

**EMERGENCY SUPPORT FUNCTION (ESF) #2**  
**COMMUNICATIONS & WARNING**

**I. PURPOSE:**

This ESF will provide information concerning available, and potentially available, communications and warning capabilities in the City of Pacific, Missouri.

**II. SITUATION AND ASSUMPTIONS**

A. Situation

1. Dispatching:
  - a. Communications capabilities for the City of Pacific exist primarily in their EOC. Other municipal departments also have communications capabilities. The City of Pacific uses the SLATER communications system.
  - b. Communications frequencies for the emergency services are restricted.
  
1. In the event of a power interruption, the E-911 dispatch center is managed by a backup powered emergency generator available to operate the communications equipment and lights. This generator is tested monthly and is planned to power the facility for 48 hours.
  
2. The City of Pacific E-911 is staffed on a 24-hour basis by dispatch personnel. The EOC can also be staffed on a 24-hour basis, when needed.
  
3. The City of Pacific Communication Center receives initial warning information from the REJIS Terminal located in the E-911 dispatch center, the Missouri State Highway Patrol, Troop C headquarters in Weldon Spring, where the NAWAS point is located (through REJIS), and the National Weather Service office in St. Louis. This warning information is dispersed throughout The City of Pacific. (See Appendix 1 for more information on warning fan-out.)
  
4. The City of Pacific has outdoor warning sirens. (See Appendix 5 to this ESF for their locations.) These sirens are activated from the Communications Center. Two City policies identify the scenarios in which the sirens shall be activated: (1) Public Information, Alert and Warning Plan, and (2) Emergency Siren System policy. Some pre-defined conditions will trigger sirens to be activated without additional authorization. Per policy, the sirens can also be activated for additional reasons. All sirens are tested monthly for public awareness. Annually, all system hardware components and the overall system are maintenance checked by an outside vendor.

5. Warning in areas with poor siren coverage may be supplemented with mobile public address operations by the Police Department. Radio and television stations will also broadcast warnings.
6. When warnings are issued, the Police Station and the EOC will begin telephone notification of special facilities within Pacific. (See Appendix 5 to this annex.)
  - (1) In the St. Louis Metropolitan Area, the primary EAS radio stations responsible for activating the EAS are KMOX (1120 AM), WSDZ (1260 AM) and WIL (92.3 FM). Also available are KSLQ (1350 AM), KRAP (104.5 FM), KLPW (1220 AM), and KLPW (92.7 FM) in the City of Washington. The primary EAS television station is KDNL-TV, Channel 30, from St. Louis.
7. Trained weather spotters are available through the City of Pacific and other local agencies.
8. RACES (Radio Amateur Civil Emergency Service) is a national, US Homeland Security sponsored organization with Statewide links. The Pacific Meramec Valley Amateur Radio Club (PMVARC), along with the Zero Beaters Club and the Sullivan Club, are all active with links to Franklin County's RACES group. The latter participates in both local and state drills. All are emergency communications support options for Pacific if an applicable event arises. PMVARC President and assistant director of Franklin County RACES is Jim Rhodes, 314-406-5534.
9. Local cellular phone users (e.g., T-Mobile, AT&T Wireless, and Verizon Wireless) route all E-911 calls to the Pacific E-911 dispatch center.

B. Assumptions:

1. It is assumed that the existing communications and warning systems will survive and remain functional regardless of which type of disaster strikes the area.
2. If local communications become overtaxed, Franklin County Sheriff or the state will augment local resources during the response and recovery phases, e.g. Mobile Command Center.
3. Regardless of how well developed a warning system is, some citizens will ignore, not hear, or not understand warnings of impending disasters broadcast over radio or television or sounded by local siren systems. Mobile public-address and door-to-door operations may be required in some situations.

4. In most cases, the communications center (dispatching personnel) in conjunction with the public safety officer on the scene will make the initial determination that a "classified" emergency has occurred or is developing. (See Appendix 3 to the Basic Plan.)

### **III. CONCEPT OF OPERATIONS**

NOTE: The time frames for performing these actions are listed in parentheses.

