

Douglas County, Kansas

EMERGENCY OPERATIONS PLAN

Basic Plan

Approved by Resolution
6/11/2014

DOUGLAS COUNTY EMERGENCY OPERATIONS PLAN

Contents

1.0 Preface	3
2.0 Introduction	5
3.0 Situation	8
4.0 Planning Assumptions	13
5.0 Roles and Responsibilities	15
6.0 Concept of Operations	25
7.0 Incident Management Actions	37
8.0 Continuity of Government	54
9.0 Administration and Support	56

BASIC PLAN

1.0 Preface

Approval and Implementation

The Douglas County Emergency Operations Plan (EOP) describes the management and coordination of resources and personnel during periods of major emergency. Committees comprised of senior planners and managers of the Departments and Agencies with key roles during emergencies or disasters originally developed this plan. An update was completed in January of 2009.

This plan supersedes the Emergency Operations Plan dated September 1998. It incorporates guidance from the Kansas Division of Emergency Management (KDEM) as well as lessons learned from disasters and emergencies that have threatened Douglas County. The Coordinator for each Emergency Support Function (ESF) has the responsibility of reviewing and preparing for implementing their respective support functions. The plan includes the following:

- Defines emergency response in compliance with the State-mandated Emergency Operations Plan process.
- Establishes emergency response policies that provide Departments and Agencies with guidance for the coordination and direction of county plans and guidelines.
- Aligns the basic structures, processes, and protocols of the National Response Framework (NRF) guidelines into the plan.
- Incorporates National Incident Management System (NIMS) concepts and guidelines into the Emergency Operations Plan (EOP) utilizing integrated command and control guidelines for local, regional, and/or national response collaboration in the event of an emergency.
- Provides a basis for unified training and response exercises.

1.1 LEOP Resolutions

Signed resolutions:

- Douglas County (#14-20)
- Lecompton (#290)
- Eudora (#2014-03)
- Baldwin City (#2014-11)
- Lawrence (#7082)

1.2 Concurrence Page

Departmental and organizational concurrence page with signatures.

1.3 Distribution Page

Upon approval of this Emergency Operations Plan (EOP) by the State of Kansas, the following departments, agencies, and personnel will have access to the Emergency Operations Plan electronically and in print:

- Douglas County Board of County Commissioners

- City of Lawrence
- City of Baldwin
- City of Eudora
- City of Lecompton

In addition to the above listed departments, those persons/departments who appear on the concurrence page may also receive a copy. Additions to the list(s) will be distributed to the appropriate agency/department involved within Douglas County as deemed necessary and appropriate by the Douglas County Emergency Management Director in coordination with the Local Emergency Operations Committee.

Updates and changes to the Plan will be made annually or following an event, and identified personnel will be alerted to review changes or additions to the Plan.

In the interest of public safety, this Plan is not intended for use by any other organization than the Douglas County Emergency Management Department and the government of Douglas County, Kansas.

1.4 Authorities

Federal and State Authorities are in Appendix 3 of this Plan.

County

Mutual Aid/Assistance Agreements are presently in effect. Douglas County has adopted, by resolution KSA 12-16,117, which provides automatic mutual aid, as needed.

The County has an Emergency Management Department that was established with Douglas County Resolution #06-38. This resolution also identifies the responsibilities of elected officials, the Emergency Management Director, and the agency itself. The Douglas County Emergency Management Department complies with KAR 56-2-2 and KSA 48-929 through 930. The Emergency Management Department is located in the Douglas County Judicial and Law Enforcement Center, 111 E. 11th Street, Lawrence, Kansas. The county provides 24-hour notification of the Emergency Management Director through a call notification system, radio, landline phones, and cellular phones. The County Resolution is in Appendix 7 of this Plan.

Douglas County established its Local Emergency Planning Committee (LEPC), as required and adopted by-laws, in January 1979.

Regional

Douglas County currently has Mutual Aid/Assistance Agreements with other communities and jurisdictions.

- Resolution #06-39, dated December 18, 2006, establishes a policy of Douglas County, Kansas, to provide assistance to other counties, cities, and townships during disasters, pursuant to KSA 12-16, 117. A copy of this Resolution is in Appendix 9 of this Plan.

City

Douglas County currently has Mutual Aid/Assistance Agreements with other communities and jurisdictions within Douglas County.

2.0 Introduction

Incident management has changed since the September 11, 2001, terrorist attacks on the United States. These new threats have compelled federal, state, and local officials to redefine the complex nature of 21st century preparedness and develop a unified and coordinated approach to incident management. The Douglas County Emergency Operations Plan (EOP) update has been developed based on this approach as provided in the Kansas Planning Standards - County Response Plan, the National Response Framework, and the National Incident Management System (NIMS), which has been adopted and incorporated by Douglas County, as the primary tool for coordination and response during incidents of local, regional, and national significance.

Hazardous materials planning in conjunction with SARA Title III has been incorporated into the various annexes, and in particular, ESF-10 Hazardous Materials and Radiological Emergencies. Information required by NRT-1 and NRT-1A for the development of the Plan can be found in the online Hazard Vulnerability Assessment Tool (HzVAT), which houses the Hazard Analysis (HzART) and Hazard Analysis Chemical Reporting Tool (HzChRT).

There are numerous Annexes to the Douglas County Emergency Operations Plan. These include Foreign Animal Disease, Biological Incident, and Vulnerable Populations. Other Annexes will be added to the EOP as they are developed.

2.1 Purpose of the Plan

The purpose of this EOP is to establish a comprehensive, countywide, all-hazards approach to incident management across a spectrum of activities including prevention, preparedness, response, and recovery, in accordance with Douglas County Resolution #06-38, in the event of a disaster or emergency. Its primary intent is to serve as a multi-faceted policy document, where pertinent information regarding disaster operations and planning can be accessed easily. Additional purposes of this instrument include, but are not limited to the following:

- Assist in the preservation of life and property of Douglas County citizenry and residents.
- Establish the capabilities for protecting the population from the effects of a disaster.
- Designate the agencies and personnel necessary that have the capabilities and/or responsibilities to mobilize in a disaster situation.
- Provide prompt and effective response to disasters and emergencies.
- Provide for the recovery to normal operations after an incident.
- Provide for mitigation and/or mitigation guidance about disasters and other emergencies.

The EOP provides the framework for interaction with municipal governments; the private sector; and non-governmental organizations (NGOs) in the context of incident prevention, preparedness, response, and recovery activities. Finally, the EOP serves as the foundation for the development of detailed supplemental plans and guidelines to effectively and efficiently implement incident management activities and assistance in the context of specific types of incidents.

The EOP, using NIMS, establishes mechanisms to:

- Maximize the integration of incident-related prevention, preparedness, response, and recovery activities.

- Improve coordination and integration of county, municipal, private sector, and non-governmental organization partners.
- Maximize efficient utilization of resources needed for effective incident management and Critical Infrastructure/Key Resources (CI/KR) protection and restoration.
- Improve incident management communications and increase situational awareness across jurisdictions and between the public and private sectors.
- Facilitate emergency mutual aid and emergency support to municipal governments.
- Provide a proactive and integrated response to catastrophic events.
- Address linkages to other incident management and emergency response plans developed for specific types of incidents or hazards.

A number of plans link with the EOP in the context of Incidents of Critical Significance, but remain as stand-alone documents, which also provide detailed protocols for responding to routine incidents normally managed by county agencies without the need for supplemental coordination. The EOP also incorporates other existing emergency response and incident management plans (with appropriate modifications and revisions) as integrated components, operational supplements, or supporting tactical plans.

2.2 Scope and Applicability

It is the goal of the Douglas County Emergency Management Department to effectively plan, mitigate, and prepare Douglas County and its population for and from the effects of disasters. Using this plan, the population of Douglas County is better prepared to respond and recover. Briefly stated, the ultimate goal of the Douglas County Emergency Management Department is the preservation of life and property with preparedness, planning, training, mitigation, response, and recovery operations. The Emergency Operations Plan (EOP) for Douglas County considers relevant hazards that are identified in the Douglas County Hazard Analysis. It addresses the four phases of emergency management: mitigation, preparedness, response, and recovery. These phases are addressed to the extent possible based on existing resources and current capabilities.

This plan was developed as a guide for emergency operations in a disaster, and not for normal day-to-day operations. The individual organizations' Standard Operating Guidelines (SOGs) cover the normal day-to-day operations of the Douglas County Government, its departments, and agencies.

This EOP contains the Basic Plan, Appendices, Emergency Support Function (ESF) Annexes, Support Annexes, and Incident Annexes that provide specific information and direction for Emergency Management and other managers. Although not a component of the EOP, attachments, Emergency Operations Guides (EOGs), checklists, and other operational documents that support the ESFs contain technical and detailed information for operating departments and individuals to carry out assigned roles and responsibilities and are considered addendums to this plan.

Cities having county-recognized plans will conduct operations within their own city limits pursuant to those plans. Emergency operations in cities not having such plans and in the unincorporated areas of the county, as well as emergency support activities by agencies of Douglas County government, will be conducted in accordance with the provisions and policies contained in this plan.

The Basic Plan describes the structure and processes comprising a county approach to incident

management designed to integrate the efforts of municipal governments, the private sector, and non-governmental organizations. The Basic Plan includes the legal basis, purpose, situation, assumptions, and concept of operations, organization, and assignment of responsibilities, administration, logistics, planning, and operational activities to protect the citizens of Douglas County.

2.3 Authorities

Each political subdivision will have the emergency management power and authority to: appropriate and expend funds; execute contracts; obtain and distribute equipment, materials, and supplies; provide for the health and safety of persons and property, including emergency assistance to victims; direct and coordinate development of emergency management plans and programs in accordance with federal and state policies and plans; appoint, employ, remove, or provide, with or without compensation, chiefs of services, warning personnel, rescue teams, auxiliary fire and police personnel, and other emergency management workers; establish a primary and one or more secondary control centers to serve as command posts; and acquire, temporarily or permanently, by purchase, lease, or otherwise sites required for installation of temporary housing units and prepare or equip such sites (KSA 48-904 through 48-936, as amended).

