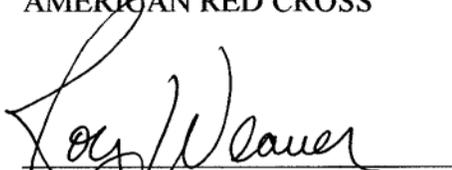
Witness our hands on this fourth day of August in the year 2000



**CHAPTER MANAGER,  
JACKSON AREA CHAPTER  
AMERICAN RED CROSS**



**DIRECTOR,  
JACKSON-MADISON COUNTY  
EMERGENCY MANAGEMENT  
AGENCY**



**SUPERINTENDENT,  
JACKSON-MADISON COUNTY  
BOARD OF EDUCATION**

**MEMORANDUM OF UNDERSTANDING**

WHEREAS, the City of Jackson and Madison County, Tennessee is aware that in the event of a major hazardous materials incident occurring within the city or county, government equipment resources and personnel might not be sufficient to meet the needs of citizens, and

WHEREAS, it is the desire of the City of Jackson and Madison County, Tennessee to supplement these needs should either or both be the affected area, and

WHEREAS, The Jackson-Madison County School System has agreed to provide staging areas for incoming emergency service located at North Side High School and South Side High School, and

WHEREAS, The Jackson-Madison County Board of Education agreed to provide facility managers for the staging areas listed above, these facility managers will be either the principals of said schools or assistant principals, and

WHEREAS, it is understood that facility managers will not and cannot be held responsible or liable for any accidents or injuries incurred on school property when said school is being utilized as a staging area nor will they be held responsible for dispatching on any operational function during emergency, and

THEREFORE, be it understood by all parties entering into this memorandum of understanding that approval of the Jackson-Madison County Board of Education has been obtained prior to initiating this document.

Witness our hands on this fourth day of August in the year 2000

  
\_\_\_\_\_  
SUPERINTENDENT, JACKSON-  
MADISON COUNTY BOARD  
OF EDUCATION

  
\_\_\_\_\_  
MAYOR, COUNTY OF MADISON

**MEMORANDUM OF UNDERSTANDING**

WHEREAS, the City of Jackson and Madison County, Tennessee is aware that in the event of a major hazardous materials incident occurring within the city or county, government equipment resources and personnel might not be sufficient to meet the needs of citizens, and

WHEREAS, it is the desire of the City of Jackson and Madison County, Tennessee to supplement these needs should either or both be the affected area, and

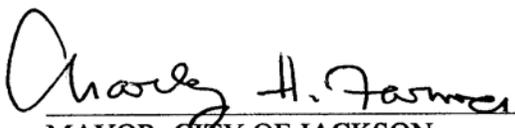
WHEREAS, the Bob Parker Wrecker Service of Jackson has agreed to provide the necessary wrecker or towing service to emergency service vehicles located at the staging areas designated in the Jackson-Madison County S.A.R.A. Title III Hazardous Materials Response Plan, and

WHEREAS, it is understood that the cost of the service provided by the Bob Parker Wrecker Service will be reimbursed by either the City of Jackson or Madison County depending upon the affected areas, and

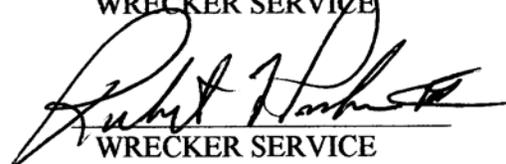
THEREFORE, be it understood by all parties entering into this memorandum of understanding that approval of the Chief Executive or his designated representative must be obtained prior to initiating this document.

Witness our hands on this fourth day of August in the year 2000

Witness our hands on this fourth day of August in the year 2000

  
MAYOR, CITY OF JACKSON

  
MAYOR, COUNTY OF MADISON

  
WRECKER SERVICE  
  
WRECKER SERVICE

## APPENDIX 9 TO THE BASIC PLAN

### LOCAL EMERGENCY MANAGEMENT ASSISTANCE COMPACT

(LEMAC)

West Tennessee Emergency Management Association and the West Tennessee County Executive Association

#### PURPOSE AND AUTHORITY

This compact is a mutual aid agreement developed under the authority of TCA 58-2-101 through 58-2-518, Civil Defense Act of 1951, as amended, and TCA 58-2-601 through 58-2-609, Local Government Emergency Assistance Act of 1987

This compact is made and entered into by and between the participating member Jurisdictions which subscribe to this compact, hereinafter called party jurisdictions.

The purpose of this compact is to provide for mutual assistance between the jurisdictions entering into this compact in managing any emergency or disaster that is duly declared by the chief elected official of the affected jurisdiction( s), whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resources shortages, community disorders, insurgency, terrorism or enemy attack.

This compact shall also provide for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party Jurisdictions or subdivisions of party jurisdictions during emergencies, such actions occurring outside actual declared emergency periods. .

#### GENERAL IMPLEMENTATION

Each party jurisdiction entering into this compact recognizes many emergencies transcend political jurisdictional boundaries and that intergovernmental coordination is essential in managing these and other emergencies under this compact. Each jurisdiction further recognizes that there will be emergencies which require immediate access and present procedures to apply outside resources to make a prompt and effective response to such an emergency. Few, if any individual jurisdictions have all the resources they may need in all types of emergencies or the capability of delivering resources to areas where emergencies exist.

The prompt, full, and effective utilization of resources of the participating jurisdictions, including any resources on hand or available from the State or Federal Government or any other source, that are essential to the safety, care, and welfare of the people in the event of any emergency or disaster declared by a party county, shall be the underlying principle which all articles of this compact shall be understood.

On behalf of the Chief Executive Officer (County Executive or Mayor) of each jurisdiction participating in the compact, the legally designated official who is assigned responsibility for emergency management in the county will be responsible for formulation of the appropriate inter-jurisdictional mutual aid plans and procedures necessary to implement this compact.

General guidelines and operational Standard Operating Procedures will be developed and maintained by the West Tennessee Emergency Management Association and will be governed by a operational committee made up of Emergency Management Directors and an executive committee made up of the WTEMA Executive Committee.

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## LOCAL EMERGENCY MANAGEMENT ASSISTANCE COMPACT

### PARTY JURISDICTION RESPONSIBILITIES

- A. It shall be the responsibility of each party county to formulate procedural plans and programs for inter-jurisdictional cooperation in the performance of the responsibilities listed in this article. In formulating such plans, and in carrying them out, the party jurisdictions, insofar as practical, shall:
- i. Review individual county and state hazards analyses and, to the extent reasonably possible, determine all those potential emergencies the party jurisdictions might jointly suffer, whether due to natural disaster, technological hazard, and man-made disaster, emergency aspects of resources shortages, civil disorders, insurgency, or enemy attack.
  - ii. Review party jurisdictions' individual emergency plans and develop a plan which will determine the mechanism for the inter-jurisdictional management and provision of assistance concerning any potential emergency.
  - iii. Develop inter-jurisdictional procedures to fill any identified gaps and to resolve any identified inconsistencies or overlaps in existing or developed plans.
  - iv. Assist in warning communities adjacent to, or crossing the county boundaries.
  - v. Protect and assure uninterrupted delivery of services, medicines, water, food, energy and fuel, search and rescue, and critical lifeline equipment, services, and resources, both human and material.
  - vi. Inventory and set procedures for the inter-jurisdictional loan and delivery of human and material resources, together with procedures for reimbursement or forgiveness.
  - vii. Provide, to the extent authorized by law for temporary suspension of any local statutes.
- A. The authorized representative of the party jurisdiction may request assistance of another party jurisdiction by contacting the authorized representative of that jurisdiction. The provision of this agreement shall only apply to requests for assistance made by and to authorize representatives. Request may be verbal or in writing. If verbal, the request must be confirmed in writing within 30 days of the verbal request. Request shall provide the following information.
- i. A description of the emergency service function for which assistance is needed, such as but not limited to emergency management, fire, hazardous materials services, law enforcement, emergency medical, transportation, communications, public works and engineering, building inspection, planning and information assistance, mass care, resource support, health and medical services and search and rescue.
  - ii. The amount and type of personnel, equipment, materials and supplies needed, and a reasonable estimate of the length of time they will be needed.

## **LOCAL EMERGENCY MANAGEMENT ASSISTANCE COMPACT**

- iii. The specific place and time for staging of the assisting party's response and a point of contact at that location.
- C. There shall be frequent consultation between local officials who have assigned emergency management responsibilities and other appropriate representatives, of the party jurisdictions with other affected jurisdictions and the State and U.S. Government, with free exchange of information, plans and resource records relating to emergency capabilities.

### **LIMITATIONS**

Any party county requested to render mutual aid or conduct exercises and training for mutual aid shall take such action as is necessary to provide and make available the resources covered by this compact in accordance with the terms hereof; provided that it is understood that the jurisdiction rendering aid may withhold resources to the extent necessary to provide reasonable protection for such jurisdiction or that such conditions exist that prevent safe travel by rendering jurisdiction to the affected jurisdiction. Each party jurisdiction shall afford to the emergency forces of any party jurisdiction, while operating within its jurisdictional limits under the terms and conditions of this compact, the same powers (except that of arrest unless specifically authorized by the receiving jurisdiction), duties, rights and privileges as are afforded forces of the jurisdiction, in which they are performing emergency services. Emergency forces will continue under the command and control of their regular leaders, but the organizational units will come under the operational control of the emergency services authorities of the jurisdiction receiving assistance. These conditions may be activated, as needed, only subsequent to a declaration of a state of emergency or disaster by the Chief Executive Officer of the party jurisdiction that is to receive assistance or commencement of exercises or training for mutual aid and shall continue so long as the exercises or training for mutual aid are in progress, the state of emergency or disaster remains in effect or loaned resources remain in the receiving jurisdiction( s), whichever is longer.

### **LICENSES AND PERMITS**

Whenever any person holds a license, certificate, or other permit issued by any jurisdiction or county party to this compact evidencing the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the receiving party jurisdiction, such person shall be deemed licensed, certified, or permitted by the jurisdiction requesting assistance to render aid involving such skill to meet a declared emergency or disaster, subject to such limitations and conditions as the Chief Executive of the requesting jurisdiction may prescribe by executive order or otherwise.

### **LIABILITY**

Officers or employees of a party jurisdiction rendering aid in another jurisdiction pursuant to this compact shall be considered agents of the requesting jurisdiction for tort liability and immunity purposes; and no party jurisdiction or its officers or employees rendering aid in another jurisdiction pursuant to this compact shall be liable on account of any act or omission in good faith on the part of such forces while so engaged or on account of the maintenance or use of any equipment or supplies in connection therewith. Good faith in this article shall not include willful misconduct, gross negligence, or recklessness.

## **LOCAL EMERGENCY MANAGEMENT ASSISTANCE COMPACT**

### **SUPPLEMENTARY AGREEMENTS**

Inasmuch as it is probable that the pattern and detail of the machinery for mutual aid among two or more jurisdictions may differ from that among the jurisdictions that are party hereto, this instrument contains elements of a broad base common to all jurisdictions, and nothing herein contained shall preclude any jurisdiction from entering into supplementary agreements with another jurisdiction or affect any other agreements already in force between jurisdictions. Supplementary agreements may comprehend, but shall not be limited to, provisions for evacuation and reception of injured and other persons and the exchange of medical, fire, police, public utility, reconnaissance, welfare, transportation and communications personnel, and equipment and supplies.

### **COMPENSATION**

Each party jurisdiction shall provide for the payment of compensation and death benefits to injured members of the emergency forces of that jurisdiction and representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this compact, in the same manner and on the same term as if the injury or death were sustained within their own jurisdiction. This covers only those that are normally covered by the jurisdictions normal policy and procedures.

### **REIMBURSEMENT**

No compensation will be paid by the parties under this compact for mutual aid assistance rendered. It is the intent of the parties that operations pursuant to this agreement will be financed and budgeted for by each of the respective parties. The respective parties agree that no claim for compensation will be made by a party jurisdiction for loss, damage, or personal injury occurring in consequence of (1) mutual aid assistance rendered under this agreement or (2) the failure to provide mutual aid assistance under this agreement, and all such rights or claims are hereby expressly waived. Expense, damages, or other cost may be considered as a loan of such equipment or donated such services to the receiving party jurisdiction without charge or cost. Supplementary agreements may be established between counties providing for cost reimbursement for any service in whole or in part for such loss, damages, expense, or other cost, or may loan such equipment on a jurisdiction by jurisdiction and incident by incident agreement.

LOCAL EMERGENCY MANAGEMENT ASSISTANCE COMPACT

VALIDITY

This mutual aid compact *I* agreement shall become operative immediately upon its validation by any two (2) jurisdictions; thereafter, this compact shall become effective as to any other jurisdiction upon its enactment by such jurisdiction.

Duly authenticated copies of this compact and of such supplementary agreements as may be entered into shall, at the time of their approval, be deposited with each of the party jurisdictions, the West Tennessee Emergency Management Association and other appropriate agencies of state and federal government.

This compact shall continue in force and remain binding on each party jurisdiction until the Chief Elected Omcial of such party jurisdiction takes action to withdraw there from. Such action shall not relieve the withdrawing jurisdiction from obligation assumed hereunder prior to the effective date of the withdrawal and shall not be effective until 30 days after notice thereof has been sent by the Chief Elected Omcial of the party jurisdiction desiring to withdraw to the other party jurisdictions.

This mutual aid compact shall be construed to effectuate the purposes stated in Purpose and Authority hereof. If any provision of this compact is declared unconstitutional, or the applicability thereof to any person or circumstance is held invalid, the constitutionality of the remainder of this compact and the applicability thereof to other persons and circumstances shall not be affected thereby

.Signed by the Chief Executive Officer of Madison County, Tennessee

**This the 27 day of January, 2003**



\_\_\_\_\_  
*Mayor of Madison County, Tennessee*

Placed in the local Emergency Management Plan for MADISON County this the  
27 day of January, 2003 .



\_\_\_\_\_  
*Jackson-Madison County Director of Emergency Management*



\_\_\_\_\_  
*Mayor of City of Medon, Tennessee*

# **TERRORISM/WMD ANNEX**

Lead Agency for Crisis Management: Madison County Sheriff's/Jackson Police Depts.

Lead Agency for Consequence Management: Jackson-Madison County EMA Agency

Support Agencies: Jackson-Madison County Health Department  
Madison County/Jackson Fire Depts.  
Jackson-Madison County Emergency Medical Services  
Jackson-Madison County Hospital/Medical Center  
Madison County Highway Dept.  
Jackson Street/Public Works Dept.  
Jackson-Madison County Public Gas, Water, Electric Depts.

## **INTRODUCTION**

Terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion or ransom. Terrorist often use threats to create fear among the public, to try to convince citizens that their government is powerless to prevent terrorism, and to get immediate publicity for their causes.

Acts of terrorism range from threats of terrorism, assassinations, kidnappings, hijackings, bomb scares and bombings, cyber attacks (computer based), to the use of chemical, biological and nuclear weapons.

High-risk targets include military and civilian government facilities, international airports, large cities and high profile landmarks. Terrorists might also target large public gatherings, water and food supplies, utilities and corporate centers. Further, they are capable of spreading fear by sending explosives or chemical and biological agents through the mail.

This Annex of the Jackson-Madison County Emergency Operations Plan (EOP) supports the Terrorism Annex of the Tennessee Emergency Management Plan (TEMP) and the Federal National Response Plan (NRP). It addresses direction and control, coordination, operations and follow-through during response to an act or the threat of an act of terrorism. The Annex addresses both Crises Management and Consequence Management and provides checklist for use before, during, and after such incidents and guidelines for responsibilities for agencies and personnel.

**Crisis Management:** Includes measures to identify, acquire, and plan for the use of resources in anticipation, prevention, **protection** and/or resolution of a threat or act of terrorism. Crisis Management is predominantly a law enforcement response but may be conducted by agencies within the federal **Department** of Homeland Security or the state law agencies tasked by the Tennessee Office of Homeland Security or Homeland Security Council in coordination with local law enforcement authorities. By law, primary authority to prevent, **protect** and respond to acts of terrorism resides with the federal government, while state and local governments provide assistance as needed. Technical operations and federal consequence management may support federal crisis management response concurrently. **The Department of Homeland Security utilizes Threat Conditions to represent an increasing level of risk of a terrorist attack, GREEN, BLUE, YELLOW, ORANGE and RED. For planning purposes, the Office of Homeland Security considers YELLOW to be the normal Threat Condition level. These are defined in the Concept of Operations Section and recommended Preventive and Protective Measures are included in the Terrorism Guidelines Appendix to this Annex.**

**Consequence Management:** Includes measures to protect public health, safety, restore essential services and provide emergency relief to jurisdictions, businesses and individuals affected by the consequences of acts of terrorism. The primary authority to respond to the consequences of disaster belong **to state and local governments**. The local Emergency Operations Plan is the foundation for emergency response for the community and will be utilized for response under this Annex.

This Annex does not supercede existing local or state laws governing emergency operations.

**PURPOSE:**

This Annex describes the local government’s concept of operations for providing assistance to prevent a terrorist act, incident, and/or domestic militant act of violence by identifying specialized services to address the consequences of terrorism. This Annex describes crises management, as well as the polices and relationships used to coordinate both crises and consequence management. The Annex addresses unique polices, assumptions, relational structures, responsibilities, and actions applied in consequence management.

**POLICIES:**

Local, State, and Federal Lead Agencies:

**Local Lead Agencies**

Crisis Management: Madison County Sheriff/Jackson Police Dept.

Consequence Management: Jackson-Madison County Emergency Management

### **State Lead Agencies:**

Crisis Management:	Tennessee Bureau of Investigation Tennessee Office of Homeland Security
Consequence Management:	Tennessee Emergency Management Agency

### **Federal Lead Agencies:**

Crisis Management:	Department of Homeland Security, FBI
Consequence Management:	Department of Homeland Security, FEMA

### Lead Agency Responsibilities:

**Crisis Management:** At the Federal Level, the Department of Homeland Security, the FBI, and the Department of Justice share the responsibilities for counter-terrorism within the United States. At the State level, **the Tennessee Bureau of Investigation, the Tennessee Department of Safety, and the Tennessee Office of Homeland Security, are the agencies which will coordinate crisis management in the State of Tennessee (Detect, Prevent, Deter an act of terrorism.)** Locally, Jackson-Madison County Sheriff or the Jackson Police Department is the authority for local coordination of crisis management. It is expected that depending upon the size and nature of the incident all three levels of authority may be expected to coordinate their activities during certain circumstances.

**Consequence Management:** Local Emergency Management is the agency that will coordinate response and recovery under consequence management in accordance with the local EOP. The Tennessee Emergency Management Agency (TEMA) is the primary agency for state coordination of consequence management for a terrorist incident. TEMA will use the emergency management organizational relationships of the TEMP to coordinate state assistance to local governments for consequence management. TEMA retains the responsibility for coordinating state and local operations with the Federal Coordinating Officer as directed in the Stafford Act. The Federal Emergency Management Agency (FEMA) remains the federal lead agency for coordination of federal support to the state for consequence management, and retains the responsibility throughout the federal response operations.

## **PLANNING ASSUMPTIONS AND CONSIDERATIONS**

In planning for and responding to a terrorist incident, emergency managers and responders will find considerations unique to the emergency. **The Office of Homeland Security recommends considering Threat Level YELLOW to be the normal.** Those providing leadership for the responders must give consideration to the physical safety of those who are responding to the emergency. The quickly escalating, multi-agency nature of the terrorism-incident response requires additional coordination. All responders must be aware of a need to preserve evidence as well as interact with media. Special consideration should be given to victim's needs and rights, including confidentiality.

Local, State, and Federal responders are likely to have overlapping responsibilities such as controlling access to the incident area, targeting public information messages, assigning operational sectors for responding agencies and assessing potential effects on the population and the environment. Different areas of the incident perimeter and different layers of the area may have different agencies controlling access. This layering may impede the overall response if not adequately coordinated.

In the event that the county declares a terrorist incident, a representative from TEMA will respond to the county Incident Command Post to offer advice and if asked, provide state resources to cover gaps in the local response capabilities. This same representative will assist in assessing needs beyond the state's capabilities and begin to coordinate request for federal assistance and response to the scene.

Terrorism generally falls into one of the following areas;

- Nuclear and Radiological Terrorism
- Chemical Terrorism
- Biological Terrorism
- Cyber Terrorism
- Agri-terrorism

## **NUCLEAR and RADIOLOGICAL TERRORISM**

Nuclear explosions can cause deadly effects—blinding light, intense heat [thermal radiation], initial nuclear radiation, blast, fires started by the heat plus and secondary fires caused by the destruction. They also produce radioactive particles called fallout that can be carried by wind for hundreds of miles.

Terrorist use of a radiological dispersion device (RDD)—often called “dirty nuke” or “dirty bomb”—is considered far more likely than use of a nuclear device. These radiological weapons are a combination of conventional explosives and radioactive material designed to scatter dangerous and sub-lethal materials over a general area. Such radiological weapons appeal to terrorist because they require very little technical knowledge to build and deploy compared to that of a nuclear device. Also, these radiological materials, used widely in medicine, agriculture, industry and research, are much more readily available and easy to obtain compared to weapons grade uranium or plutonium.

Terrorist use of a nuclear device would probably be limited to a single smaller “suitcase” weapon. The nature of the effects would be the same as a weapon delivered by an inter-continental missile, but the area and severity of the effects would be significantly more limited.

## **CHEMICAL TERRORISM**

Chemical warfare agents are poisonous vapors, aerosols, liquids, or solids that have toxic effects on people, animals, or plants. They can be released by bombs, sprayed from airplanes, boats, or vehicles, or used as a liquid to create a hazard to people and the environment. Some chemical agents may be odorless and tasteless. They can have an immediate effect (a few seconds to a few minutes) or a delayed effect (several hours to several days). While potentially lethal, chemical agents are difficult to deliver in lethal concentrations.

Outdoors, the agents often dissipate rapidly. Chemical agents are also difficult to produce.

There are six types of agents:

- Lung-damaging (pulmonary) agents such as phosgene.
- Cyanide
- Vesicants or blister agents such as mustard.
- Nerve agents such as GA (tabun), GB (sarin), GD (soman), GF, and VX.
- Incapacitating agents such as BZ.
- Riot-control agents (similar to MACE).

## **BIOLOGICAL TERRORISM**

Biological agents are organisms that can kill or incapacitate people, livestock and crops,. The three basic groups of biological agents which would be used as weapons are bacteria, viruses, and toxins.

1. *Bacteria*. Bacteria are small free-living organisms that reproduce by simple division and are easy to grow. The diseases they produce often respond to treatment with antibiotics.
2. *Viruses*. Viruses are organisms which require living cells in which to reproduce and are intimately dependent upon the body they infect, Viruses produce diseases which generally do not respond to antibiotics. However, antiviral drugs are sometimes effective.
3. *Toxins*. Toxins are poisonous substance found in, and extracted from, living plants, animals, or micro-organisms; some toxins can be produced or altered by chemical means. Some toxins can be treated with specific antitoxins and selected drugs.

Most biological agents are difficult to grow and maintain. Many break down quickly when exposed to sunlight and other environmental factors, while other such as anthrax spores are very long lived. They can be dispersed by spraying them in the air, or infecting animals which carry the disease to human as well through food and water contamination.

. **Aerosols**-Biological agents are dispersed into the air, forming a fine mist that may drift for miles. Inhaling the agent may cause disease in people or animals.

. **Animals**-Some diseases are spread by insects and animals, such as fleas, mice, flies, and mosquitoes. Deliberately spreading through livestock is also referred to as agri-terrorism.[More on this later]

. **Food and water contamination**—Some pathogenic organisms and toxins may persist in food and water supplies. Most microbes can be killed, and toxins deactivated, by cooking food and boiling water.

Anthrax spores formulated as a white powder were mailed to individuals in the government and media in the fall of 2001. The effect was to disrupt mail service and to cause widespread fear of handling mail among the public.

Person-to-person spread of a few infectious agents is also possible. Humans have been the source of infection for smallpox, plague, and the Lassa viruses.

## **CYBER TERRORISM**

Cyber terrorism attacks target computer or tele-communications networks of critical infra-structures such as power systems, traffic control systems, or financial systems. Cyber attacks target information technologies (IT) in three different ways. First, is a direct attack against an information system “through the wires” alone (hacking). Second, the attack can be physical assault against a critical IT element. Third, the attack can be from the inside as a result of compromising a trusted party with access to the system.

Services such as electricity, telephones, natural gas, gasoline pumps, cash registers, ATM machines, and internet transactions could be affected.

## **AGRI-TERRORISM**

Agri-terrorism is the malicious use of plant or animal pathogens to cause devastating disease in the agricultural sector. It may also take the form of hoaxes and threats intended to cause public fear of such events.

“Biological weapons are not just a threat to human health. A terrorist armed with animal or plant pathogens also threatens the livestock, poultry, and crops of the agricultural sector, a vital part of the U. S. economy. The fact that a single, determined individual or small group could bring all U. S. beef or wheat exports to a halt underscores the need for increased defense against this threat.”

Infecting a herd of livestock that lives out in the open would be easier than attacking people, and some diseases, such as hoof- and- mouth disease, could spread quickly as producers move and dispense their herds. One aspect of agri-terrorism that differentiates it from biological terrorism aimed at killing or sickening people is that this is essentially

an **economic attack**. Although there are animal diseases that can also infect humans, those diseases are few and in most cases the impact on human health is not serious. The real impact of agri-terrorism is the potential for devastating economical impact.

## CONCEPT OF OPERATIONS

**Crisis Management:** Local county law enforcement provides a response to a range of incidents, including:

- A credible threat, whether verbal, written, intelligence-based or other form
- An act of terrorism
- The presence of an explosive device or WMD capable of causing a significant destructive event confirmed prior to actual loss of life or property. (significant threat)
- The detonation of a device or other destructive event, with or without warning, that results in limited injury or death. (limited consequences, requires state and local consequence management response)
- The detonation of a device or other destructive event, with or without warning, that results in substantial injury or death. (major consequences, requires federal consequence management response)

During Crisis Management phase, Local County Law Enforcement will coordinate closely with the TBI, the FBI, and the Department of Homeland Security to achieve a successful law enforcement resolution to the incident. The local County Law Enforcement will determine what assistance local authorities may need from the State or other agencies to support Crisis Management. Local County law enforcement will coordinate this request through their local EMA. The TBI will coordinate requirements with other state agencies, to include TEMA. As indicated in the National Response Plan, the Department of Homeland Security and the FBI will modify its Command Post to serve as a Joint Operations Center (JOC) as formed under the Incident Command System (ICS) model. The JOC will function under standard ICS with an additional cell for Consequence Management. Representation within these groups will include some Federal, State, and Local County agencies which will have roles in Consequence Management. The Federal agencies in authority will request selected Consequence Management agencies to serve in certain groups.

## **Consequence Management**

### **1. PRE-INCIDENT**

Federal agencies may notify various agencies, including local/county law enforcement, the TBI, and TEMA, of a significant threat of an act of terrorism. Local government may decide to establish a Forward Command Post (FCP) at the scene for coordination between the local Incident Commander and the State representative (normally a TEMA Area Coordinator) and the Federal agencies. The ICS model will be utilized at all times. If a JOC is established, a local EMA representative will work with a TEMA representative to monitor crisis response and providing advice on decisions that will be shared between the Crisis Management and the Consequence Management lead agencies. Although operational decisions will be made cooperatively to the greatest extent possible, the Federal On-Scene Commander retains authority to make crisis management decisions at all times.

As the situation progresses, the County EMA Director may activate the Emergency Operations Center (EOC). Consequences may become imminent. State or Federal assets may be requested to avert or lessen the threat of an event. TEMA may activate the State EOC to provide assistance to the County. Co-locations of Local, State, and Federal agencies may be utilized for a Unified Command.

### **2. TRANS-INCIDENT (Situation involves transition from threat to act)**

If a consequence situation becomes imminent, the consequence management primary agencies will begin to disengage from the JOC. A Joint Information Center (JIC) involving Local County, State, and Federal representatives will be established in the field to respond to the media, members of Congress and foreign governments, Local PIO's will respond to questions from the media for local authorities.

### **3. POST-INCIDENT (Incident without Warning)**

If what appears to be an act of terrorism occurs without warning and produces major consequences, Local County law-enforcement and EMA will initiate crisis and consequence management actions concurrently. County EMA will immediately consult with the County Executive/Mayors office to declare a state of emergency and will enact the procedures as determined in the EOP. During consequence management response, the local EOP will be used to coordinate and manage consequence response.

### **4. DISENGAGEMENT**

If there is no act of terrorism, the consequence management response disengages when the local County EMA Director, in consultation with local law enforcement and TEMA,

issues a cancellation notification through standard procedures. Local assigned agencies will disengage per standard procedures identified in the EOP.

If there is an act of terrorism, then each agency responding will disengage at the appropriate time per standard procedure. Agencies operating under other plans may continue to assist local government monitoring, decontamination, and site restoration.

## **RESPONSIBILITIES**

### **1. Madison County Sheriff/Jackson Police Department**

- Appoint a local law enforcement on-site commander to provide leadership and direction for the emergency management response.
- Maintain coordination with FBI, the Department of Homeland Security, and the TBI.
- Maintain the integrity of the crime scene, gather witness statements
- Provide security for the following: Disaster site, Emergency Operations Center, Incident Command Post, Hospitals, and other sites as needed.
- Secure outer perimeter of the crime scene.
- Request necessary assistance from Public Works to identify routes that need barricades and signs. Secure impassable roads.
- Ensure that only authorized personnel may enter secured areas.
- Enforce quarantine controls, if applicable.
- Develop a method and a location for a “lost and found” service.
- Implement any curfews ordered by the County Chief Executive Officer.
- (see ESF 13)

### **2. Jackson-Madison County Emergency Management Agency**

- Establish/activate the local Emergency Operations Center.
- Establish communications with the Regional Emergency Operations Center.
- Formulate incident action plans, define priorities, review status, resolve conflicts, identify issues that require decisions from higher authorities, and evaluate the need for additional resources.
- Establish Mobile Command Post (MCP's) if needed and available.
- Track the status of actions assigned to local county agencies.
- Track the status of assistance request and responses.
- Coordinate the local emergency management response with the lead Federal and State emergency management agencies.
- Coordinate infrastructure vulnerability analysis.
- (See Basic Plan, Appendix 1, 2, and 3)

### 3. Jackson-Madison County Emergency Medical Services

- Ensure that personal protection protocols have been implemented.
- Ensure that responding emergency medical teams coordinate with the unified command.
- If necessary, establish a triage area in close proximity to but outside the hot zone.
- Ensure that the triage areas have adequate medical supplies.
- Provide a medical inventory to determine what supplies are needed (including appropriate antidotes and antibiotics) and the number of ambulances needed.
- Determine what, if any, medical resources and systems need augmenting on the scene.
- (See ESF 8)

### 4. Madison County Public Health Services

- Coordinate with hospitals and other health/medical care facilities in the investigation of a bio-terrorist event.
- Assess the number of persons and areas affected to determine the potential public health impact.
- Provide technical assistance for the monitoring of private citizens and emergency workers for exposure of chemical, radiological, or biological.
- Provide for administration of preventive measures, such as vaccines and antibiotics.
- Coordinate information sharing with all Federal, State, and local public health and medical officials, and with EOC personnel.
- Provide advice and guidance on the monitoring of public and private water sources, sewage systems, and food service establishments and request the issuance of appropriate public health warnings, if necessary.
- Provide advice and guidance to the local animal control unit to protect public health.
- Notify health service institutions of special mass casualty treatment requirements.
- (See ESF 8)

## 5. Madison County/Jackson Fire Departments

- Maintain incident site safety
- Decontaminate victims/rescuers (in consultation with public health officials).
- Activate, or request activation of, search and rescue teams, as needed.
- Coordinate the fire department's role in providing emergency medical services, if appropriate.
- Report disaster-related damage information to the Emergency Management Coordinator as it is encountered.
- Participate in the Joint Information Center.
- (See ESF 4, 9 and 10)

## 6. Madison County Highway Dept. / Jackson Public Works

- Provide barricades and signs for road closures and boundary identification.
- Provide vehicles and personnel to transport essential goods such as food, medical supplies, and other needed items.
- Determine the extent and cause(s) of damage and outages faced by local utilities. Report this information to the EOC staff.
- Provide engineering expertise to inspect public structures to determine whether they are safe to use.
- Ensure that Public Work crews report damage information to the Emergency Manager Director.
- (See ESF 1, 3, and 12)

## 7. SUPPORTING AGENCIES

All other agencies will perform their duties following the County Plan unless otherwise noted in this Annex.

### NOTE

- Each of the above listed Agencies and Services as well as other needed agencies should have an ESC in the local EOC for coordination with all agencies-local, state, and federal.
- All requests for help from agencies should be coordinated through the local EOC.



## Homeland Security Advisory System Recommendations

The National Office of Homeland Security unveiled a new color-coded U.S. threat advisory system in March of 2002 to provide a national framework to effectively deal with threats of terrorist attack. The warning system has 5 levels which when triggered, initiate specific actions by federal, local and state agencies.

Risk of Attack	Action for Individuals, Families and Neighborhoods	Action for Businesses	Action for Schools
<b>SEVERE</b>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Listen to radio and TV for information and instructions</li> <li>• Be alert to suspicious activity and report it</li> <li>• Be prepared to evacuate</li> <li>• Adhere to travel restrictions</li> <li>• Contact employer to determine status of work day</li> <li>• Discuss family fears of terrorist attacks</li> <li>• Provide volunteer services as requested.</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Listen to radio and TV for information and instructions</li> <li>• Work with local community leaders and organizations, emergency management, government agencies and utilities to meet immediate needs for community.</li> <li>• Determine need to close business in accordance with the written Emergency Response Plan</li> <li>• Be ready to work with a dispersed or smaller work force</li> <li>• Be prepared to evacuate</li> <li>• Ensure mental health counselors are available</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Listen to radio and TV for information and instructions</li> <li>• Be alert to suspicious activity and report it</li> <li>• Be prepared to evacuate</li> <li>• Close school if recommended to do so by authorities</li> <li>• 100% ID check for and provide escort for those entering with students</li> <li>• Ensure mental health counselors are available</li> </ul>

<p style="text-align: center;"><b>HIGH</b></p>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Review your disaster plan</li> <li>• Exercise caution when traveling</li> <li>• If announced, donate blood.</li> <li>• Determine needs from volunteer agency</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Review the written Emergency Response Plan</li> <li>• Determine the need to restrict access to the business or to provide security</li> <li>• Contact vendors and suppliers to confirm their emergency response plan procedures</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Review the school's written Emergency Response Plan</li> <li>• Prepare to answer inquiries from parents and press</li> <li>• Discuss children's fears concerning terrorist attacks</li> </ul>
<p style="text-align: center;"><b>ELEVATED</b></p>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Stock your disaster kit</li> <li>• Develop alternate routes to and from work or school</li> <li>• Continue volunteer services</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity</li> <li>• Contact private security firm for security risk assessment and to determine availability of support</li> <li>• Contact volunteer agencies you support to determine how you should provide support</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Ensure that all emergency supplies are stocked and ready</li> </ul>

<p style="text-align: center;"><b>GUARDED</b></p>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Store disaster supplies and replace outdated items</li> <li>• Develop and Emergency communications plan with family and friends.</li> <li>• Provide volunteer services</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Establish a dialogue with community leaders and organizations, emergency management, government agencies and utilities about disaster preparedness</li> <li>• Ensure emergency communications plan is updated and needed equipment is purchased</li> </ul>	<ul style="list-style-type: none"> <li>• Complete actions at lower level</li> <li>• Be alert to suspicious activity and report it</li> <li>• Conduct safety training and emergency drills following the school's written Emergency Response Plan</li> <li>• Ensure that the emergency communications plan is up to date</li> </ul>
	<p style="text-align: center;"><b>LOW</b></p>	<ul style="list-style-type: none"> <li>• Develop a disaster plan</li> <li>• Create a disaster kit</li> <li>• Make a plan for your pets if you need to evacuate</li> <li>• Explore volunteer opportunities and volunteer agencies.</li> </ul>	<ul style="list-style-type: none"> <li>• Develop a written Emergency Response Plan to address all hazards and natural disasters</li> <li>• Develop an emergency communications plan to notify employees of activities</li> <li>• Develop a plan to relocate facilities if needed</li> </ul>

Information based on materials from the [American Red Cross](#)

## For Official Use Only

### Appendix to the Terrorism Annex County Basic Emergency Operations Plan

*The Office of Homeland Security has recommended that for planning purposes that Threat Condition Level “YELLOW” should be considered the normal.*

The following Threat conditions represent an increasing level of a terrorist attack. Recommended guidelines for protective measures are also included, taking into consideration that local officials are responsible for developing and implementing appropriate specific Protective Measures for their organizations.

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**THREAT CONDITION GREEN (LOW)** – *Low Risk of Terrorist Attack within the State of Tennessee.*

This condition is declared when there is a low risk of terrorist attacks. It generally warrants only a routine security posture, normal operating conditions. Insure personnel receive proper training on prevention and protection measures. Routine assessments of facilities, critical infrastructure and special events should be conducted to help identify and reduce vulnerabilities of terrorist acts.

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**THREAT CONDITION BLUE (GUARDED)** – *Increased Risk of Terrorist Attack within the State of Tennessee.*

This condition is declared when there is an increased risk of terrorist attacks. Preparations should be made to implement certain selected measures, from higher threat advisory conditions to address intelligence received or to act as a deterrent.

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**THREAT CONDITION YELLOW (ELEVATED)** – *Significant Risk of Terrorist Attack within the State of Tennessee.*

An Elevated condition is declared when there is a significant risk of terrorist attacks. Measures are intended to increase the likelihood of detection of any acts of terrorism, terrorist material or logistic support activities. Measures in this condition must be capable of being maintained indefinitely. General measures listed should be considered in addition to specific protective measures:

## THREAT CONDITION YELLOW (ELEVATED)

<b>Measure 1</b>	<p>Report the following to Law enforcement:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> Suspicious personnel carrying suitcases or containers</li> <li><input type="checkbox"/> Those observing, photographing or asking questions about operations or security measures</li> <li><input type="checkbox"/> Unidentified vehicles parked or operated in a suspicious manner or in the vicinity of the site/operation/facility.</li> <li><input type="checkbox"/> Abandoned parcels or suitcases.</li> <li><input type="checkbox"/> Any other activity considered suspicious.</li> </ul>
<b>Measure 2</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Ensure that list of key and essential locations is current and that security and law enforcement personnel have access to building floor plans and emergency/evacuation plans for all facilities, as required.</li> <li><input type="checkbox"/> Periodically review communications plans and responsibilities.</li> <li><input type="checkbox"/> Periodically review and update emergency response procedures including plans to evacuate and relocate operations to an alternate work site.</li> <li><input type="checkbox"/> Ensure that security and law enforcement personnel are able to implement security plans as required.</li> <li><input type="checkbox"/> Periodically review Operations Security measures.</li> <li><input type="checkbox"/> Periodically review bomb threats, suspicious packages, and “white powder” procedures.</li> <li><input type="checkbox"/> Coordinate and implement, as appropriate, emergency plans with nearby facilities and jurisdictions.</li> </ul>
<b>Measure 3</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Secure and seal building, rooms, and storage areas not in regular use.</li> </ul>
<b>Measure 4</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Implement screening procedures, to include visitors, employees, and all incoming packages and mail to identify possible explosive or incendiary devices or other dangerous material.</li> <li><input type="checkbox"/> Encourage employees to inspect their individual mail, report suspicious items to security/local law enforcement.</li> <li><input type="checkbox"/> Conduct unannounced security spot checks (ID, vehicle registration, contents of vehicles, brief cases, etc.) at access points for sites and facilities</li> </ul>

## THREAT CONDITION YELLOW (ELEVATED)

<b>Measure 5</b>	<input type="checkbox"/> Reduce the number of access points for vehicle and personnel to minimum levels, consistent with the requirements to maintain a reasonable flow of traffic.
<b>Measure 6</b>	<input type="checkbox"/> Periodically review all security plans that pertain to implementing higher threat conditions.
<b>Measure 7</b>	<input type="checkbox"/> Periodically review security measures for leadership and implement additional measures warranted by the threat and existing vulnerabilities (e.g. identified personnel should alter established patterns of behavior when traveling in public areas.)
<b>Measure 8</b>	<input type="checkbox"/> Coordinate with local, state, and federal law enforcement, intelligence communities, and TEMA to identify potential threats to personnel and facilities. Assess whether the precise characteristics of the threat require changes to preplanned protective measures.
<b>Measure 9</b>	<input type="checkbox"/> Periodically exercise recall to ensure readiness. Identify, contact, and brief required personnel for unique contingencies. Coordinate communications protocols.
<b>Measure 10</b>	<input type="checkbox"/> On a daily basis, randomly inspect the interior and exterior of buildings for suspicious activity or unattended packages and for signs of tampering or indications of unauthorized entry.
<b>Measure 11</b>	<input type="checkbox"/> Inform employees about the general threat situation and security measures implemented. Periodically update all personnel as the situation changes to stop rumors and prevent unnecessary alarm.
<b>Measure 12</b>	<input type="checkbox"/> Periodically review with all security/law enforcement personnel the threat and governing rules of engagement, use of deadly force, pursuit, and detainment.

**THREAT CONDITION ORANGE - (HIGH)**

Threat Condition Orange (High) is declared when there is a high risk of terrorist attacks. This condition applies when an incident occurs or intelligence is received indicating that some form of malevolent or terrorist action against personnel and facilities is imminent. Measures implemented in this condition are intended to detect, disrupt, and deter any acts of terrorism or terrorist materiel or logistic support activities. Implementation of measures at this Threat Condition Level for more than a short period may create hardship and affect the routine activities of the site and its personnel. In addition to Measures required by Threat Condition Yellow, the following measures should be considered:

**THREAT CONDITION ORANGE - (HIGH)**

	<ul style="list-style-type: none"> <li><input type="checkbox"/> Complete Measures 1 thru 12</li> </ul>
<b>Measure 13</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Move all automobiles and objects, such as trash containers, newspaper boxes, crates, etc., at least 30 yards from all facilities.</li> <li><input type="checkbox"/> Consider centralized parking.</li> <li><input type="checkbox"/> Identify any areas where an improvised explosive device could be hidden. (pallets stacks, trash piles, supplies, dumpsters, etc.)</li> <li><input type="checkbox"/> Any suspicious packages or devices detected should be immediately reported to law enforcement and access to the area controlled until the suspected device is removed or rendered safe.</li> </ul>
<b>Measure 14</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Increase communication and coordination with local, state and federal law enforcement, intelligence, and volunteer programs/organizations; review the current threat and how an increase in the threat condition and the accompanying increased protective and prevention measures could effect their operations in the local community.</li> </ul>
<b>Measure 15</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Take additional precautions at public events and possible considering alternative venues or event cancellation. Prepare to execute contingency procedures, such as moving to an alternate site or dispersing their workforce.</li> </ul>
<b>Measure 16</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Recall select staff and consider initiating 24 hr. operation of EOCs. Place special key personnel response teams, or tactical teams, on standby.</li> </ul>

**THREAT CONDITION ORANGE - (HIGH)**

<b>Measure 17</b>	<input type="checkbox"/> Reduce building access points to absolute minimum necessary for continued operations. Consider limiting visitor access and escorting visitors.
<b>Measure 18</b>	<input type="checkbox"/> Implement 100% hands-on-ID check of all personnel entering the facility
<b>Measure 19</b>	<input type="checkbox"/> Increase security patrols, where appropriate, to include parking lots and shuttle busses.
<b>Measure 20</b>	<input type="checkbox"/> Position law enforcement officers in the vicinity of critical facilities.
<b>Measure 21</b>	<input type="checkbox"/> Erect barriers required to control direction of traffic flow near identified critical facilities to reduce the vulnerability from explosive attacks.
<b>Measure 22</b>	<input type="checkbox"/> Consult with local authorities about closing public roads and facilities that might make sites more vulnerable to terrorist attacks.
<b>Measure 23</b>	<input type="checkbox"/> Departments, agencies and offices will review security plans implemented during threat condition Yellow and consider the following: <ul style="list-style-type: none"> <li><input type="checkbox"/> Prepare to shut down HVAC systems if necessary</li> <li><input type="checkbox"/> Consider sending non-essential employees home</li> <li><input type="checkbox"/> Check inventories of critical supplies and re-order if necessary.</li> <li><input type="checkbox"/> Consider canceling all leave and implementing 12 hr shifts.</li> <li><input type="checkbox"/> Provide briefings to EOC</li> </ul>

**THREAT CONDITION RED - (SEVERE)**

Threat Condition Red is a severe condition which reflects a severe risk of terrorist attacks. Under most circumstances, the Protective Measures for a Severe Condition are not intended to be sustained for substantial periods of time. Measures implemented in this condition are intended to detect, disrupt, and deter any acts of terrorism or terrorist material or logistic support activities. Implementing this level will create hardship and affect the activities of the site/facility/location and its personnel. Normally this level is declared as a localized condition. In addition to Protective Measures in the previous Threat Advisory levels, the following should be implemented:

**THREAT CONDITION RED - (SEVERE)**

	Complete measures 1-23
<b>Measure 24</b>	<input type="checkbox"/> Focus personnel on critical needs. Monitor, reduce, or constrain transportation systems and consider closing public and government facilities.
<b>Measure 25</b>	<input type="checkbox"/> Augment security of critical facilities and events with law enforcement officers.
<b>Measure 26</b>	<input type="checkbox"/> Remove all unidentified vehicles from sites, facilities, other potential target area, or sensitive areas as soon as possible.
<b>Measure 27</b>	<input type="checkbox"/> Inspect ALL vehicles entering sites, facilities, other potential target or sensitive areas. <input type="checkbox"/> Inspect cargo storage area, undercarriage, glove boxes and other areas where CBRNE or other dangerous items could be concealed. <input type="checkbox"/> Consider implementing scheduled deliveries
<b>Measure 28</b>	<input type="checkbox"/> Inspect all hand carried items, suitcases, packages and briefcases, brought into facilities or other potential target or sensitive areas for CBRNE or other dangerous items.
<b>Measure 29</b>	<input type="checkbox"/> Conduct frequent inspections of building exteriors (to include roof areas) and parking areas. Conduct inspections at facilities and in the vicinity of public gathering areas.
<b>Measure 30</b>	<input type="checkbox"/> Consider closing public roads and facilities in the vicinity of sites, facilities, etc, that might facilitate execution of a terrorist attack. <input type="checkbox"/> Ensure positive ID of all vehicles located or operating within operational or mission support area. <input type="checkbox"/> Consider 24/7 watch at all critical facilities. <input type="checkbox"/> Prepare for emergency decontamination of personnel. <input type="checkbox"/> Review disaster and emergency response plans.

EMERGENCY

SUPPORT

FUNCTIONS



CONCEPT OF OPERATIONS

# THE EMERGENCY SUPPORT FUNCTION (ESF) CONCEPT

## *Emergency Support Functional Annex Structure*

The addition of Emergency Support Functional Annexes to Jackson-Madison County Emergency Management Plan is new. In previous plans all annexes were functional, but were not designed to unite elements of various agencies and manage their efforts with a focus on a specific problem area. The following conventions apply to the ESF annexes that follow.

- I. Lead Agency:** Each ESF function (or subfunction) has a designated lead agency within local government. This agency is responsible for managing the development of capabilities relative to the specific function described. The lead agency is responsible for direction and control functions within the group when the group is activated.
- II. Support Agencies:** Each ESF also has one or more support agencies within local or state governments (or the private sector). These agencies are tasked with providing resource or logistical support to the operation of the ESF when activated. Each agency functions as per its normal routine when the ESF group is not activated.
- III. Introduction**
- A. Purpose Each ESF is provided with a purpose statement that reflects the primary reason the ESF group exists.
- B. Scope The scope of each ESF is provided to reflect the range of activities in which the ESF group may find itself tasked.
- IV. Policies** These are broad statements describing policies of the local emergency response organization with respect to the functions and responsibilities assigned to a particular ESF.
- V. Situation and Assumptions**
- A. Situation The situation statement basically explains why the ESF group exists and why it is necessary to perform the functions assigned to the group.
- B. Planning Assumptions For any plan to be useful it must be based on an accurate set of assumptions regarding the situations that it addresses. This section provides the planning assumptions used in the development of the respective ESF.
- VI. Concept of Operations**
- A. General This section is used to describe, in general terms, what is expected to occur and how the ESF group is expected to react to it.

B. Organization and Responsibilities	This section delineates the specific agencies with assignments in the respective ESF and identifies their individual responsibilities with respect to that particular ESF.
<b>VII. Mitigation and Preparedness Activities</b>	This section identifies critical tasks that need to be performed prior to the occurrence of a disaster. This includes mitigation activities such as the development and institution of seismic codes, incorporation of seismic design in road structures, etc. The preparatory tasks include the development of plans and procedures for accomplishing tasks ascribed to the agency in the Response and Recovery section immediately following this section.
<b>VIII. Response and Recovery Actions</b>	This section identifies critical tasks that need to be performed following the onset of a significant disaster. This section is by no means intended to be comprehensive, but most tasks critical to the rapid response of local and state emergency relief groups have been assigned to one or more agencies tasked in the particular ESF.
<b>IX. Training</b>	A description of training relative to a particular ESF is provided at the end of each section. Since training tends to be functionally specific, it is provided as an attachment to each ESF rather than having one training annex or similar document.
<b>Appendices</b>	Each ESF has one or more appendices attached to it. There are several types of appendices: <ol style="list-style-type: none"> <li>1. Organizational charts</li> <li>2. Documents describing specific procedures or special operational guidelines</li> <li>3. Maps showing locations of offices, district/regional boundaries, radio transmitter locations, etc.</li> <li>4. Flow charts detailing flow of critical information</li> <li>5. Forms that are used by the emergency response organization</li> </ol>

***The ESF Concept of Operations***

During most smaller emergencies, each agency in local government performs its specialized tasks according to the agency's in-house Standard Operating Procedures (SOPs). During major emergencies, however, there is an increased need for the coordination of all activities relevant to the emergency response as they relate to the event as a whole. This operation takes place at the EOC. The ESF Group is composed of a lead agency and one or more support agencies. The lead agency is responsible for the coordination of the ESF group as a whole, with individual agencies performing their emergency missions as they otherwise would, except that they are being coordinated by the lead agency. The Central Direction and Control Group will resolve conflicts that arise during emergency operations.

Each agency is responsible for developing its own respective plans and SOPs for carrying out its assigned missions. The lead agency, however, is also responsible for the following:

1. Coordinating the development of an ESF SOP that governs the functions of the various organizations assigned to that ESF during activation.
2. Conducting planning sessions during non-emergency periods for the purpose of developing policies, plans, and procedures for coordinating the local level response to a disaster (with respect to that particular ESF).
3. During emergency activation, coordinating the flow of messages into and out of the ESF group, providing direction and control for the ESF group, and coordinating the activities of that ESF with the activities of other ESF groups.
4. Compiling documentation relative to the ESF group's activities during the emergency.

This model of the ESF group allows the utilization of many Incident Command System concepts in the EOC during activation. An effective span of control is maintained by consolidating all of the agencies with emergency responsibilities into groups with an internal management structure, with the ESF Manager being responsible to the Central Direction and Control Group at the head table during EOC activation. For the purpose of further defining roles and responsibilities, each ESF group is also assigned to a branch as follows:

1. Response Branch

- ESF 4, Firefighting
- ESF 8, Emergency Medical Services (8.1)
- ESF 9, Search and Rescue
- ESF 10, Environmental Response
- ESF 13, Law Enforcement

2. Human Needs Branch

- ESF 6, Human Services
- ESF 8, Public Health and Crisis Intervention Support (8.2 & 8.3)
- ESF 11, Food

3. Services and Support Branch

- ESF 1, Transportation
- ESF 3, Infrastructure
- ESF 7, Resource Management
- ESF 12, Energy
- ESF 14, Donations/Volunteers

4. Communications Branch

- ESF 2, Communications

5. Intelligence Branch

- ESF 5, Information and Planning

6. Recovery Branch

- ESF 15, Recovery

Each of these Branches is consolidated in the EOC during activation to insure coordination among the various organizations. Attachment 1 provides a graphic representation of the EOC organization for emergencies.

Most agencies have only one ESC assigned to the EOC during emergencies. Each of these individuals is assigned a place in the floor plan that corresponds to the ESF in which his/her primary responsibilities lie. Tasks required of that particular ESC by an ESF in which he/she is not resident will be handled by telephone or E-mail as per established guidelines. The ESF Manager requiring assistance from a non-resident ESC will simply send him/her a request to provide the services and the ESC will provide a follow-up message indicating his/her ability/inability to complete the requested task(s).

Each branch will have an Intelligence Officer assigned to it whose primary function will be the coordination of intelligence information between that Branch and the ESF 5 workgroup. This information flow goes both ways during emergency operations. This is to insure that the ESF 5 workgroup is able to maintain an accurate assessment of the disaster situation and is able to develop short-range and long-range planning guidance for use by the Central Direction and Control group and potentially affected ESFs.

### ***ESF Standard Operating Procedures***

Each ESF Group is required to develop a SOP for use during ESF activation. The primary responsibility for the development of this document lies with the lead agency in the individual ESFs. The SOPs should, at a minimum, include:

- A. Procedures for notification of ESF agencies/organizations,
- B. Mechanisms for communications between and among the various ESF components,
- C. Procedures for establishing ESF group(s) at the EOC and other work sites,
- D. Identification of emergency capabilities of agencies tasked in the ESF,
- E. Descriptions of the relationships of the lead and support agencies assigned to the ESF,
- F. Procedures for carrying out tasks and responsibilities assigned to the group, including:
  1. Logistics and resource requirements,
  2. Communications requirements,
  3. Requirements for the development of specific agency implementing procedures (or agency SOPs),
  4. Procedures for coordinating ESF group functions/tasks with other ESFs,
  5. Procedures for tasking non-resident ESCs located in the EOC or other location with assignments related to the working group,
  6. The collection and dissemination of intelligence information to ESF 5 and other ESFs with a need for such information,
  7. Procedures and policies for acquiring needed facilities, vehicles, and other resource support from ESF 7,

- G. Procedures for relocating the ESF workgroup (or components thereof) to a DFO, Alternate EOC, or other location as might be dictated by the EMA Director, and
- H. Procedures for the coordination of planning sessions and guidelines concerning the development of the SOP and various implementing procedures.

Each agency is responsible for developing specific SOPs and implementing procedures for use in deploying that agency's assets and resources in times of emergency. Each agency shall maintain control of its own personnel and assets during emergency operations. Further guidance concerning agency SOPs may be found in the Basic Plan. The Emergency Management Planning Concept described here is graphically depicted at the end of this section (Attachment 2).

### ***Emergency Response Concept of Operations***

Most day-to-day incidents are handled by the initial dispatch of emergency resources. These are normally coordinated by an incident command post. There are times, however, when an event involves several sites, more than one political entity, or agencies from outside Jackson-Madison County. When this occurs, coordination becomes more difficult. The Jackson-Madison County Emergency Operations Center (EOC) becomes the focal point for the coordination of such events.

In emergencies and disasters, the governmental body best qualified to lead the response will be in command of the response effort. The agency's chief officer on the scene becomes the incident commander. Once the event reaches the level where EOC activation becomes necessary, however, the management of the entire event becomes the responsibility of the chief elected official, the emergency management director and the Jackson-Madison County EOC in the jurisdiction where the event is taking place. The EOC coordinates the response among multiple sites, multiple response agencies, and agencies of the state and federal government that arrive to assist the local effort. This may require the call-up of reserve units, mutual aid resources, or resources from nearby communities.

If the event exceeds the capabilities of the Jackson-Madison County emergency response forces, including any mutual aid assistance, the Jackson-Madison County EMA Director may ask the state for assistance. This is done through the Tennessee Emergency Management Agency (TEMA). If the situation is significant enough to exceed the ability of state and local resources to deal with it effectively, the state may request federal assistance.

### ***ESF Descriptions***

Each ESF, by definition, may be utilized as a stand-alone annex. Most often, however, the ESFs are used in conjunction with one or more additional ESFs to facilitate Jackson-Madison County's response to a particular event. Each has a unique functional responsibility; however, each ESF may be composed of one or more subfunctional groups, each geared towards a specific set of activities that might be required in an emergency. A description of each ESF and its components follows.

#### **A. ESF 1 - Transportation**

##### **1. Transportation Networking**

The transportation function within the local emergency organization functions primarily as a coordinating group. This group insures all roads and conduits into and

out of an affected area remain open, and that the traffic allowed into those areas is coordinated in a manner that prevents bottlenecks and gridlock which would prevent needed emergency assistance reaching those areas that need it.

The allocation of vehicles is a function of Resource Management and is therefore described under the ESF 7 subfunction of Resource Management.

## B. ESF 2 - Communications

The local communications and warning functions are consolidated under the heading of Communications, primarily because they are necessarily interrelated.

### 1. Communications Systems

The Communications Systems subfunction is responsible for the development, maintenance, restoration, and utilization of local communications assets during emergencies. This includes the radio systems owned and operated by Jackson-Madison County emergency management agency, local law enforcement agencies, local fire departments, EMS units, rescue squads, other local agencies, and amateur radio networks. This subfunction is also responsible for coordinating the restoration of telephone networks between the EOC and other critical facilities following a disaster.

### 2. Warning

The Warning subfunction is responsible for the issuance of warning information regarding impending hazards, as well as the maintenance of warning networks which might be used by Jackson-Madison County in an emergency (i.e., the conceptual networks—the actual networks themselves [e.g., radio equipment, etc.] are maintained by the Communications Systems subfunction). This includes the EAS, NOAA Weather Radio system, cable override systems, siren warning systems, and other warning systems in place throughout Jackson-Madison County.

## C. ESF 3 - Infrastructure

### 1. Building Inspection and Condemnation

This subfunction is responsible for the inspection of buildings and structures following a disaster and, if necessary, condemning them and insuring their destruction in a timely manner.

### 2. Route Clearance and Bridge Inspection

This subfunction is responsible for insuring Jackson-Madison County roads and bridges remain viable following a disaster. This includes the physical removal of debris on roadways, railroads, airstrips, etc., critical for emergency vehicle passage, as well as the inspection of Jackson-Madison County bridges to insure they may continue to be used and have not suffered irreparable damage as a result of a particular event.

### 3. Debris Removal

This subfunction handles problems arising from the generation, accumulation, and disposal of debris following a disaster.

### 4. Water and Wastewater Systems

This subfunction is responsible for the restoration of potable water and wastewater disposal capabilities following a disaster.

#### D. ESF 4 - Firefighting

The detection and suppression of fires is the primary purview of this group.

#### E. ESF 5 - Information and Planning

##### 1. Disaster Intelligence

This subfunction is responsible for collecting intelligence information surrounding the disaster. This includes items such as the scope (extent) of the disaster, status of various systems (i.e., communications, transportation, utility, etc.), monitoring of resource status, and other information. Disaster Intelligence develops reports concerning the disaster, provides visual displays for the EOC during operations, prepares SITREPS, develops short-range and long-range planning guidance for use in addressing developing issues, and accesses technical expertise to assist with evaluating the actual and/or potential effects of an event upon the population and infrastructure of Jackson-Madison County.

##### 2. Public Information

This group is responsible for the provision of information (both general and that which conveys emergency instructions to the public) concerning an actual or impending disaster. The coordination of JIC activities, EBS activation, and the distribution of emergency preparedness instructions through other means are addressed through this venue.

##### 3. Damage Assessment

This subfunction is responsible for the collection of information concerning damages to structures and systems as a result of a disaster, as well as the preparation of reports to be forwarded to the EMA Director for use in requesting state and federal disaster assistance.

#### F. ESF 6 - Human Services

##### 1. Shelter and Mass Care Operations

This subfunction coordinates local sheltering and feeding activities, as well as caring for victims of a disaster.

##### 2. Disaster Victim Services

This subfunction provides assistance to victims in locating relatives (and vice versa) through the Disaster Welfare Inquiry system, the restoration of mail delivery, the use of amateur radio networks to deliver essential and important communications, etc. Psychological health services are also addressed within this subfunction.

#### G. ESF 7 - Resource Support

##### 1. Logistics

This subfunction coordinates the actual movement of resources into areas where

a need (or needs) exists. This includes the warehousing and tracking of resources, the packaging and loading and subsequent transportation of resources to affected areas, and the disposal of used and/or unused resources following a disaster.

## 2. Resource Management

This group is responsible for the acquisition of all types of resources that are identified as "needed" following a disaster. This group will make arrangements to purchase needed resources if it is determined the local government does not have the resources itself to supply a requirement in the field. The payment of debts and other encumbrances generated as a result of the emergency is handled by this group as well.

## 3. Staging Areas

To prevent a rapid and overwhelming influx of resources into affected areas, Staging Areas are utilized as temporary marshaling sites for collecting and gradually directing emergency resources into those areas. This group coordinates the activation and utilization of Jackson-Madison County staging areas and marshaling points during emergency situations.

## H. ESF 8 - Health and Medical Services

### 1. Emergency Medical Services

This subfunction coordinates the provision of EMS assistance at the local level following a disaster, including the movement of medical resources into disaster areas. This includes the aerial medical evacuation of patients as necessary from affected areas and the interface with the National Disaster Medical System. The disposal of deceased victims is also addressed within this group.

### 2. Public Health

This group addresses the public health ramifications associated with a particular emergency. This includes manning shelters, first aid/clinic operations, restoring public health functions, defining the epidemically of the disaster (including the collection and maintenance of statistical data), the administration of vaccinations and immunizations, the determination of potential health effects associated with debris accumulation, pollution, hazmat releases, etc.

### 3. Crisis Intervention Support (CIS)

This unit coordinates the provision of CIS to emergency workers who have worked in the tense environment of a major disaster. This includes state and local personnel.

## I. ESF 9 - Search and Rescue

This group coordinates Jackson-Madison County search and rescue operations. This includes urban search and rescue problems generated as the result of an earthquake or building collapse, the search for persons who are lost in wooded or other environments, the search for downed aircraft, the extrication of accident victims, etc. This group also provides the interface with the federal Urban Search and Rescue Teams.

## J. ESF 10 - Environmental Response

### 1. Hazardous Materials

This subfunction is responsible for coordinating the technical response to non-radioactive hazardous materials incidents.

## 2. Radiological Materials

This group coordinates the technical response to actual or impending releases of radiological materials, either because of an accident at a nuclear power plant (i.e., the off-site problems) or processing facility, or through an accident in some mode of transportation.

## K. ESF 11 - Food

This group is responsible for securing food needed for the feeding of victims and emergency workers in affected areas. Additionally, this group is also responsible for assessment and protective action implementation associated with potential harmful effects upon the local food supply as the result of a disaster.

## L. ESF 12 - Energy

This subfunction is concerned with the restoration of the utility (electrical and gas) infrastructure following a disaster, as well as the provision of temporary emergency power capabilities to critical facilities until such time as a permanent restoration is accomplished.

## M. ESF 13 - Law Enforcement

### 1. Traffic Control

This subfunction works closely with the ESF 1 group to effect the orderly flow of traffic into, out of, and around areas affected by a disaster.

### 2. Security/Crime Control

This subfunction addresses the provision of security in disaster areas, as well as the actual policing functions normally associated with law enforcement activities, including riot control, explosive ordinance removal, counter terrorism, etc.

### 3. Prisons/Institutions

This group is responsible for coordinating prisoner recapture, the utilization of prisons and facilities following disasters, and the moving of prisoners from damaged facilities to undamaged ones.

### 4. Evacuation/Movement

This group is responsible for coordinating evacuation efforts at the local level.

### 5. Terrorism Incident

This group is responsible for direction, coordination, operations, and follow-through during response to an act or the threat of an act of terrorism.

## N. ESF 14 - Donations/Volunteers

1. Donations

This group is responsible for managing the influx of donated goods into Jackson-Madison County following a disaster and provides the interface with the state/federal National Donations Management System.

2. Volunteers

This group coordinates the use of persons and organizations that volunteer their services following a disaster. This includes medical and other emergency response personnel, public works crews, private charitable groups, etc.

