

State of Missouri

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Systems Concept of Operational Planning for Emergencies  
(MoSCOPE)

May 1, 2019

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## I. Executive Summary

The Missouri Systems Concept of Operational Planning for Emergencies (MoSCOPE) is the foundation for mutual aid in the State of Missouri. Mutual aid is a critical element during expanding incidents for emergency services, including fire, search and rescue, hazardous materials, law enforcement, emergency medical services, K-9, and coroners/medical examiners. Additionally, hospitals, public health and medical, public works, emergency management, communications, agriculture and chaplains have additional plans in development.

This All Hazards Plan is a template for all response partners to coordinate effect and efficient response for those in need. This plan is designed to support local emergency officials during large scale events and expanding incidents when additional resources are needed.

## II. Purpose

The State of Missouri maintains three overarching incident priorities including saving lives, stabilizing the incident and protecting property and the environment. The purpose of MOSCOPE is to coordinate and support the identification, deployment, transportation and demobilization of resources utilized during large scale events and expanding incidents when additional resources are needed.

Specifically this document will provide a platform for sharing and receiving resources, locally, regionally and nationally. It is a practical approach to provide mutual aid resources- be it personnel, apparatus, equipment, information, planning or technology- in quantities beyond the means of any single department, agency or jurisdiction.

## III. Scope

The mutual aid plans herein are components of an all hazard system for allocation, mobilization, and deployment of resources in response to local incidents that requires more resources than those available under any existing inter-jurisdictional mutual aid agreement, especially in response to a major disaster where assistance needs to be provided from one area or region of the state to another.

This plan is designed to augment the available resources during time of emergency or significant event. Nothing in the plan supersedes or prevents the development and use of local mutual aid agreements or operational plans between agencies and other parties.

The plan encompasses all jurisdictions and providers unless they opt out by resolution.

## IV. Mission

MoSCOPE is a plan that coordinates mutual aid resources in order to minimize human suffering, save lives and conserve property.

## V. Planning Assumptions

- A. Priority will be given to saving lives and protecting property, in that order.
- B. All disaster response begins and ends at the local level.

- C. The State may offer a provision of assistance if there are indications that the local resources may become overwhelmed.
- D. Provides a systematic approach that can be utilized from the smallest local event, through regional incidents, up to and including catastrophic, statewide and interstate disasters.
- E. Natural, man-made or prearranged events may necessitate the need for mutual aid resources.
- F. Improves comprehensive situational awareness of an event's potential or actual impact across regions of the state.
- G. Provides a method for timely activation, deployment and tracking of typed emergency personnel and resources requested by on-scene incident commanders or points of coordination.
- H. Provides for a systematic approach to response that will give all first responders a common operating picture.
- I. Resources will operate at the direction of the local jurisdiction once assigned.
- J. Compliments other disaster plans at the local, state and national levels.
- K. Facilitates interstate mutual aid in order to bring the closest, most appropriate resources to bear on the situation.
- L. Adhering to the National Incident Management System (NIMS), thereby providing common preparedness, response and accountability expectations to users of the system, and enabling interoperability with existing and future local and national mutual aid initiatives and resource ordering systems.
- M. Being structured to take advantage of available resources while maintaining a base level of coverage for sending jurisdictions.
- N. Establishing the positions, roles, and responsibilities necessary to activate and maintain this plan, including review and improvement of the plan and overall system.

## VI. Statutes, Authorities, Guidelines, and Policies

### A. Statutes

1. Chapter 44 - The authority of Missouri mutual aid response lies within the state statutes. These statutes are enabling, whereby a governmental entity is part of the system unless by resolution that entity opts out. The statutes also have provisions that enable private providers - ambulances services, hospitals, contractors, etc. - to participate in the system.
2. The statutes leave the final decision regarding deployment with the local entity; the decision to accept or decline a request for assistance lies solely with that requested agency. The statutes also enable free flow of resources in and out of the state even on a daily basis.