Departments, organizations, and agencies within the Douglas County Government are required and have the authority to assist the Douglas County Emergency Management Director by utilization of personnel, equipment, supplies, facilities, and other resources as directed by Douglas County Resolutions and State of Kansas statutes, laws, and regulations.

The function of government will be the same with the responsibility of disaster related policy decisions given to the Douglas County Emergency Management Department and other emergency operational groups defined in this Plan. Due to the unique requirements placed on Douglas County during a crisis, additional guidance and resources need to be allocated. This is the responsibility and authority of the Douglas County Emergency Management Department with supplemental assignments given to existing agencies and/or personnel.

3.0 Situation

3.1 Geographic

The following geographical summary of Douglas County is provided from the hazard analysis conducted for Douglas County in 2004 and updated in 2010. For additional information, reference Section 3.3 of this section, and the Douglas County Hazard Analysis.

Douglas County is located in the northeastern part of the state of Kansas, approximately 24 miles west of the Missouri state line. Due to its unique shape, multiple counties surround Douglas County. Douglas County is bounded on the north by Jefferson County and the Kansas River, which separates it from Leavenworth County; on the east by Johnson County; on the south by Franklin County, and on the west by Shawnee and Osage counties.

The northern border is extremely irregular, following the winding course of the Kansas River. Coon Creek and Oakley Creek located in the northwest corner of the county flow toward the Kansas River. Lawrence is the county's largest city and serves as the county seat. Douglas County spans approximately 24 miles east to west and 23 miles north to south at the widest point. At 457 square miles total area, Douglas County is the 5th largest county in Kansas.

With a 2010 population of 110,826, Douglas County was the 5th most populated county in the State of Kansas.

Douglas County is located in an area of the United States rated for "moderate damage" – Zone 2A (UBC 1997) seismic activity. From a tectonic standpoint, the most important structural feature in the near vicinity is the Humboldt Fault (Nemaha Anticline). The fault system, located 40 miles northwest of Douglas County, is a northeasterly trending feature that plunges to the southwest, extending across the entire state of Kansas.

Douglas County lies partly within the Dissected Till Plains and partly within the Osage Plains sections of the Central Lowlands physiographic province. The major topographic features are the east-trending Kansas and Wakarusa River valleys and the upland cuestas formed by differential erosion of the limestone, shale, and sandstone beds. Locally, as in the Hesper area in the eastern part of the county, plains developed on glaciofluvial deposits are minor topographic features.

The Kansas River and its tributaries drain the northern three fourths of the county and tributaries of Marais des Cygnes River drain the southern fourth. The highest point in the county is in the southwestern part and is about 1,200 feet above sea level; the lowest point is along the Kansas River at the east edge of the county, about 778 feet above mean sea level.

Clinton Lake is located on the Wakarusa River approximately one mile west of Lawrence. Constructed in 1977 by the Army Corps of Engineers for flood control, the lake covers 11 square miles and has a maximum capacity of 368,700 acre feet. The lake provides recreation and drinking water to Lawrence and the surrounding communities. The Wakarusa River below the dam flows south of Lawrence to Eudora where it empties into the Kansas River.

Lone Star Lake is located 3.5 miles south of Clinton Lake. Lone Star Lake covers 183 acres at normal pool elevation and is managed by Douglas County. Washington Creek flows from Lone Star Lake northeast to form confluence with the Wakarusa River. Douglas State Fishing Lake is located approximately one mile north and two miles east of Baldwin City, Kansas. The lake was constructed in the 1960s. Douglas State Fishing Lake covers 180 acres and is managed by the

Kansas Department of Wildlife and Parks.

The remaining surface impoundments in Douglas County are relatively small, and are utilized to aid in irrigation for agricultural areas and livestock watering.

3.2 Vulnerability Analysis

The following vulnerability summary of Douglas County is provided from the hazard analysis conducted in 2004 and updated in 2010. For additional information, reference Section 3.3 of this section, and the Douglas County Hazard Analysis.

According to estimated population numbers provided by the U.S. Census Bureau, the 2010 population of Douglas County was 110,826, an increase from the population of 99,962 in 2000, and from the population of 91,798 in 1990.

Based on the livestock operations conducted in the county, Douglas County could face an increased vulnerability to livestock disease and agro-movement issues due to the large numbers of livestock present and transported through the county. In effect, the presence of feeding operations and livestock become the source of a hazard as well as an area of vulnerability. Livestock are routinely transported on Douglas County roadways from producers to feedlots to packing plants.

Approximately 22,700 jobs were added in the County during the period 1980 to 2002. Many of the added jobs were higher income level professionals such as finance, insurance, and real estate, but a significant number of manufacturing jobs were also added at facilities such as Hallmark Cards, Heinz, FMC, Astor Universal, and M-Pact.

The civilian labor force in Douglas County has grown from 57,373 in 2002 to 63,455 in 2004. Jobs in retail services and grocery stores such as Hy-Vee and Dillon's have increased from 5,983 in 1981 to 12,358 in the year 2000.

Kansas University is still the most important factor in Douglas County's economy, providing 9,555 jobs at the Lawrence campus. Baker University located in Baldwin City, Kansas, also provides employment for 623.

Five federal highways traverse Douglas County. Interstate 70 is the primary east-west transportation route, entering the county three miles east of Lawrence and exiting at the intersection of I-70 and US 40 in the northwest corner of the county. Transporters of hazardous chemicals/materials, agricultural goods, and petroleum industry products commonly use this route.

US Highway 40 is an east-west route that parallels I-70 through Lawrence, traverses along 6th Street, and northeast across the Kansas River to join US 24, exiting the county three miles northeast of Lawrence. US Highway 24 has only 6.8 miles of roadway in the county located north of Lawrence between the Kansas River and the north county line.

US 59 is the primary north-south route that essentially bisects the county, starting at the north central section of the county extending south through Lawrence along Iowa Street, and entering Franklin County near Baldwin City. US Highway 56 runs parallel to the south Douglas County line (three miles north), passing through Baldwin City.

Midland Railway extends from the City of Ottawa, Kansas, 4.5 miles northeast into Douglas County, terminating at the depot in Baldwin City. This segment of railway is used primarily by the Midland Railway Historic Association for excursion trips between Baldwin City and Norwood, Kansas, using vintage railway equipment. Rail transportation in Douglas County is provided by the main line of the Burlington Northern Santa Fe Railroad (BNSF) that essentially follows the south boundary of the Kansas River from Eudora to Lecompton, and Union Pacific Railroad that follows US Highway 24 through the northeast corner of the county. A spur from the Burlington Northern Rail extends approximately one mile south to 11th Street in Lawrence. AMTRAK serves Lawrence with one east daily train and one west daily train. The AMTRAK depot is located at 413 East 7th Street in Lawrence.

Lawrence Municipal Airport located at 1930 Airport Road serves Douglas County. The longest runway, 15/33 extends 5,002 feet, and runway 01/19 is 3,901 feet. Both runways are surfaced with asphalt pavement. The airport manager indicated the Municipal Airport has been used on a limited basis during the past two summers for crop dusting operations.

According to information obtained through Douglas County Emergency Management, there are no crop-dusting services based in Douglas County.

Douglas County maintains a list of fixed facilities subject to reporting requirements under the provisions of Title III of the Superfund Amendments and Reauthorization Act (SARA), including extremely hazardous substances (EHS) as defined by the U.S. EPA. There were 59 EHS chemicals reported for 2012 in Douglas County, including sulfuric acid, chlorine, and anhydrous ammonia.

3.3 Hazard Analysis

In 2012, Douglas County updated the Hazard Analysis, a critical component for planning and responding to hazardous chemical incidents, weather and natural events, civil/societal threats, and potential vector diseases and vulnerabilities that impact Douglas County. Information included in the Hazard Analysis was based on a “multi-hazard” approach, providing both the factual basis to set priorities for planning and the necessary documentation for supporting future hazard planning, response, and mitigation efforts. This information is included in HzVAT, which houses the Hazard Analysis (HzART), Hazard Analysis Chemical Reporting Tool (HzChRT), and the Local Emergency Operations Plan (LEOP) provided by E-Fm Consulting, LLC. The Douglas County Emergency Management Director is responsible for approving/providing access to the online program. The following summary is an excerpt from the Hazard Analysis.

The focus of the Hazard Analysis included the following hazard categories:

Natural Hazards are defined as naturally occurring events such as floods, earthquakes, tornadoes, and wildfires that strike populated areas. A natural event is a hazard when it has the potential to harm people, property, or the environment.

Historical records for Douglas County indicate natural hazards with the highest risk rating are wildfires, hail, thunderstorm winds, tornadoes, and lightning. Severe weather associated with winter storms, flash flooding, and ice storms pose a significant risk to the County. Obviously, not much can be done about the weather. Douglas County has protocols in place to manage severe weather events and the potential impact of damage ensuing from these events. Technological hazards impacted by severe weather also have the capacity to escalate into cascading hazard events. Weather events cannot be controlled, but chemical and technological

hazards impacted by severe weather and their tendency to escalate into cascading events can be mitigated through the implementation of risk reduction measures in cooperation with facility owners.

Douglas County communities located in the Kansas River Basin including Lecompton, Midland, Lawrence, and Eudora could potentially be impacted by floodwaters from Tuttle Creek Reservoir, located approximately six miles north of the city of Manhattan, Kansas. The Corps of Engineers has identified a “hot spot” along the middle part of the Humboldt Fault with a potential for generating an earthquake with a maximum magnitude (moment magnitude) of 6.6, at a minimum epicentral distance of 12.5 miles from the dam site. A potential breach in the dam from a large magnitude seismic event would flood residential, commercial, and agricultural areas downstream, and would have many other adverse social and economic consequences. However, the estimated warning time for Douglas County residents is approximately 30 hours, mitigating the possibility for loss of life.

The Douglas County communities of Lawrence and Eudora located along the Wakarusa River Basin could also be impacted by floodwaters from Clinton Lake in the event of a catastrophic event. The Emergency Action Plan for Clinton Dam was last updated November 2008 by the Army Corps of Engineers.

