

Village of Oak Park  
Emergency Operating Plan

## ANNEX A - DIRECTION AND CONTROL

### STATEMENT OF PURPOSE

The responsibility of the Village government is to recognize the threats to the jurisdiction, plan for emergencies, operate effectively in an emergency, and conduct recovery operations after a disaster. The Village is responsible for coordinating all necessary activities to insure effective operation of the emergency management system.

This annex establishes workable procedures for the development, staffing, and operation of an Emergency Operations Center and the National Incident Management System within the Village to coordinate the government's response to planned events and emergency situations.

### SITUATION

Oak Park is vulnerable to many hazards which may threaten public health and safety, and public or private property.

The management team must be able to activate quickly at any time, day or night, operate around the clock, and deal effectively with emergency situations which may begin with a single response discipline and expand to multi-discipline, requiring effective cross-jurisdictional coordination. The definitions of these emergency situations as provided by the Illinois Emergency Management Agency (IEMA) include:

- A. **Incident.** An incident is defined as a situation that is limited in scope and potential effects. Characteristics of an incident include:
  - 1. A limited area and/or limited population.
  - 2. Evacuation or in-place sheltering is typically limited to the immediate area of the incident.
  - 3. Warning and public instructions are provided in the immediate area of the incident, not community-wide.
  - 4. Typically resolved by one or two local departments acting under an incident commander.
  - 5. Requests for resource support are normally handled through agency and/or departmental channels.
  - 6. May require limited external assistance from other local response agencies or contractors.
  - 7. For the purpose of NIMS, incidents include the full range of occurrences that require an emergency response to protect life or property.
- B. **Emergency.** An emergency is a situation larger in scope and more severe, in terms of actual or potential effects, than an incident. Characteristics include:
  - 1. Involves a large area, significant population, or important facilities.
  - 2. May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
  - 3. May require community-wide warning and public instructions.

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4. Requires a sizable multi-agency response operating under an Incident Commander. The EOC may be activated.
  5. May require some external assistance from other local response agencies, contractors, and limited assistance from state or federal agencies.
  6. For the purposes of the NIMS, an emergency (as defined by the Stafford Act) is “any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of catastrophe in any part of the United States.”
- C. **Disaster.** A disaster involves the occurrence or threat of significant casualties and/or widespread property damage that is beyond the capability of the Village government to handle with its local resources. Characteristics include:
1. Involves a large area, a sizable population, and/or important facilities.
  2. May require implementation of large-scale evacuation or in-place sheltering and implementation of temporary shelter and mass care operations.
  3. Requires community-wide warning and public instructions.
  4. Requires a response by most or all local response departments. The EOC and one or more incident command posts (ICP) may be activated.
  5. Requires significant external assistance from other local response agencies, contractors, and extensive state or federal assistance.
  6. For the purposes of the NIMS, a major disaster (as defined by the Stafford Act) is any catastrophe, regardless of the cause, which in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster federal assistance.
- D. **Catastrophic Incident.** For the purposes of the NIMS, this term is used to describe any natural or manmade occurrence that results in extraordinary levels of mass casualties, property damage, or disruptions that severely affect the population, infrastructure, environment, economy, national morale, and/or government functions. An occurrence of this magnitude would result in sustained national impacts over prolonged periods of time, and would immediately overwhelm local and state capabilities.
- E. **Special Events.** For the purposes of the NIMS, this term is used to describe a non-routine activity within a community that brings together a large number of people. Emphasis is not placed on the total number of people attending but rather the impact on the community’s ability to respond to a large-scale emergency or disaster, or, the exceptional demands that the activity places on response services. A community’s special event requires additional planning, preparedness, and mitigation efforts of local emergency response and public safety agencies.

## ASSUMPTIONS

Many emergency situations occur with little or no warning. If warning is available, alerting the public, recommending suitable protective actions, taking preventative measures, and increasing the readiness of and deploying emergency response forces may lessen the impact of some emergency situations.

The Village will use its own resources to respond to emergency situations and, when needed, request external assistance from other jurisdictions pursuant to mutual aid agreements, or from the County

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and State. Since it takes time to summon external assistance, it is essential for the Village to be prepared to carry out the initial emergency response on an independent basis. Notification of first responders will be the responsibility of the West Suburban Consolidated Dispatch Center (WSCDC).

Emergency operations will be directed by the Village's management team, except where state or federal law provides that a state or federal agency must or may take charge, or where local responders lack the necessary expertise and equipment to cope with the incident and agree to permit those with the expertise and resources to take charge.

Effective direction and control requires suitable facilities, equipment, procedures, and trained personnel. Direction and control function facilities will be activated and staffed on a graduated basis as needed to respond to the needs of specific situations.

The Village has adopted NIMS and has implemented all of the NIMS procedures and protocols which will allow the Village to effectively work with mutual aid partners and state and federal agencies during any type of incident response.

### CONCEPT OF OPERATIONS

The difference between normal day-to-day operations and emergency operations must be understood if emergency management is to be effective. During non-emergency periods, operational departments go about their daily business under the direction of a department head or Chief. Department heads that previously provided direction to their staff continue to do so in time of emergency. During a major emergency or disaster situation however, department heads function and coordinate response from the designated Emergency Operations Center. These are located at:

Primary:	The Public Works Center lunchroom, 201 South Blvd, Oak Park, IL.
Secondary:	Police Department Roll Call Room, Village Hall, 123 Madison Street, Oak Park, IL
Tertiary:	Fire Department Training Room, 100 North Euclid, Oak Park, IL

A briefing room will be located near the active Emergency Operations Center to allow for VIP briefings with a minimum of travel for on-duty personnel.