- a. Chapter 44, 44.415 defines the Mutual Aid Compact refers to interstate mutual aid, Articles I-XIII
- b. Chapter 44.090 Statewide Mutual Aid System
- c. Chapter 70, 70.837 Powers of Political Subdivisions
- d. 420 of the Stafford Act (42.U.S.C. 5187)

## B. Authorities

1. National Incident Management System
2. National Response Framework
3. NIMS Mutual Aid Guidance

## C. Guidelines and Policies

### 1. Deployment

- a. A resource request in the State of Missouri should be based on the Federal NIMS typing system (Tier 1), or Tier 2, Missouri typing (if defined and established), with the exception of such resources that cannot be typed.
- b. Under the activation of the State Mutual Aid Plan, self-dispatch will not be allowed and the local Incident Commander will be discouraged from utilizing the self-dispatched resources over the resources deployed through the Plan.
  - i. Self-dispatching agencies may be approved by the local incident commander and placed in the incident action plan to support the local jurisdiction.
- c. Those resources deployed through self-dispatch will be communicated to the appropriate State Plan Coordinator/Incident Management Team and may not be eligible for future state-level deployments. In addition, self-dispatched units will not be eligible for any logistical support (including but not limited to food, shelter, fuel) or reimbursement. Self-dispatched resources may not be covered for liability and may not be eligible for line of duty injury or death benefits.
- d. Mutual Aid assets working for the local incident commander will stay within their duties outlined in the Incident Action Plan and not partake in “freelancing.”

### 2. Public Information: Social Media and Information Release Policy

- a. Unauthorized posting on social media sites can compromise both the integrity and the safety of the mission. When deployed to an incident through the Statewide Mutual Aid System, responders will not post or release any information or images related to the incident unless directed to do so by the Incident Commander. This applies to both personal and official accounts, during and after deployment, and relates to all social

media including - but not limited to - Twitter, Facebook, Instagram, Pinterest, Snap Chat, blogs, etc.

- b. Additionally, no information about operations should be released to non-authorized individuals by any means under any circumstances.
- c. Responders are not to take pictures of victims, alive or deceased at any time, unless specifically instructed to do so by incident commander for documentation/evidence purposes. Remember that in an incident that could be deemed a crime scene, any photos and the devices used to take the photos are subject to confiscation as evidence.
- d. Violations of this policy will result in dismissal from the incident at the discretion of the local Incident Commander.

### 3. Liability, Insurance, and Workers Compensation

- a. Liability of all types remains the responsibility of each participating organization; if a jurisdiction chooses to participate in giving and/or receiving mutual aid, the organization agrees it will maintain liability over its people and equipment.
- b. To the extent permitted by law and without waiving sovereign immunity, each participating organization will be responsible for any and all claims, demands, suits, actions, damages, and causes for action related to or arising out of or in any way connected with its own actions, and the actions of its personnel in providing mutual aid assistance rendered or performed pursuant to the terms and conditions of the plan.
- c. Each participating organization will be responsible for its own actions and those of its employees and volunteers, and is responsible for complying with the Missouri vehicle financial responsibility laws.
- d. Each participating organization will be responsible for its own actions and those of its employees and volunteers, and is responsible for complying with the Missouri workers' compensation laws.
- e. It is the responsibility of the participating agency to provide appropriate insurance for personnel and equipment.

### 4. Reimbursement

- a. Any local or regional response coordinated through the Statewide Mutual Aid System should be considered an ***unreimbursed*** response unless an agreement is arranged between the requesting and responding entities.
- b. Reimbursement is dependent on accurate supporting documentation. In the event of agreed upon reimbursement between the requesting entity and the responding resource, necessary documentation will include a mutual aid agreement and records of any operational costs related to personnel, use of equipment, and travel. Additionally, it is **critical** to document ***the request for mutual aid*** in addition to documenting costs.



- c. Documentation is the sole responsibility of the responding resource.
  - d. Reimbursement claims must be coordinated with the authority having jurisdiction within the impacted county.
  - e. Reimbursement for services rendered according to this plan shall be in accordance with any local, state and federal guidelines.
  - f. Reimbursement for pre-event activation, or deployment, of resources will be determined at the time of request.
  - g. For declared disasters under the Fire Management Assistance Grant (FMAG-Stafford), reimbursement will occur for applicable resources used to support the local incident commander.
5. Responder Health and Safety
- a. Responder health and safety is the responsibility of supporting jurisdiction.
  - b. When acting as an agent of the state, mutual aid assets will adhere to state policies for responder health and safety.
6. Rules of Engagement
- a. The rules of engagement are incident specific and reliant on the local incident action plan. It is the local jurisdictions responsibility to develop rules of engagement for the event. By definition a rules of engagement are circumstances and limitations in which an entity will operate as directed by the local authority having jurisdiction.