Technological Hazards generally refer to hazardous materials, petroleum, natural gas, synthetic gas, acutely toxic chemicals, and other toxic chemicals at fixed facilities or in transport. There were 59 EHS chemicals, including sulfuric acid, chlorine, and anhydrous ammonia, identified in Douglas County. Additional information regarding Douglas County’s chemical hazards is included in the Douglas County Hazard Analysis.

Transportation Hazards — The Kansas Department of Transportation (KDOT) published a study in 1995 regarding the risk and vulnerability of the transport of hazardous materials in the State of Kansas. KDOT assigned a risk-factor ranking of 2.83 to Douglas County’s highways, which was above the State mean average of 2.19, ranking Douglas County 25th out of 105 counties in Kansas. Railroad transport of hazardous materials through Douglas County was above the State mean average, as were the risk factors associated with fixed facilities. Waterway, pipeline, and airport transport of hazardous materials through Douglas County were below the State mean averages.

Civil or Societal Hazards refer to civil disorder and unrest or the unlawful use of force or violence by a group or individual to intimidate or coerce a government, the civilian population, or a segment thereof, in furtherance of political or social objectives. Weapons of Mass Destruction (WMD) risk analysis of the county has been conducted utilizing the Office of Homeland Security - Office for Domestic Preparedness (ODP) Agency's "State Homeland Security Assessment and Strategy (SHSAS)" for local jurisdictions, dated December 2003. Data from the State Homeland Assessment indicates that 16 Potential Threat Elements (PTEs) were identified within Douglas County. Local law enforcement groups have identified 24 “potential targets” and 8 “legal hazardous sites” in the county with the potential to utilize chemical, biological, and explosive materials that could be used by terrorist threat groups. Security concerns for known hazardous materials are addressed further in the Hazard Analysis performed for Douglas County.

Vector Hazards, from an emergency management perspective, are limited to infectious Foreign Animal Disease (FAD), biological agents, and/or by-products utilized to create WMDs, which could otherwise require an emergency response. The potential economic impact to commercial cattle operations in Douglas County is moderate, compared with counties in western Kansas.

However, local emergency planners in Douglas County developed and maintain a FAD plan to prepare for, respond to, and recover from a potential disease outbreak. The local FAD plan addresses quarantine procedures, and treatment of potentially infected animals that are transported through the county.

4.0 Planning Assumptions

Douglas County shall make every reasonable effort to respond based on the situation, information, and resources available at the time of the disaster. However, no guarantee of a perfect response system is expressed or implied by this Plan or any of its Appendices, Emergency Support Functions (ESFs), Implementing Instructions, or Guidelines. Since Douglas County Government assets and systems are vulnerable to natural and technological disaster events, they may be overwhelmed.

4.1 Assumptions

It is assumed that:

- Douglas County will continue to be exposed to the hazards noted in the hazard and vulnerability analysis and elsewhere in this Plan, as well as others that may develop in the future.
- County and local government officials recognize their responsibilities regarding the public safety and well-being, and their responsibilities in the implementation of the Emergency Operations Plan.
- If properly implemented, this plan will prevent or mitigate disaster-related losses and damage.
- Some situations may occur after the implementation of warning and other preparedness measures, but others may occur with little or no warning.
- In the event of severe devastation throughout Douglas County, fundamental resources such as water, food, first aid supplies, utilities, fuels, shelter and sanitation supplies, and basic survival supplies may be needed. Douglas County does not have sufficient supplies and equipment for long-term use.
- The arrival of state and/or federal assistance may be delayed for several days after the occurrence.
- Special purpose jurisdictions (fire, school, drainage, water and sewer, hospital, flood control districts) will develop mitigation, preparedness, response, and recovery planning and capabilities for their own jurisdictions.
- Douglas County may respond with county resources to requests for assistance from cities and special purpose districts when lives or public property is at stake, and resources permit.
- The Douglas County Emergency Management Director may choose to invoke the emergency powers granted to him/her under Douglas County Resolution #06-38.
- Emergency plans and guidelines have been prepared by those emergency response agencies having primary operational responsibilities, and are evaluated and updated as necessary.
- Douglas County will be unable to satisfy all emergency resource requests during a major emergency or disaster.
- Douglas County residents, businesses, and industry should assume utilization of their own resources and be self-sufficient following a disaster event for a minimum of three days. Priority of response will be to life safety, protection of public property, the economy, and the environment. Re-establishment of government functions and basic infrastructure (utilities, transportation, and economy) will be critical to returning to a “normal” situation.
- A free market economy and existing distribution systems will be maintained as the primary means for continuing operation of the County’s economic and private sector systems.

- Normal business guidelines may require modification to provide essential resources and services.
- Disasters occurring near or across jurisdictional borders will require multi-jurisdictional coordination, communications, and/or response.
- Although natural and technological hazards are addressed separately, most response activities in any specific situation overlay those of another situation.
- Technological disasters may occur at any time. The initial response to these incidents will be by the normal emergency responders (fire, police, emergency medical, and public works). A small number of selected response teams that received specialized training in hazardous materials response may be overloaded by multiple events.
- Douglas County uses a mix of landline and cellular telephone systems and several radio systems (repeater and direct) to meet its primary communications needs. Communications may be a problem in any major emergency or disaster as these systems get loaded beyond their designed capacities and/or experience physical disruption or loss of staff.
- Continuing terrorist attacks upon the U.S. is possible. Although specific attack objectives cannot be predicted with assurance, it is assumed that military and governmental centers, concentrations of industry and population, will be principal targets. In acts of terrorism, it is unlikely that a warning will be issued. The first terrorist event may serve to warn other areas.

5.0 Roles and Responsibilities

5.1 County Government

Police, fire, public health and medical, emergency management, public works, environmental response, and other personnel are often the first to arrive and the last to leave an incident site. In some instances, a county agency in the area may act as a first responder, and the assets of county agencies may be used to advise or assist municipal officials in accordance with agency authorities and guidelines. Mutual aid agreements provide mechanisms to mobilize and employ resources from neighboring jurisdictions to support the incident command. When resources and capabilities are overwhelmed, the county may request State assistance under a Governor's disaster or emergency declaration. Summarized below are the responsibilities of the Chief Executive.

The County Chairperson, a Municipal Mayor, City Manager, or their designee as a jurisdiction's Chief Executive, is responsible for the public safety and welfare of the people within that jurisdiction. Duties of the Chief Executive include the following:

- Is responsible for coordinating resources to address the full spectrum of actions to prevent, prepare for, respond to, and recover from hazardous incidents, terrorism, natural disasters, accidents, and other contingencies.
- Dependent upon law, has extraordinary powers to supersede laws and ordinances, establish curfews, direct evacuations, and, in coordination with the health authority, to order a quarantine.
- Provides leadership and plays a key role in communicating with the public, and in helping people, businesses, and organizations cope with the consequences of any type of incident within the jurisdiction.
- Negotiates and enters into mutual aid agreements with other jurisdictions to facilitate resource sharing.
- Requests State and, if necessary, Federal assistance through the Governor when the jurisdiction's capabilities have been exceeded or exhausted.

The Douglas County Board of County Commissioners has charged the Emergency Management Director with the responsibility for coordination, preparedness, operation, and execution of actions that must be taken to combat the effects of natural or technological disasters; and for the purpose of rendering duties for the protection of lives and property of the population.

A city's response to an emergency in its jurisdiction may be conducted from a local emergency operations center (EOC) as designated by the Chief Executive of that city. In those emergencies affecting multiple jurisdictions, the County EOC will be activated and communications established with each affected city to coordinate response. City representatives may be present in the County EOC.

The County EOC may be activated in response to single jurisdiction emergencies at the request of the affected city and on approval of Douglas County Emergency Management.

EMERGENCY SUPPORT FUNCTIONS

The Emergency Operations Plan (EOP) applies a functional approach that groups the capabilities of municipal and county departments and agencies, and the American Red Cross, into ESFs to provide the planning, support, resources, program implementation, and emergency

services that are most likely to be needed during Incidents of Critical Significance. The county response to actual or potential Incidents of Critical Significance is typically provided through the full or partial activation of the ESF structure as necessary. The ESFs serve as the coordination mechanism to provide assistance to municipal governments or to county departments and agencies conducting tasks of primary county responsibility.

Each ESF is composed of primary and support agencies. The EOP identifies primary agencies on the basis of authorities, resources, and capabilities. Support agencies are assigned based on resources and capabilities in a given functional area. The resources provided by the ESFs reflect the resource-typing categories identified in NIMS. The ESFs are expected to support one another in carrying out their respective roles and responsibilities. Additional discussion on roles and responsibilities of ESF coordinators, primary agencies, and support agencies are found in the *Introduction to the ESF Annexes*.

Note that not all Incidents of Critical Significance result in the activation of ESFs. It is possible that an Incident of Critical Significance can be adequately addressed by agencies through activation of certain EOP elements without the activation of ESFs. Similarly, operational security considerations may dictate that activation of EOP elements be kept to a minimum, particularly in the context of certain terrorism prevention activities.

The following emergency support functions provide a departmental summary of responsibilities. Supporting information and documentation to each ESF may be provided as appendices and/or under separate cover for “Official Use Only”. Maintenance of communication for point of contact is by use of the established communication network described in ESF-2 Communications.