- A. Communications and warning operations in the City of Pacific will be coordinated by the Communications Center Supervisor, or the highest-ranking on-duty Supervisor. (See Section IV of this annex). (PREPAREDNESS, RESPONSE AND RECOVERY).
- B. Work shifts will be established to provide 24-hour staffing in the communications center. (PREPAREDNESS, RESPONSE, and RECOVERY)
- C. During a "classified" emergency, curtailment of routine actions will be necessary. The degree of this curtailment will be determined by the Chief of Police or Communications Supervisor and emergency operations procedures will depend upon the severity of the situation. (PREPAREDNESS, RESPONSE, and RECOVERY)
- D. Communications will be expanded during emergency situations by augmenting telephone and cellular services and utilizing amateur radio communication networks. (PREPAREDNESS, RESPONSE, and RECOVERY)
- E. Weather spotters may be deployed during severe weather situations. (PREPAREDNESS and RESPONSE)
- F. During emergency operations, all departments will maintain their existing equipment for communicating with their field operations. These departments will maintain communications liaison with the EOC to keep them informed of their operations. (PREPAREDNESS, RESPONSE, and RECOVERY)
- G. Messages/reports coming into the EOC's communication center will be handled according to standard ICS Forms. (PREPAREDNESS, EMERGENCY RESPONSE, and RECOVERY)
- H. Communications between the Counties and State EOC may be through landline telephone links, cellular phones, or radio contact. (PREPAREDNESS, EMERGENCY RESPONSE, and RECOVERY)
- I. When an emergency situation occurs, all available warning systems will be utilized to

alert and warn private residences, schools, nursing homes, etc. These warning systems include outdoor warning sirens, radio, and television, as well as loudspeakers and sirens on emergency vehicles. The warning fan-out for the City of Pacific is located in Appendix 1 to this annex. (PREPAREDNESS and RESPONSE)

- J. Tests and educational programs will be conducted regularly to ensure the public understands the various warnings (i.e., tornado siren warning consists of a straight blast). (MITIGATION)
- K. Outside communications and warning resources used to support emergency operations will remain under the direct control of the sponsoring organization but will be assigned by the EOC to respond as necessary. (PREPAREDNESS, RESPONSE, and RECOVERY)

#### **IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES**

- A. The Communications Supervisor is responsible for the following:
  - 1. Designate back-up communications and warning equipment and procedures should the equipment in either the primary or alternate EOC not function.
  - 2. Maintain a communications log of messages coming into and out of the EOC (see Attachment C to Appendix 3 of Annex A).
  - 3. Maintain current notification lists for all departments and provide these lists to the communications center.
  - 4. Implement call-down of all EOC staff (see Appendix 2 to Annex A).
  - 5. Provide security and protection of communications and warning equipment.
  - 6. Review and update this annex and its appendices annually.
- B. The City of Pacific Police Department supports this function by providing weather spotting, dispatchers, and vehicles/personnel for warning dissemination.
- C. The Franklin County Radio Amateur Civil Emergency Service (RACES) may support this function by providing weather spotters in times of severe weather. Additionally, the St. Louis County EOC maintains a list of Amateur (HAM) Radio operations which may be available to assist during emergency situations.
- D. The Public Information Officer will support warning operations when necessary.
- E. The Emergency Management Director/Coordinator is responsible for maintaining

the EAS standard operating procedures and coordinating these procedures with the local EAS radio and television stations.

- F. Additional support for this function will come from those departments/organizations having communications capabilities. Among these are the ambulance and public works agencies.
- G. Any department/organization involved in this function is responsible for providing adequate training regarding communications and warning.

## **V. DIRECTION AND CONTROL**

- A. For incidents that have reached an emergency classification direction and control will be from the designated EOC.
- B. Specific department heads may be designated to maintain operational control of their own communications system, but will coordinate with the EOC during emergency operations. All departments must become familiar with the procedures outlined in this annex.
- C. Outside communications and warning resources used to support emergency operations will remain under the direct control of the sponsoring organization, but will be assigned by the EOC to respond as necessary.

## **VI. CONTINUITY OF GOVERNMENT**

- A. The line of succession for the Communications and Warning Function is:
  - 1. Assistant Police Chief
  - 2. Communications Center Supervisor
  - 3. Lead Dispatcher
  - 4. Police Department Administrative Assistant
- B. Records vital to the communications and warning function should be duplicated and stored at another location.