Departments tasked with response and recovery missions under this plan make up the Village Incident Management Team (IMT) with the help of the Oak Park Emergency Services Disaster Agency. The Incident Management Team, functioning from the municipal EOC, is responsible for making strategic decisions necessary to support NIMS and to ensure the overall safety of the community.

A comprehensive emergency management program is concerned with all types of hazards that might occur in the Village. Prior to an emergency, the following strategies are applied to these hazards:

### PRE-INCIDENT MITIGATION

Mitigation activities are those that eliminate or reduce the probability of a major emergency or disaster's occurrence. Also included are those long-term activities that lessen the undesirable effects of unavoidable hazards. Examples include establishing building codes, flood plain building restrictions, etc.

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## PREPAREDNESS

Preparedness activities serve to develop the response capabilities needed in the event of an emergency. Planning, training, exercising, and development of public information and warning systems are among activities conducted under this phase.

Following the onset of an emergency or disaster, government and private agencies must be prepared to immediately swing into action and provide a variety of services. The Illinois Emergency Management Act provides that the effect of the declaration of a local emergency or disaster is to activate the emergency operations plan of the political subdivision (20 ILCS 3305/11). As such, this plan is written to include those activities that will occur within the County and its municipalities following the activation of the plan. The pre-incident mitigation and preparedness activities, described above which are taken prior to the onset of an emergency or disaster, are not formally addressed in this document.

## RESPONSE

During the response phase, emergency services necessary to reduce injury and death and protect property are provided. These activities help to reduce casualties and damage and to speed recovery. Response activities include warning, evacuation, firefighting and rescue, emergency medical services, and other similar operations addressed in this plan.

Presidential Decision Directive (PDD) 39 divides response activities for a Weapons of Mass Destruction incident into two operational phases; crisis management and consequence management.

**Crisis Management** is defined as a law enforcement function, which includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. In a terrorist incident, a crisis management response may include traditional law enforcement missions, such as intelligence, surveillance, tactical operations, negotiations, forensics, and investigations, as well as technical support missions, such as agent identification, search, render safe procedures, transfer and disposal, and limited decontamination. In addition to the traditional law enforcement missions, crisis management also includes assurances of public health and safety. PDD39 assigns the Federal Bureau of Investigation (FBI) as the lead agency in charge of operations under the Crisis Management phase of operations. The laws of the United States assign primary authority to the Federal government to prevent and respond to acts of terrorism or potential acts of terrorism.

**Consequence Management** is predominantly an emergency management function and includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. In an actual or potential terrorism incident, a consequence management response will be managed by the Federal Emergency Management Agency (FEMA) using the structures and resources of the Federal Response Plan. These efforts will include support missions as described in other federal operational plans, such as predictive modeling, protective action recommendations, and mass decontamination. FDD-39 assigns FEMA as the lead agency in charge of operations under the Consequence Management phase of operations. The laws of the United States assign primary authority to the State and local governments to respond to the consequences of

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terrorism, and the federal government provides assistance, as required.

### **RECOVERY**

Recovery includes both short-term and long-term activities. Short-term operations seek to restore critical services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent disaster. Examples of recovery actions include temporary housing, restoration of non-vital governmental services, and reconstruction of damaged areas.

### **POST-INCIDENT MITIGATION**

Post-incident mitigation activities are those that eliminate or reduce the probability of future events or damage by altering or permanently changing the area that was affected by an incident. Examples may include buy-out and demolition of flood-prone structures, construction of flood control/storm water retention facilities, and modification or development of more stringent building codes.

### **NATIONAL INCIDENT MANAGEMENT SYSTEM**

Homeland Security Presidential Directive Number 5 (NIMS)

The Incident Command System (ICS) is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in domestic incident management activities. It is used for a broad spectrum of emergencies, from small to complex incidents, both natural and manmade, including acts of catastrophic terrorism. All levels of use ICS Government Federal, State, local, and tribal, as well as by many private sector and nongovernmental organizations. ICS is usually organized around five major functional areas: command, operations, planning, logistics, and finance and administration. A sixth functional area, Intelligence, may be established if deemed necessary by the Incident Commander, depending on the requirements of the situation at hand.

Some of the more important "transitional steps" that are necessary to apply ICS in a field incident environment include the following:

- Recognizing and anticipating the requirement that organizational elements will be activated and taking the necessary steps to delegate authority as appropriate;
- Establishing incident facilities as needed, strategically located, to support field operations;
- Establishing the use of common terminology for organizational functional elements, position titles, facilities, and resources; and
- Rapidly evolving from providing oral direction to the development of a written Incident Action Plan.

### **INCIDENT MANAGEMENT SYSTEM**

Response to major emergencies and disasters is based on an integrated incident management system, which includes municipal and county involvement, and may require support and assistance from the state and federal government. Operations conducted under this plan will be accomplished based on this model.

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Most major emergencies and disasters occur with little warning. The first notification usually comes from a call to the 911 system or visual manifestation of the disaster, as in the case of a train derailment or an airline accident.

In each instance, the first to respond to the event are the community's fire and police department.

FEMA, using the Federal Response Plan, directs and coordinates all federal response efforts to manage the consequences in domestic incidents for which the President has declared, or expresses an intent to declare, an emergency or disaster.

- Federal agencies have been grouped together under functional Emergency Support Functions (ESF's) to facilitate the provision of response and recovery assistance to the County through the State. All Federal response assistance will be provided using some or all of the ESF's, as necessary.
- A Federal Coordinating Officer (FCO) will be appointed by the President to coordinate Federal activities. The FCO will work with the State Coordinating Officer (SCO) to identify overall requirements including unmet needs and evolving support requirements, and coordinate these requirements with the ESF's.