- O. ESF 15 - Recovery

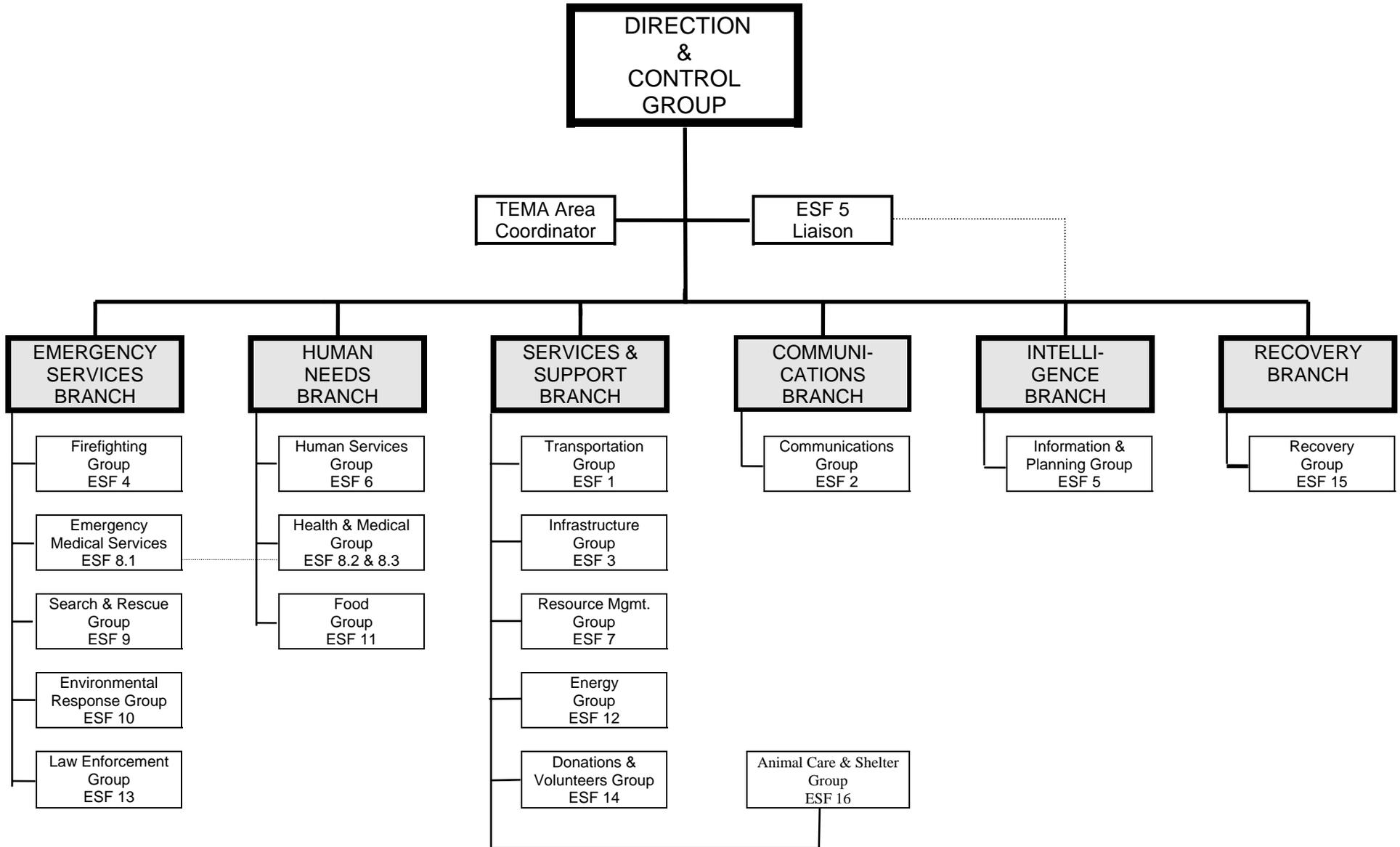
1. Assistance Programs

This subfunction is the mechanism through which state and local government provides disaster relief assistance to victims in the affected area(s), including the Individual and Family Grant program, the Small Business Administration's loan programs, the administration of unemployment compensation, and various other disaster relief programs available for both Presidential-declared and non-Presidential declared disasters.

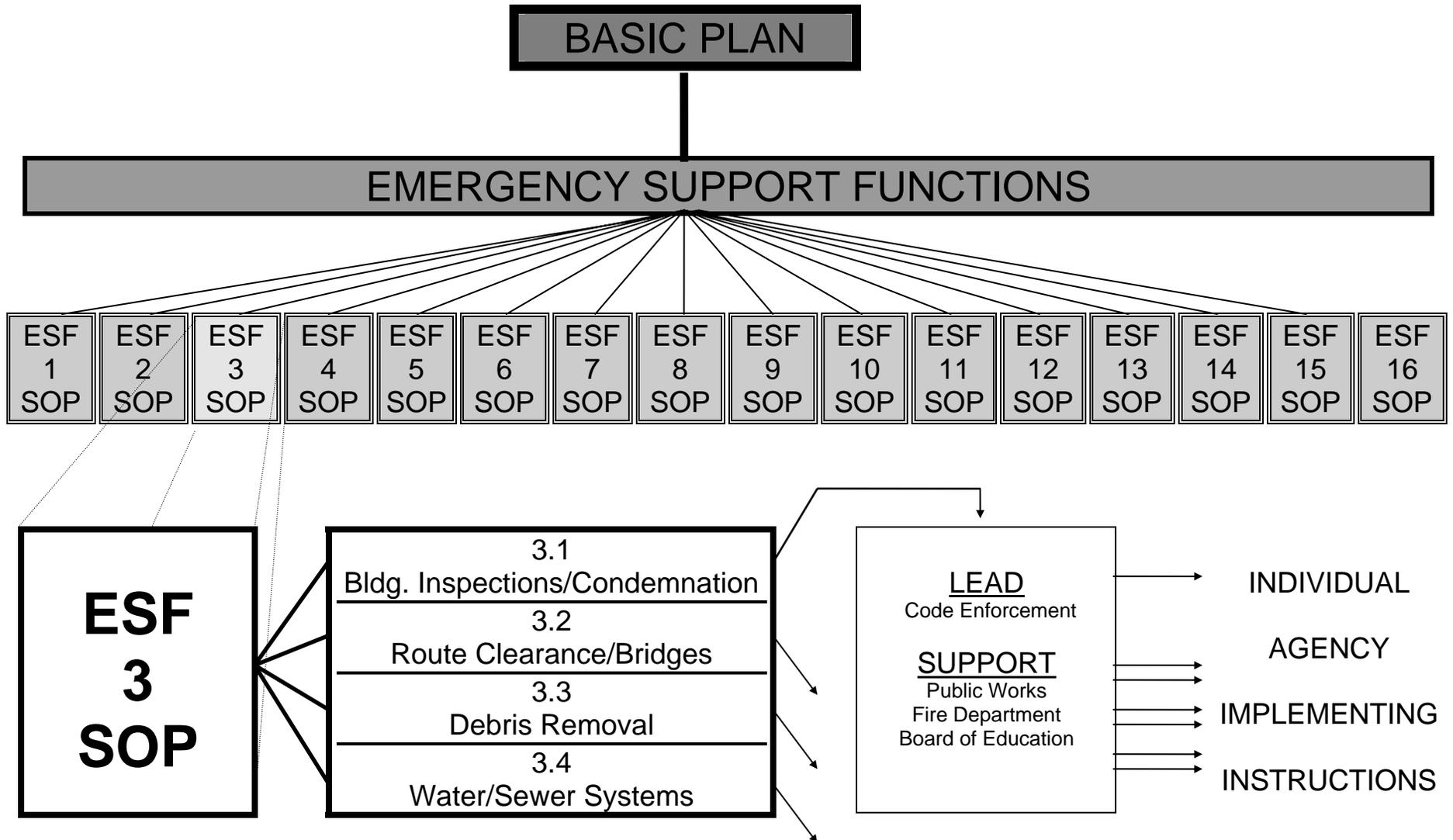
2. Recovery and Reconstruction

This subfunction addresses the long-term economic impact of disasters upon local communities and assists the communities in developing plan for reconstruction. Grant and low-interest loan programs are identified and targeted for application by the community. Significant attention is given to the mitigation of future potential hazards when developing Jackson-Madison County recovery plans.

# ATTACHMENT 1 JACKSON-MADISON COUNTY EMERGENCY OPERATIONS CENTER ORGANIZATIONAL CHART



# JACKSON-MADISON COUNTY EMERGENCY MANAGEMENT PLANNING CONCEPT



# ESF 1

## TRANSPORTATION

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Subfunction 2: Vehicle Allocation (Handled by ESF 7, Resource Support)	1-9

## EMERGENCY SUPPORT FUNCTION 1

### TRANSPORTATION

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## EMERGENCY SUPPORT FUNCTION 1.1

### TRANSPORTATION

# TRANSPORTATION NETWORKING

- I. Lead Agency:** Madison County Highway Department  
City of Jackson Public Works/Street Department
- II. Support Agencies:** Madison County Sheriff's Department  
Jackson Police Department  
Jackson – Madison County Public Information Officer

### III. Introduction

#### A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide for the coordination of local transportation support to emergency responders in Jackson-Madison County. In major emergencies, large quantities of personnel, equipment, and supplies will be moving into the affected areas, and it is the responsibility of ESF 1 to coordinate this movement.

#### B. Scope

The "networking" of local transportation includes:

1. Insuring major routes and alternatives are open and available for use by incoming personnel and equipment;
2. Insuring traffic control devices are in place and easily understood by both emergency responders moving into an area, unauthorized civilian traffic being diverted from the affected areas, and victims and others moving out of affected areas. This includes coordinating activities with ESF 13 (Law Enforcement) to provide manned roadblocks and other posts.
3. Insuring route conditions allow for the movement of any vehicles authorized to use a particular route.
4. Waiving restrictions concerning weight, height, and width of vehicles, as well as provisions concerning the hauling of hazardous materials, explosives, and other sensitive materials needed in the affected areas.
5. Coordinating the use of vehicles carrying personnel and/or equipment to insure maximum efficiency is obtained (i.e., vehicles are fully loaded, etc., to prevent duplication of effort, unnecessary trips, etc.).

#### **IV. Policies**

- A. One of the most important tasks necessary in a major emergency is the identification of routes that are available for incoming resources to utilize. This necessitates the identification and acquisition of information concerning the status and availability of roads and bridges, as well as information about major accidents or other incidents that could create bottlenecks or otherwise hinder the flow of emergency traffic.
- B. Maximum use of local resources should occur before assistance is requested from state transportation officials. Jackson Public Works/Street Department & Madison County Highway Department officials are responsible for reconnaissance of locally maintained roads and appurtenances. Tennessee DOT crews are responsible for reconnaissance of state highways and state maintained roads and appurtenances. Local crews must provide information to the Jackson Public Works/Street Dept. & Madison Co. Highway Dept. ESC concerning the viability of routes within Jackson-Madison County during emergencies. The Jackson Public Works/Street Dept. & Madison Co. Highway Dept. ESC is responsible for keeping TDOT notified of the local road/bridge situation.
- C. In a major emergency, the relaxation of certain restrictions (i.e., concerning maximum permissible height of trucks, etc.) is essential to allow rescue and relief equipment into affected areas.
- D. In an emergency where large numbers of personnel and/or amounts of equipment is moving into an affected area it is imperative that traffic be coordinated to insure the orderly flow of people into and out of affected areas does not become problematic to the extent that it hinders the provision of emergency assistance.
- E. In a major emergency, the flow of unauthorized non-emergency personnel and materiel into affected areas must be curtailed.

#### **V. Situations and Assumptions**

##### **A. Situation**

- 1. A significant disaster may damage the transportation infrastructure of one or more communities in the affected area(s). This will require the rerouting of traffic both into and out of the area(s), and will necessitate the coordination of all traffic to insure orderly flow that does not impede recovery efforts.
- 2. After any major disaster, curious onlookers will attempt to gain access to affected areas to see what has happened.
- 3. After a major disaster, especially one that is catastrophic, victims made homeless or finding themselves in trying circumstances will leave the affected area(s) either temporarily or permanently. This outflow reduces the victim load in the affected area(s) and should be allowed to the extent it can be coordinated with other traffic requirements that exist at the time.
- 4. Local resources, and resources coming in from other, unaffected areas will need information concerning the status of transportation routes and the availability of alternate routes.
- 5. Agencies at the state level and from unaffected areas will provide resources that require transportation to enter into affected area(s). It is essential that traffic moving into these areas be coordinated to insure an orderly flow.

## B. Planning Assumptions

1. The transportation infrastructure will sustain some type of damage during emergencies, especially major ones.
2. Transportation requirements for critical rescue and recovery resources will necessitate coordination to prevent gridlocks or bottlenecks.
3. Intelligence information concerning the viability of major transportation routes will become available shortly after the onset of an emergency.
4. There will be traffic wanting to enter and leave the affected area(s).
5. The ESCs at the EOC will coordinate all transportation requirements through ESF 1.

## VI. Concept of Operations

### A. General

1. ESF 1 will coordinate all traffic movement into and out of the affected area(s) in a major emergency. In lesser events, traffic flow into the area by emergency responders may be allowed to proceed at will (with police coordination) until such time as bottlenecks develop, or when the emergency expands to include larger areas.
2. ESF 1 will receive reports concerning the extent of damage to the transportation infrastructure from local officials, state officials, and other intelligence sources. ESF 1 will provide information concerning the viability of these routes to ESF 5 and other ESFs as necessary.
3. ESF 1 will maintain a listing or status board showing the status of major transportation routes into and out of the affected area(s). Statistics will be kept showing the amount and types of traffic moving into the area(s) so that any possibility of vehicular overload may be prevented.

### B. Organization and Responsibilities

1. Jackson Public Works/Street Department & Madison County Highway Department
  - a. Provide a representative to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Manage the ESF 1 functions in the EOC.
  - c. Coordinate the activities of the Jackson Public Works/Street Department & Madison County Highway Department with the other agencies that support the operation of ESF 1.
  - d. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - e. Maintain SOPs for internal notification and recall of personnel.
  - f. Maintain vehicle fleet and equipment for use in erecting traffic control devices, barricades, signage, etc.
2. Madison County Sheriffs Department & Jackson Police Department

- a. Provide an individual to act as the ESC in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Manage ESF 13 (Law Enforcement) and coordinate all traffic routing with the ESF 1 Manager.
  - c. Provide personnel for use in traffic control operations.
  - d. Provide personnel for use in maintaining security during transportation of critical personnel/supplies when necessary.
  - e. Provide routing information to commercial vehicles.
3. Jackson-Madison County Public Information Officer
- a. Provide an individual to act as the ESC in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Provide routing information to tourists, etc.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson Public Works/Street Department & Madison County Highway Department**

- 1. Develop and maintain listings of personnel, vehicles, and equipment for use in emergency operations.
- 2. Develop a method of tracking and indicating which routes are available for use by resources moving into affected area(s).
- 3. Provide maps of transportation routes to the Jackson – Madison Co. Emergency Management Agency.
- 4. Develop methods/procedures for allocating viable roadways to incoming resources, outflow traffic, and diversion of tourist traffic.
- 5. Develop procedures for disseminating information concerning rerouting of traffic around affected areas to commuters passing through Jackson-Madison County.
- 6. Develop policies and procedures for requesting assistance from the Tennessee Department of Transportation (TDOT).

### **B. Madison County Sheriffs Department & Jackson Police Department**

- 1. Develop procedures for notifying and deploying personnel to man critical roadblocks.
- 2. Develop procedures for providing intelligence concerning the status of major transportation routes throughout Jackson-Madison County following a disaster.

### **C. Jackson-Madison County Public Information Officer**

1. Develop procedures for disseminating information concerning rerouting of traffic around affected areas to commuters passing through Jackson-Madison County.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings and coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

### **B. Jackson Public Works/Street Department & Madison County Highway Department**

1. Begin collection of Essential Elements of Information (EEI) and forward to ESF 5.
2. Receive information from local officials, field units, reconnaissance teams, and others concerning the status of transportation infrastructure in the affected area(s).
3. Plot the results of reconnaissance activities on status map showing:
  - a. Routes that are open unconditionally,
  - b. Routes that are closed,
  - c. Routes that are still uninspected,
  - d. Bridges that are open without restriction,
  - e. Bridges that are open with restrictions,
  - f. Bridges that are closed until replaced,
  - g. Bridges that have yet to be inspected, and
  - h. Bridges that have been visually inspected but require engineering tests to make further determinations.
4. Route information concerning blockages and other debris removal needs to ESF 3 for action.
5. Provide routing information upon request to all other ESFs.
6. Establish roadblocks/barricades at points where traffic needs to be diverted. Coordinate requirements for roadblocks with ESF 13.
7. Provide routing information to other ESFs on request.
8. Make recommendations concerning the movement of critical resources over various routes.

9. Implement procedures to waive weight, height, and load requirements for vehicles transporting critical items into affected areas.
10. Determine status of Jackson Public Works/Street Department & Madison County Highway Department garages/fueling facilities for use by responding resources.
11. Respond to requests for assistance from other ESFs during emergency operations.
12. Erect advisory signs along major routes in unaffected areas of county to warn commuters of closed roadways and diverted traffic.
13. Provide information to TDOT concerning rerouting of traffic around affected areas.
14. Coordinate resource requirements with the state ESF 1 when necessary.
15. Coordinate transportation logistics requirements with ESF 7.
16. Identify problems associated with state routes and forward information to appropriate TDOT officials. Submit requests for assistance with local problems to appropriate TDOT officials.
17. Implement tracking of transportation resources along designated routes. When capacity exceeds limits or bottlenecks develop, design alternative route.

C. Jackson Police Department & Madison County Sheriff's Department

1. Provide information concerning road conditions, etc., to ESF 1 Manager.
2. Provide personnel for manning of roadblocks and other traffic enforcement activities as requested by ESF 1 Manager.
3. Provide security for critical roadways and transportation resources.
4. Request assistance from ESF 13 support agencies to accomplish tasks assigned by ESF 1 Manager.

D. Jackson – Madison County Public Information Officer

1. Provide information to tourists concerning rerouting of traffic across Jackson-Madison County as result of emergency.
2. Provide information to media outlets in surrounding counties concerning traffic restrictions, hotel/motel room availability (as a result of the housing of emergency workers), security restrictions, etc., in the affected areas and the appropriate precautions for commuters who may be passing through Jackson-Madison County.

## **IX. Training**

- A. All training connected with ESF 1 activities is provided in-house by respective agencies. There is no interagency training available for this particular ESF.

## **EMERGENCY SUPPORT FUNCTION 1.2**

### **TRANSPORTATION**

# **VEHICLE ALLOCATION**

The functions delegated to this ESF subfunction are handled under ESF 7, Resource Management. All requirements imposed by the operations of this section are addressed in the ESF 7 annex.

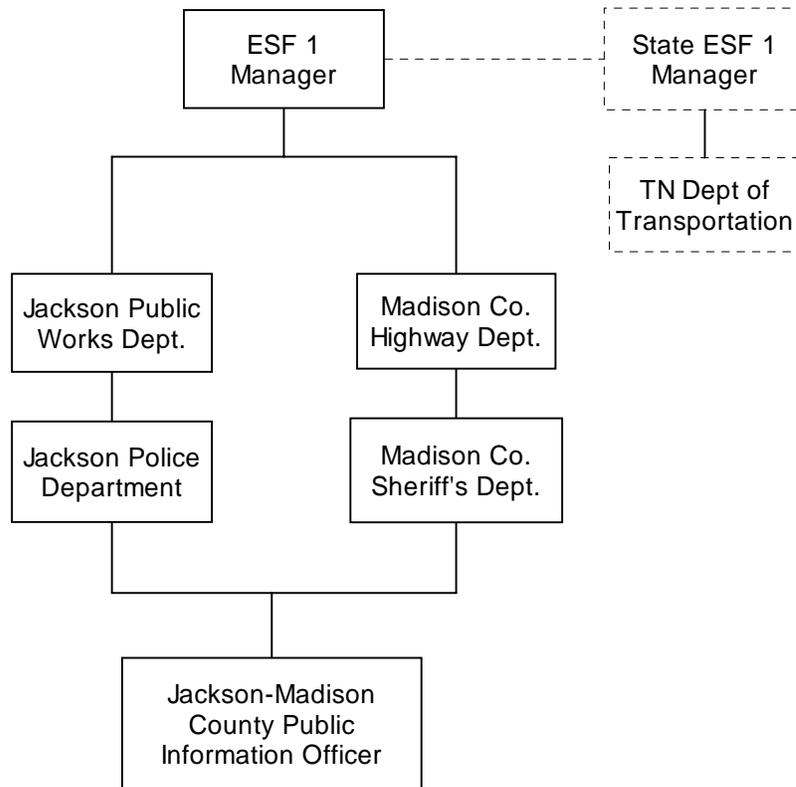
**EMERGENCY SUPPORT FUNCTION 1**

**APPENDICES**

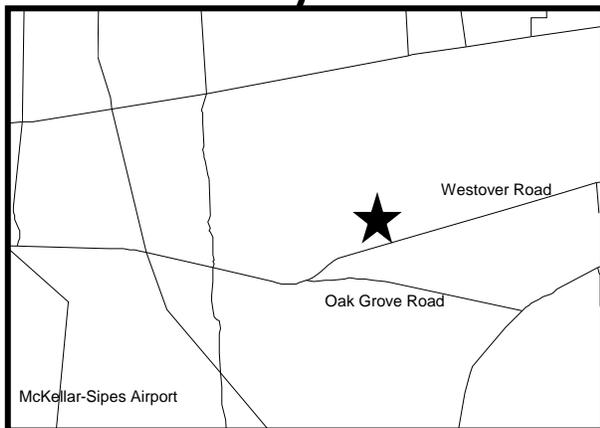
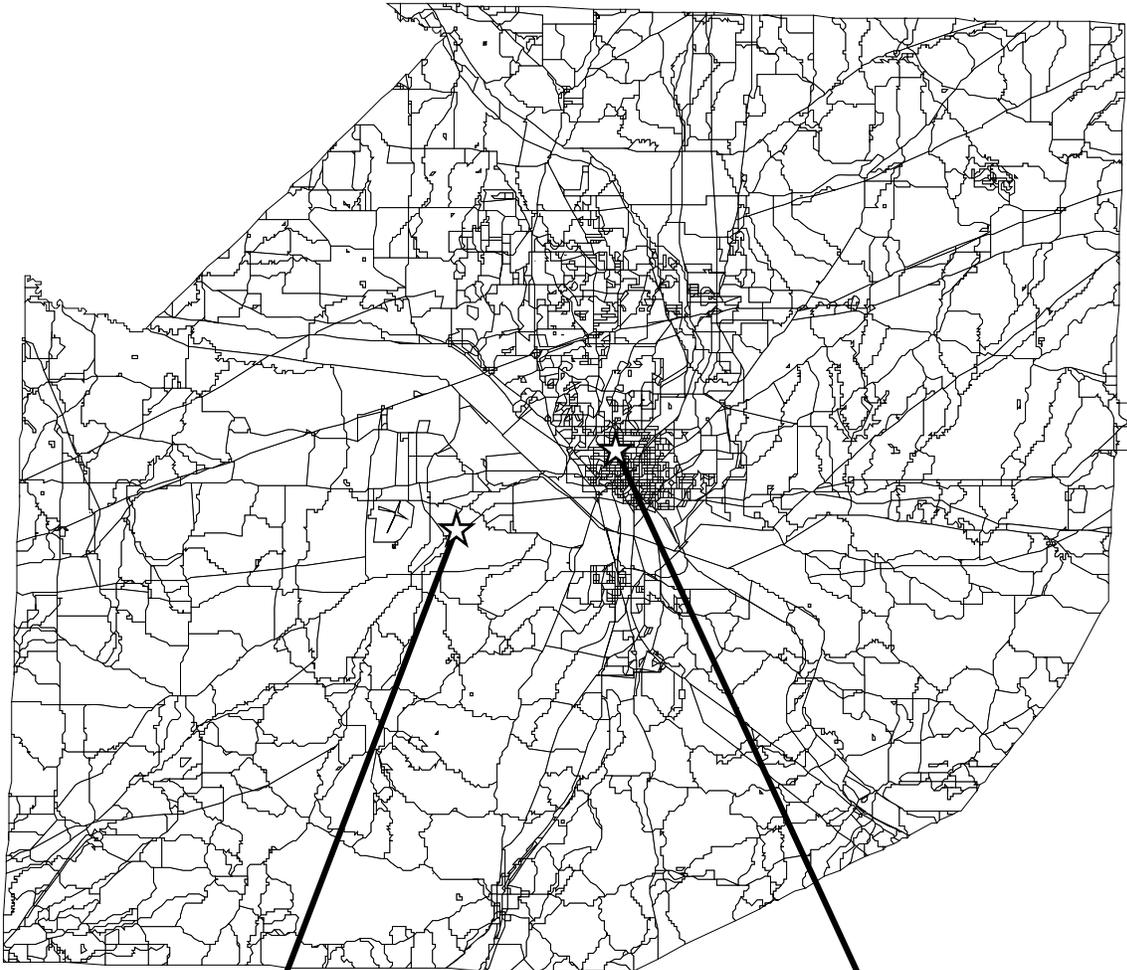
- Appendix 1    Transportation Organizational Chart
- Appendix 2    Public Works and Highway Department Facilities

# TRANSPORTATION

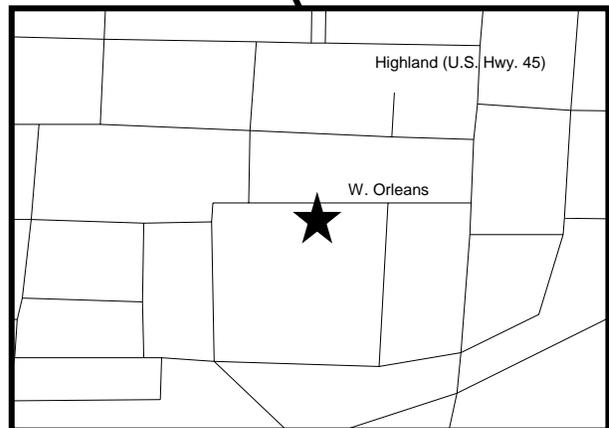
## Organizational Chart



# PUBLIC WORKS AND HIGHWAY DEPARTMENT FACILITIES



County Highway Dept. Garage  
1529 Westover



City Public Works Dept. Garage  
138 West Orleans

# ESF 2

## COMMUNICATIONS

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## EMERGENCY SUPPORT FUNCTION 2

### COMMUNICATIONS

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## EMERGENCY SUPPORT FUNCTION 2.1

### COMMUNICATIONS

# COMMUNICATIONS SYSTEMS

**I. Lead Agency:** Jackson-Madison Co. Emergency Management Agency

**II. Support Agencies:** Jackson Central Dispatch  
Jackson Fire Department  
Madison County Fire Department  
Jackson Police Department  
Madison County Sheriff's Department  
Medical Center EMS  
Jackson Public Works/Street Department  
Madison County Highway Department  
Regional EMS Communications Center  
Jackson – Madison Co. Board of Education  
Jackson – Madison Co. E-911 Board  
Amateur Radio Emergency Service (ARES)

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to provide radio, telecommunications, and data systems support to emergency response organizations during day to day and emergency operations.

#### B. Scope

1. This ESF coordinates actions taken to assure the provision of radio, telecommunications, and data systems support to local emergency response groups.
2. Additionally, this ESF coordinates the restoration of communications capabilities and infrastructure to support recovery efforts and provides telecommunications for victims in affected areas.

### IV. Policies

- A. The governments of Madison County and City of Jackson will utilize existing radio and telecommunications systems for routine operations and, to the extent possible, for emergency operations.
- B. The Jackson – Madison Co. Emergency Management Agency may utilize one of TEMA's frequencies (45.36 MHz) for routine or emergency communications with the SEOC and the REOCs.
- C. Madison County and City of Jackson resources will utilize locally owned communications systems for routine and emergency communications. These frequencies are coordinated by ESF 2 for assignment and utilization during emergencies based on the situation(s) encountered.

## **V. Situation and Assumptions**

### **A. Situation**

1. Communication is an absolute necessity during emergency situations, and this need expands in proportion to the extent of the emergency.
2. Present communications systems are, for the most part, adequate for low-impact emergencies. Major emergencies, however, may tax current systems beyond their capabilities or may render them inoperable.
3. Major disasters will damage, to some extent, the government and private sector communications infrastructure. This may cause the surviving portions of the system to become overloaded.

### **B. Planning Assumptions**

1. Some portion of the private sector communications system(s) will be damaged in a disaster. This damage will degrade Madison County and City of Jackson's ability to make contact with needed emergency resources both in the local area and outside.
2. Local agencies have the capability to conduct routine operations utilizing existing communications systems.
3. The state will make its communications resources available to local agencies if necessary during emergency operations.
4. Private sector telecommunications providers will implement procedures to insure minimization of damage from any expected emergencies.
5. Damage to communications systems will prohibit the adequate flow of intelligence information to the EOC.
6. Private sector telecommunications providers will have the capability of deploying mobile equipment to facilitate the restoration of emergency telecommunications capabilities.
7. Key individuals may remain unaware of the extent of the emergency situation due to the degradation of local telecommunications systems.
8. The ability to restore communications will determine, to a large extent, what types of emergency operations can take place in the affected areas.
9. Private sector equipment and systems providers will make equipment available in an emergency in sufficient quantities to allow local emergency responders to adequately handle most situations.

## **VI. Concept of Operations**

### **A. General**

1. The ESF 2 Communications Systems Subgroup will be divided into three components, each with its own lead coordinator under the ESF 2 Manager.
  - a. Component 1 - Radio Communications

(1) Responsible for the coordination and repair of local radio systems.

b. Component 2 - Telecommunications Systems

(1) Responsible for the coordination and repair of telecommunications (i.e., telephone) systems.

c. Component 3 - Data Communications

(1) Responsible for the coordination and repair of data systems and circuits.

2. Several communications systems are already in place across Jackson-Madison County. These range from the public switched telephone networks used by everyone on a daily basis, to elaborate radio networks developed by local emergency response agencies.
3. The ESF 2 group in the EOC will coordinate the provision and restoration of communications systems after a disaster.
4. The restoration of radio systems will be coordinated by and/or through ESF 2. Restoration of the private telephone network will be jointly coordinated by the private sector telecommunications providers and ESF 2, with priorities as follows:
  - a. Local EOC to State EOCs and other field sites,
  - b. Emergency numbers to local police, fire, and EMS providers,
  - c. Numbers for local government and essential facilities, and
  - d. Other numbers.
5. Each agency owning or operating a communications system (of whatever type) is responsible for the security of their system(s) except during major emergencies, during which ESF 2 will assume this responsibility.

B. Organization and Responsibilities

1. Jackson – Madison County Emergency Management Agency
  - a. Coordinate the development of radio and telecommunications systems in the county.
  - b. Develop and implement redundant emergency communications capabilities between and among the EOC and other critical information sources (i.e., TEMA, other counties, etc.).
  - c. Manage the ESF 2 Group during emergencies.
  - d. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
2. City of Jackson & Madison County Fire Departments
  - a. Develop and maintain radio communications systems for in-house use.
  - b. Make communications systems available to ESF 2 in emergencies.

- c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
3. Jackson Police Department/Madison County Sheriff's Department
  - a. Develop and maintain radio communications systems for in-house use.
  - b. Make communications systems available to ESF 2 in emergencies.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
4. Medical Center EMS
  - a. Develop and maintain radio communications systems for in-house use.
  - b. Make communications systems available to ESF 2 in emergencies.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
5. Jackson Public Works/Street Departments & Madison County Highway Department
  - a. Develop and maintain radio communications systems for in-house use.
  - b. Make communications system available to ESF 2 in emergencies.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
6. Regional EMS Communications Center
  - a. Coordinate the regional use of the EMS radio systems.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
7. Jackson – Madison County Board of Education
  - a. Develop and maintain radio communications systems for in-house use.
  - b. Make communications systems available to ESF 2 in emergencies.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
8. Jackson-Madison County E-911 Board
  - a. Develop, implement, and maintain countywide 9-1-1 capabilities.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
9. Amateur Radio Emergency Service (ARES)

- a. Provide assistance to local governments to enhance communications capabilities.
- b. Provide a representative to EOC for communications coordination during emergencies.
- c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson – Madison County Emergency Management Agency**

1. Conduct exercises and tests of county emergency communications systems.
2. Maintain inventory of spare parts for use when components fail.
3. Assist local agencies in the development of improved communications capabilities.
4. Coordinate the development of local emergency radio, telecommunications, and data systems.
5. Maintain liaison with private/commercial telecommunications providers as well as equipment suppliers and sources of technical advice.
6. Develop and implement systems for secure communications between EOC, the TEMA Regional office, and the SEOC.
7. Develop and maintain communications systems for use in the EOC during activation (including provisions for security of systems and equipment).
8. Maintain liaison with BellSouth (or other local telephone service provider) and the appropriate cellular carriers to coordinate restoration requirements following disasters that affect Jackson-Madison County.

### **B. City of Jackson & Madison County Fire Departments**

1. Maintain inventory of spare parts for radio systems.
2. Conduct exercises and tests of radio communications capabilities.
3. Provide EMA with locations of radio transmitters and frequency information.
4. Develop agreements with communications service providers for emergency repairs to communications equipment.
5. Develop and maintain countywide and regional networks and mutual aid systems.
6. Provide communications frequencies to Tennessee Division of Forestry for use in coordinating mutual aid operations.
7. Install state fire mutual aid frequencies in field radios, as well as EMS and other local frequencies as space permits.

### **C. Jackson Central Dispatch & Madison County Sheriff's Department**

1. Maintain inventory of spare parts for radio systems.

2. Conduct exercises and tests of radio communications capabilities.
3. Provide EMA with locations of radio transmitters and frequency information.
4. Develop agreements with communications service providers for emergency repairs to communications equipment.
5. Develop and maintain countywide and regional networks and mutual aid systems.
6. Install state mutual aid frequencies in field radios, as well as fire, EMS, and other local frequencies as space permits.

D. Medical Center EMS

1. Maintain inventory of spare parts for communications systems.
2. Conduct exercises and tests of communications capabilities.
3. Provide EMA with transmitter locations and frequency information.
4. Develop agreements with communications service providers for emergency repairs to communications equipment.
5. Coordinate communications system improvements with regional EMS communications center.
6. Install state mutual aid frequencies in field radios, as well as fire, police, and other local frequencies as space permits.

E. City of Jackson Public Works/Street Departments & Madison County Highway Department

1. Maintain inventory of spare parts for communications systems.
2. Conduct exercises and tests of communications capabilities.
3. Provide department frequencies to Tennessee Department of Transportation units for use in coordinating mutual aid operations.
4. Provide EMA with transmitter locations and frequency information.
5. Develop agreements with communications service providers for emergency repairs to communications equipment.

F. Regional EMS Communications Center

1. Develop policies and procedures for coordinating EMS communications in respective regions.
2. Develop policies and procedures for assisting local EMS units with communications systems improvements.

G. Jackson – Madison Co. Board of Education

1. Conduct exercises and tests of communications capabilities.

2. Provide EMA with transmitter locations and frequency information.
  3. Equip department-owned busses with cellular telephones for emergency use and for use in coordinating evacuation operations.
  4. Develop agreements with cellular service providers for emergency repairs to communications equipment.
- H. Jackson-Madison Co. E-911 Board
1. Develop and maintain 9-1-1 database for Jackson-Madison County.
  2. Provide assistance to Jackson-Madison County EMA and other agencies in developing improvements to local communications systems to the extent possible.
- I. Amateur Radio Emergency Service (ARES)
1. Assist local government emergency organizations by providing instruction in the capabilities and functions of ARES and its allied organizations.
  2. Provide communications capabilities to link National Weather Service offices to Jackson – Madison Co. Emergency Management Agency.
- J. Jackson or Madison County Radio Maintenance Shop
1. Develop agreements with local emergency response organizations for providing 24-hour radio maintenance capabilities.
  2. Install, test, and maintain emergency communications systems.

## **VIII. Response and Recovery Actions**

- A. All Tasked Agencies
1. Send ESCs to EOC as requested by EMA.
  2. Attend briefings, coordinate activities with other participant organizations.
  3. Set up work area(s), report needs to EMA Director, and initiate response/recovery activities as dictated by situation.
  4. Maintain logs of activities, messages, etc.
  5. Initiate internal notification/recall actions.
- B. Jackson – Madison County Emergency Management Agency
1. Assess impact of emergency on EMA and local emergency communications systems including radio, telephone, facsimile, and data capabilities.
  2. Collect intelligence from other ESF 2 organizations and allied agencies and forward to ESF 5.
  3. Assess impact of emergency on local emergency services communications capabilities and initiate procedures with other ESF 2 organizations to correct any

identified deficiencies as soon as possible.

4. Assess impact of emergency on civilian communications capabilities and determine the following based on information provided by other ESF 2 organizations:
  - a. Extent of damages
  - b. Extent of outages
  - c. Approximate length of time outages are expected to persist
  - d. Any special resource needs of the ESF 2 support organizations.
5. Provide estimates to Direction and Control units and ESF 5 as to when local emergency organizations can expect to be brought back on-line.
6. Coordinate the use of all emergency communications capabilities.
7. Arrange for repairs to damaged communications equipment.
8. Initiate communications with TEMA Regional EOC and the emergency management organizations of the surrounding counties to coordinate operations and intelligence.
9. Establish contact with local telephone service providers (including cellular carriers) to determine approximate outage duration. Coordinate restoration of local service as provided in pre-established cooperative agreements.

C. Jackson Central Dispatch & Madison County Fire Department

1. Determine impact of emergency on communications systems and initiate repair operations.
2. Utilize communications systems to pass along intelligence information from field units to ESCs in the EOC.
3. Allow EMA and other agencies as necessary to utilize communications systems, equipment, and personnel to convey emergency information.
4. Implement policies concerning use of communications systems in major emergencies, if appropriate.

D. Jackson Central Dispatch & Madison County Sheriff's Department

1. Determine impact of emergency on communications systems and initiate repair operations.
2. Utilize communications systems to pass along intelligence information from field units to ESCs in the EOC.
3. Allow EMA and other agencies as necessary to utilize communications systems, equipment, and personnel to convey emergency information.
4. Implement policies concerning use of communications systems in major emergencies, if appropriate.

5. Utilize THP Intercity network and mutual aid frequencies to obtain information from and disseminate information to other law enforcement agencies.

#### E. Medical Center EMS

1. Determine impact of emergency on communications systems and initiate repair operations.
2. Utilize communications systems to pass along intelligence information from field units to ESCs in the EOC.
3. Allow EMA and other agencies as necessary to utilize communications systems, equipment, and personnel to convey emergency information.
4. Implement policies concerning use of communications systems in major emergencies, if appropriate.
5. Notify Regional EMS Communications Center of status of local EMS communications systems and implement policies/procedures for assisting hospitals and other agencies whose EMS communications systems are inoperable.

#### F. Jackson Central Dispatch & Madison County Highway Department

1. Determine impact of emergency on communications systems and initiate repair operations.
2. Utilize communications systems to pass along intelligence information from field units to ESCs in the EOC.
3. Allow EMA and other agencies as necessary to utilize communications systems, equipment, and personnel to convey emergency information.
4. Implement policies concerning use of communications systems in major emergencies, if appropriate.
5. Utilize communications capabilities with Tennessee Department of Transportation to coordinate mutual aid operations as required.

#### G. Regional EMS Communications Center

1. Coordinate the use of the EMS frequencies across the affected area(s) (i.e., designate control points, traffic routing, etc.)
2. Notify State EMS ESC at the Regional or State EOC of status of regional EMS communications capabilities (including ambulance services, hospitals, etc.).

#### H. Jackson – Madison County Board of Education

1. Utilize communications systems to pass along intelligence information from field units to ESCs in the EOC.
2. Allow EMA and other agencies as necessary to utilize communications systems, equipment, and personnel to convey emergency information.
3. Implement policies concerning use of communications systems in major emergencies, if appropriate.

I. Jackson-Madison County E-911 Board

1. Provide technical assistance with the operation of the 9-1-1 system.
2. Maintain liaison with BellSouth to rectify any 9-1-1 system operational problems.

J. Amateur Radio Emergency Service

1. Provide communications support to local government.
2. Provide communications links to areas outside local area for transmission of critical information.

**IX. Training**

- A. All training relative to this ESF is provided in-house by each of the organizations tasked herein. Periodic communications exercises conducted by EMA and other local agencies test the communications systems' ability to recover from damage that results from various types of emergencies.

## EMERGENCY SUPPORT FUNCTION 2.2

### COMMUNICATIONS

# WARNING

**I. Lead Agency:** Jackson – Madison County Emergency Management Agency

**II. Support Agencies:** Jackson Central Dispatch  
Madison County Fire Department  
Jackson Fire Department  
Jackson – Madison County Health Department  
Tennessee Emergency Management Agency  
NOAA (National Weather Service)  
U.S. Army Corps of Engineers  
Local Media:  
    WTNV-FM 104.1  
    WTJS-AM 1390  
    WBBJ-TV (Channel 7)

### III. Introduction

A. Purpose

The purpose of this annex is to provide a warning system capable of disseminating adequate and timely warnings to the public and to government officials in the event of an emergency or impending emergency.

B. Scope

This annex prescribes the warning mechanisms utilized by the EMA and other local organizations in providing warnings concerning emergencies that may affect Jackson-Madison County or its citizens.

### IV. Policies

- A. The Jackson – Madison Co. Emergency Management Agency is responsible for managing the warning functions connected with emergencies and disasters that may affect this county. All warnings issued by any local, state, or federal agency concerning an impending emergency will be coordinated by the EMA.
- B. Warnings are not issued unless directed by a federal agency (e.g., the National Weather Service, etc.), the Governor or his designated representative, or an authorized local official after having evaluated the situation and determined that a warning should be issued.
- C. Local agencies having their own communications systems will relay warnings to field offices and personnel over their communications systems.

## **V. Situation and Assumptions**

### **A. Situation**

1. The need to warn the public and/or emergency agencies of impending danger could arise at any time. To reduce the potential for loss of life and damage to property, adequate and timely warnings must be provided.
2. Residents of Jackson-Madison County are occasionally subjected to severe weather conditions, hazardous materials incidents, and other events that require the dissemination of warnings.
3. There are numerous facilities within Jackson-Madison County (i.e., hazardous materials facilities) that, should an accident occur, would require the issuance of warnings to citizens in the surrounding neighborhoods.
4. The occurrence of fire, criminal incidents, and other dangerous situations will, in some instances, require the issuance of warnings to prevent unnecessary injury to potentially affected populations.

### **B. Planning Assumptions**

1. A warning period will be available for most emergency situations although the amount of lead-time will vary from hazard to hazard.
2. Mechanisms will be in place to deliver the warnings to the citizens and government officials within Jackson-Madison County.

## **VI. Concept of Operations**

### **A. General**

1. The most commonly issued warnings are for severe weather situations such as severe thunderstorms, tornadoes, flooding, winter storms, etc. Hazardous materials incidents may also require the issuance of warnings.
2. The Jackson – Madison Co. Emergency Management Agency is the central point in county government for the collection of information regarding emergency situations. As a result, the EMA is the primary warning point for Jackson-Madison County concerning emergency situations.
3. Reports of emergencies may come from local emergency response organizations, private citizens, state or federal agencies, or industry.
4. The National Weather Service is responsible for the issuance of warnings to the civilian population concerning weather-related phenomena.
5. The Jackson – Madison Co. Emergency Management Agency is responsible for dissemination of warnings to local emergency response agencies.
6. The Jackson – Madison Co. Emergency Management Agency can access the Emergency Alert System for the delivery of emergency warning information.

### **B. Organization and Responsibilities**

1. Jackson – Madison County Emergency Management Agency (Central Dispatch)

- a. Maintain a 24-hour primary warning point for the receipt of warning information. (There is no alternate warning point for Jackson and Madison County.)
  - b. Disseminate warnings received over the appropriate mechanisms available for such activities.
  - c. Provide overall coordination of local warning system.
  - d. Issue warnings as required by local activities.
  - e. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
2. Jackson Fire Department/Madison County Fire Department
    - a. Issue warnings as required by local activities.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
3. Jackson-Madison County Health Department
    - a. Issue warnings concerning local health issues when required.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
4. Tennessee Emergency Management Agency
    - a. Relay warnings to county 24-hour warning point(s)
5. NOAA (National Weather Service)
    - a. Receive, evaluate, and disseminate to the EOC forecasts, predictions, and other pertinent data regarding the possibility of adverse weather conditions.
    - b. Responsible for issuance of warnings to civilian population through the broadcast media, print media, and the NOAA Weather Radio Network.
    - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
6. U. S. Army Corps of Engineers
    - a. Responsible for the transmittal of warnings regarding the status of Corps-operated dams.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

7. Local Media:
  - WTNV-FM 104.1
  - WTJS-AM 1390
  - WBBJ-TV (Channel 7)

- a. Activate EAS system as requested by appropriate local emergency officials.

## **VII. Mitigation and Preparedness Activities**

### **A. All Tasked Agencies**

1. Develop procedures for warning agency offices and field units of impending emergency situations.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Develop and maintain warning systems for use during emergencies.
2. Assist local agencies and media with public education programs outlining the proper use of the warning systems and the meanings of the warnings issued through those systems.
3. Periodically test and exercise local warning systems.
4. Develop standardized format and SOPs for the issuance of warnings through the local warning networks.
5. Assist with the development of local and regional EAS plans. Assist with the exercising of the EAS system. Coordinate EAS development with the media.
6. Investigate the possibility of developing other warning systems not currently in place.
7. Provide essential personnel with pagers or similar notification means.

### **C. Jackson Police Department/Madison County Sheriff's Department**

1. Maintain county warning point and notify EMA of any malfunctions.
2. Develop SOPs governing the relay of information from field units about developing emergency situations to the EOC.
3. Provide essential personnel with pagers or similar notification means.
4. Develop policies and procedures for issuing warnings associated with law enforcement activities.

### **D. Jackson Fire Department/Madison County Fire Department**

1. Develop SOPs governing the relay of information from field units about developing emergency situations to the EOC.
2. Provide essential personnel with pagers or similar notification means.
3. Develop policies and procedures for issuing warnings associated with fire service activities.

E. Jackson Fire Department

1. Develop SOPs governing the relay of information from field units about developing emergency situations to the EOC.
2. Provide essential personnel with pagers or similar notification means.
3. Develop policies and procedures for issuing warnings associated with hazardous materials containment and mitigation activities.

F. Tennessee Emergency Management Agency

1. Develop SOPs governing the relaying of warnings to Jackson-Madison County 24-hour warning point and the EOC.

G. Jackson-Madison County Health Department

1. Develop policies and procedures for issuing warnings associated with actual or potential health problems in the community.

H. NOAA (National Weather Service)

1. Assist EOC in developing the capability to receive, interpret, and disseminate warnings issued by NWS.
2. Deliver public education campaigns regarding the meaning of the various types of warnings issued by NWS in fulfillment of its mission.
3. Develop and maintain the NOAA Radio Network for the delivery of weather-related emergency warnings to the general public.
4. Assist with the development of local and regional EAS plans.

I. U. S. Army Corps of Engineers

1. Develop SOPs governing the relay of information from field units about developing emergency situations to the EOC.
2. Develop SOPs and methods for delivering warnings the EOC regarding Corps-operated dams.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Disseminate warnings to agency offices and field units.
2. Relay information from field units concerning the development of emergency situations to the EOC.

B. Jackson – Madison Co. Emergency Management Agency

1. Disseminate warnings to the public and local officials through appropriate means.
2. Activate the EAS if necessary and appropriate.

3. Maintain logs of warning activities.
- C. Jackson Police Department/Madison County Sheriff's Department
1. Disseminate warnings over radio network if appropriate.
  2. Issue warnings concerning local law enforcement activities through appropriate means.
- D. Jackson Fire Department/Madison County Fire Department
1. Disseminate warnings over radio network if appropriate.
  2. Issue warnings concerning local fire service activities through appropriate means.
- E. Jackson Fire Department
1. Disseminate warnings over radio network if appropriate.
  2. Issue warnings concerning local hazardous materials containment/cleanup activities through appropriate means.
- F. Jackson-Madison County Health Department
1. Issue warnings concerning potential local health problems through appropriate means.
- G. Tennessee Emergency Management Agency
1. Issue warnings to Jackson-Madison County 24-hour warning point and other locations as appropriate.
- H. Tennessee Highway Patrol
1. Issue warnings over the THP Intercity Radio Network as appropriate.
- I. NOAA (National Weather Service)
1. Disseminate warnings to EOC and other agencies as appropriate.
  2. Disseminate warnings over NOAA Radio Network.
  3. Activate EAS if necessary.
  4. Keep EMA advised of changes in weather conditions and the potential for the rescission or continuance (or upgrade) of warnings issued by NWS.
- J. U. S. Army Corps of Engineers
1. Issue warnings concerning events at COE-operated dams to EOC and the public as appropriate.

K. Local Media:

WTVN-FM 104.1  
WTJS-AM 1390  
WBBJ-TV (Channel 7)

1. Activate EAS systems as requested by state or local officials.

**IX. Training**

- A. All training associated with the issuance of warnings is provided in-house by the respective agencies.
- B. The National Weather Service and TEMA, as well as the local emergency management agency provide public education materials and talks concerning the watches and warnings issued by the National Weather Service, especially during National Severe Weather Awareness Week in March of each year. The NWS provides instructional materials to the general public upon request. These materials describe the meanings of the various types of watches and warnings issued by the agency.
- C. The Tennessee Valley Authority and the U. S. Department of Energy provide detailed public education materials to persons living in communities surrounding their facilities. This material provides details on interpretation of warnings issued through siren systems and the EAS networks during emergencies.

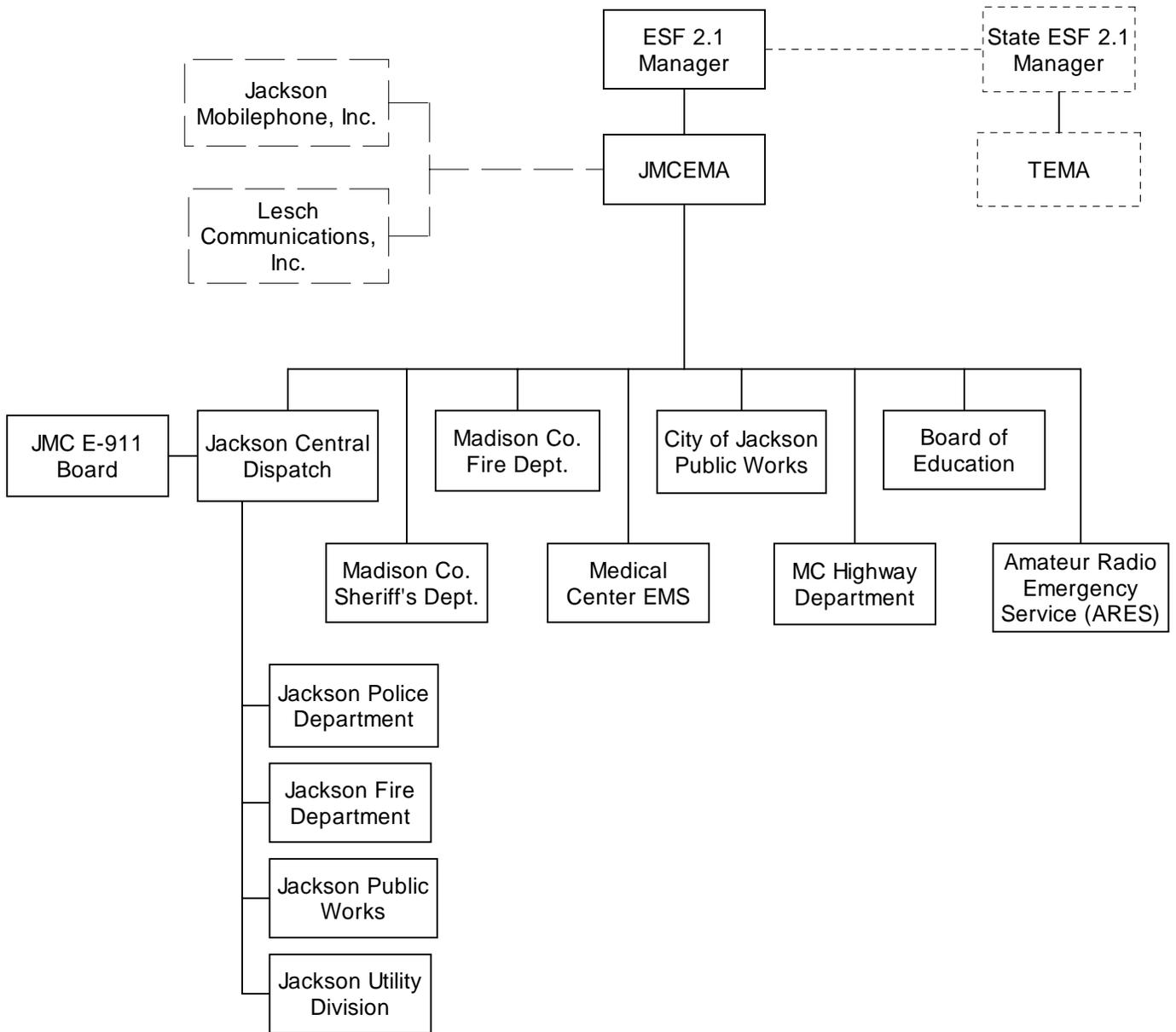
## EMERGENCY SUPPORT FUNCTION 2

# APPENDICES

- Appendix 1      Communications Systems Organizational Chart
- Appendix 2      Warning Organizational Chart
- Appendix 3      EOC Communications Capabilities
- Appendix 4      Outdoor Warning Siren Locations
- Appendix 5      Emergency/Disaster Notification Modes
- Appendix 6      NOAA Weather Radio Network
- Appendix 7      EAS Operational Areas

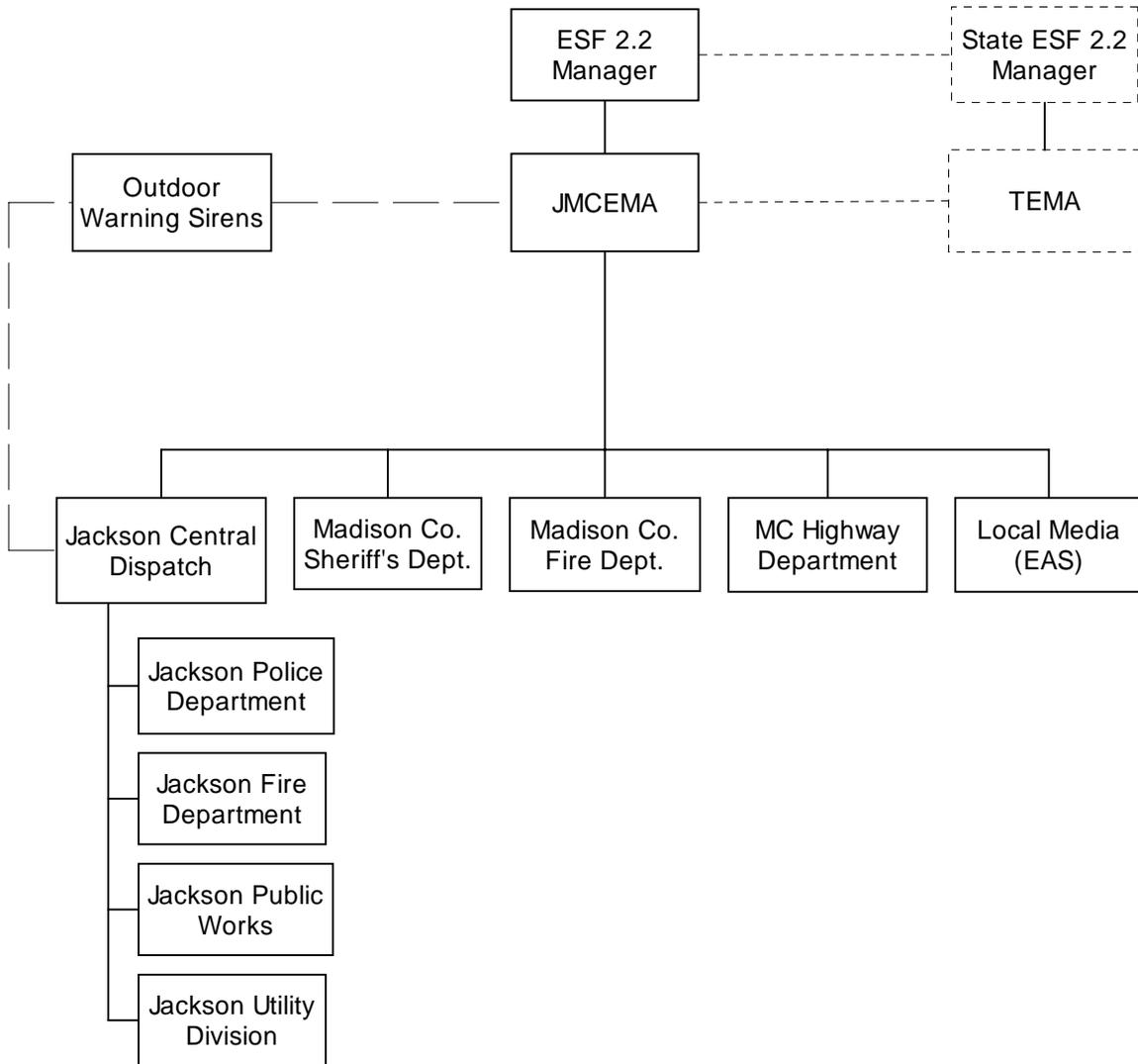
# COMMUNICATIONS SYSTEMS

## Organizational Chart



# WARNING

## Organizational Chart



# EOC COMMUNICATIONS CAPABILITIES

## I. Radio Networks

### A. Emergency Management

1. Jackson Madison Co. EMA high-band (UHF)
2. Statewide Low Band

### B. Other Local Agencies

1. Jackson Police Department
2. Madison County Sheriff's Department
3. Jackson Fire Department
4. Madison County Fire Department
5. Medical Center EMS
6. Jackson Utility Division
7. Southwest Electric Membership Cooperative
8. City of Jackson Department of Public Works
9. Madison County Highway Department

### C. Amateur Radio (West Tennessee Amateur Radio Society, severe weather operations)

- |                                                     |                     |
|-----------------------------------------------------|---------------------|
| 1. Primary Repeater (PL tone 107.2)                 | 147.210 MHz         |
| 2. Secondary Repeater                               | 145.310 MHz         |
| 3. SKYWARN, Memphis Weather                         | VOLNET              |
| 4. Surrounding cities, counties, and club repeaters |                     |
| 3. National Calling Frequency                       | 146.520 MHz simplex |

### D. Miscellaneous Networks

1. Norfolk Southern Railroad
2. Fire mutual aid
3. Law enforcement mutual aid
4. Emergency management in surrounding counties
5. Fire services in surrounding counties
6. Law enforcement in surrounding counties

## II. Paging Services

## III. Commercial Telephone and Fax

## IV. Dial-up Internet Access

## V. Emergency Alerting System

## VI. Voice Cable Override

## VII. EOC Reserved Emergency Telephone Lines

## **EOC COMMUNICATIONS CAPABILITIES, Continued**

### **VIII. Portable Emergency Communications Assets**

- A. Emergency portable satellite terminal
- B. Emergency portable HF (low band) station

### **IX. Notes**

#### A. Emergency Management

1. All personnel are equipped with alphanumeric pagers.
2. The Jackson-Madison County Emergency Management Agency has licensed amateur radio operators both on its staff and in a group of volunteers.

#### B. Law Enforcement

1. All JPD and MCSO personnel are equipped with portable radios and pagers.
2. All cars are equipped with mobile radios.
3. JPD and MCSO have data communications services at their disposal.

#### C. Fire Services

1. All JFD and MCFD personnel are equipped with pagers and many with portable radios.
2. All JFD and MCFD trucks are equipped with mobile radios.

APPENDIX 4 TO ESF 2

## EMERGENCY/DISASTER NOTIFICATION MODES

Emergency Situation	Phone	Siren	Page r	EAS	NAWAS	Radio/TV	EMA Net	Mobile PA
Winter Storm	P					S	S	
Tornado		P	S	S		S	S	S
Flooding	S		S			P	S	S
Dam Failure	S					P	S	
Hazardous Materials Spill	P	S	S			S	S	S
Transportation Accident	P						S	
Power Outage	P					S	S	S
Civil Disturbance	S					S	S	P
Attack		P	S	P	P	S	S	

P - Primary

S - Secondary

NOTE: The above chart should be used as a guide for the selection of notification modes; however, this should not restrict the selection of options.

APPENDIX 5 TO ESF 2

## NOAA WEATHER RADIO NETWORK

The NOAA Weather Radio station for Madison County is located at Norton Hill and broadcasts on 162.550 MHz.

Please refer to Appendix 15 to ESF 2 of the Tennessee Emergency Management Plan (TEMP, page ESF 2-47) for the complete listing.

APPENDIX 6 TO ESF 2

**EMERGENCY ALERT SYSTEM  
OPERATIONAL AREAS**

Please refer to the Tennessee Emergency Management Plan (TEMP) for this information.

# ESF 3

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## EMERGENCY SUPPORT FUNCTION 3

### INFRASTRUCTURE

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## EMERGENCY SUPPORT FUNCTION 3.1

### INFRASTRUCTURE

# BUILDING INSPECTION AND CONDEMNATION

**I. Lead Agency:** City of Jackson Building Department  
Madison County Building Department

**II. Support Agencies:** City of Jackson Department of Public Works/Street Department  
Jackson – Madison Co. Board of Education

### III. Introduction

#### A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide public works and engineering support to perform inspections of buildings damaged during disasters.

#### B. Scope

1. ESF 3 support includes technical advice and evaluations, engineering services, construction management and inspection, emergency contracting, and real estate support for these functions.
2. The restoration of electric and gas utilities, which is grouped under ESF 3 in the Federal Response Plan, is provided by ESF 12 (Energy) in the Jackson-Madison County Emergency Management Plan.
3. Activities within this subsection of ESF 3 include:
  - a. The performance of inspections of buildings and structures damaged by a disaster,
  - b. Emergency demolition or stabilization of damaged structures and facilities,
  - c. Technical assistance with regard to inspections of damaged buildings, and
  - d. Development of guidelines for establishing the structural integrity of buildings and the training of local officials to perform inspections.

### IV. Policies

- A. The inspection, condemnation, and demolition of buildings damaged by a disaster is essential to prevent persons from being injured as a result of entering damaged facilities.

## **V. Situation and Assumptions**

### **A. Situation**

1. Most disasters involve damage to property to some extent. Structures that are damaged must be inspected and either certified for continued use or destroyed to insure that no one is injured or killed by further weakening or collapse of the structure.

### **B. Planning Assumptions**

1. Local government has some capability to perform building inspections.
2. Significant personnel with engineering and construction skills, along with construction equipment and materials, may be required from outside the affected area(s).
3. Earthquake aftershocks and the effects of secondary hazards may necessitate periodic reevaluation of inspected structures in affected areas.
4. Local governments will maximize their use of local building and codes inspectors before requesting assistance from outside the area.

## **VI. Concept of Operations**

### **A. General**

1. Following a disaster, building and codes officials will be used to inspect damaged structures to determine their viability. Local officials may request assistance from outside sources for several reasons:
  - a. Technical advice concerning damaged structures,
  - b. Inspectors to examine special-use structures,
  - c. Assistance in applying code requirements to specific structures,
2. All requests for assistance with inspection functions will be routed to the ESF 3 Manager at the EOC so inspectors from surrounding jurisdictions may be utilized if available.
3. The Tennessee Department of Commerce and Insurance will provide training to local officials in evaluating structures damaged by disasters.

### **B. Organization and Responsibilities**

1. City of Jackson Building Department & Madison Co. Building Department
  - a. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Provide building inspections of city- and county-owned structures within the limits of department capabilities.
  - c. Develop building, occupancy, fire, and other codes for use within Jackson and Madison County.

- d. Provide resource and logistical support to inspections and demolition operations.
  - e. Coordinate the development of a disaster inspection plan.
2. Jackson – Madison Co. Board of Education
    - a. Provide building inspections of local educational facilities within the limits of agency capabilities.
  3. City of Jackson Department of Public Works/Street Department
    - a. Provide logistical support for demolition operations.

**VII. Mitigation and Preparedness Activities**

- A. City of Jackson Building Department & Madison County Building Department
  1. Implement building, fire, and other codes programs within Jackson/Madison County.
  2. Secure training programs for local officials and provide same on regular basis.
  3. Develop standard criteria for use in evaluating buildings damaged by disasters using descriptive names (safe, unsafe, marginally safe, etc.).
  4. Develop standardized form for use in evaluating buildings damaged by disasters, print, and warehouse for future use.
  5. Develop procedures for prioritizing inspection of facilities.
  6. Develop procedures for reentry and removal of personal items from damaged structures.
  7. Develop procedures for securing unsafe areas.
  8. Develop guidelines for demolition of unsafe buildings and procedures for implementing same.
  9. Identify contractors to assist in demolition and surveys.
  10. Identify personnel to receive training in disaster building inspections.
  11. Develop guidelines for inspection of city- and county-owned facilities to include provisions for reentry of personnel, removal of essential records and equipment, recommendations for demolition or rehabilitation, etc.
  12. Require the development of emergency preparedness plans in all city- and county-owned facilities.
  13. Require structural mitigation measures be built into all new construction of city- and county-owned/operated facilities.
  14. Develop listing of suppliers with the capability of supplying heavy equipment, inspection instruments, etc., for use in building surveys and demolition.

B. Jackson – Madison Co. Board of Education

1. Develop guidelines for assisting officials with inspections of local educational institutions.
2. Develop structural and non-structural guidance for educational facilities to reduce the chances of student/faculty injury during all types of emergencies.
3. Encourage the development of school emergency preparedness plans (coordinate with EMA).

C. City of Jackson Department of Public Works/Street Department

1. Develop procedures for supplying logistical support to demolition operations, to include the provision of engineering assistance, assistance with demolition activities, and the removal of debris from affected areas to appropriate receiving areas.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

B. City of Jackson Building Department & Madison County Building Department

1. Determine extent of emergency and the potential for building/structural damage.
2. Notify personnel of possible need for deployment to affected area(s).
3. Make arrangements for dissemination of standardized forms, guides, etc.
4. Refer technical questions to appropriate staff or other agency.
5. Provide damage assessment information to ESF 5.
6. Determine need for outside contractor assistance and begin call-up of needed groups. Coordinate with Building Department ESC (ESF 7).
7. Prioritize requests for inspection assistance to insure critical facilities are inspected as soon as practical.
8. Arrange for the inspections of city- and county-owned facilities and make arrangements for rehabilitation or demolition and replacement of same.
9. Respond to requests from other ESF 3 agencies for resources and logistical support.

10. Deploy personnel as dictated by the situation.
11. Task other ESFs or support agencies as necessary to carry out mission (ESF 13 for securing unsafe areas, etc.).
12. Coordinate with Public Works and ESF 7 requirements for performing demolition work on unsafe structures.

D. Jackson – Madison Co. Board of Education

1. Assist officials with the inspection of local educational facilities and provide technical advice with respect to rehabilitation or demolition and replacement.
2. Provide damage assessment information to ESF 5.