ESF-1 Transportation

Primary Agency: Lawrence Transit Authority

The primary agency is responsible for coordinating countywide transportation support to local governments and voluntary organizations. Support includes, but is not limited to the following:

- Overall coordination of transportation assistance to other emergency support functions, local governments, and voluntary agencies requiring transportation capacity to perform emergency response missions
- Prioritization and/or allocation of county transportation resources
- Coordinate evacuation transportation as the first priority
- Processing transportation requests from county, municipal, and voluntary agencies
- Operational coordination of ground, air, and rail

ESF-2 Communications

Primary Agency: Douglas County Emergency Communications Center

The primary agency is responsible for the provision and coordination of communications support to other emergency support functions within the county emergency response team and agencies as required. Support includes, but is not limited to the following:

- Provision of necessary notification of officials and Emergency Operations Center (EOC)–field Incident Command (IC) communications
- Provision of communications equipment and capability including telephone, radio, and data
- Identification of communications facilities and resources available for use

- Coordination of operations, installation, and restoration of commercial communications services
- Coordination, acquisition, and deployment of additional resources, equipment, and personnel to establish point-to-point communications as required
- Prioritization and coordination of restoration activities with public utility communications providers

ESF-3 Public Works and Engineering

Primary Agency: City of Lawrence Public Works/Douglas County Public Works

The primary agency is responsible for providing technical advice and evaluation for engineering services, construction management and inspection, emergency contracting, facilities management, emergency road and debris clearance, emergency traffic signalization, flood control, and solid waste facilities. Support includes, but is not limited to the following:

- Emergency clearance of debris for reconnaissance of the damaged areas and passage of emergency personnel and equipment for health and safety purposes
- Temporary construction of emergency access routes, which include damaged streets, roads, bridges, waterways, airfields, and other facilities necessary for passage of rescue personnel
- Emergency demolition or stabilization of damaged structures and facilities designated as immediate hazards to the public health and safety, or as necessary to facilitate the execution of rescue operations
- Coordination of damage assessment operations and provision of technical assistance, including structural inspections

ESF-4 Firefighting

Primary Agency: Douglas County Fire Chief's Association

The primary agency is responsible for managing and coordinating local fire services operations and the use of personnel, equipment, and resources to support other emergency support functions in hazard mitigation and search and rescue operations. Support includes, but is not limited to the following:

- Detection and suppression of fires
- Primary Agency for hazardous materials response
- Building inspections
- Mobilization of personnel, equipment, and supplies to support fire services and prevention operations
- Supports urban search and rescue activities

ESF-5 Emergency Management

Primary Agency: Douglas County Emergency Management Department

The primary agency is responsible for coordination, preparedness, operation, and execution of actions that must be taken to combat the effects of natural or technological disasters and for rendering duties for the protection of lives and property of the population.

- Maintains the EOP in coordination with government and the LEPC
- Advises public, administrative, and response officials of disaster incident matters
- Coordinates compilation and analysis of disaster data
- Responsible for operational integrity of the EOC
- Responsible for radiological response

ESF-6 Mass Care, Housing, and Human Resources

Primary Agencies: Douglas County Emergency Management Department/Douglas County Chapter of the American Red Cross

The primary agencies are responsible for coordinating efforts to provide sheltering, feeding, and emergency relief, and for coordinating bulk distribution of supplies to victims. Support includes, but is not limited to the following:

- Establishing and operating mass care and special need shelters
- Coordinating the provision of relief efforts by volunteer organizations actively engaged in providing assistance
- Establishing and administering a system to provide casualty information and shelter registration lists to human service agencies
- Establishing mass feeding facilities

ESF-7 Resource Management

Primary Agencies: Douglas County Emergency Management Department/Douglas County Purchasing Department

The primary agencies are responsible for providing logistical and resource management to emergency support functions in response and recovery efforts to include emergency relief supplies, facilities, equipment, fuel, office supplies, contracting services, and other resources which may be required. Support includes, but is not limited to the following:

- Maintenance of inventories of resources available locally using the locally developed resource management spreadsheets
- Location and identification of necessary logistical support and resources
- Establishment and administration of depot and distribution facilities
- Coordination of state and federal resources
- Negotiation of contracts for support of emergency actions
- Provision of requested resources to other emergency support functions and other agencies and governments active in emergency response
- Implementation of the Logistics Plan, which is an annex to this EOP

ESF-8 Public Health and Medical Services

Primary Agencies: Lawrence-Douglas County Health Department/Bert Nash Community Mental Health Center/Kansas State Animal Response Team/Lawrence Memorial Hospital

The primary agencies are responsible for providing supplemental assistance in identifying and meeting the general health and welfare requirements of victims and for provision of emergency first aid and pre-hospital emergency medical services to the affected population. Support includes, but is not limited to the following:

- Assessment of general health and medical needs of the affected population
- Surveillance and monitoring of conditions that could impact general health
- Evaluation of food, drug, or medical safety
- Assessment of worker health and safety
- Identification of biological, chemical, or radiological physiological hazards
- Evaluation of the mental health of victims
- Providing mental health support to first responders, as appropriate
- Implementation of vector controls
- Advise on potable water sources and the disposition of solid waste and wastewater
- Victim identification and mortuary services

- Provision of emergency public health information
- Provision of pre-hospital and hospital emergency medical care
- Identification, coordination, and mobilization of medical equipment, supplies, and personnel
- Coordination and support of the registration of people with special needs
- Overall management of special needs program
- Coordination of transportation of people with special needs
- Identification of facilities and resources available for sheltering and care of people with special needs
- Coordination of staffing of special needs shelters
- Coordination of animals (pets, service animals, livestock, and wildlife)
- Coordination of co-located shelters
- Overall management of pets, livestock, and animals

ESF-9 Search and Rescue

Primary Agency: Douglas County Fire Chief's Association

The primary agency is responsible for the conduct of urban search and rescue operations including locating, extricating, and providing disaster medical treatment for victims. Support includes, but is not limited to the following:

- Mobilization and management of search and rescue teams
- Initiation of a search for victims throughout the impacted area
- Provision of strategic command and control of emergency rescue teams

ESF-10 Hazardous Materials and Radiological Emergencies

Primary Agencies: Lawrence-Douglas County Fire Medical/Douglas County Hazardous Materials Team

The primary agencies are responsible for providing a coordinated response to major releases or spills of hazardous materials. Support includes, but is not limited to the following:

- Detection and identification of hazardous materials discharges
- Coordination of initial incident command at the scene of a release
- Support of protective action decisions by field command
- Coordination of the overall containment and cleanup
- Provision of equipment, personnel, and technical assistance

ESF-11 Agriculture and Natural Resources

Primary Agencies: Lawrence-Douglas County Health Department/Douglas County Historical Society/USDA Food and Nutrition Service (FNS)

The primary agencies are responsible for agricultural resources mobilization and response in conjunction with Kansas Animal Health and Kansas Department of Emergency Management, including but not limited to the following:

- Coordinate the provision of nutrition assistance (FNS) to include determining nutrition assistance needs, obtaining appropriate food supplies, arranging for delivery of supplies and authorizing disaster food stamps
- Protection of natural and cultural resources and historic properties
- Control and eradication of animal/zoonotic disease

ESF-12 Energy and Utilities

Primary Agencies: Douglas County Public Works Department/Westar Energy/Kaw Valley Electric/City of Baldwin Public Works Department/Kansas City Power and Light/City of Eudora Public Works Department/City of Lawrence Department of Utilities

The primary agencies are responsible for coordination, prioritization, and restoration of public utilities and services to include emergency power and gas. Support includes, but is not limited to the following:

- Assessing system damages and requirements to restore such systems
- Prioritizing restoration of services
- Coordinating public utility equipment and personnel as required
- Providing guidance for utility information and conservation

ESF-13 Public Safety and Security

Primary Agency: Douglas County Sheriff's Office

The primary agency is responsible for maintaining law and order in Douglas County. Support includes, but is not limited to the following:

- Implements and monitors traffic control
- Controls restricted areas
- Provides warning support
- Prepares and maintains an expanded jail
- Provides communications
- Provides EOC support

ESF-14 Long Term Community Recovery and Mitigation

Primary Agencies: Douglas County Administrative Services/City Manager's Office - City of Lawrence/Douglas County Emergency Management Department

The primary agencies are responsible for hazard mitigation efforts for the county to reduce exposure to disaster incidents. Support includes, but is not limited to the following:

- Serves as Mitigation Officer for the county
- Serves as an advisor relating to property damage
- Receives and records damage data for reimbursement or litigation

Support agencies provide maintenance of vital statistics, advise on work force, safeguard vital records and documents, pay outstanding bills, provide damage assessment, and advise on property damage issues.

ESF-15 External Communications

Primary Agency: Lawrence-Douglas County PIO Group

The primary agency is responsible for coordination of information relating to the preparation and release of public information materials. Support includes, but is not limited to the following:

- Compiles reports and data for the Public Information Officer
- Coordinates with the Emergency Management Director and the Douglas County Board of County Commissioners
- Works with agencies and private sector for news releases
- Establishes a Public Inquiry Center

COUNTY SUPPORT FUNCTIONS MATRIX

Included at the end of this chapter.

COUNTY GOVERNMENT ORGANIZATION CHART

Included at the end of this chapter.

5.2 Tribal Government

There are no tribal jurisdictions within Douglas County, although Haskell Indian Nations University is located in Douglas County. Haskell Indian Nations University is held by the United States Government for school purposes and is not the jurisdiction of one tribe.

5.3 State Government

When an emergency exceeds the local government's capability to respond, assistance can be requested from the State of Kansas Adjutant General's Office, Division of Emergency Management. The State's role is to supplement and facilitate local efforts before, during, and after emergencies. The State must be prepared to maintain or accelerate services and to provide new services to local governments when local capabilities fall short of disaster demands.

Kansas Division of Emergency Management:

- Provides warning support
- Provides hazardous materials and radiological support
- Informs and educates the public
- Provides communications
- Trains and exercises staff
- Supports local EOC through State EOC

Kansas Highway Patrol (KHP):

- Assists with law enforcement
- Assists with traffic control
- Conducts search and rescue operations
- Homeland Security Operations is assigned to the Patrol's General Headquarters and is responsible for the agency's homeland security related functions and administers the Office for Domestic Preparedness (ODP) Grant Program which is designed to equip, train, and exercise first responders for a Weapons of Mass Destruction incident

Military (Kansas National Guard, Active and Reserve):

- Provides warning support
- Provides radiological support
- Assists with traffic control
- Informs and educates the public
- Conducts search and rescue operations
- Clears debris
- Provides shelter facilities and supplies
- Provides communications
- Supports EOC through military liaison

- Provides manpower and equipment for mass feeding and evacuation
- Provides emergency transportation of food supplies to stranded livestock

Other State Departments:

- Monitors public welfare
- Provides resources as appropriate
- Provides law enforcement enhancement when needed
- Provides health and medical services
- Clears debris
- Informs and educates the public
- Trains staff
- Supports EOC and State EOC liaison
- Provides critical resources for chemical analysis, environmental assessments, biological sampling, plume movement tracking, contamination surveys, etc.