The FCO will coordinate response activities with the ESF representatives to ensure that Federal resources are made available to meet the requirements identified by the County and State.

### **The Village of Oak Park**

Pursuant to Article 27 (Oak Park Emergency Services Disaster Agency), Chapter 2 (Administration), the Village Manager or his or her emergency interim successor will be responsible for all emergency operations within the Village. Department heads responsible to the Village Manager will be responsible for providing direction to department personnel and mutual aid resources in accordance with the direction of the Village President.

Upon determination that a major emergency or disaster has occurred, each department head will be notified and will report to the Village's EOC. As in normal daily operations, each department head will be responsible for the operation of his/her department, and shall direct his/her response and recovery operations from the EOC.

The primary EOC for the Village is located in the lunchroom of the Public Works Center, 201 South Blvd, Oak Park, Illinois. The secondary EOC is located in the roll-call room of the Police Department, located in the lower level of Village Hall, 123 Madison Street, Oak Park, Illinois. A second alternate EOC is located in the Training Room of the main fire station at 100 N. Euclid Avenue, Oak Park, Illinois.

In the event of an emergency or disaster, the location of the Media Briefing Center would be in the Council Chambers of Village Hall, located at 123 Madison Street, Oak Park, IL. During periods of emergency or disaster, members of the media will be directed to report to this facility to obtain timely and factual information regarding the effects of the situation and current community response. The media will park on Madison Street and use the courtyard entrance to the Council Chambers.

In accordance with federal regulations, the Village of Oak Park will implement ICS as a management tool for the management of emergency response activities. Based on the hazards outlined below the

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following departments have been identified as the Operations Section Chief for each of the identified hazards:

**A. Natural Hazards**

1. Severe Thunderstorm/High Winds/Lightning	Public Works Department
2. Tornadoes	Public Works Department
3. Severe and Excessive Heat or Cold	Public Health Department
4. Winter Storm / Snow / Ice	Public Works Department
5. Earthquake	Public Works Department

**B. Technological / Industrial Hazards**

1. Commercial Transportation Accident	Fire Department
2. Hazardous Material Incident	Fire Department
3. Structural Collapse	Fire Department
4. Utility Failure (electric, gas, phone, sewer, water)	Public Works Department
5. Fire / Explosion	Fire Department

**C. Civil/Political Hazards**

1. Terrorism	Police Department
2. Riots	Police Department
3. Hostage Situations	Police Department
4. Civil Disturbance / Strikes	Police Department
5. Bioterrorism	Public Health Department

The Incident Commander will serve as the lead agency for the community, providing direction related to the mitigation of the incident.

"The corporate authorities of each municipality may by ordinance grant to the mayor the extraordinary power and authority to exercise, by executive order, during a state of emergency, such of the powers of the corporate authorities as may be reasonably necessary to respond to the emergency. Such ordinance shall establish standards for the determination by the mayor of when a state of emergency exists, and shall provide that the mayor shall not exercise such extraordinary power and authority except after his signing, under oath, a statement finding that such standards have been met, setting forth facts to substantiate such findings, describing the nature of the emergency, and declaring that a state of emergency exists. Such statement shall be filed with the clerk of the municipality as soon as practicable. A state of emergency, declared as provided in this section, shall expire not later than the adjournment of the first regular meeting of the corporate authorities after the state of emergency is declared. (Source: Laws 1968, p. 80.)"

Based on the authority of the provisions of 65 ILCS 5/11-1-6 ("Emergency Powers of Mayor" quoted in the above paragraph) the Village of Oak Park has granted the Village President extraordinary powers and the authority to exercise such powers as may be reasonably necessary to respond to the emergency.

The initial response to local incidents will be handled by the local communication centers and local emergency responders within the Village and direct supporters of emergency responders. Most

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responses need go no further. In other instances, incidents that begin with a single response discipline within local jurisdictions in Cook County may rapidly expand to multi-discipline, multi-jurisdictional incidents requiring significant additional resources and operational support. Whether for incidents in which additional resources are required or are provided from different organizations within Cook County area communities, or for complex incidents with national-level implications (such as an emerging infectious disease or a bioterrorist attack), the ICS provides a flexible core mechanism for coordinated and collaborative incident management. When a single incident or multiple incidents cover a large geographical area, multiple local ICS organizations may be required. Effective cross-jurisdictional coordination using processes and systems described in the NIMS is critical in this instance.

In the Village, these operations are coordinated by the Village Manager or designee and the management team. Crisis management, under the conditions likely to exist during a major emergency or disaster situation, requires rapid transmission and evaluation of information, prompt decision-making, and expeditious response to present or likely dangers

The Village's management team is comprised of:

1. Village Manager
2. Deputy Village Manager
3. Assistant Village Manager
4. Adjudication Director
5. Communications Director
6. Community Relations Director
7. Development Customer Services Director
8. Finance Director
9. Fire Chief
10. Human Resources Director
11. Information Technology Director
12. Parking and Mobility Services Director
13. Police Chief
14. Public Health Director
15. Public Works Director
16. Village Attorney

The purpose of this Annex is to identify the role of those personnel who comprise the Village's management team, Village department responsibilities for maintaining the EOC in a state of readiness, and procedure for activating and operating the EOC.

The ESDA Coordinator (Police Chief) has been identified as the local official responsible for the development of the Emergency Management System, Emergency Operations Plan, EOC/ICS Guidelines, and coordination of operations within the EOC.

Department Directors or their designee(s) are responsible for the operation of their own departments and will function from the EOC during major emergencies or disasters to ensure overall coordination and maximum utilization of resources.

On a daily basis, the EOC and alternate EOC are maintained by the ESDA Coordinator. Maintenance includes ensuring that communications and operational systems in operable condition and personnel rosters are accurate and up-to-date.