E. City of Jackson Department of Public Works/Street Department

1. Provide logistical support to demolition activities (i.e., heavy equipment, and manpower).
2. Provide engineering support to inspection and demolition activities.

**IX. Training**

- A. A Federal Emergency Management Agency-sponsored inspection course is available through field delivery from FEMA or its contractors. This course is known as the ATC-20 Course and is provided on an as-requested basis through the Code Enforcement Division of the Tennessee Department of Commerce and Insurance.
- B. Several courses are available through FEMA concerning the effects of natural disasters (especially earthquakes) on educational facilities and health care facilities.
- C. The American Red Cross offers courses in Damage Assessment at many of its local chapter offices.
- D. Other training relative to this subfunction of ESF 3 is provided in-house.

## EMERGENCY SUPPORT FUNCTION 3.2

### INFRASTRUCTURE

# ROUTE CLEARANCE AND BRIDGE INSPECTION

**I. Lead Agency:** City of Jackson Department of Public Works/Street Department  
Madison County Highway Department

**II. Support Agencies:** Jackson Police Department  
Madison County Sheriff's Department  
Jackson Fire Department  
Madison County Fire Department  
City of Jackson Department of Parks and Recreation  
Tennessee Department of Transportation

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to allow Jackson-Madison County to make a determination as to which routes are open for traffic and to prioritize the removal of debris from roadways and thoroughfares. This information is critical for guiding the response of emergency personnel into the affected area(s).

#### B. Scope

1. ESF 3 provides the capability of determining route conditions based on ground and aerial observations, and providing for removal of debris from roadways and other routes to open them up for use by responding personnel.
2. ESF 3 also provides for debris removal from major roadways and, after roadways are opened, from other areas as determined by the Direction and Control group at the EOC.

### IV. Policies

- A. The City of Jackson Department of Public Works is responsible for maintaining Jackson-Madison County's roadways in a navigable condition. This function is an extension of their normal, day-to-day operational capabilities.
- B. The Tennessee Department of Transportation is responsible for maintaining the state highways and bridges in Jackson-Madison County. Additionally, TDOT may provide limited assistance to local governments in carrying out road and bridge inspections.

### V. Situation and Assumptions

#### A. Situation

1. Any emergency can create conditions on roadways that render them untenable by emergency vehicle traffic. A small tornado can down several trees and power lines and create a situation whereby EMS and fire units cannot move into the affected area(s). Larger disasters generally create more serious problems.

2. The removal of debris from roadways and airfields, and the inspection of bridges to insure safety for emergency vehicles, is of paramount importance in a serious emergency. Failure to open these routes means that help cannot arrive for victims.

#### B. Planning Assumptions

1. Emergencies of every type may necessitate debris removal from roadways and/or airfields.
2. Accidents and other emergencies may render bridges unsuitable for use by emergency vehicles and by victims trying to exit the affected area(s).
3. Jackson Public Works crews will be responsible for debris removal from city-owned roads and bridges and Madison County Highway Department for county-owned. State crews will be responsible for state-owned roads and will, after local resources are exhausted, assist local officials with debris removal activities.
4. Debris may consist of vehicle wreckage, snow and ice, tree limbs, power lines, building debris, signs, etc.

### VI. Concept of Operations

#### A. General

1. The status of routes into an area affected by an emergency is of vital concern to Jackson-Madison County. Resources cannot be given definitive directions into an area until it is known for sure that the route is open. The first priority after the onset of any emergency is the determination of which routes are open and which are not.
2. The use of aerial reconnaissance may be dictated in major disasters (i.e., earthquakes, flooding, etc.). Preliminary reports from local agencies and aircraft can be used to set priorities for inspections by ground crews. Ground crews will be inserted into affected areas to make final determination of route viability. This information will be provided to ESF 5 and other ESFs for use in the routing of resources.
3. Airstrips may also be used to position resources. It is therefore necessary to open these facilities as well.
4. The City of Jackson Department of Public Works is responsible for maintaining the viability of city-owned roads and bridges and Madison County Highway Department for county-owned. State officials are responsible for maintaining state-owned roads and bridges. State resources may be used to assist local debris clearance operations when they are not needed for operations on state-owned systems.

#### B. Organization and Responsibilities

1. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.
  - a. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Collect information and intelligence concerning the viability of major routes designated for use in major emergencies and develop a plan of action to open up routes that are blocked in a timely manner.

- c. Deploy personnel and equipment to evaluate damaged bridges and roadways, and to take actions to restore them to a usable condition.
  - d. Deploy personnel and equipment to remove blockages on major routes.
  - e. Assist municipal governments in opening damaged/blocked routes.
  - f. Provide routing information to ESFs in the EOC, state government, and private citizens.
  - g. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
2. Jackson Police Department & Madison Co. Sheriff's Department
    - a. Assist with the identification of damaged/blocked routes/structures.
    - b. Provide traffic control functions through ESF 13 (Law Enforcement).
    - c. (Aviation Unit) Provide aerial reconnaissance of major transportation routes to provide intelligence to the ESF 3 Manager concerning the status of routes.
    - d. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  3. Jackson & Madison Co. Fire Departments
    - a. Assist with the identification of damaged/blocked routes/structures.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  4. City of Jackson Department of Parks and Recreation
    - a. Assist with the identification of damaged/blocked routes/structures.
    - b. Provide manpower and equipment to assist with route clearance operations.
    - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  5. Tennessee Department of Transportation
    - a. Provide road clearance and bridge inspection operations on state highways.
    - b. Provide assistance to local road crews when requested.
    - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

- A. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.

1. Develop procedures for recording incoming intelligence concerning the status of routes and bridges, and for transmitting this information to ESF 5 and other ESFs requesting or having a need for it.
2. Develop procedures for prioritizing the inspection of routes and bridges by City of Jackson Department of Public Works/Street Department officials.
3. Develop procedures for restoring damaged/blocked routes to operational condition as soon as practicable.
4. Develop policies concerning the prioritization of route/bridge repairs.
5. Develop procedures for interfacing with state DOT officials with regard to requests from Jackson or Madison County to the state DOT for assistance.
6. Develop procedures for deploying personnel to remove blockages, repair bridges, and open routes. Include provisions for utilizing other agencies' resources as well as other public and private sector resources.

B. Jackson Police Department/Madison Co. Sheriff's Department

1. Develop standardized format and procedures for transmitting intelligence from field units concerning the status of roadways/bridges to the Public Works ESC at the EOC.
2. Develop procedures for deploying personnel to perform traffic control functions around major blockages and at other points dictated by Public Works officials (through ESF 13, Law Enforcement).
3. (Aviation Unit) Develop SOPs for deploying air resources to inspect major routes for damage following major disasters. Include interface with EMA and Jackson Public Works officials for prioritization of selection of routes for such inspections.

C. Jackson & Madison Co. Fire Departments

1. Develop standardized format and procedures for transmitting intelligence from field units concerning the status of roadways/bridges to the Public Works ESC in the EOC.

D. City of Jackson Department of Parks and Recreation

1. Develop standardized format and procedures for transmitting intelligence from field units concerning the status of roadways/bridges to the Jackson Public Works ESC in the EOC.
2. Develop procedures for deploying personnel and equipment to assist with debris removal operations as requested by Jackson Public Works officials.
3. Develop procedures for removing blockages of off-road routes and transmitting intelligence to the Jackson Public Works ESC concerning the status of same.

E. Tennessee Department of Transportation

1. Develop standardized format and procedures for transmitting intelligence from field units concerning the status of local roadways/bridges to the Madison Co. Highway Department/Street Department ESC in the EOC.

2. Develop policies and procedures for handling requests for assistance from City of Jackson Department of Public Works.

### **VIII. Response and Recovery Actions**

#### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

#### **B. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.**

1. Collect intelligence from field units (Jackson Public Works, Madison Co. Highway, Jackson Police, Madison County Sheriff, Jackson & Madison Co. Fire, private citizens, etc.) regarding blocked or damaged roads and bridges.
2. Request assistance from Jackson Police Department Aviation Unit (through EMA) for reconnaissance if deemed necessary or if requested by ESF 5 or the Direction and Control Group.
3. Determine best routes for use by emergency personnel responding to affected areas. Provide primary and alternate route information (to the extent possible) to agencies requesting routing information.
4. Prioritize the restoration of routes to usable conditions.
5. Perform inspections of bridges damaged by the disaster.
6. Deploy units to areas in need of debris removal or road restoration operations. Task other agency units for assistance when necessary.
7. Request assistance from Tennessee DOT officials if needed to perform inspections, debris removal, or other functions.
8. Keep ESF 5 advised of the status of all major roadways in affected areas.

#### **C. Jackson Police Department/Madison County Sheriff's Department**

1. Task field units to provide intelligence to Jackson Public Works ESC concerning the status of roads and bridges.
2. Deploy personnel to assist with traffic control functions as requested by Jackson Public Works officials.
3. (Aviation Unit) Perform aerial reconnaissance of major routes as requested by ESF 5 or EMA officials and record inspections for use by those officials.

#### **D. Jackson & Madison Co. Fire Departments**

1. Task field units to provide intelligence to Jackson Public Works ESC concerning the status of roads and bridges.

E. City of Jackson Department of Parks and Recreation

1. Task field units to provide intelligence to Jackson Public Works ESC concerning the status of roads and bridges.
2. Respond to requests from Jackson Public Works officials for assistance with debris removal operations.

F. Tennessee Department of Transportation

1. Deploy TDOT resources to open state highways and bridges.
2. Respond to requests from Madison Co. Highway Department/Street Department for assistance.

**IX. Training**

- A. All training connected with this subfunction of ESF 3 is provided in-house by the agencies asked herein.

## EMERGENCY SUPPORT FUNCTION 3.3

### INFRASTRUCTURE

# DEBRIS REMOVAL

**I. Lead Agency:** City of Jackson Department of Public Works/Street Department  
Madison County Highway Department

**II. Support Agencies:** City Health & Sanitation  
City of Jackson Department of Parks and Recreation

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to provide debris removal operations in areas affected by emergencies or disasters.

#### B. Scope

1. This ESF coordinates the removal of debris generated through the demolition of unsafe structures, recovery activities, or through the disaster itself.

### IV. Policies

- A. Debris removal is necessary in affected areas to prevent the development and spread of vector-based epidemiological agents and general sanitation problems.
- B. Current landfill capacity will be utilized to the maximum extent practical until such time as it is determined that the site's capacity may be exceeded if such use is continued.
- C. Normal permitting practices may be waived by state and federal officials if necessary to allow for the disposal of building debris, downed vegetation, and similar materials.
- D. All disposal activities will be conducted with health concerns being the foremost consideration.

### V. Situation and Assumptions

#### A. Situation

1. Most emergencies produce some type of debris that will affect recovery activities. The debris may be from direct damage to buildings and/or vegetation, or through destruction of components of the environment,
2. Allowing debris to accumulate for long periods of time can lead to the development and spread of diseases, and to the propagation of vermin and insects.

#### B. Planning Assumptions

1. Emergencies and disasters will generate some refuse or debris that will have to be disposed of.

2. There will be some landfill space available for use in or near areas affected by disasters.
3. Many emergencies will generate quantities of debris that will exceed or significantly reduce current landfill capabilities and will, therefore, require alternative disposal measures.
4. Permitting requirements associated with normal landfill use will be waived if necessary to allow for the disposal of non-hazardous debris resulting from the emergency.

## **VI. Concept of Operations**

### **A. General**

1. Many disasters generate debris. If left to sit or accumulate improperly, this debris will foster the development and spread of diseases and illness. Additionally, this material may be used as a breeding ground for mice, rats, mosquitoes, and other pests. It is therefore essential to remove debris to a suitable dumping area as soon as is practical after the termination of the emergency.
2. Decisions regarding the disposal of debris will be made with environmental concerns considered.
3. The City of Jackson Department of Public Works/Street Department and Madison Co. Highway Department will be responsible for debris removal operations. Decisions regarding the disposal of debris will be made jointly by local officials, with input provided by state environmental agencies when required.
4. Monitoring of areas with significant accumulations of debris will be conducted until the debris is removed.

### **B. Organization and Responsibilities**

1. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.
  - a. Responsible for the physical removal of debris. The ESCs may request assistance from other ESFs with necessary capabilities.
  - b. Coordinate the removal of debris with state and federal environmental officials.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
2. Jackson – Madison County Department of Sanitation
  - a. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Responsible for making recommendations or providing approvals for sites for debris disposal.
  - c. Responsible for management of permitting processes for disposal sites.

- d. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
- 3. City of Jackson Department of Parks and Recreation
  - a. Provide assistance with debris removal operations.

## **VII. Mitigation and Preparedness Activities**

- A. City of Jackson Department of Public Works/Street Department
  - 1. Develop procedures for deploying personnel and equipment to perform debris removal operations where required.
  - 2. Develop procedures for coordinating disposal activities with state and federal environmental officials.
- B. City of Jackson Department of Sanitation
  - 1. Develop procedures for coordinating selection of debris disposal sites with public works and state and federal environmental officials.
  - 2. Develop procedures for applying for approval to waive normal permitting processes associated with the disposal of disaster-generated debris.
- C. City of Jackson Department of Parks and Recreation
  - 1. Develop resource listings and procedures for deploying personnel to assist with debris removal operations.

## **VIII. Response and Recovery Actions**

- A. All Tasked Agencies
  - 1. Send ESCs to EOC as requested by EMA.
  - 2. Attend briefings, coordinate activities with other participant organizations.
  - 3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
  - 4. Maintain logs of activities, messages, etc.
  - 5. Initiate internal notification/recall actions.
- B. City of Jackson Department of Public Works/Street Department
  - 1. Provide personnel and equipment as necessary to perform debris removal operations.
  - 2. Obtain disposal site information from local sanitation officials or state environmental officials.
- C. Jackson – Madison County Department of Sanitation

1. Meet with local public works and state/federal environmental officials, and state and local health officials to make determinations regarding:
  - a. Status and viability of current local landfills
  - b. Selection of potential disposal sites
  - c. Necessary permitting processes required for potential disposal sites.
  - d. Potential effects of selected sites on local groundwater, sanitation, and health systems.
2. Make arrangements for waiving permitting processes for emergency disposal of disaster-generated debris.
3. Monitor disposal activities to insure compliance with state and federal environmental regulations to the extent necessary.

D. City of Jackson Department of Parks and Recreation

1. Deploy personnel to assist with debris removal operations when requested.

**IX. Training**

- A. All training associated with this subfunction is provided in-house by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 3.4

### INFRASTRUCTURE

# WATER AND WASTEWATER SYSTEMS

**I. Lead Agency:** Jackson Energy Authority

**II. Support Agencies:** Jackson-Madison County Health Department

#### **III. Introduction**

##### A. Purpose

1. The purpose of this subfunction of ESF 3 is to assess, repair, and restore operable potable water and sanitary sewer systems in areas affected by emergencies.

##### B. Scope

1. This subfunction provides technical and regulatory operation and restoration of potable water delivery and sanitary sewer systems damaged by earthquakes, floods, or other disasters.

#### **IV. Policies**

- A. The restoration of potable water supplies and sanitary wastewater capabilities is of prime importance following a disaster; the health and safety of both the victim population and the emergency responders must be insured.

#### **V. Situation and Assumptions**

##### A. Situation

1. Disasters of any magnitude may reduce or eliminate the community's ability to supply potable water to its citizens.
2. Many disasters (especially earthquakes) can damage the sanitary sewer system in a community, to include either the pipe grid or the treatment facilities or both.
3. The lack of potable water and a sanitary sewer system, where one existed before, poses severe health concerns for the affected community.
4. Water supply systems are necessary to insure adequate fire protection capabilities.

##### B. Planning Assumptions

1. Potable water delivery systems may be affected by any type of disaster.
2. Sanitary sewer systems may be affected by any type of disaster.
3. The failure of a sanitary sewer system in a community may lead to serious health problems.

4. Disaster victims and emergency responders in the affected area(s) will need access to potable water sources within 24 hours of a disaster.

## **VI. Concept of Operations**

### **A. General**

1. A large disaster, especially an earthquake or flood, will cause severe damage to a community's potable water delivery system. This may be in the form of damage to the piping system, damage to the treatment facilities, destruction of reservoir capabilities, loss of power to the pumping system, or infiltration of the reservoirs by unsanitary water or other fluids.
2. Priority will be given to the delivery of potable water to areas affected by a disaster, either through restoration of the community's delivery system or through the provision of water in containers to residents within a community.
3. Local water and sewer officials are responsible for the physical restoration of the local water delivery and sewer systems. Technical assistance will be made available through the state Department of Environment and Conservation.
4. Local units will be used to distribute potable water to residents in affected areas when possible.

### **B. Organization and Responsibilities**

1. Jackson Energy Authority
  - a. Provide an individual(s) to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Responsible for inspecting and assessing damage to water delivery and wastewater systems and developing plans for the restoration of services in as expedient a manner as possible.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
3. Jackson-Madison County Health Department
  - a. Responsible for monitoring the health effects associated with damage to, or the functional degradation of, the water delivery and sanitary sewer systems within the community.
  - b. Responsible for formulating plans for dealing with the situation in affected areas with regards to health maintenance for victims and emergency responders.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson Energy Authority**

1. Develop procedures for inspecting water treatment and delivery systems to determine if they are fully functional or must be fully or partially shut down.

2. Develop procedures for acquiring waivers for certain permitting requirements (i.e., those not health-related) concerning the reconstitution of water delivery systems in areas affected by disasters.
3. Develop emergency plans, develop back-up power capabilities, and take other preparedness measures to reduce the possibility of system failures.
4. Develop procedures for inspecting sewage treatment and disposal systems to determine if they are fully functional or must be fully or partially shut down.
5. Develop procedures for acquiring waivers for certain permitting requirements (i.e., those not health-related) concerning the reconstitution of water delivery systems in areas affected by disasters.
6. Develop emergency plans, develop back-up power capabilities, and take other preparedness measures to reduce the possibility of system failures.

C. Jackson-Madison County Health Department

1. Develop plans for assessing the public health consequences of malfunctioning water and sewer systems.
2. Develop SOPs for issuing instructions through the Jackson – Madison Co. Public Information Officer regarding citizen use of untreated and/or contaminated water supplies in affected areas.

## **VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

B. Jackson Energy Authority

1. Deploy personnel to inspect and conduct damage assessment of local water delivery systems. Implement restorative measures.
2. Provide damage assessment information to ESF 5.
3. Arrange meetings with state and federal health officials to make decisions concerning continued use of damaged water systems.
4. Route requests for potable water delivery to the EMA Director or other designated ESC in the EOC.

5. Deploy personnel to inspect and conduct damage assessment of local wastewater treatment systems. Implement restorative measures.
  6. Provide damage assessment information to ESF 5.
  7. Arrange meetings with state and federal health officials to make decisions concerning continued use of damaged wastewater treatment systems.
- C. Jackson-Madison County Health Department
1. Coordinate activities with the local water and sewer departments with respect to recommendations concerning potential health consequences associated with continued operation of partially damaged systems.
  2. Develop and issue press releases through the Public Information Officer in the EOC advising the public of proper protective actions to be taken with regard to using water drawn from damaged delivery systems in affected areas.
  3. Provide intelligence concerning the health situations in affected areas to ESF 5.

## **IX. Training**

- A. All training related to this subfunction is provided in-house by the agencies concerned.

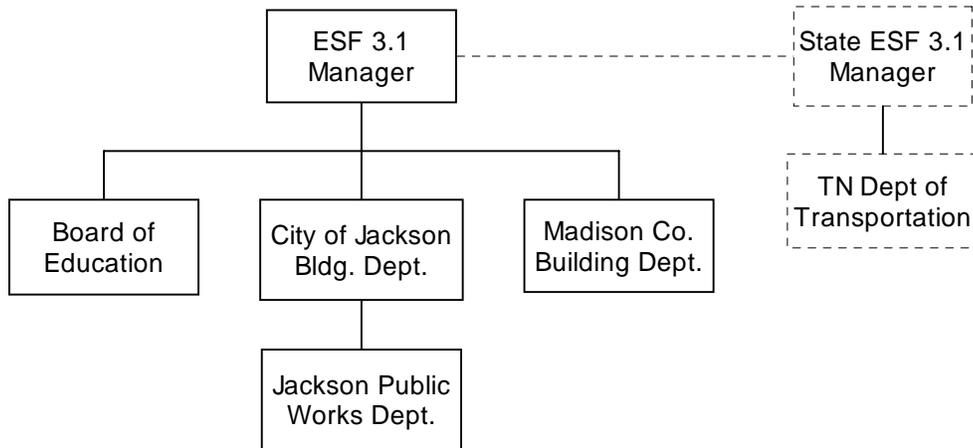
## EMERGENCY SUPPORT FUNCTION 3

# APPENDICES

- Appendix 1 Building Inspections Organizational Chart
- Appendix 2 Route Clearance & Bridge Inspection Organizational Chart
- Appendix 3 Debris Removal Organizational Chart
- Appendix 4 Water & Wastewater Systems Organizational Chart
- Appendix 5 Location of Environmental Facilities

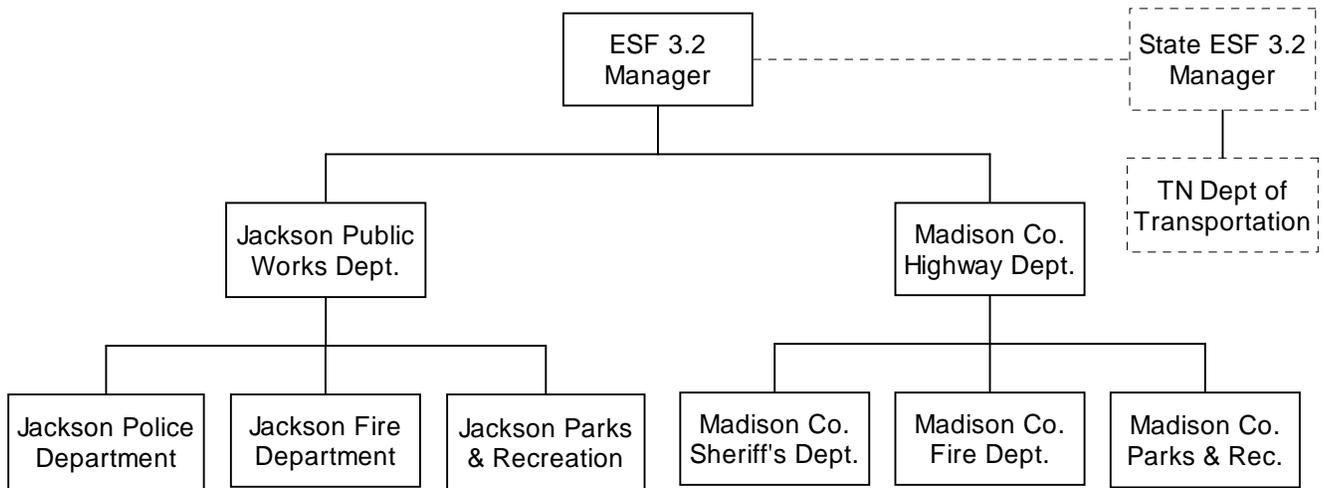
# BUILDING INSPECTION & CONDEMNATION

## Organizational Chart



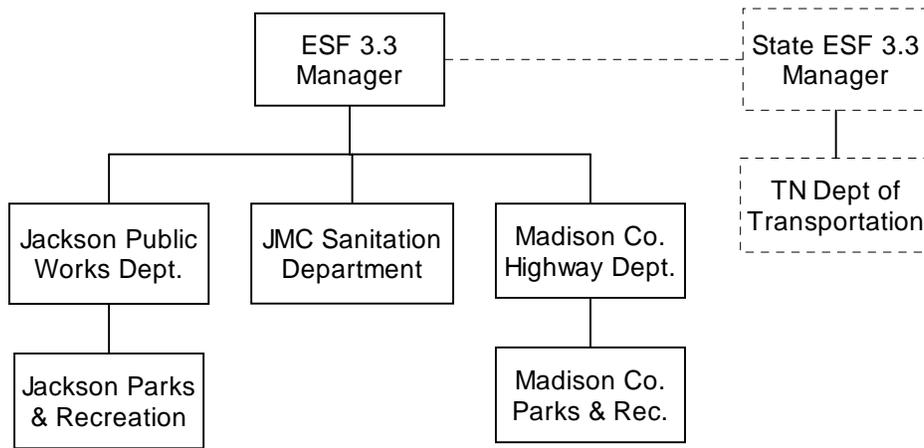
# ROUTE CLEARANCE & BRIDGE INSPECTION

## Organizational Chart



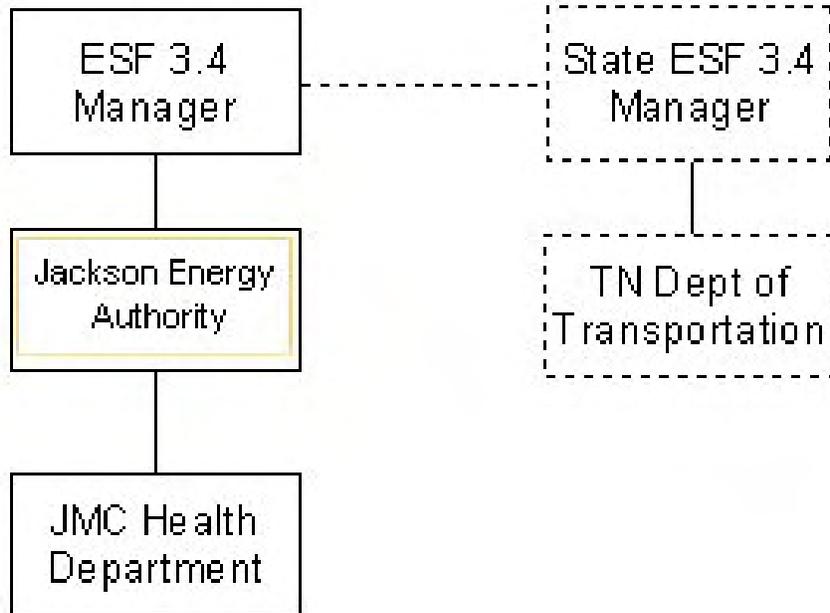
# DEBRIS REMOVAL

## Organizational Chart

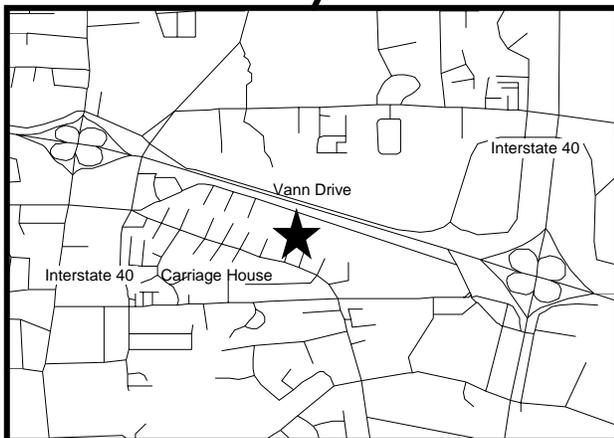
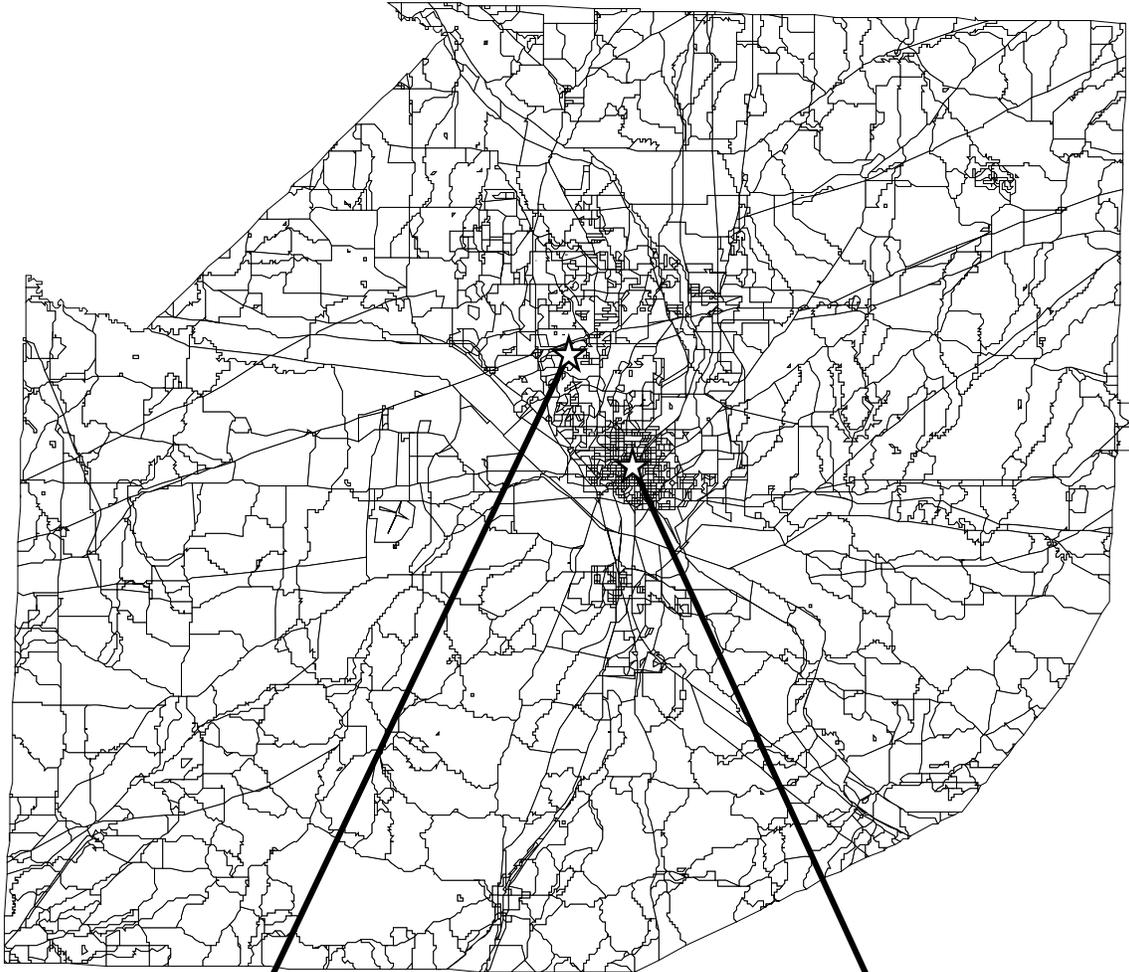


# WATER AND WASTEWATER SYSTEMS

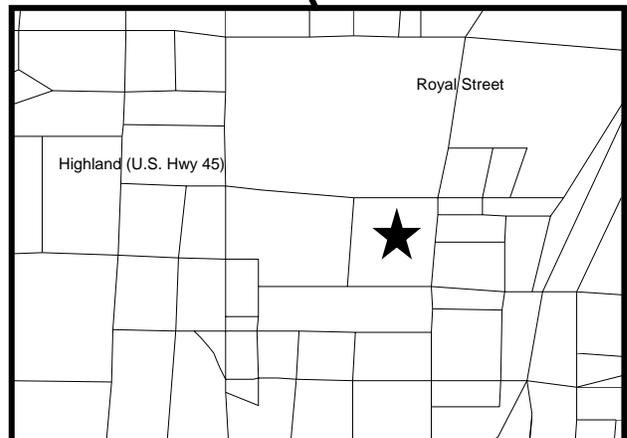
## Organizational Chart



# LOCATION OF ENVIRONMENTAL FACILITIES (Water Treatment)

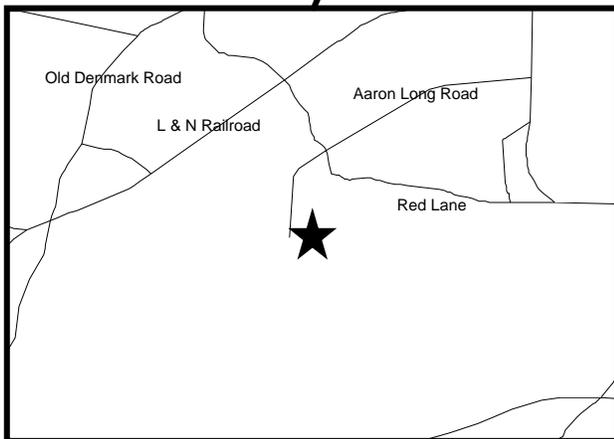
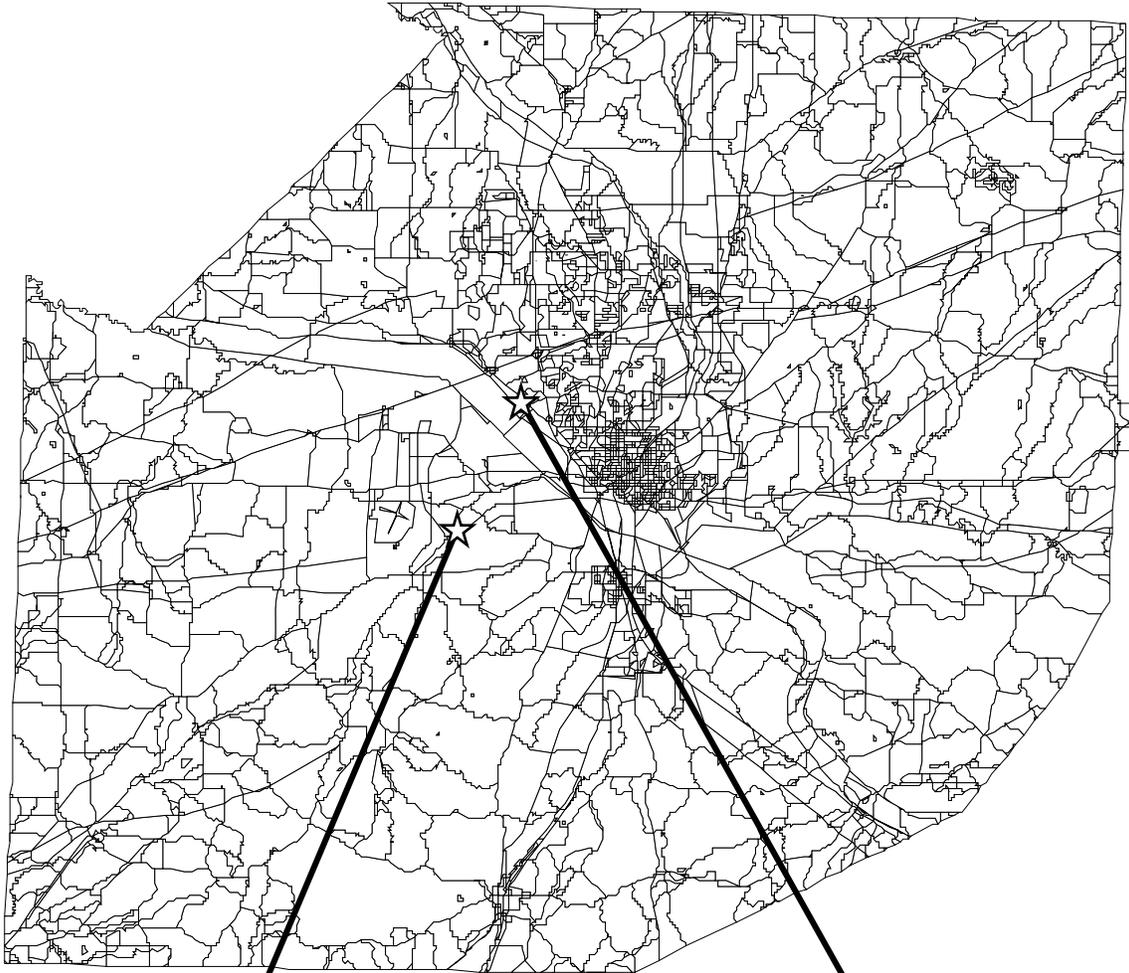


JEA Water Treatment (North)  
Carriage House Drive

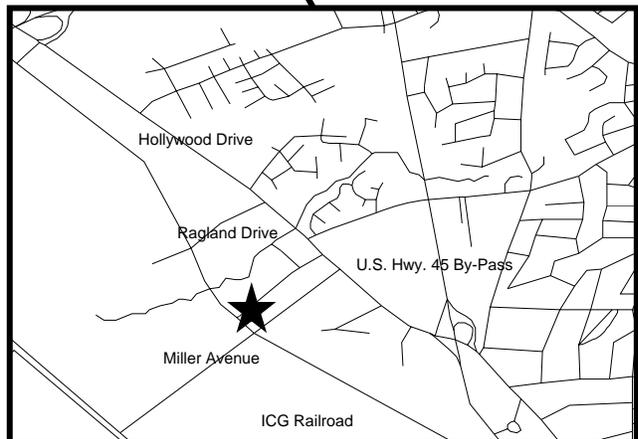


JEA Water Treatment (South)  
604 N. Royal Street

# (Wastewater and Landfill)



Jackson-Madison Co. Landfill  
550 Aaron Long Road



JEA Wastewater Treatment Plant  
167 Miller Avenue

# ESF 4

## FIREFIGHTING

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## EMERGENCY SUPPORT FUNCTION 4

### FIREFIGHTING

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## EMERGENCY SUPPORT FUNCTION 4.1

# FIREFIGHTING

**I. Lead Agency:** Jackson Fire Department **(within the city of Jackson)**  
Madison County Fire Department **(outside of the City of Jackson)**

**II. Support Agencies:** Jackson – Madison Co. Emergency Management Agency

### III. Introduction

#### A. Purpose

The purpose of this Emergency Support Function (ESF) is to provide local resources for detecting, controlling, and/or suppressing urban, rural, or wildland fires that may result from any cause.

#### B. Scope

This ESF provides for the management and coordination of firefighting activities within Jackson - Madison County.

### IV. Policies

- A. The Incident Command System will be used as the basis for fire operations.
- B. All requests for firefighting assistance will be routed through the EOC during declared disasters or as per prearranged or other mutual-aid agreements in situations not declared as a disaster
- C. Local mutual aid resources will be exhausted before requesting assistance from state resources.
- D. The Tennessee Division of Forestry will respond to wildland fires in accordance with their policies and procedures and as requested.
- E. Coordination during a disaster declaration will be through the SEOC.

### V. Situation and Assumptions

#### A. Situation

1. The City of Jackson and Madison County Fire Departments handle fire prevention and control operations routinely on a day-to-day basis. The vast majority of the problems they will face during major emergencies simply require an expansion of their normal operations.
2. Fires occur daily throughout Jackson-Madison County; however, major fires may occur as a result of a catastrophic event such as an earthquake, flood, hazardous materials incident, etc. The simultaneous commitment of resources to two or more major operations may tax even the largest department, especially if the

precipitating event has reduced the department's ability to deploy resources (e.g., through destruction of equipment, blockage of roads, loss of personnel, etc.).

#### B. Planning Assumptions

1. Fires will continue to occur throughout Jackson-Madison County on a daily basis.
2. Fires may be generated as a result of other disasters such as earthquakes, tornadoes, floods, etc., and these fires may be beyond the capabilities of local fire service organizations (either in complexity or magnitude).
3. Water delivery systems may be damaged or inoperable in affected areas, resulting in reduced or nonexistent water suppliers for firefighting operations. Additionally, equipment compatibility problems between incoming assistance and those resources in the affected areas may present coordination problems.
4. Damaged roadways and/or bridges may impede access to affected areas.
5. Local communities in the city and county will continue to improve their level of firefighting capability and upon appropriate request will provide resources for use in affected areas.
6. All fire service resources within the City of Jackson and Madison County (and those from outside Jackson-Madison County dispatched as a part of a mutual-aid response) will maintain control of their own assets during emergency operations.
7. The Department of Agriculture, Division of Forestry, will continue to provide wildland fire protection services to the city and county when requested.

### VI. Concept of Operations

#### A. General

1. Disaster response activities of local fire service organizations will be an expansion of daily operations.
2. ESF 4 will coordinate the local provision of firefighting resources and the provision of resources from other portions of the state into those areas affected by major disasters.
3. ESF 4 will maintain a list of ongoing resource requirements and will prioritize these requirements based on the resources available. If the ESF 4 determines that the requirements are beyond local capabilities, a request can be made for state and/or federal assistance to the appropriate ESC at the SEOC.

#### B. Organization and Responsibilities

1. Madison County Fire Department and Jackson Fire Department
  - a. Provide a representative to act as the Emergency Services Coordinator in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Provide fire protection services to the jurisdiction normally served.
  - c. The fire department having jurisdiction will manage the ESF 4 functions in the EOC when activated.

- d. Coordinate the activities of the Department with those of the support agencies tasked in this annex.
  - e. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
2. Tennessee Division of Forestry
- a. Provide assistance to Jackson-Madison County fire service organizations for rural wildland fire suppression upon request.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - c. Tennessee Department of Agriculture – Division of Forestry assets are coordinated through the SEOC in a declared state of emergency or disaster.
3. Jackson – Madison Co. Emergency Management Agency
- a. Assist with the training of fire service organizations in the use of the Incident Command System and other field courses provided by FEMA and TEMA.
  - b. Coordinate fire operations with operations of EMS, law enforcement, rescue, and other activities during major emergencies or disasters.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson Fire Department / Madison County Fire Department**

- 1. Participate in the development of local and regional mutual aid agreements between fire service organizations.
- 2. Develop SOPs for handling requests from municipal governments for fire response assistance, to include methods of acquiring, deploying, and tracking firefighting equipment and personnel from other local governments within Jackson-Madison County.
- 3. Become familiar with the roles/responsibilities of other local and state support agencies. Coordinate development of methods to assign priorities to incidents when several situations require attention simultaneously or when only limited resources require that some incidents wait for assistance.
- 4. Develop fire response capabilities as dictated by local situation.

### **B. Tennessee Department of Agriculture - Division of Forestry**

- 1. Develop and implement agreements between Tennessee Division of Forestry and local governments for the provision of assistance in day to day fire suppression activities involving wild land fires or fires involving or occurring on state property.
- 2. Develop list of resources available on a regional basis for deployment to affected areas, to include estimated time frames for deployment of resources to various staging areas across the region.

3. Develop procedures and resource coordination requirements for inserting fire suppression capabilities into areas where access is impeded by debris, roadway damage, etc., or where area(s) involved is(are) inaccessible to average firefighting vehicles.

C. Jackson – Madison Co. Emergency Management Agency

1. Assist in the development of local and regional mutual aid agreements.
2. Assist with hazard analyses to determine the potential impact of specific hazards on local fire suppression capabilities.
3. Coordinate exercises at local and regional levels involving fire service organizations and other emergency management organizations.
4. Provide training materials, public education materials, and other items available through the Federal Emergency Management Agency to local fire service organizations.
5. Prepare maps showing location of fire stations, fire equipment suppliers, and other critical information concerning fire operations for use in EOC during emergencies.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA
2. Attend briefings and coordinate activities with other participant organizations
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall activities as required.

B. Madison County Fire Department/Jackson Fire Department

1. Respond to requests for firefighting assistance as required.
2. Begin collection of EEI information and forward data to ESF 5
3. Receive requests for assistance from ESCs at the local EOC and activate systems to track requests for assistance and resources provided by ESF 4 to meet those requests.
4. If necessary, begin movement of resources to staging areas or into affected areas. Coordinate this movement with the following:
  - a. Staging Area Coordinator ( ESF 7)
  - b. Transportation (ESF 1)
  - c. Law Enforcement (ESF 13), for security, traffic control, etc.
5. Coordinate activities of ESF 4 with the following to insure operational compatibility:

- a. Search and Rescue (ESF 9)
  - b. Environmental Response (ESF 10)
  - c. Emergency Medical Services ( ESF 8)
6. Request assistance from other ESFs as necessary to meet the needs imposed upon ESF 4 by requests from the field. If the local level ESF is not able to meet the demands, forward request to the state ESF 4 coordinating officer for assistance from the appropriate state ESF.
  7. Maintain logs of resource requests, resource use, message traffic, etc., for use in applying for state/federal disaster assistance and for use in after action reports upon termination of the emergency.
  8. Respond to requests of any other ESF as appropriate for personnel, equipment, information, or other resources.
- C. Tennessee Department of Agriculture - Division of Forestry
1. Respond to requests from local fire service organizations for assistance.
  2. Provide EEI information to ESF 4 Manager
  3. Receive and evaluate requests for assistance from ESF 4 Manager. If TDF can fill request, do so; if not, advise ESF 4 Manager that other sources will have to be found.
  4. Activate internal notification/recall of TDF personnel, as appropriate, to meet the demands imposed by the situation.
  5. Maintain logs of activities, messages, etc. for use in applying for federal disaster assistance, and for use in after action reports following termination of emergency
  6. Provide liaison with U. S. Forest Service and make requests as per USFS-TDF agreements.
- D. Jackson – Madison Co. Emergency Management Agency
1. Coordinate fire service activities with activities of EMS providers, law enforcement agencies and other organizations as appropriate.
  2. Provide communications support for fire service operations as required.
  3. Provide operational support for ESF 4 functions as required.

## **IX. Training**

There is a wide variety of training available to state and/or local fire service agencies and their personnel.

- A. The Federal Emergency Management Agency, through the National Fire Academy and the Emergency Management Institute (National Emergency Training Center) provides many field delivered courses. Additionally, FEMA provides several residents courses at the National Emergency Training Center campus in Emmitsburg, Maryland.
- B. College degrees may be obtained in Fire Administration or Fire Protection Technology through the Open Learning Fire Service Program (OLFSP). The OLFSP is a program

sponsored by FEMA's National Fire Academy, and is designed to give firefighters the chance to earn a college degree while working around the flexible schedules associated with their job. The state of Tennessee is served in this program by the University of Memphis, which also serves seven other states.

- C. The State Fire Academy in Murfreesboro provides training in several areas.
- D. The Tennessee Emergency Management Agency provides training in the implementation and use of the Incident Command System, as well as many of the field deliverable Emergency Management Institute courses. Additionally, several hazardous materials courses are available through TEMA.
- E. Coordination and Request for Training Activities
  - 1. All requests for attendance at courses provided through TEMA or FEMA's Emergency Management Institute must be forwarded to the agency's training officer. After approval, the appropriate forms must then be forwarded to the TEMA Regional Director, and then to the State Training Officer. Those accepted for classes will be notified by the agency delivering the class.
  - 2. The OLFSP program is administered by the University of Memphis, and requests for information for this program must be directed to the University College, Johnson Hall, Memphis, TN 38152.

## EMERGENCY SUPPORT FUNCTION 4

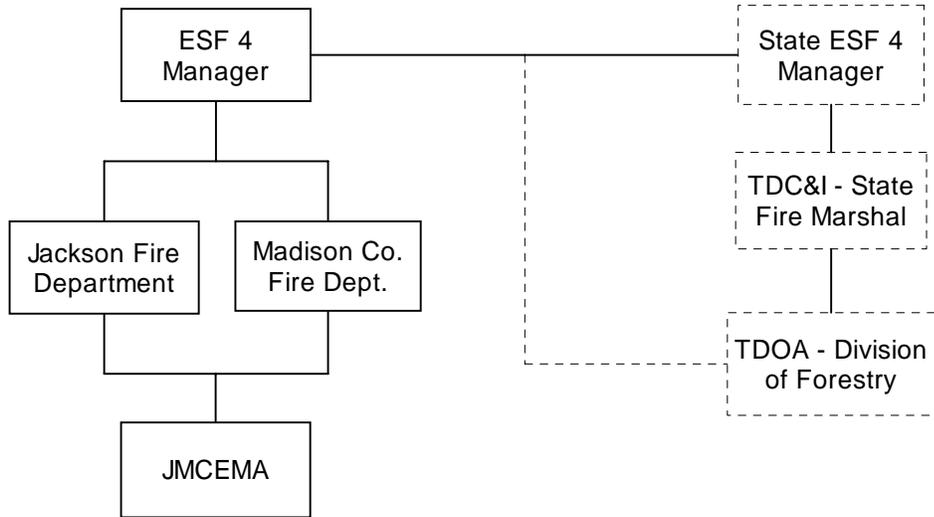
# APPENDICES

Appendix 1     Firefighting Organizational Chart

Appendix 2     Fire Station Locations

# FIREFIGHTING

## Organizational Chart



## FIRE STATION LOCATIONS

**Jackson Fire Department**

<b>Station #1</b>	<b>440 E. Chester Street</b>
<b>Station #2</b>	<b>550 Westwood Avenue</b>
<b>Station #3</b>	<b>15 Roosevelt Pkwy.</b>
<b>Station #4</b>	<b>1526 S. Highland Ave.</b>
<b>Station #5</b>	<b>50 Vann Drive</b>
<b>Station #6</b>	<b>1291 Ashport Road</b>

**Madison Co. Fire Dept.      722 Harts Bridge Rd.   Jackson, TN 38301**  
**2.75 miles East of South Highland Ave.**

<b>Station #1</b>	<b>801 Harts Bridge Rd.</b>	<b>Jackson, TN 38301</b>
	<b>3 miles East of South Highland Ave.</b>	
<b>Station #2</b>	<b>1461 Riverside Drive</b>	<b>Jackson, TN 38301</b>
	<b>Riverside Drive and Steam Mill ferry Road</b>	
<b>Station #3</b>	<b>496 Hwy. 138</b>	<b>Denmark, TN 38391</b>
	<b>South of Leighton – Denmark Road</b>	
<b>Station #4</b>	<b>20 Luray Road</b>	<b>Beech Bluff TN 38313</b>
	<b>Luray Road and Beech Bluff Road</b>	
<b>Station #5</b>	<b>1691 Westover Road</b>	<b>Jackson TN 38301</b>
	<b>1/2 mile West Moore Road</b>	
<b>Station #6</b>	<b>172 Three Way</b>	<b>Humboldt, TN 38343</b>
	<b>1/3 mile North of Hwy. 45 East (Humboldt is mail adr., Three Way is location)</b>	
<b>Station #7</b>	<b>13 Spring Creek-Law Road</b>	<b>Spring Creek, TN 38378</b>
	<b>East of Hwy. 70</b>	
<b>Station #8</b>	<b>11 Sturdivent Crossing Rd.</b>	<b>Mercer, TN 38392</b>
	<b>West of Hwy 138 Down Town Mercer</b>	
<b>Station #9</b>	<b>21 College Street</b>	<b>Medon, TN 38356</b>
	<b>¼mile East of Hwy. 18</b>	
<b>Station #10</b>	<b>319 Old Bells Road</b>	<b>Jackson, TN 38305</b>
	<b>1/3 Mile North of Hwy. 412 West</b>	
<b>Station #11</b>	<b>3161 Christmasville Road</b>	<b>Jackson, TN 38305</b>
	<b>Christmasville and Ashport Road</b>	

(Continued on next page)

## Fire Station List (continued)

### Madison County Fire Department (continued)

**Station #12**                    **190 McLeary Road**                    **Jackson, TN 38305**  
**McLeary Road and Browns Church Road**

**Station #13**                    **1096 Bear Creek Road**                    **Pinson, TN 38366**  
**West of Hwy. 45 South**

**Station #14**                    **2214 Lower Brownsville Rd.**                    **Jackson, TN 38301**  
**West of Roberts Station Road**

**Station #15**                    **819 Mifflin Road**                    **Jackson, TN 38301**  
**Mifflin Road and Deep Gap Road**

**Station #16**                    **830 Vine Road**                    **Denmark, TN 38391**  
**North of Denmark- Jackson Road**

# ESF 5

## INFORMATION AND PLANNING

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## EMERGENCY SUPPORT FUNCTION 5

### INFORMATION AND PLANNING

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## EMERGENCY SUPPORT FUNCTION 5.1

### INFORMATION AND PLANNING

# DISASTER INTELLIGENCE

**I. Lead Agency:** Jackson – Madison Co. Emergency Management Agency

**II. Support Agencies:** Jackson Police Department (Aviation Unit)  
All Local Departments with Emergency Responsibilities

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to establish procedures and policies for gathering and analyzing intelligence information to determine the extent of an emergency and to produce an action plan for prioritizing resource requirements in support of the response to that emergency.

#### B. Scope

1. The scope of the disaster intelligence operation involves the following:
  - a. Information Processing
    - 1) This involves the collection and processing of essential elements of information (EEI) from local officials, local ESFs, state and federal agencies, and private sector sources (e.g., academic and research institutions) for use in reports, briefings, displays, and plans.
  - b. Reports
    - 1) This involves the consolidation of information into reports and displays to describe and document the overall response activities and to keep local EOCs, legislative and media liaisons, and public information officers informed of the status of the response/recovery operation.
  - c. Displays
    - 1) This involves the maintenance of display status boards in the EOC area showing affected areas, resource status, damage assessment summaries, etc.
  - d. Planning
    - 1) This involves the development of action plans based on the projected status of an event as described by current intelligence reports.

e. Technical Services

- 1) This involves acquiring specialized technical assistance to ESF 5 concerning specific ramifications and potential requirements of certain hazards (e.g., earthquakes, hazardous materials, etc.). Additionally, assistance in interpreting aerial reconnaissance information, legal issues, and a wide variety of other information would be provided through this section.

**IV. Policies**

- A. The collection and processing of intelligence information is essential to the development of an effective response action plan to assist the citizens of Jackson-Madison County during major emergencies and disasters.

**V. Situation and Assumptions**

A. Situation

1. Disasters, especially large ones, will generate a need for intelligence information describing the extent of the emergency situation and the subsequent development of plans for dealing with the short-term and long-term response needs associated with it.
2. Many emergencies require technical assistance that is unavailable through normal emergency operations. This includes such areas as projections of earthquake effects, consequences of certain legal ramifications with regards to emergency situations, and other similar situations.

B. Planning Assumptions

1. Information flow from affected areas may be seriously interrupted initially. Through efforts by EMA and other communications entities, information may begin to come in within a few minutes following the onset of a disaster.
2. Local officials will be the immediate and best source of vital information regarding damage and response needs.

**VI. Concept of Operations**

A. General

1. Following an emergency, local agencies will immediately begin to collect information to assess the impact of the emergency on infrastructure, citizenry, and government operations. This information will be passed through the appropriate ESF at the local level to the appropriate ESF at the State Regional EOC (if activated), and then to the appropriate ESF at the SEOC. The local ESF groups will provide this information to the ESF 5 group. This information will include the following:
  - a. Boundaries of the disaster area;
  - b. Social, economic, and political impacts;
  - c. Jurisdictional boundaries involved;
  - d. Status of transportation systems and networks;

- e. Status of communications systems;
  - f. Status of staging areas, casualty collection points, evacuation points, etc.;
  - g. Status of EOCs, public safety facilities, and other critical sites;
  - h. Weather conditions affecting emergency operations;
  - i. Status of key personnel;
  - j. Status of EOC activation;
  - k. Status of emergency or disaster declaration;
  - l. Resource shortfalls and capabilities;
  - m. Status of evacuation efforts, shelter and feeding operations;
  - n. Major issues/activities being handled by municipalities and communities.
  - o. Overall priorities for response operations;
  - p. Status of action plans for upcoming activities;
  - q. Hazard-specific information;
  - r. Other information concerning status of emergency situation in affected area(s).
2. ESF 5 will compile this information and determine which parts are critical to the overall response/recovery effort and distribute the information to affected ESFs and the Direction and Control Group (through the use of displays or the issuance of reports).
  3. Information of use to only one ESF will be maintained by that ESF only. Specific requests for needed information will be routed from requester to the appropriate originating ESF.
  4. ESF 5 will develop Situation Reports using statistical, narrative, and graphical information from the various ESF groups in the EOC and certain field units to help provide an overall picture of the situation and describe local response actions undertaken to assist municipalities and the citizens at large. These reports will include the following information:
    - a. Major response actions being taken,
    - b. Unmet needs and resource requirements and recommended actions for dealing with them,
    - c. Priority issues and requirements, and
    - d. Projections of upcoming situations and plans for dealing with them.

## B. Organization and Responsibilities

1. Jackson – Madison Co. Emergency Management Agency

- a. Responsible for establishing and operating ESF 5 group during major emergencies.
  - b. Responsible for compiling, summarizing, and disseminating collected intelligence information to EMA Director and Legislative Liaison Officer.
2. Jackson Police Department (Aviation Unit)
- a. Responsible for providing personnel and aircraft support EMA intelligence gathering operations.
3. All Other Tasked Agencies
- a. Responsible for providing essential intelligence information to ESF 5 group during emergency operations and/or liaison officers for providing technical expertise associated with agency responsibilities.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson – Madison Co. Emergency Management Agency**

- 1. Develop SOPs governing function and operation of ESF 5 group during emergencies.
- 2. Designate ESF 5 member as a part of the local emergency response force.
- 3. Make arrangements with local, state, federal, and private sector organizations (i.e., the Center for Earthquake Research and Information at the University of Memphis, the National Weather Service, etc.) for notification to EMA concerning threats and circumstances imposed upon Jackson-Madison County by the various hazards.

### **B. All Other Tasked Agencies**

- 1. Develop procedures for supplying verified intelligence information to ESF 5 based on the essential elements of information described in paragraph VI.A.1 above.
- 2. Develop procedures concerning communications among field offices and personnel and local headquarters office and ESC during emergencies in which normal communications systems have been disrupted.

### **C. Jackson Police Department (Aviation Unit)**

- 1. Develop procedures for deploying personnel and aircraft in support of intelligence gathering operations when requested by EMA.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

- 1. Send ESCs to EOC as requested by EMA.
- 2. Attend briefings, coordinate activities with other participant organizations.
- 3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities.
- 4. Maintain logs of activities, messages, etc.

5. Initiate internal notification/recall activities.
  6. Initiate procedures for routing essential intelligence information to the ESF 5 group as dictated by the situation.
  7. Provide technical liaison personnel to ESF 5 upon request by ESF 5 Manager.
  8. Request assistance (through EMA) from local or state aerial assets to collect intelligence information if necessary to fulfill emergency responsibilities.
- B. Jackson – Madison Co. Emergency Management Agency
1. Activate ESF 5 Group in EOC as necessary.
  2. Task local response groups to assist with or provide intelligence information commensurate with the needs of the situation.
  3. Collect, analyze, and disseminate intelligence summaries to EMA Director, SEOC, Legislative Liaison Officer, and appropriate ESFs as provided in SOPs.
  4. Maintain logs of ESF 5 activities during emergency operations.
- C. Jackson Police Department (Aviation Unit)
1. Deploy personnel and aircraft to support intelligence gathering operations when requested by EMA.

## **IX. Training**

- A. Training programs for this ESF subfunction will be developed by EMA.

## EMERGENCY SUPPORT FUNCTION 5.2

### INFORMATION AND PLANNING

# PUBLIC INFORMATION

- I. Lead Agency:** City of Jackson Mayor  
Madison County Mayor
- II. Support Agencies:** Jackson – Madison County Emergency Management Agency  
National Weather Service  
Local Media:  
WTNV-FM 104.1  
WTJS-AM 1390  
WBBJ-TV (Channel 7)

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to provide guidance and procedures to carry out the dissemination of emergency public information in support of local emergency operations.

#### B. Scope

1. This annex provides direction for "emergency" public information that includes the following:
  - a. Predisaster delivery of public education and information activities to the general public.
  - b. Notification of impending and occurring emergencies,
  - c. Notification of protective actions to be taken in response to impending or actual emergencies (i.e., evacuation, in-place sheltering, etc.),
  - d. Notification of locations to receive assistance with respect to the effects of the disaster.
2. Provisions for the delivery of educational public information and instructional materials are provided in the various ESF annexes to this plan. These measures are considered to be mitigatory or preparatory in nature, and are described in the various annexes where individual agencies and departments are assigned tasks relative to their usual emergency functions.
3. The inherent differences between emergency instructions and emergency public information necessitates a distinction between the two. "Emergency instructions" dictate an immediate response (e.g., evacuation orders), whereas "emergency public information" provides details of what has happened, what may happen in the future, and the degree of risk involved.. As used herein, the term "emergency public information (EPI)" will be used to designate both unless a particular situation requires delineation, in which case a distinction will be made.

#### **IV. Policies**

- A. Madison County, through the Madison County Mayor, is committed to keeping the general public informed of the appropriate emergency measures to be taken during and following the onset or occurrence of emergencies and disasters that affect this county and/or its municipalities.

#### **V. Situation and Assumptions**

##### **A. Situation**

1. The rapidly changing circumstances associated with many emergencies necessitate prompt, continuous dissemination of public information both before and after the occurrence of an emergency.
2. The public may accept hearsay, rumors, and half-truths as fact during periods in which no credible source of emergency public information (EPI) is available.
3. EPI is essential to guiding the actions of emergency victims to insure that they are able to effectively understand what is going on and develop appropriate responses to the threats and circumstances imposed upon them by the emergency.

##### **B. Planning Assumptions**

1. There will be some form of communications available for the dissemination of EPI during or immediately after the occurrence of an emergency.
2. Citizens will be fully informed of what actions they are expected to take given the threat or occurrence of an emergency.
3. Victims and potential victims will respond appropriately to EPI instructions provided to them through media outlets and other sources.
4. Jackson- Madison County Health Department will identify quarantined areas.

#### **VI. Concept of Operations**

##### **A. General**

1. Jackson-Madison Co. EMA and the local emergency response agencies utilize the Joint Information Center (JIC) concept for the coordinated release of public information during major disasters. This allows all local, state, and federal agencies to speak with one voice in such instances and helps prevent duplicative or conflicting information from being released to the public at large. The JIC has the following purposes:
  - a. Provides a single source of public information to the media/public, thus insuring continued confidence in the government's ability to protect life and property,
  - b. Reduces the chance of contradictions, misunderstandings, and errors in vital information being released to the public,
  - c. Provides local, state, and federal decision-makers with feedback from the media and the public,
  - d. Assures decision-makers are aware of all information that has been released

to the public,

- e. Allows local, state, and federal officials to respond more quickly to requests for vital information from the media/public, thereby providing better protection to lives and property,
- f. Provides one location for the media to gather and collect information,
- g. Provides a location where the media can be oriented and briefed on what has happened at any point in time,
- h. Provides one location where officials and experts can gather for periodic briefings, question and answer sessions, and other presentations.
- i. Minimizes telephone and radio traffic, and
- j. Minimizes staff and equipment demands during an emergency to ensure a more efficient and controlled operation.

## 2. JIC Location

- a. The initial location of the JIC for major disasters in Jackson-Madison County will normally be the EOC. As the situation progresses, the JIC may be relocated with the DFO or another site closer to the disaster scene. Close attention should be paid to the availability of hotel/motel accommodations in the area being examined for the JIC.
- b. The initial location of the JIC for some situations may be predetermined to be at another location (which is specified in respective emergency plans).

## 3. Notification

### a. Jackson-Madison County PIO Staff

- 1) The Madison Co. Mayor will be notified when the EOC receives a notification of a major disaster in Jackson-Madison County. The Madison Co. Mayor (or City Mayor) is responsible for appointing a PIO and other personnel necessary to properly staff the JIC. The Madison Co. Mayor's appointee becomes the Emergency Information Director (EID) upon his arrival at the EOC (or other JIC location).

### b. Jackson-Madison County EMA Staff

- 1) The EMA Director will arrange for the notification of all EMA staff assigned to JIC operations when necessary.

## 4. Management and Coordination

- a. The JIC will be under the operational control of a JIC Director who will be responsible for orchestrating all operations at the JIC in conjunction with EMA, state, federal, and local agency PIOs.
- b. The JIC Director will act as "content editor" for all public information releases relating to the emergency. He/She will have final approval authority for all information released from the JIC concerning the emergency.

5. Relocation

- a. If the situation dictates, the JIC may be relocated to another site closer to the emergency, with the approval of the EMA Director and the EID. An advance team will be dispatched to the new site to set up operations for the JIC prior to its activation. All PIO officials will then relocate to the new JIC site.

6. Equipment

- a. All equipment necessary for JIC operations support will be maintained by EMA.

7. Security

- a. Madison County Sheriff's Department personnel will provide security for the JIC upon its activation. All JIC personnel will wear identification badges while in the facility.

8. Communications

- a. Communications with the EOC, including telephones, telecopiers, and EMA radio capabilities, will be activated as soon as feasible after the site is chosen. Communications coordination will be arranged by EMA Communications Section personnel.

9. Liaison PIOs

- a. PIOs established in satellite locations (i.e., other county EOCs, DFOs, etc.) will coordinate all press and public information releases with the primary JIC at the EOC or other location.
- b. Information that comes from satellite locations and is of concern to everyone should be routed through the primary JIC for release to prevent duplication of information releases to the public and to prevent confusion.

10. Information

- a. The ESF 5 Manager is responsible for supplying most information to the EID and/or JIC Directors. The JIC Director, however, is responsible for including information that appears on JIC status and display boards.

11. JIC Operating Procedures

- a. The EMA public affairs officer is responsible for developing and maintaining a JIC SOP, including:
  - 1) JIC staffing requirements,
  - 2) JIC physical layout and facility requirements,
  - 3) Hours of operations, and
  - 4) Functions of update desk, request desk, and other special-use facilities.

12. EAS and NOAA Radio

- a. Contact and coordination with the EAS and NOAA Radio Networks will be

maintained by the EAS Coordinator PIO (EASC-PIO), located at the EOC/DFO.

- b. EAS and NOAA Radio messages will be released by the EASC-PIO when directed by the EID. The EID will be requested to authorize a release by the Madison Co. Mayor, EMA Director, or Jackson-Madison County Medical Officer. The EAS and NOAA stations will broadcast messages when notified to do so by the EASC-PIO.
- c. Constant communications between the JIC and EOC/DFO will be maintained and every effort will be made to notify the local JIC Director prior to the release of any EAS/NOAA messages. However, prior notification is not a prerequisite and if conditions dictate an immediate release of a message from the EOC, the JIC Director will be advised as soon as possible in order for him/her to be in a position to respond to questions from the public and the media.

