



ESF-5 Emergency Management

JOHNSON COUNTY EMERGENCY OPERATIONS PLAN

Coordinating Agency: Johnson County Emergency Management & Communications -
Emergency Management Division (JCEM)

Support Agencies:

Johnson County Facilities
Johnson County Department of Technology and Innovation
Johnson County Legal

INTRODUCTION

Purpose

The purpose of *ESF-5 Emergency Management* is to establish how emergency management activities will be coordinated to meet the needs generated by disasters affecting Johnson County.

Scope

This annex identifies the key policies, concepts of operations, roles and responsibilities, and capabilities associated with Emergency Management in Johnson County. Specific operating procedures and protocols are addressed in documents maintained by the participating organizations. ESF-5 Emergency Management applies to all individuals and organizations that may be involved in Emergency Management required to support disaster response and recovery operations in Johnson County.

The purpose of this Emergency Support Function (ESF) is to coordinate the actions required to manage disaster response and recovery functions. These activities include:

- Emergency decision making and the local declaration process
- Requesting State and Federal assistance
- Maintaining, activating and supporting the County Emergency Operations Center (EOC)
- Overall coordination of mutual aid, regional, state, and federal support
- Information collection and analysis
- Decision-making and information dissemination
- Coordination of the Planning and Logistics Sections in the County EOC

SITUATION & ASSUMPTIONS

In addition to the “Situation and Assumptions” section in the Basic Plan, the Concept of Operations for ESF-5 is based on the following:

Situation

1. Many hazards in Johnson County have the potential for causing disasters requiring support from the County and/or centralized coordination.
2. KSA 48-929 requires each county within Kansas to establish and maintain a disaster agency responsible for emergency management.
3. Johnson County Resolution 064-95 as amended by Resolution 023-03 and 054-11 establishes Johnson County Emergency Management and Communications – Emergency Management Division (JCEM) as the disaster agency responsible for emergency management in Johnson County. JCEM coordinates a variety of countywide mitigation, preparedness, response, and recovery initiatives.
4. Requests for assistance from State and/or Federal government are coordinated through JCEM. JCEM coordinates all requests for assistance, either initiated by the county or by local jurisdictions through the County, made to other jurisdictions, the state and/or federal government as well as requests from other jurisdictions, the state and/or federal government for assistance from Johnson County during disasters.
5. As described in the Basic Plan, each of the cities in Johnson County are responsible for identifying at least one City Emergency Management Liaison to serve as a primary point of contact to coordinate emergency management activities between the cities and the County before, during, and after disasters.
6. The Johnson County Emergency Operations Center (EOC) serves as the central location for countywide interagency coordination and decision making during disasters. The primary role of the EOC is to bring together relevant disaster information in one central location, organize and present that information in a useful way to the organization’s decision-makers, and facilitate the coordination of resources required to meet the needs generated by disaster. Additional operational details can be found in the Johnson County Emergency Management EOC Manual.
7. JCEM is responsible for maintaining the primary and alternate EOC for Johnson County. Both facilities are equipped to communicate with operational units in the field as well as other local, state, and federal operations centers. The systems and methods for both redundant and interoperable emergency communications consist primarily of wireless voice (radio), voice and data wire line and wireless telecommunications, Internet (voice/data), and Web EOC.

8. Johnson County's outdoor warning system consists of 190 sirens placed strategically throughout the county as an early warning device to alert citizens to take shelter and seek additional information. While the outdoor warning system can be an effective method of notifying those outdoors, it is only one component of a comprehensive emergency warning system including the use of NOAA weather radios, the Emergency Alert System, and emergency notifications from local media.. The outdoor warning system is set up to alert the public of a tornado warning. There are three basic criteria to activate the sirens for tornadoes:

- The National Weather Service issues a Tornado Warning for Johnson County,
- A county trained and certified weather spotter reports a tornado; or
- A tornado is reported by a local public safety official.

While JCEM is responsible for coordinating the tests of the sirens and activating them when needed, the separate jurisdictions within the county own and maintain the sirens within their respective jurisdiction.