Civil Air Patrol (Requested through KDEM):

- Provides aerial damage surveys
- Provides aerial surveillance
- Provides light transportation flights
- Provides aerial and ground radiological monitoring

Radio Amateur Civil Emergency Service (RACES) Officer:

- Organizes amateur radio operators for deployment
- Coordinates weather spotters activities
- Assists other agencies with disaster communications

5.4 Volunteer Agencies

Non-Governmental Organizations (NGOs)

NGOs collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims when assistance is not available from other sources. For example, the American Red Cross is an NGO that provides relief at the local level and also supports the Mass Care element of ESF-6 Mass Care, Housing, and Human Resources. Community-based organizations receive government funding to provide essential public health services.

The Douglas County Chapter of the American Red Cross disaster relief focuses on meeting people's immediate disaster-related needs. When a disaster threatens or strikes, the Red Cross provides food and shelter services to address basic human needs. In addition to these services, the core of Red Cross disaster relief is the assistance given to individuals and families affected by disaster to enable them to resume their normal daily activities independently.

The American Red Cross also feeds emergency workers, handles inquiries from concerned family members outside the disaster area, provides blood and blood products to disaster victims, maintains field canteens, provides counseling, coordinates Voluntary Resettlement Agencies (VOLAGs), and helps those affected by disaster to access other available resources.

The National Voluntary Organizations Active in Disaster (NVOAD) is a consortium of more than thirty recognized national organizations of volunteers active in disaster relief. Such entities provide significant capabilities to incident management and response efforts at all levels. For example, the wildlife rescue and rehabilitation activities conducted during a pollution emergency are often carried out by private, nonprofit organizations working with natural resource trustee agencies.

Private Sector

Owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring, and responding to an incident once it occurs. For example, some activities are required by law or regulation to maintain emergency (incident) preparedness plans, guidelines, and facilities and to perform assessments, prompt notifications, and training for a response to an incident.

The private sector will be a resource for goods, services, and potential workers. The continued analysis of prevention and preparedness will forecast the need for these categories. Effort should then be made to have a contractual relationship in place prior to an incident.

Citizen Involvement

Strong partnerships with citizen groups and organizations provide support for incident management prevention, preparedness, response, recovery, and mitigation.

Citizen Corps

The U.S. Citizen Corps brings these groups together and focuses efforts of individuals through education, training, and volunteer service to help make communities safer, stronger, and better prepared to address the threats of terrorism, crime, public health issues, and disasters of all kinds.

Citizen Corps Councils implement Citizen Corps programs, which include Community Emergency Response Teams (CERTs), Medical Reserve Corps (MRC), Neighborhood Watch, Volunteers in Police Service (VIPS), and the affiliate programs; provide opportunities for special skills and interests; develop targeted outreach for special needs groups; and organize special projects and community events.

Citizen Corps Affiliate Programs expand the resources and materials available to communities through partnerships with programs and organizations that offer resources for public education, outreach, and training; represent volunteers interested in helping to make their communities safer; or offer volunteer service opportunities to support first responders, disaster relief activities, and community safety efforts.

Other programs unaffiliated with Citizen Corps also provide organized citizen involvement opportunities in support of response to major disasters and Incidents of Critical Significance.

The Citizen Corps works through a Citizen Corps Council that brings together leaders from law enforcement, fire, emergency medical services and other emergency management, volunteer organizations, elected officials, the private sector, and other community stakeholders.

5.5 Federal Government

The Federal Government recognizes the roles and responsibilities of State and local authorities in domestic incident management. Initial responsibility for managing domestic incidents

generally falls on State and local authorities. The Federal government will assist State and local authorities when their resources are overwhelmed, or when Federal interests are involved.

The National Response Framework (NRF) was established to develop a comprehensive, national, all-hazards approach to domestic incident management across a spectrum of activities including prevention, preparedness, response, and recovery for assistance to state and local jurisdictions.

Additionally, Homeland Security Presidential Directive #5 directs federal agencies, states, and local jurisdictions to adopt and implement a National Incident Management System (NIMS). This system provides 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. To provide for interoperability and compatibility among Federal, State, and local capabilities, NIMS will include a core set of concepts, principles, terminology, and technologies covering the incident command system; multi-agency coordination systems; unified command; training; identification and management of resources (including systems for classifying types of resources); qualifications and certification; and the collection, tracking, and reporting of incident information and incident resources.

6.0 Concept of Operations

6.1 Normal Operations

A basic premise of emergency management is that incidents are generally handled at the lowest jurisdictional level possible. Police, fire, public health, medical, emergency management, and other personnel are responsible for incident management at the local level. Accordingly, in order to protect life and property from the effects of emergencies, government is responsible for emergency management activities. When operating under such conditions, Douglas County Emergency Management (DCEM) will utilize available resources from within the county, including voluntary and private assets, before requesting other assistance. Upon documenting that the emergency exceeds local capacity to respond, assistance will be requested from other jurisdictions and the Kansas Division of Emergency Management (KDEM). Upon a Presidential declaration, assistance as requested by the state may be provided through Federal Emergency Support Functions (ESFs) and/or other resources.

The individual organizations' Standard Operating Guidelines (SOGs) cover the normal day-to-day operations of the Douglas County Government, its departments, and agencies.

The readiness state for day-to-day operations generally includes training and exercises, maintenance of plans, SOGs, and Memorandums of Understanding (MOUs), and monitoring of weather or other disturbances and events that may cause a threat.

6.2 Emergency Operations

The Douglas County Emergency Management Director is responsible for coordination, preparedness, operation, and execution of actions that must be taken to combat the effects of natural or technological disasters; and for rendering duties for the protection of lives and property.

Douglas County utilizes the Incident Command System (ICS) for on-scene direction and control operations:

- Command – The first responder on the scene provides overall management of the incident until command is relinquished to a more senior/higher ranking individual in accordance with ICS policies.
- Other ICS Functions – Other ICS functions include, but are not necessarily limited to: Operations, Finance, Planning, Logistics, and Finance/Administration. These functions will be in accordance with accepted ICS practices and Standard Operating Guidelines, and fall under the purview of the Incident Commander.
- National Incident Management System (NIMS) operating guidelines are provided in ESF-5 Emergency Management.

Departments, organizations, and agencies within the Douglas County Government are required to assist the Douglas County Emergency Management Department by utilization of personnel, equipment, supplies, facilities, and other resources as directed by Douglas County Resolutions and State of Kansas statutes, laws, and regulations.

Outside responders will utilize ICS and be incorporated into said system by the use of agency/department liaisons.

Coordination between the incident scene and the Emergency Operations Center (EOC) will be accomplished with direct radio or telephone communications between the Incident Commander

and the Emergency Management Director or agency representatives. The relationship between the two main elements of a response: the operations at the EOC and the operations at the incident site are interfaced. This is accomplished using communications and delegation of responsibilities. Utilizing ICS, this interface takes place under the normal operation of this system. It is the responsibility of the onsite Incident Commander to forward pertinent information to the EOC through whatever channels are necessary.

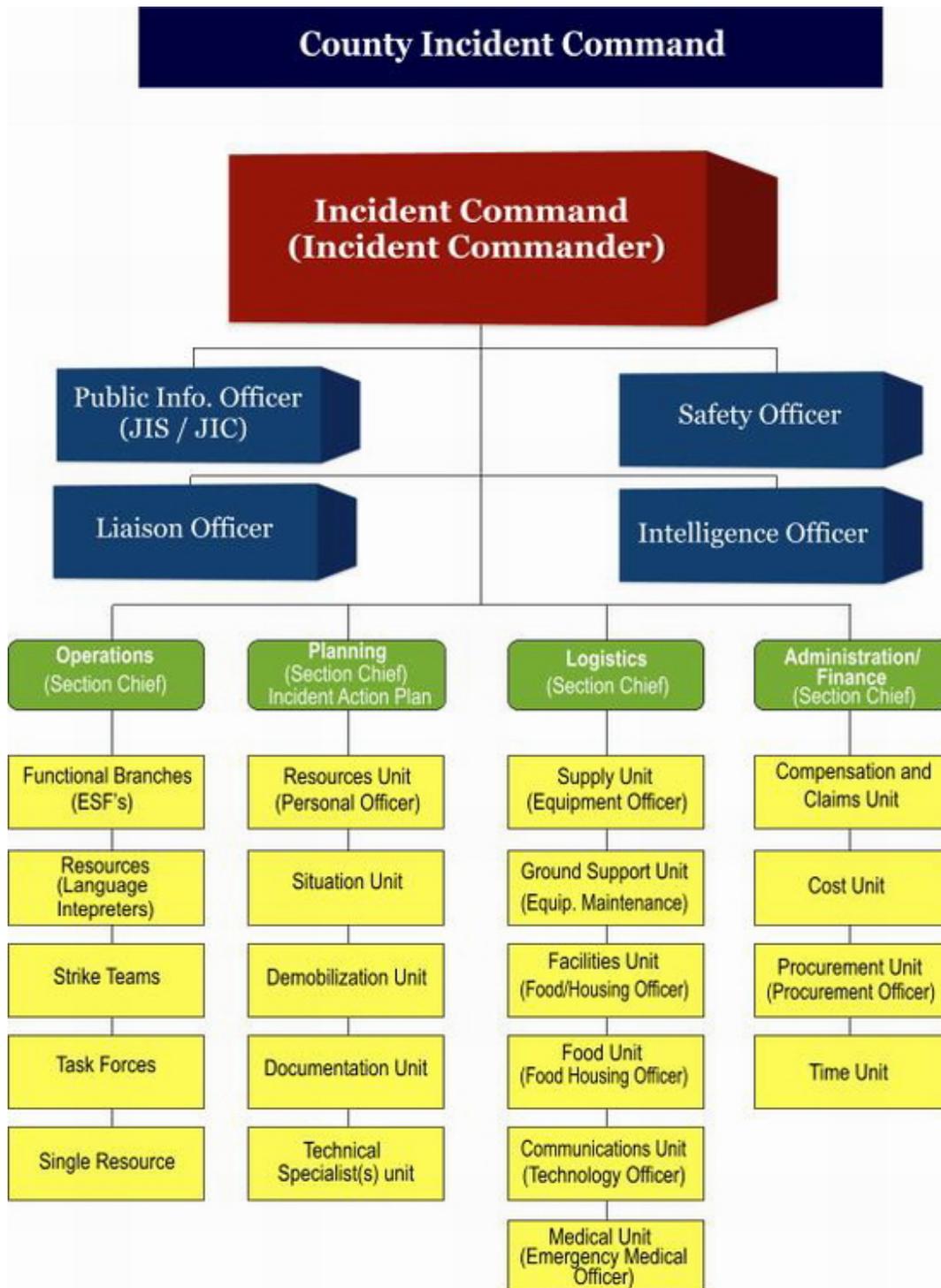
STANDARD OPERATING GUIDELINES

Most agencies and organizations within Douglas County and its municipalities have emergency functions to perform in addition to their other duties. Each agency and/or organization with ESF responsibilities, in conjunction with support agencies and organizations, will develop and maintain SOGs. These guidelines provide for detailed direction and coordination of ESF responsibilities and critical emergency tasks.