### 13. Press Briefings

- a. At least two major daily press briefings with agency principals or their PIO representatives, as well as local, state, and federal legislative officials, will take place during periods where the JIC is activated.

### 14. Media Monitoring

- a. Media monitoring activities are essential to determine that emergency public information and instructions are being broadcast accurately and in a timely manner.
- b. The Media Monitoring Center (MMC) location will be determined by the location of the disaster itself. In many cases, the MMC will be co-located with the JIC.

### 15. Rumor Control

#### a. Purpose

- 1) A rumor is defined as talk or opinions disseminated with no discernible source. Rumor control is a vital function in any emergency, including radiological emergencies (as a result of misconceptions and a fear of the unknown). Personnel who come into contact with the public must be able to recognize if misinformation is being circulated or if public information is being misinterpreted. Additionally, all emergency personnel should be familiar with appropriate procedures and personnel to whom the rumor should be reported to insure that factual information is quickly disseminated and rumors are quickly dispelled.

#### b. Rumor Sources

- 1) Rumors may surface in a number of ways:

##### a) Hot-Lines

Both EMA and state personnel are assigned to toll-free Hot-Lines that are manned 24-hours a day during the initial stages of the emergency. If call-takers determine that a significant percentage of the calls are concerning one or more specific issues, the appropriate steps can be taken to have the issue addressed through the PIO.

##### b) Calls to other officials

Frequently during an emergency, the first action of a concerned citizen is to contact the sheriff or other emergency official to learn what's going on, or to report something that has been heard. These calls, too, should be monitored for inaccurate reports.

c) Questions to emergency personnel in the field

Emergency personnel stationed at roadblocks, traffic control points, and at other locations should be encouraged not to discuss unknown subject material with citizens, and to report any contact he/she has with recognized misinformation.

d) Shelter Personnel

Shelter personnel should be alert to the talk among disaster victims, and ascertain if the stories circulating are true or false. In some cases, false information can be disclaimed immediately; however, shelter personnel should substantiate their own information before refuting any rumors.

e) Media Monitors

Although the media monitors are not a source of rumors per se, their purpose is to monitor local media to insure that emergency instructions and public information being broadcast by the media are accurate.

c. Hot-Line Staffing and Coordination

1. Location and Staffing

- a) The EMA Hot-Line is located in the EOC and is manned by the local PIOs who are trained in dealing with the public and whose sole function is rumor control.

2. Coordination

- a) The EMA Rumor Control Coordinator shall be stationed at the JIC and will insure that two-way communications are maintained between the JIC staff and the EMA Hot-Line PIOs. The EMA Rumor Control Center (EMA-RCC) shall also maintain close contact with the MMC.

## **VII. Mitigation and Preparedness Activities**

### **A. Madison Co. Mayor/City of Jackson Mayor**

1. Designate appropriate official as the senior Emergency Information Director for Jackson-Madison County, and develop procedures, plans, and policies concerning the staffing and operations of the JIC and other facilities.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Develop a JIC SOP, and develop a JIC equipment cache to support JIC operations.
2. Pre-establish rumor control phone lines in the EOC.
3. Develop procedures for installing communications capabilities at satellite JIC

locations (See ESF 2).

4. Develop local EAS capabilities (See ESF 2).
5. Develop and deliver public education programs concerning disaster response plans and operations in Jackson-Madison County.

C. National Weather Service

1. Develop and maintain the NOAA Weather Radio System and procedures and policies governing the system's use by local officials to distribute emergency public information during emergencies.

D. Local Media:

WTNV-FM 104.1  
WTJS-AM 1390  
WBBJ-TV (Channel 7)

1. Develop mechanisms and policies through which the local EMA Director can easily access the EAS and/or cable override systems for the distribution of emergency public information.

## **VIII. Response and Recovery Activities**

A. Madison County Mayor/City Mayor's Office

1. Initiate public information activities as dictated by the situation. Coordinate the operations of the JIC with EMA and other agency PIOs, approve releases of information through the JIC and other field operations as required.

B. Jackson – Madison Co. Emergency Management Agency

1. Activate JIC, MMC, Rumor Control Center and other public information activities as dictated by the situation.
2. Deploy JIC equipment and staff to selected JIC site.
3. ESF 5 Manager will provide information to the JIC Director and/or the EID.
4. Activate the EAS and NOAA Radio systems as required.

C. National Weather Service

1. Activate NOAA Weather Radio Network as dictated by situation or requested by EMA.

D. Local Media

1. Activate EAS and cable override systems as requested by EMA Director or Madison County Mayor.

## **IX. Training**

- A. All training related to this subfunction is provided in-house by the concerned agencies, with the exception of the PIO courses offered by FEMA.

## EMERGENCY SUPPORT FUNCTION 5.3

### INFORMATION AND PLANNING

# DAMAGE ASSESSMENT

**I. Lead Agency:** Jackson – Madison Co. Emergency Management Agency

**II. Support Agencies:** City of Jackson Building Department  
Madison County Building Department  
City of Jackson Public Works/Street Department  
Madison County Highway Department  
City of Jackson Tax Assessor  
City of Jackson Planning Department  
Jackson Utility Division  
Southwest Electric Membership  
Jackson – Madison Co. Board of Education  
Jackson Area Chamber of Commerce  
American Red Cross  
Tennessee Emergency Management Agency

### III. Introduction

#### A. Purpose

1. The purpose of this ESF subfunction is to establish a framework and guidelines for reporting damage assessment information to the EOC during disaster operations.

#### B. Scope

1. This subfunction includes damage assessment in all public and private realms and includes damage inflicted through any means related to a given disaster or emergency.
2. This subfunction specifically addresses those agencies with damage assessment responsibilities involving citizens/organizations outside local government. All local agencies are expected to conduct a thorough damage assessment of their own facilities and assets following a disaster. They are to forward the results to EMA for inclusion in any damage summaries and/or requests for further assistance from the state and/or federal governments.

### IV. Policies

- A. The timely and accurate assessment of information is essential for several reasons. However, the acquisition and processing of damage assessment information assumes a secondary role relative to the performance of life- and property-saving measures at all levels of government.
- B. Damage assessment is primarily a local responsibility. State assistance may be requested in major emergencies, in situations where Jackson-Madison County lack the technical expertise to perform such functions, or where state property and/or resources are involved.

## **V. Situation and Assumptions**

### **A. Situation**

1. Most hazards have the capability of producing extensive property damage. In the event such damage does occur, a planned damage assessment strategy is essential for proper response and recovery operations.

### **B. Planning Assumptions**

1. Damage assessment activities will be performed secondarily to life- and property-saving response actions following a disaster.
2. Preliminary damage assessment information is critical to making determinations regarding the need for local, state and federal response and recovery assistance.
3. Damage assessment information is a critical portion of the overall disaster intelligence function in an emergency.

## **VI. Concept of Operations**

### **A. General**

1. Damage assessment is primarily the responsibility of local governments impacted by the disaster. TEMA routinely provides assistance with that function in the form of the Regional Director or Area Coordinator who will, on occasion, accompany the Jackson-Madison County EMA Director and provide technical assistance with damage assessment activities.
2. If the particular situation warrants, TEMA and other state agencies will assist local jurisdictions with damage assessment activities. This is especially true if there is a possibility of the situations warranting a Small Business Administration or a Presidential disaster declaration, in which case the damage assessment becomes the primary tool used to justify such requests.
3. During EOC operations, damage assessment information should be relayed to the ESF 5 Manager. The ESF 5 Manager has the responsibility of summarizing the information and presenting it to the EMA Director at the earliest opportunity following the event.
4. Jackson-Madison County EMA should forward copies of preliminary damage assessment reports through the TEMA Regional Office to the SEOC for use in determining eligibility for state and/or federal assistance programs. Individual damage assessments (i.e., of individual buildings, homes, etc.) remain with the respective agency (ies). All other local agencies provide damage assessment summaries directly to the ESF 5 Manager.
5. Damage Assessment Logistics
  - a. Local and state damage assessment teams will consist initially of government employees. If required, private sector personnel may be utilized, especially in specialized areas. After collecting damage assessment information, the appropriate forms will be completed and the information will be transmitted to the local EOC and the SEOC. Examples of the forms are found at the end of this annex.

- b. If, based on initial damage assessment information, the situation suggests that a state or federal disaster declaration is warranted, the Madison County Mayor will make a request to the Governor through appropriate channels. TEMA and other state officials will then accompany local officials on an additional damage assessment tour to verify the nature and extent of the damage.
  - c. The local emergency management director is responsible for organizing and training damage assessment teams utilizing local building officials, contractors, and other appropriate personnel.
  - d. Damage assessment summaries may be transmitted on the SITREP Form via telephone, facsimile, packet radio, or hand delivery.
6. Damage Assessment Records and Reports
- a. Situation Report
    - 1) The local emergency management director is responsible for compiling the information and transmitting the SITREP to the SEOC following an event. The SITREP Form is provided as Appendix 4 to this annex. These reports form the basis for determining the types and extent of disaster assistance needed in the affected area(s).
  - b. Individual Assistance Preliminary Damage Survey Form (Flood)
    - 1) This form is to be used by local survey teams to determine damage to individual residential structures that have been flooded. One form should be used per home. This form identifies the individuals and locations so that state and federal teams can verify damages. This form is also used to determine eligibility for an SBA disaster declaration. This form is provided as Appendix 5.
  - c. Individual Assistance Preliminary Damage Survey Form (Wind/Tornado)
    - 1) The use of this form is identical to that of the flood form described in the preceding paragraph. It is provided as Appendix 6.
  - d. Business, Industry, Public Buildings, and Schools Preliminary Damage Survey
    - 1) This form is to be used to determine damages to businesses, public facilities, and school buildings and, in the case of businesses, to determine if the situation warrants an SBA declaration. This form is provided as Appendix 7.
  - e. Public Assistance Preliminary Damage Assessment Form
    - 1) This form is to be used by local public works/road departments to determine damage to roads, bridges, and culverts. One form should be used per site. It is important that each site be photographed and the photos attached to each form. This will enable state and federal teams to more rapidly verify damages. This form is provided as Appendix 9.
  - f. Local Damage Assessment Summary
    - 1) In requesting assistance from the state and/or federal governments the local chief executive must certify that the damages and/or unmet needs are beyond local capabilities. The form, provided as Appendix 8, is the mechanism through which that certification is made.

g. Damage Assessment Reports

- 1) In order to substantiate the severity and the magnitude of the situation, and that it is therefore beyond the response capabilities of local government, it is important to accurately describe the damages, available resources, and unmet needs with respect to the emergency. These forms will constitute a significant portion of that process.

B. Organization and Responsibilities

1. Jackson – Madison Co. Emergency Management Agency
  - a. Responsible for coordinating damage assessment operations of local and state agencies.
  - b. Responsible for providing damage assessment summaries to the City of Jackson Mayor and Madison County Mayor for use in requesting state or federal disaster declarations.
  - c. Responsible for providing focal point of damage assessment information following major disasters.
2. Tennessee Emergency Management Agency
  - a. Responsible for damage assessment activities concerning private residential dwellings.
3. City of Jackson Building Department & Madison County Building Department
  - a. Responsible for damage assessment of government-owned buildings and real estate following disasters.
  - b. Responsible for performing damage assessment activities concerning commercial and special-use structures (and other structures as requested by EMA Director).
4. City of Jackson Public Works/Street Department & Madison Co. Highway Department
  - a. Responsible for damage assessment of local highways and bridges following disasters.
5. City of Jackson Tax Assessor
  - a. Responsible for maintaining and providing property records for use in determining damage levels of the various types of property.
6. City of Jackson Planning Department
  - a. Responsible for assisting with damage assessment determinations as they relate to local development projects, floodplains, etc.
7. Jackson Utility Division/Southwest Electric Membership
  - a. Responsible for providing in-house damage assessment and providing damage assessment information to Jackson-Madison Co. EMA Director

8. Jackson – Madison Co. Board of Education
  - a. Responsible for damage assessment of public school facilities following disasters.
9. Jackson Area Chamber of Commerce
  - a. Responsible for assisting with damage assessment of local business and industrial capacity
10. American Red Cross
  - a. Responsible for providing damage assessment of private residential structures for disaster relief operations.

## **VII. Mitigation and Preparedness Activities**

### **A. All Tasked Agencies**

1. Develop procedures, plans, and formats for collecting damage assessment information identified as being within agency jurisdiction and relaying that information in a timely manner to the ESF 5 Manager. In-house use of damage assessment information is discretionary. Activities related to recovery issues and associated uses of damage assessment information are provided in ESF 15, Recovery.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Develop procedures for collecting, analyzing, summarizing, and disseminating damage assessment information obtained from the field to those individuals and organizations that need the information.
2. Develop standardized forms for damage assessment use.
3. Train personnel in damage assessment techniques.
4. Provide assistance to local and private agencies in developing forms and SOPs relative to damage assessment procedures.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall activities.

6. Initiate damage assessment activities directed at local conditions, private citizens, and the various organizations and entities addressed in the aforementioned areas of responsibility.
7. Initiate departmental procedures for obtaining damage assessment of departmental and local assets, equipment, and facilities, and relay information through appropriate ESF to ESF 5 in the EOC.
8. Request state assistance through EMA Director in performing damage assessment activities if required.

**B. Jackson – Madison Co. Emergency Management Agency**

1. Deploy personnel to assist with damage assessment activities and provide reports to EOC concerning the extent of the damage associated with the particular emergency.
2. Collect and analyze damage assessment information from all sources and compile summary reports for distribution to the City of Jackson Mayor, Madison County Mayor, local departments, the SEOC, and others with a need for the information.
3. Provide damage assessment information to TEMA and/or other state agencies as requested.
4. Provide appropriate damage assessment reports to TEMA Public Assistance Officer.

**IX. Training**

- A. Training in damage assessment techniques is provided through TEMA and the American Red Cross.
- B. All other training relative to this ESF is provided in-house by the agencies concerned.

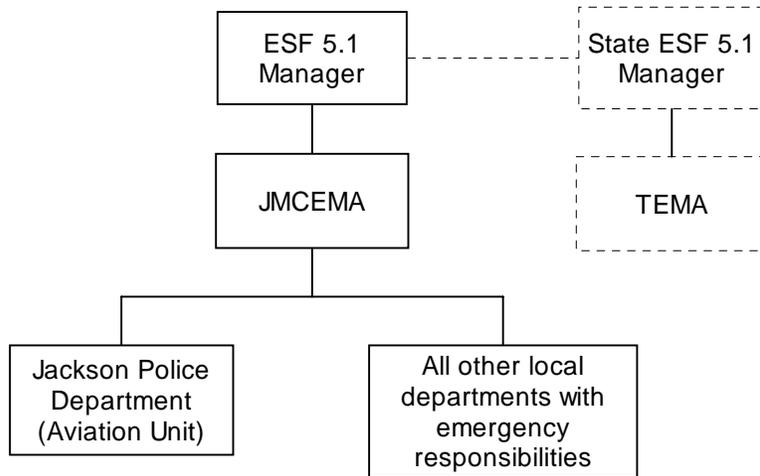
## EMERGENCY SUPPORT FUNCTION 5

# APPENDICES

- Appendix 1 Intelligence Organizational Chart
- Appendix 2 Public Information Organizational Chart
- Appendix 3 Damage Assessment Organizational Chart
- Appendix 4 Situation Report (SITREP) Form
- Appendix 5 Individual Damage Assessment/Windshield Survey
- Appendix 6 Initial Damage Assessment Form
- Appendix 7 Individual Assistance Form (Flooding)
- Appendix 8 Individual Assistance Form (Wind/Tornadoes)
- Appendix 9 Business and Industry Form
- Appendix 10 Jackson-Madison County Preliminary Damage Assessment Statement
- Appendix 11 Public Assistance Form

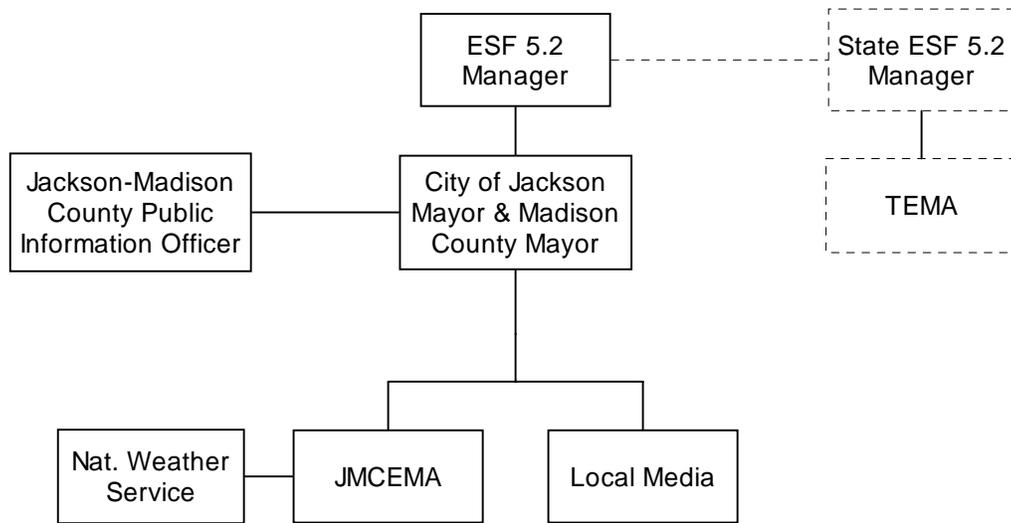
# DISASTER INTELLIGENCE

## Organizational Chart



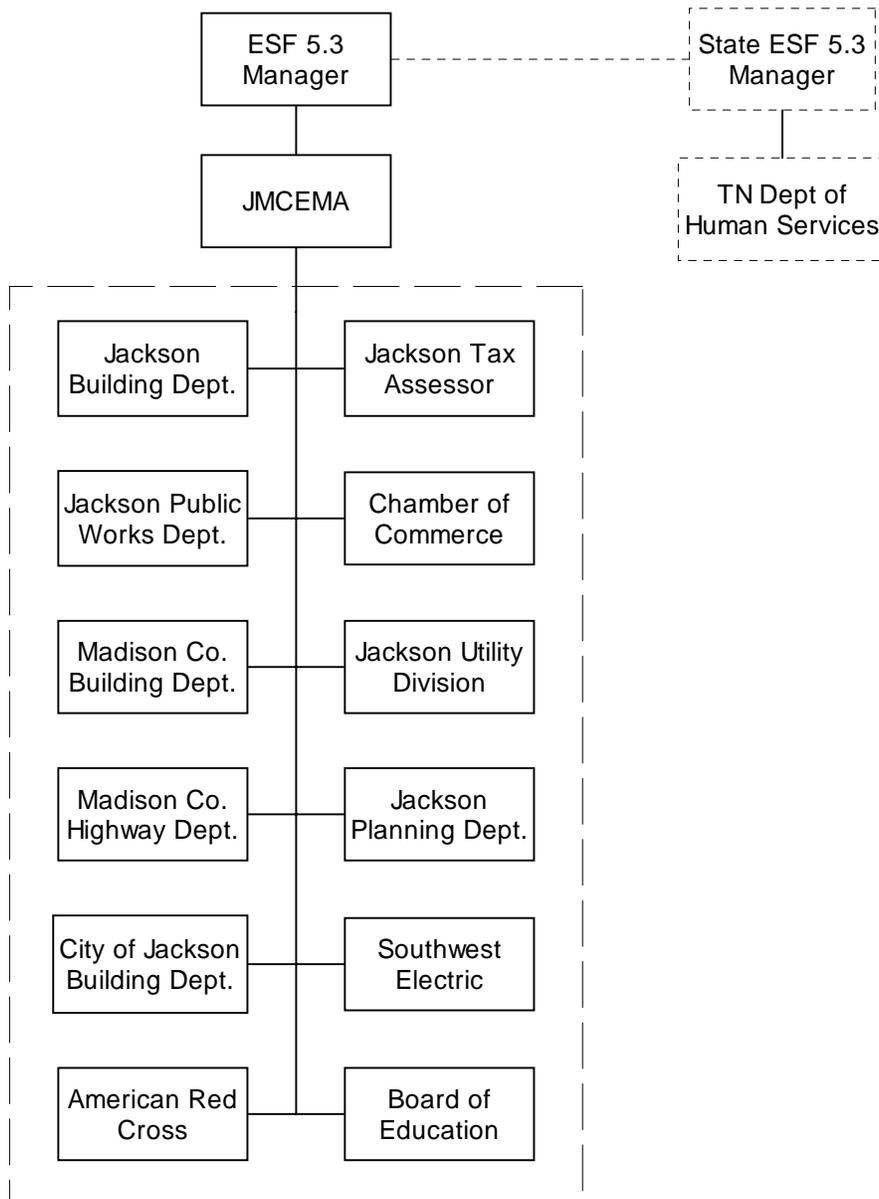
# PUBLIC INFORMATION

## Organizational Chart



# DAMAGE ASSESSMENT

## Organizational Chart





Prepared by: \_\_\_\_\_ Received by: \_\_\_\_\_ Date/Time  
Received: \_\_\_\_\_



# Initial Damage Assessment / Windshield Survey

Jurisdiction: \_\_\_\_\_ Mission Number \_\_\_\_\_  
 Type of Emergency Tomado/Winds  Flood  Earthquake  Other   
 Date and Time of Event \_\_\_\_\_ Date & Time of Survey \_\_\_\_\_  
 Survey Area \_\_\_\_\_ Survey Team \_\_\_\_\_

Category	Major Damage					\$ Estimate
	10%	25%	50%	75%	100%	
HOUSES						
APARTMENTS UNITS Buildings						
MOBILE HOMES						
PUBLIC BUILDINGS						
BUSINESS						
FARM BUILDINGS						
OTHER						

Average Bldg Cost \_\_\_\_\_  
 Insurance Coverage % \_\_\_\_\_  
 Injuries \_\_\_\_\_ Deaths \_\_\_\_\_

### Damage Estimation Key

Flood		Wind		EQ
10%	Covers Floor	Shingles/siding	Roof Decking/Wall	Windows/Chimney
25%	2.5 Ft	Roof Off/outsidewalls	Roof/Major wall	Wall Cracks
50%	5.0 Ft	Extreme damage		Wall collapse
75%	7.5 Ft			Off foundation
100%	10 Ft			Major/Collapse

97 July

APPENDIX 6 TO ESF 5



**Initial Damage Assessment Worksheet**

Sector	Survey Team	Date/Time	Page
Street	Address	% Damage	Remarks
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			
11			
12			
13			
14			
15			
16			
17			
18			
19			
20			
21			
22			
23			
24			
25			
26			

**APPENDIX 7 TO ESF 5**

**INDIVIDUAL ASSISTANCE FORM (FLOODING)**

<b>TENNESSEE EMERGENCY MANAGEMENT AGENCY INDIVIDUAL ASSISTANCE DAMAGE SURVEY</b>			
DATE _____		TIME _____	
COUNTY _____		CITY _____	
NAME _____		AGE _____	NO. LIVING IN HOME _____
TOTAL ANNUAL INCOME FROM ALL SOURCES _____			
PROPERTY ADDRESS _____		OWN _____	RENT _____
OWNER'S NAME IF RENTED _____		PHONE _____	
Windshield _____ Personal Interview _____ Insurance Co _____		TEMPORARY ADDRESS _____  PHONE _____	
<b>TYPE OF STRUCTURE</b>			
Home _____ Mobile Home _____ Apt _____ Other _____ Single Level _____ Basement _____ Multi-Level _____ Masonry _____ Wood _____ Other _____			
<b>ESTIMATED VALUE OF STRUCTURE</b>		<b>SOURCE</b>	
<b>STRUCTURE</b>		<b>CONTENTS</b>	
INSIDE LEVEL	% DAMAGE	INSIDE LEVEL	% DAMAGE
1"	10% _____	2"	10% _____*
30"	25% _____	12"	25% _____*
5'	50% _____	36"	38% _____*
7.5'	75% _____	37+"	50% _____*
10'	100% _____		
Water inside Mobile Home = 100% _____		*Of Value of the Structure	
STRUCTURAL DAMAGE \$ _____		CONTENTS DAMAGES \$ _____	
TOTAL \$ _____			
INSURANCE COVERAGE YES _____ % _____ NO _____ COMPANY _____			
DOC. NO. _____		SURVEYOR _____	
COMMENTS			



**APPENDIX 9 TO ESF 5**

**BUSINESS AND INDUSTRY FORM**

<b>TENNESSEE EMERGENCY MANAGEMENT AGENCY                      BUSINESS, INDUSTRY, PUBLIC BUILDINGS AND SCHOOLS                      PRELIMINARY DAMAGE SURVEY</b>	
NAME _____	ADDRESS _____
TYPE:    Business    Industry    Public Building    School	
BUILDING OWNER  PHONE _____	BUSINESS OWNER  PHONE _____
ESTIMATED VALUE OF STRUCTURE  _____SOURCE_____	ESTIMATED VALUE OF CONTENTS  _____SOURCE_____
ESTIMATED DAMAGE TO STRUCTURE  _____SOURCE_____	ESTIMATED DAMAGE TO CONTENTS  _____SOURCE_____
INSURANCE YES _____%_____ NO _____ COMPANY_____	INSURANCE YES _____%_____ NO _____ COMPANY_____
TOTAL DAMAGE _____	TOTAL UNINSURED DAMAGE _____
DOC NO. _____	SURVEYOR _____
COMMENTS	

**APPENDIX 10 TO ESF 5**

**JACKSON-MADISON COUNTY PRELIMINARY DAMAGE ASSESSMENT STATEMENT**

**EMERGENCY WORK** - Is considered to be those actions that are taken prior to and immediately following an event that saves lives and protects improved property and public health and safety, or averts or lessens the threat of a major disaster.

CATEGORIES OF WORK	DESCRIPTION (BRIEFLY)	DOLLAR DAMAGES
A. DEBRIS CLEARANCE	_____ _____	\$ _____
B. PROTECTIVE MEASURES	_____ _____	\$ _____

**PERMANENT WORK** - Is restorative work that must be performed through repairs or replacement, to restore an eligible facility on the basis of pre-disaster design and current applicable standards.

CATEGORIES OF WORK	DESCRIPTION (BRIEFLY)	DOLLAR DAMAGES
C. ROAD SYSTEMS	_____ _____	\$ _____
D. WATER CONTROL FACILITIES	_____ _____	\$ _____
E. PUBLIC BUILDINGS AND RELATED EQUIPMENT	_____ _____	\$ _____
F. PUBLIC UTILITIES	_____ _____	\$ _____
G. PUBLIC PARKS AND RECREATIONAL AREAS	_____ _____	\$ _____
<b>TOTAL DAMAGES</b>		\$ _____

**CERTIFICATION** - I hereby certify that to the best of my knowledge and belief all damages estimated above were incurred as a result of the disaster.

Signed: \_\_\_\_\_  
Madison County Mayor/Mayor

\_\_\_\_\_  
Date

APPENDIX 11 TO ESF 5

PUBLIC ASSISTANCE FORM  
(Use one form for each damage site)

PUBLIC ASSISTANCE (PDA) CATEGORY "C"

PHOTO DATE \_\_\_\_\_

\_\_\_\_\_ County Map Marked Site # \_\_\_\_\_

ROADS

Type Road: Improved \_\_\_\_\_ Unimproved \_\_\_\_\_

Type Subsurface: Rock \_\_\_\_\_ Gravel \_\_\_\_\_ Shell \_\_\_\_\_

Chert \_\_\_\_\_ Borrow \_\_\_\_\_

Type Surface: Concrete \_\_\_\_\_ Asphalt \_\_\_\_\_ DBST \_\_\_\_\_

Gravel \_\_\_\_\_ Shell \_\_\_\_\_ Dirt \_\_\_\_\_

Thickness \_\_\_\_\_"

Type of Damage \_\_\_\_\_

Dimension of Damaged Area \_\_\_\_\_

Estimate of Damage \_\_\_\_\_

BRIDGES

Type Construction

Substructure: Concrete \_\_\_\_\_ Steel \_\_\_\_\_ Timber \_\_\_\_\_

Superstructure: Concrete \_\_\_\_\_ Steel \_\_\_\_\_ Timber \_\_\_\_\_

Deck: Concrete \_\_\_\_\_ Steel \_\_\_\_\_ Timber \_\_\_\_\_

Number of Spans \_\_\_\_\_ Length of Span \_\_\_\_\_

Length of Bridge at Road Centerline \_\_\_\_\_

Width of Bridge \_\_\_\_\_ ADT at Bridge \_\_\_\_\_

Type of Damage \_\_\_\_\_

Estimate of Damage \_\_\_\_\_

CULVERTS

Type of Construction: Concrete \_\_\_\_\_ Metal \_\_\_\_\_ Wood \_\_\_\_\_

Wingwall Concrete \_\_\_\_\_ Metal \_\_\_\_\_ Wood \_\_\_\_\_

Size of Culvert \_\_\_\_\_

Type of Damage \_\_\_\_\_

Estimate of Damage \_\_\_\_\_

COMMENTS

Use other side of this form if more space is needed for preliminary damage assessment

# ESF 6

## HUMAN SERVICES

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## EMERGENCY SUPPORT FUNCTION 6

### HUMAN SERVICES

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## EMERGENCY SUPPORT FUNCTION 6.1

### HUMAN SERVICES

# SHELTER AND MASS CARE OPERATIONS

- I. Lead Agency:** Jackson – Madison County Health Department
- II. Support Agencies:** Tennessee Department of Human Services  
Jackson – Madison Co. Emergency Management Agency  
American Red Cross  
Salvation Army  
Amateur Radio Emergency Service (ARES)  
**Madison County Schools**

### III. Introduction

#### A. Purpose

1. This Emergency Support Function carries out the selection, staffing, and operation of emergency mass care shelters during disasters within Jackson-Madison County.

#### B. Scope

1. The functions associated with this ESF include:
  - a. The provision of temporary sheltering for evacuees,
  - b. Feeding of shelterees and emergency workers in the affected area(s),
  - c. The provision of first aid to both persons housed at the shelters and transients passing through the shelters on a daily basis.
  - d. The maintenance of health and sanitation services at shelters.

### IV. Policies

- A. The Jackson – Madison County Health Department is charged with the responsibility of providing disaster relief services to victims of disaster in Madison County. A primary method of delivering this relief is through the operation of temporary emergency shelters in affected areas.
- B. The Jackson-Madison Co. Health Dept. along with The Tennessee Department of Human Services will work closely with the American Red Cross and/or Salvation Army in all shelter and mass care activities during emergency operations.
- C. All shelter and mass care services will be provided without regard to economic status, racial, religious, political, ethnic, or other affiliation.
- D. Sheltering and mass care operations will begin immediately after the disaster occurs, (earlier if possible).

## **V. Situation and Assumptions**

### **A. Situation**

1. Many disasters have the potential for destroying the homes of persons living in the affected area(s). This may necessitate the sheltering of many of the disaster victims whose homes have been damaged or destroyed.
2. All victims who are housed at temporary emergency shelters will require food, water, the provision of emergency first aid, and a wide variety of other mass care services.
3. Many of the facilities designated as shelters prior to a disaster may be destroyed or rendered inoperable by the disaster itself, thereby necessitating additional measures to house and care for victims.
4. Utility, water, and sewer systems may not be available at shelters for several days following a disaster, thereby necessitating alternative arrangements to insure the maintenance of a healthy living environment for the victims.

### **B. Planning Assumptions**

1. Jackson-Madison Co. Health Dept. and other shelter workers in areas affected by a disaster may not be able to report for assignments.
2. Shelters in affected areas may be damaged or destroyed and thus unusable.
3. Utility and water systems may not be operable in affected areas.
4. Secondary hazards may necessitate the relocation of shelter complexes.
5. Relief supplies, tents, food, and potable water may not be available for several days following a disaster.
6. Shelter operations may be needed for several months following some disasters.
7. Spontaneous appearance of volunteers and the influx of emergency response personnel may place additional burdens on the shelter system.

## **VI. Concept of Operations**

### **A. General**

1. Immediately after the occurrence of a disaster, local officials will take appropriate measures to initiate shelter operations in Jackson-Madison County as required by the situation. This will occur using the shelters identified in Appendix 3.
2. Primary responsibility for shelter operations rests with the chief executive of the affected communities within Jackson-Madison County. The Jackson-Madison Co. Health Dept. has accepted the responsibility for operating and managing emergency shelters in most communities. Additionally, state Department of Human Services (DHS) workers have been tasked to provide assistance to The Health Dept. and local officials in shelter operations.

3. ARC, Salvation Army and DHS personnel have been provided with instructions on where to report and what to bring following some types of emergencies in Jackson-Madison County. The agencies have developed plans for bringing in personnel from outside the affected areas.
4. Military assistance in the form of tenting for shelters, water provisioning, food preparation and delivery, etc. may be used to supplement ARC, Salvation Army and DHS efforts, given a request by the Emergency Management Director to the state through TEMA.

## B. Organization and Responsibilities

### 1. Jackson-Madison County Health Department

- a. Develop regulations and procedures for the activation, operation, and drawdown of temporary emergency shelters.
- b. Manage the ESF 6 functional group.
- c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
- d. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC and an alternate to insure 24-hour availability.
- f. Maintain sanitation and provide first aid at shelter locations during emergencies.

### 2. Jackson – Madison Co. Emergency Management Agency

- a. Arrange for assistance with shelter operations in the form of tents, logistical assistance, feeding assistance, water provisioning, security, personnel etc.
- b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

### 3. American Red Cross

- a. Coordinate shelter requirements among local, state, and national ARC units and local emergency response personnel.
- b. Develop a coordinated preplan of action and procedures for the support of shelters with other agencies and activate plan during emergencies.
- c. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, and an alternate to insure 24-hour availability.

### 4. Salvation Army

- a. Provide assistance to ARC and DHS in shelter and mass care operations as tasked by ARC.
- b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
- c. Develop a coordinated preplan of action and procedures for the support of shelters with other agencies and activate plan during emergencies.
- d. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, and an alternate to insure 24-hour availability.

5. Amateur Radio Emergency Service (ARES)
  - a. Provide communications support to shelters during periods where normal communications channels are unavailable.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson-Madison County Health Department**

1. Compile lists of pre-designated shelters in Jackson-Madison County to the extent possible, complete with necessary statistical information and list of contacts, etc. (and provide this information to the ARC State Coordinating Chapter)
2. Develop policies for coordination of operations with ARC, Salvation Army, and other personnel at shelter sites.
3. Develop procedures for assessing local shelter capabilities with respect to soundness of the structure, availability of water and food, utility and sewer services, sanitation services, etc., and for requesting assistance from local, state or national officials.
4. Develop procedures for operation of shelters during short-term and long-term emergency situations.
5. Provide training to ARC staff, local officials, and Salvation Army staff with regards to shelter and mass care operations.
6. Develop procedures for marking of shelters, designating uses of shelter areas and personnel, notification of the public of shelter locations (through the PIO), etc.
7. Develop procedures for inspecting conditions at emergency shelters to insure sanitary conditions with respect to food preparation, waste disposal, potable water supplies, etc.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Develop procedures for responding to requests from ARC and DHS units for:
  - a. Providing tents for temporary housing activities,
  - b. Providing potable water to shelters,
  - c. Providing emergency power supplies to shelters,
  - d. Providing food preparation feeding services to shelters,
  - e. Providing security for shelter sites, and
  - f. Providing other logistical support (including communications support).
2. Develop procedures for requesting assistance from state government through TEMA.

### **C. American Red Cross**

1. Develop procedures for deployment of ARC personnel to pre-designated shelters

or shelters determined on a per-case basis.

2. Develop prepackaged shelter operation kits, complete with registration forms, tracking forms, and other paperwork necessary for accurate recording of persons housed in emergency shelters.

#### D. Salvation Army

1. Develop procedures for interfacing with the ARC and DHS staff at emergency shelters for the purposes of assisting in shelter operations.
2. Develop procedures for implementing services unique to the Salvation Army at shelter sites.
3. Develop procedures for operation of shelters during short-term and long-term emergency situations.

#### E. Amateur Radio Emergency Service (ARES)

1. Develop procedures for deploying personnel to shelter sites to perform communications liaison functions. (For specific requirements, see ESF 2, Communications.)

### **VIII. Response and Recovery Actions**

#### A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery operations as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions as appropriate.

#### B. Jackson-Madison County Health Department

1. Determine shelter locations and deploy personnel.
2. Determine suitability of shelters and make recommendations for relocation and/or modifications to current facility.
3. Assess local availability of water, food, sanitary equipment, first aid supplies, etc., and route requests through ESCs to appropriate sources for same.
4. Assess adequacy of communications, traffic control, security, etc., and make requests for supplements as necessary.
5. Implement shelter operations according to prearranged agreement with EMA (i.e., begin registration of shelterees, assign work responsibilities, etc.).
6. Prepare information for PIO staff to notify general public of shelter locations, status, etc.
8. Request assistance from EMA as necessary to insure adequate shelter is available, and that support operations (i.e., feeding, medical assistance, etc.) are

adequate and uninterrupted.

9. Provide information concerning status of shelters to ESF 5.
10. Deploy personnel to perform health inspections of shelter operations to insure safe and healthy practices at each facility.
11. Coordinate efforts to correct deficiencies with local shelter and/or managers.

C. Jackson – Madison Co. Emergency Management Agency

1. Respond to requests from ESF 6 Manager for assistance with shelter operations, including the delivery and erection of tents, delivery of potable water, etc.
2. Provide liaison with state government officials with respect to state and federal assistance with shelter and mass care operations.
3. Deploy personnel to assist with security and logistical operations as requested.

D. American Red Cross

1. Assist in determining shelter locations and deploy personnel as per ARC SOP.
2. Help assess local availability of water, food, sanitary equipment, first aid supplies, etc., and route requests through ESCs to appropriate sources for same.
3. Implement shelter operations according to prearranged agreement with EMA (i.e., begin registration of sheltered persons, assign work responsibilities, etc.).
4. Request logistical support from state and national ARC elements as necessary.

E. Salvation Army

1. Deploy personnel in support of shelter operations as per arrangements with ESF 6 Manager.

F. Amateur Radio Emergency Service (ARES)

1. Deploy personnel as requested (by EMA) to support communications requirements at shelter sites.

**IX. Training**

A. American Red Cross

1. The ARC provides courses in shelter operations management. This course is available through local ARC chapters.
2. ARC personnel will provide training to DHS and other local personnel with respect to ARC shelter operations procedures.

B. Other training is provided in-house by all agencies concerned.

## EMERGENCY SUPPORT FUNCTION 6.2

### HUMAN SERVICES

# DISASTER VICTIM SERVICES

**I. Lead Agency:** Jackson-Madison Co. Health Department

**II. Support Agencies:** Jackson – Madison Co. Emergency Management Agency  
U.S. Postal Service  
Amateur Radio Emergency Service (ARES)  
Volunteer Organizations in Active Disasters (VOAD)

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to provide individualized crisis counseling, Disaster Welfare Inquiry systems, and similar programs for persons affected by disasters.

#### B. Scope

1. This ESF subfunction applies to crisis counseling units of local government, VOAD, and the Salvation Army, and to the Disaster Welfare system. Additionally, mail delivery for disaster victims is provided through the U.S. Postal Service.

### IV. Policies

- A. It is important to disaster victims and their families that contact be made between people separated in the disaster areas and those outside as soon as possible.
- B. Crisis counseling of disaster victims is necessary to alleviate feelings of guilt, anger, and frustration brought about as a result of the disaster.

### V. Situation and Assumptions

#### A. Situation

1. Disasters, no matter how small they appear to outsiders, take a large toll mentally and physically on those left as victims. Left untreated, feelings brought about as a result of these events can lead to violence, depression, and/or possibly suicide.
2. Many disasters render normal communications channels inoperable and therefore leave victims unable to contact relatives to assure them that they are all right (and vice versa). Additionally, relatives and loved ones from outside the affected areas will want to make contact with persons in the disaster areas to determine the status of injured and deceased victims.

#### B. Planning Assumptions

1. All disasters will have some effect on the mental well being of their victims.
2. Normal communications channels will be disrupted and victims may not be able to make contact with relatives outside the immediate area.
3. Normal mail delivery may be interrupted following a disaster.

## VI. Concept of Operations

### A. General

1. Following a disaster, many victims will have intense feelings of guilt (that they survived and others didn't), anger, frustration, etc., that must be dealt with effectively or the individuals affected may not deal with the situation appropriately.
2. Rapid deployment of mental health counselors to assist grieving family members and disaster victims is essential to allow the community to come to grips with what has occurred and to be able to implement effective recovery actions.
3. Part of the "return to normalcy" involves the sending and receiving of mail. It is therefore essential this line of communications be restored as soon as possible following the termination of the emergency phase of a disaster.
4. Normal communications channels (i.e., telephones) may be disrupted following a disaster. The ARES organization and the DWI system developed by ARC are effective means of allowing communication between disaster victims and relatives/friends outside the affected areas.

### B. Organization and Responsibilities

1. Jackson-Madison Co. Health Department
  - a. Develop a Disaster Welfare Inquiry (DWI) system and policies for its implementation following disasters.
  - b. Provide referral services to mental health counselors for persons housed in emergency shelters.
2. Jackson – Madison Co. Emergency Management Agency
  - a. Identify programs available locally (or regionally) for delivering crisis counseling to persons affected by disasters.
3. U.S. Postal Service
  - a. Develop procedures for restoration of mail delivery to areas affected by disasters.
4. Amateur Radio Emergency Service (ARES)
  - a. Develop procedures for passing communications from victims through operators in other locations worldwide to relatives, friends, etc.

## **VI. Mitigation and Preparedness Activities**

### **A. Jackson-Madison Co. Health Department**

1. Develop procedures for identifying persons suffering from psychological effects of disasters and providing in-house (ARC) counseling, or referring to mental health agencies for counseling.
2. Develop procedures for tracking progress of individuals who receive counseling following termination of emergency operations.
3. Develop Disaster Welfare Inquiry system and policies for implementation during emergency operations.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Identify programs available locally for counseling persons affected by disasters.
2. Coordinate counseling requirements with ARC.

### **C. U.S. Postal Service**

1. Develop procedures for restoring mail delivery capabilities following disasters.
2. Develop stockpile of relocation cards for distribution at shelters following disasters.

### **D. Amateur Radio Emergency Service (ARES)**

1. Develop procedures for prioritizing and delivering messages through HF radio capabilities following disasters.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery operations as dictated by situation.
4. Initiate internal notification/recall actions.
5. Maintain logs of activities, messages, etc.

### **B. Jackson-Madison Co. Health Department**

1. Initiate DWI system as required/appropriate.
2. Alert staff to watch for signs of problems within the shelter community and provide in-house referral or referral to mental health agencies for counseling.
3. Implement procedures for tracking persons so referred.
4. Provide ESF 5 with information concerning number of DWI inquiries processed daily, as well as information concerning number of psychological cases screened.

### **C. Jackson – Madison Co. Emergency Management Agency**

1. Arrange for deployment of crisis counseling teams to shelters in affected areas to assist with counseling disaster victims.

D. U.S. Postal Service

1. Distribute relocator cards to ARC Shelter Managers for distribution to shelterees.
2. Take appropriate actions to resume mail and parcel delivery in areas affected by the disaster.

E. Amateur Radio Emergency Service (ARES)

1. Implement messaging services (See ESF 2).

**IX. Training**

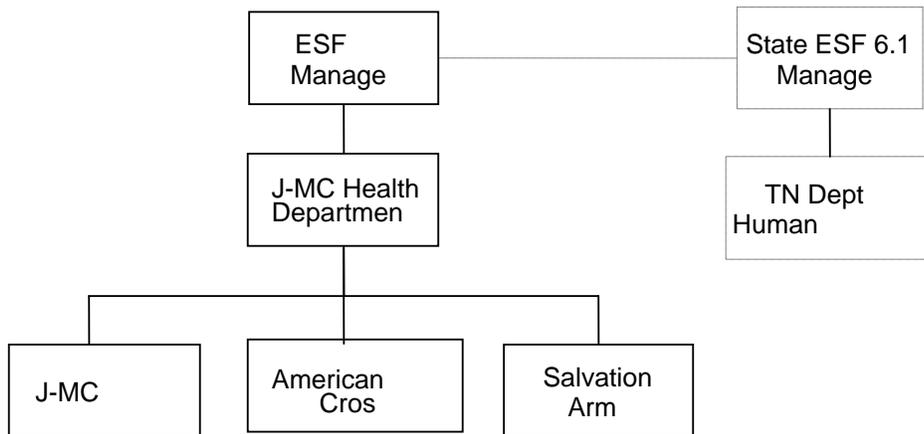
- A. Several mental health facilities across the state and nation provide courses in identifying persons who may have suffered side effects as a result of traumatic events.
- B. All other training related to this subfunction is provided in-house by concerned agencies.

# APPENDICES

- Appendix 1 Shelter & Mass Care Organizational Chart
- Appendix 2 Disaster Victim Services Organizational Chart
- Appendix 3 Location of Shelters in Jackson-Madison County

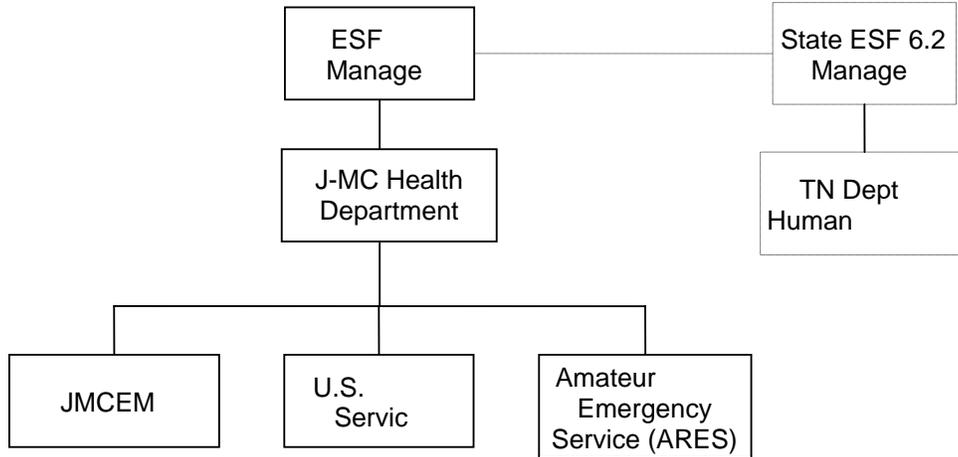
# SHELTER & MASS CARE

## Organizational Chart

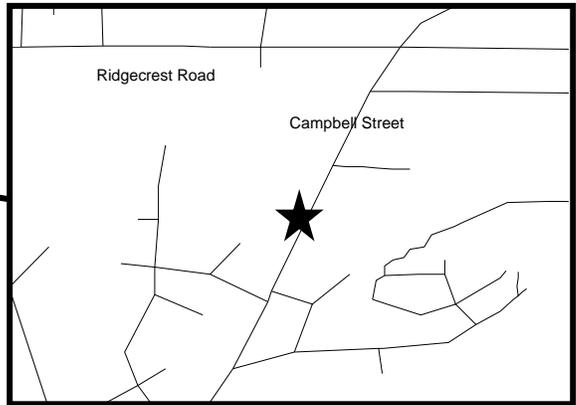


# DISASTER VICTIM SERVICES

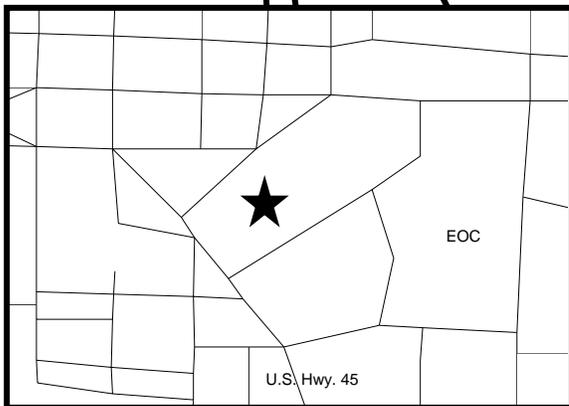
## Organizational Chart



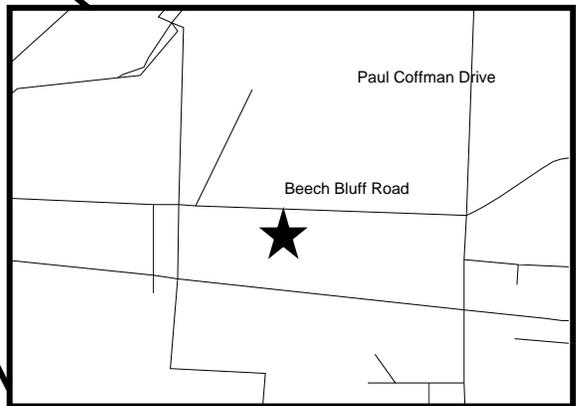
# LOCATION OF SHELTERS IN JACKSON-MADISON COUNTY



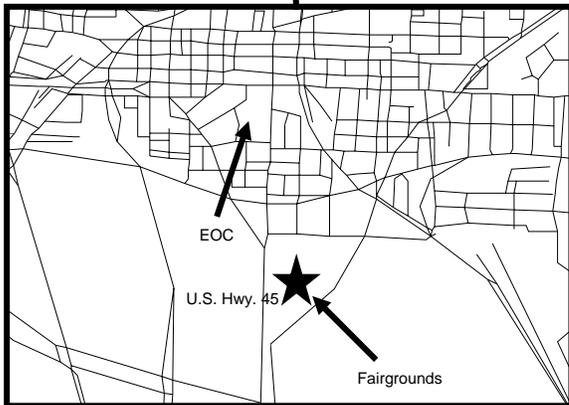
Seventh Day Adventist Church  
1902 Campbell Street



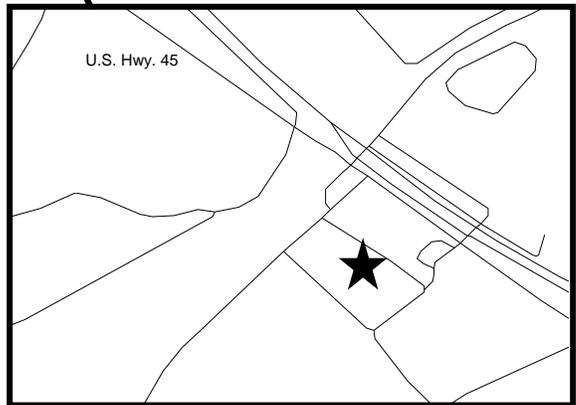
Jackson Civic Center  
400 S. Highland (U.S. Hwy. 45)



East Union Baptist Church  
2244 Beech Bluff Road



Jackson Fairgrounds Park  
800 S. Highland (U.S. Hwy. 45)



Pinson Baptist Church  
111 Church St. (Pinson, 38366)

# ESF 7

## RESOURCE SUPPORT

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### RESOURCE SUPPORT

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## EMERGENCY SUPPORT FUNCTION 7.1

### RESOURCE SUPPORT

# LOGISTICS

- I. Lead Agency:** City of Jackson Personnel Department  
Madison County Personnel Department
- II. Support Agencies:** Jackson – Madison County Emergency Management Agency  
City of Jackson Department of Public Works/Street Department  
Madison County Highway Department  
City of Jackson Accounting Depts. Department  
Madison County Accounting Depts. Department

### III. Introduction

#### A. Purpose

1. The purpose of this ESF is to provide for the packaging, loading, transportation, and unloading of resources required in areas affected by emergencies within Jackson-Madison County.

#### B. Scope

1. The activities within this subfunction apply to the movements of personnel and resources only. The provision of support services (i.e., security, EMS, etc.) is detailed under the appropriate ESF contained in this plan.

### IV. Policies

- A. Each agency of Madison County and City of Jackson is responsible for arranging the movement of Agency assets to points where they are needed during emergencies and disasters. If the agency does not have suitable transportation capabilities, it may request assistance through the Madison County or City of Jackson resource management structure.

### V. Situation and Assumptions

#### A. Situation

1. A disaster or emergency brings about the need for certain types and quantities of resources from the various agencies of City of Jackson and Madison County. This need could be in the form of goods, services, or personnel.
2. Any resource needed in the affected area will require some effort to move it to the affected area.

## B. Planning Assumptions

1. The City of Jackson or Madison County Accounting Dept. will attempt to locate any resource needed by any agency or operative of local government in support of its emergency mission requirements (See Subfunction 2).
2. Coordination of resources will require the resource be loaded onto some type of vehicle, transported, and then offloaded at the appropriate terminal in the affected area.
3. Some resource providers will be able to meet their own logistical requirements.

## VI. Concept of Operations

### A. General

1. During disaster operations, local organizations will require resources from other local government agencies to supplant those available to them. Requests will be directed to the ESC likely to have a particular resource available at his/her disposal.
2. Should the local ESC not be able to fill the request, the request may be routed to the City of Jackson or Madison County Accounting Department for processing. If the resource is not available locally, the EMA Director may request assistance from the state (through TEMA).
3. The Jackson – Madison County Emergency Management Agency is responsible for insuring that resource suppliers move requested items to the appropriate staging area (or directly to the area where it is needed). From that point, the ESF 7, working in cooperation with the ESF 1 (Transportation Networking), will arrange for the item to be moved to the desired location.
4. It is Jackson – Madison Emergency Management Agency's responsibility to insure that similar items, or different items moving to the same location, are shipped in a manner so as to not duplicate transportation functions. This is important because of the limited availability of transportation resources and cleared routes.
5. Several local agencies have some type of transportation capability, including the City of Jackson Department of Public Works/Street Department, the Jackson – Madison Co. Board of Education, and others. EMA may make use of these resources, or secure transportation from the private sector.

### B. Organization and Responsibilities

1. City of Jackson Personnel Department & Madison County Personnel Department
  - a. Develop procedures and policies for the acquisition of resources and the transportation of those resources into affected areas.
  - b. Coordinate with local agencies owning transportation resources to determine what types of resources are available that would not be committed to other emergency operations during disasters.
  - c. Develop procedures for tracking requests and the results, including those of local agencies and private vendors.

- d. Develop procedures for providing local personnel to support logistics operations throughout the spectrum of disaster operations.
  - e. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
- 2. City of Jackson Department of Public Works/Madison Co. Highway Department
    - a. Develop procedures (as assigned under ESF 1) for assigning movement priorities for surface transportation of resources within Jackson-Madison County during emergencies.
    - b. Develop procedures for allocating department-owned vehicles for use in resource movement.
    - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - 3. Jackson – Madison Co. Emergency Management Agency
    - a. Develop procedures for requesting transportation resources from the state (through TEMA).
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - 4. City of Jackson Accounting Department/Madison County Accounting Department
    - a. Develop procedures for financial support of logistics procurement.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

**VII. Mitigation and Preparedness Activities**

- A. City of Jackson Personnel Department & Madison County Personnel Department
  - 1. Develop procedures for responding to and complying with requests for transportation of local agency personnel from unaffected areas of Jackson-Madison County to disaster areas.
  - 2. Develop procedures for securing transportation for resources that vendors cannot deliver to staging areas, affected areas, or other designated sites.
  - 3. Develop procedures for insuring that all-local agencies with transportation resources have been contacted before seeking outside vendors for transportation of resources (where appropriate).
  - 4. Develop procedures for locating and securing vehicles for specialized needs, i.e., refrigerated trucks for transport of bodies, livestock-hauling vehicles, etc.
  - 5. Develop procedures, in cooperation with the City of Jackson & Madison County Accounting Departments, for reimbursing private vendors for services rendered.
  - 6. Develop procedures for tracking local transportation resources and resources supplied by private vendors.

7. Develop procedures for coordinating movement of resources with ESF 1 (Transportation Networking) to insure appropriate routes are utilized in an attempt to prevent bottlenecks, unnecessary diversions, etc.
8. Develop procedures for deploying local personnel in support of emergency operations at warehousing facilities, staging areas, and other areas where the need exists.

B. City of Jackson Department of Public Works/Street Department

1. Develop procedures for allocation of department-owned vehicles to support resource movement activities and for tracking the use of those vehicles.
2. Develop procedures for coordinating City of Jackson or Madison County Personnel Department requests for routing information with routing requests of emergency responders.

C. Jackson – Madison Co. Emergency Management Agency

1. Develop procedures for requesting and allocating state resources in support of transportation requirements during emergency operations and tracking the use of same.
2. Develop procedures for deploying transportation units into staging areas and other locations in support of emergency operations.

D. Madison County Accounting Department/City of Jackson Accounting Department

1. Develop procedures and policies concerning the reimbursement of private vendors for services rendered during emergency operations.
2. Coordinate development of policies with City of Jackson or Madison County Personnel Department to insure appropriate financial accounting measures are followed during emergency operations.

## **VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery operations as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/call-up procedures as appropriate.

B. City of Jackson Personnel Department/Madison County Personnel Department

1. Respond to requests for transportation resources from local government and other response agencies.
2. Implement tracking of acquired resources.

3. Implement procedures for verifying that local agencies have exhausted agency-owned resources prior to requesting resources from private vendors.
  4. Provide data to the Madison County Accounting Department/City of Jackson Accounting Department concerning requests for payment from outside vendors.
  5. Route incoming resources to appropriate staging areas for compilation into bulk shipments.
  6. Coordinate movement of resources with ESF 1 Manager (Transportation).
  7. Notify requesters of the fact that requests have been satisfied and provide data concerning expected time of arrival, quantity enroute, etc.
- C. City of Jackson Department of Public Works/Street Department
1. Provide department-owned vehicles to Jackson and Madison County Personnel Departments or other requesters for use in movement of resources into affected areas.
  2. Provide routing information to City of Jackson and Madison County Personnel Departments when requested.
- D. Jackson – Madison Co. Emergency Management Agency
1. Respond to requests from City of Jackson and Madison County Personnel Departments and other local agencies for transportation assistance.
  2. When requested, deploy state transportation support units to staging areas and other areas where such assistance is needed.
  3. Track the use of state transportation resources for transportation support.
- E. Madison County Accounting Department/City of Jackson Accounting Department
1. Receive data from City of Jackson and Madison County Personnel Departments concerning resources acquired through private vendors and take measures to reimburse them in a timely manner (consistent with the level of emergency).
  2. Provide data to ESF 5 concerning amount of funds expended for transportation and resource acquisition (See ESF 15, Recovery).

## **IX. Training**

- A. All training associated with this subfunction is provided by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 7.2

### RESOURCE SUPPORT

# RESOURCE MANAGEMENT

**I. Lead Agency:** City of Jackson Personnel Department  
Madison County Department of Personnel

**II. Support Agencies:** Jackson – Madison Co. Emergency Management Agency  
Madison County Accounting Department  
City of Jackson Accounting Department  
Madison County Mayor  
City of Jackson Mayor

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to provide a source of material, transportation capabilities, personnel, technical expertise, and a wide variety of other services during emergencies that are not available through a local government agency.

#### B. Scope

1. This ESF provides the acquisition, tracking, and movement of several types of resources not available through a local government agency, including:
  - a. Material resources (i.e., body bags, instrumentation, office supplies, etc.),
  - b. Office and work spaces for disaster relief workers,
  - c. Temporary housing for incoming emergency relief personnel,
  - d. Transportation resources (i.e., specialized vehicles),
  - e. Communications equipment, and
  - f. Personnel, including persons with specialized technical knowledge if necessary.

### IV. Policies

- A. Local communities affected by disasters will utilize locally available resources to the maximum extent possible before requesting assistance from other local government agencies.
- B. Local government agencies will utilize internal resources and resources of other local agencies to the maximum extent possible prior to requesting resources from outside vendors.

- C. The Madison County and City of Jackson Accounting Departments are the sole agency responsible for securing resources from outside local government. Agencies that obtain resources from private vendors through any other means may not be reimbursed for their expenses.
- D. In general, resources will not be stockpiled in the city or county to support emergency operations. Memoranda of Understanding may be accomplished with selected vendors to supply items that are time-sensitive or otherwise in short supply and would be necessary during the early stages of emergency response activities.

## **V. Situation and Assumptions**

### **A. Situation**

- 1. Any disaster, regardless of intensity, may cripple or severely limit a community's ability to respond with adequate resources to the effects of that disaster. Other areas of Jackson-Madison County may not be affected and should be capable of providing some of the necessary resource support.
- 2. The Madison County and City of Jackson Accounting Departments have at its disposal several vendors registered to do business with the city and county. These private vendors generally realize the seriousness of the situation with respect to the local government's response to disasters.

### **B. Planning Assumptions**

- 1. Local communities and government agencies will exhaust available resources before requesting assistance from Jackson-Madison County.
- 2. Local agencies will utilize their internal resources or those of other local agencies prior to requesting resources from outside vendors (or the state).
- 3. Some pre-determination of resource requirements from outside vendors by local agencies will take place to minimize the time needed to initiate emergency operations.
- 4. Donated goods and donated services by volunteers will be coordinated by the ESF 14 functional group.

## **VI. Concept of Operations**

### **A. General**

- 1. Emergency operations will impose demands for resources not available locally or through local agencies. All requests for resources not available through these sources will go through the city or county Accounting Department. The city or county Accounting department will make contact with outside vendors and secure resources, provide logistical support to see that they arrive according to plans, and track resources to insure proper routing and use.

### **B. Madison County Accounting Departments/City of Jackson Accounting Depts. Department**

- 1. Responsible for developing procedures for acquiring resources from outside vendors and providing the proper paperwork flow to allow for tracking of same.

2. Develop procedures for use in the EOC for requests and fulfillment of requests in support of emergency operations.
  3. Develop procedures to coordinate resource requests through state ESF 7 agencies when appropriate.
  4. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  5. Provide an individual to act as the Emergency Services Coordinator in the EOC as well as an alternate to insure 24-hour availability.
- C. Jackson – Madison Co. Emergency Management Agency
1. Responsible for coordination of resource acquisition and management activities in the EOC during emergency operations.
  2. Responsible for screening resource requests to insure that resources are not available at the local level or through a local agency.
- D. Madison County Accounting. Department/City of Jackson Accounting Department
1. Responsible for developing procedures to insure prompt reimbursement of outside vendors.
  2. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  3. Provide an individual to act as the Emergency Services Coordinator in the EOC as well as an alternate to insure 24-hour availability.
- E. Office of Madison County Mayor/Office of City of Jackson Mayor
1. Responsible for development of procedures for locating and acquiring hotel and motel rooms for use by emergency response personnel during emergency operations.
  2. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  3. Provide an individual to act as the Emergency Services Coordinator in the EOC as well as an alternate to insure 24-hour availability.
- F. Madison County Personnel Department/City of Jackson Personnel Department
1. Responsible for developing procedures for acquiring and deploying personnel of local agencies not specifically tasked in this plan to support emergency operations when necessary.
  2. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  3. Provide an individual to act as the Emergency Services Coordinator in the EOC as well as an alternate to insure 24-hour availability.

## **VII. Mitigation and Preparedness Activities**

- A. Madison County Accounting Department/City of Jackson Accounting Department
  - 1. Develop procedures and policies concerning requests for resources from local and state government agencies in support of emergency missions.
  - 2. Develop a standardized form for use in emergency resource requests by agencies in the EOC during emergency operations.
  - 3. Develop a mechanism for tracking of resource requests and status of requests.
  - 4. Develop procedures for coordinating requests with other local agencies to insure that resources do not exist elsewhere within the local government structure and with ESF 14, Volunteers/Donations, to insure that resources are not available at donated goods warehouse(s) or available on a volunteer basis.
  - 5. Maintain a list of contacts for vendors for use during non-business hours (i.e., at night and on weekends, holidays, etc.).
  - 6. Develop a list of potential warehouses in all areas of Jackson-Madison County (and region) for use in warehousing donated goods and resources destined for other areas of the state (i.e. resource staging areas).
  - 7. Coordinate with other local agencies to determine immediate needs required for successful deployment in an emergency (i.e., fuel for staging areas, motor homes for workers, etc.).
  - 8. Coordinate with the state (through TEMA) to determine proper methods of requesting state and/or federally owned resources when needed.
- B. Jackson – Madison Co. Emergency Management Agency
  - 1. Develop procedures and policies governing the acquisition of resources during emergencies and disasters.
- C. Madison County Accounting Department/City of Jackson Accounting Department
  - 1. Develop procedures and tracking forms for reimbursing private vendors for resources and services provided during emergencies.
- D. Madison County Department of Personnel/City of Jackson Personnel Department
  - 1. Develop procedures for acquiring personnel from local agencies not tasked in this plan to be deployed to assist in any aspect of the emergency operation as required.
- E. Office of Madison County Mayor/Office of City of Jackson Mayor
  - 1. Develop database of hotels/motels in Jackson and Madison County for possible use in housing emergency response personnel during emergency operations.
  - 2. Coordinate development of procedures between the Madison Co./City of Jackson Accounting Departments and the hotels for reimbursement for expenses associated with housing emergency workers.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery operations as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/call-up actions.

### **B. City of Jackson and Madison County Personnel Departments**

1. Respond to requests for resources from local agencies.
2. Coordinate resource acquisition with local agencies to insure requested items are not currently held by a local agency.
3. Coordinate resource acquisition with ESF 14, Donations/Volunteers, to insure requested items/services are not available through donated goods/services.
4. Arrange for transportation of resources/services to area of need (as provided in Subfunction 1).
5. Locate office space and suitable work areas for state and federal disaster assistance workers when requested.
6. Maintain logs of requests and status sheets showing status of requests. Notify requesters when requests have been satisfied.
7. Contact local agency ESCs to ascertain need for pre-identified items essential to emergency response activities of that ESC.
8. Provide documentation to Department of the Budget (or the Budget Director) concerning sources of requests and amounts owed.
9. Provide lists of warehouses in portions of Jackson-Madison County identified by ESF 14 for use as donation storage facilities.
10. Arrange for resource staging areas to become operational and begin readying for deployment of requested resources.
11. Coordinate with ESF 1 (Transportation) proper routing for resource delivery.
12. Provide data to ESF 5 concerning amount and types of materials being requested.
13. Coordinate requests for state and/or federal resources through the EMA Director.
14. Maintain accurate records/logs concerning pay for tasked personnel for possible future state/federal reimbursement.