Assumptions

1. There will be an immediate and continuous demand for information on which decisions may be made involving the conduct of response and recovery actions.
2. Early in an incident little information will be available and initial information received may be vague or inaccurate.
3. The receipt, analysis, and dissemination of timely and accurate disaster information is necessary to provide local, state, and federal governments with a basis for determining priorities, needs, and the availability of resources.
4. The collection and organization of the incident status, situation information and the evaluation, analysis and display of that information for use by the Emergency Operation Center (EOC) will be critical for decision making in the disaster response and recovery process.

CONCEPT OF OPERATIONS

Mitigation

1. Multiple organizations and agencies in Johnson County are involved in initiatives to prevent and/or lessen the impacts of disasters. JCEM facilitates countywide coordination of these activities including the development and maintenance of the County's multi-jurisdictional multi-hazard mitigation plan.

2. Johnson County and the participating jurisdictions/organizations maintain a multi-hazard mitigation plan to reduce future losses to the County and its communities resulting from natural and man-made hazards. The plan is prepared pursuant to the requirements of the Disaster Mitigation Act of 2000 and to achieve eligibility for Federal Emergency Management Agency (FEMA) Flood Mitigation Assistance, Pre-Disaster Mitigation, and Hazard Mitigation Grant Programs. The goals and objectives of the Region L Multijurisdictional Hazard Mitigation Plan are as follows:

Goal 1: Reduce risk to the people and property of Johnson County from the impacts of natural and man-made hazards;

Goal 2: Protect critical facilities and other community assets from the impacts of hazards;

Goal 3: Improve education and awareness about hazards and risk;

Goal 4: Strengthen communication between agencies and the public.

3. Pursuant with KAR 56-2-2 and Johnson County Resolution 064-95 as amended by Resolution 023-03, JCEM develops and maintains an active public education program which educates the public on local hazards and risk, encourages specific preparedness actions, and informs the community of what the government and its partners do before, during, and after disasters to meet the needs of the community.
4. JCEM will coordinate the local administration of pre and post disaster mitigation programs for the County.

Preparedness

1. All organizations and agencies with responsibilities in disaster response and recovery are responsible for the preparedness measures (coordination, planning, training, exercising, equipping, etc.) associated with maintaining their capabilities.
2. JCEM is responsible for a wide variety of preparedness activities including:
 - a. Establishing a system to ensure cooperation and coordination among all County departments and other jurisdictions within Johnson County in all matters pertaining to Emergency Management;
 - b. Coordinating the development of a local emergency planning program, including:
 - i. The development and maintenance of a local hazard analysis;
 - ii. Coordinating the development and maintenance of the all-hazard Johnson County Emergency Operations Plan;
 - iii. Supporting relevant city, county, regional, state, and federal disaster planning efforts;
 - c. Participating in and supporting the Mid America Local Emergency Planning Committee (LEPC);

- d. Developing and coordinating a countywide training and exercise program;
 - e. Maintaining the capability to activate the outdoor warning system;
 - f. Maintaining the capability to activate and support the County's primary and alternate EOC;
 - g. Coordinate state and federal emergency management programs and activities in consultation with relevant stakeholder agencies.
3. All County ESF Teams are responsible for developing and maintaining the capabilities required in accomplishing their ESF mission. This includes continually evaluating needs and capabilities, identifying any gaps, and developing and implementing strategies to address them. This includes, but is not limited to, the following responsibilities:
- a. Review the ESF Annex annually and update as needed;
 - b. Continually evaluate the capabilities required to accomplish the ESF mission, identify any gaps, and develop and implement strategies to address them;
 - c. Manage the resolution of ESF after-action issues;
 - d. Develop and/or participate in relevant ESF related planning, training, and exercise activities at the local, regional, state, and/or federal level;
 - e. Ensure necessary supplements to the ESF annex are developed and maintained (including emergency contact lists, resource lists, departmental/functional plans, procedures, protocols, & EOC job aids);
 - f. Ensure representatives from the Coordinating Agency and Support Agencies are fully trained and prepared to respond to the County EOC as ESF Team Members.
4. Cities in Johnson County are responsible for the preparedness measures (coordination, planning, training, exercising, equipping, etc.) associated with maintaining their capabilities. As described in the Basic Plan, city preparedness efforts include identifying a City Emergency Management Liaison to serve as the primary point of contact between the City and Johnson County Emergency Management. The partnership between City Emergency Management Liaisons and JCEM helps ensure coordination and collaboration before, during, and after disasters.