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**TASK ORGANIZATION AND RESPONSIBILITIES**

**A. Incident Command Operations**

1. The first emergency responder to arrive at the scene of an emergency situation will serve as the Incident Commander until relieved by a more senior or more qualified individual. The Incident Commander will establish an Incident Command Post (ICP), provide an assessment of the situation to local officials, identify response resources required, and direct the on-scene response from the ICP.
2. The Incident Commander is responsible for carrying out the ICS function of command – making operational decisions to manage the incident. The four other major management activities that form the basis of ICS are operations, planning, logistics, and finance/administration. For small-scale incidents, the Incident Commander and one or two individuals may perform all of these functions. For more serious emergency situations and special events, individuals from various Village departments, or from external response organizations, may be assigned to separate ICS staff sections charged with those functions.
3. Transfer of command during an incident can occur for several reasons:
  - a. As the incident grows, a more qualified person is required to take over as Incident Commander to handle the ever-growing needs of the incident,
  - b. As an incident reduces in size, command can be passed down to a less qualified person (but still qualified to run the now-smaller incident) to free up highly-qualified resources for other tasks or incidents.
  - c. Jurisdictional change (if the incident moves locations or area of responsibility),
  - d. Normal turnover of personnel during extended incidents.

The transfer of command process always includes a transfer of command briefing, which may be oral, written, or a combination of both.

4. The Command Staff are specifically designated, report directly to the Incident Commander, and are assigned responsibility for key activities that are not a part of the General Staff functional elements. Three staff positions are typically identified in ICS: Public Information Officer, Safety Officer, and Liaison Officer. The Public Information Officer is responsible for interfacing with the public and media and with other agencies with incident-related information requirements.
  - a. The Safety Officer monitors incident operations and advises Incident Command on all matters relating to operational safety, including the health and safety of emergency responder personnel.
  - b. The Public Information Officer (PIO) is responsible for generating messages to ensure the public remains informed and to liaise with other PIOs. The PIO may also represent the Village at a Joint information Center staffed by PIOs from other jurisdictions.
  - c. The Liaison Officer is Incident Command's point of contact for representatives of other governmental departments and agencies, NGOs, and/or the private sector (with no jurisdiction or legal authority) to provide input on their organization's policies, resource availability, and other incident-related matters.

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5. General staff has four primary functions are established as separate sections of the EOC organization. The General Staff Section Level positions are:
  - a. Operations Section Chief - The Operations Section Chief is tasked with directing operational actions to meet the incident objectives.
  - b. Planning Section Chief - The Planning Section Chief is tasked with the collection and display of incident information, primarily consisting of the status of all resources and overall incident status.
  - c. Finance/Administration Section Chief - The Finance/Admin Section Chief is tasked with tracking incident related costs, personnel records, requisitions, and administrating procurement contracts required by Logistics.
  - d. Logistics Section Chief - The Logistics Section provides for all support needs for the incident including ordering resources and providing facilities, transportation, supplies, equipment maintenance and fuel, food service, communications, and medical services for incident personnel.
6. The ICS organizational structure develops in a modular fashion based on the size and complexity of the incident, Responsibility for the establishment and expansion of the ICS modular organization ultimately rests with Incident Command. As incident complexity increases, the organization expands from the top down and functional responsibilities are delegated. Concurrently with structural expansion, the number of management and supervisory positions expands to adequately address the requirements of the incident.

**B. EOC Operations**

1. The EOC may be activated to monitor a special events or potential emergency situation or to respond to or recover from an emergency situation that is occurring or has occurred. The EOC will be activated at a level necessary to carry out the tasks that must be performed. The level of activation may range from a situation monitoring operation with minimal staff to a limited activation involving selected departmental representatives, to a full activation involving all departments, agencies, volunteer organizations, and liaison personnel.
2. The principal functions of the EOC are to:
  - a. Monitor potential threats.
  - b. Support on-scene response operations.
  - c. Support day-to-day operations.
  - d. Receive, compile, and display data on the emergency situation and resource status and commitments as a basis for planning.
  - e. Analyze problems and formulate options for solving them.
  - f. Coordinate among local departments and between the other jurisdictions, county, state and federal agencies, if required.
  - g. Develop and disseminate warnings and emergency public information.
  - h. Prepare and disseminate periodic reports.
  - i. Coordinate damage assessments activities and assess the health, public safety, local facilities, and the local economy.
  - j. Request external assistance from other jurisdictions, volunteer organizations, businesses, or from the County and/or State.

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### ICS - EOC INTERFACE

1. When both an Incident Command Post (ICP) and the EOC have been activated, it is important that responsibilities are performed as outlined below, allowing for a division of responsibilities for specific emergency operations.
2. The ICP is generally responsible for field operations, including:
  - a. Isolating the scene.
  - b. Directing and controlling the on-scene response to the emergency situation and managing the emergency resources committed there.
  - c. Warning the population in the area of the incident and providing them emergency instructions.
  - d. Determining and implementing protective measures (evacuation or in-place sheltering) for the population in the immediate area of the incident and for emergency responders at the scene.
  - e. Implementing traffic control arrangements in and around the incident scene.
  - f. Requesting additional resources from the EOC.
  - g. Keeping the EOC informed of the current situation at the incident site.

3. The EOC is generally responsible for:

- a. Mobilizing and deploying resources to be employed by the IC.
  - b. Issue community wide warnings
  - c. Issuing instructions and providing information to the general public.
  - d. Organizing and implementing large-scale evacuation and coordinating traffic control for such operations.
  - e. Organizing and implementing shelter and mass care arrangements for evacuees.
  - f. Requesting assistance from the County and/or State and other external sources.