Organizational responsibilities are included in each ESF. In the event that an MOU becomes necessary, coordination will be handled through the Chairperson of the County Commission, Emergency Management Director, and/or the agency or organization's designee with ESF responsibilities.

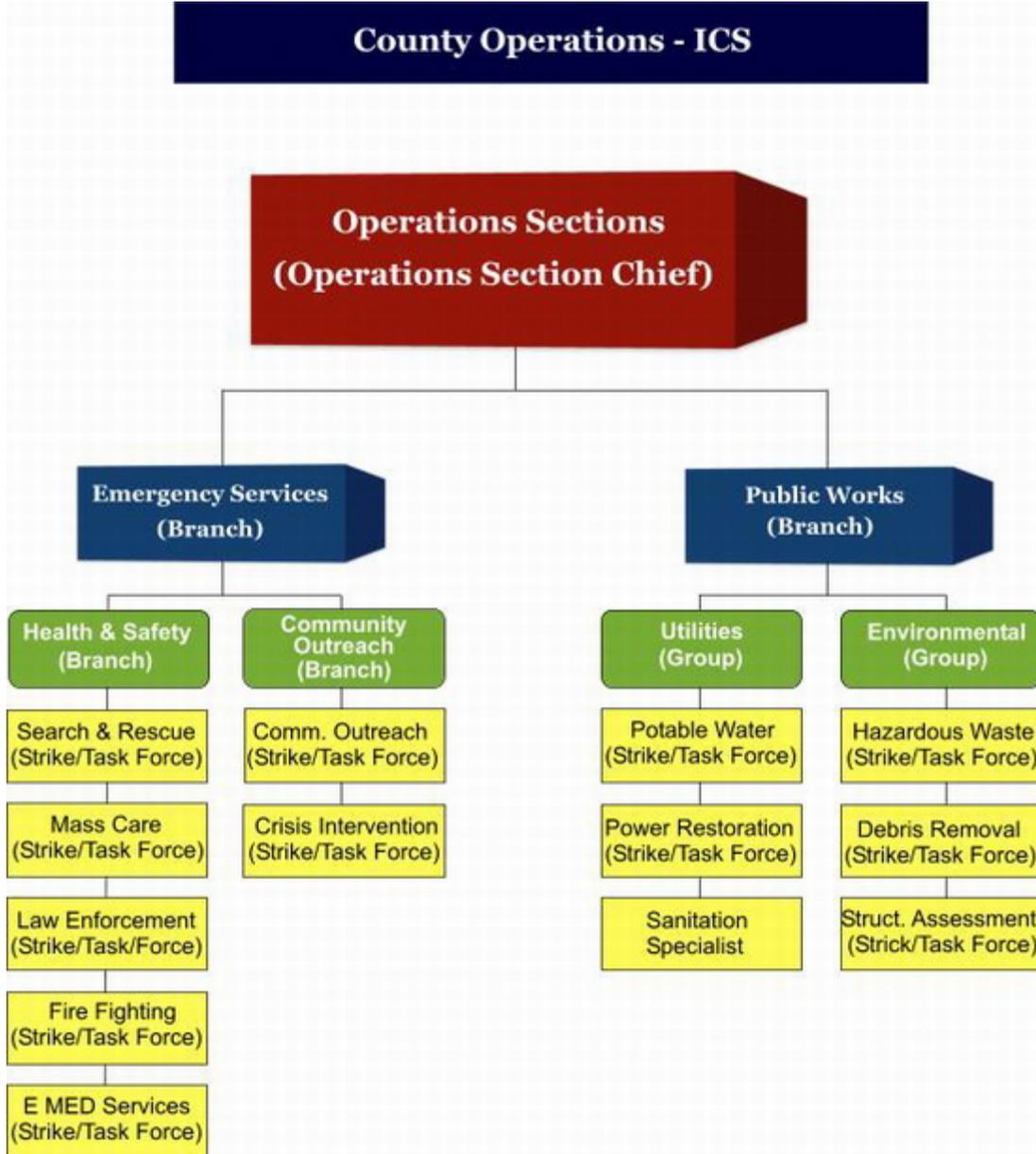
Additional detail is provided in Section 7.3.4 – Emergency Operations Center, and the attached annexes.

County Organization Chart – Incident Command



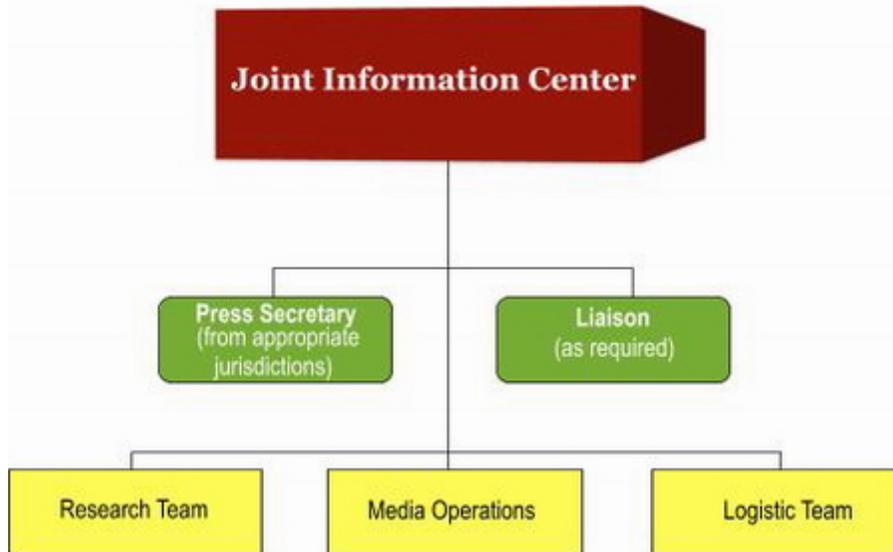
The ICS is the model tool for command, control, and coordination of a response and provides a means to coordinate the efforts of individual agencies as they work toward the common goal of stabilizing the incident and protecting life, property, and the environment.

County Branch Operations – Organizational Chart



County Joint Information – Organizational Chart

Public Information Systems



6.3 Coordination, Direction, and Control

6.3.1 County Level

The Chairperson of the County Commission is responsible for emergency management within Douglas County. The Chairperson provides direction to the Emergency Management Director.

Representatives from agencies and organizations that are responsible for emergency support functions may staff the EOC. The Emergency Management Director provides direction and coordination for the EOC. Emergency operations will generally be conducted within the EOC. Either full or partial activation may be required based on the severity of the emergency. However, if the situation warrants, the EM Director may request that the agency or organization with ESF responsibility report to the site of the emergency.

The Douglas County Emergency Management Director is appointed by the Douglas County Board of County Commissioners to head the Emergency Management Department and to serve as the advisor to the Board of County Commissioners on emergency management matters. In addition to duties set forth by Douglas County Resolution #06-38 by the Board of County Commissioners, responsibilities also include:

- Coordinating EOC Operations
- Briefing and advising the Board of County Commissioners and other elected officials on the various emergency situations
- Coordinating the overall disaster response

- Serving as a liaison with other governmental disaster management agencies
- Providing direction and guidance to the EOC staff
- Identifying the Local Emergency Planning Committee (LEPC) points of contact for receiving notification of releases of hazardous substances originating within or outside of Douglas County

Each department, agency, office, and division of the Douglas County Government is charged with the development of plans to be activated and used in the event of an emergency and/or disaster. These entities, including schools, nursing homes, hospitals, medical facilities, industry, and other emergency response organizations, will develop, maintain, and periodically test, review, and update their respective plans. This is to include the following:

- Standard Operating Guides (SOGs) – The SOGs from the various response agencies will correspond with their respective ESF annex. As the SOGs are changed or updated, those changes, where deemed appropriate, will be changed in the EOP. It is recommended when plans and SOGs are updated they each support this plan.
- Resource Lists – Resource lists and checklists used and developed by the response agencies, should be written in such a manner as to correspond to, and emphasize, this instrument.

6.3.2 State Level

Requesting State assistance will be accomplished in accordance with the guidelines specified in this plan. When an emergency exceeds Douglas County’s capabilities, additional assistance will be requested from the Adjutant General’s Office, Kansas Division of Emergency Management (KDEM), which will assist and inform the Governor of the State of Kansas as to the status of the emergency. The Governor may then make a State Disaster Declaration, and KDEM will coordinate with other state agencies; and, if deemed necessary, request a Presidential Disaster Declaration from the Federal Emergency Management Agency (FEMA). This major declaration allows supplemental federal financial and technical assistance.

6.3.3 Primary and Support Agencies

The Board of County Commissioners, in conjunction with the Emergency Management Department and the LEPC, is responsible for assigning departmental and section responsibility assignments. The affected department/section leadership is responsible for assigning groups, task forces, etc.

6.3.4 Intergovernmental Mutual Aid

Kansas state statute KSA 12-16, 117 empowers municipalities (counties and cities) to establish policies regarding the rendering of aid to other municipalities during times of declared emergencies/disasters. It streamlines the process of mutual aid over the “inter-local agreement” mechanism contained in KSA 12-2901.