C. Jackson – Madison Co. Emergency Management Agency

1. Screen requests for assistance and resources from the various agencies to insure requested items are not available locally or through another local agency.
2. Maintain log of items/services requested through the state and the disposition of those requests.
3. Route approved requests through appropriate channels for disposition.

D. Madison County Accounting Department/City of Jackson Accounting Department

1. Receive data from City of Jackson and Madison County Personnel Departments concerning resources obtained from private vendors and arrange for timely reimbursement.
2. Arrange for payment of vendors and execute appropriate instruments to accomplish payment in a timely manner.
3. Maintain logs and records concerning disbursements for possible future state/federal reimbursement.

G. Office of Madison County Mayor/Office of City of Jackson Mayor

1. Locate and secure hotel/motel rooms for emergency response personnel deployed to affected areas, staging areas, and other operations sites.
2. Maintain accurate logs and records concerning expenses incurred as a result of housing requests for possible future state/federal reimbursement.

**IX. Training**

- A. All training associated with these functions is provided in-house by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 7.3

### RESOURCE SUPPORT

# STAGING AREAS

- I. Lead Agency:** Jackson – Madison Co. Emergency Management Agency
- II. Support Agencies:** Jackson Fire Department  
Madison County Fire Department  
Medical Center EMS  
Jackson Police Department  
Madison County Sheriff's Department  
City of Jackson Department of Public Works/Street Department  
Jackson Area Chamber of Commerce

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to provide staging areas throughout Jackson-Madison County to support emergency operations that might occur anywhere within throughout Jackson-Madison County at any time.

#### B. Scope

1. This subfunction deals with the use of the various locations throughout Jackson-Madison County as primary staging areas to support emergency operations. Other facilities (i.e., airfields, warehouses, etc.) may be used in a secondary capacity as staging areas.

### IV. Policies

- A. The rapid, uncontrolled influx of emergency responders only serves to confuse the already chaotic situation that would be present in a disaster area. It is essential to control the flow of emergency response personnel, supplies, and other resources into the affected areas so as not to impose additional burdens on the already taxed logistical situation present in the area.
- B. The identified staging areas will be used primarily as staging areas for emergency response personnel such as firefighters, EMS personnel, law enforcement personnel, health and shelter workers, and the like. Resource (i.e., materiel) staging will occur at major transportation terminals (i.e., airfields, warehouses, etc.).
- C. Madison County will designate areas to serve as forward staging areas for state resources coming in to the area for major emergencies. This will reduce the amount of time needed to communicate information regarding state-supplied resources to local agencies.

### V. Situation and Assumptions

#### A. Situation

1. Disasters may require the assistance of local resources, resources from surrounding communities, or resources from communities in unaffected areas of the state. The rapid, uncontrolled influx of resources from any source into a disaster area only serves to confuse the situation.
2. Staging Areas are spread fairly evenly throughout Jackson-Madison County and can serve well as staging areas for local and locally requested resources.

#### B. Planning Assumptions

1. Disasters will occur that require massive local response, including large quantities of personnel and/or other resources.
2. If left unchecked, rapid, uncontrolled deployment of emergency resources into a disaster area will only exacerbate a negative situation.
3. There will be suitable staging areas within a reasonable distance of any area in Jackson-Madison County affected by a given disaster.

### **VI. Concept of Operations**

#### A. General

1. Immediately after a disaster, Jackson-Madison County will begin to deploy local and locally acquired resources in support of emergency operations.
2. Deployed units may respond to a predesignated marshaling or staging area to await further assignment.
3. Units will be dispatched from staging areas to rendezvous with emergency officials at identified emergency sites.
4. Units returning home after their deployment will return to their original staging area to be logged out and released.

#### B. Jackson – Madison Co. Emergency Management Agency

1. Develop procedures for use of identified sites as staging areas.
2. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements listed in the Response/Recovery section.

#### C. City of Jackson Fire Department/Madison County Fire Department

1. Responsible for deploying fire resources to staging areas (as required) and dispatching them to assignments from these locations.
2. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements listed in the Response/Recovery section.

#### D. Medical Center E.M.S.

1. Responsible for deploying EMS resources to staging areas and dispatching same to assignments from these locations.
2. Complete the requirements listed in the Mitigation/Preparedness section and be

prepared to implement the requirements listed in the Response/Recovery section.

E. Jackson Police Department/Madison County Sheriff's Department

1. Responsible for deploying law enforcement resources to staging areas and dispatching them to assignments from these locations.
2. Responsible for assigning personnel to staging areas to assist staging area personnel with security of resources located there.
3. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements listed in the Response/Recovery section.

F. City of Jackson Department of Public Works/Street Department

1. Responsible for deploying public works resources to staging areas and dispatching same to assignments from these locations.
2. Responsible for implementing traffic control procedures to assist staging area personnel with routing of incoming/outgoing vehicles.
3. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements listed in the Response/Recovery section.

G. Jackson Area Chamber of Commerce

1. Responsible for development of agreements among fuel, food, and other providers to provide logistical support to local staging area operations.

**VII. Mitigation and Preparedness Activities**

A. Jackson – Madison Co. Emergency Management Agency

1. Develop comprehensive plans for each staging area to guide operations. Include:
  - a. Traffic flow diagrams,
  - b. Diagrams of parking/staging areas for different types of vehicles,
  - c. Description of housing, feeding, and sanitation capabilities and procedures for requesting assistance during emergency operations.
  - d. Fueling capabilities and procedures for requesting assistance during emergency operations,
  - e. Communications capabilities,
  - f. Provisions for security and procedures for requesting assistance during emergency operations, and
  - g. Forms and procedures used for checking in resources and logging incoming and outgoing assignments.
2. Coordinate development of plans with other ESFs that will need to utilize staging areas during emergency operations.

3. Develop procedures for recording hours worked by staging area staff during emergency operations.
  4. Develop communications plan for use during major staging operations.
- C. City of Jackson Department of Public Works/Street Department
1. Develop procedures for providing traffic control support to staging area operations.
  2. Perform tasks in item E below (to the extent practical).
- D. Jackson Area Chamber of Commerce
1. Develop memoranda/agreements with local establishments to provide fuel, food, water, and other logistical support to staging area operations when necessary.
- E. All Other Tasked Agencies
1. Develop procedures for routing resources to staging areas, including:
    - a. Coordination of routing requirements with ESF 1 (Transportation),
    - b. Procedures for handling communications incompatibilities,
    - c. Expected deployment for certain types of emergencies,
    - d. Resources required by resources you expect to deploy to staging areas (i.e., fuel for vehicles, feeding for certain number of persons, sleeping quarters, sanitary requirements, etc.), and
    - e. Weights and surface requirements for vehicles expected to be deployed to staging areas during emergency operations.

## **VIII. Response and Recovery Actions**

- A. All Tasked Agencies
1. Send ESCs to EOC as request by EMA.
  2. Attend briefings, coordinate activities with other participant organizations.
  3. Set up work area(s), report needs to EOC Readiness Office, and initiate response/recovery activities as dictated by situation.
  4. Maintain logs of activities, messages, etc.
  5. Initiate internal notification/recall actions.
- B. Jackson – Madison Co. Emergency Management Agency
1. Activate staging areas at facilities designated by ESF 5 or the Direction and Control Group at the EOC.
  2. Implement staging area plans as necessary.
  3. Receive and record data from ESFs concerning deployment of resources.

4. Advise ESF 5 periodically of status of staging areas.
  5. Request resources needed to support staging area operations from appropriate ESF at the EOC when necessary.
- C. City of Jackson Department of Public Works/Street Department
1. Implement traffic control operations at opened staging areas as requested by Staging Area Manager.
- D. Jackson Area Chamber of Commerce
1. Implement agreements for the provision of logistical support to staging area operations as directed by the Staging Area Manager.
- E. All Other Tasked Agencies
1. Provide information to staging areas concerning the quantity, type, etc., of resources you are deploying to their facility.
  2. Obtain contact number for dispatching resources from staging areas to forward staging areas or other site.
  3. Maintain logs of resources sent to staging areas, resources dispatched from staging areas, and other pertinent information.

## **IX. Training**

- A. All training associated with this subfunction is provided in-house by the agencies concerned.
- B. TEMA provides courses in the Incident Command System, which includes provisions for Staging Area operations.

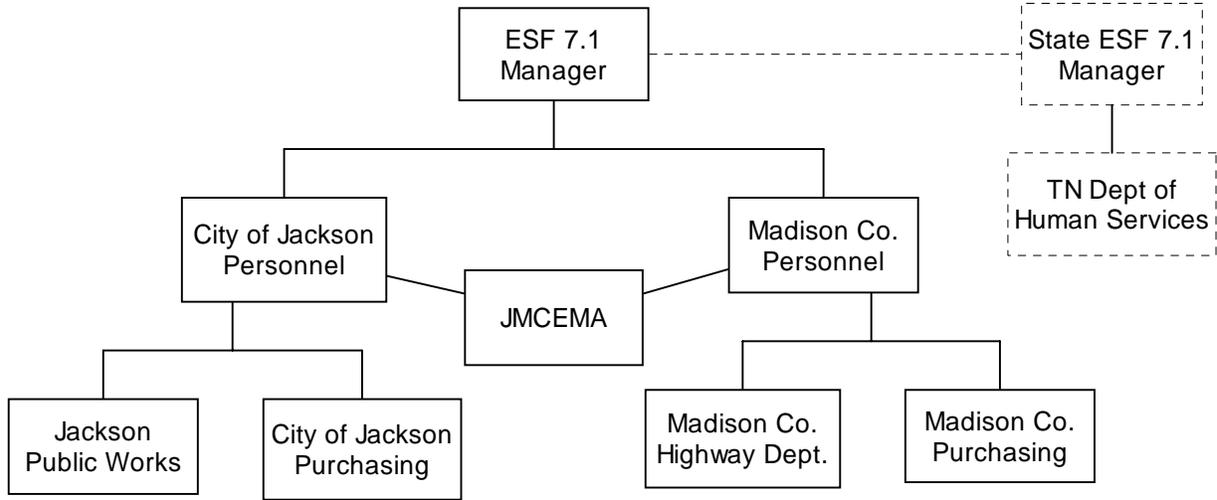
## EMERGENCY SUPPORT FUNCTION 7

# APPENDICES

- Appendix 1 Logistics Organizational Chart
- Appendix 2 Resource Management Organizational Chart
- Appendix 3 Staging Areas Organizational Chart
- Appendix 4 Staging Areas

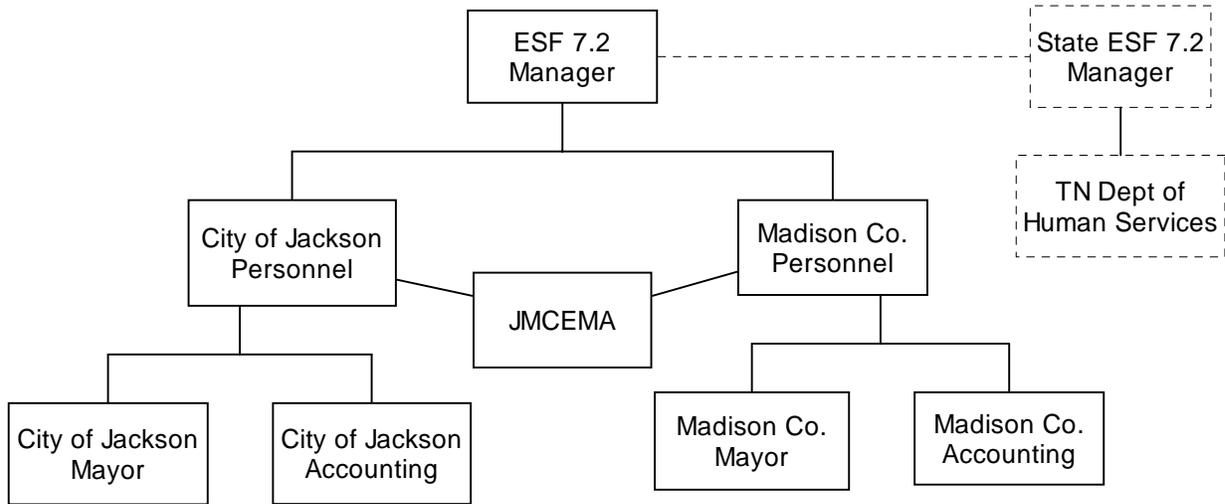
# LOGISTICS

## Organizational Chart



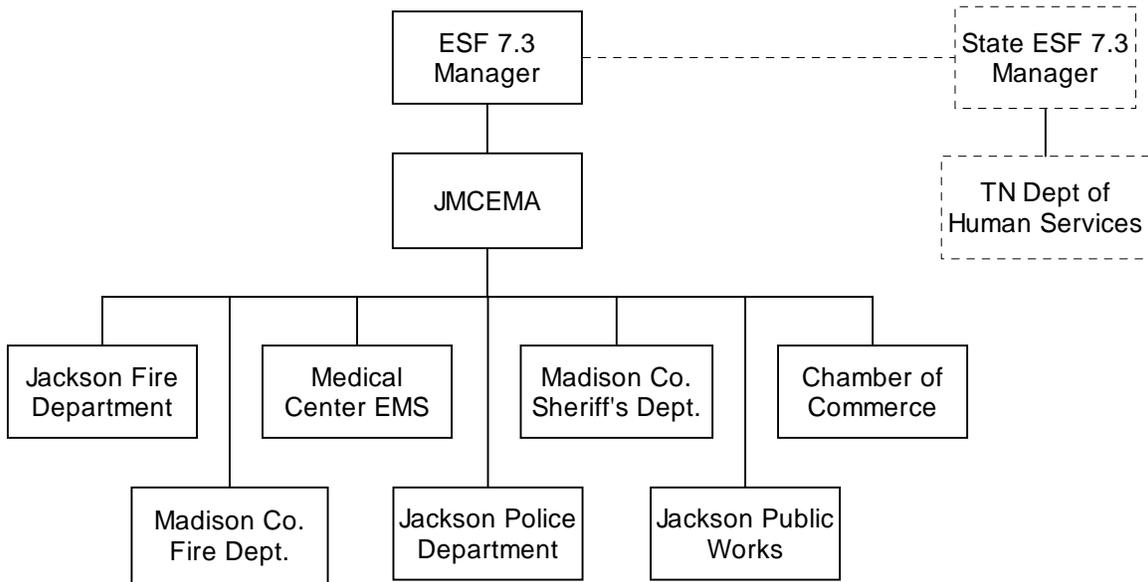
# RESOURCE MANAGEMENT

## Organizational Chart

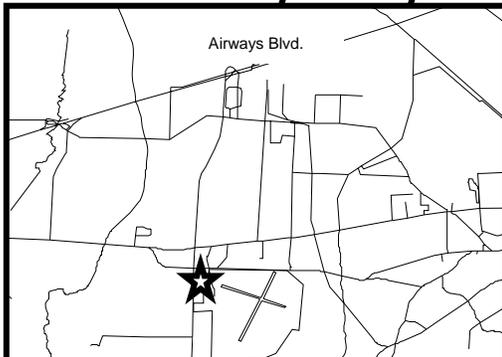
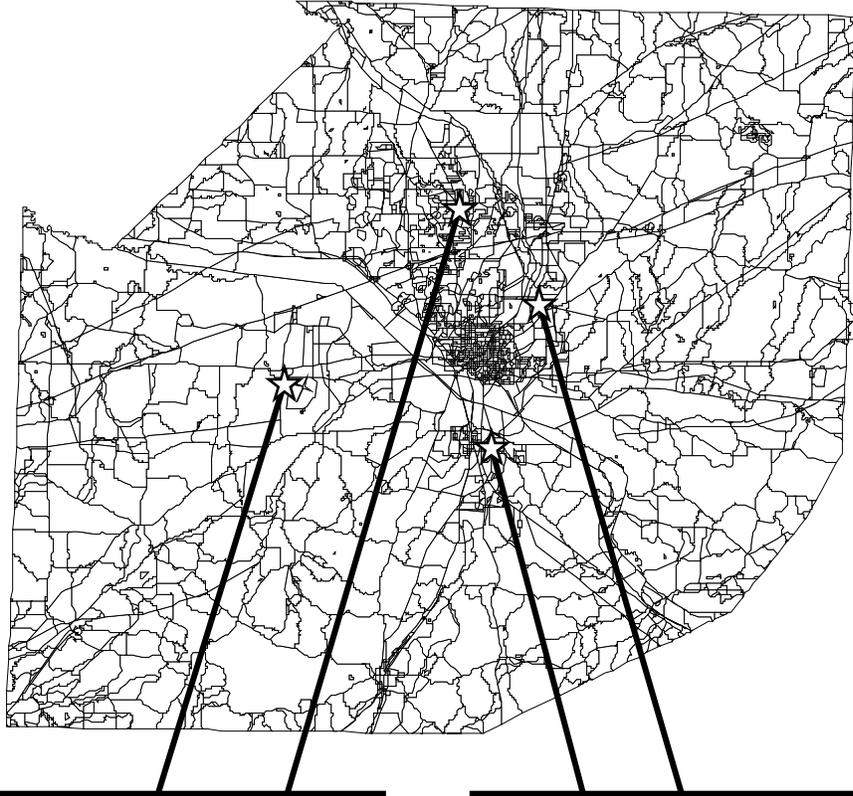


# STAGING AREA

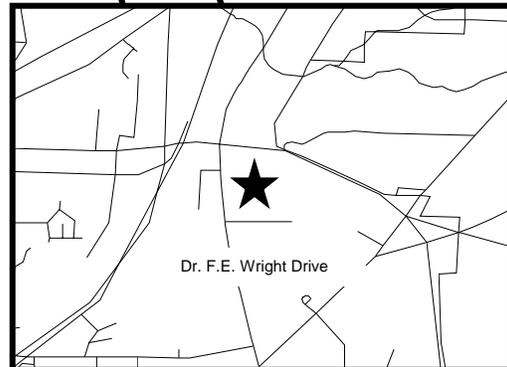
## Organizational Chart



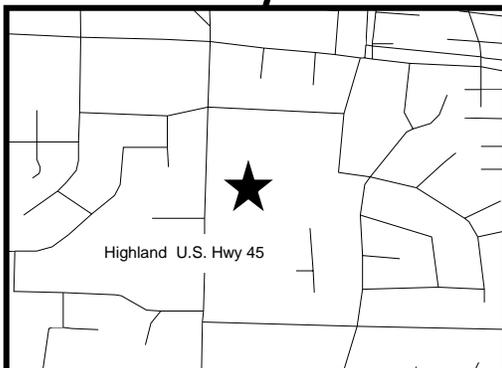
# STAGING AREAS



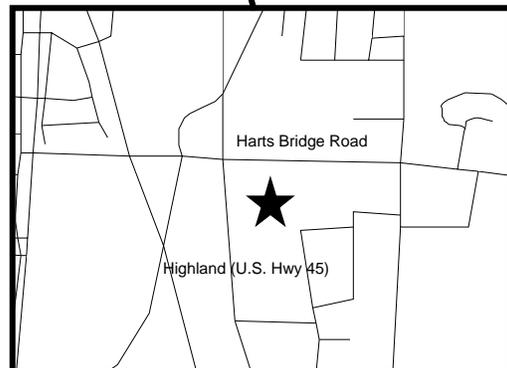
**WEST:** McKellar-Sipes Airport  
Grady Montgomery Dr. (off Airways)



**EAST:** Jackson State CC  
2046 N. Parkway



**NORTH:** North Side High School  
3070 Humboldt Hwy.



**SOUTH:** South Side High School  
44 Harts Bridge Rd.

# ESF 8

## HEALTH AND MEDICAL SERVICES

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## EMERGENCY SUPPORT FUNCTION 8

### HEALTH AND MEDICAL SERVICES

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## EMERGENCY SUPPORT FUNCTION 8.1

### HEALTH AND MEDICAL SERVICES

# EMERGENCY MEDICAL SERVICES

- I. Lead Agency:** Medical Center EMS Director
- II. Support Agencies:** Medical Center EMS  
Jackson – Madison Co. Emergency Management Agency  
Jackson Police Department  
Madison County Sheriff's Department  
Jackson – Madison County General Hospital  
Regional Hospital  
West Tennessee Regional EMS Communications Center  
Madison County Medical Examiner  
American Red Cross

### III. Introduction

#### A. Purpose

1. The purpose of this ESF is to provide guidance, prioritization, and coordination of resources involved in the triage, treatment, and medical evacuation of victims of disasters within Jackson-Madison County.

#### B. Scope

1. This ESF involves the provision of emergency medical services during disasters and major emergencies in Jackson-Madison County.

### IV. Policies

- A. Emergency medical care is the most important function during the first few hours of a disaster. It is essential that fire and rescue activities be coordinated with EMS operations to insure that no unnecessary loss of life occurs.

### V. Situation and Assumptions

#### A. Situation

1. Many disasters that could occur within Jackson-Madison County have the potential for generating large numbers of casualties.
2. The local EMS and health care system could be damaged or overloaded by any disaster that generates large volumes of casualties.
3. Some disasters may generate specialized casualties (i.e., radiological accidents, hazardous materials spills, etc.) that would be beyond the capabilities of local and regional health care systems.

#### B. Planning Assumptions

1. Some disasters will generate casualty loads beyond the treatment capabilities of

the local EMS and health care system.

2. Hospitals, blood banks, laboratories, and other emergency health care facilities may be damaged or rendered inoperable as a result of a disaster.
3. Medical evacuation of excess casualties (i.e., above the capacity of the local system) may be necessary in major emergencies.

## **VI. Concept of Operations**

### **A. General**

1. Following a disaster, Medical Center EMS systems will respond to the needs of the community with respect to the care of injured victims. When this disaster extends to a point that Medical Center EMS services are unable to provide adequate coverage, regional assistance from mutual aid EMS providers will be requested.
2. Regional coordination of the EMS mutual aid networks is accomplished through the use of regional communications centers. This center is responsible for coordinating the distribution of patients so as not to overload any given health care facility. The state EMS agency monitors this system and is tasked to coordinate the provision of assistance when the scope of the problem becomes significantly large.
3. The state will provide or request emergency medical assistance based on the magnitude of the disaster. A catastrophic event that devastates a major population center may necessitate immediate activation and deployment of NDMS, Tennessee Army National Guard, and/or active duty components of the U. S. Military. An event of lesser magnitude may be resolved with the deployment of medical units from within the state, possibly assisted by those from adjoining states.

### **B. Organization and Responsibilities**

1. Medical Center EMS Director
  - a. Coordinate Medical Center EMS services and the development of EMS plans for use throughout Jackson-Madison County.
  - b. Establish medical response priorities during disasters within Jackson-Madison County.
  - c. Develop policies, procedures, and guidelines for the operation of the EMS system during disasters, including the use of Casualty Collection Points, medical evacuation, staging areas, etc.
  - d. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - e. Provide an individual to act as the Emergency Services Coordinator (ESC), as well as an alternate to insure 24-hour availability.
  - f. Coordinate health care facilities' involvement in the local EMS system.
  - g. Develop plans to insure adequate distribution of evacuated victims during disasters.
2. Medical Center EMS

- a. Develop capabilities to respond to all types of emergency medical situations that could occur within Jackson-Madison County.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
3. Jackson – Madison Co. Emergency Management Agency
- a. Coordinate EMS system with ESF 9 (Search and Rescue), and ESF 10 (Environmental Response) functions.
  - b. Assist with the development of communications systems in support of EMS operations.
  - c. Provide disaster intelligence and resource coordination for EMS disaster operations.
  - d. Develop patient tracking system for use in Jackson-Madison County.
  - e. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
4. Jackson Fire Department/Madison County Fire Department
- a. Develop first responder or similar programs to assist local EMS providers.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - c. Provide an individual to act as the Emergency Services Coordinator (ESC), as well as an alternate to insure 24-hour availability.
5. Jackson Police Department/Madison County Sheriff's Department
- a. Coordinate law enforcement operations with the EMS functions.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
6. Madison County Medical Examiner
- a. Develop procedures for performing mass casualty victim identification activities
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
7. Jackson – Madison County General Hospital & Methodist LeBonheur Healthcare
- a. Develop procedures for handling victim overloads and addressing unique victim situations for identified hazards in Jackson-Madison County (include with disaster plan).
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

8. American Red Cross
  - a. Provide first aid assistance at shelters and where necessary during emergency operations. Other sites may be added depending on resources available.
9. West Tennessee Regional EMS Communications Center
  - a. Develop procedures for coordination of regional health care system in disasters.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Medical Center EMS Director**

1. Develop emergency preparedness plan for the Medical Center EMS services.
2. Develop procedures for locating and deploying EMS resources from unaffected areas into affected areas during emergency operations.
3. Develop procedures for utilizing emergency medical personnel/equipment from surrounding counties, and from other sources (i.e., EMS helicopter services).
4. Develop listing of EMS supply sources and contacts for nights and weekends and arrange Memoranda of Understanding between county and suppliers for distribution of supplies in an emergency.
5. Identify Casualty Collection Points within Jackson-Madison County and develop plans and procedures for their activation and use in disasters.
6. Encourage regional communications centers to develop procedures for regional call-trees for notification of emergency to EMS providers, hospitals, etc.
7. Develop standards for triage operations, medical evacuation operations, and other mass casualty operations. Preidentify locations for use as potential NDMS sites.
8. Develop procedures for morgue operations (coordinate with the Madison County Medical Examiner), including the acquisition and utilization of refrigerated trucks, refrigerated warehouse space, etc. for storage of bodies until they can be autopsied.
9. Develop procedures for tasking county medical examiner's office and the Tennessee Bureau of Investigation (through TEMA) with autopsy/identification of disaster victims.
10. Develop standardized format for supplying casualty figures to PIO and Disaster Intelligence section.
11. Coordinate with the Madison Co. Health Department on Public Health issues.

### **B. Medical Center EMS**

1. Develop plans and procedures for responding to mass casualty incidents, including

the use of the Incident Command System, the integration of other EMS units into operations, the use of triage tags, the activation of temporary morgues, etc.

2. Conduct training with Jackson Fire Department/Madison County Fire Department, Jackson Police Department/Madison County Sheriff's Department, and Jackson – Madison County Rescue Squad with respect to the coordination of inter-service operations during disasters.

C. Jackson – Madison Co. Emergency Management Agency

1. Develop procedures for coordinating ESF 9 and ESF 10 operations during emergencies with ESF 8.
2. Assist with the development of communications systems to support EMS emergency operations.

D. Jackson Fire Department/Madison Co. Fire Department

1. Develop first responder, EMT, or other initial medical response mechanism(s) to assist EMS operations during disasters.
2. Participate in training with local EMS units with respect to inter-service operations during disaster operations (the use of the Incident Command System, etc.)

E. Jackson Police Department/Madison County Sheriff's Department

1. Develop procedures for coordinating law enforcement operations with EMS requirements (especially as they relate to EMS unit security, law enforcement personnel with first aid or EMT training, etc.).
2. Participate in training with local EMS units with respect to interservice operations during disaster operations the use of the Incident Command System, etc.)

F. Madison County Medical Examiner

1. Develop procedures for deploying personnel in support of emergency EMS operations to assist with victim identification.

G. Jackson – Madison County General Hospital & Regional Hospital

1. Develop plans and procedures for handling patient overloads during disasters.
2. Develop plans, procedures, and capabilities for handling patients with unique or complicated injuries (i.e., hazardous materials, radiological contamination, etc.)
3. Develop plans and procedures for keeping the West Tennessee Regional EMS Communications Center apprised of current status with respect to ability to handle additional patients, etc.

H. American Red Cross

1. Develop procedures for supplying first aid to persons housed in temporary emergency shelters, and for referring them to acute care facilities when necessary.

2. Develop procedures for identifying nurses from the affected community and integrating them into the emergency operations(ies).
3. Develop procedures to collect and process blood from volunteers during disasters.

I. West Tennessee Regional EMS Communications Center

1. Develop plans and procedures for routing of patients and the monitoring of the status of the regional health care system following a disaster.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

B. Medical Center EMS Director

1. Implement Medical Center EMS emergency operations.
2. Respond to requests from affected communities for assistance with EMS operations as appropriate.
3. Collect information from unaffected areas of Jackson – Madison County concerning number of EMS units in unaffected areas available for deployment to disaster area.
4. Collect, maintain, and disseminate casualty figures to ESF 5 and PIO.
5. Determine need for additional EMS supplies in affected area(s) and coordinate with ESF 7 (Resource Management) for the procurement and transportation of those supplies.
6. Determine need for state involvement in affected areas and activate state EMS system if necessary.
7. Implement disaster morgue operations in affected areas (coordinate with Madison County Medical Examiner).
8. Implement emergency medical evacuation operations if necessary.
9. Coordinate with county medical examiner's office and TEMA (TBI) requirements for autopsy and victim identification needs.
10. Task other ESFs as necessary to perform mission (i.e., ESF 13 for security for EMS units, ESF 10 for assistance with hazardous materials, etc.).

C. Medical Center EMS

1. Respond to incidents involving injuries within the jurisdiction.
  2. Request assistance from fire, law enforcement, rescue, and other agencies as required.
  3. Coordinate operations with other affected agencies.
- D. Jackson – Madison Co. Emergency Management Agency
1. Assist with EMS communications when possible.
  2. Coordinate operation of ESF 9 and ESF 10 with EMS operations.
  3. Collect intelligence from ESF 8 regarding casualty figures.
  4. Activate patient tracking system.
  5. Monitor status of local health care systems and implement necessary measures to activate regional coordination system.
- E. Jackson Fire Department/Madison Co. Fire Department
1. Respond to requests for assistance from local EMS units within the scope of departmental training.
  2. Provide information to ESF 8 concerning number of personnel with EMS training available for deployment to affected areas.
- F. Jackson Police Department/Madison County Sheriff's Department
1. Respond to requests from EMS units for assistance with traffic control, security of personnel, etc.
  2. Provide information to ESF 8 concerning number of personnel with EMS training available for deployment to affected areas.
- G. Madison County Medical Examiner
1. Respond to requests from EMS for assistance with victim identification.
- H. Jackson – Madison County General Hospital/Regional Hospital
1. Treat patients within hospital capabilities.
  2. Keep West Tennessee Regional EMS Communications Center apprised of hospital status with respect to bed availability, patient loads, etc.
  3. Activate hospital emergency plans as appropriate.
- I. American Red Cross
1. Provide first aid treatment at shelters as required.

2. Implement blood collection and distribution procedures if required and requested by ESF 8 Manager.
3. Provide statistics to ESF 5 and ESF 8 Manager concerning number of victims treated in shelters.
4. Implement call-up of ARC volunteer nurses and allied professionals if requested.

J. West Tennessee Regional EMS Communications Center

1. Monitor status of regional health care system during disasters.
2. Implement emergency notification procedures as required by situation.
3. Notify state EMS office of situation as required.
4. Coordinate the distribution of patients throughout the region (and with other regions as appropriate).

**IX. Training**

- A. TEMA provides Incident Command System training to EMS providers upon request.
- B. Several community colleges and universities offer Emergency Medical Technician training courses required for certification as an EMT, EMT/I, EMT/D, or EMT/P in Tennessee.
- C. The ARC offers a variety of first aid and CPR Courses on a regular basis.
- D. Many fire service and EMS providers offer first-responder and CPR courses upon request.
- E. TEMA offers courses in search and rescue that may be of interest to EMS field personnel.
- F. Other training is provided in-house by respective agencies.

## EMERGENCY SUPPORT FUNCTION 8.2

### HEALTH AND MEDICAL SERVICES

# PUBLIC HEALTH

- I. Lead Agency:** Jackson – Madison County Health Department
- II. Support Agencies:** Jackson – Madison County General Hospital  
Regional Hospital  
Jackson – Madison County Department of Sanitation  
Jackson Energy Authority  
Jackson – Madison County Emergency Management Agency  
American Red Cross

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to provide for adequate public health services in a disaster area to insure that public health is not compromised.

#### B. Scope

1. This function provides public health support for disaster areas in the post-disaster environment.

### IV. Policies

- A. Continuation of public health functions and control of environmental factors related to public health is essential following a disaster to prevent the outbreak of disease and to monitor the spread of vectors associated with the disaster itself.

### V. Situation and Assumptions

#### A. Situation

1. Disasters may generate public health concerns through the accumulation of debris or water, the failure of sewage and water treatment systems, or through the use of unsterile techniques during emergency operations (such as consumption of contaminated food and/or water).
2. Certain disasters (e.g., radiological incidents, hazardous materials incidents, etc.) present inherent public health concerns.

#### B. Planning Assumptions

1. Unchecked accumulation of debris, the consumption of contaminated food or water, and the inadequate disposal of sewage will result in public health problems if not abated early in the emergency cycle.

2. Public health providers will issue public education materials before, during, and after the impact of disaster within Jackson-Madison County, and this material will lead to a better understanding on the part of the citizenry of the health hazards associated with specified disasters.

## **VI. Concept of Operations**

### **A. General**

1. In many cases, disasters can cripple or destroy a community's capability to provide treated water, debris removal, sewage treatment, vector control, and other operations/procedures associated with public health control in the area(s) affected by the disaster.
2. Immediate deployment of public health personnel to projected problem sites could lead to a reduction in potential problems brought about as a result of the disaster.
3. In some cases, assistance from state public health agencies may be required.

### **B. Organization and Responsibilities**

1. Jackson-Madison County Health Department
  - a. Develop and implement programs to preserve the integrity of public health following disasters in Jackson-Madison County.
  - b. Coordinate the survey and assessment of the public health situation in affected areas following disasters.
  - c. Set health/medical priorities in areas affected by disasters.
  - d. Implement surveillance systems to monitor the health of the general population following disasters.
  - e. Produce and distribute health education materials before, during, and after disasters occur.
  - f. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - g. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
2. Jackson – Madison County Sanitation Department
  - a. Support and monitor the disposal of disaster debris, landfill materials, and similar items to preserve public health.
  - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
3. Jackson Utility Division
  - b. Provide assessment and recommendations concerning potential health effects and remedial actions associated with water-borne pollutants and vectors.

- c. Inspect wastewater treatment facilities and implement remedial actions to restore treatment capabilities.
  - d. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
  - e. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
- 4. Jackson – Madison Co. Emergency Management Agency
    - a. Provide information concerning hazardous materials releases to ESF 8 Manager so that potential health effects may be evaluated.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
- 5. Jackson – Madison County General Hospital & Methodist-LeBonheur Healthcare
    - a. Monitor health conditions of patients treated at facilities and notify health department of any potential infectious disease problems.
    - b. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.
- 6. American Red Cross
    - a. Maintain healthful environment in temporary emergency shelters during emergency operations.
    - b. Cooperate with local health authorities in the inspection of shelters and feeding sites and their certification.
    - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson-Madison County Health Department**

- 1. Develop public education information concerning the use of untreated water, contaminated food, and other unsanitary practices following disasters.
- 2. Develop procedures for deploying personnel into affected areas to provide surveillance and monitoring of public health following major disasters.
- 3. Coordinate with local water and wastewater organizations to determine the problems that may occur as a result of damaged pollution control systems and the failure of water treatment facilities in the affected area.
- 4. Develop format for preparing health-related public information for distribution to the PIO for release to the public.
- 5. Develop procedures for staffing public health and other clinics to provide public health services, including vaccinations against pathogens identified as problems in the affected area.

6. Coordinate procedures to request assistance from the state government should that become necessary.
7. Develop procedures for assimilating all health-related information that will come in from affected areas, including that from the water and wastewater departments, EMA, local hospitals, civilians, and other sources.
8. Develop procedures and policies for determining and acting on health and medical priorities in the affected area based on information received from intelligence sources.
9. Develop procedures for coordinating with the TN Department of Agriculture on matters concerning potential health effects associated with food contamination.
10. Develop policies and procedures for staffing shelters to provide first aid and monitoring/decontamination assistance when required (through ESF 6).

B. Jackson – Madison County Sanitation Department

1. Develop procedures for assessing impact of debris accumulations in areas affected by disasters, and assist communities in developing methods of disposing of these materials (See ESF 3, Debris Removal).
2. Develop procedures for passing information concerning health effects of debris accumulation along to ESF 8 Manager for evaluation.

C. Jackson Energy Authority

1. Develop procedures for assessing damage to wastewater treatment facilities and determining potential health consequences of damage to the treatment capabilities.
2. Develop procedures for assessment of local treatment and delivery systems following a disaster.
3. Develop procedures for relaying information to ESF 8 Manager concerning status of potable water supply systems in the affected area, and for preparing information for the general public concerning the use of water from damaged systems (and proper methods of treating it).

D. Jackson – Madison Co. Emergency Management Agency

1. Develop procedures for coordinating operations of ESF 10 (Environmental Response) with ESF 8 to insure health considerations are taken into account during hazmat operations.

F. Jackson – Madison Co. General Hospital & Regional Hospital

1. Develop procedures for reporting suspected infectious disease outbreaks to local health officials.

G. American Red Cross

3. Develop procedures for deploying ARC health personnel in response to requests for assistance from the ESF 8 Manager, as appropriate.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

### **B. Jackson-Madison Co. Health Department**

1. Obtain intelligence concerning nature of disaster and determine possible future health problems that might be generated as a result.
2. Deploy personnel for the purpose of monitoring public health conditions in disaster areas and shelters.
3. As intelligence becomes available, develop list of priorities for dealing with identified problems and take steps to address developing concerns (through deploying personnel to implement vaccination programs, issuing public education materials or information, etc.).
4. Provide intelligence to ESF 5 concerning nature and scope of health problems being encountered.
5. Request assistance from state ESF 8 if situation warrants.
6. Receive information concerning potential health threats from other ESF 8 participants, especially with respect to hazardous materials releases, agricultural disease outbreaks, water contamination, etc.
7. Task other ESF 8 participants and other activated ESFs for assistance if necessary.
8. Provide information concerning potential health problems in affected areas to other ESFs so they may take measures to protect personnel that they are deploying into affected areas.
9. Maintain mortality/morbidity statistics related to disaster.
10. Implement measures to track emergency personnel exposed to dangerous or hazardous environments.

11. Deploy nurses to staff shelters for public health monitoring/support activities as required.

C. Jackson – Madison County Sanitation Department

1. Monitor disaster situations for problems associated with or generated as a result of debris accumulations and hazardous materials spills.
2. Deploy personnel to assist local communities with debris disposal.
3. Provide information to ESF 8 Manager concerning problems the Department has identified.

D. Jackson Energy Authority

1. Monitor disaster situation for problems associated with or generated as a result of waterborne releases of hazardous or noxious substances.
2. Assist local communities with assessing damage to and problems generated as a result of damage to wastewater treatment systems.
3. Coordinate activities with the state Department of Environment and Conservation to the extent necessary to perform assigned emergency missions to insure compliance with appropriate procedures and policies concerning the restoration of wastewater treatment services.
4. Provide information to ESF 8 Manager concerning potential health effects that could result from damaged wastewater treatment systems.
5. Assist local communities with assessing damage to and problems generated as a result of damage to potable water distribution and storage systems.
6. Recommend protective and remedial action associated with damage to water delivery systems in affected areas.
7. Deploy personnel to monitor water supplies for evidence of contamination and provide data to ESF 8 Manager concerning findings and actions recommended as a result of those findings.
8. Task other ESF 8 participants and other activated ESFs to provide assistance as required to perform assigned missions.

F. Jackson – Madison Co. Emergency Management Agency

1. Provide information to ESF 8 Manager concerning releases of hazardous substances into any medium.
2. Request assistance from ESF 8 participants in dealing with HAZMAT releases as required to effectively deal with incurred situations.
3. Respond to requests for assistance from ESF 8 participants in dealing with uncontrolled releases of hazardous substances.

G. Jackson – Madison Co. General Hospital & Regional Hospital

1. Report suspected infectious disease outbreaks and other potential public health problems to appropriate health officials.

#### H. American Red Cross

1. Perform preventative health measures at shelters operated by ARC.
2. Share Information through the governmental liaison on health problems identified during treatment of persons housed at shelters or treated at ARC operated health clinics/sites.
3. Provide personnel to assist with monitoring/assessment activities as requested through the ARC governmental liaison assigned to the EOC by ARC.

#### **IX. Training**

The American Red Cross provides

- A. Training to public health employees on the local plan, hazardous materials, and WMD.
- B. Training associated with other functions contained within this annex is provided in-house by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 8.3

### HEALTH AND MEDICAL SERVICES

# CRISIS INTERVENTION SUPPORT

**I. Lead Agency:** Pathways Counseling Services

**II. Support Agencies:** All Tasked Local Departments

#### III. Introduction

##### A. Purpose

1. The purpose of this subfunction is to provide psychological support and counseling to local emergency personnel to assist them in coping with the situation and conditions they encounter during disaster operations.

##### B. Scope

1. This subfunction applies to all agencies with personnel assigned to emergency-oriented missions during disasters affecting Jackson-Madison County or its municipalities.

#### IV. Policies

- A. All personnel who perform emergency-oriented missions during disasters affecting Jackson – Madison County should have access to counseling services to assist them in dealing with their reactions to the situations they encounter.
- B. No individual emergency worker will be **required** to participate in crisis management sessions; however, such attendance is highly recommended.

#### V. Situation and Assumptions

##### A. Situation

1. Many emergency workers can suffer both short-term and long-term psychological reactions to the sometimes violent, gross, and devastating circumstances they are exposed to during emergency and disaster operations.

##### B. Planning Assumptions

1. There will be some emergency response personnel who will have a difficult time dealing psychologically or emotionally with the situations they encounter during emergency and disaster response activities.

## **VI. Concept of Operations**

### **A. General**

1. In most major emergencies, especially those involving large numbers of casualties, some emergency response personnel are affected by what is commonly referred to as post-traumatic stress syndrome. Although signs of this may not appear for quite some time (even several years), many will begin to exhibit feelings of anger, frustration, guilt, depression, etc. during the actual operations themselves, and this may progress to the point of becoming damaging to the individual's own well being.
2. An effective crisis counseling session with emergency responders so affected allows them the opportunity to bring out into the open feelings they have with regard to how they performed and how they are dealing with psychological trauma wrought by the devastation they have witnessed.
3. Every emergency responder should have the opportunity to participate confidentially in group and individual sessions designed to allow them to come to terms with their reactions to what they have seen and participated in. Additionally, opportunities for individualized follow-up care should be provided so as to allow the person to maintain a healthy and productive outlook despite the tremendous toll such activity can take.

### **B. Organization and Responsibilities**

1. All Tasked Agencies
  - a. All local agencies are hereby assigned the responsibility of identifying response personnel who have or appear to be having a difficult time in dealing with the situations they have encountered as a result of their participation in emergency response operations.
  - b. All local agencies are responsible for notifying response personnel of the availability of CIS sessions and counseling activities during and following disaster and emergency operations.
  - c. The department heads of all tasked local agencies are responsible for maintaining the confidentiality of those persons attending CIS sessions with regard to their participation in such sessions.

## **VII. Mitigation and Preparedness Activities**

### **A. Pathways Counseling Services**

1. Develop program for delivering CIS programs to emergency workers in the field.
2. Identify specialized CIS teams within Jackson-Madison County for possible use in local emergencies.
3. Develop policies and procedures for deploying CIS Teams in Jackson-Madison County following a disaster.

### **B. All Other Tasked Agencies**

1. Develop procedures and policies regarding the attendance of personnel in CIS sessions.

## **VIII. Response and Recovery Actions**

### **A. Pathways Counseling Services**

1. Request CIS Teams from preidentified sources as dictated by situation.

### **B. All Other Tasked Departments**

1. Identify personnel to attend CIS sessions and make arrangements for their attendance.

## **IX. Training**

- ### **A. There is no applicable training for this subfunction.**

## EMERGENCY SUPPORT FUNCTION 8

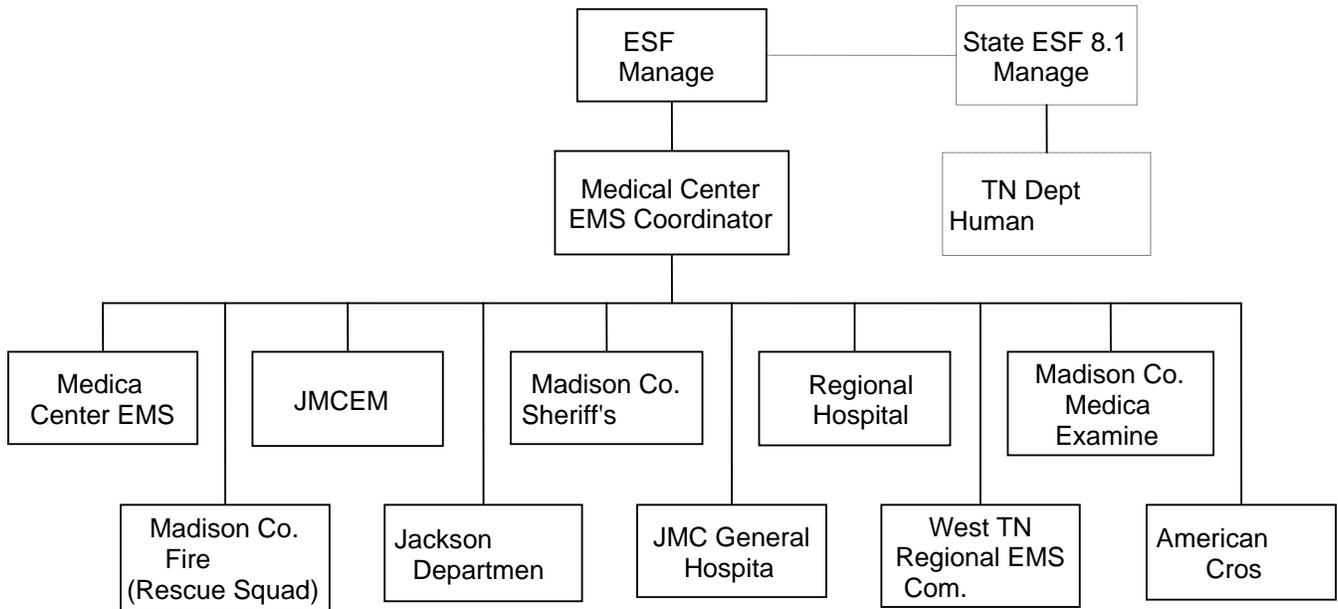
# APPENDICES

- Appendix 1      Emergency Medical Services Organizational Chart
- Appendix 2      Public Health Organizational Chart
- Appendix 3      Crisis Intervention Support Organizational Chart
- Appendix 4      Location of Medical Center EMS Stations in Jackson-Madison County
- Appendix 5      Location of Hospitals in Jackson-Madison County



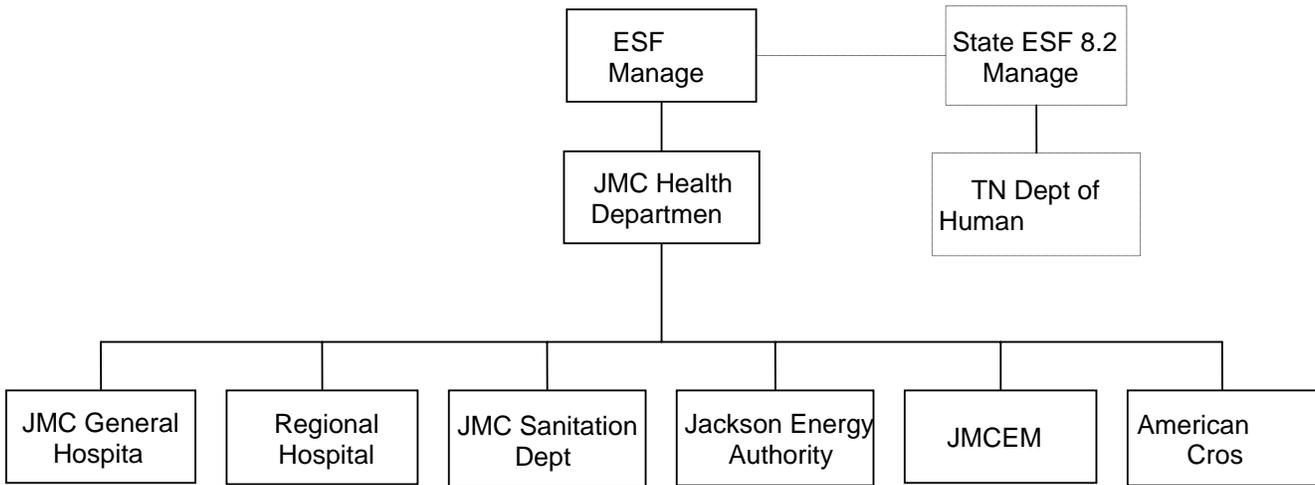
# EMERGENCY MEDICAL SERVICES

## Organizational Chart



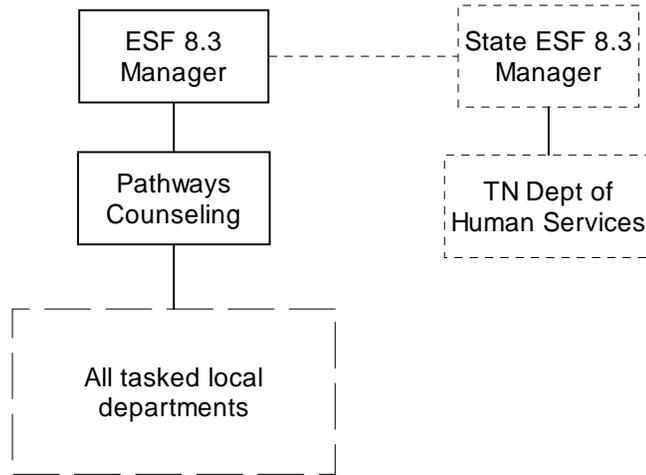
# PUBLIC HEALTH

## Organizational Chart

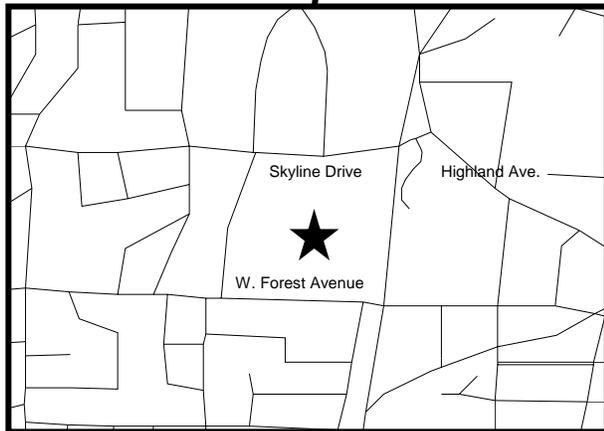
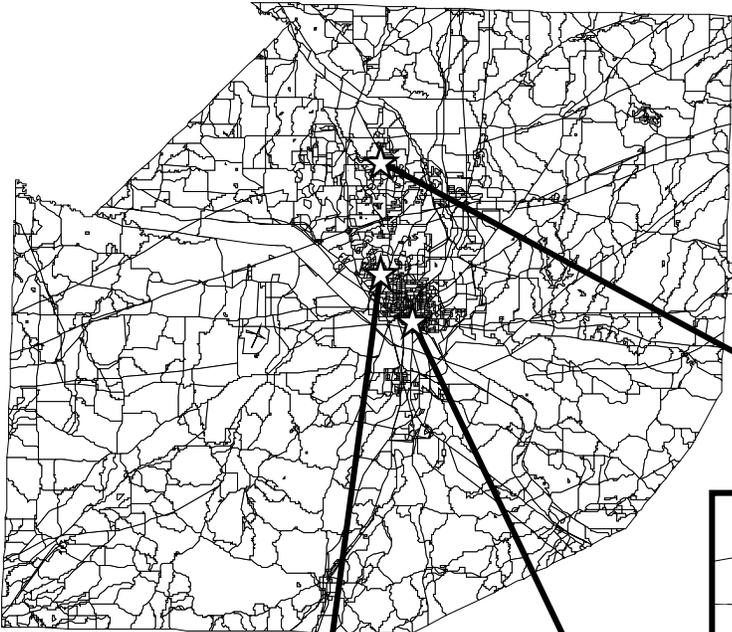


# CRISIS INTERVENTION SUPPORT

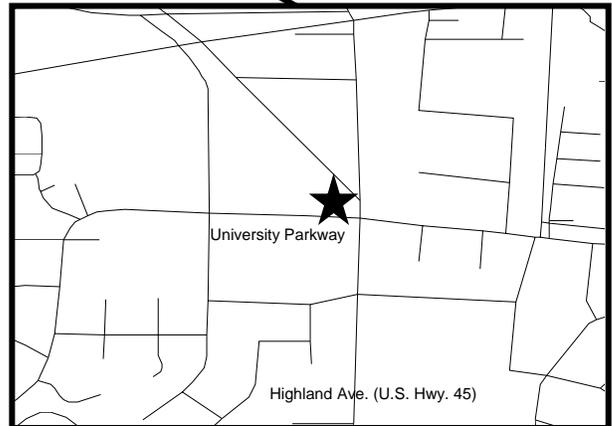
## Organizational Chart



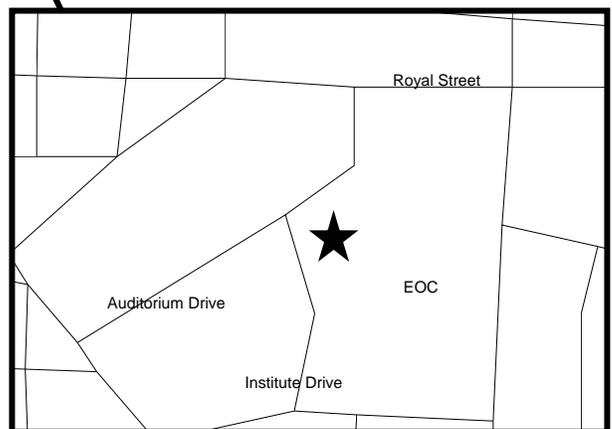
# LOCATION OF MEDICAL CENTER EMS STATIONS



**Main Ambulance Station**  
708 W. Forest Ave.

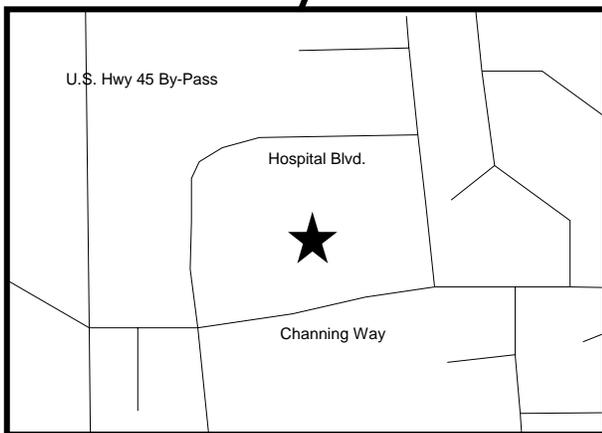


**North Ambulance Station**  
3550 N. Highland (U.S. Hwy. 45)

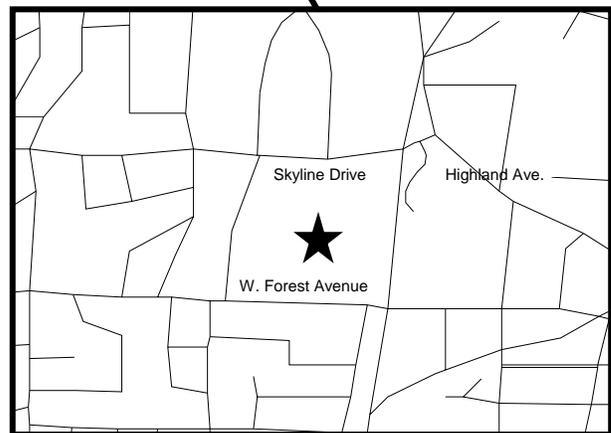


**South Ambulance Station**  
Auditorium Dr. and Institute Dr.

# LOCATION OF HOSPITALS IN JACKSON-MADISON COUNTY



**Regional Hospital**  
367 Hospital Blvd.



**J-MC General Hospital**  
708 W. Forest Ave.

**APPENDIX 7 TO ESF 8  
STRATEGIC NATIONAL STOCKPILE (SNS) –  
CHEMPACK**

**INTRODUCTION:**

A terrorism event or Public Health crisis in the State of Tennessee involving a chemical nerve agent may produce numerous casualties in urgent need of treatment. In an event of any magnitude, local medical supplies and resources could quickly be committed and consumed. The Federal Government has established the Strategic National Stockpile (SNS) CHEMPACK

program under control of the Centers for Disease Control and Prevention (CDC) to provide urgently needed medications to the affected area by staging these items at locations within Tennessee. The CHEMPACK Project is designed to provide Tennessee a sustainable, supplemental source of nerve agent antidotes that are available for large-scale events. The CHEMPACK contains sufficient quantities of nerve agent antidotes and related medical supplies needed to respond to nerve agent incidents. Each container contains sufficient material to treat approximately 1000 moderately exposed casualties. Although staged at locations in Tennessee, the CHEMPACK assets remain the property of the CDC until they are opened for use during an emergency. If CDC emergency use guidelines are followed, the SNS Program will be responsible for re-labeling and repackaging material for Tennessee and will ensure the pharmaceuticals, in the CHEMPACK containers are maintained in ready-to-use state.

**PURPOSE:**

The purpose of this appendix is to provide efficient and expeditious processes for the staging of assets within the CHEMPACK program and use of assets in an emergency. **(See Regional CHEMPACK Plan for details)**

**SCOPE:**

This appendix applies to crises or terrorism involving chemical nerve agent events where local and state medical treatment capabilities are exceeded, necessitating the use of CHEMPACK assets.

**POLICY:**

A. The responsibilities and procedures described herein are in effect for Madison County. Whenever the decision is made to deploy the SNS CHEMPACK, the local entity responsible for the storage and maintenance of the assets, will assist in the immediate shipment of assets as directed by local protocol.

B. The Tennessee Department of Health (TDH) and the Tennessee Emergency Management Agency (TEMA) has overall responsibility for maintaining the SNS plan distribution list.

C. Each local agency participating in the storage of CHEMPACK assets will be under contract with TDH.

## **SITUATION:**

A public health crisis or terrorist event necessitating the need for SNS CHEMPACK assets would most likely fall under one of the following two scenarios:

A. A public health crisis such as a pesticide plant accident involving numerous symptomatic casualties in immediate need of supplies in the SNS CHEMPACK program.

B. A public health crisis or terrorism event involving a chemical nerve agent has produced symptomatic casualties in immediate need of supplies in the SNS CHEMPACK program.

## **ASSUMPTIONS:**

1. CHEMPACK assets will not be opened until needed.
2. The affected locality will be responsible for the immediate response to the incident.
3. The initial CHEMPACK distribution effort during an emergency will be the responsibility of local/regional response partners (police, fire, EMS, EMA, hospitals, etc.).
4. A deliberate or accidental nerve agent release can occur anywhere. Any major release would probably require additional supplies of nerve agent antidotes.
5. The “forward” placement of CHEMPACK assets in various locations (caches) throughout the State will expedite delivery of additional antidotes to locations that require them in the event of a non-routine emergency.

## **CONCEPT OF OPERATIONS:**

The intent of this operation is to deliver needed supplies to local agencies quickly and orderly to allow them to treat members of their communities. Staging and distribution of CHEMPACK assets will involve numerous local and state agencies. This appendix endorses the development of one response organizational structure that will include all responding agencies. State agencies will be organized under the framework of the Basic Plan of the TEMP, while local agencies will follow their county BEOP.

The CHEMPACK program will rely on a regional spoke-and-hub system that will allow coverage across Tennessee. CHEMPACK containers will be of two formats: Hospital and EMS containers. The wheeled containers weigh 660 lbs (for each EMS container) and 922 lbs (for each hospital container). The dimensions are 60.25” High, 32” Wide and 60” Long. They have Lexan® Plexiglas walls lined with a hardened wire mesh to conform to FDA and the Drug Enforcement Agency (DEA) storage requirements for schedule IV controlled substances. Each container will have attached to the outside apportionment loading instructions, which will allow container boxes to be separated into portions that will fit the weight limits of the aircraft used for the initial push.

The CHEMPACK program for Tennessee will occur in two distinct phases.

1. **Storage:** This phase includes the state analysis of the potential storage sites to be used for staging the CHEMPACK assets. Physical locations are coordinated through the TDH SNS program and all CHEMPACK assets are staged within hospitals or at Health Department sites. TDH has provided guidance to Regional Health Emergency Response Coordinators and Regional Hospital Coordinators in order to develop regional and local plans for distributing the CHEMPACK assets in an emergency. While in storage, the containers are electronically monitored for security and environmental conditions. CHEMPACK containers arrive equipped with a Sensaphone® 2000 monitoring device. The Sensaphone® continuously monitors the containers for intrusion, environmental conditions (temperature), and electrical power. The Sensaphone® will notify (call) CHEMPACK project personnel if problems are detected.

The Sensaphone® validates the environmental storage of CHEMPACK supplies and is not to take the place of appropriate security measures (personnel, alarm, video surveillance) present at the storage site.

2. **Distribution:** The distribution phase of utilizing CHEMPACK assets will only occur during an actual emergency involving significant numbers of casualties from a terrorist event using nerve agents or an accident involving pesticides that exceeds local response capabilities. The decision to use CHEMPACK assets will reside with County level leadership individuals or their designated representatives and will require a county plan to map out the decision to deploy and use assets. From a CHEMPACK storage location, the entire (or a portion of) CHEMPACK container(s) will be distributed to hospitals or EMS organizations by local trauma helicopter providers or pre-set ground transportation during the initial push followed by subsequent, appropriate transportation assets (air or ground).

### **AGENCY ROLES, RESPONSIBILITIES, AUTHORITIES:**

This section reviews existing agency roles, responsibilities and capabilities as they relate to the staging and distribution of CHEMPACK assets. The responsibilities and coordination among TEMA, TDH, local and county municipal responders, hospitals and other agencies have been carefully developed. Responders must agree to break the container seal and use CHEMPACK assets only when it is determined that an accidental or intentional nerve agent release has threatened the medical security of the community and has put multiple lives at risk that is beyond local emergency response capabilities and is necessary to save lives.

#### **1. Local/County EMA, EMS, and Hospitals:**

A. Local emergency management agencies (EMA) and hospitals responsible for the storage of CHEMPACK assets will:

1. Store CDC SNS CHEMPACK specialized containers in an approved facility.
2. Maintain the seal on the containers to preserve the Shelf Life Extension Program (SLEP). Sealed containers remain the property of the SNS program.
3. Order the immediate use of these assets to save lives under emergency

conditions and established protocols in any event that occurs within the jurisdiction of the local CHEMPACK agency. These chemical antidote assets are considered ready to use.

4. Notify TEMA SEOC if there is a local decision to utilize CHEMPACK assets.

5. Designate appropriate personnel to respond to any monitoring system alarms or to unlock storage site for distribution of assets.

B. Each local EMS provider, EMA and hospital(s) must:

1. Prepare a plan that identifies conditions that will be used to make the determination of whether to use assets from the CHEMPACK containers and identify key individuals and organizations that will make the decision to use the assets.

2. Develop a local/regional distribution plan that supports the movement of the CHEMPACK assets from the storage location(s) to the emergency scene for the treatment of patients. Movement will be a push (from cache locations) via air or ground.

3. Ensure the security of assets during transportation.

4. Retain responsibility for all assets until disposal instructions are received from TDH.

5. Activate the jurisdiction's EOC in a crisis.

6. Provide communications support for the incident.

7. Document and maintain a historical record of emergency operations involving CHEMPACK material.

8. Provide briefings to the chief elected officials regarding the incident.

## **2. Local Law Enforcement Agencies:**

A. Will coordinate and assist with security of SNS CHEMPACK assets.

B. Assist other law enforcement agencies as necessary.

C. Assist in deployment of CHEMPACK material.

\* **See Regional CHEMPACK plan**

**APPENDIX 5 TO ESF 8  
ATTACHMENT 1**

**CHEMPACK Cache Locations**

**Hospital Locations Hospital Containers EMS Containers**

Memphis (Shelby County)

[Regional Medical Center at Memphis](#) 2 2

Jackson (Madison County)

[Jackson - Madison County General Hospital](#) 1 1

Nashville (Davidson County)

[Vanderbilt University Medical Center](#) 2 2

Chattanooga (Hamilton County)

[Erlanger Health System](#) 2 2

Knoxville (Knox County)

[University of Tennessee Medical Center](#) 2 2

Bristol (Sullivan County)

[Wellmont Holston Valley Medical Center](#) 1 1

Johnson City (Washington County)

[Johnson City Medical Center](#) 1 1

Columbia (Maury County)

[Maury Regional Hospital](#) 1 1

Cookeville (Putnam County)

[Cookeville Regional Medical Center](#) 1 1

Clarksville (Montgomery County)  
Gateway Medical Center 1 1

### **EMA Locations Hospital Containers EMS Containers**

Memphis

Shelby County Government East Complex 2

Jackson

Regional Hospital of Jackson 2

Nashville

Nashville OEM 2

Chattanooga

Hamilton County EMS 2

Knoxville

E-911 EMA 2

**GRAND TOTAL 14 24**

## **APPENDIX 5 TO ESF 8**

### **ATTACHMENT 2**

#### **TEMA Checklist for CHEMPACK Mission TEMA Alert Call Down**

(TEMA receives notification of CHEMPACK incident)

On Call Officer receives call of a CHEMPACK incident

On Call Officer notifies Deputy Director and TDH ESC who in turn contacts TDH BT Program Staff.