Response

- 1. Johnson County utilizes WebEOC, a web-based software system, to facilitate the exchange of real-time emergency management information between response organizations on the city, county, regional, and state level.
- 2. JCEM should be notified and kept informed of situations that require (or have the potential for requiring) assistance from the County and/or activation of the County Emergency Operations Center (EOC).
- 3. As described in *ESF-7 Resource Management Annex*, requests for assistance in Johnson County will be forwarded to JCEM or the County EOC when activated. Upon

receiving a request for assistance, JCEM and/or the County EOC will coordinate efforts needed to provide required assistance.

4. JCEM maintains a state of readiness at all times. This state of readiness includes the ability to:
 - a. Monitor developing situations;
 - b. Coordinate and share information with key stakeholders;
 - c. Coordinate requests for assistance;
 - d. Facilitate the process of declaring a state of local disaster emergency;
 - e. Coordinate emergency public information and warning;
 - f. Activate the outdoor warning sirens;
 - g. Activate and support the County EOC;
 - h. Facilitate access to state and federal resources to support local response and recovery operations.
5. JCEM will activate and support the County EOC when needed and serves as the Coordinating Agency for ESF-5 Emergency Management.
6. The mission of ESF-5 Emergency Management is to support and coordinate the activities required to meet the needs generated by disasters affecting Johnson County. When the ESF-5 Team activates in the Johnson County Emergency Operations Center (EOC), the ESF-5 Team will orchestrate the countywide coordination required to fulfill the mission of ESF-5.
7. The ESF-5 Team is divided into two sections in the County EOC. There is an ESF-5 Planning Team and an ESF-5 Logistics Team in the EOC.
8. The ESF-5 Planning Team is responsible for coordinating the Planning Section in the EOC. The Planning Section collects, evaluates, processes, and disseminates information for use in the EOC. Specific responsibilities of the ESF-5 Planning Team include:
 - a. Collect, evaluate, process, display, and disseminate incident status information to help ensure a common operating picture is maintained throughout the EOC and shared with appropriate external entities;
 - b. Track the progress and evaluate the effectiveness of current strategies;
 - c. Coordinate with ESF-14 to ensure disaster assessment information is collected and organized in a timely manner;
 - d. Coordinate the development and maintenance of the EOC Incident Support Plan;
 - e. Arrange for and conduct EOC planning meetings and briefings;
 - f. Collect, organize, and provide accurate records of status boards, reports, plans, assessments, charts, maps, logs, and other information related to EOC Operations (paper, electronic, or otherwise).

9. The ESF-5 Logistics Team is responsible for coordinating the Logistics Section in the EOC. The Logistics Section supports operational activities through the provision of supplies, equipment, facilities, personnel, mutual aid, and other support and services necessary for disaster response and recovery. Specific responsibilities of the ESF-5 Logistics Team include:
 - a. Provide the internal logistics needed to accomplish the mission of the EOC by coordinating the activities related to EOC activation, staffing, supplies, security, identification, and other facility issues. These activities include:
 - i. Manage all activities related to the activation and support of the EOC and its functions;
 - ii. Coordinate the notification of EOC members of the need to respond to the EOC and notify other external entities of the activation;
 - iii. Coordinate the reception of responding EOC members to the EOC and ensure they sign-in, know who to report to, and what their roles and responsibilities are in the EOC;
 - iv. Work to ensure EOC members have access to the information, tools, materials, and equipment needed to accomplish their mission;
 - v. Develop and maintain the official organization and staffing chart and roster for the EOC for each operational period;
 - vi. Throughout the activation, work with the EOC Director and EOC Coordinator, Section Chiefs, and ESF Team Coordinators to identify the appropriate staffing level for each operational period and ensure this level is maintained.
 - b. Work with ESF-7 to receive, manage, & track resource requests;
 - c. Work with the Operations and Planning Sections and ESF-7 to establish current priorities for resource allocations and forecast future resource needs;
 - d. Work with ESF-7 Finance to procure needed resources and ensure fiscal policies and procedures are being followed;
 - e. Establish and maintain operational awareness of logistics needs through direct communications links with operational units in the EOC and, when needed, appropriate external coordinating entities (e.g. city/County/State emergency management liaisons and/or EOCs);
 - f. Coordinate mutual aid requests and requests to the State for assistance;
 - g. Conduct logistics needs assessments, prioritize ESF-5 Logistics operational objectives in alignment with the EOC Incident Support Plan, and coordinate ESF-5 Logistics county-wide activities;
 - h. Collect and analyze information relevant to ESF-5 Logistics and report in WebEOC and EOC documents including EOC Incident Support Plans and Situational Reports;
 - i. Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.