4. Transition of Responsibilities

Provisions must be made for an orderly transition of responsibilities between the ICP and the EOC.

- a. From EOC to the ICP: in some situations the EOC may be operating to monitor a potential hazard and manage certain preparedness activities prior to establishment of an ICP. When an ICP is activated under these circumstances, it is essential that the IC receive a detailed initial situation update from the EOC and be advised of any operational activities that are already in progress, resources available, and resources already committed.
  - b. From the ICP to the EOC: when an incident command operation is concluded and the EOC continues to operate to manage residual response and recovery activities, it is essential that the IC brief the EOC on any on-going tasks or operational issues that require follow-on action by the EOC staff.

5. Extended EOC Operations

While an incident command operation is normally deactivated when the response to an emergency situation is complete, it may be necessary to continue activation of the EOC into

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the beginning of the recovery phase of an emergency. In the recovery phase, the EOC may be staffed to compile damage assessments, assess long term needs, manage donations, monitor the restoration of utilities, oversee access control to damaged areas, and other tasks.

6. In some large-scale emergencies or disasters, emergency operations with different objectives may be conducted at geographically separated scenes, in which case it may be necessary to employ a Unified Area Command. In such situations, more than one incident command post may be established. When this situation occurs, it is particularly important that the allocation of resources to specific field operations be coordinated through the EOC.

## ORGANIZATION AND RESPONSIBILITIES

Most Village departments have emergency functions in addition to their normal day-to-day duties, however, these functions usually parallel or compliment normal responsibilities. Each Village department is responsible for the development of specific standard operating procedures (SOPs) detailing how they will function in support of the responsibilities outlined in this plan.

The purpose of this section is to identify areas of concern in the Village emergency management program, and further identify which Village department is responsible for managing that particular function. Specific details, checklists, and supporting documentation can be found in an annex corresponding to the functional areas described below.

### Emergency Operation Center - Annex A1

The Emergency Operating Center (EOC) at the Public Works Center, 201 South Blvd, Oak Park, serves as the strategic direction and control center responsible for supporting tactical decisions made at the Incident Command Post and for issues relating to the community as a whole. The Village's ESDA Coordinator will have the responsibility of setting up the EOC and overseeing the operation of the EOC. The Village Manager and the IMT support staff would staff this facility when fully activated.

An alternate EOC shall be the Oak Park Police Department Roll Call Room, 123 Madison Street, Oak Park.

Detailed information including staffing, operational checklists, location of community vital records, etc., may be found in Annex A1.

### Emergency Management - Annex A2

The Village does not have an Emergency Management Agency but does have an Emergency Services Disaster Agency (ESDA) (Oak Park Village Code: Sec 2-27-1. Oak Park does have one ESDA Coordinator appointed by the Village Manager. The ESDA Coordinator maintains the EOP and coordinates and drills between village departments. Working operationally under the ESDA Coordinator is the Emergency Preparedness and Response Manager. During day-to-day operations, this person reports to the Public Health Director and ESDA Coordinator.

Emergency management can be applied to all emergencies, whether they are minor accidents or major events. In the Village, the government must see that lives and property within the community are protected when an emergency strikes. In addition any industry, commerce, and other elements

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of the community's economy must be protected. The Village government activities are designed to provide such protection.

Detailed information regarding Emergency Management operations and capabilities can be found in Annex A2.

### **Law Enforcement - Annex A3**

The Oak Park Police Department is the primary agency responsible for the provision of law enforcement services. The Police Department is a full-time department with limited civilians working in administrative roles.

The Police Department is responsible for law enforcement and crime prevention activities in addition to traffic and crowd control during periods of emergency. Additional law enforcement resources are available from neighboring communities, Cook County Sheriff's Office, the Illinois State Police, ILEAS, and Federal law enforcement agencies. National Guard assistance is available only following the declaration of a local emergency and (through direct request of the Village President to the Cook County Department of Homeland Security and Emergency Management Director for relay to IEMA provided that the Guard is not already activated as part of its national mission. The State of Illinois will determine whether the National Guard or other State law enforcement asset is appropriate to handle the requested mission.

The Police Chief, or the Chief's designate, will be responsible for directing the command and control of the Police Department from the EOC during emergencies. The Police Chief can assign one or more Deputy Chiefs to the EOC to assist in the command and control of the Police Department.

Detailed information regarding Law Enforcement operations and capabilities can be found in Annex A3.

### **Fire, Rescue and Emergency Medical Services (EMS) - Annex A4**

The Oak Park Fire Department is a full-time career fire department providing fire suppression and ambulance service at an advanced life support (ALS) level. All apparatus in service for the Oak Park Fire Department are equipped and staffed to provide ALS services during emergencies. Technical rescues and elevated responses to hazardous materials incidents are handled by the MABAS Division 11 Technical Rescue Team and Division 11 Hazardous Materials Team.

In times of emergency, neighboring communities through formalized mutual assistance agreements and automatic aid agreements can provide additional resources. The Oak Park Fire Department is a member of the Illinois Mutual Aid Box Alarm System (MABAS) Division 11. The seven fire departments that comprise Division 11 are the Oak Park Fire Department, River Forest Fire Department, Forest Park Fire Department, North Riverside Fire Department, Berwyn Fire Department, Cicero Fire Department and the Stickney Fire Department. With the exception of the Stickney Fire Department, all the departments employ full-time career fire fighters that provide Advanced Life Support (ALS) ambulance service to their communities. Stickney Fire Department is a volunteer fire department providing ambulance service at a Basic Life Support (BLS) level.

As a result of the department's membership with Division 11 and MABAS considerable amounts of mutual aid, fire, EMS and rescue equipment can be provided from surrounding communities and throughout the State of Illinois.