Deputy Director determines whether to alert Director

Deputy Director informs On Call Officer to alert the Governors Office of Homeland Security

Director determines whether to alert Governor

No action requested of TEMA from local county

***Note: Above incident was handled by EMS and local county EMA***

#### **TEMA Alert Call Down for incident beyond local EMA**

All above steps followed

Director/ Deputy Director can:

Provide internal transportation (area coordinator)

Director/Deputy Director can activate the TEMP to use appropriate ESC's (THP, TDOT)

# ESF 9

## SEARCH AND RESCUE

Subfunction

Page

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Subfunction 1: Search and Rescue

9-3

## EMERGENCY SUPPORT FUNCTION 9

### SEARCH AND RESCUE

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## EMERGENCY SUPPORT FUNCTION 9.1

# SEARCH AND RESCUE

### I. Lead Agency:

Jackson Fire Department  
Madison County Fire Department

### II. Support Agencies:

Jackson – Madison Co. Emergency Management Agency  
Medical Center EMS  
Madison County Sheriff's Department  
Jackson Police Department  
City of Jackson Department of Public Works/Street Department  
Madison County Highway Department  
City of Jackson Department of Parks and Recreation  
Madison County Department of Parks and Recreation

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to provide coordination of search and rescue activities with in Jackson-Madison County.

#### B. Scope

1. This annex pertains to the following search and rescue activities:
  - a. Urban search and rescue activities following earthquakes and/or building collapses
  - b. Searches for missing or lost persons,
  - c. Wildland searches for lost hikers, etc.,
  - d. Dragging of lakes, ponds, etc., in search of lost/missing persons,
  - e. Searching for downed aircraft,
  - f. Rescue of persons trapped as a result of vehicle accidents.

### IV. Policies

- A. The local Search and Rescue function includes all SAR activities, not just urban search and rescue as provided in the federal ESF 9.

### V. Situation and Assumptions

#### A. Situation

1. A major disaster, especially an earthquake, could cause the collapse of buildings and other structures, necessitating the attempt to locate and extricate trapped victims.

2. Several times per year, people get lost in the wilderness or become lost by being abandoned in an area with which they are unfamiliar. Additionally, children and others often wander off into unfamiliar areas. Those situations often require the commitment of large numbers of personnel and equipment.
3. The U. S. Air Force, through the Air Force Rescue Coordination Center, Langley Air Force Base, monitors the activation of Emergency Location Transmitters (ELTs) from downed aircraft. ELT activations in Jackson-Madison County are transmitted to TEMA to arrange for the search for the affected aircraft, which may include the use of local rescue units.
4. Major vehicle accidents (air, ground, or rail) often require the physical extrication of trapped victims.

#### B. Planning Assumptions

1. Local rescue capabilities may not be sufficient to handle all situations that are encountered.
2. Fire, police, and EMS services will coordinate activities with the SAR providers.
3. Situations that require the location and/or extrication of victims by specialized rescue units will continue to occur.

### **VI. Concept of Operations**

#### A. General

1. In all but the most serious of situations, local resources should be able to handle the rescue situations they encounter. The likely exceptions include searches that require the use of aircraft the jurisdiction does not have access to, or those situations where specialized technical rescue capabilities are required.

#### B. Organization and Responsibilities

1. Jackson Fire Department/Madison County Fire Department
  - a. Prepare for, train, and conduct search and rescue activities as required by local situation.
  - b. Coordinate training of local fire, police, and EMS units with respect to search and rescue tactics and procedures.
2. Jackson – Madison Co. Emergency Management Agency
  - a. Act as the local coordination point for SAR activities that require outside resources for assistance.
  - b. Support the development of SAR capabilities in other local agencies.
  - c. Support development of regional K-9 and diving teams
3. Medical Center EMS
  - a. Coordinate EMS unit activities with those of rescue units in major emergencies.

4. Jackson Police Department/Madison County Sheriff's Department
  - a. Coordinate the activities of law enforcement agencies with those of rescue units in major emergencies.
  - b. Locate or assist other local units with searching for and locating downed aircraft.
  - c. (JPD Aviation Unit) – Provide air support capabilities to local units involved in SAR activities when requested.
5. City of Jackson Dept. of Public Works/ Street Dept. & Madison Co. Highway Dept.
  - a. Provide heavy equipment and operators to assist with heavy rescue activities of local agencies.
6. City of Jackson & Madison Co. Departments of Parks and Recreation
  - a. Provide manpower/equipment to support SAR activities.

## **VII. Mitigation and Preparedness Activities**

- A. City of Jackson & Madison County Fire Departments
  1. Develop capabilities for performing specialized search and rescue operations as dictated by local situation.
  2. Participate in training, mutual-aid pact development, resource development, and other activities as coordinated through the Tennessee Association of Rescue Squads.
  3. Develop procedures for coordinating fire service unit activities with the activities of SAR units during major emergencies.
  4. Develop rescue capabilities as required by local situation.
- B. Jackson – Madison County Emergency Management Agency
  1. Develop procedures for directing reports of downed aircraft to appropriate SAR units for action.
  2. Develop procedures for tasking local rescue units to assist with other local rescue situations.
  3. Develop procedures for coordinating local assistance to TEMA and other state agencies with searches for missing aircraft, vehicles, or inventory.
  4. Designate appropriate EMA staff to coordinate SAR activities during major emergencies.
- C. Medical Center EMS
  1. Develop procedures for coordinating EMS unit activities with the activities of SAR units during major emergencies.
  2. Develop protocols governing operations and treatment of patients in mass casualty

SAR operations.

D. Jackson Police Department/Madison County Sheriff's Department

1. Develop procedures for coordinating law enforcement unit activities with the activities of SAR units during major emergencies.
2. (JPD Aviation Unit) – Develop policies and procedures for deploying personnel and aircraft for:
  - a. Support of local SAR activities, and
  - b. Searches for downed or possibly downed aircraft.

E. City of Jackson Dept. of Public Works / Street Dept. & Madison Co. Highway Dept.

1. Develop procedures for deploying personnel and equipment in support of heavy rescue activities during major emergencies.
2. Develop database describing location of heavy equipment owned by Public Works and private contractors that might be used in heavy rescue operations.

F. City of Jackson and Madison Co. Departments of Parks and Recreation

1. Develop policies and procedures for deploying parks personnel/equipment to assist with SAR operations.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

B. Jackson – Madison Co. Emergency Management Agency

1. Collect intelligence concerning the extent and nature of the SAR requirements of the emergency.
2. Task other ESF 9 organizations to provide rescue units and equipment to affected areas as required.
3. Provide ESF 4 (Firefighting), ESF 8 (EMS), and ESF 13 (Law Enforcement) with information concerning nature and scope of SAR activities being performed in concurrent areas.

4. Request assistance from TEMA or other state agency as appropriate.
  5. Maintain tracking system for rescue resources utilized during the emergency.
  6. Task ESF 7 to locate specialized rescue equipment and/or personnel if required.
  7. Provide intelligence information to ESF 5 concerning number of victims, types of operations in progress, etc.
  8. Coordinate deployment of K-9 teams, dive teams, etc. countywide.
- C. Jackson Fire Department/Madison County Fire Department
1. Request assistance from EMA, fire departments, or other agencies as dictated by situation.
  2. Coordinate deployment of fire units with the activities of SAR units.
  3. Provide listing of fire service rescue capabilities to ESF 9 Manager if requested.
  4. Relay rescue tasking to fire service units as requested by ESF 9 Manager.
- D. Medical Center EMS
1. Coordinate deployment of EMS units with the activities of SAR units.
- E. Jackson Police Department/Madison County Sheriff's Department
1. Coordinate deployment of law enforcement units with the activities of SAR units.
  2. Provide security and traffic control activities around SAR emergency scenes as requested by ESF 9 Manager (through ESF 13).
  3. (JPD Aviation Unit) – Deploy aircraft/personnel in support of SAR activities as requested by EMA or other agency.
  4. (JPD Aviation Unit) – Coordinate the search for possible downed aircraft.
- F. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.
1. Deploy personnel/equipment in support of SAR activities as requested by ESF 9 Manager.
- G. City of Jackson and Madison Co. Departments of Parks and Recreation
1. Provide personnel and equipment for SAR operations as required.

## **IX. Training**

- A. TEMA provides several tracking and SAR courses to local rescue and fire service units on request.
- B. The Tennessee Association of Rescue Squads coordinates training delivery for rescue squads on a statewide basis.

C. All other training relative to this ESF is provided in-house by the agency concerned.

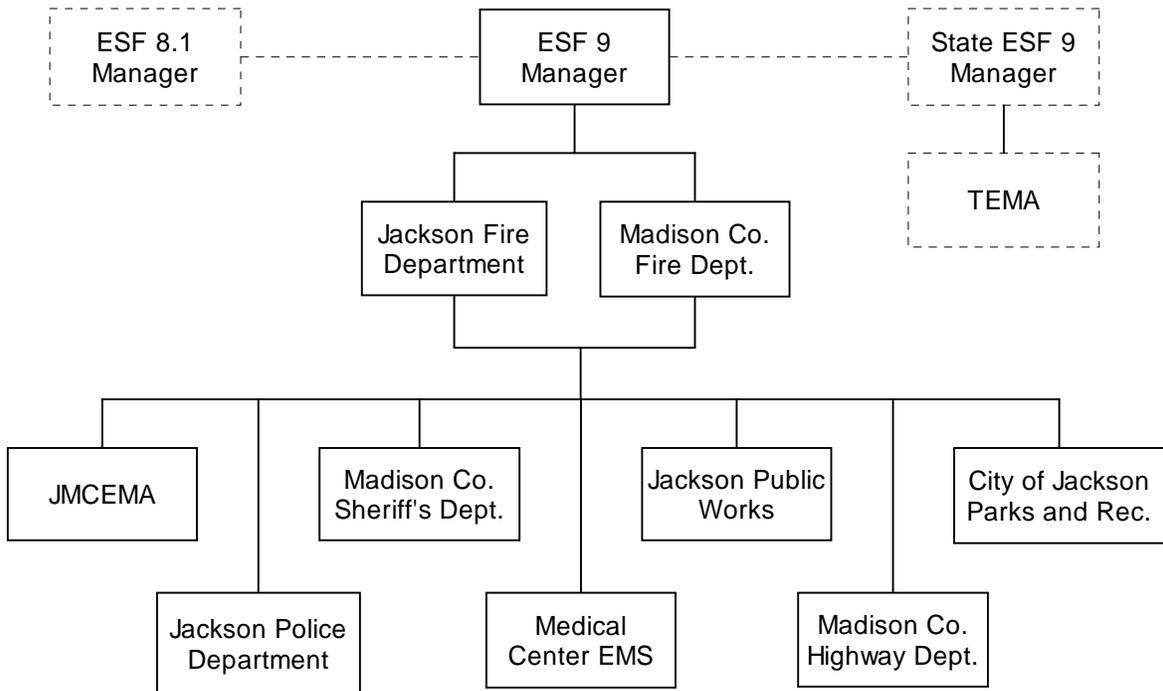
**EMERGENCY SUPPORT FUNCTION 9**

**APPENDICES**

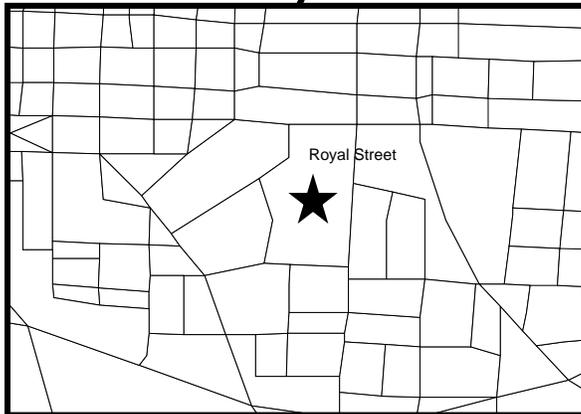
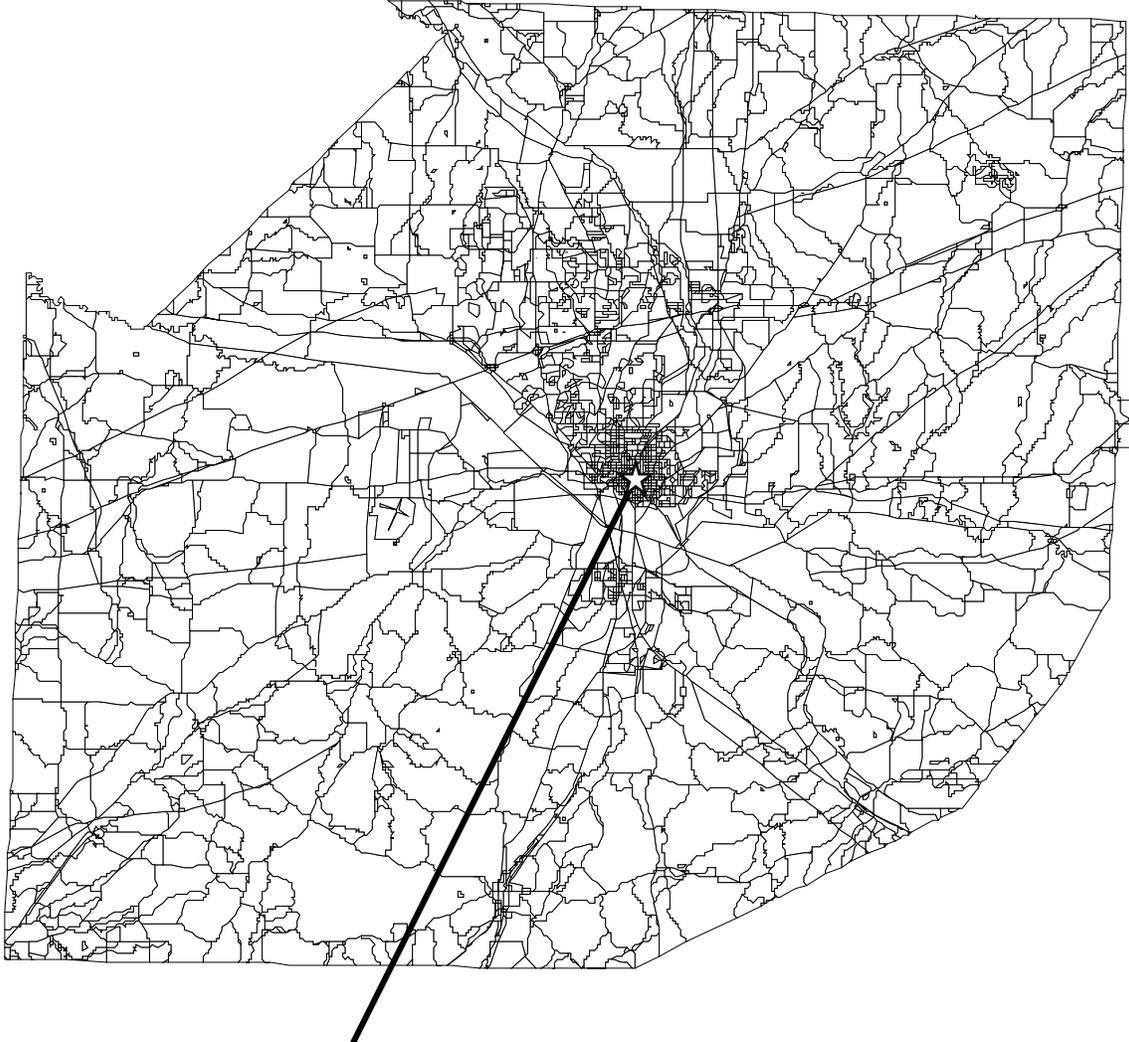
- Appendix 1 Search and Rescue Organizational Chart
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# SEARCH AND RESCUE

## Organizational Chart



# LOCATION OF JACKSON-MADISON COUNTY E.O.C.



E.O.C. Headquarters

Primary EOC, Police HQ,  
EMA Office

234 Institute Drive

# ESF 10

## ENVIRONMENTAL RESPONSE

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## EMERGENCY SUPPORT FUNCTION 10

### ENVIRONMENTAL RESPONSE

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**EMERGENCY SUPPORT FUNCTION 10.1**

**ENVIRONMENTAL RESPONSE**

**HAZARDOUS MATERIALS  
(Including Radiological)**

- I. Lead Agency:** Jackson Fire Department  
Madison County Fire Department
- II. Support Agencies:** Jackson – Madison County Emergency Management Agency  
City of Jackson Department of Public Works/Street Department  
Madison County Highway Department  
Jackson Police Department  
Madison County Sheriff's Department  
Medical Center EMS  
Jackson – Madison County Local Emergency Planning  
Committee (LEPC)

**III. Introduction**

A. Purpose

1. The purpose of this annex is to provide support in dealing with actual or potential releases of hazardous materials (including radiological materials).

B. Scope

1. This annex covers hazmat releases occurring for any reason, including:
  - a. As a secondary result of another disaster (i.e., earthquake or flooding),
  - b. As a result of a transportation accident,
  - c. Because of a fixed facility release.

**IV. Policies**

- A. The Local Emergency Planning Committee (LEPC) is the primary repository of documents submitted in compliance with Title III of the Superfund Amendments and Reauthorization Act of 1986 (SARA). These files are maintained by EMA at the Emergency Management office at the Jackson Police Department, 234 Institute Dr.
- B. It is the responsibility of the responsible party to notify the National Response Center of any releases that fit into one or more of the reportable categories.

**V. Situation and Assumptions**

A. Situation

1. The accidental discharge of hazardous materials is a relatively infrequent occurrence in Jackson-Madison County. Fortunately, the vast majority of these discharges is relatively insignificant and poses no serious threat to nearby populations.

2. Large numbers of hazardous materials are transported via highway, airfreight, rail, and pipeline across Jackson-Madison County daily. A minute number of these are involved in accidents in any given week.
3. Several major industrial concerns and numerous lesser organizations manufacture, process, store, or utilize hazardous materials on a daily basis.

#### B. Planning Assumptions

1. Accidental HAZMAT releases will continue to occur on a periodic basis.
2. Any HAZMAT incident may progress to a point where it becomes a serious threat to the surrounding community(ies).
3. Several hazmat incidents may occur simultaneously following a major disaster such as an earthquake.
4. Exceptions to current disposal practices may be necessary during major emergencies.

### VI. Concept of Operations

#### A. General

1. In most cases, the facility emergency response manager and/or the local fire department (for transportation accidents) handle the response to hazardous materials incidents. Occasionally, an event will necessitate a response by a more specialized hazardous materials team.
2. If necessary, the state (i.e., TEMA) can call out certain state environmental personnel (e.g., the Department of Environment and Conservation's Water Pollution Control Division) to assist local agencies in dealing with the consequences of releases.
3. Disposal of hazardous waste is invariably handled by a private clean-up company, with the shipper or originating facility being responsible for the costs of the response and remediation of affected areas.
4. Jackson-Madison County has a Local Emergency Planning Committee (LEPC) as required by SARA, with representation from all segments of the public and private sector. The LEPC is the repository of all records and data generated as a result of the requirements of Title III and other components of the SARA act in Jackson-Madison County.

#### B. Organization and Responsibilities

1. Jackson Fire Department/Madison County Fire Department
  - a. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - b. Provide coordination for the response to hazardous materials releases in the city and county.

- c. Develop hazardous materials response capabilities within their jurisdiction.
- d. Provide personnel and equipment to support hazmat incident operations within their jurisdictions.

2. Jackson – Madison Co. Emergency Management Agency

- a. Provide conduit through which local officials can request assistance from other local and state agencies concerning hazardous materials.

3. Jackson Fire Department (Hazardous Materials Team)

- a. Develop capabilities to respond to hazardous materials incidents within the city and county.
- b. Provide an individual to act as the Emergency Services Coordinator (ESC), as well as an alternate to insure 24-hour availability.

4. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.

- a. Provide personnel and equipment to assist with diking operations and other control measures during hazmat incidents.

5. Jackson Police Department/Madison County Sheriff's Department

- a. Provide personnel to support safety requirements during hazmat operations.

6. Medical Center EMS

- a. Provide personnel to support medical requirements during hazmat operations.

7. Jackson – Madison County Local Emergency Planning Committee (LEPC)

- a. Serve as point of contact for Title III documents in Jackson-Madison County.
- b. Serve as focal point for addressing hazardous materials issues that affect Jackson-Madison County.

**VII. Mitigation and Preparedness Activities**

A. All Tasked Agencies

- 1. Develop procedures and policies concerning self-protection measures to be taken during hazmat operations (commensurate with level of response offered), including:
  - a. The use of self-contained breathing apparatus,
  - b. The use of appropriate levels of protective clothing,
  - c. The use of an incident command structure,
  - d. The recognition and identification of hazardous materials and their dangers, and
  - e. The application of other appropriate protective actions on a case-by-case basis.

B. Jackson – Madison Co. Emergency Management Agency

1. Maintain records associated with Title III of SARA and HMTUSA (for the LEPC).
  2. Provide training to hazmat response personnel.
  3. Secure training and planning grants associated with SARA and HMTUSA.
  4. Assist local response organizations with identifying hazmat users and developing plans for response to incidents at those sites.
  5. Coordinate hazardous materials Response SOP with agencies and departments
  6. Maintains database of hazardous waste clean-up companies.
  7. Distribute federal DOT Emergency Response Guidebook to local emergency response agencies and personnel.
- C. Jackson Fire Department (Hazardous Materials Team)
1. Maintain capabilities to respond to hazardous materials incidents within the city including the training of personnel, the acquisition of equipment, the development of SOPs, etc.
  2. Conduct training with local hazardous materials facilities and transporters.
  3. Conduct training with Jackson & Madison Co. Fire Departments, Jackson Police Department/Madison Co. Sheriff's Department, Medical Center E.M.S. and Jackson Public Works/Street Department officials to develop interservice operations policies concerning responses to hazmat incidents.
- D. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.
1. Develop procedures and guidelines for deploying personnel and equipment to assist local response personnel during major hazmat incidents.
  2. Develop policies concerning Department use of hazmats (i.e., fuels, oils, asphalt, etc.) that insures minimization of chances for department-caused hazmat incidents.
- E. Jackson Fire Department/Madison County Fire Department
1. Provide training for fire personnel with respect to hazardous materials operations.
  2. Develop procedures for deploying personnel to assist local response groups with hazmat containment operations.
  3. Develop hazmat response plans within their jurisdictions.
  4. Designate appropriate EMA staff to coordinate hazmat response activities with other emergency response agencies during major emergencies.
- F. Jackson Police Department/Madison County Sheriff's Department
1. Develop procedures for deploying personnel to assist with scene security, traffic control, and other activities at hazmat incident sites.
- G. Medical Center EMS

1. Provide training for EMS personnel with respect to hazardous materials operations.
2. Develop procedures for deploying personnel to assist local response groups with medical aspects of hazmat containment operations.

H. Jackson – Madison County Local Emergency Planning Committee (LEPC)

1. Develop database of Tier II reports generated as a result of SARA.
2. Develop sources of funding for the acquisition of needed hazmat response equipment and supplies.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.
6. Notify field personnel of appropriate protective actions, given an identified threat.
7. Maintain records of individuals exposed to chemicals at incident sites and provide for follow-up monitoring and/or treatment if required.

B. Jackson – Madison Co. Emergency Management Agency

1. Notify as required appropriate local and state personnel to assist with hazmat operations (notification of SEOC in accordance with TCA).
2. Serve as liaison between local and State/Federal agencies as required.
3. Maintain logs and records concerning the incident and its effects.
4. Notify appropriate local ESCs or other contact personnel as required
5. Coordinates cleanup to insure State and Federal standards are met.
6. Coordinates resources as requested by Jackson & Madison Co. Fire Departments.
7. Contact clean-up companies, shippers, and others with an interest in the incident, as requested by on-scene personnel.
8. Initiate state involvement (through TEMA) if warranted.
9. Coordinates assignments of other agencies and ESFs as requested to carry out missions.

10. Development of priorities for response when multiple incidents are involved.

C. Jackson Fire Department (Hazardous Materials Team)

1. Respond to and attempt to contain hazardous materials incidents in their jurisdiction.
2. Maintain records of agency activities (especially with respect to personnel exposure to hazardous materials).
3. Request assistance from other ESFs and participant organizations as required to perform assigned missions.
4. Through TEMA, notify the National Response Center and make required notification of hazardous materials spill.
5. Request and coordinate response of mutual aid from other agencies and/or resources.

D. City of Jackson Dept. of Public Works/Street Dept. & Madison Co. Highway Dept.

1. Deploy personnel and equipment to support hazmat incident operations as requested.

E. Jackson Police Department/Madison County Sheriff's Department

1. Deploy personnel to secure areas around established perimeters of hazardous material accident scenes, assist with traffic control activities, and assist with evacuation/movement activities (all through ESF 13) as requested by the hazardous material Incident Commander.

F. Jackson Fire Department/Madison County Fire Department

1. Deploy personnel and/or equipment to assist with hazmat containment activities.
2. Develop priorities for response when multiple incidents are involved.

G. Medical Center EMS

1. Deploy personnel to assist with the medical monitoring and treatment of persons exposed to hazardous materials.

H. Jackson – Madison County Local Emergency Planning Committee (LEPC)

1. Maintain documentation of releases as notified by local hazmat users.
2. Provide public forum for the critique of the response to major hazmat incidents that occurs within Jackson-Madison County.

## **IX. Training**

A. TEMA provides several different courses related to hazardous materials. These include:

1. The Incident Command System,
2. Initial Response to Hazardous Materials Incidents (IRHMI),
3. Chemistry of Hazardous Materials,
4. Hazardous Materials Team Operations I & II, and
5. Operations and Site Practice
6. Many other field delivered courses concerning hazardous materials.

B. The National Fire Academy in Emmitsburg, Maryland offers several resident and field delivered courses in hazardous materials response and remediation activities.

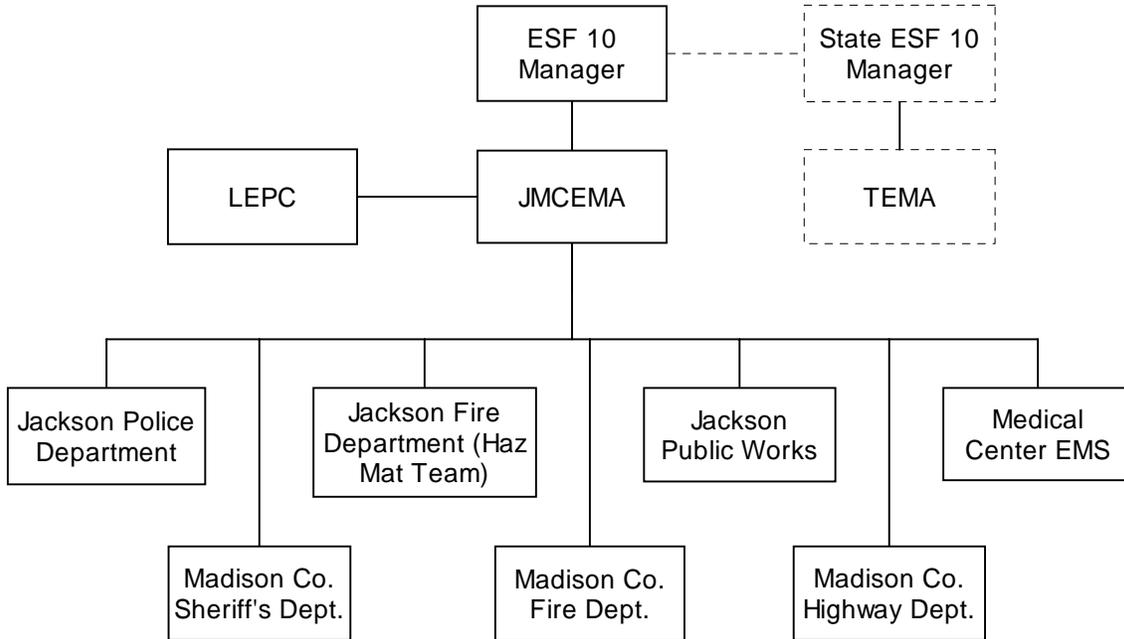
## EMERGENCY SUPPORT FUNCTION 10

# APPENDICES

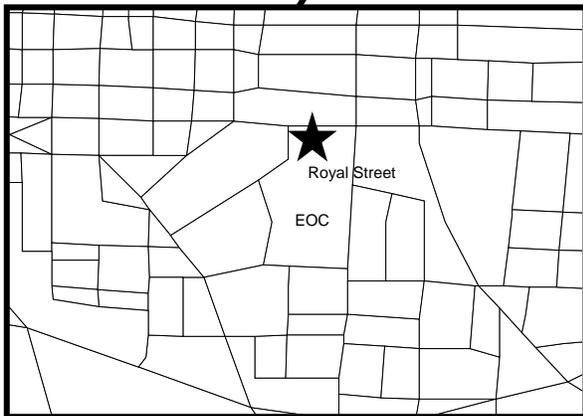
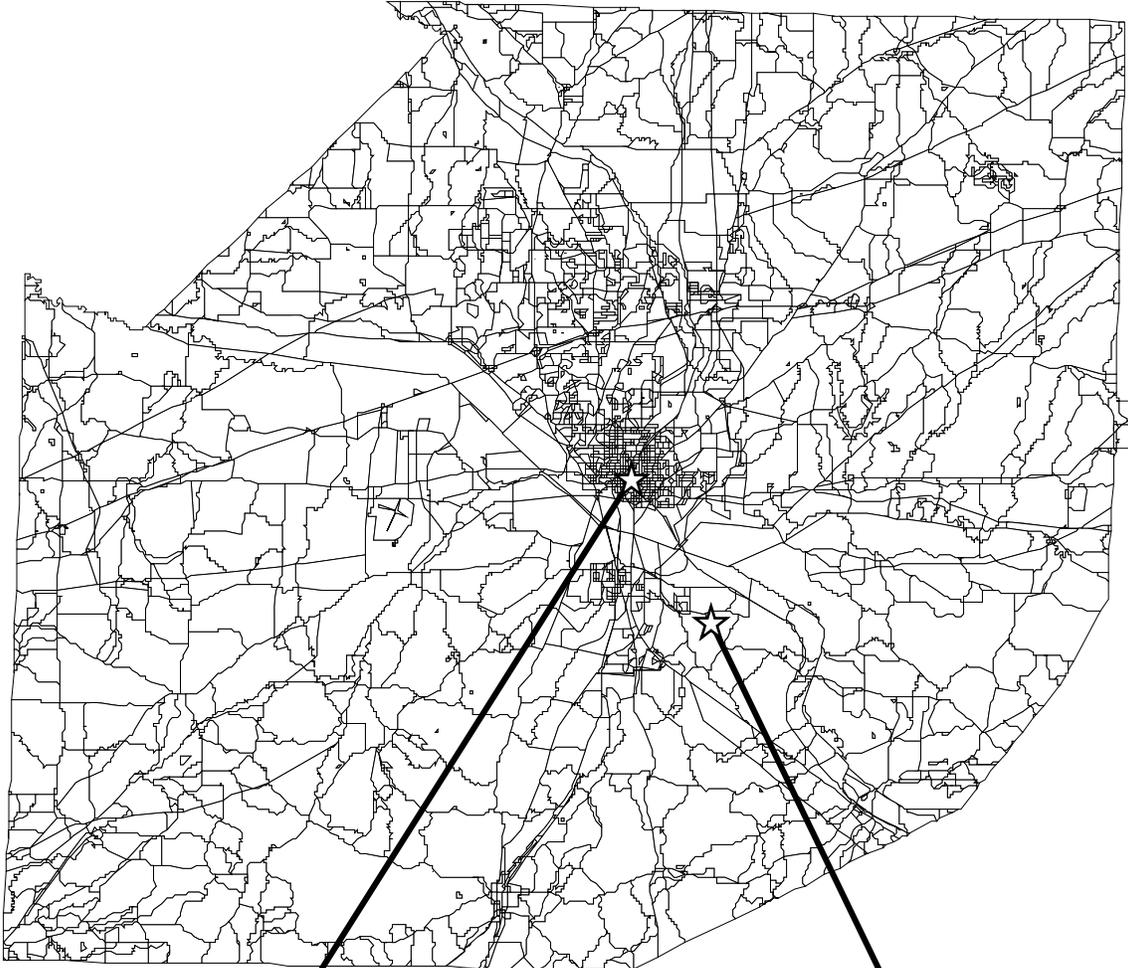
- Appendix 1 Environmental Response Organizational Chart
- Appendix 2 Location of Hazardous Materials Teams in Jackson-Madison County
- Appendix 3 Major Highway Systems in Jackson-Madison County
- Appendix 4 Major Railroad Systems in Jackson-Madison County
- Appendix 5 Major Pipelines in Jackson-Madison County
- Appendix 6 Major Hazardous Materials Sites Jackson-Madison County

# ENVIRONMENTAL RESPONSE

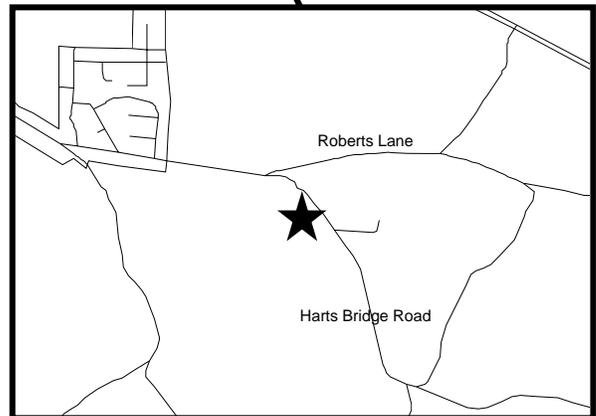
## Organizational Chart



# LOCATION OF HAZARDOUS MATERIALS TEAMS IN JACKSON-MADISON COUNTY



**Jackson Fire HazMat**  
440 E. Chester (Station #1)



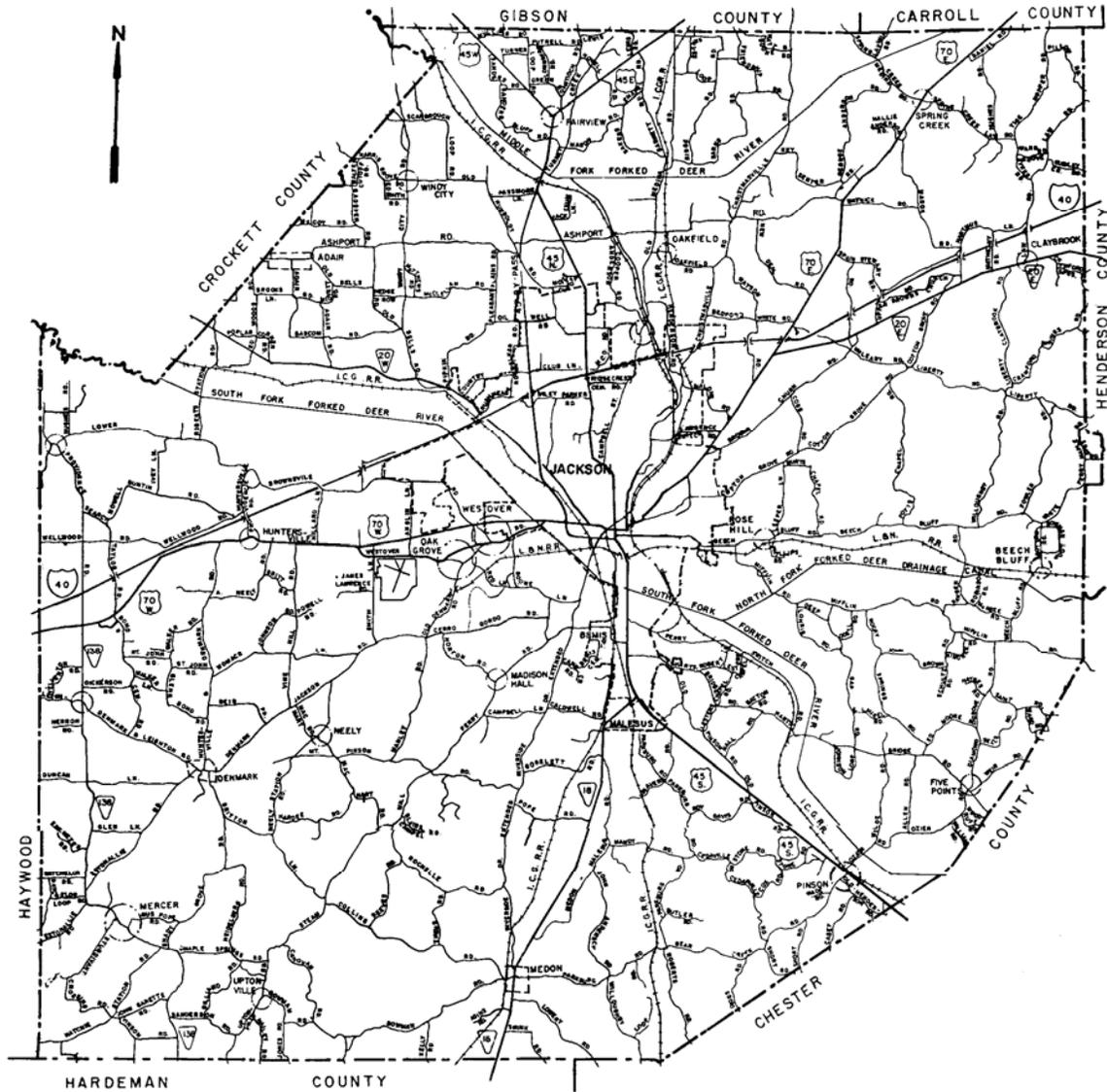
**Mad. Co. Fire HazMat / Rescue**  
801 Harts Bridge Rd. (Station #1)

# MAJOR HIGHWAY SYSTEMS IN JACKSON-MADISON COUNTY

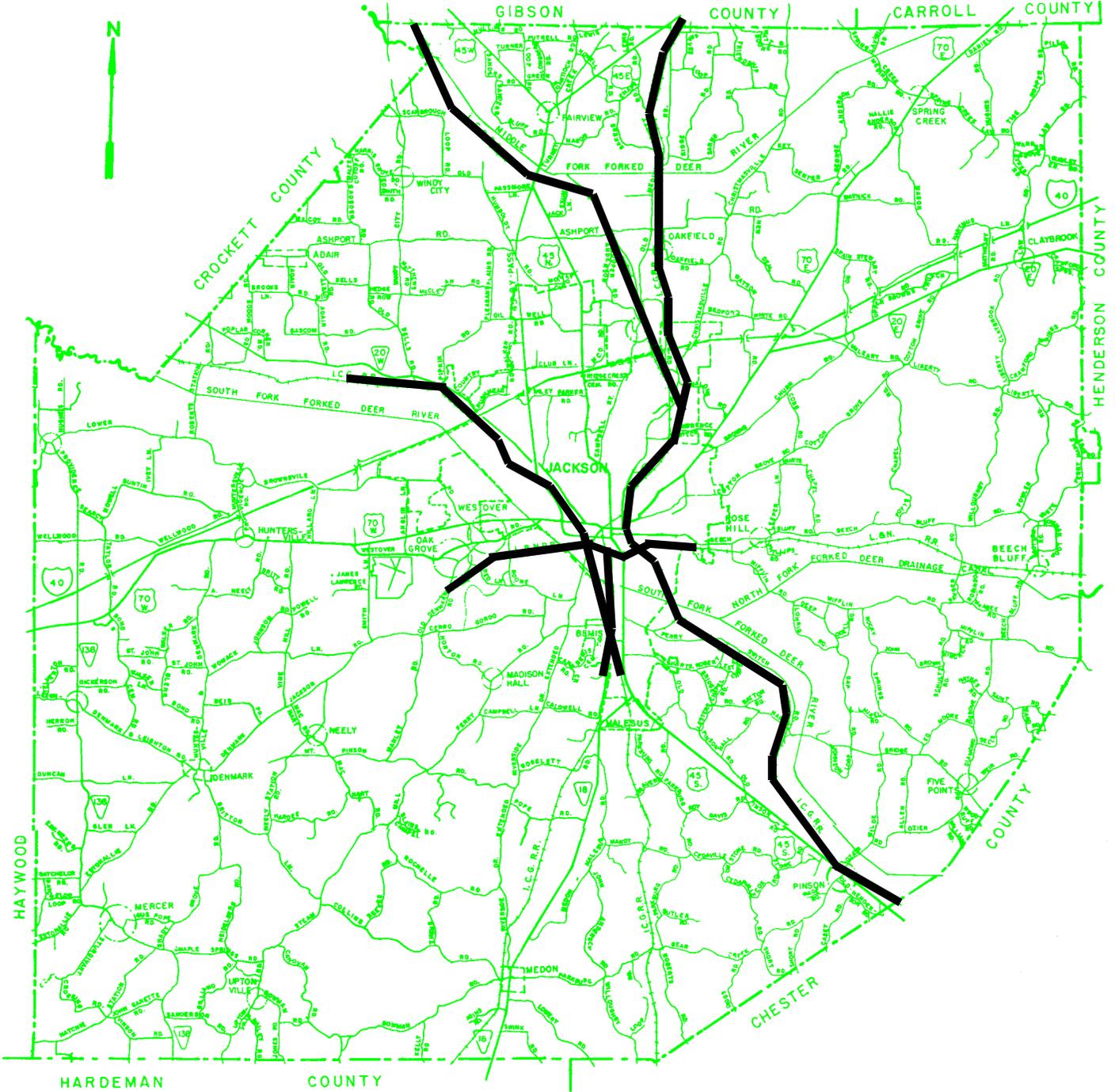
## NOTE:

The major highways include Interstate 40, U.S. 45, U.S. 70, and U.S. 412.

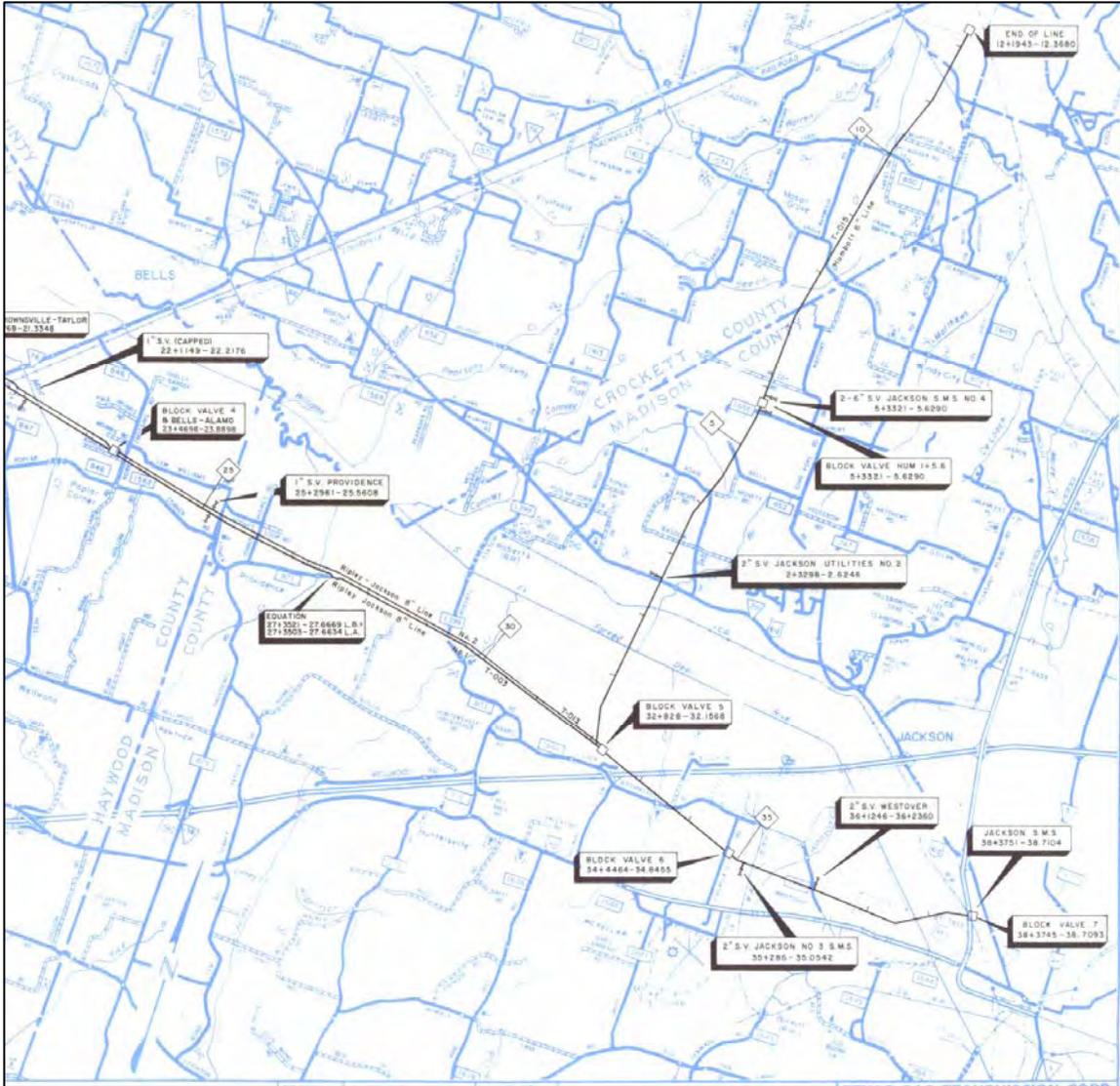
*Hwy. 20 is actually U.S. Hwy. 412.*



# MAJOR RAILROAD SYSTEMS IN JACKSON-MADISON COUNTY



# WILLIAMS GAS PIPELINE MAP FOR JACKSON-MADISON COUNTY



## **MAJOR HAZARDOUS MATERIALS SITES IN JACKSON-MADISON COUNTY**

**The Jackson-Madison County EMA office maintains a filing system and database of hazardous materials sites under SARA Title III. This plan excludes the listing due to the large size and changing nature of the list.**

**Contact the EMA office for more information.**

# ESF 11

## FOOD

Subfunction

Page

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Subfunction 1: Food

11-3

## EMERGENCY SUPPORT FUNCTION 11

### FOOD

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## EMERGENCY SUPPORT FUNCTION 11.1

# FOOD

**I. Lead Agency:** Jackson – Madison County Emergency Management Agency

**II. Support Agencies:** City of Jackson Department of Public Works  
Madison County Highway Department  
Jackson Area Chamber of Commerce  
Volunteer Organizations in Active Disasters (VOAD)  
Madison County Schools  
Salvation Army

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to identify, secure, and deliver food assistance to affected areas following a major disaster.

#### B. Scope

1. The following activities are included within this ESF:
  - a. Locating and obtaining food supplies;
  - b. Transporting food supplies to staging areas or affected areas, as required;
  - c. Distributing food to disaster victims and emergency workers.

### IV. Policies

- A. Feeding activities at shelter sites will be coordinated by the EMA or other suitable entity.
- B. The provision of water and water purification equipment is handled in conjunction with ESF 3, Water and Sewage Systems.

### V. Situation and Assumptions

#### A. Situation

1. Many disasters, such as floods or earthquakes, can create a situation whereby victims/residents cannot gain access to food. Additionally, electrical and gas supply interruptions will eliminate their ability to properly prepare food for human consumption.

#### B. Planning Assumptions

1. A significant emergency may deprive residents of the ability to secure and/or prepare food for themselves and their families.
2. The food transportation/delivery network may be damaged or disrupted as a result of an emergency.

3. Some disasters may create a situation whereby locally available food sources become contaminated or infected.

## **VI. Concept of Operations**

### **A. General**

1. In most lesser emergencies (i.e., tornadoes, fires, etc.) the VOAD and/or other agencies are able to adequately distribute food and water to victims, either in shelters or in the field. The VOAD has the ability to obtain large quantities of food in most cases. Larger disasters, however, may generate massive numbers of victims, and the local ability to feed these people, as well as the emergency response personnel in the area will be severely taxed.
2. The "delivery" of food to victims, shelterees, etc., is not the same as mass feeding. Used within this ESF, delivery refers to the actual movement of food to places where feeding activities occur. At that point, the operation (with respect to the food itself) becomes a mass feeding operation, and is handled under ESF 6, Mass Care.)
3. The provision of potable drinking water is provided under ESF 3, primarily because this delivery is associated with the restoration of water utility systems.

### **B. Organization and Responsibilities**

1. Jackson – Madison Co. Emergency Management Agency
  - a. Coordinate the delivery of food to those locations where it is needed during emergencies.
  - b. Locate food sources to supply feeding needs in disaster areas.
2. City of Jackson Department of Public Works & Madison County Highway Department
  - a. Assist with the locating of food, potable water, and transportation capabilities for deployment to staging areas and affected areas.
  - b. Locate and secure food storage facilities (i.e., refrigerated storage areas, dry storage, etc.) for use during disasters.
  - c. Coordinate movement of food into affected areas.
3. Jackson Area Chamber of Commerce
  - a. Assist with the locating of food sources, storage facilities, delivery services, etc., during an emergency.
4. Volunteer Organizations in Active Disasters
  - a. Provide food to victims housed in shelters, as well as other areas where such needs are identified.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson – Madison Co. Emergency Management Agency**

1. Develop procedures for identifying feeding needs in affected areas and locating sources of food to meet those needs during emergencies. Coordinate this with the Volunteer Organizations in Active Disasters.
2. Develop procedures for obtaining damage assessments of food and dairy production capabilities in areas affected by the disaster.
3. Develop procedures for assessing feeding needs (both current and projected) in areas affected by disaster; coordinate with VOAD.
4. Develop database and assess feeding capabilities at individual sites preselected as potential shelter sites for housing evacuees during emergencies.

### **B. City of Jackson Department of Public Works & Madison County Highway Department**

1. Develop database of vendors of food supplies, transportation capabilities (including refrigerated transport), suitable storage facilities (including refrigerated areas), etc., and procedures for obtaining same during emergencies.

### **C. Jackson Area Chamber of Commerce**

1. Develop informational materials for members concerning the potential need for food preparation, storage, and delivery services during disasters.

### **D. Volunteer Organizations in Active Disasters**

1. Develop procedures for mass feeding of victims housed in shelters, staging areas, or other areas housing persons needing food and/or water.
2. Develop procedures for obtaining food supplies from sources outside affected areas during emergencies.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EMA Director, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Coordinate with VOAD, Chamber of Commerce, and the Madison County Mayor/City of Jackson Mayor to determine feeding needs in affected areas and to make arrangements for procurement of food items for use in supporting disaster response requirements.
  2. Assess damage to farms and dairies in the affected area(s); provide damage assessment information to ESF 5.
  3. Assist Madison County Mayor/City of Jackson Mayor in locating food sources for specialized types of foods (i.e., for certain religious observances or beliefs, etc.).
  4. Arrange (through TEMA) for the delivery of MREs from Tennessee National Guard warehouses to areas where food preparation activities cannot be conducted in a timely fashion.
- C. City of Jackson Department of Public Works & Madison County Highway Department
1. Locate, obtain, and arrange for the transport of needed food items as identified by the VOAD or EMA.
- D. Jackson Area Chamber of Commerce
1. Contact local food services providers and arrange for the preparation, storage, and/or delivery of needed food items.
- E. Volunteer Organizations in Active Disasters
1. Perform emergency feeding activities at shelter sites, staging areas, and/or in other identified areas.
  2. Coordinate needs for food items with EMA and/or Madison County Mayor/City of Jackson Mayor.
  3. Request assistance from other ESFs and/or participant organizations as required to perform feeding activities.

## **IX. Training**

- A. The VOAD provides Mass Feeding course through its local Agencies to persons having responsibilities in that area during emergency operations.
- B. All other training relevant to this ESF is provided in-house by the agencies concerned.

**EMERGENCY SUPPORT FUNCTION 11**

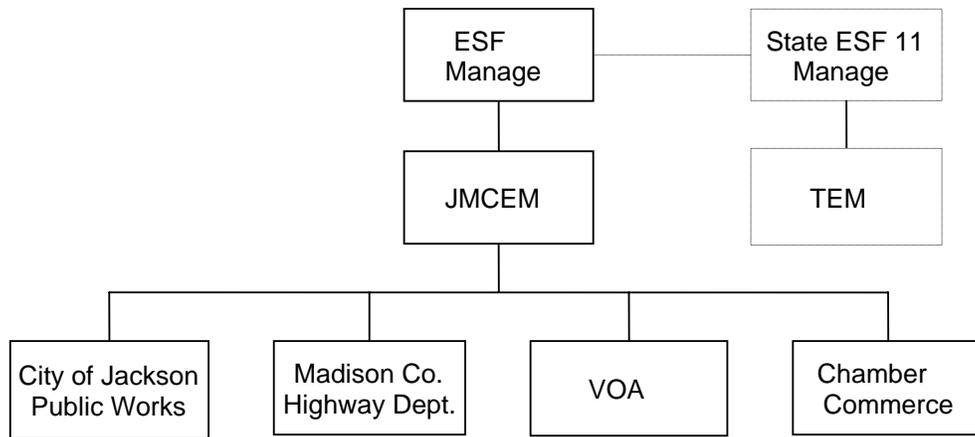
**APPENDICES**

Appendix 1 Food Organizational Chart

APPENDIX 1 TO ESF 11

**FOOD**

**Organizational Chart**



# ESF 12

## ENERGY

Subfunction

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Subfunction 1: Energy

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**EMERGENCY SUPPORT FUNCTION 12**

**ENERGY**

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## EMERGENCY SUPPORT FUNCTION 12.1

# ENERGY

**I. Lead Agency:** Jackson Energy Authority  
Southwest Electric Membership Cooperative

**II. Support Agencies:** Jackson – Madison Co. Emergency Management Agency

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to facilitate restoration of the energy systems in the areas of Jackson-Madison County affected by a disaster.

#### B. Scope

1. "Energy" systems, within the scope of this functional group include:
  - a. Power generating and transmission facilities,
  - b. Electrical supply grid and local electricity providers,
  - c. Natural gas, crude oil, and other pipeline systems that traverse Jackson-Madison County,
  - d. Local natural gas suppliers and their networks, and
  - e. Local fuel oil, crude oil, and other petroleum suppliers and their pipelines.

### IV. Policies

- A. The restoration of electrical service is critical to the emergency response and recovery activities in the areas affected by a particular emergency. Electrical restoration is a top priority during initial emergency response operations.
- B. The distribution of natural gas to homes and businesses in affected areas is a critical issue during the winter months.
- C. The emergency provision of water and the restoration of water supply and sewer systems is detailed under ESF 3, Water and Wastewater Systems. Health effects related to utility/energy shortages are provided for in ESF 8, Public Health, and fire protection concerns are addressed in ESF 4, Firefighting, and ESF 10, Environmental Response.

### V. Situation and Assumptions

#### A. Situation

1. Many disasters that can affect Jackson-Madison County have the potential to destroy or damage major energy lifelines, thereby curtailing or eliminating the supply of electricity and/or natural gas to victims of the event.

2. A petroleum shortage (as in the energy crisis of the early- and mid-1970s) can create major problems as a result of resource shortages within Jackson-Madison County.

#### B. Planning Assumptions

1. A significant disaster may produce prolonged periods of time where electrical service to victims is interrupted. This will reduce communications capabilities, degrade traffic control activities, and have other widespread impacts on the provision of public safety activities.
2. Real or perceived petroleum crises may result in the panic hoarding of fuels in many areas.
3. A disaster could damage natural gas and petroleum product pipelines, substantially reducing or eliminating the availability of such items in affected areas.

### VI. Concept of Operations

#### A. General

1. In the immediate aftermath of an emergency, local utility providers will assess the damage to their systems and delivery capabilities. This information will be forwarded to local emergency officials. Local providers will initiate repairs to the extent they can, and will utilize resources from outside jurisdictions to the extent that they are offered (and necessary).
2. The Tennessee Valley Authority, as the state's primary electrical power provider, will assist local electrical suppliers in restoration of critical power lines, equipment, and control facilities.
3. The concept of operations for petroleum emergencies within the state of Tennessee is provided in the Tennessee Petroleum Contingency Plan, maintained by the Energy Division of the Department of Economic and Community Development.

#### B. Organization and Responsibilities

1. Jackson Energy Authority /Southwest Electric Membership Cooperative (electricity)
  - a. Maintain electrical distribution capability throughout Jackson-Madison County.
  - b. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.
2. Jackson Energy Authority (gas)
  - a. Maintain countywide natural gas distribution capabilities.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.
3. Jackson – Madison Co. Emergency Management Agency

- a. Coordinate the restoration of major utility systems to critical facilities, EOCs, and other necessary sites.
- b. Coordinate the distribution of generators to sites where critical needs exist and energy restoration will be delayed.

## **VII. Mitigation and Preparedness Activities**

### **A. Jackson Energy Authority /Southwest Electric Membership Cooperative (electricity)**

1. Develop procedures for assessing damages to local utility distribution systems.
2. Institute mitigation practices at utility distribution facilities to reduce the potential effects of hazards on the utility's ability to deliver electricity to local users.
3. Coordinate with the TVA with respect to the development of regional energy plans and programs for dealing with disaster effects on statewide power transmission networks.
4. Arrange mutual aid agreements with neighboring power generators and TVA for assistance during emergency periods.

### **B. Jackson Energy Authority (gas)**

1. Develop procedures and format for assessing damage and impact of disaster on pipeline and delivery systems in Jackson-Madison County.
2. Institute mitigation practices at utility distribution facilities to reduce the potential effects of hazards on the utility's ability to deliver natural gas to local users.
3. Arrange mutual aid agreements with neighboring natural gas suppliers/users for assistance during emergency periods.

### **C. Jackson – Madison Co. Emergency Management Agency**

1. Develop database of critical facilities and whether or not they have emergency or standby power supplies.
2. Develop database listing of generators and develop procedures for acquiring and deploying same with personnel to critical facilities during power failures.
3. Develop listing of priorities with local energy providers for use in emergency restoration services.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings and coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EMA Director, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.

5. Initiate internal notification/recall actions.
- B. Jackson Energy Authority /Southwest Electric Membership Cooperative (electricity)
1. Initiate damage assessment and recovery activities for local power distribution systems.
  2. Activate mutual aid agreements with neighboring utilities if necessary.
  3. Maintain contact with the TVA and request any assistance necessary to begin restoration of critical lifelines.
  4. Provide damage assessment information to ESF 5.
  5. Task other ESFs and participant organizations for assistance as required to fulfill emergency obligations.
  6. Provide assistance to local providers in locating and acquiring equipment necessary to restore local electrical capabilities.
- C. Jackson Energy Authority (gas)
1. Initiate damage assessment and recovery activities for local gas distribution systems.
  2. Activate mutual aid agreements with neighboring utilities if necessary.
  3. Maintain contact with suppliers and request any assistance necessary to begin restoration of critical lifelines.
  4. Provide damage assessment information to ESF 5.
  5. Provide damage assessment information to ESF 5 and to ESF 10, Hazardous Materials, so that proper protective actions can take place.
- D. Jackson – Madison Co. Emergency Management Agency
1. Determine status of power supplies at critical facilities and initiate communications with local energy providers to arrange for rapid restoration.
  2. Arrange for the acquisition and delivery of generators to those critical facilities for which the restoration of power will take an inordinate amount of time.
  3. Request additional resources through TEMA as required by the situation.

## **IX. Training**

- A. All training relevant to this ESF is provided in-house by agencies concerned.

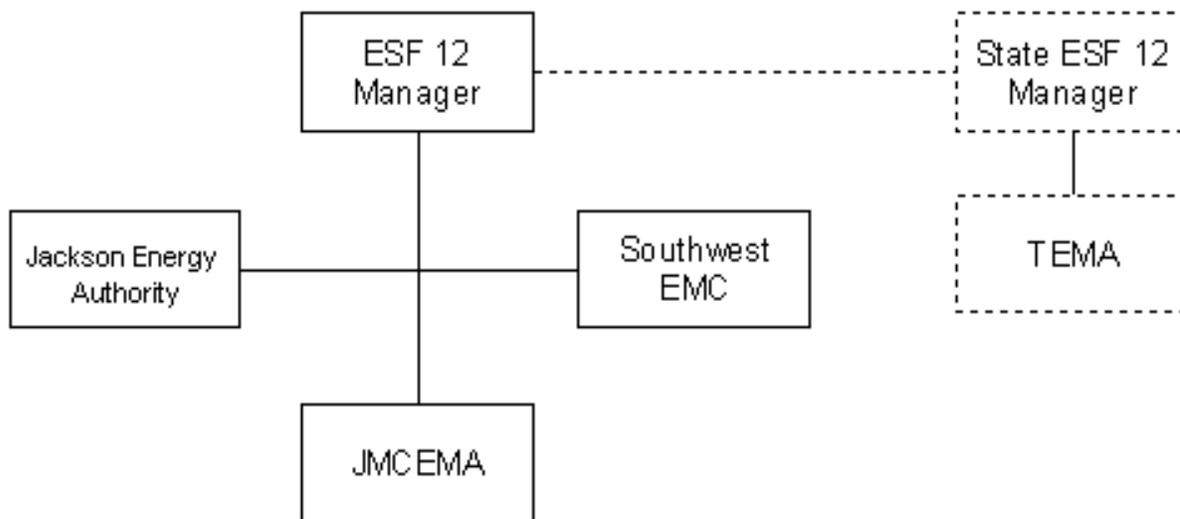
## EMERGENCY SUPPORT FUNCTION 12

# APPENDICES

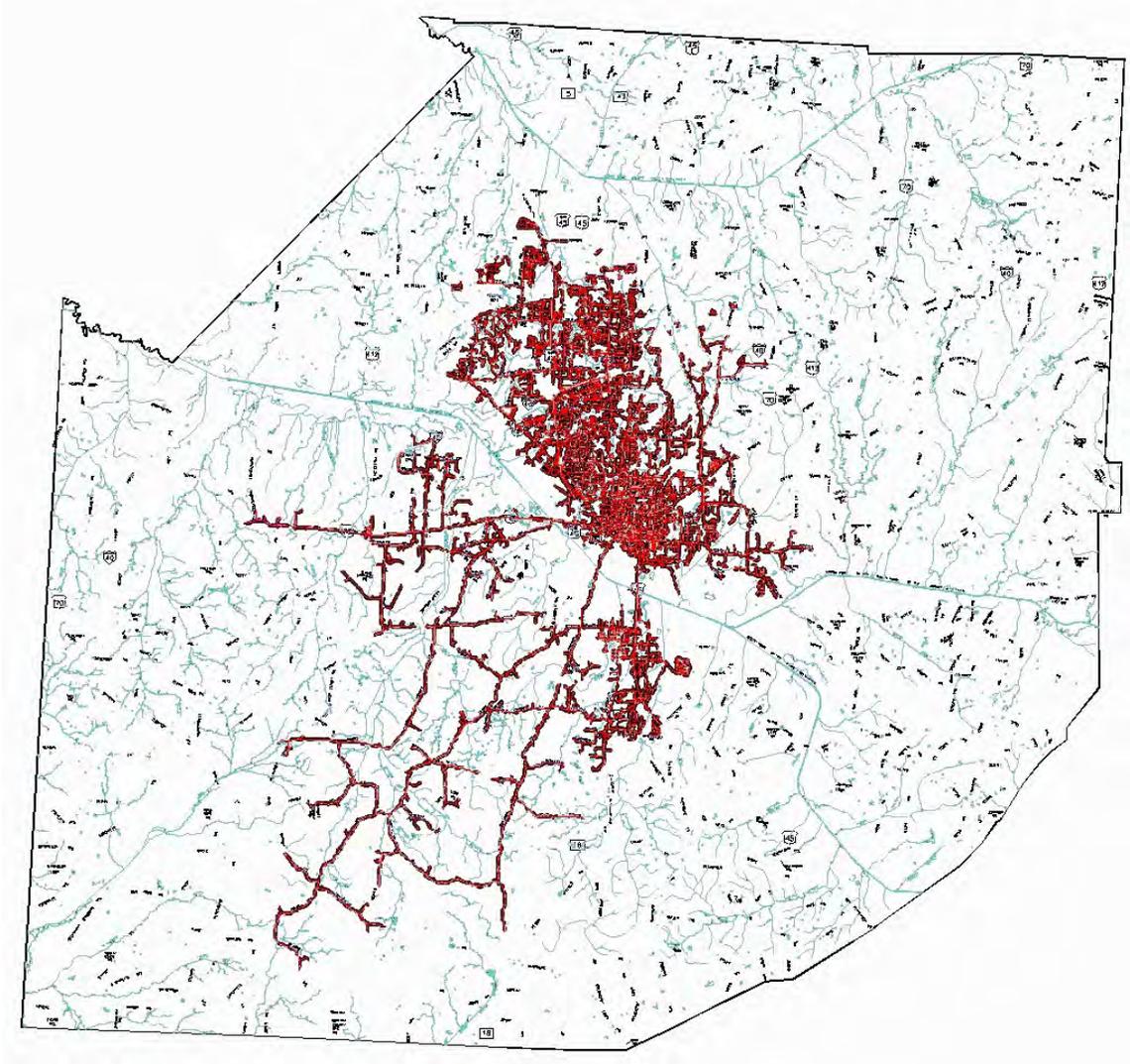
- Appendix 1 Energy Organizational Chart
- Appendix 2 JEA Electric Service Area
- Appendix 3 JEA Natural Gas Distribution Network

# ENERGY

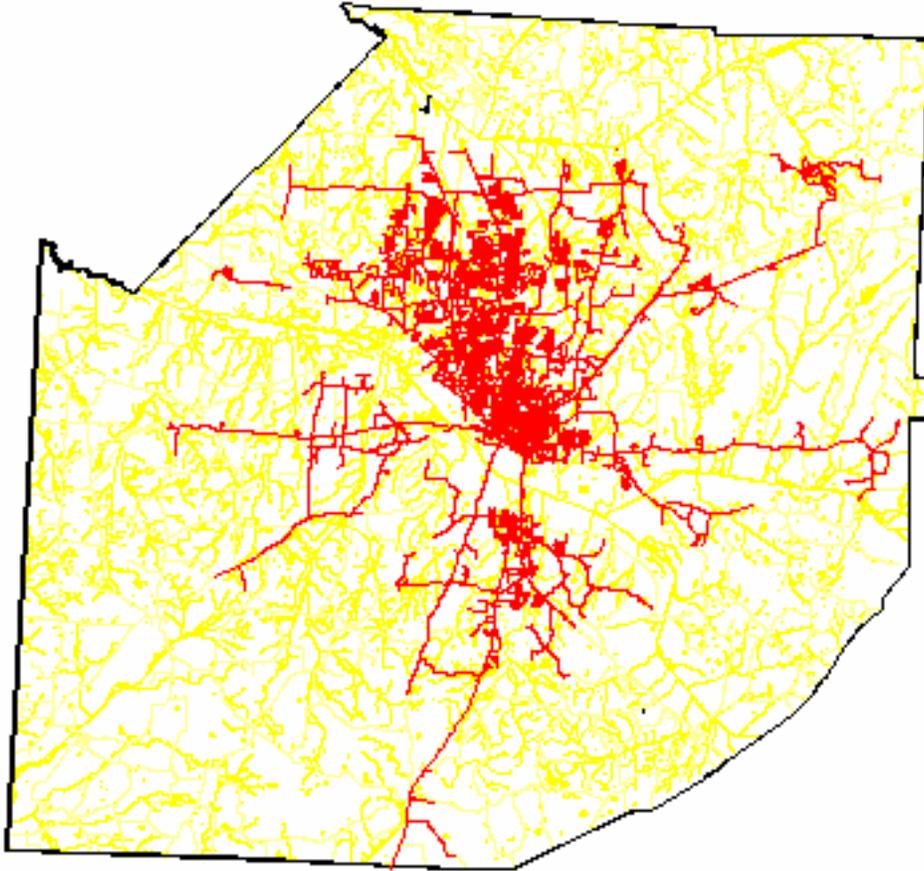
## Organizational Chart



# JACKSON ENERGY AUTHORITY ELECTRIC SERVICE AREA



# JACKSON ENERGY AUTHORITY GAS SERVICE AREA



# ESF 13

## LAW ENFORCEMENT

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### LAW ENFORCEMENT

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## EMERGENCY SUPPORT FUNCTION 13.1

### LAW ENFORCEMENT

# TRAFFIC CONTROL

- I. Lead Agency:** Jackson Police Department  
Madison County Sheriff's Department
- II. Support Agencies:** City of Jackson Department of Public Works/Street Department  
Madison County Highway Department  
Tennessee Highway Patrol

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to provide for the orderly flow of traffic in and around areas affected by emergencies.