## VII. Concept of Operations

### A. Plan Activation

- 1. When additional resources are needed by the local Incident Commander, regional coordinator or the State, mutual aid resources will be requested to support local operations.
- 2. These resources shall be requested according to the state mutual aid plan by notification of the Regional Coordinator, or in their absence, the local area coordinator and/or coordination center, including the State Emergency Operations Center.
- 3. **Area Plan Coordinator(s) (If Staffed)** will upon notification:
  - a. Evaluate and establish resource availability within the area.
  - b. Coordinate the dispatch of requested resources from those available within the area, including those needed for backfill.
  - c. Maintain situational awareness and communicate status to the Regional Coordinator.

d. Provide representation from the mutual aid system to the local IC as needed.

4. **Regional Plan Coordinator (If staffed)** will upon notification:

- a. Evaluate and establish resource availability within the region.
- b. Coordinate the dispatch of requested resources from within the region through the Area Coordinators.
- c. Maintain situational awareness and communicate such to the State Coordinator, including current resource status of the region, and anticipated and actual resource needs.
- d. Evaluate the need to request an All-Hazards Incident Support Team (IST) to assist as needed.
- e. Identify staging areas as required by incident and requests.

5. **State Plan Coordinator** will upon notification:

- a. Evaluate conditions and resource availability throughout the state.
- b. Alert all other regional coordinators of anticipated inter-regional dispatch of resources.
- c. Select regions from which additional resources are to be mobilized to fill requests.
- d. Coordinate the response of inter-regional mutual aid resources.
- e. Act as discipline liaison to the State EOC and other partner agencies.
- f. Compile information to be utilized in an after action evaluation process.
- g. The authority having jurisdiction has the ability to approve and/or deny mutual aid.

B. Request for Assistance

- 1. Mutual Aid resource requests may be received from multiple platforms including but not limited to: phone, fax, regional coordinators or coordination centers. When the SEOC is activated, and incidents require state coordination and support, the state will formalize the resource request by its input into WebEOC.
- 2. Local
  - a. Command and control of the incident will remain the responsibility of the local jurisdiction. Any and all assistance that is requested and responds will be there to assist the requesting jurisdiction and its leaders.
  - b. The assisting agency has the responsibility to ensure that the equipment and personnel meet the requirements of the mission request. Personnel and equipment shall meet typing

requirements as requested. These assurances must come from the authority having jurisdiction sending the assistance.

- c. If supported by state statutes: any entity or individual that holds a license, certificate, or other permit issued by a participating political subdivision, public safety agency, or state shall be deemed licensed, certified, or permitted in the requesting political subdivision or public safety agency's jurisdiction for the duration of the emergency. State to state reciprocity of licenses is granted on a case by case basis. For specific information per discipline, refer to discipline-specific annex.

### 3. Regional

- a. Once an area determines that they have additional resource needs, they make requests through the appropriate regional coordinator.
- b. When multiple disciplines are involved the regional coordinators should collaborate and consider establishment of a Multi-Agency Coordination Center (MACC).
- c. The makeup of a MACC should be determined by agency officials through the local Emergency Operations Plan.
- d. If a strike team or task force is deployed, it is recommended that an advance team be deployed. If multiple strike teams or task forces are deployed, it is recommended that an IST be deployed.
- e. An advance team or Incident Support Team (IST) may be deployed to support state resources and support local Incident Command (IC) as requested.

## C. Notification and Response

### 3. Advisory

- a. Upon the occurrence of a significant and/or impending event, Coordinators may issue an Advisory to State, Regional, Area, and Local Coordinators or resources. This Advisory can come from whichever level of coordination is the most appropriate and can be disseminated both up and down the chain of notification to other coordinators. The Advisory is for **informational purposes only** and does not constitute a directive to begin any mobilization activities. The following information should be included in a Mutual Aid Advisory Notice as it becomes known:
  - i. Type of event
  - ii. Location
  - iii. Magnitude
  - iv. Weather conditions

### 4. Alert

- a. If resources have a probability of being requested within the next 24 hours, coordinators may issue an Alert to State, Regional, Area, or Local Coordinators or resources. This Alert should enable the requested resource to have more rapid

response times if given a request of activation. Alerts can be issued in advance of a request for activation to pre-position resources, immediate response, or delayed response. The requested resources must determine if they have the ability for mutual aid deployment and “roster” resources as appropriate. Consideration must be made on the impact of the local community or home jurisdiction and no liability will be imposed against any jurisdiction or its personnel for declining a request for assistance. If the status of the ability to deploy changes, it must be communicated to the appropriate coordinator. The Alert may be verbal followed by written confirmation, normally within 12 hours. The following information should be included in a Mutual Aid Advisory Notice as it becomes known:

- i. Type of event
- ii. Location
- iii. Magnitude
- iv. Weather conditions
- v. Current situation

### 3. Activation

- a. If an event, emergency, or disaster requires mutual aid resources, the appropriate coordinator will notify said resources to be activated. In the interest of response time and efficiency, the resources that were given an Alert and were able to “roster” would be the first resources to be notified to deploy and should also be able to meet the expectations of an Immediate Response. The requested resource may decline the mission if in their opinion there is a potential need in the home jurisdiction. The activation may be verbal followed by written confirmation, normally within 12 hours. The following information should be included in a Mutual Aid Activation Notice as it becomes known:

- i. Type of event
- ii. Location
- iii. Magnitude
- iv. Weather conditions
- v. Current situation
- vi. Damage assessment
- vii. Communications channels/frequencies to be used
- viii. Other resources activated
- ix. Anticipated length of mission
- x. Requesting agency
- xi. Tracking procedures
- xii. Rally Points (if resources will travel via convoy)
- xiii. Reporting assignment

### 4. Demobilization

- a. If an Alert was issued and subsequent information indicates that activation of the resource is not needed, the organizing coordinator will notify the “rostered” agency/resource and demobilize and release them from the Alert. This should be done in writing to the requested agency/resource.

- b. After activation, a demobilization of a resource may occur at any time. The activated resource can only be officially demobilized in two ways.
  - ii. The original requesting agency can demobilize the resource when their mission is complete and/or they are no longer needed. Or,
  - iii. The activated resource needs to be recalled to its home jurisdiction. In this event, the assisting agency should make every attempt to keep the resource activated until replaced. If this is not possible, the deactivation and departure of the resource must be communicated to the requesting agency to ensure safety and security of all operations.
- c. In any case of demobilization, Incident documentation shall utilize NIMS standards.
- d. All documentation shall be submitted to the authority having jurisdiction.
- e. All single resources, strike teams and taskforces shall demobilize through the local Incident Commander and provide their ICS 214s and other associated incident documents.
- f. For all State Declared incidents, Incident Commanders are encouraged to facilitate the After Action Review process and develop an After Action Report (AAR).
- g. Once an asset has been released from the local incident commander assigned, they will report back to the level two staging for further mission assignment or until demobilized by the original requesting agency.
- h. Discipline specific demobilization requirements may be contained in individual mutual aid annex.

#### D. Management and Coordination

##### 1. NIMS Typing

- a. In order to ensure the appropriate resources are requested and obtained, NIMS resource typing standards (Tier 1) and defined and established Missouri typing standards (Tier 2) will be utilized for all resource requests, with the exception of such resources that cannot be typed.

##### 2. Resource Tracking

- a. WebEOC will auto-generate an incident specific mission number for every resource request related to the incident. This number will serve as SEMA's master tracking number for any potential resource reimbursement and associated costs. The ESF may assign an alternate ESF/Discipline-specific mission number for additional tracking and accountability.

##### 3. Staging

- a. It is recommended that every region have a minimum of one pre-designated level 2 staging area for large scale disasters and pre-deployment needs.
- b. If a resource request is made to the State, the authority making the request shall designate a level one staging area.
- c. Staging area may change based on the needs of the incident when responders are en route or during the incident.

4. Documentation

- a. NIMS standards of documentation will be utilized for state mutual aid.

5. Declination

- a. Due to the need for local jurisdictions to ensure that they are able to provide service to their citizens, there shall be no liability imposed against any jurisdiction or its personnel for declining to provide mutual aid response assets to a requesting jurisdiction

E. Emergency Management Assistance Compact (EMAC)

1. *For more information on the Emergency Management Assistance Compact please refer to Annex ?. (In Development)*

VIII. Training and Exercising

A. State

1. It is the intent to exercise the all-hazards mutual aid system annually.
2. Mutual Aid Exercises will be documented annually in the State Multi-Year Training and Exercise Plan (MYTEP).

IX. Plan Update and Maintenance

- B. MOSCOPE will be reviewed in even calendar years (biennial).