## **VII. ADMINISTRATION AND LOGISTICS**

- A. Mutual aid agreements and agreements of understanding regarding communications and warning operations should be maintained.
- B. Protect communications and warning equipment from lightning, wind, and power surges.

- C. Establish priority of service restoration and line-load control on telephone equipment in the EOC and other essential facilities.

## **APPENDICES**

1. Appendix 1 Message Handling Procedures
  - Attachment A General Message Form (ICS 213)
  - Attachment B Communications Log
  - Attachment C Activity Log (ICS 214)
2. Appendix 2 Communications Procedures and Responsibilities
3. Appendix 3 Communications Warning Capabilities

**Appendix 1 To ESF-2**  
**MESSAGE HANDLING PROCEDURES**

- A. All reports/messages coming into the EOC will be acknowledged by recording them on the message form (see Attachment A to this Appendix A). This procedure applies to anyone receiving a message by radio, telephone, etc.
- B. Each message will be entered into the communications/message log (see Attachment B to this Appendix A). The log will show date and time the message was received along with the individual/department sending it.
- C. After the message has been logged, it will be given to the Emergency Management Director/Coordinator for routing to the appropriate function Coordinator(s). A copy of each message that contains damage information will Also be given to the Public Works Director for collection, analysis and display of information in the EOC.
- D. If the information contained in the message is vitally important, it will be entered into a significant events log. This log will be used to record key disaster related information (i.e., casualty information, health concerns, property damage, fire status, size of risk area, scope of the hazard to the public, number of evacuees, radiation dose, etc.). See Attachment C to this Appendix A for a copy of the log.
- E. The message receiver is responsible for checking the accuracy of the message. (If the message is found to be inaccurate; the Emergency Management Director will be notified who will then inform any others who have also received this message.) The appropriate action will be taken to either complete the request or if unable to respond, forward it to the Emergency Management Director.
- F. The response to the message will be disseminated as appropriate (i.e. reported to response personnel in the field, provided to the EOC staff through regularly scheduled briefings, forwarded to state officials, or disseminated to the public.) Means to communicate message will include radio, telephone, runner, etc...
- G. Outgoing messages from the EOC will also be entered into the communications/message as mentioned previously. This will include messages that originate from the EOC which are also to be recorded on a message form.
- H. Personnel required for message handling will be furnished by the Emergency management Director and/or E-911 Dispatch Center.

Attachment A to Appendix 1 To ESF-2

**GENERAL MESSAGE (ICS 213)**

1. Incident Name (Optional):		
2. To (Name and Position):		
3. From (Name and Position):		
4. Subject:	5. Date:	6. Time
7. Message:		
8. Approved by: Name: _____ Signature: _____ Position/Title: _____		
9. Reply:		
10. Replied by: Name: _____ Position/Title: _____ Signature: _____		
ICS 213	Date/Time: _____	







**Appendix 2 to ESF-2**  
**COMMUNICATIONS PROCEDURES AND RESPONSIBILITIES**

1. Radio

- a. Frequencies: The Police and Public Works main frequencies will be used as the primary radio communications channels. The Police Department may authorize other departments to use the alternate police frequency. If necessary, portable radios will be given to volunteer groups and assigned a channel.
- b. Police Radio Log and Emergency Operation Activity Log: ICS form 214 major radio activity will be logged on incident command form 214 for each shift.

2. Telephone

- a. All existing telephone circuits (cellular and land line) will be utilized to pass and receive messages. All personnel receiving calls related to emergency operations will document all pertinent information utilizing the Emergency Operation Message Form in Attachment A to Appendix 3 of Annex B.
- b. The Police Department is equipped with multiple phone lines. (636) 257-2424 is designated as the main non-emergency telephone line. All other telephone lines will be used for operational contacts.
- c. During emergency operations at Police Department telephones will be maintain 24 hours a day. If available, support personnel should be assigned to the car-taker function. The number of persons assigned will be determined by the severity of the situation.
- d. Telephone circuits will be reserved for operational use. Personal use of City phones is prohibited.