6.3.5 Interstate Civil Defense and Disaster Compact

The purpose of this Compact is to provide mutual aid among the states in meeting any emergency or disaster from enemy attack or other cause (natural or otherwise) including sabotage and subversive acts and direct attacks by bombs; shellfire; atomic, radiological, chemical and bacteriological means; and other weapons. The prompt, full, and effective utilization of the resources of the respective states, including such resources as may be available from the United States government or any other source, are essential to the safety, care, and welfare of the people thereof in the event of enemy action or other emergency, and

any other resources, including personnel, equipment, or supplies, will be incorporated into a plan or plans of mutual aid to be developed among the civil defense agencies or similar bodies of the states that are parties hereto. The directors of civil defense of party states will constitute a committee to formulate plans to take necessary steps for the implementation of this Compact.

Douglas County participates in the Civil Defense and Disaster Compact.

6.3.6 Emergency Management Assistance Compact (EMAC)

The Emergency Management Assistance Compact (EMAC) is a mutual aid agreement and partnership that allows states to assist one another during emergencies. EMAC establishes a firm legal foundation for states to send assistance to and receive assistance from other states (Kansas Statutes Annotated (KSA) 48-9a01).

Douglas County participates in the Emergency Management Assistance Compact.

6.3.7 Federal Level

The Stafford Act (§401) requires that: "All requests for a declaration by the President that a major disaster exists will be made by the Governor of the affected State."

The Governor's request is made through the regional FEMA/Emergency Preparedness Response (EPR) office. State and Federal officials conduct a preliminary damage assessment (PDA) to estimate the extent of the disaster and its impact on individuals and public facilities. This information is included in the Governor's request to show that the disaster is of such severity and magnitude that effective response is beyond the capabilities of the State and the local governments and that Federal assistance is necessary. Normally, the PDA is completed prior to the submission of the Governor's request. However, when an obviously severe or catastrophic event occurs, the Governor's request may be submitted prior to the PDA. Nonetheless, the Governor must still make the request.

As part of the request, the Governor must take appropriate action under State law and direct execution of the State's emergency plan. The Governor will furnish information on the nature and amount of State and local resources that have been or will be committed to alleviating the results of the disaster, provide an estimate of the amount and severity of damage and the impact on the private and public sector, and provide an estimate of the type and amount of assistance needed under the Stafford Act. In addition, the Governor will need to certify that, for the current disaster, State and local government obligations and expenditures (of which State commitments must be a significant proportion) will comply with applicable cost-sharing requirements.

Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort. A synopsis of the Federal Emergency Support Functions under the National Response Framework is provided as Appendix 4.

6.3.8 Warning

The possibility of a state emergency or federal disaster occurring with little warning requires that government and community agencies take automatic, predetermined actions under varying conditions. However, with advance warning, an established system of preparedness will assist with response actions.

Communication – Effective communications are essential to the success of any emergency operation. The Douglas County Emergency Communications Center (ECC) conducts emergency communications on a daily basis. The ECC has communication with other jurisdictions in addition to the departments within Douglas County.

Warning – Efficient warning guidelines are also vital to emergency operations. In most situations, Douglas County ECC has the capability to warn city and county public safety agencies on a 24-hour basis. Warnings can be transmitted and received via radio, telephone, pager, or Mobile Data Computers (MDCs).

Warning the public about an emergency or disaster includes various means of communications, such as: Emergency Alert System (EAS), video scroll, all-hazard radios, sirens, emergency vehicle loudspeaker announcements, and Douglas County Emergency Management “Alert” information releases.

Upon receipt of a warning, Douglas County Emergency Management activates the warning system from the Emergency Management Operations Center (EMOC).

KDEM may be of assistance with radio or telephone warnings and updates to other agencies and organizations.

Douglas County ECC is the primary warning point for Douglas County. Upon notification of an emergency/disaster, the ECC will notify the Douglas County Emergency Management Director or duty officer.

Warnings can be received via telephone or facsimile from KDEM. Warnings can also be received by means of the following:

- Regional – National Weather Service
- Attack warnings by the National Warning System (NAWAS) direct from the North American Air Defense Command (NORAD), located near Colorado Springs, Colorado, or from the alternate warning center, National TWO Warning Center, near Washington, D.C.

EMERGENCY ALERTING SYSTEM (EAS)

EAS alerts are received via telephone or facsimile from KDEM. Upon receipt of information, the Douglas County ECC will issue the appropriate warning, using necessary systems. Warnings will continue until they are no longer required.

The primary point for initiating external notification processes is the Douglas County ECC, located in the Douglas County Judicial and Law Enforcement Center, 111 E. 11th Street, Lawrence, Kansas. Upon notification of an emergency, ECC will notify the Douglas County Emergency Management Director. Upon receipt of information, the Director will institute the external notifications system as appropriate. Warning notifications are provided at the appropriate point in the process by the notification system in ESF-2 Communications.

There are several methods used to warn the populace of Douglas County in the event of an emergency/disaster:

- Outdoor Warning Systems – Fixed warning sirens are located throughout Douglas County. A siren location map is included at the end of this chapter. Siren location by street address are provided in ESF-2 Communications. The Douglas County Emergency Management staff activates the outdoor warning sirens for the communities in Douglas County.
- Cable TV Group Alert – The cable over-ride warning system for Douglas County’s local cable is activated by calling the local cable provider to provide scroll screen warnings to assist in notifying residents of alerts and emergencies.
- Door-to-Door – Personnel for conducting door-to-door notification of warning will be utilized from the uniformed members of the Douglas County Sheriff, Police, and Fire departments within Douglas County.
- Radio Communications – All-hazard radios, commercial broadcast stations, and voice-activated radios are presently utilized to warn the schools, hospital, and nursing homes in the county.
- IRIS Alert System – A one-way alert system that notifies subscribers of events via telephone, e-mail, or text.

In some areas, due to their remoteness and rural surroundings, additional warning must be provided. Methods utilized for this include vehicle mounted public address systems and door-to-door notification.

The following are the departments and their assignments regarding the responsibilities of notification.

Douglas County Emergency Management Department

- Relay severe weather warnings from the National Weather Service to Emergency Management volunteers and public
- Provide notification of hazardous material incidents to the Kansas Division of Emergency Management
- Request the media (television, print media, cable TV, or radio) to assist in an on-going public awareness program of lifesaving measures to be taken concerning emergency or disaster events
- Request the media to disseminate warning messages to the general public as rapidly as possible in the event of a pending or actual emergency
- Notify Emergency Management volunteers and staff with weekly alerts or in the event of an emergency

Douglas County/Municipal Fire Departments

- Provide mobile public address units to supplement warning coverage and/or personnel for door-to-door warning, if possible

Douglas County Emergency Communications Center (911)

- Provide communications necessary for the city and county governments to communicate to governmental entities as well as higher echelons of government and to support mutual aid communications to adjacent counties
- Coordinate the operation of city and county government(s) communication systems as needed to fulfill a total emergency communication capability in the county

- Assign personnel for proper operation of the communications center

Douglas County/Municipal Law Enforcement

- Provide mobile public address units, if necessary
- Provide personnel for door-to-door warning, if necessary

Auxiliary Communications Team (ACT)

- Provide civilian emergency radio support communications

Amateur Radio Emergency Service (ARES)

- Provide warning through the State Emergency Alerting System (EAS) to radio and television stations for transmitting to the listening and viewing public

Kansas Turnpike Authority (KTA)

- Provide emergency information to KTA travelers

Electronic Broadcast Media

- Provide programming on the commercial radio and television stations to inform the public as to the situation and actions to be taken

Kansas National Guard

- Provide support communications through aircraft radio relay to the Guard units and public address systems

Kansas Highway Patrol

- Assist in the early warning for communities and rural areas where no organized storm warning systems are available and alert local law enforcement agencies of emergency situations

Kansas Department on Aging

- Provide for the needs of the elderly

Flood Warning System

- The National Weather Service has established a network of rain and river gauges to collect data for flood warning purposes. If excessive rainfall occurs, the data is forwarded to NWS in Topeka, Kansas, and the River Forecast Center in Kansas City where flood predictions are made and if necessary warnings are issued.

Emergency Alerting System (EAS)

- The EAS provides a means for supplying emergency information to the public. It utilizes commercial radio and television broadcast services, which are provided on a voluntary basis by the transmitting stations.