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The Fire Chief or the Chief's designate will be responsible for directing the command and control of the Fire Department from the Emergency Operating Center (EOC) during emergencies. The Fire Chief may assign one Deputy Chief in the EOC to assist in the command and control of the Fire Department.

Detailed information regarding the operation and capabilities of the fire, EMS and rescue can be found in Annex A4.

### **Public Works - Annex A5**

The Public Works Director oversees the operation of the Public Works Department. Included within Public Works are the Building Maintenance Division, the Engineering Division, Environmental Services Division, Fleet Maintenance, Forestry, Street Division, Street Lighting Division, and the Water and Sewer Division.

In the event that the EOC is opened, the Public Works Director or the Director's designee will be responsible for directing the command and control of any public works operations from the EOC. The Public Works Director may assign an assistant or another supervisor to assist in continuing Public Works operations from the EOC.

The Village will provide for the debris clearance, repair and installation of public facilities, support assistance to other departments, and the maintenance of equipment as required because of disaster.

The Public Works Director and the department are responsible for the water supply and sewerage disposal system, debris clearance, the repair, maintenance and operation of Village's utilities and streets, recontamination assistance, refusal disposal, control of construction and operation of a salvage depot.

Detailed information regarding the Public Works function can be found in Annex A5.

### **EMERGENCY PUBLIC INFORMATION - ANNEX B**

The Communications Director, or the Director's designate, will act as the Public Information Officer (PIO) and will be responsible for the development of media releases during time of emergency. The Director of Communications will be assigned to the Emergency Operating Center to work with the Village Manager.

The ESDA Coordinator, Fire Chief, Police Chief, and the Public Works Director support the PIO in this effort. The primary purpose of the emergency public information system is to provide up-to-date warning and advisory information to the public. Public information during pre-emergency periods utilizes all available media outlets including the following newspaper, radio, commercial and cable television stations.

All emergency media releases should be cleared through the Village Manager or his or her alternate, prior to their release.

During large-scale situations involving multiple municipalities or the County, media releases will be coordinated with all affected jurisdictions to ensure the release of actual and timely information. The Village of Oak Park may also participate in staffing a Joint Information Center (JIC), staffed with representatives of other affected municipalities, the County, and involved state and federal agencies.

## **Village of Oak Park Emergency Operating Plan**

Detailed information regarding the Emergency Public Information system can be found in Annex B.

### **WARNING AND EMERGENCY INFORMATION – ANNEX C**

The purpose of this annex is to provide guidance to Village employees and residents regarding the activation of the community warning system and/or outdoor warning system. This guidance serves as a foundation on which a common approach can be used to provide warning on impending damage to the Village residents.

### **EVACUATION - ANNEX D**

The Police Department has the responsibility of evacuation in the Village. In the event of a large scale evacuation the Police Chief, or the Chief's designate, will coordinate the evacuation from the EOC with assistance of other department heads in the EOC.

Protective actions are defined as measures taken to protect the population from the effects of a hazard. These actions may include sheltering in place or evacuation.

Sheltering in place involves directing the population to remain indoors and closing off sources of outside ventilation. This method may be recommended in the event of a short-term release of hazardous materials, or when the general population would be placed at greater risk to the hazard through attempts to evacuate.

Evacuation is a procedure that involves moving the civilian population from an actual or potential hazard area to one that offers safety. Evacuations can be divided into two specific classifications, "limited evacuation" and "general evacuation."

The Police or Fire Chief in the event of a fire, small hazardous materials incident, or hostage situation can initiate a limited evacuation. This type of evacuation would only involve a limited area - perhaps only a square block.

A general evacuation would involve the movement of either a large portion or the entire population of the municipality. This may be due to a large hazardous materials spill, terrorist action, or other impending disaster agent. The Village Manager has the authority to recommend the implementation of a general evacuation, following the declaration of a state of emergency.

Detailed information regarding the evacuation plan and procedures can be found in Annex D.

### **DISASTER INTELLIGENCE/DAMAGE ASSESSMENT - ANNEX E**

The initial damage assessment process will be accomplished by the personnel from the Development Customer Services Department (DCSD). Secondary damage assessments will be accomplished by personnel from DCSD and supported by County and State personnel.

The Village damage estimate information will be forwarded, as soon as possible, to the Cook County Department of Homeland Security and Emergency Management (CCDHSEM), using the CCDHSEM Incident Flash Report, and will be included into a consolidated countywide damage estimate. This consolidated damage estimate will be forwarded to IEMA.

The DCSD Director, or the Director's designate, and one assistant will be stationed in the EOC to coordinate damage assessment in the village.

## **Village of Oak Park Emergency Operating Plan**

Detailed information regarding the operations and procedures of the Damage Assessment system can be found in Annex E.

### **MASS CARE HUMAN SHELTERING- ANNEX F**

Mass care includes the management and coordination of shelter and feeding activities, provision for bulk collection and distribution of relief supplies, and the operation of a system to assist in reuniting displaced families.

Responsibility for the provision of mass care services is the responsibility of the Public Health Department Director. The Public Health Department Director, or the Director's designate, will coordinate any shelter operations needed in case of a disaster from the EOC. The American Red Cross has been tasked by the State to become the lead agency for large-scale shelter operations.

Detailed information regarding the Shelter plan and procedures can be found in Annex F.

### **FUNCTIONAL NEEDS – ANNEX G**

During a public health emergency, the entire affected population is at risk. Functional needs populations (commonly referred to as at-risk, functionally limited, or special needs populations) are defined as those who are most at risk of severe consequences from an emergency or disaster. This annex discusses the strategies that will be put in place during Village emergency response operations to meet the needs of at-risk populations in Oak Park.