10. While any of the County departments may be asked to support disaster operations, the following Support Agencies to ESF-5 coordinate with JCEM on a continual basis and have active support roles during all EOC activations:

- a. Johnson County Automated Information Mapping System (AIMS)
- b. Johnson County Facilities (FAC)
- c. Johnson County Department of Technology and Innovation (DTI)

ROLES AND RESPONSIBILITIES

ESF-5 Emergency Management Team

The mission of the ESF-5 Emergency Management Team is to ensure the provision of Emergency Management required to meet the needs generated by disaster affecting Johnson County.	
Coordinating Agency	Johnson County Emergency Management
Support Agencies	Johnson County Facilities Johnson County Legal Johnson County Department of Technology and Innovation
Core Capabilities	<p>Planning Mission Areas: All Description: Conduct a systematic process engaging the whole community as appropriate in the development of executable strategic, operational, and/or community-based approaches to meet defined objectives.</p> <ul style="list-style-type: none"> • During an actual or potential incident, coordinates and conducts planning activities. <p>Situational Assessment Mission Area: Response Description: Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.</p> <ul style="list-style-type: none"> • Maintains situational awareness of an incident. • Provides an informational link to members of the whole community. • Serves as the centralized conduit for situation reports, geospatial data, and other decision support tools.

	<ul style="list-style-type: none"> Provides decision relevant information regarding the nature and extent of an incident, and well as cascading effects, in support of a potential or actual coordinated response. <p>Public Information and Warning Mission Areas: All Description: Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.</p> <ul style="list-style-type: none"> Provides information for the development of credible, culturally appropriate, and accessible messages to inform ongoing emergency services and the public about protective measures and other life-sustaining actions and facilitate the transition to recovery.
Preparedness	<ul style="list-style-type: none"> Review the ESF-5 Annex annually and update as needed Continually evaluate the capabilities required to accomplish the ESF-5 mission, identify any gaps, and leverage resources to address them Manage the resolution of ESF-5 after-action issues Develop and/or participate in relevant ESF related planning, training, and exercise activities at the local, regional, state, and/or federal level Ensure necessary supplements to the ESF annex are developed and maintained (including emergency contact lists, resource lists, departmental/functional plans, procedures, protocols, & EOC job aids) Ensure representatives from the Coordinating Agency and Support Agencies are fully trained and prepared to respond to the County EOC as ESF-5 Team Members
Response	<ul style="list-style-type: none"> Establish and maintain operational awareness of emergency management through direct communications links with operational units (both private and public) in the field and/or their appropriate coordinating entities; Conduct emergency management disaster impact and needs assessments, prioritize ESF-5 operational objectives in alignment with the EOC Incident Support Plan, and coordinate ESF-5 county-wide response activities; Collect and analyze information relevant to ESF-5 and report in WebEOC and EOC documents including EOC Incident Support Plans and Situational Reports; Receive, manage, & track resource requests for ESF-5; Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.
Recovery	<ul style="list-style-type: none"> Coordinate the ESF-5 support of recovery activities Coordinate the restoration of ESF-5 resources and/or capabilities as needed Ensure ESF-5 Team Members and/or their agencies provide appropriate records of costs incurred Conduct an ESF-5 after action review

Mitigation	<ul style="list-style-type: none"> Identify and implement mitigation activities to prevent or lessen the impact of future incidents
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ESF-5 Emergency Management Coordinating Agency Responsibilities