3. Computers

- a. If circumstances permit, computers may be used for communication purposes. All messages sent must be “carbon copied” to the sender; and no messages shall be deleted, whether sent or received. City of Pacific and Pacific Police Department computer security protocols, backups and policies are all in effect.
- b. The Communications Center Supervisor is responsible for ensuring all silent organizational and dispatcher transmissions are protected, preserved and conform with IT policies and procedures.

4. Message Handling

- a. Every employee has the responsibility of taking information and handling/routing messages to the individual responsible for the active applicable function. To ensure a total communications effort, all employees must be familiar with the message handling procedures. (See Appendix 3 in Annex B)
- b. Call-takers/message handlers are responsible for maintaining message forms and updating message logs until collected for the EOC.

**Appendix 3 to ESF-2**  
**COMMUNICATIONS WARNING CAPABILITIES**

**A. Frequent Telephone Numbers**

Pacific Police Department..... 636-257-2424  
 Franklin County Dispatching Center ..... 636-583-2567  
 St. Louis County Dispatching Center ..... 636-529-8210  
 Pacific Fire Protection District, Non-Emergency ..... 636-257-3633

**B. Outdoor Sirens**

Pacific has six (6) outdoor warning sirens located within its boundaries. The sirens are activated from the Dispatch area of the Police Department. The sirens can be activated as one group or individually. Testing of the sirens is set on the first Monday of every month, 11AM, weather permitting.

The outdoor sirens are located in the following locations:

SIREN #	ADDRESS	REFERENCE
1001	Apache Dr/Shawnee Dr	SW Intersection
1002	Hwy OO/Inez Ln	SE Intersection
1003	78 Cedar Field Dr	@Public Works property
1004	19 Industrial Dr	@Aurora Technologies, Inc (ATI)
1005	707 W Congress St	Back Lot of the Eagles
1006	1360 Thornton Rd	West of Phillips 66 Gas Station

St. Louis County

SIREN #	ADDRESS	REFERENCE
1101	429 E Osage on Neosho St.	East side of Meramec Ambulance
1103	5882 Hill View Dr	SW corner of ADB property

St. Louis County Bureau of Communications manages 2 sirens which serve the eastern portion of Pacific. As necessary the City of Pacific can request activation of these units.

**C. Emergency Alert System (EAS)**

The EAS system along with other officially sanctioned alerts and warning elements are described in the City of Pacific’s Public Information Alerts and Warning Plan policy.

**D. Missouri Uniform Law Enforcement System (MULES)**

MULES is a law enforcement computer data network used by the Missouri Highway Patrol primarily for law enforcement operations. It is also used to disseminate other emergency information, such as weather conditions, flood stages, road conditions, etc. MULES terminals are in the Pacific Police Department main office area.

**E. Regional Justice Information Service (REJIS)**

REJIS is an Information Technology (IT) firm that serves government agencies with a heavy focus on police departments. REJIS primarily serves police departments, courts, and jails in the St. Louis area; it also works with agencies spanning Missouri and Illinois. This Pacific Police Department uses this system for many departmental operations.

**F. National Warning System (NWS)**

NWS provides the framework for the Missouri Warning System. The NWS connects the National Warning Center (located in the North American Air Defense Command Combat Center, Colorado Springs, Colorado) with approximately 2,000 warning points across the United States.

The Missouri State Warning Point is in Troop F Headquarters of the Missouri State Highway Patrol in Jefferson City. The Alternate State Warning Point is the State Emergency Operations Center (SEOC) at SEMA. The NWS terminal that provides warning for Pacific is located at Missouri State Highway Patrol Troop C in St. Charles, Missouri.

**G. Media Pathways**

A complete listing of St. Louis area and local media outlets is in ESF#15 Emergency Public Information Appendix #4. Related contact information is in Restricted Annex RA1 Personnel and Emergency Contacts.

**H. Integrated Public Alert and Warning System (IPAWS)**

IPAWS is FEMA's national system that provides authorized local public safety officials with effective pathways to alert and warn the public about emergencies via standardized methods including wireless and broadcast technologies and sponsors. The City of Pacific partakes in such programs.

**I. St. Louis Area Trunked Emergency Radio (SLATER)**

Effective 2023 the primary communications system for the City of Pacific will be via this system. This is a modern, system used throughout the St. Louis metropolitan area allowing our employees rapid and broad communications access. Radio channel assignments are referenced in Restricted Annex RA9.