### **ANIMAL CARE – ANNEX H**

The Cook County Department of Animal and Rabies Control (CCARC) have the primary responsibility for coordination of countywide animal disaster response in Cook County. CCARC, together with local animal welfare and animal care organizations, has developed a Cook County Animal Control disaster plan. The Administrator of CCARC is designated as the Disaster Animal Relief Director for all animal species in Cook County. The Disaster Animal Relief Director will coordinate county relief efforts through the state veterinarian.

In the Village, the Public Health Department has the responsibility for animal care and relief. The Public Health Department staff, at the direction of the Public Health Department Director, will work in conjunction with Cook County Animal Control during any emergencies or disaster requiring long term care of animals.

Detailed information on the Animal Care and Relief can be found in Annex H.

### **HEALTH AND MEDICAL - ANNEX J**

In the Village, health services are primarily the responsibility of the Oak Park Public Health Department. In areas surrounding Oak Park, health services are primarily the responsibility of the Cook County government.

Public Health activities include supporting sheltering and mass care operations and staffing field stations during recovery operations, in cooperation with the fire service emergency medical services, area hospitals providing health services to those individuals that can't be moved following an evacuation, and providing antidotes and immunizations as necessary.



## **Village of Oak Park Emergency Operating Plan**

Environmental Health activities include verifying the sanitary conditions of food service and public sanitary facilities, assessing the quality of potable water supplies, assessing the disaster's impact on environmental health, and preventing the potential spread of any disease or infection created by the disaster.

In case of an emergency or disaster, the Oak Park Public Health Department Director would coordinate activities with Cook County Health Department and the Illinois Department of Public Health (IDPH).

Detailed information on the Public Health Department, their capabilities and operations can be found in Annex J.

### **MORTUARY SERVICES - ANNEX K**

Mortuary services are primarily the responsibility of the Cook County government. The Cook County Medical Examiner's (CCME) Office is responsible for the removal, identifying, and disposition of victims of a disaster situation.

The Oak Park Police Department has the responsibility for coordinating local mortuary services in the event of a disaster which may temporarily overwhelm the capabilities of the CCME. The Police Chief, or the Chief's designee, will coordinate the local mortuary services, if necessary, from the EOC in conjunction with the CCME's office and direction

Arrangements for the temporary storage and transport of remains are the responsibility of Oak Park Police, and would be done in consultation with the CCME's office. Local hospitals each have morgue facilities with limited space. Initially, these facilities may be used for temporary storage until transport to the CCME complex could be completed.

The Park District of Oak Park operates various facilities in the community. In the event that a local mass morgue facility is required for temporary storage, an arrangement exists between the Village of Oak Park and the Park District to use their facilities in the best interest of the public. Further information can be found in CCME Annex 9 – Medical Examiner Forensic Services.

Secondary Resource: A next point of contact for arrangements to establish temporary emergency storage and/or mortuary contingencies could be with the CCME. Decisions would be made through consultation between Oak Park officials, the CCME, CCDHSEM, and Cook County Sheriff. A number of resources are available in Cook County SOP's, including mobile refrigeration units as were utilized in the heat wave of 1995.

The CCME would also dictate any procedures taken for emergency final disposition of remains. Options for the final disposition of remains could include mass cremation, mass burial and/or release of remains to families for normal disposition

Detailed information on each of these departments and agencies, their capabilities and operations can be found in Annex K.

### **RESOURCE MANAGEMENT - ANNEX L**

#### **Resources**

## **Village of Oak Park Emergency Operating Plan**

The Finance Director is the primary official responsible for the development and management of a resource management annex. This annex outlines resources that will be available to the Village and the procedures that will be utilized to contract for these resources during periods of emergency.

Each department is responsible for coordinating with the Finance Director for the possible resources that may be needed prior to a disaster. Agreements or memorandums of understanding should be in place prior to an emergency or disaster between the Village and the source of the resources identified.

The Finance Director will be responsible for coordinating the recordkeeping and accounting of resource used during an emergency and during the mitigation of the emergency. The Finance Director will coordinate the activities of the Finance Department from the EOC.

### **Donations**

The Village does not currently have a Donations Plan in place.

In the event of an emergency or disaster and donations were being offered or sent to the Village, the Finance Director would have the responsibility to coordinate and account for the acceptance of such donations.

### **Volunteers**

The goals of this annex are to provide clear guidance for the integrating the volunteers system.

At the present time the Village has established, through the Public Health Department, a Medical Reserve Corps (MRC). The Volunteer Coordinator/Emergency Preparedness and Response Manager from the Public Health Department is responsible for the coordination of the medical volunteers in the event of an emergency. The Village has also created a Community Emergency Response Team (CERT) which falls under the direction of the Police Department

Detailed information regarding the Resource Management program can be found in Annex L.

### **LAWS, STATUTES, ORDINANCE - ANNEX M**

Any laws, statutes, or local ordinances relevant to emergency operations can be added to this annex. Included in the annex is (20 ILCS 3305/) Illinois Emergency Management Agency Act, the Federal Disaster Mitigation Act of 2000 (DMA2K), and Article 27 of Chapter 2 of the Oak Park Village Code: Oak Park Emergency Service Disaster Agency.

### **HAZARDOUS MATERIALS – ANNEX N**

The purpose of this Annex, from the MABAS Hazardous Materials SOPs and the Cook County EOP, is to define the roles of various agencies responsible for responding to and coordinating response and recovery efforts in the event of a hazardous materials incident.