#### B. Scope

1. The following activities fall within the scope of traffic control for the purposes of this annex:
  - a. Controlling the flow of unauthorized or civilian persons into areas affected by an emergency,
  - b. Controlling the flow of emergency personnel into affected areas (to prevent gridlock, etc.),
  - c. Controlling the outward flow of victims and nonessential emergency personnel from affected areas,
  - d. Closing damaged or destroyed roadways,
  - e. Redirecting nonessential traffic around affected areas,
  - f. Posting signs, personnel, and other traffic control devices to carry out desired effects, and
  - g. Enforcing specified traffic control directives.

### IV. Policies

- A. The control of traffic flow is essential to maintaining adequate resource availability in areas affected by a disaster.
- B. The outward flow of persons from the affected areas should not be restricted unless essential to maintaining orderly flow of emergency traffic into affected areas.

## **V. Situation and Assumptions**

### **A. Situation**

1. Disasters and emergencies naturally bring out the curiosity of people in areas both affected and non-affected. The uncontrolled inward flow of unauthorized people is detrimental to the efficient handling of traffic flow in affected areas.
2. The flow of emergency personnel and equipment into affected areas is often uncontrolled and this leads to bottlenecks and gridlock in some cases.
3. A large disaster (such as an earthquake) will destroy portions of the highway system and may require traffic to make long detours.

### **B. Planning Assumptions**

1. Persons from inside and outside areas affected by the disaster will want to move around to view the damage created by the event.
2. Uncontrolled traffic flow will lead to bottlenecks and gridlock.
3. Many victims will want to leave the immediate disaster area (especially in larger events).
4. It may be necessary to alter the traffic flow throughout the entire county in response to situations brought about as a result of significant emergencies.

## **VI. Concept of Operations**

### **A. General**

1. To a large extent, traffic control operations by local and state law enforcement agencies are merely an extension of their routine activities. It may be necessary to bolster manpower in some areas due to the extent of damage to roadways or the type of emergency.
2. Jackson Police Department/Madison Co. Sheriff's Department will attempt to handle traffic control duties in their local jurisdiction to the extent possible. The Tennessee Highway Patrol will provide assistance where manpower permits. Additionally, local officers may be needed to assist with traffic control activities on state highways. Officers should be obtained through local and regional mutual aid agreements prior to requesting additional or specialized assistance from the state.
3. In limited cases, local civilian volunteers may be utilized to assist with minor traffic control activities.
4. The EOC must coordinate traffic control routing so that proper attention is given to evacuation requirements and incoming emergency resources.

### **B. Organization and Responsibilities**

1. Madison County Sheriff's Department
  - a. Provide daily law enforcement assistance to local jurisdictions.
  - b. Develop traffic control plans for special and regional events.

- c. Coordinate the provision of non-departmental personnel to traffic control functions.
  - d. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - e. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement requirements listed in the Response/Recovery section.
2. Jackson Police Department
- a. Provide daily law enforcement assistance to the community.
  - b. Develop traffic control plans for special and regional events.
  - c. Coordinate the provision of non-departmental personnel to traffic control functions.
  - d. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
  - e. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement requirements listed in the Response/Recovery section.
3. Department of Public Works/Street Department & Madison Co. Highway Department
- a. Develop transportation networking plans during major emergencies (ESF 1).
  - b. Provide signs and other traffic control devices to support traffic control operations.
  - c. Complete the requirements listed in the Mitigation/Preparedness section and be prepared to implement requirements listed in the Response/Recovery section.
4. Tennessee Highway Patrol
- a. Provide traffic control on state highways and on other roadways when requested by Jackson Police Department or Madison County Sheriff's Department.

## **VII. Mitigation and Preparedness Activities**

### **A. Madison County Sheriff's Department**

- 1. Develop procedures for providing assistance to and requesting assistance from other law enforcement agencies during emergencies.
- 2. Develop traffic control plans for special and regional events, as required.
- 3. Develop procedures for coordinating activities with Madison County Highway Department during major emergencies to insure personnel know which routes are being utilized.
- 4. Develop procedures for determining who is and is not authorized to enter into areas affected by disasters.

5. Develop procedures for coordinating the use of THP and other state agency personnel (and volunteer civilians) in traffic control operations during emergencies.
6. Develop procedures for determining whether specific roadblocks should be manned or barricaded by Madison County Highway Department, as well as procedures for requesting barricades be erected by Highway Dept.
7. Develop procedures for overcoming communications problems that will result from the use of non-departmental agencies during traffic control operations.
8. Encourage the development of mutual aid agreements on a local and regional basis among law enforcement agencies.

B. Jackson Police Department

1. Develop procedures for providing assistance to and requesting assistance from other law enforcement agencies during emergencies.
2. Develop traffic control plans for special and regional events, as required.
3. Develop procedures for coordinating activities with City of Jackson Public Works Department during major emergencies to insure personnel know which routings are being utilized.
4. Develop procedures for determining who is and is not authorized to enter into areas affected by disasters.
5. Develop procedures for coordinating the use of THP and other state agency personnel (and volunteer civilians) in traffic control operations during emergencies.
6. Develop procedures for determining whether specific roadblocks should be manned or barricaded with City of Jackson Public Works Department, as well as procedures for requesting barricades be erected by with City of Jackson Public Works Department.
7. Develop procedures for overcoming communications problems that will result from the use of non-departmental agencies during traffic control operations.
8. Encourage the development of mutual aid agreements on a local and regional basis among law enforcement agencies.

C. City of Jackson Public Works Department & Madison County Highway Department

1. Develop and maintain an inventory of barricades, signs, and other traffic control devices.
2. Develop procedures for prioritizing requests for erection of traffic control devices during emergencies.
3. Develop local emergency traffic routing plans for specific hazards (i.e., earthquake, flood, etc.).

D. Tennessee Highway Patrol

1. Develop plans and policies concerning the use of THP personnel to assist local law enforcement with traffic control activities on state highways and local roads.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EMA Director, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

### **B. Madison County Sheriff's Department**

1. Deploy personnel to traffic control points as prearranged or as requested by local agencies.
2. Establish traffic control system for entire affected area, and implement incident command abilities to allow for coordination of entire traffic flow.
3. Task other ESFs and/or participant organizations (or volunteers) to provide personnel and/or equipment to assist with traffic control operations.
4. Enforce traffic control restrictions (including arrest or detention of unauthorized entrants in affected areas).
5. Coordinate with City of Jackson Public Works Department the placement of traffic control devices.
6. Request assistance from National Guard (through TEMA) or through the state law enforcement system as necessary.
7. Respond to other ESF requests for traffic control assistance as resources permit.

### **C. Jackson Police Department**

1. Deploy personnel to traffic control points as prearranged or as requested by local agencies.
2. Establish traffic control system for entire affected area, and implement incident command abilities to allow for coordination of entire traffic flow.
3. Task other ESFs and/or participant organizations (or volunteers) to provide personnel and/or equipment to assist with traffic control operations.
4. Enforce traffic control restrictions (including arrest or detention of unauthorized entrants in affected areas).
5. Coordinate with Department of Public Works the placement of traffic control devices.

6. Request assistance from National Guard (through TEMA) or through the state law enforcement system as necessary.
  7. Respond to other ESF requests for traffic control assistance as resources permit.
- D. City of Jackson Public Works Department & Madison County Highway Department
1. Deploy personnel to erect barricades and signs as per prearranged plans or as requested by state or local officials.
  2. Coordinate activities with ESF 13 traffic control coordinator.

**IX. Training**

- A. Traffic control training is provided at the Tennessee Law Enforcement Academy in Donelson, Tennessee, as a part of their basic law enforcement training curriculum.
- B. All other training relevant to this ESF is provided in-house by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 13.2

### LAW ENFORCEMENT

# SECURITY/CRIME CONTROL

**I. Lead Agency:** Jackson Police Department  
Madison County Sheriff's Department

**II. Support Agencies:** City of Jackson Attorney  
Madison County Attorney  
Tennessee State Fire Marshal's Office  
Tennessee Department of Corrections

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to insure the security of areas affected by emergencies as well as that of the victims and the emergency personnel working in those areas.

#### B. Scope

1. This annex covers all actions related to the security of persons and property and the control of crime in areas affected by an emergency.

### IV. Policies

- A. Tight security must be maintained in areas affected by disasters. This is especially true for those that cover large geographic areas, where criminals might perceive there is a smaller chance of being caught. This is necessary to prevent looting, which, although it may not be extensive, will be a problem in disaster areas.
- B. Security must be provided for fire service and EMS personnel when they are working in areas subject to hostile actions (as in civil disturbances). Additionally, security must be maintained for critical or essential facilities, public shelters, essential communications systems, etc., during emergencies.
- C. All persons suspected or accused of committing criminal acts will be treated in the same manner as would be the case during non-disaster situations. All suspects are innocent until proven guilty.
- D. The National Guard may be deployed to support local operations only through a request by the local chief executive officer to the Governor (through TEMA).

### V. Situation and Assumptions

#### A. Situation

1. Following a disaster, criminals often move into an area in an attempt to take advantage of the situation for their own benefit. This often includes looting, armed robbery, arson, and other criminal activity.

2. If citizens in an affected area feel that security is not adequate, they may take up arms themselves. In extreme situations, vigilante actions may be perpetrated upon innocent citizens or emergency personnel in those areas.
3. In some situations, especially during civil disturbances, firefighters and EMS personnel are expected or required to work in areas that are subject to hostile action (such as sniper fire, throwing of bricks and other objects). The security of these personnel must be provided for.
4. During many types of emergencies (particularly civil disturbances), critical facilities such as fire, police, and emergency coordination centers are subject to attack by individuals or groups who recognize the facility's value as a political target.

#### B. Planning Assumptions

1. If no evidence of security is present in areas affected by the disaster, looting and other criminal activity will occur.
2. There will occasionally be situations that necessitate the provision of security for fire service and EMS personnel (and possibly others).
3. Citizens of areas affected by the emergency want law enforcement personnel to patrol their neighborhoods to provide them with a feeling of security.
4. Persons arrested as suspects in criminal activity will be treated humanely and will be afforded the same rights and courtesies as those arrested during non-emergency situations.

### VI. Concept of Operations

#### A. General

1. Most law enforcement actions following a disaster will simply be an extension of the normal, day-to-day activities performed by the respective agencies involved. There are some obvious exceptions, such as civil disturbances.
2. Jackson Police Department/Madison County Sheriff's Department will deploy their personnel in accordance with local SOPs following a disaster. If the situation escalates beyond the capacity of the local jurisdiction, the local chief executive, police chief, or sheriff may call upon state resources (i.e., the Tennessee Highway Patrol) for assistance.
3. The ESF 13 Manager will allocate Jackson Police Department/Madison County Sheriff's Department resources to the extent possible. If local resources are inadequate, the Sheriff may request assistance from the state.
4. During law enforcement operations, all departments will maintain control over their own personnel and all administrative functions of the organization.

#### B. Organization and Responsibilities

1. Madison County Sheriff's Department
  - a. Provide first line of assistance to communities during emergencies.
  - b. Coordinate provision of other local law enforcement assistance municipal

jurisdictions.

- c. Operate the Madison County Criminal Justice Complex and Penal Farm.
  - d. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.
  - e. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
2. Jackson Police Department
    - a. Provide first line of assistance to City of Jackson during emergencies.
    - b. Provide assistance to other law enforcement agencies when requested.
    - c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.
    - d. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
3. City of Jackson Attorney/Madison County Attorney
    - a. Provide prosecution of persons charged with crimes during emergencies/disasters.
    - b. Provide interface between local, state and federal law enforcement organizations.
4. Tennessee State Fire Marshal's Office
    - a. Provide assistance with fire investigations to local agencies.
    - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.
5. Tennessee Department of Correction
    - a. Provide jail/prison space for persons accused and/or convicted of committing crimes in Tennessee.
    - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. All Tasked Agencies**

1. Develop procedures and policies concerning:
  - a. The deployment of personnel to assist other local and state law enforcement personnel.
  - b. The delegation of command authority regarding agency resources,
  - c. Who defines deadly force and the authority to use it in given situations, and

- d. The use of certain types of weapons, pursuit policies, etc.
2. Provide examples of types of identification carried by agency personnel to other state and local law enforcement offices to reduce potential for confusion during multi-jurisdictional operations.
3. Develop procedures, policies, and capabilities to enforce regulations in areas of concerned-agency jurisdiction.

B. Madison County Sheriff's Department

1. Develop procedures for prioritizing requests for assistance from local jurisdictions and state agencies.
2. Develop procedures for tracking resources deployed in support of local operations.
3. Develop procedures for rapid processing of large contingents of arrested persons during emergencies.
4. Develop procedures and policies for use in dealing with civil disorders, terrorist activity, and other law enforcement-intensive emergencies.
5. Develop special weapons and tactics (SWAT) capabilities.
6. Provide training to officers in the use of chemical control agents, mob control techniques, team operations, and other pertinent special-use tactics.
7. Develop policies and procedures for requesting assistance from state law enforcement agencies when necessary.
8. Develop procedures for supplying essential state and local facilities (including shelter facilities) and personnel with security to prevent damage and/or harm.
9. Develop plans and procedures for processing large numbers of prisoners during certain emergencies (i.e., civil disorders, etc.)

C. Jackson Police Department

1. Develop procedures for prioritizing requests for assistance from local jurisdictions and state agencies.
2. Develop procedures for tracking resources deployed in support of local operations.
3. Develop procedures for rapid processing of large contingents of arrested persons during emergencies.

4. Develop procedures and policies for use in dealing with civil disorders, terrorist activity, and other law enforcement-intensive emergencies.
5. Develop special weapons and tactics (SWAT) capabilities.
6. Provide training to officers in the use of chemical control agents, mob control techniques, team operations, and other pertinent special-use tactics.
7. Develop procedures for requesting assistance from other law enforcement agencies when necessary.
8. Develop procedures for supplying essential state and local facilities (including shelter facilities) and personnel with security to prevent damage and/or harm.

D. City of Jackson Attorney/Madison County Attorney

1. Develop policies regarding discretionary prosecution of crimes committed during declared emergencies or disasters.

E. Tennessee State Fire Marshal's Office

1. Develop procedures and policies for prioritizing investigations of suspicious fires and the deployment of field personnel and equipment in support of criminal fire investigations.
2. Train local fire service and law enforcement agencies in fire crime scene preservation techniques.
3. Develop procedures for requesting assistance from the federal Bureau of Alcohol, Tobacco, and Firearms with respect to bomb and incendiary device investigations.
4. Develop procedures for deploying personnel to assist with law enforcement operations when requested.

F. Tennessee Department of Corrections

1. Develop procedures for intake of large numbers of prisoners during major emergencies (i.e., when local jails become overloaded).

**VIII. Response and Recovery Actions.**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EMA Director, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.
6. Deploy field personnel/equipment to perform law enforcement activities within the scope of their respective jurisdictions.

B. Madison County Sheriff's Department

1. Deploy personnel to assist local law enforcement (LE) operations as requested by local officials. Task other local LE agencies to provide assistance as required to meet the demands imposed by the particular situation.
2. Track local LE assistance provided to other local and state agencies.
3. Deploy personnel to provide security for fire and EMS teams operating in hostile or potentially hostile environments.
4. Coordinate activities with the Tennessee National Guard, state law enforcement personnel, and/or federal military officials if such organizations are providing support in affected areas.
5. Deploy specialized units to assist other local units as required.
6. Process and intake prisoners into Madison County Criminal Justice Complex as required by situation.

C. Jackson Police Department

1. Deploy personnel to assist local law enforcement (LE) operations as requested by local officials. Task other local LE agencies to provide assistance as required to meet the demands imposed by the particular situation.
2. Track local LE assistance provided to other local and state agencies.
3. Deploy personnel to provide security for fire and EMS teams operating in hostile or potentially hostile environments.
4. Coordinate activities with the Tennessee National Guard, state law enforcement personnel, and/or federal military officials if such organizations are providing support in affected areas.

D. City of Jackson Attorney/Madison County Attorney

1. Prosecute persons charged with crimes committed during declared emergencies and disasters.
2. Provide assistance with investigations of fraudulent consumer practices following disasters.

E. Tennessee State Fire Marshal's Office

1. Perform field and laboratory investigations of suspicious fires as requested by state and local fire service organizations.
2. Request assistance from federal BATF if necessary.
3. Maintain statistics concerning fire incidence during the emergency in affected areas.

F. Tennessee Department of Corrections

1. Alter operations at state prison facilities to facilitate the arrival of prisoners from areas affected by the emergency (either relocatees or detainees).

## **IX. Training**

- A. Basic law and specialized law enforcement training is provided by the Tennessee Law Enforcement Academy in Donelson, Tennessee.
- B. State and local law enforcement personnel may attend specialized courses at any of the following locations:
  1. The FBI Academy at Quantico, Virginia,
  2. The FBI Training Facility at Glynnco, Georgia,
  3. Any of the training facilities operated by the BATF, U. S. Customs Service, the U. S. Secret Service, or the U. S. military branches.
- C. Instruction in fire and arson investigation techniques is provided by the BATF as well as the National Fire Academy (FEMA).

## EMERGENCY SUPPORT FUNCTION 13.3

### LAW ENFORCEMENT

# INSTITUTIONS/JAILS

**I. Lead Agency:** Madison County Sheriff's Department

**II. Support Agencies:** Jackson Police Department  
Tennessee Highway Patrol  
Tennessee Bureau of Investigation  
Tennessee Department of Corrections  
Tennessee Department of Children Services  
Tennessee Department of Mental Health and Mental Retardation

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to provide for the operation of local jails and detention facilities during emergencies.

#### B. Scope

1. This annex provides for the following with respect to local jails/detention facilities:
  - a. The processing and intake of large numbers of detainees during emergencies,
  - b. The relocation of the prison population in the event of an emergency, and
  - c. The capture of escaped prisoners/detainees.

### IV. Policies

- A. The capture of escaped state prisoners will be in accordance with the Prison Escape Emergency Plan, prepared jointly by TEMA, the Department of Corrections, and the Governor's Office.

### V. Situation and Assumptions

#### A. Situation

1. Local jails and detention facilities can be affected by the same disasters and emergencies that can affect any other portion of the population.
2. Persons housed in local jails are not able to take protective actions on their own; therefore, Madison County (through Madison County Sheriff's Department) is wholly responsible for their safety and security.
3. State prisons may be affected in the same manner as local jails, necessitating the relocation of state prisoners.

#### B. Planning Assumptions

1. Madison County Sheriff's Department officials will take all measures appropriate and necessary to protect prisoners in their custody.
2. Emergencies that affect local communities may affect local jails.
3. Jail escapes will continue to occur.

## **VI. Concept of Operations**

### **A. General**

1. Madison County, through Madison County Sheriff's Department, operates a detention facility for the housing of convicted persons in Jackson-Madison County. The Tennessee Department of Corrections operates several jails and detention facilities across the state, as does Department of Children Services. The Department of Mental Health and Mental Retardation operates several hospitals/facilities across the state where those judged mentally unstable reside. Each of these sites may house several hundred prisoners or residents. Since the prisoners/residents are not able to "free" themselves in the event of a disaster, it is incumbent upon state and local officials to provide adequate protection to these people in such events.
2. Local jails, in many cases, house some state prisoners.
3. Any emergency may necessitate the relocation of persons housed in these facilities. It is the responsibility of the center operators to prepare plans for the relocation of persons housed therein. Local prisoners may be housed in state detention facilities temporarily if space exists. State prisons will relocate their inmates to other state or agreeable local facilities for the duration of the emergency. The originating facility is responsible for providing personnel to monitor and assist relocates.

### **B. Organization and Responsibilities**

1. Madison County Sheriff's Department
  - a. Operate Madison County Criminal Justice Complex.
  - b. Coordinate the development of the local escapee recapture plans.
  - c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.
  - d. Provide an individual to act as the Emergency Services Coordinator (ESC) in the EOC, as well as an alternate to insure 24-hour availability.
2. Jackson Police Department
  - a. Assist with the recapture of jail escapees.
3. Tennessee Highway Patrol
  - a. Recapture escaped state prisoners once they are outside state prison grounds.
4. Tennessee Bureau of Investigation

- a. Responsible for recapture of prisoners following their classification as “fugitives,” (i.e., after a sufficient amount of time has elapsed to allow prisoner to leave area around prison grounds).
5. Tennessee Department of Children Services
    - a. Operate state youth detention facilities.
    - b. Coordinate recapture of escapees from DYD facilities.
    - c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.
  6. Tennessee Department of Mental Health and Retardation
    - a. Operate state mental institutions.
    - b. Coordinate recapture of escapees from DMHR facilities.
    - c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.
  7. Tennessee Department of Correction
    - a. Operate state prison and detention facilities.
    - b. Coordinate the development of the state Prisoner Escape Emergency Plan.
    - c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements listed in the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. Madison County Sheriff's Department**

1. Coordinate the development of local jail escape plans.
2. Develop procedures for relocating prison populations to outside facilities (either other local facilities or state facilities). Coordinate agreements with state officials for such events.
3. Develop plans for notifying local and state officials of an escape, and for coordinating the recapture of said escapee(s).
4. Develop emergency plans for all local prisons/detention facilities.

### **B. Jackson Police Department**

1. Develop plans and policies for assisting the Sheriff's Department with the recapture of escaped prisoners.

### **C. Tennessee Highway Patrol**

1. Develop procedures for assisting local officials with the recapture of escaped prisoners.

2. Develop procedures for supplying security assistance to local jurisdictions relocating prisoners to state and other facilities during emergencies.
- D. Tennessee Bureau of Investigation
1. Develop procedures for assisting with the recapture of escaped prisoners.
- E. Tennessee Department of Children Services
1. Develop procedures for relocating prison populations to outside facilities (either other state facilities or agreeable local facilities). Coordinate agreements with local jurisdictions for such events.
  2. Develop plans for notifying local officials of an escape, and for coordinating the recapture of said escapee(s).
- F. Tennessee Department of Mental Health and Retardation
1. Develop procedures for relocating resident populations to outside facilities (either other state facilities or agreeable local facilities). Coordinate agreements with local jurisdictions for such events.
  2. Develop plans for notifying local officials of an escape, and for coordinating the recapture of said escapee(s).
  3. Develop emergency plans for all Department of Mental Health & Mental Retardation resident facilities.
- G. Tennessee Department of Correction
1. Develop procedures for relocating prison populations to outside facilities (either other state facilities or agreeable local facilities). Coordinate agreements with local jurisdictions for such events.
  2. Develop plans for notifying local officials of an escape, and for coordinating the recapture of said escapee(s).

## **VIII. Response and Recovery Actions**

- A. All Tasked Agencies
1. Send ESCs to EOC as requested by EMA.
  2. Attend briefings, coordinate activities with other participant organizations.
  3. Set up work area(s), report needs to EMA Director, and initiate response/recovery activities as dictated by situation.
  4. Maintain logs of activities, messages, etc.
  5. Initiate internal notification/recall actions.
- B. Madison County Sheriff's Department
1. Implement Escape Emergency Plan(s) if required.

2. Implement procedures to relocate prison population if necessitated by situation. Notify relevant organizations.
  3. Provide damage assessment information to ESF 5.
  4. Request assistance from other ESF 13 organizations as required.
- C. Jackson Police Department
1. Assist with escapee recapture as requested by local/state agencies.
- D. Tennessee Highway Patrol
1. Deploy personnel and equipment to:
    - a. Assist with attempts to recapture escaped prisoners, or
    - b. Provide security during the relocation of prison populations.
- E. Tennessee Bureau of Investigation
1. Deploy officers to assist with recapture efforts as requested.
  2. Initiate fugitive cases against those escapees so classified following prison escapes.
- F. Tennessee Department of Children Services
1. Implement procedures to relocate prison population if necessitated by situation. Notify relevant organizations.
  2. Provide damage assessment information to ESF 5.
  3. Request assistance from other ESF 13 organizations as required.
- G. Tennessee Department of Mental Health and Retardation
1. Implement procedures to relocate resident population if necessitated by situation. Notify relevant organizations.
  2. Provide damage assessment information to ESF 5.
  3. Request assistance from other ESF 13 organizations as required.
- H. Tennessee Department of Correction
1. Implement procedures to relocate prison population if necessitated by situation. Notify relevant organizations.
  2. Provide damage assessment information to ESF 5.
  3. Request assistance from other ESF 13 organizations as required.

## **IX. Training**

- A. Training for correction personnel is provided at the State Correctional Academy in Tullahoma, Tennessee.
- B. Other training relevant to this ESF is provided in-house by the agencies concerned.

**EMERGENCY SUPPORT FUNCTION 13.4**

**LAW ENFORCEMENT**

**EVACUATION/MOVEMENT**

**I. Lead Agency:** Jackson – Madison Co. Emergency Management Agency

**II. Support Agencies:** City of Jackson Mayor  
Madison County Mayor  
Jackson Police Department  
Madison County Sheriff's Department  
Jackson Fire Department  
Madison County Fire Department  
Medical Center EMS  
City of Jackson Building Department  
Madison County Building Department  
Tennessee Department of Agriculture (Division of Forestry)  
American Red Cross  
Tennessee Valley Authority  
U. S. Army Corps of Engineers

**III. Introduction**

A. Purpose

1. The purpose of this subfunction is to provide for the evacuation of residents and/or emergency workers in areas affected by a disaster.

B. Scope

1. An evacuation could become necessary for any one or more of the following reasons:
  - a. The release of hazardous materials,
  - b. Dam failure,
  - c. An accident at a nuclear power plant,
  - d. Flooding,
  - e. Major fire,
  - f. Building collapse or potential building collapse, or
  - g. An attack by a foreign government.
  - h. When health officer deems establishment unfit or unsafe.

#### **IV. Policies**

- A. The decision with respect to evacuations is ultimately in the hands of the chief executive officer of the affected jurisdiction. Additionally, state law authorizes certain fire officials, law enforcement officers, and others to implement evacuations under certain circumstances.

#### **V. Situation and Assumptions**

##### **A. Situation**

1. There are several dams in the state of Tennessee. Any one of them could fail, resulting in inundation and destruction of sizable tracts of land.
2. There are two nuclear power plants in Tennessee. Federal law requires that plans be developed for the evacuation of nearby residents in case of an accident.
3. Each year several chemical spills occur in Jackson-Madison County. Some may be significant enough to warrant the evacuation of nearby residents to insure their health and/or safety.
4. Flooding is one of the most prevalent hazards in Jackson-Madison County. Each year several flood events have the potential to require the relocation of potentially affected residents.
5. Each year several fires develop into events significant enough to warrant consideration for the evacuation of nearby residents in case their building(s) should become involved.
6. In the aftermath of an earthquake, explosion, flood, or other event, some structures become weakened to the point they pose a significant hazard in terms of collapse to nearby residents.
7. The threat of an attack on the United States has diminished in recent years. However, there remains the possibility of a terrorist attack or similar event that might necessitate an evacuation of potentially affected residents.

##### **B. Planning Assumptions**

1. The threats identified in paragraphs V.A.1 through V.A.7 will continue to exist.
2. People in hazard areas will evacuate when such orders are given.
3. Some portion of the evacuated population will require shelter provided by ESF 6.

## VI. Concept of Operations

### A. General

1. The primary responsibility for determining the need for and the method of an evacuation rests with the local government in most cases. The exceptions to this are where the state retains primary responsibility for emergency planning. Specifically, the state has responsibility for ordering evacuations associated with:
  - a. The threat of attack or terrorist activity, and
  - b. Dam failures.
2. Local officials have the authority to order an evacuation under state law if they believe that the lives or safety of persons in an area is in jeopardy. Failure to comply may result in physical removal from the area. Local officials are also responsible for providing temporary shelter to those who do not have anywhere else to go.
3. The decision to evacuate any given area will be made by the senior officer of the department that is best able to make such a recommendation or the chief elected official for the affected area(s), after having consulted with all appropriate agencies at the scene of the emergency.
4. Local officials may request assistance from the state to help with evacuations and the provisioning of temporary sheltering. Additionally, local officials will be expected to assist and carry out evacuations ordered by the state.
5. Broadcasts concerning the issuance of evacuation orders, routing information, and information on where to go for shelter will be provided through the PIO to the print (if feasible) and broadcast media.
6. The official (or agency) ordering the evacuation will be the agent that issues an order to allow the return of evacuees to their homes and businesses unless the appropriate SOP(s) dictate otherwise.

### B. Organization and Responsibilities

1. Jackson – Madison Co. Emergency Management Agency
  - a. Provide the point of contact for local officials with the state for coordinating evacuation efforts.
  - b. Coordinate the implementation of locally ordered evacuations.
  - c. Locate and acquire buses and other vehicles for use during evacuations.
  - d. Develop evacuation plans for incidents at hazardous materials sites, as well as other specialized facilities/events.
  - e. Develop evacuation plans for dams (non-federal) in Jackson-Madison County.
  - f. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.

2. Madison County Mayor/City of Jackson Mayor
  - a. Order evacuations for the Madison County/City of Jackson.
3. Jackson Police Department / Madison County Sheriff's Department
  - a. Develop plans for traffic control operations for evacuations.
  - b. Complete the requirements listed in the Mitigation / Preparedness section, and be prepared to implement requirements of the Response/Recovery section.
4. Jackson Fire Department/Madison County Fire Department
  - a. Develop plans and policies for the issuance of evacuation orders in fires that threaten lives and/or property.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.
5. Jackson Fire Department (Hazardous Materials Team)
  - a. Develop plans and policies for the issuance of evacuation orders in hazardous materials incidents that threaten lives and/or property.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.
6. Tennessee Department of Agriculture (Division of Forestry)
  - a. Coordinate decisions to evacuate areas affected by wildland and forest fires.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.
7. Medical Center EMS
  - a. Acquire EMS vehicles for use in evacuating nursing homes, hospitals, and other healthcare facilities.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.
8. City of Jackson Building Department & Madison Co. Building Department
  - a. Assist officials with decisions regarding evacuations necessitated by actual or impending building collapse.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.
9. American Red Cross
  - a. Provide temporary emergency shelter to evacuees unable to find other places to go following an evacuation (See ESF 6).

10. Tennessee Valley Authority

- a. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.

11. U. S. Army Corps of Engineers (COE)

- a. Assist Jackson-Madison County with the development of evacuation plans for COE-operated dams.
- b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement requirements of the Response/Recovery section.

**VII. Mitigation and Preparedness Activities**

A. Jackson – Madison Co. Emergency Management Agency

- ]
1. Develop procedures for coordinating the local agencies' roles in state- and locally-ordered evacuations.
  2. Develop evacuation plans for high-hazard sites. Coordinate with all affected agencies.
  3. Develop appropriate EAS and other public information material for use during ordered emergencies. Insure that county warning systems are adequate to provide timely warning to affected citizens.
  4. Develop procedures for locating and acquiring busses, vans, and specialized vehicles to assist with evacuation/movement operations.

B. Madison County Mayor/City of Jackson Mayor

1. Develop procedures and policies concerning the issuance of local-level evacuation orders.

C. Jackson Police Department/Madison County Sheriff's Department

1. Develop plans and procedures for implementing traffic control requirements for sites with known evacuation potential.
2. Develop policies and procedures for the issuance of evacuation orders as a result of law enforcement operations

D. Jackson Fire Department/Madison County Fire Department

1. Develop policies and procedures for the issuance of evacuation orders as a result of fire hazards or fire department operations.

E. Jackson Fire Department (Hazardous Materials Team)

1. Develop policies and procedures for the issuance of evacuation orders as a result of hazardous materials incidents.

F. Tennessee Department of Agriculture (Division of Forestry)

1. Develop procedures and policies for determining the need for evacuation in response to wildland or forest fire threats.

G. City of Jackson Building Department & Madison Co. Building Department

1. Develop procedures and policies governing the necessity of evacuations as a result of actual or potential building collapses.

H. Medical Center EMS

1. Develop procedures and policies regarding the allocation of EMS vehicles to assist with the evacuation of health care facilities during major emergencies.

I. American Red Cross

1. Develop procedures for opening and operating temporary shelters for use by persons evacuated from threatened areas (See ESF 6).

J. U.S. Army Corps of Engineers

1. Assist Jackson-Madison Co. EMA and TEMA with the development of evacuation plans for COE-operated dams in Jackson-Madison County.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EMA Director and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

B. Jackson – Madison Co. Emergency Management Agency

1. Implement procedures to coordinate evacuations as ordered.
2. Deploy personnel to assist local officials with evacuations as requested.
3. Task other ESFs and participant organizations for assistance as required to perform missions.
4. Provide information to ESF 5 concerning number of evacuees, vehicles, etc.
5. Activate local EAS and other warning systems as appropriate to provide notification to local citizens regarding nature of evacuation, routing information, and shelter locations.

6. Locate and arrange for the delivery of busses, vans, and other specialized vehicles to areas where they are needed by state and local officials.
- C. Madison County Mayor/City of Jackson Mayor
1. Collect, analyze, and evaluate information provided by EMA or other agency to assist in making decisions regarding evacuations.
  2. Issue an order to evacuate where deemed necessary and rescind order when appropriate.
- D. Jackson Police Department/Madison County Sheriff's Department
1. Provide traffic control support to evacuation operations.
  2. Issue evacuation orders as required to perform necessary law enforcement operations.
  3. Monitor evacuation routes for signs of blockage/bottlenecks, etc. Make arrangement for local wrecker services to perform emergency towing services during evacuation.
- E. Jackson Fire Department/Madison County Fire Department
1. Issue evacuation orders as required to perform necessary firefighting operations.
- F. Jackson Fire Department (Hazardous Materials Team)
1. Issue evacuation orders as required to perform necessary hazardous materials containment and mitigation operations.
- G. Tennessee Department of Agriculture (Division of Forestry)
1. Make recommendations to local officials concerning evacuations with respect to fires on wildland and forested areas.
- H. City of Jackson Building Department & Madison Co. Building Department
1. Deploy personnel to coordinate with officials regarding the necessity of evacuations as a result of damaged buildings that might collapse.
- I. Medical Center EMS
1. Allocate EMS units to health care facilities and other sites for use in evacuating special needs patients.
- J. American Red Cross
1. Activate and operate shelters as required (See ESF 6).
- K. Tennessee Valley Authority
1. Notify EMA of situation concerning evacuation recommendations with regard to incidents at TVA-operated Substations.

L. U. S. Army Corps of Engineers (COE)

1. Notify EMA of situation concerning evacuation recommendations with regard to incidents at COE-operated dams.

**IX. Training**

- A. All training relative to this subfunction is provided in-house by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 13

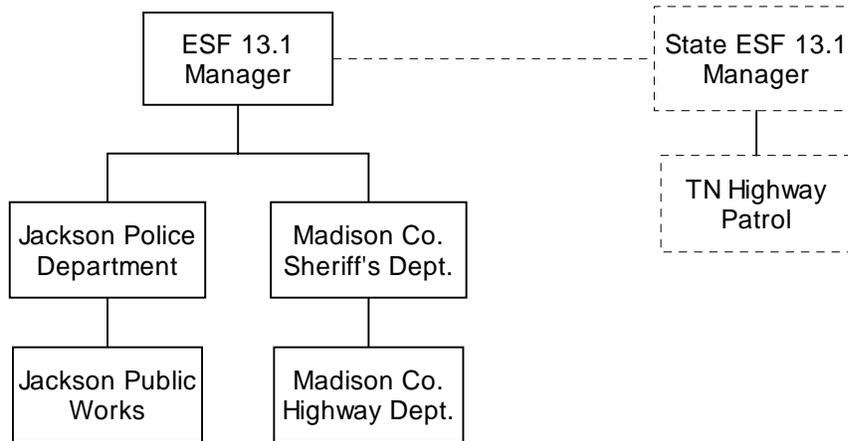
# APPENDICES

- Appendix 1 Traffic Control Organizational Chart
- Appendix 2 Security/Crime Control Organizational Chart
- Appendix 3 Institutions/Jails Organizational Chart
- Appendix 4 Evacuation/Movement Organizational Chart
- Appendix 5 Location of Jackson Police Department/Madison County Sheriff's Department
- Appendix 6 Location of Jails, Prisons, Institutions, etc.



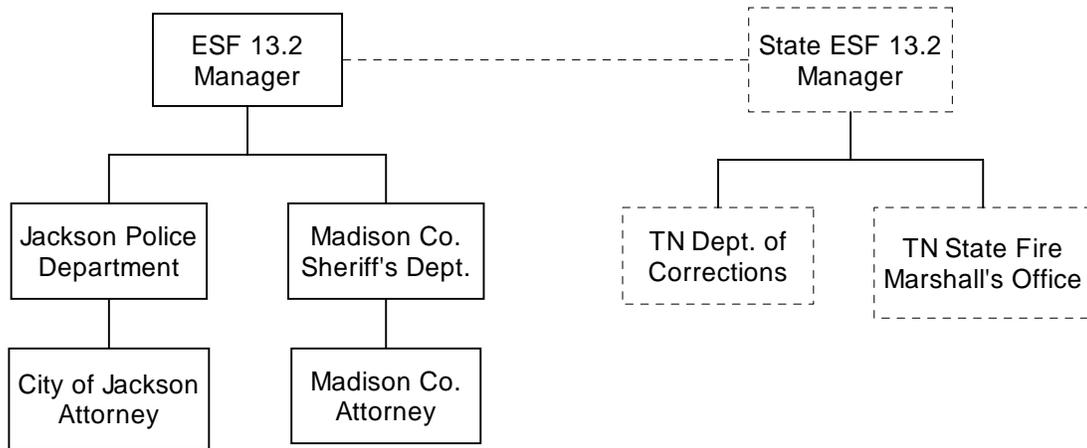
# TRAFFIC CONTROL

## Organizational Chart



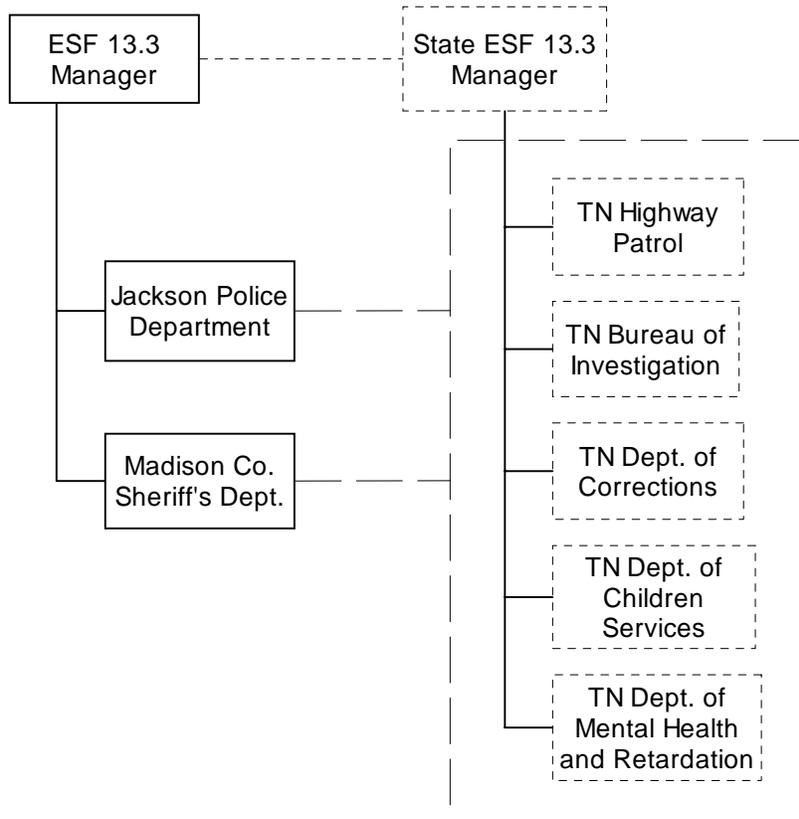
# SECURITY/CRIME CONTROL

## Organizational Chart



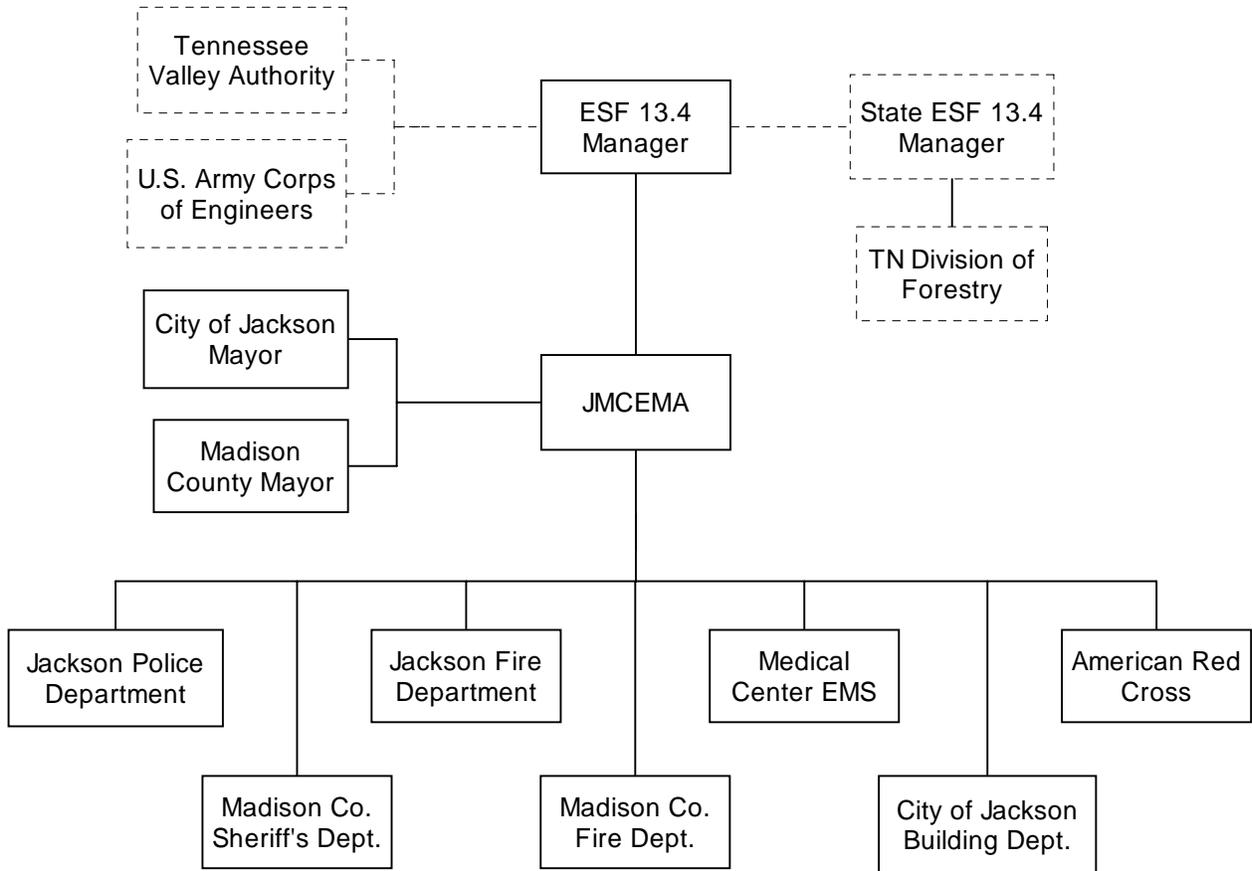
# INSTITUTIONS/JAILS

## Organizational Chart

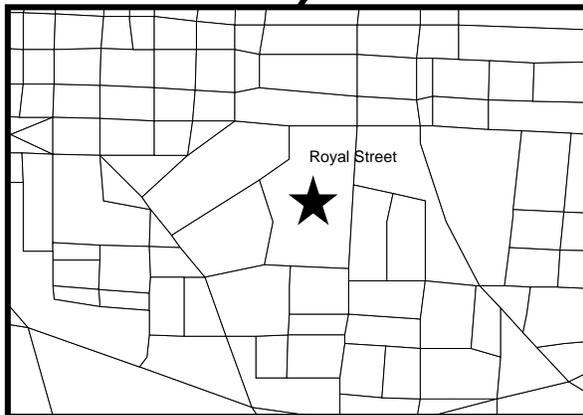
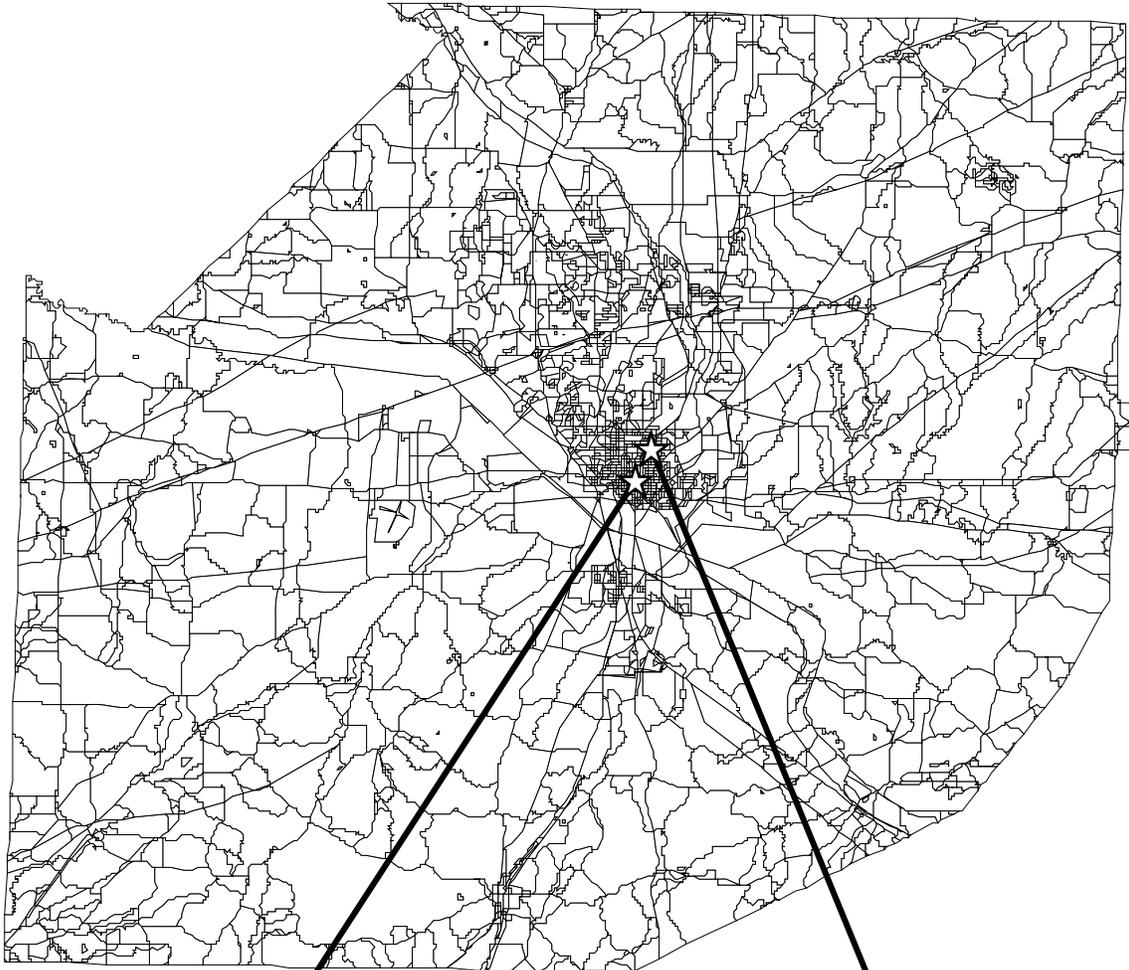


# EVACUATION/MOVEMENT

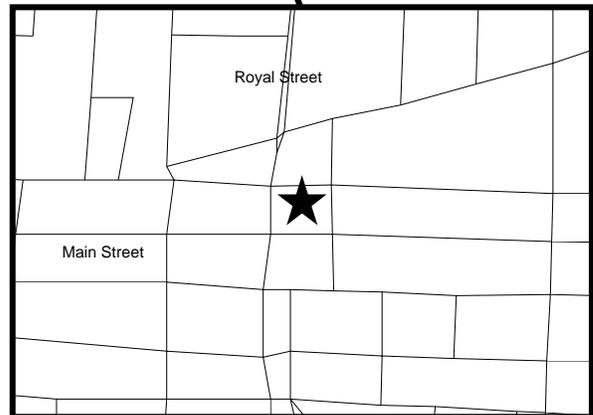
## Organizational Chart



# LOCATION OF POLICE DEPARTMENT AND SHERIFF'S DEPARTMENT

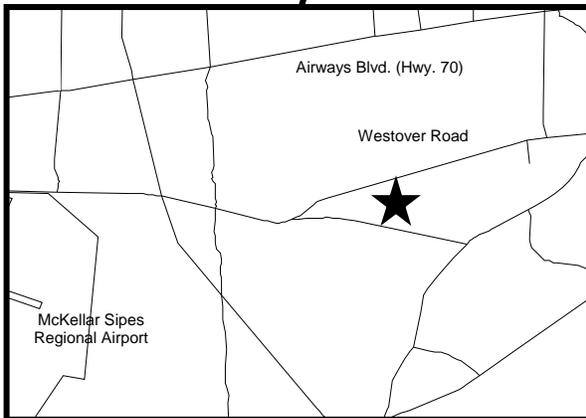
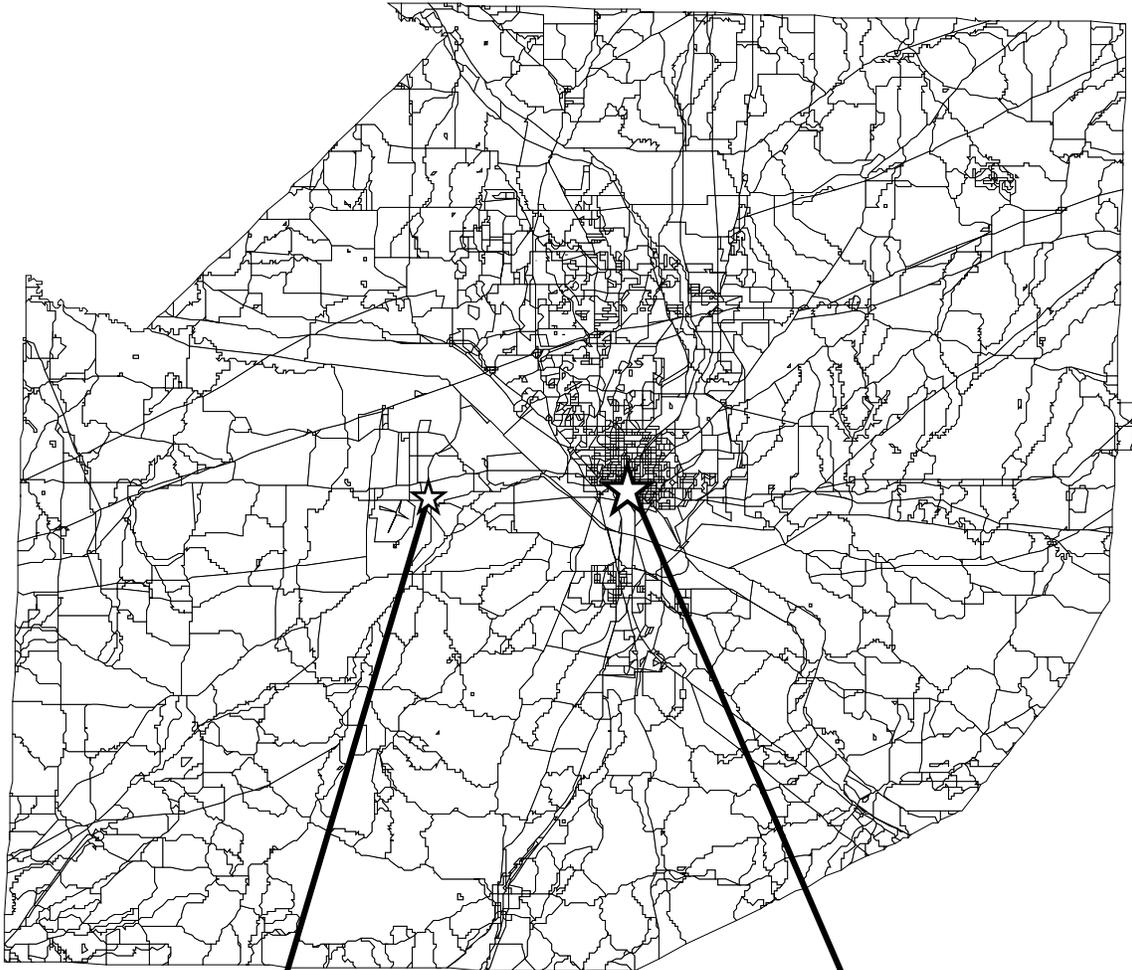


Jackson Police Department  
234 Institute Drive

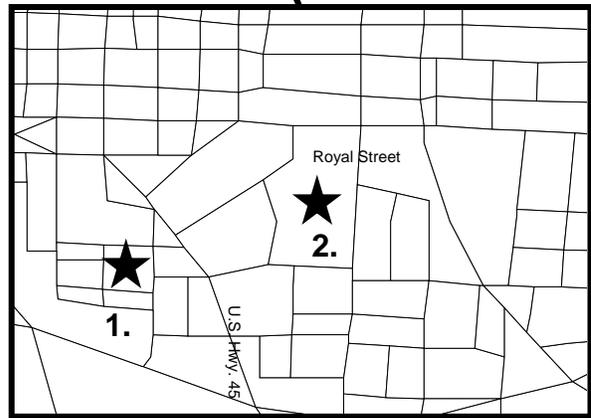


Madison Co. Sheriff's Dept.  
546 E. College St.

# LOCATION OF JAILS, PRISONS, AND INSTITUTIONS



**Madison Co. Penal Farm**  
1524 Westover Rd.



**1. Mad. Co. Criminal Justice Complex**  
515 Liberty Street  
**2. Jackson City Jail (Police HQ)**  
234 Institute Drive

# ESF 14

## DONATIONS AND VOLUNTEERS

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## EMERGENCY SUPPORT FUNCTION 14

### DONATIONS AND VOLUNTEERS

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A - 3 Flow of Donated Goods in Major Disasters	ESF 14-16

## EMERGENCY SUPPORT FUNCTION 14.1

### DONATIONS AND VOLUNTEERS

# DONATIONS

**I. Lead Agency:** Jackson-Madison County Emergency Management Agency

**II. Support Agencies:** Jackson – Madison County Emergency Management Agency  
City of Jackson Department of Public Works  
Madison County Highway Department  
Jackson Area Chamber of Commerce  
City of Jackson Personnel Department  
Madison County Personnel Department  
Jackson Police Department  
Madison County Sheriff's Department  
City of Jackson Accounting Department  
Madison County Accounting Department  
American Red Cross

### III. Introduction

#### A. Purpose

1. The purpose of this annex is to establish a mechanism for the orderly handling of donated goods during disasters by persons/organizations outside the impact area.

#### B. Scope

1. This ESF pertains primarily to major disasters. Minor events generally generate few if any donations management problems.

### IV. Policies

A. The process for dealing with donated goods must be one that controls the flow of goods into the impacted area so that traffic routes and emergency personnel are not tied up dealing with unneeded items.

B. Planning strategies and procedures utilized in handling donated items in Tennessee will be in accord with the National Donations Management Strategy, used by FEMA and other states to process donated goods.

### V. Situation and Assumptions

#### A. Situation

1. In a disaster, especially a major one that receives widespread media coverage, persons and organizations outside the impacted area tend to send a wide variety of items into the disaster area, believing they might be of some help to the victims. These items range from single, monetary donations to multi-vehicle convoys loaded with everything imaginable.

2. The uncontrolled movement of such goods into areas affected by the disaster creates problems for emergency workers, who must spend time trying to locate places to store the items and mechanisms for distributing them to victims.

#### B. Planning Assumptions

1. The majority of emergencies within Jackson-Madison County will generate little, if any, significant influx of donated goods.
2. Widespread media coverage of major disasters in Jackson-Madison County will initiate all types of unsolicited relief actions by persons/organizations outside the impact area, including the collection of donated goods and the movement of those goods to affected areas.
3. Left unchecked, the flow of donated goods into major disaster areas will denigrate ongoing relief efforts in those areas.

### VI. Concept of Operations

#### A. General

1. During many smaller disasters (e.g., a localized tornado), a relatively minute amount of donated materials may find its way into the affected area(s). Generally, local relief organizations should be able to manage this flow. A major disaster, however, may pose a different challenge.
2. For regional disasters (e.g., snow emergencies), Jackson-Madison County, through the ESF-14 work group, will take primary responsibility for managing the influx of donations. The same would be the case in major or catastrophic disasters (e.g., an earthquake in West Tennessee); however, the state ESF 14 would assist Jackson-Madison County in dealing with the projected large flow of donated goods.
3. The ESF 14 workgroup will determine the need for the implementation of the Donated Goods Management Plan, which involves the following:
  - a. The issuance of press releases describing what is needed and what is not needed, as well as procedures for properly packaging, labeling, and transporting donated goods to Reception Centers. Additionally, the preference for cash donations as opposed to in-kind donations should be stressed.
  - b. The activation of the Donations Management Group (ESF 14) at the EOC and various other operating locations as dictated by the situation.
  - c. The establishment of a Donations Management Center outside the affected area, as well as staging areas for use in managing the deployment of needed goods.
  - d. The coordination of transportation requirements for incoming donations, including:
    - (1) The relaying of information to rest areas and weigh stations concerning routing information and the acceptance or rejection of certain types of donated goods.
    - (2) The placement of signs indicating routes to the reception center and/or staging areas.
    - (3) The passage of designated goods for direct delivery to affected areas.

- e. The coordination of ESF 14 activities with other ESFs, particularly ESF 7, Resource Management. ESF 7 should contact the ESF 14 workgroup to ascertain whether or not needed items are available through the donations system prior to making a commercial purchase of same. If needed goods exist in the donations system, ESF 7 will acquire the goods and arrange for their delivery as they would for any other state-acquired resource.
- f. Jackson Area Chamber of Commerce will prearrange the use of warehouse space in several communities across Jackson-Madison County for use as potential Donations Management Centers. The ESF 14 Manager is responsible for developing plans and procedures for operating these facilities, including the necessary manpower and logistical requirements associated with such operations (i.e., forklifts, security, safety, etc.). These personnel can be acquired through Jackson-Madison County personnel office or through the use of volunteers.

## B. Organization and Responsibilities

### 1. American Red Cross

- a. Coordinate development of donated goods management plans and policies with the Jackson – Madison Co. Emergency Management Agency.
- b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.

### 2. Jackson Area Chamber of Commerce

- a. Locate and secure warehouse space for donated goods and transportation resources for the movement of needed goods to affected areas.
- b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.

### 3. Madison County Personnel Department/City of Jackson Personnel Department

- a. Assign non-emergency personnel to assist with the management of donated items.
- b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.

### 4. City of Jackson Department of Public Works & Madison County Highway Department

- a. Provide transporters of incoming donated goods with routing information to warehouses or other suitable locations through the use of signage, maps, etc.
- b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.

### 5. Jackson Police Department/Madison County Sheriff's Department

- a. Provide routing information to incoming donated goods carriers.
- b. Provide security at donated goods warehouses and staging areas.

- c. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.
- 6. City of Jackson Accounting Department/Madison County Accounting Department
  - a. Manage cash donations received by Jackson-Madison County.
- 7. Jackson – Madison Co. Emergency Management Agency
  - a. Coordinate donation management planning among local offices and other agencies and the subsequent development of Jackson-Madison County donations management plan.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. American Red Cross**

- 1. Coordinate the development of a Jackson-Madison County plan for the management of donations. Coordinate plan development with the development of the state donations management plan.
- 2. Train personnel in establishment of donations management group during major disasters.
- 3. Coordinate with the Jackson-Madison County Personnel Department to set up personnel requirements for donations management sites.
- 4. Develop procedures for tasking Jackson Area Chamber of Commerce to secure warehouse space and transportation resources. Coordinate with the DGS.
- 5. Develop procedures and policies for disseminating information to the general public (through the PIO), and to the City of Jackson Department of Public Works, Madison County Highway Department, and the various law enforcement agencies regarding routing information, types of material needed, etc.
- 6. Develop procedures and policies for accepting special types of donations (such as cash, perishable materials, etc.).
- 7. Coordinate with TEMA the establishment of a standby 1-800 number for use by Donations Management personnel at activated sites.

### **B. Jackson Area Chamber of Commerce**

- 1. Develop procedures for securing warehouse space in various areas across Jackson-Madison County for use in handling donated goods. Take into account the possibility of the need for refrigeration, security, etc., and examine the possibility of prearranging site-use agreements.
- 2. Develop procedures and policies for securing transportation resources upon request from donations management group for the movement of goods from warehouses to staging areas or into the disaster area itself.

### **C. City of Jackson Personnel Department/Madison County Personnel Department**

1. Develop procedures and policies for assigning non-emergency personnel to provide logistical support to donations management warehouses, staging areas, distribution sites, etc.
- D. City of Jackson Department of Public Works & Madison County Highway Department
1. Develop procedures and policies for disseminating routing and other information to vehicles moving into Jackson-Madison County with donated goods.
  2. Develop procedures for erecting signs and other devices to facilitate traffic flow into areas where donated goods are being accepted.
- E. Jackson Police Department/Madison County Sheriff's Department
1. Develop procedures and policies for disseminating routing and other information to vehicles moving into Jackson-Madison County with donated goods.
- F. City of Jackson Accounting Department/Madison County Accounting Department
1. Develop policies and procedures for receiving and accounting for cash donated to the county during emergencies.
- G. Jackson – Madison Co. Emergency Management Agency
1. Coordinate Donations Plan development with ARC and other agencies.

### **VIII. Response and Recovery Actions**

- A. All Tasked Agencies
1. Send ESCs to EOC as requested by EMA.
  2. Attend briefings, coordinate activities with other participant organizations.
  3. Set up work area(s), report needs to the EMA Director, and initiate Response/Recovery activities as dictated by situation.
  4. Maintain logs of activities, messages, etc.
  5. Initiate internal notification/recall actions.
- B. American Red Cross
1. Implement Jackson-Madison County Donations Management Plan, if necessary.
  2. Task Jackson Area Chamber of Commerce to secure warehouse space at sites near disaster area. Arrange for security of site (through ESF 13), traffic control, etc.
  3. Task TEMA to activate the 1-800 number for use in managing donated goods flow (if necessary).
  4. Develop information for public distribution (through PIO) describing items needed where to send them, etc. Relay to PIO, City of Jackson Department of Public Works, and the various law enforcement agencies.