Johnson County Emergency Management	
Preparedness	<ul style="list-style-type: none"> Ensure each of the preparedness responsibilities identified for the County ESF-5 Team (listed above) are accomplished Maintain an inventory of agency resources Maintain emergency contact information
Response	<ul style="list-style-type: none"> Provide emergency management support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the <i>ESF-5 Annex</i>. Coordinate response activities with the County EOC in support of the ESF-5 mission Ensure each of the response responsibilities identified for the County ESF-5 Team (listed above) are accomplished regardless of the activation/staffing level of the County EOC Arrange for appropriate staffing of the County ESF-5 Team in the EOC throughout activations Coordinate the ESF-5 Team activities in the County EOC
Recovery	<ul style="list-style-type: none"> Coordinate the ESF-5 support of recovery activities Coordinate the restoration of ESF-5 resources and/or capabilities as needed Ensure ESF-5 Team Members and/or their agencies provide appropriate records of costs incurred Conduct an ESF-5 after action review
Mitigation	<ul style="list-style-type: none"> Identify and implement mitigation activities to prevent or lessen the impact of future incidents

ESF Support Agency Responsibilities

Johnson County Automated Information Mapping System-AIMS	
Preparedness	<ul style="list-style-type: none"> Assist with the ESF-5 Team preparedness activities (listed above) Maintain an inventory of agency resources Maintain agency emergency contact information
Response	<ul style="list-style-type: none"> Provide emergency management support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the <i>ESF-5 Annex</i>. Coordinate response activities with the County EOC in support of the ESF-5 mission Send agency representatives to the County EOC as part of the ESF-5 Team when activated
Recovery	<ul style="list-style-type: none"> Coordinate the restoration of agency resources and/or capabilities as needed Participate in countywide recovery planning and activities Prepare the documentation required to become eligible for reimbursement Participate in after action reviews

Mitigation	<ul style="list-style-type: none"> Identify and implement mitigation activities to prevent or lessen the impact of future incidents
Johnson County Facilities	
Preparedness	<ul style="list-style-type: none"> Assist with the ESF-5 Team preparedness activities (listed above) Maintain an inventory of agency resources Maintain agency emergency contact information
Response	<ul style="list-style-type: none"> Provide emergency management support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the <i>ESF-5 Annex</i>. Coordinate response activities with the County EOC in support of the ESF-5 mission Send agency representatives to the County EOC as part of the ESF-5 Team when activated
Recovery	<ul style="list-style-type: none"> Coordinate the restoration of agency resources and/or capabilities as needed Participate in countywide recovery planning and activities Prepare the documentation required to become eligible for reimbursement Participate in after action reviews
Mitigation	<ul style="list-style-type: none"> Identify and implement mitigation activities to prevent or lessen the impact of future incidents
Johnson County Department of Technology and Innovation	
Preparedness	<ul style="list-style-type: none"> Assist with the ESF-5 Team preparedness activities (listed above) Maintain an inventory of agency resources Maintain agency emergency contact information
Response	<ul style="list-style-type: none"> Provide emergency management support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the <i>ESF-5 Annex</i>. Coordinate response activities with the County EOC in support of the ESF-5 mission Send agency representatives to the County EOC as part of the ESF-5 Team when activated
Recovery	<ul style="list-style-type: none"> Coordinate the restoration of agency resources and/or capabilities as needed Participate in countywide recovery planning and activities Prepare the documentation required to become eligible for reimbursement Participate in after action reviews
Mitigation	<ul style="list-style-type: none"> Identify and implement mitigation activities to prevent or lessen the impact of future incidents
Johnson County Legal	
Preparedness	<ul style="list-style-type: none"> Assist with the ESF-5 Team preparedness activities (listed above) Maintain an inventory of agency resources Maintain agency emergency contact information
Response	<ul style="list-style-type: none"> Provide emergency management support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the <i>ESF-5 Annex</i>. Coordinate response activities with the County EOC in support of the ESF-5 mission Send agency representatives to the County EOC as part of the ESF-5 Team when activated

Recovery	<ul style="list-style-type: none"> • Coordinate the restoration of agency resources and/or capabilities as needed • Participate in countywide recovery planning and activities • Prepare the documentation required to become eligible for reimbursement • Participate in after action reviews
Mitigation	<ul style="list-style-type: none"> • Identify and implement mitigation activities to prevent or lessen the impact of future incidents

POLICIES, AUTHORITIES, AND REFERENCES

Please refer to the Basic Plan for additional Policies, Authorities, and References.