This Annex is consistent with the Annex developed by the Cook County Local Emergency Planning Committee as part of the Superfund Amendments and Reauthorization Act (SARA) Title III Regulations and MABAS. It is intended that this Annex developed for the Village Emergency Operation Plan will dovetail with the countywide hazardous materials response plan, thereby

## Village of Oak Park Emergency Operating Plan

ensuring effective coordinated efforts in the event of an incident involving the release of a hazardous material.

### **TERRORISM/WEAPONS OF MASS DESTRUCTION - ANNEX P**

There are many definitions of terrorism. It is generally accepted to be simply the use, or threatened use, of force to intimidate persons, or a society, for political and/or social goals. Modern terrorism uses new methods of intimidation and force, or ancient methods more effectively, to accomplish their political and/or social goals.

Weapons of mass destruction are classified as nuclear, biological, and chemical weapons (NBC). The purpose of this annex is to familiarize the Village officials and first responders with the Village, County, State and Federal responses to a WMD attack in the village.

Detailed information on WMD can be found in Annex P.

### **NATIONAL INCIDENT MANAGEMENT SYSTEM - ANNEX Q**

NIMS integrates best practices that have proven themselves over the years into a comprehensive framework for use by all incident management organizations nationwide. NIMS will provide a consistent nationwide approach for Federal, State, and Local governments to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size or complexity.

Detailed information on NIMS and ICS can be found in Annex Q.

#### **ACTIVATION LEVELS**

##### **Level 5 - Normal Conditions**

Day-to-day operations.

##### **Level 4 – Watch**

EOC Staff/Department heads are notified of the potential for opening the EOC.

##### **Level 3 - Partial Activation**

The activation of the EOC happens at the recommendation of the ESDA Coordinator or when an Incident Commander makes a formal request for the resources of other Village services (e.g. Damage Assessment Team, evacuation, shelter, etc.), and/or multiple incidents are occurring in the Village that will impact Village services. Partial Activation may also take place when an incident spans two or more operational periods.

The Incident Commander(s) and the ESDA Coordinator will meet to make a decision whether the incident level should be elevated.

Those IMT members needed to fill the request and the EOC support staff will report to the EOC. The President will be notified and the Village Manager and other IMT members will be called to the EOC.

##### **Level 2 – Full Activation**

## Village of Oak Park Emergency Operating Plan

Full activation of the EOC automatically occurs at the time the Incident Commander, Village Manager, or the ESDA Coordinator see a need or if all mutual aid agreements are exhausted. All management team members will be notified and report to the EOC.

If it is determined that a situation can be handled by the Village of Oak Park government, with the available usual mutual aid and County resources, the President should declare a State of Emergency. This declaration authorizes the activation of the Village of Oak Park EOP, and authorizes the rendering of assistance by Cook County.

### **Level 1 - State, and Federal Response**

If the Village can no longer manage the incident with normal and mutual aid resources, a formal request for State or Federal resources is made by the EMA Coordinator through the County and State EOCs. A declaration of "State of Disaster" will be initiated. This disaster declaration formally identifies that the situation is larger than the Village and Cook County can handle and IEMA and FEMA assistance is formally requested. This Disaster Declaration is forwarded to the Cook County Emergency Agency as soon as possible.

### **LOGISTICS**

#### **A. Reports**

##### **1. Initial Emergency Report**

An Initial Emergency Report should be prepared and disseminated for major emergencies and disasters where county and state assistance may be required. This short report is designed to provide basic information about an emergency situation.

##### **2. Situation Report**

For major emergencies and disasters where emergency response operations continue over an extended period, a Situation Report should be prepared and disseminated daily. This report is designed to keep the County and State EOCs, other jurisdictions providing resource support for emergency operations, and jurisdictions that may be affected by the emergency situation, informed about the current status of operations.

#### **B. Agreements & Contracts**

Should local resources prove to be inadequate during an emergency; requests will be made for assistance from neighboring jurisdictions, other agencies, and industry, in accordance with existing mutual aid agreements and contracts.

#### **C. EOC Security**

Access to the EOC will be limited during activation. All staff members will sign in upon entry and wear their identification card. Individuals who are not members of the EOC staff will be identified and their reason for entering the EOC determined. All visitors will sign-in upon entry and wear their identification card. Personnel who are not permitted in the EOC are as follows:

1. Media - located away from the EOC in a safe location in a media staging area.

## Village of Oak Park Emergency Operating Plan

2. Other Village departments who are non-EOC Staff, or without a mission task.
3. Village Board members should be briefed in the Village President's Office.
4. Village employees, visitors and friends.
5. Anyone who has not been approved by the EOC Manager.

### D. Media

Media relations will be conducted pursuant to the NIMS. (For more information see Public Information Annex.)

### Notification of the Village Management Team

The Village's management team will be notified to report to the EOC by the Rapid Notify system. The system can be activated by the West Suburban Consolidated Dispatch Center (primary communication center for OP Police and Fire), by the Fire Chief, the Deputy Fire Chief, Police Chief, or the Public Health Department Director. In the case of a failure of the Rapid Notify system, the management team can be contacted by calling home or mobile phones. The phone calls to staff will be made by the ESDA Coordinator, Police Department, Fire Department, or WSCDC staff.

Communications with the Incident Commander at the Forward Command Post and the jurisdiction's EOC will be established via radio communications, or cellular phones. Following the activation of the jurisdiction's EOC, CCDHSEM will be notified and advised of the nature and extent of the incident. Initial notification of the County will be accomplished via telephone (708-865-4766) followed by the transmission of a Flash Report via fax or email. Continued communication between the jurisdiction's EOC and county EOC will be accomplished primarily via telephone.

### MAINTENANCE, REVIEW AND UPDATING THIS ANNEX

It is the responsibility of the ESDA Coordinator for the maintenance, review and update of this Annex.