5. As goods arrive, provide periodic listings for distribution to ESF Managers and Jackson Area Chamber of Commerce so they will know what is available through the system.
  6. As needs arise, request transportation resources from Jackson Area Chamber of Commerce to facilitate the movement of needed items to staging areas or into the disaster area.
  7. Respond to inquiries from other ESFs regarding availability of certain items.
  8. Periodically update public information concerning needed items, etc.
  9. Coordinate activities with the state ESF 14 workgroup if necessary.
  10. Implement procedures for disposing of unneeded or unusable items.
- C. Jackson Area Chamber of Commerce
1. Secure and arrange for the long-term use of warehouse space (at locations to be specified by ESF 14 Manager) for the management of donated goods.
  2. Arrange for transportation of donated goods as per the request of the ESF 14 Manager.
- D. City of Jackson Personnel Department/Madison County Personnel Department
1. Assign non-emergency personnel to assist with the management of donated goods upon request from the ESF 14 Manager.
- E. City of Jackson Department of Public Works & Madison County Highway Department
1. Receive information from ESF 14 Manager concerning routing of donated goods to warehouses for processing, and provide this information to carriers of donated goods.
- F. Jackson Police Department/Madison County Sheriff's Department
1. Receive information from ESF 14 Manager concerning routing of donated goods to warehouses for processing, and provide this information to carriers of donated goods.
  2. Provide security and traffic control around donations management facilities.
- G. City of Jackson Accounting Department/Madison County Accounting Department
1. Implement cash management policies/procedures to insure accountability for all cash donations received by Jackson-Madison County during the disaster.
- H. Jackson – Madison Co. Emergency Management Agency
1. Coordinate donations management program with the American Red Cross as required by situation.

## **IX. Training**

- A. FEMA will develop a course for people who have management responsibilities in donations management activities following the finalization of a national donated goods management plan.

## EMERGENCY SUPPORT FUNCTION 14.2

### DONATIONS AND VOLUNTEERS

# VOLUNTEERS

- I. Lead Agency:** Madison County Department of Personnel  
City of Jackson Department of Personnel
- II. Support Agencies:** Jackson – Madison Co. Emergency Management Agency

### III. Introduction

#### A. Purpose

1. This purpose of this subfunction is to provide a mechanism for coordinating the deployment of personnel/organizations offering services on a voluntary basis to areas of Jackson-Madison County affected by disasters.

#### B. Scope

1. This ESF provides management for volunteer groups from the public and private sectors, and from in-county and out-of-county sources.
2. Volunteer services include the following:
  - a. Specialized rescue units,
  - b. Utility service and public works crews,
  - c. Physicians, nurses, EMS and other medical personnel,
  - d. The Tennessee Funeral Director's Association and similar organizations from other areas of the state (and other states),
  - e. Veterinary medical groups,
  - f. Fire service and law enforcement personnel,
  - g. Emergency management and other emergency services personnel,
  - h. Members and organizations representing the clergy,
  - i. Motor carriers, Federal Express, and other delivery services,
  - j. Caterers and other food preparation/processing services,
  - k. Organizations representing every conceivable trade group,
  - l. Crisis counseling service providers,
  - m. Semi-public volunteer relief services (VOAD, Seventh-Day Adventists, etc.)

- n. Semi- and non-skilled persons simply wishing to volunteer their services in any manner possible.
- 3. These provisions of ESF 14 do not apply to:
  - a. Communications equipment/service providers. These will be handled directly by ESF 2.
  - b. Volunteers associated with the ARC or Salvation Army.
  - c. Volunteers associated with public service agencies in the state of Tennessee; these will be channeled through TEMA Regional Offices in unaffected sections of the state.
  - d. Persons associated with any federal response mechanism (i.e., NDMS, US&R, etc.).

#### **IV. Policies**

- A. While the volunteering of services by professional and lay groups is an American tradition, the flow of such groups into disaster areas must be controlled to prevent unnecessary duplication of effort as well as the bottlenecking of transportation and communications resources.

#### **V. Situation and Assumptions**

##### **A. Situation**

- 1. In a disaster, especially a major one that receives widespread media coverage, persons and organizations outside the impacted area tend to volunteer a variety of services they believe might be of help to the victims. These services include everything from religious ministry to assistance with the preparation of food.
- 2. The uncontrolled movement of volunteer personnel into areas impacted by the disaster creates problems for emergency workers, who must allocate time to coordinate the services of these people and locate shelter and feeding capabilities for them.

##### **B. Planning Assumptions**

- 1. Madison County/City of Jackson and relief agencies will be able to adequately handle any volunteer service offers received in lesser emergencies.
- 2. Widespread media coverage of major disasters in Jackson-Madison County will initiate a wide variety of unsolicited relief actions by persons/organizations outside the impact area, including the deployment of volunteer workers and their equipment into areas impacted by the disaster.
- 3. Left unchecked, the flow of volunteer services into major disaster areas will denigrate ongoing relief efforts in those areas.

## **VI. Concept of Operations**

### **A. General**

1. In smaller disasters (i.e., tornadoes, small floods, etc.) small groups of volunteers (usually private citizens) will often provide assistance to victims in affected areas. In major or catastrophic events, however, the national media attention will lead many individuals and groups (organized and unorganized) to volunteer their services.
2. In many cases, the volunteer groups provide services that are either in short supply or unavailable in the affected areas and may therefore be of use. The ESF 14 coordinating group will collect information about these groups/individuals and pass the information along to the appropriate ESF for consideration.

### **B. Organization and Responsibilities**

1. City of Jackson Department of Personnel/Madison County Department of Personnel
  - a. Develop a plan for handling the influx of volunteers offering their services in time of disaster.
  - b. Provide job classification assistance to other agencies participating in ESF 14.
  - c. Secure hotel/motel accommodations for volunteers asked to deploy resources in Jackson-Madison County during emergencies.
  - d. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.
2. Jackson – Madison Co. Emergency Management Agency
  - a. Coordinate development of volunteer services management plans and policies, In addition, coordinate with the development of Jackson-Madison County volunteer plan.
  - b. Complete the requirements listed in the Mitigation/Preparedness section, and be prepared to implement the requirements of the Response/Recovery section.

## **VII. Mitigation and Preparedness Activities**

### **A. City of Jackson Department of Personnel/Madison County Department of Personnel**

1. Develop volunteer management plan for Jackson-Madison County. Include provisions for referring needed services to appropriate ESF for consideration. Coordinate planning with other participant organizations.
2. Develop procedures for coordinating assignment of non-emergency personnel with the deployment of volunteer groups to prevent duplication of services.
3. Develop procedures for assisting other agencies with job descriptions and personnel management policies related to the deployment of volunteer groups/persons.
4. Develop policies and procedures for securing temporary housing accommodations for members of volunteer groups tasked to provide services in Jackson-Madison County.

B. Jackson – Madison County Emergency Management Agency

1. Assign EMA personnel to coordinate the development of a Jackson-Madison County volunteer service management plan.

**VIII. Response and Recovery Actions**

A. All Tasked Agencies

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate Response/Recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions.

B. City of Jackson Personnel Department/Madison County Personnel Department

1. Activate Jackson-Madison County volunteer management plan.
2. Provide information to the media (through the PIO) concerning the proper method(s) of offering services to disaster victims in Jackson-Madison County.
3. Implement procedures to track offers and their status.
4. Provide other ESFs with periodic updates concerning offers received. When ESF requests services offered by volunteers, implement procedures to arrange for the deployment of personnel to areas where need exists.
5. When group/individual arrives, locate and arrange for suitable, temporary housing of deployed volunteer workers in areas near and within affected area.
6. Provide technical support to ESF 14 Manager concerning personnel management practices if required.
7. Provide information to ESF 14 Manager concerning tasks being handled by city and county non-emergency workers.

C. Jackson – Madison County Emergency Management Agency

1. Coordinate the use of volunteer services during emergencies throughout Jackson-Madison County.

**IX. Training**

- A. A training program for this ESF will be developed by TEMA following the development of the state volunteer management plan.

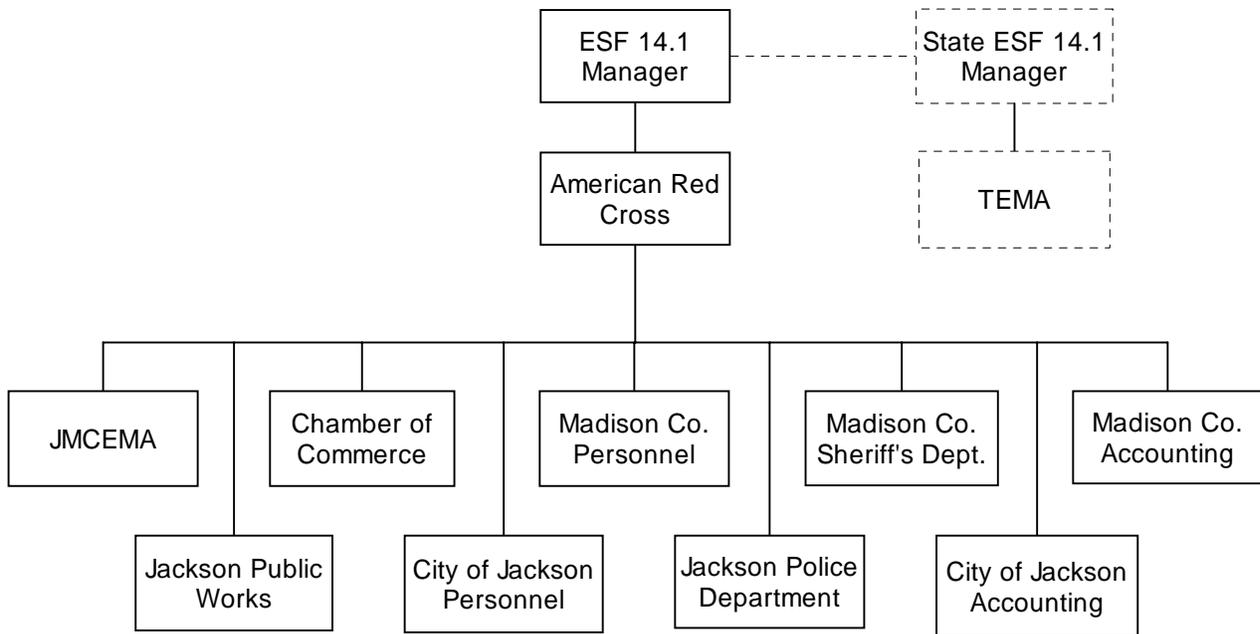
**EMERGENCY SUPPORT FUNCTION 14**

**APPENDICES**

Appendix 1	Donations Organizational Chart
Appendix 2	Volunteers Organizational Chart
Appendix 3	Flow of Donated Goods in Major Disasters

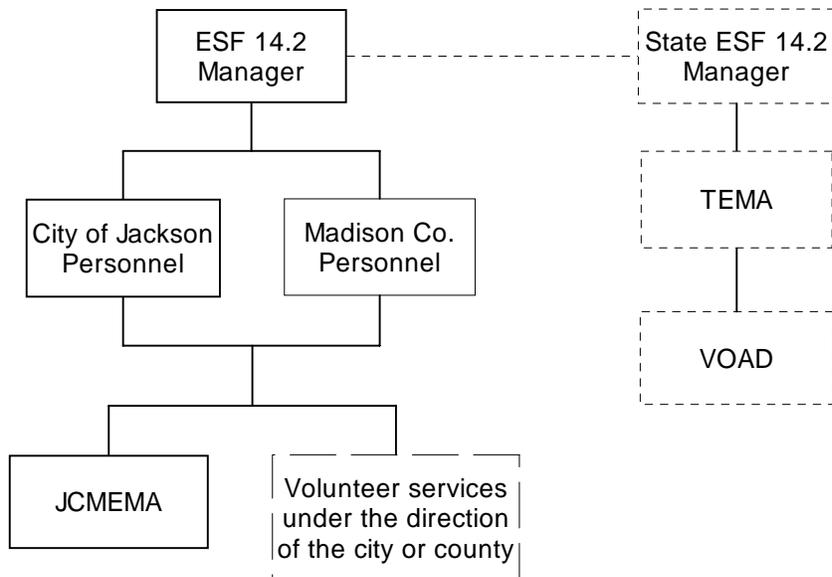
# DONATIONS MANAGEMENT

## Organizational Chart

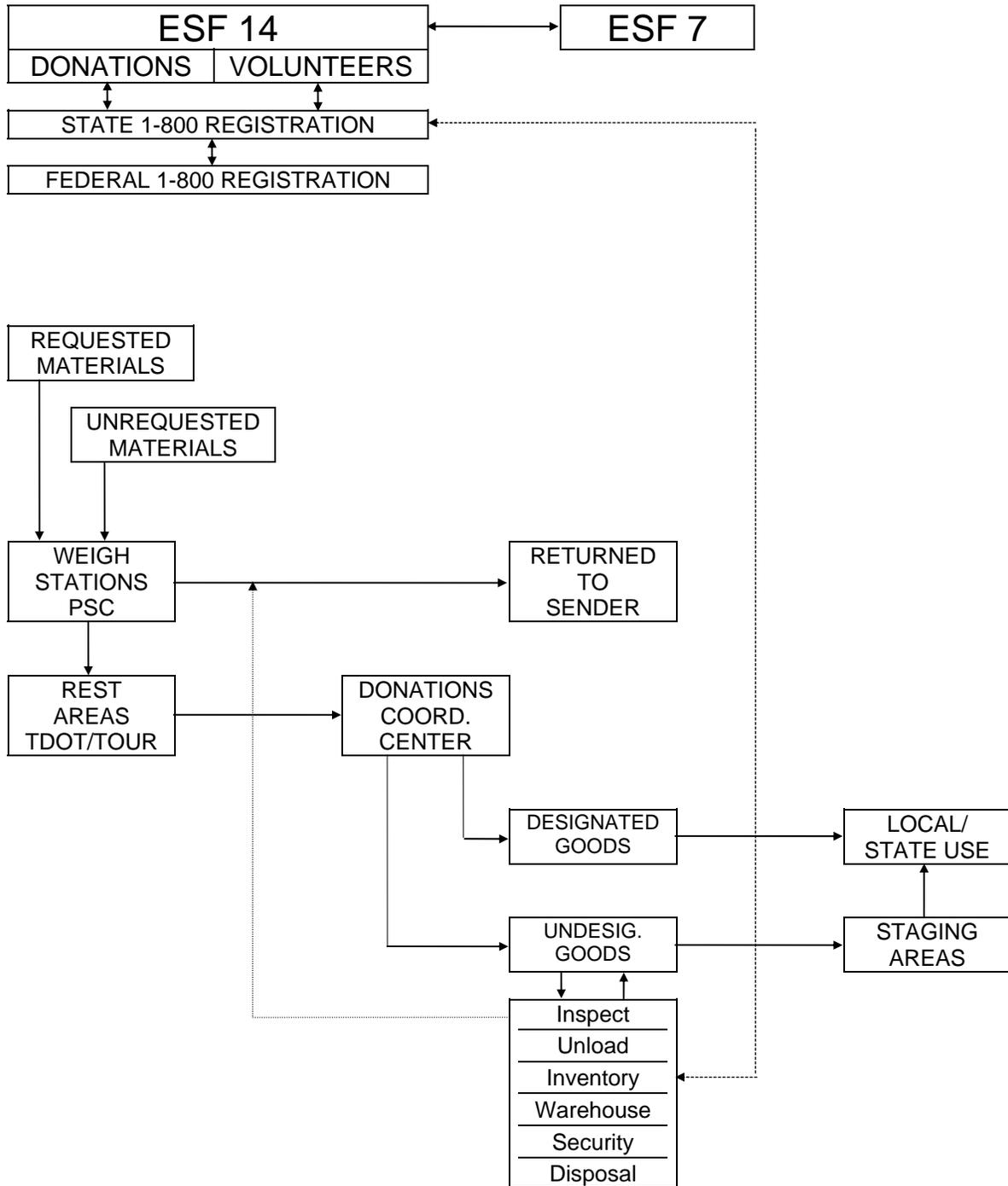


# VOLUNTEER MANAGEMENT

## Organizational Chart



# FLOW OF DONATED GOODS IN MAJOR DISASTERS



# ESF 15

## RECOVERY

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## EMERGENCY SUPPORT FUNCTION 15

### RECOVERY

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## EMERGENCY SUPPORT FUNCTION 15.1

### RECOVERY

# ASSISTANCE PROGRAMS

**I. Lead Agency:** Jackson – Madison Co. Emergency Management Agency

**II. Support Agencies:** Madison County Mayor  
City of Jackson Mayor  
City of Jackson Department of Public Works  
Madison County Highway Department  
City of Jackson Accounting Department  
Madison County Accounting Department  
Jackson – Madison Co. Board of Education  
Jackson Utility Division  
Southwest Electric Membership Cooperative  
American Red Cross

### III. Introduction

#### A. Purpose

1. The purpose of this ESF is to provide for the delivery of local, state, and federal recovery assistance to victims in areas of the state affected by a disaster.

#### B. Scope

1. This ESF provides the following functions:
  - a. Location and establishment of Disaster Assistance Centers (DACs).
  - b. The co-location of all local agencies with roles in delivering disaster assistance or assisting victims with disaster assistance problems at a single site jointly with state relief agencies,
  - c. The provision of assistance to state and local agencies for compiling damage and expense reports for submission to FEMA for reimbursement under the public assistance provisions of PL 93-288,
  - d. The declaration of a state of emergency by the Chief Elected Official, and subsequent requests by the Governor to the President of the United States for a Major Disaster declaration as defined by PL 93-288, and
  - e. The assessment of long-term economic impact of the disaster on the economy of the disaster area(s), and the subsequent development of plans for the restoration of the economic infrastructure therein.

#### **IV. Policies**

- A. Madison County (or City of Jackson), acting through the Jackson – Madison Co. Emergency Management Agency (under the authority of the Madison County Mayor or City of Jackson Mayor), will do everything in its power to insure rapid delivery of disaster assistance programs to the victims in impacted areas.

#### **V. Situation and Assumptions**

##### **A. Situation**

1. Many disasters have the potential to create extensive damage, both in terms of physical structures and bodily injuries and in terms of the economic impact on the affected area.
2. Jackson-Madison County must follow specific guidelines for requesting state and/or federal assistance in the aftermath of a major disaster. These guidelines are spelled out in PL 93-288 and various state and federal administrative regulations.
3. State and federal assistance programs are available to assist individual victims, businesses, and local governments in dealing with the financial ramifications associated with major disasters.
4. Several programs are available through local organizations to assist individuals in meeting needs imposed upon them by a disaster.

#### **VI. Concept of Operations**

##### **A. General**

1. Following a disaster, many victims will require assistance in addition to or in lieu of the assistance provided by their insurance carriers. The federal and state governments and, to a lesser extent, local government, have a variety of assistance programs to assist individual victims of the disaster. At the local level, these programs involve several private, non-profit organizations and other various public and private entities that responded to or suffered from the disaster.
2. The EMA, through and because of its preliminary damage assessment activities, determines whether a particular event warrants a local state of emergency declaration or the declaration of an emergency by the Governor of the state. This information is passed to the Governor, who in turn may submit a request through the TEMA regional office to the President for a declaration of a major disaster. The Governor must certify that the event is beyond the control (i.e., the resources needed to respond properly exceed the capabilities of the local and state governments to respond) of the state and the state is asking for federal assistance. That assistance must be spelled out.
3. TEMA will deploy a representative from the regional office to assist the local government in assessing the damage to the community and its citizens. If the situation warrants, TEMA will certify to the Governor that the situation warrants the declaration of an emergency and, if the situation is of sufficient magnitude, possibly the seeking of a major disaster declaration by the President of the United States. Given a Presidential disaster declaration, the Federal Emergency Management Agency will move in to a community and establish Disaster Assistance Centers (DACs) as outlined in Appendix 2.

4. The local jurisdiction or TEMA will designate locations for the establishment of Disaster Assistance Centers (DACs). The DAC provides a central location where disaster victims can obtain assistance in dealing with the effects of the disaster as it pertains to their particular situation. The DAC provides a single location for all state, federal, and private sector relief agencies to provide information and assistance to victims. DACs are strategically located throughout the affected area to insure that all victims can be reached. The DAC will remain active for as long as necessary following a disaster (as determined by the FCO and SCO).

## B. Organization and Responsibilities

1. Jackson – Madison Co. Emergency Management Agency
  - a. Coordinate damage assessment activities according to subfunction 3 of ESF 5.
  - b. Provide damage assessment assistance regarding government-owned buildings, facilities, real estate, and other assets.
  - c. Compile damage assessment information and provide recommendations to the Madison County Mayor and City of Jackson Mayor concerning requests for state and/or federal assistance.
  - d. Establish Disaster Assistance Centers (DACs) in areas affected by disaster in cooperation with local jurisdictions.
  - e. Arrange for use of buildings, facilities, equipment, and supplies for DACs, Disaster Field Offices (DFOs), and other needed sites during disaster recovery operations.
2. Madison County Mayor/City of Jackson Mayor
  - a. Submit request to the Governor for the declaration of an emergency, as defined by Tennessee state law.
3. City of Jackson Department of Public Works & Madison County Highway Department
  - a. Provide damage assessment for local highways and bridges.
4. City of Jackson Accounting Department/Madison County Accounting Department
  - a. Provide figures concerning overtime and other personnel costs associated with the response to emergencies in Madison County/City of Jackson.
4. Jackson – Madison Co. Board of Education
  - a. Provide damage assessment for local educational facilities.
5. Jackson Utility Division/Southwest Electric Membership Cooperative
  - a. Provide damage assessment with respect to local utility system infrastructure.
6. American Red Cross
  - a. Provide financial and other assistance to disaster victims as it relates to the provision of ARC assistance programs.

## **VII. Mitigation and Preparedness Activities**

### **A. All Tasked Agencies**

1. Develop plans and procedures for coordinating and providing respective disaster assistance activities (i.e., the administration of disaster assistance programs offered through the local government, providing assistance with local damage assessment activities, etc.).
2. Develop policies and procedures for compiling damage assessment information concerning agency-owned resources as well as for those facilities/situations for which the agency has an identified responsibility.
3. Develop procedures and policies concerning the assignment of personnel to DACs when requested by EMA.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Work with local officials to pre-identify potential sites for DACs.
2. Develop procedures and forms for damage assessment activities (See ESF 5).
3. Develop Local Hazard Mitigation Plans.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. Send ESCs to EOC as requested by EMA.
2. Attend briefings, coordinate activities with other participant organizations.
3. Set up work area(s), report needs to EOC Readiness Officer, and initiate response/recovery activities as dictated by situation.
4. Maintain logs of activities, messages, etc.
5. Initiate internal notification/recall actions as appropriate.
6. Perform the following actions upon notification that a Disaster Assistance Center is being activated:
  - a. Deploy personnel and equipment necessary to staff DAC as provided in respective agency plans.
  - b. Attend briefings held at DAC concerning disaster assistance activities necessary in affected areas, potential scope of activities, etc.
  - c. Advise DAC Manager of needs in terms of space, equipment, supplies, etc.
  - d. Provide disaster assistance programs through pre-established mechanisms, policies, etc.
  - e. Maintain records concerning disaster assistance offered to victims.
7. Deploy personnel and activate procedures for collecting and processing damage

assessment information as provided in Paragraphs VI.B.3 through VI.B.19 above.

8. Activate procedures for providing technical and regulatory assistance to state and local officials with respect to damage assessment, hazard mitigation, and response, recovery, and reconstruction activities as dictated by disaster situation.

B. Jackson – Madison Co. Emergency Management Agency

1. Compile damage assessment and intelligence information and submit to the Madison County Mayor, the City of Jackson Mayor, and the Governor's Office for declaration consideration.
2. Prepare necessary submission materials for the Madison County Mayor and City of Jackson Mayor to sign and forward to TEMA.
3. Activate Disaster Assistance Centers at appropriate sites.
4. Notify local relief agencies of DAC activation status, location, nature of disaster, etc., and task needed agencies to deploy appropriate personnel.
5. Assist state and local officials with damage assessment activities (See ESF 5).
6. Compile damage assessment reports, reports of expenditures, and all other paperwork necessary for submission of claims to FEMA for reimbursement and coordination of federal disaster assistance programs.
7. Task other ESFs and participant organizations to provide damage assessment assistance, disaster assistance programs, or other necessary activities.
8. Provide follow-up on all disaster assistance programs through closure.
9. Keep Madison County Mayor/City of Jackson Mayor advised of status of disaster relief actions and disaster assistance programs.

C. Madison County Mayor & City of Jackson Mayor

1. Receive briefings from EMA Director regarding scope of disaster, review preliminary damage assessment intelligence, and make decision regarding any declarations necessary with respect to the disaster.
2. Submit request to TEMA for disaster declaration.
3. Appoint Local Coordinating Officer to coordinate local response activities with the state and federal governments.

D. American Red Cross

1. Activate plans for provision of individual and family assistance programs.
2. Coordinate disaster assistance programs for individuals and families offered by the Salvation Army and all other non-governmental voluntary and charitable organizations through the DAC(s).

## **IX. Training**

- A. FEMA provides training in various aspects related to disaster recovery and assistance. These include courses in public assistance programs, hazard mitigation programs, and courses in the operations of Disaster Assistance Centers.
- B. TEMA provides a damage assessment course for state and local officials.
- C. All other training relative to this ESF is provided in-house by the agencies concerned.

## EMERGENCY SUPPORT FUNCTION 15.2

### RECOVERY

# RECOVERY AND RECONSTRUCTION

**I. Lead Agency:** Madison County Mayor  
City of Jackson Mayor

**II. Support Agencies:** Jackson – Madison Co. Emergency Management Agency  
City of Jackson Accounting Department  
Madison County Accounting Department  
City of Jackson Planning Department  
Madison County Planning Department  
Jackson Area Chamber of Commerce

### III. Introduction

#### A. Purpose

1. The purpose of this subfunction is to assist the community with the development of long-range recovery and redevelopment plans following a disaster.

#### B. Scope

1. This subfunction is responsible for assessing the long-term economic effects on the community as a result of a disaster and the rendering of assistance to the local community with the development of plans to address those effects.

### IV. Policies

- A. Each and every community within Jackson-Madison County is a valuable part of the region's overall economy. As such, it is the policy of Madison that every effort be made to assist any community with the recovery from the effects of any disaster.

### V. Situation and Assumptions

#### A. Situation

1. The term "disaster" is flexible in that what constitutes a disaster may vary from one location to the next.
2. In many communities across Jackson-Madison County a small tornado can create a situation whereby the local economy may be significantly damaged so as to preclude any possibility of economic recovery without assistance from outside sources. Additionally, even large urban communities will have trouble dealing with the potential economic effects of a major disaster.
3. The state has several agencies that have expertise in locating grants and low-interest loans. Additionally, several agencies have the ability and/or expertise to assist local communities with the development of budgetary strategies that can alleviate some of the negative consequences of many disasters.

## B. Assumptions

1. There will continue to be small disasters that, even though the requirements to obtain a presidential disaster declaration have not been met, will create an economic hardship on the local communities affected.
2. Grants and low interest loans will be available to assist local communities with recovery and reconstruction issues following disasters in Jackson-Madison County.

## VI. Concept of Operations

### A. General

1. In the aftermath of a disaster affecting a community within Jackson-Madison County, the Madison County Mayor and City of Jackson Mayor are responsible for making a determination as to how that event will affect the economy of the involved communities.
2. At the request of the mayor(s), a local task force will provide a liaison team to the affected community(ies) to sit down with and develop a study of the affected area to determine to what extent the disaster will negatively impact the area. The local task force will identify the specific needs of the communities and attempt to develop methods and mechanisms for addressing these needs. The state task force will work with the local task force to secure the assistance identified in a joint plan.
3. The joint task force will appoint a coordinating officer from the local and state task forces to oversee the implementation of the recovery plan. Unresolved issues will be handled by the state task force group.
4. The state task force may secure assistance from any number of state or federal sources, including Community Block Development Grants (CBDG), economic development grants/loans, and any other source at their disposal.
5. The state task force will also assist the local task force in developing plans for reconstructing areas damaged by the disaster, taking into account prudent mitigation measures as identified by the State Mitigation Officer.

### B. Organization and Responsibilities

1. Madison County Mayor & City of Jackson Mayor
  - a. Responsible for providing leadership and political support in implementing the recommendations and policies of the local task force.
  - b. Responsible for administering the CBDG program and other grant/loan programs under its purview.
2. Jackson – Madison Co. Emergency Management Agency
  - a. Responsible for coordinating the development of the local task force and providing assistance to the group in developing operating procedures and other implementation guidance.

3. City of Jackson Planning Department/Madison County Planning Department
  - a. Responsible for providing assistance to local communities with redevelopment issues.
  - b. Responsible for implementing the floodplain management policies associated with the National Flood Insurance Program at the local level.
4. City of Jackson Accounting Department/Madison County Accounting Department
  - a. Responsible for providing assistance to City of Jackson/Madison County communities concerning the management of debt and the issuance of bonds related to disaster recovery and reconstruction problems.
5. Jackson Area Chamber of Commerce
  - a. Responsible for providing developmental assistance to local businesses and industries with redevelopment strategies and assisting them with securing potential funding mechanisms.

## **VII. Mitigation and Preparedness Activities**

### **A. All Tasked Agencies**

1. Provide liaison to the Jackson – Madison County Recovery and Reconstruction Task Force and attend meetings as appropriate.
2. Collectively work towards the development of a strategy for dealing with the potential effects of disasters upon the local community.
3. Identify agencies/organizations in the private and public sector that could provide technical or financial assistance to the task force and/or affected local communities.
4. Develop policies and procedures for responding to the requests from local communities/organizations to provide assistance.

### **B. Jackson – Madison Co. Emergency Management Agency**

1. Coordinate the development and implementation of the Jackson – Madison County Recovery and Reconstruction Task Force.
2. Develop a Local Hazard Mitigation Plan that addresses critical mitigation issues identified for the community.

### **C. City of Jackson Planning Department/Madison Co. Planning Department**

1. Implement the requirements of the National Flood Insurance Program.

## **VIII. Response and Recovery Actions**

### **A. All Tasked Agencies**

1. When requested by EMA (usually as a response to a disaster), report to pre-identified meeting location to discuss situation as it relates to requests from local communities and/or EMA to provide assistance to local communities affected by disaster.

2. Respond to requests from EMA or local officials/task forces to provide assistance with recovery and reconstruction issues.
3. Develop and implement plans for addressing pertinent issues associated with recovery/reconstruction issues facing affected communities.
4. Prepare a report detailing the effects of the disaster upon the local community, actions being undertaken or implemented, expected or projected outcomes associated with those actions, and a summary of the potential long-term prospects for recovery for each community affected by the disaster.
5. Arrange for appearances before the state committee as necessary to address issues identified as critical at the local level.

B. Jackson – Madison Co. Emergency Management Agency

1. Revise Local Hazard Mitigation Plan to include any issues identified as a result of latest disaster.
2. Provide assistance to local task force concerning the effects of the disaster on the local community (as appropriate).

**IX. Training**

- A. FEMA provides a Hazard Mitigation Course that should be taken by representatives of all agencies assigned to the local task force.

**EMERGENCY SUPPORT FUNCTION 15**

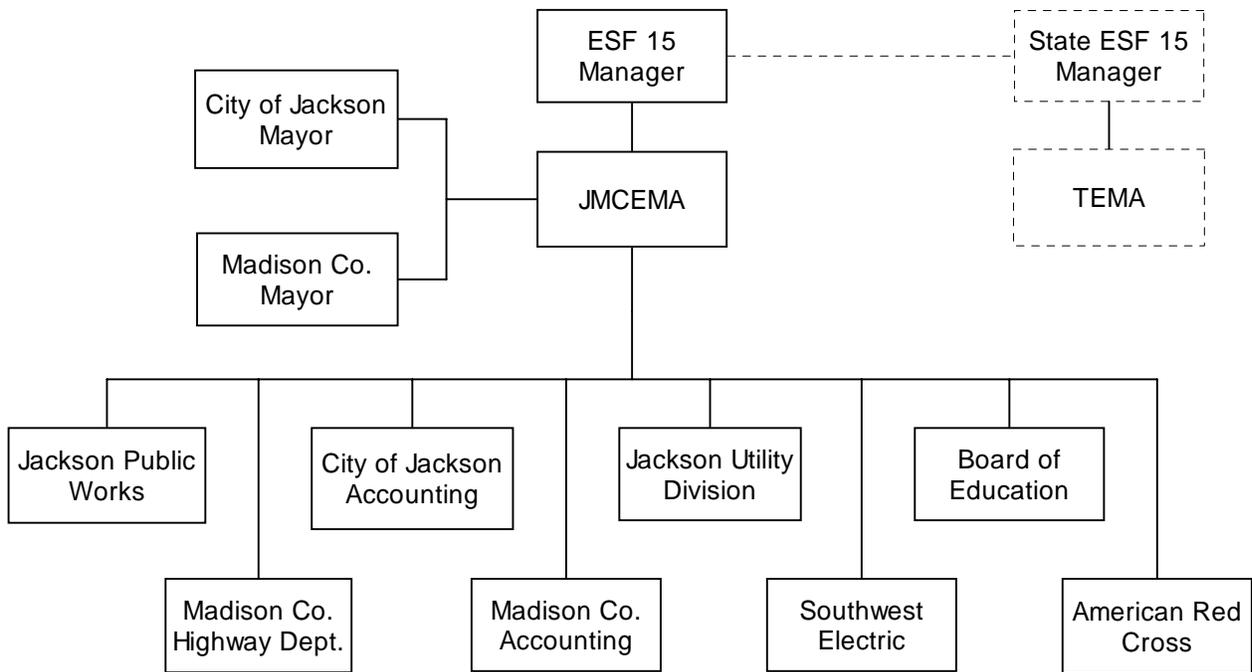
**APPENDICES**

Appendix 1 Recovery Organizational Chart

Appendix 2 Disaster Assistance Centers

# RECOVERY

## Organizational Chart





## DISASTER ASSISTANCE CENTERS

### I. Purpose

The purpose of the Disaster Assistance Center (DAC) is to provide individual disaster victims access to disaster assistance as quickly and conveniently as possible at a central location.

### II. Situation

In the event of a major disaster declaration, the provisions of PL 93-288, as amended by PL 100-707, become effective and authorize the establishment of DACs to provide information to disaster victims and receive applications for assistance. A DAC will house all federal, state, local, and private sector agencies tasked to provide recovery assistance to local victims in one central location.

### III. Concept of Operations

- A. After a major disaster declaration has been requested by the Governor and declared by the President, FEMA is responsible for administering and coordinating federal disaster assistance programs in the affected area(s). Federal assistance is designed to supplement the efforts of state and local governments.
- B. In order to provide numerous types of assistance quickly and conveniently to disaster victims, FEMA establishes DACs in several locations throughout the affected area(s). The magnitude of the disaster and the number of victims will determine the number of centers to be established.
- C. TEMA and the local EMA Director will pre-identify potential DAC sites for use during emergencies affecting Jackson-Madison County, taking into account population densities and the specific hazards that might affect the jurisdiction.

### IV. Organization and Responsibilities

#### A. Federal

1. The Federal Coordinating Officer (FCO) is responsible for the coordination of all federal disaster assistance efforts in the affected areas. The FCO works closely with the State Coordinating Officer (SCO) to ensure effective implementation of assistance programs. The FCO and his staff are usually located in the DFO established to serve as the central management point for all federal disaster operations in the affected area(s).
2. The Individual Assistance Officer (IAO) is the principal officer on the FCO's staff directly responsible to the FCO for all matters pertaining to individual assistance programs, including the establishment, location, and operation of the DACs and mobile teams.
3. The Public Assistance Officer (PAO) is the principal officer on the FCO's staff responsible to the FCO for all matters pertaining to the administration of public assistance to the state and local government and non-profit organizations in the area(s) affected by the disaster.

4. The DAC Manager represents FEMA in the operation of the DAC; he is appointed by, and works under the supervision of the IAO.
5. DAC agency representatives may include federal personnel from the following:
  - a. Department of Housing and Urban Development
    - (1) Temporary housing assistance
    - (2) Mortgage and rental assistance
  - b. Small Business Administration
    - (1) Disaster loans for the rebuilding, repair, or refinancing of damaged real and personal property not fully covered by private insurance.
  - c. Agricultural Stabilization and Conservation Service (ASCS)
    - (1) Financial assistance to farmers who perform emergency conservation measures on farmlands damaged by a natural disaster.
  - d. Internal Revenue Service
    - (1) Tax assistance in computing tax credits based on disaster losses.
  - e. Department of Veteran's Affairs
    - (1) VA assistance, including VA death benefits, pensions, insurance settlements, and adjustments to VA-insured home mortgages.
  - f. Social Security Administration
    - (1) Social Security assistance for recipients in expediting delivery of checks delayed by the disaster, and assistance in applying for disability, death, and survivor benefits.

B. State

1. The State Coordinating Officer (SCO) works closely with the FCO to ensure effective implementation of disaster assistance programs.
2. Individual Assistance Officer (IAO) is the principal staff officer for the SCO for all matters pertaining to individual assistance, including the establishment, location, and operation of the DACs.
3. The DAC Assistance Manager is appointed by the IAO to assist the federal DAC Manager with the state components of the operation.
4. The following state agencies may have representatives at the DAC:
  - a. Department of Human Services
    - (1) Distribution of food coupons (USDA programs) to eligible victims

- (2) Administration of the Individual and Family Grant (IF&G) program to meet necessary needs and expenses of individuals and families adversely affected by the disaster.
    - b. Department of Employment Security
      - (1) Disaster unemployment assistance and job placement assistance for those who lost jobs due to the disaster.
    - c. Department of Mental Health and Mental Retardation
      - (1) Referrals to appropriate mental health agencies to relieve mental health problems related to the disaster.
    - d. Young Lawyer's Conference, Tennessee Bar Association
      - (1) Legal services to low income individuals who are otherwise unable to secure such services.
    - e. Department of Commerce & Insurance
      - (1) Division of Insurance
        - (a) Insurance claims counseling to disaster victims requiring such assistance
      - (2) Division of Consumer Affairs
        - (a) Assistance to disaster victims with problems associated with unfair consumer practices.
  - 5. The Department of Employment Security will provide trained staff members to serve as receptionists, registrars, and exit interviewers at the DAC.
  - 6. TEMA will arrange for and coordinate, as required, DAC facility space and/or equipment in the event that support requirements exceed local government capabilities.
- C. Madison County/City of Jackson
- Madison County/City of Jackson is responsible for pre-identifying facilities to serve as potential DACs, and providing tables, chairs, etc., for DAC operations, as well as support personnel and local government liaison personnel to assist with DAC operations.
- D. Private Relief Agencies
- 1. American Red Cross
    - The ARC provides representatives in the DAC to assist victims and will refer victims to an ARC service center or other appropriate facility as dictated by the situation.

## **VI. Selection of DAC Sites**

Local government is responsible for the selection of potential DAC sites, subject to the approval of the FCO and SCO. EMA will assist state government in this task if requested. Potential sites should include a large open floor space on a ground floor, should include rest rooms, utilities, and sizable parking facilities, and should be handicapped accessible. FEMA will provide signs for the DAC.

## **VI. Procedures**

- A. When a disaster victim reports to the DAC, he/she will be greeted by a receptionist, who will provide him/her with a registration form and insure that the form is understood by the victim.
- B. The victim is then directed to a registrar where he is interviewed using the form he/she has been given. Once the registrar determines the victim's problems and needs, he/she will be directed to the appropriate assistance provider(s).
- C. Once the victim has completed the circuit through the agencies, he/she will receive an exit interview to insure that he/she has seen the proper agencies, that he/she is satisfied with the assistance being offered, and that he/she understands the next steps to take.

# ESF 16

## **ANIMAL HOUSING and CARE SERVICES DURING EMERGENCIES and DISASTERS**

Subfunction	Page
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Subfunction 4: Management of Aquatic Species in Emergencies and Disasters	16-19

# Emergency Support Function 16

## ANIMAL HOUSING and CARE SERVICES DURING EMERGENCIES and DISASTERS

### I. Lead Agency:

Jackson-Madison County Emergency Management Agency

### II. Support Agencies:

Animal Control Association of Tennessee (ACAT)  
Tennessee Humane Association (THA)  
Livestock Associations - Beef, Dairy, Poultry, Swine  
Tennessee Emergency Management Agency (TEMA)  
Tennessee Horse Industry Council (THIC)  
Tennessee Department of Environment and Conservation  
Tennessee Farm Bureau (TFB)  
Tennessee Livestock Markets Association (TLMA)  
Tennessee Wildlife Resources Agency (TWRA)  
Tennessee Veterinary Medical Association (TVMA)  
United States Department of Agriculture (USDA)  
Zoo and Non-domestic Animal Groups  
Tennessee Volunteer Organizations Active in Disasters  
Tennessee Department of Health (TDH)  
Jackson-Madison County Humane Society  
Volunteer Organizations in Active Disasters (VOAD)

### III. Introduction:

#### A. Purpose

This Emergency Support Function (ESF) establishes procedures to coordinate local government agencies, volunteer organizations, allied animal interest groups, and veterinary medical personnel to provide animals affected by a manmade or natural disaster with emergency medical care, temporary confinement, housing, food and water, identification and tracking for return to owners and ultimate disposal of dead and unclaimed animals as necessary. (Reference TEMP- ESF 16)

## **B. Scope**

1. The functions associated with this ESF include:
  - a. Disaster planning for the animal population, in part, because it will affect the viability of disaster plans for people. For instance, if the disaster warrants an evacuation, many people will not evacuate without their animals.
  - b. The Provision for animals that provide assistance to individuals with special needs.
  - c. The provision of animal care, water and food for both the housed animals and those left in place.
  - d. Provision for rescue, confinement, and identification of lost, strayed or otherwise displaced animals.
  - e. Public health and veterinary care concerns with injured and dead animals.
  - f. Viability of animal facilities prepared for, and in the aftermath of, a disaster.

## **IV. Policies**

- A. That in the interest of public health and safety, efforts will be made to identify and attempt to meet the care and emergency needs of animals following emergencies/disasters. Priorities will be directed toward animal care functions after human needs are met.
- B. Other than assistance animals, animals will not be allowed in shelters.
- C. All facilities offering animal housing and care services will provide such without regard to economic status, racial, religious, political, ethnic or other affiliation.

## **V. Situations and assumptions**

- A. Situations
  1. Natural and manmade emergencies or disasters occur that require citizens to evacuate their home or property. This will necessitate the sheltering of many of the disaster victims whose homes and/or property have been damaged or destroyed, some of whom own domestic animals/livestock, such as horses, cattle, dogs, cats and exotic animals.
  2. During the short-term absence of an owner, animals remaining at home must be supplied with basic needs assistance.
  3. Mass care facilities for citizens do not permit housing of animals other than those used for special needs assistance.
  4. All animals that are housed at temporary emergency facilities will require food, water, veterinary care and other services.
  5. Facilities designated as animal housing facilities prior to a disaster may be destroyed or rendered inoperable by the disaster itself, thereby necessitating additional measures to humanely house and care for animal victims.

6. Utility, water, sewer, and other infrastructure systems may not be available at housing facilities for several days following a disaster, thereby necessitating alternative arrangements to insure the maintenance of a healthy living environment for the animals.

**B. Planning assumptions**

1. During emergency evacuation, owners may seek extended care for an animal in a facility other than the animal's home. The number of animal owners seeking refuge in public shelters may be relatively small. Those most in need of co-located public emergency shelter alternatives are the elderly and those who do not have immediate access to shelter.
2. The special needs population that owns animals, although anticipated to be relatively small, must also be provided an animal friendly alternative to leaving their animals unattended. Unattended animals may be at risk to themselves and to the general population.
3. In a disaster or major emergency, pets/livestock may become lost, separated from their owner or injured. In addition, deceased animals may create a threat to the public health and safety.
4. There is a bond established between animal owners and their animals to the point that the owners may risk their lives to save them. Because of this, it should be anticipated that persons with animals would be reluctant, if not completely uncooperative, when asked to evacuate without their animals in times of an emergency. Also, separation of animals and owners may cause traumatic separation anxiety that will certainly generate conflict and delays.
5. Similar to pet ownership, livestock owners are both psychologically and economically bonded with their animals. Economic bonding can create additional stress on the owners with the uncertainty of the safety of their animals and with the future economic impact after the emergency is over.

**VI. Concept of Operations**

**A. General**

1. Coordinate with governmental authorities in the establishment of emergency aid stations and staging of emergency relief and in matters of evacuation. Provide an organizational structure, chain of command and outline of duties and responsibilities of animal-care personnel involved in implementation of the response to a disaster or major emergency.
2. Provide a current directory of recognized animal health care providers and licensed veterinarians residing in the state. Coordinate with governmental agencies in matters of equipment use, provision of transportation, and public information operations to communicate alert status, volunteer mobilization and damage information.
3. Emphasis should be placed on making prior arrangements for evacuations, including routes and host sites. Residents with animals need to enact their own personal animal disaster plan in advance. Having the animal already removed

from the home ensures that the people will not be reluctant to leave when their evacuation transportation arrives.

4. The animal owners have primary responsibility for the survival and well being of their animals. Owners should have an emergency response plan and readily accessible kits with provisions for their animals. Owners should take animals to designated veterinary hospitals, kennels, boarding facilities or alternative private animal care housing. Those animals will be sheltered, fed, returned to their owners, if possible, or disposed of properly.
5. Wild animals should be left to their own survival. Incidents involving orphaned or injured wildlife cases will be handled by a state board certified veterinarian, a permitted wildlife rehabilitator or local animal control as authorized by the TWRA.
6. Exotic animals that are usually kept in a controlled environment, such as zoos, circuses or carnivals will be handled by local animal control, wildlife resources or zoological personnel, and returned to controlled environments.
7. All persons participating in the rescue and care of animals during an emergency will be credentialed and identified as competent by the local emergency manager.
8. Due to health, safety and security issues, all groups external to the State of Tennessee must register with the Tennessee Emergency Management Agency or the Emergency Operations Center. Federal agencies are excluded from this requirement.

## **VII. Organization and Responsibility**

- A. Jackson-Madison County Emergency Management Agency
  1. The primary organization for coordination, direction and control of agencies assisting in emergencies.
  2. Maintain and provide current list of local licensed veterinarians, emergency field veterinarians and veterinary hospitals in the area, also will develop the network of animal care participants available during emergencies.
  3. Activate by telephone the emergency resources when necessary. Assist in coordination of donation of food, feed, supplies, and resources. Determine which animal-care personnel are qualified and needed to enter disaster areas.
  4. Coordinate efforts of national organizations involved in assisting with problems related to the disaster.
  5. Identify possible locations within the county for emergency animal shelters and confinement areas, maintain a list of local sources of food and water for sheltered and confined animals.
  6. Maintain a list of local transportation resources.
  7. With TDEC, develop plans and agreements for the disposal of animal carcasses.
  8. Request assistance through the State Emergency Operations Center (SEOC), when local resources are insufficient to meet needs.
- B. Tennessee Livestock Markets Association
- C. Tennessee Farm Bureau

- D. Volunteer Organizations in Active Disasters
  - 1. Work with local veterinarian, humane societies, and private animal boarding facilities and local jurisdictions to establish pet-safe shelters and animal control agencies facilitate the co-location of humane evacuation shelters and shelters for owned pets.
  - 2. Through its facilities, provide training, education and general communication about the program to VOAD staff, local officials, and the general public regarding the care and sheltering of domestic animals.
  
- E. Animal Control Association of Tennessee (ACAT)
  - 1. The Animal Control Association of Tennessee is a non-profit membership based organization that was founded in 1989. The purpose of this association is to improve the methods and standards of animal control on a statewide basis, to inform the public of the true nature and importance of the work performed by animal control organizations, to cooperate with other public agencies dealing in animal control, and to promote justice and equity in the enforcement of animal control laws.
  
- F. Tennessee Humane Association (THA)
  - 1. Coordinate with VOAD for the sheltering of companion animals taken to VOAD-operated evacuation shelters by owners in accordance with state policy.
  - 2. Coordinate with local veterinarian and local humane organizations in sheltering, feeding, immunizing, and providing medical aid for lost, strayed or homeless animals.
  - 3. Coordinate with Volunteer Organizations in Active Disasters (VOAD) to meet needs for donations of animal food, medicine, and volunteers at the SEOC.
  
- G. Livestock Associations – Beef, Dairy, Poultry, Swine
  - 1. Coordinate requirements for livestock with the state veterinarian.
  
- H. Tennessee Emergency Management Agency (TEMA)
  - 1. Provide the point of contact and act as state coordinating agency.
  
- I. Tennessee Horse Industry Council
  - 1. Identify housing for horses and location of trailers for hauling horses.
  - 2. Provide transportation of food for horses.
  - 3. Provide volunteers to help in handling and care for horses in the emergency.

- J. Jackson-Madison County Highway Department
  - 1. Provide heavy equipment and operators to assist in the removal of animal carcasses.
  - 2. Assist in the rescue activities of state and local agencies.
  
- K. Jackson-Madison County Health Department/Tennessee Dept. of Environment and Conservation
  - 1. Recommend methods of proper disposal of dead animals.
  - 2. Coordinate with the State Health Department, the State Veterinarian and the US Department of Agriculture in recommending methods of proper disposal of dead animals in accordance with all applicable federal and state laws and regulations.
  
- L. Tennessee Wildlife Resources Agency
  - 1. Coordinate with the State Veterinarian shelter/rescue activities in TWRA - operated facilities and on state waterways. Coordinate with the State Veterinarian and the Department of Health in regards to notices to public concerning wildlife.
  
- M. Zoo and non-domestic Animal Groups
  - 1. Provide guidance to the response team on the control and protection of exotic animals that are affected by the disaster.
  - 2. Provide personnel and equipment as required to control or protect exotic animals
  
- N. Tennessee Volunteer Organizations Active in Disasters
  - 1. Coordinate unmet needs for donations of animal food, medicine, and volunteers with the Jackson-Madison County Emergency Management Agency.

**VIII. Mitigation and Preparedness Activities**

- A. Jackson-Madison County Emergency Management Agency
  - 1. Coordinate, develop and maintain with appropriate agencies a resource network, with lists of veterinary hospitals, kennels, and boarding facilities, which will participate in the sheltering of domestic animals during emergencies and disasters.
  - 2. Establish rules and regulations in conjunction with the Tennessee Humane Association for the emergency care and housing of animals.
  - 3. Coordinate pre-planning information activities with state agencies, media and other groups publicizing emergency mass care for animals.
  - 4. Develop procedures for marking of animal-friendly shelters, designating uses of shelter areas and personnel (animal handlers, etc.), and notifying the general public and those with special needs who own animals of shelter locations.

- B. Jackson-Madison County Extension Agent
  - 1. Develop policies and procedures for maintaining a current resource list of veterinary hospitals and licensed veterinarians.
  - 2. Provide to the Volunteer Organizations in Active Disasters the name of the contact person from the Department of Agriculture.
  
- C. Jackson-Madison County Animal Control
  - 1. Develop training guidelines for animal rescue and housing concerns for local agencies and the public.
  - 2. Maintain a current resource list of active animal control agencies and their ability and resources available to respond.
  - 3. Develop a certified training course for animal professionals and volunteers to enable them to handle all types of animals during a disaster.
  - 4. Develop methods of identifying and recording stray and owned animals impounded or relocated during a disaster.
  
- D. Tennessee Humane Association
  - 1. Coordinate pre-planning information activities with state agencies, media and other groups involved in emergency care for domestic animals.
  - 2. Maintain a current resource list of participating groups with contact persons, telephone numbers and a list of appropriate local interested agencies.
  - 3. Develop training guidelines for field assessments, animal rescue, housing concerns, etc. to local agencies and the general public.
  
- E. Tennessee Emergency Management Agency
  - 1. Coordinate the response of appropriate state agencies.
  
- F. Jackson-Madison County Highway Department
  - 1. Provide transportation assistance to veterinary clinics, animal shelters, and farms, etc. that need to be evacuated.
  - 2. Provide trucks and trailers for transportation of lost or injured animals to the care site and for transport of supplies. Also, provide shipment of animal care supplies to outlying areas and to care facilities from the central distribution location.
  
- G. Jackson-Madison County Health Department
  - 1. Develop procedures for inspecting conditions at emergency shelters for animals and their owners.
  - 2. Provide procedures regarding safe animal foods, animal waste disposal, potable water supplies, medical concerns, etc.
  - 3. Consulting with the Tennessee Department of Agriculture, develop sites and procedures for dead animal disposal.

**.IX. Response and Recovery Actions:**

- A. All tasked agencies
  - 1. Send Emergency Support Coordinators (ESC's) to County Emergency Operations Center (EOC).
  - 2. Attend briefings, coordinate activities with other participant organizations.
  - 3. Set up work area(s), report needs to EOC and initiate response/recovery operations as dictated by situation.
  - 4. Maintain logs of activities, messages, etc.
  - 5. Initiate internal notification/recall actions as appropriate.
  
- B. Volunteer Organizations in Active Disasters
  - 1. Determine animal-friendly shelter locations and deploy personnel as per VOAD Standard Operating Procedure (SOP).
  - 2. Activate care and sheltering of domestic animals network.
  - 3. Notify local jurisdictions, emergency directors, media and other concerned groups on the publication and activation of program.
  
- C. Jackson-Madison County Extension Agent
  - 1. Provide leadership in EOC to direct animal care activities.
  - 2. Provide liaison with VOAD and humane societies with respect to animal shelter and mass care operations.
  - 3. Provide information for VOAD/humane societies on current list of licensed veterinarians and veterinary hospitals.
  - 4. Deploy personnel to assist with logistical operations as requested.
  
- D. Tennessee Humane Association
  - 1. Provide a current list of program participants and make it available to appropriate agencies or private groups.
  - 2. Provide shelter personnel, including qualified animal handlers, animal care person(s) and trained animal search and rescue teams.
  - 3. Provide animal first aid kits at the shelter. This should include bandaging materials, antibiotic ointments, eye wash fluids, antibacterial cleansing agents and over-the-counter medications necessary to handle minor problems which might arise.
  - 4. Provide procedures for deactivation of care and sheltering of domestic animals in cooperation with the ARC and other state and local agencies.
  - 5. Notify participating boarding facilities and appropriate agencies of cessation of emergency and timing of owner retrieval of animals.

- E. Jackson-Madison County Emergency Management Agency
  - 1. Route requests for assistance through appropriate channels for disposition.
  - 2. Notify the VOAD/Humane Societies and other state agencies of activation of care and sheltering of domestic animals.
  - 3. Maintain a 24-hour primary warning point and provide overall coordination.
  
- F. Jackson-Madison County Highway Department
  - 1. Deploy equipment and personnel to assist with logistical operations as requested.
  
- G. Jackson-Madison County Health Department
  - 1. Deploy personnel to perform health inspections at the animal shelters to insure safe and healthy practices at each facility.
  - 2. Coordinate correction of deficiencies with local animal shelter managers.
  
  
- X. Training
  - A. Training courses will be provided through collaboration and cooperation among the following agencies:
    - 1. Volunteer Organizations in Active Disasters.
    - 2. Humane Society of the United States.
    - 3. Tennessee Humane Association.
    - 4. Tennessee Emergency Management Agency.
    - 5. University of Tennessee Institute of Agriculture.
    - 6. Other training is provided in-house by all agencies concerned.

**EMERGENCY SUPPORT FUNCTION**  
**Annex 16.1**  
**Companion Animal Management in Emergencies and Disasters**

**I. Lead Agency:**

Jackson-Madison County Emergency Management Agency  
Jackson-Madison County Extension Agent

**II. Support Agencies:**

Jackson-Madison County Animal Control  
Tennessee Humane Association (THA)  
Tennessee Veterinary Medical Association (TVMA)  
Tennessee Emergency Management Agency (TEMA)  
Tennessee Volunteer Organizations Active in Disasters (TNVOAD)

**III. Introduction:**

This Annex ( 16.1) will outline the structure for adequate planning, preparation, response, and recovery of companion animals affected by a natural or manmade disaster. Successful implementation of Annex 16.1 will require collaboration and coordination between all support agencies and groups.

**IV. Purpose**

The purpose of Annex 16.1 is to specify the roles and responsibilities of the supporting agencies and organizations that are committing their time and resources in the event of a disaster. It will establish a protocol for response to natural and manmade disasters and a framework for application to each county in the State.

**V. Scope**

A. Prevention

1. Develop policies that are adequate and appropriate for management of companion animals in emergencies.
2. Develop plans and protocols that are adaptable for use in Madison County.
3. Develop a county resource guide.
4. Develop small companion identification forms for owners with lost, strayed or injured animals.
5. Develop methods to educate and inform the public on emergencies.

B. Preparation

1. Identify all possible types of emergencies that might involve companion animals.
2. Develop a county emergency response plan for companion animals.

3. Create a questionnaire to be completed by interested persons regarding shelters or other animal facilities involved in the evacuation of animals.
4. Identify animal care resources (food, cages, etc.)
5. Create a questionnaire to gather information on host sites and possible housing or temporary housing facilities.
6. Create an emergency phone tree.
7. Develop local small domestic animal care teams knowledgeable in handling, transporting, and assessing behavior, needs and basic emergency management of companion animals.
8. Provide test exercises for local emergency planners to test the plan.
  - a. Animal shelters.
  - b. Veterinary hospitals.
  - c. Other emergency host sites.
  - d. Evacuation routes.
9. Identify sources of financial assistance for host sites, transporters and others requiring it.
10. Identify all animals with bands or microchips.
11. Identify disposal methods and sites.
12. Establish a central repository for animal identification.

C. Response

1. Activate local emergency housing facilities response teams.
2. Utilize GPS maps to identify host sites and evacuation routes.
3. Utilize phone tree to notify agencies in the path of disaster and host sites of incoming animals.

D. Recovery

1. Begin host site demobilization procedures.
2. Work to reunite companion animals with owners.
3. Help count missing, injured and dead animals.
4. Demobilize response teams.
5. Recognize and thank all response participants.
6. Be aware of emotional issues with people encountering loss of animals. Trained counselors should be available for counseling those persons identified by emergency workers who may need help.
7. Provide for the care of and possibly adoption of abandoned animals.

**EMERGENCY SUPPORT FUNCTION**  
**Annex 16.2**  
**Farm Animal Management in Emergencies and Disasters**

**I. Lead Agency:**

Jackson-Madison County Emergency Management Agency  
Jackson-Madison County Extension Agent

**II. Support Agencies:**

Animal Control Association of Tennessee (ACAT)  
Tennessee Emergency Management Agency (TEMA)  
Tennessee Humane Association (THA)  
Tennessee Farm Bureau (TFB)  
Tennessee Farmers Cooperative (TFC)  
Tennessee Veterinary Medical Association (TVRA)  
Tennessee Volunteer Organizations Active in Disaster (TVOAD)  
Tennessee Wildlife Resource Agency (TWRA)

**III. Introduction:**

This Annex ( 16.2) will outline the structure for adequate planning, preparation, response and recovery of equine affected by a natural or manmade disaster. Successful implementation of Annex 16.2 will require collaboration and coordination between all support agencies and groups.

**IV. Purpose:**

The purpose of Annex 16.2 is to specify the roles and responsibilities of the supporting agencies and organizations that are committing their time and resources in the event of a disaster. It will establish a protocol for response to natural and manmade disasters and a framework for application for Madison County.

**V. Scope:**

A. Prevention

1. Develop policies that are adequate and appropriate for management of farm animal emergencies.
2. Develop plans and protocols that are adaptable for use in Madison County.
3. Develop a county resource guide.
4. Develop farm animal identification forms for owners with lost, strayed or dead animals.
5. Develop methods to educate and inform the public on emergencies.

## B. Preparation

1. Identify all possible types of emergencies that might involve farm animals.
2. Assist regions and counties in developing an equine emergency response plan.
3. Create a questionnaire to be completed by interested persons regarding evacuation of animals (See TEMP-ESF 16-Appendix D)
  - a. Farm animal census on premises.
  - b. Type of stabling/pastures used.
  - c. Availability of farm animal transport.
  - d. Identification of animals.
  - e. Availability of qualified help.
  - f. Time needed to transport equine to shelters, evacuation route and alternate.
4. Create a questionnaire to gather information on host sites and transport of farm animals (See TEMP-ESF 16-Appendix G)
  - a. Willingness to participate in evacuation and housing/pasturing of farm animals affected by an emergency.
  - b. Availability of transport vehicles.
  - c. Host site availability information.
    - i. Capacity.
    - ii. Availability of feed and water.
    - iii. Financial and personnel support necessary.
    - iv. Length of time farm animals could be kept.
5. Create an emergency phone tree (See TEMP-ESF-16-Appendix B)
6. Develop local farm animal care teams credentialed in farm animal behavior, needs and basic emergency management.
7. Identify appropriate dead animal/carcass disposal facilities and practices.
8. Provide test exercises for local emergency planners to test the plan.
9. Develop Geographical Positioning System (GPS) maps to identify:
  - a. Farms with animals.
  - b. Veterinary hospitals with farm animal or large animal practices.
  - c. Emergency host sites.
  - d. Evacuation routes.
10. Identify sources of financial assistance, liability issues and coverage for host sites and transporters requiring it.

## C. Response

1. Activate local/state emergency equine response teams.
2. Utilize GPS maps to identify farms, host sites, and evacuation routes.
3. Utilize phone tree to notify farms in the path of disaster and host sites of incoming farm animals.

D. Recovery

1. Host site demobilization procedures when determined safe by the Incident Commander.
2. Work to reunite farm animals and owners.
3. Establish time frames for claiming farm animals and procedures for assessing abandonment fees and placing abandoned/unclaimed farm animals
4. Help account for missing/dead farm animals.
5. Assist insurance adjusters and owners in evaluating lost or dead farm animals.
6. Help to identify emotional persons and direct them to counselors.
7. Recognize and thank all farm animal response participants.

**EMERGENCY SUPPORT FUNCTION**  
**Annex 16.3**  
**Wildlife and Non-Domestic Animals in Emergencies and**  
**Disasters**

**I. Lead Agency:**

Jackson-Madison County Emergency Management Agency  
Tennessee Wildlife Resources Agency

**II. Support Agencies:**

Tennessee Volunteer Organizations in Active Disasters (TVOAD)  
Animal Control Association of Tennessee (ACAT)  
Jackson-Madison County Humane Association  
Jackson-Madison County Sheriff's Department  
Local/Area Zoo and Non-domestic Animal Groups  
Tennessee Department of Environment and Conservation (TDEC)  
Tennessee Emergency Management Agency (TEMA)  
Tennessee Veterinary Medical Association (TVMA)  
Other Law Enforcement Agencies as needed

**III. Introduction:**

This Emergency Support Annex (16.3) will provide adequate planning, preparation, response and recovery of wildlife and non-domestic animals affected by a natural or manmade disaster. Provision for the successful outcome of Annex 16.3 will depend on the collaboration and coordination of TEMA, TDA, USDA, TWRA, related non-governmental agencies, universities, state and local government officials, emergency planners and private veterinarians. Annex 16.3 will provide the structure for such collaboration - whether the emergency is flooding, high winds, fire, earthquakes, toxic chemicals, radiation releases or vehicle accidents.

**IV. Purpose**

Annex 16.3 will identify the roles and responsibilities of the governmental and non-governmental agencies and organizations that have committed their time and resources. The Annex 16.3 will provide a framework for adaptation and use in each county in Tennessee.

**V. Prevention:**

- A. Develop plans and protocols that are adaptable for use in each county.
- B. Develop a county/region resource guide.

- C. Develop policies that are adequate and appropriate for management of wildlife and non-domestic animals during emergencies.
- D. Develop methods to inform the public on emergencies.
- E. Develop animal identification forms for owners with lost, strayed or dead animals.
- F. Develop policies and protocols for handling potentially dangerous animals.

**VI. Preparation:**

- A. Assist local emergency management agencies in developing a wildlife and non-domestic animal emergency response plan.
- B. Identify all possible types of emergencies that might involve these animals.
- C. Create a questionnaire to be completed by interested persons regarding evacuation of animals from individual's and non-licensed facilities. Person traveling through an area with non-domestic animals poses unique problems (See TEMP-ESF 16 Appendix E)
  - 1. Animal census on premise.
  - 2. Type of enclosure used.
  - 3. Availability of animal transport.
  - 4. Identification of animals.
  - 5. Availability of qualified help.
  - 6. Time needed to transport animals to shelters, evacuation route and alternate.
- D. Create a questionnaire with information on host sites and transport of animals (See TEMP-ESF 16-Appendix H)
  - 1. Willingness to participate in evacuation and housing/pasturing of animals affected by an emergency.
  - 2. Availability of transport vehicles.
  - 3. Host site availability.
    - a. Number of animals.
    - b. Feed and water availability.
    - c. Per gratis
    - e. Length of stay.
- E. Create a phone tree for responding to an emergency through the local animal control agency (See TEMP-ESF 16-Appendix B)
- F. Assist TWRA with the development of exotic animal care teams credentialed in exotic animal habits and needs and trained in basic emergency management (Incident Command System).
- G. Provide for test exercise for local emergency planners to test the plan.

- H. Locate on maps each facility with wildlife and non-domestic animals.
  - 1. According to species.
  - 2. According to Geographical Information System (GIS) or Geographical Positioning System (GPS).
  - 3. Develop maps with GPS coordinates.
  - 4. Location of USDA permitted and licensed facilities.
  - 5. Location of TWRA licensed rehabilitation.
  - 6. Location of TWRA Class I facilities.
  - 7. Location of veterinary hospitals.
  - 8. Strategy for identifying and locating families for handling wildlife and non-domestic animals.

**VII. Response:**

- A. Activate local/regional emergency wildlife and non-domestic animal response teams.
- B. Utilize GPS to locate facilities, host sites, list travel routes and alternates.
- C. Utilize phone tree to notify host sites of incoming animals and other facilities in the path of the impending disaster.

**VIII. Recovery:**

- A. Begin host site demobilization procedures.
- B. Work with reuniting people with animals.
- C. Help account for missing/dead animals.
- D. Assist insurance adjusters and owners in evaluating lost or killed animals.
- E. Help identify emotional persons and direct them to counselors.
- F. Demobilize response teams.
- G. Ensure that all animal response participants are thanked by letter.

**EMERGENCY SUPPORT FUNCTION**  
**Annex 16.4**  
**Management of Aquatic Species in Emergencies and Disasters**

Not completed at this time.