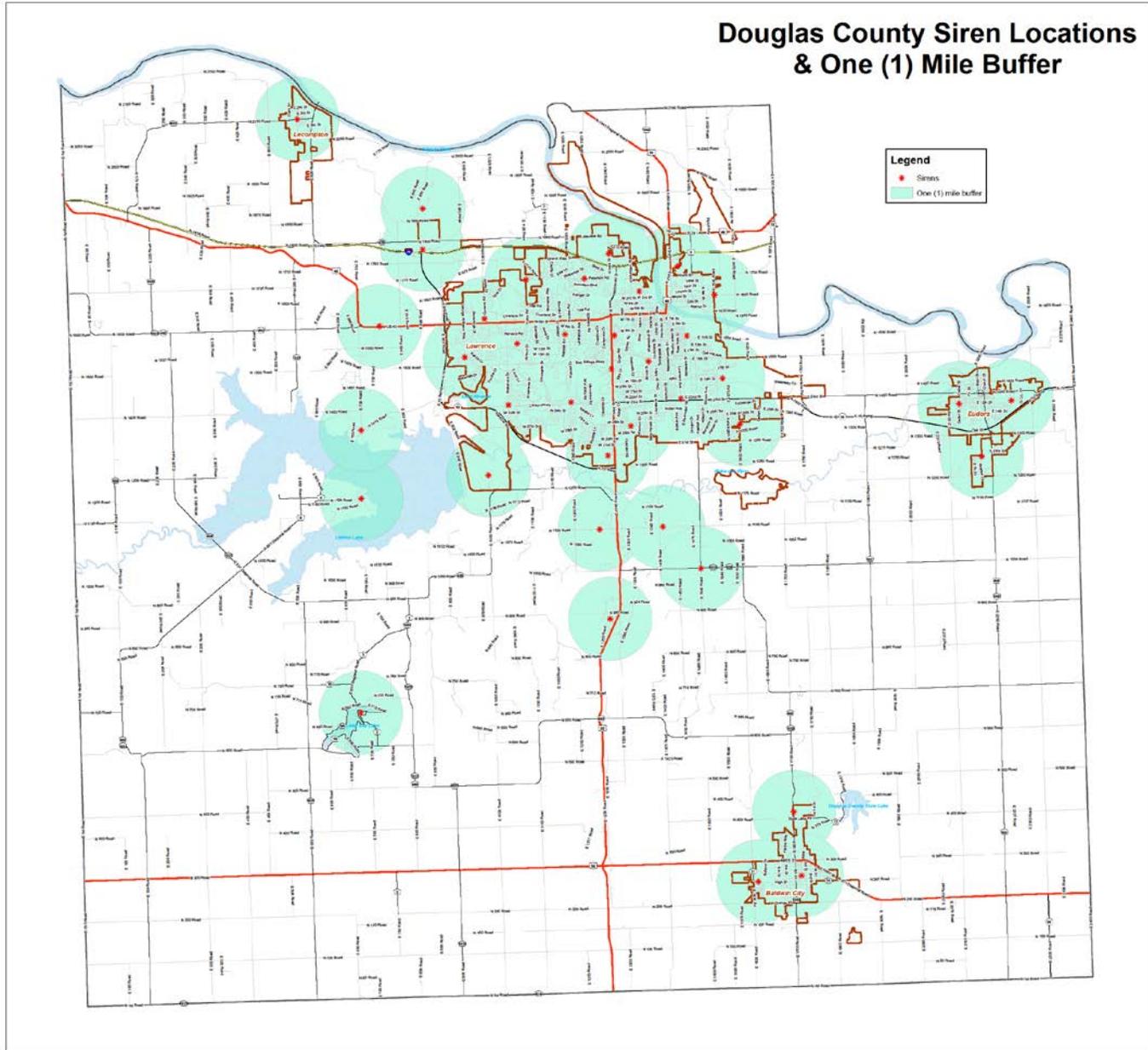
School Warning System

- Schools in Douglas County monitor weather conditions via commercial broadcast stations, voice-activated radios, or all-hazard radios. Schools in Douglas County are located in close proximity to warning sirens.

Public Warning Systems

- IRIS Alert System — A one-way alerting system that can be activated by Douglas County Emergency Management to send various levels of alerts, from informational messages to warnings. Residents of Douglas County are able to sign up for these emergency alerts received via telephone, e-mail, or text.
- Douglas County Emergency Information Hotline — A website and hotline with preparedness information co-hosted by Douglas County Emergency Management, the Lawrence-Douglas County Health Department, and the Lawrence Public Library. The website is constantly available to the public. The hotline is activated in the event of an emergency.

Douglas County Emergency Warning Siren Locations



MAP DISCLAIMER: All data, information, and maps are provided "as is" without warranty or any representation of accuracy, timeliness or completeness. The reader has determined accuracy, completeness, timeliness, availability and fitness for the appropriate use for use and solely on the recipient. Douglas County makes no warranties, express or implied, as to the use of the information obtained here. There are no implied warranties of availability or fitness for a particular purpose.



Map produced 4/4/2012, GIS © Douglas County, Kansas 2012

7.0 Incident Management Actions

7.1 Notification and Assessment

The incident notification process may be instituted from any of several points in the system including the Board of County Commissioners, the Douglas County Emergency Management Department, and the Douglas County Sheriff's Office. Once the notification network is activated within the county, the operation becomes the responsibility of the Douglas County Emergency Management Director. Notification activities will be coordinated through the Douglas County Emergency Communications Center.

Notification guidelines for emergencies will be conducted in accordance with this section, and with the Standard Operating Guidelines (SOGs) as defined in ESF-2 Communications. The reporting of progression of radiological releases will be accomplished in accordance with Douglas County Operational Guidelines (reference ESF-10 Hazardous Materials and Radiological Emergencies); the State of Kansas, Division of Emergency Management (KDEM); and Kansas Department of Health and Environment (KDHE), Bureau of Air and Radiation.

Notification of emergencies/disasters will be made immediately to the Douglas County Emergency Management Director. In reference to radiological releases, the Kansas Division of Emergency Management and the Kansas Department of Health and Environment will be notified immediately. The notification to KDEM and KDHE, in the event of a radiological release, will be made as soon as possible after determining the presence of such a release impinging on Douglas County. This specific notification may be accomplished by the Douglas County Emergency Communications Center without prior notification of the Douglas County Emergency Management Director. However, the Douglas County Emergency Management Director will be notified as soon as possible in this instance.

This plan encompasses the pertinent and probable hazards that may affect Douglas County. The county and the Kansas Division of Emergency Management have agreed that the planning process should be an all-hazard planning operation. Notification of emergencies/disasters for Douglas County, Kansas, has been modified to include notification requirements in three specific areas. Notification for each of these types of hazards differs slightly and therefore is addressed separately.

War Related Events – Although an attack by an enemy of the United States in the form of warlike actions is possible, it is at this time determined not to be a significant threat. This could take the form of a nuclear, biological, chemical, or conventional attack.

Natural Hazards – The most common warnings in this area would be those issued for tornadoes, severe storms, and water-related hazards (flood or drought). Duties and responsibilities will be in accordance with the Douglas County Severe Weather Plan, which is maintained in the EOC.

Other Incidents/Hazards – These incidents would include those not considered under the above two categories, such as terrorist activities and technological hazards. Warnings will be issued because of these or other incidents that would be considered a hazard to the citizens and populace of Douglas County.

7.2 Preparedness

7.2.1 Plan Development and Maintenance

The Douglas County Emergency Management Department is responsible for coordination, preparedness, operation, and execution of actions, which must be taken to combat the effects of natural or technological disasters. This plan and these actions are necessary for rendering duties for the protection of lives and properties of the people and alleviating suffering and damage caused by flood, fire, drought, tornado, earthquake, storm, explosion, or any other catastrophe.

7.2.2 Public Information

The public information activities will be directed by the Douglas County Public Information Officer (PIO). The PIO is responsible for the collection, coordination, and dissemination of emergency public information to the residents and populace of Douglas County. The PIO for Douglas County serves as the official spokesperson for the incident and is a member of the Emergency Operations Center staff.

Response organizations, and those agencies and departments having specific duties and tasks related to the emergency, will coordinate releases of information through the PIO.

Dissemination Process – The process for the dissemination of information to the public and special populations is as follows:

- Public – The public will be informed of pertinent information from the PIO by various means. This includes television media, written media (newspapers), radios, signage, and public address systems.
- Vulnerable Populations – Special needs for vulnerable populations will be accomplished by each individual agency within their responsibility. The media is encouraged to disseminate the information to these vulnerable populations.
- Hearing Impaired – Dissemination of information for the hearing-impaired population of Douglas County is discussed in the Vulnerable Populations Annex.
- Non-English Speaking – Dissemination of information for the non-English speaking population of Douglas County is discussed in the Vulnerable Populations Annex.
- Visually Impaired – Dissemination of information for the visually impaired population of Douglas County is discussed in the Vulnerable Populations Annex.
- Nursing Homes – The nursing homes will be notified of important information by the means described above or by individual telephone calls to nursing home facilities.
- Specialized Information Protocol – Relative to the methods described in the Vulnerable Populations Annex, additional information regarding re-entry into a disaster area, security for restricted access, emergency assistance, and information on casualties will be handled by the most expedient means possible.

A one-way alerting system (IRIS Alert System) has been developed to send notifications to the public. Non-emergency information or emergency warnings can be sent to subscribers via telephone, e-mail, or text. The system is currently in use by select county employees and response agencies.

A website has been developed to provide emergency and non-emergency information to the public. The website is the result of collaboration between Douglas County Emergency Management, the Lawrence-Douglas County Health Department, and the Lawrence Public Library. In the event of an emergency, a hotline will be activated to disseminate information.

7.2.3 Training and Exercises

It is the responsibility of the Douglas County Emergency Management Director to develop and implement a comprehensive, all-hazard, risk-based training and exercise program. To accomplish this task, the State of Kansas Division of Emergency Management will be utilized to the fullest extent possible.

The training needs, requirements, programs, and schedules will vary by department and agency within Douglas County. Training announcements will be made available through the Douglas County Emergency Management Director to required personnel and departments.

National Incident Management System (NIMS) – Douglas County Emergency Management will report NIMS-compliance training information to the Kansas Division of Emergency Management for all agencies in Douglas County. Each agency will determine the appropriate level(s) of instruction for each member of their respective organization, including department/field personnel. The determination will be based on the individual's potential assignment during emergency response.

Volunteer Training – Volunteer members of the Douglas County Emergency Management Department will be required to successfully complete training and education as required for their specific position.

Hazardous Materials Training – The Local Emergency Planning Committee (LEPC) through the Douglas County Emergency Management Director, is responsible for encouraging, supporting, and participating in a full range of training and exercise programs for hazardous materials emergency response personnel to increase the skills and coordination of local response needs.

In addition to the Emergency Management functions regarding exercises and testing, the schools, nursing homes, licensed day-care centers, airport, and the hospitals located in Douglas County, Kansas, are required to conduct specific exercise programs.

Integration of exercises is accomplished by utilizing the unified command structure to coordinate, communicate, and respond to the incident exercise.

The type of training varies substantially by organization. Individual departments provide training and exercises outlined in the respective department or agency SOGs. The Emergency Management Director assists with developing training standards when requested. Additionally, primary agencies invite support agencies within the county to attend training programs.

Equipment, communications, and data systems acquired with grant funds will be interoperable throughout the jurisdiction.

7.3 Response

7.3.1 County Response

The officials, agencies, and departments listed below have a vital service to perform in the event of a disaster. The Douglas County departments/agencies are required to render assistance in accordance with the appropriate county resolution. Those agencies/departments not part of the county government have a Memorandum of Understanding (MOU) or agreement on file with the Douglas County Office of Emergency Management. In addition, upon concurrence, this document will serve as an MOU. These officials, departments, and agencies have the following listed responsibilities. These include but are not limited to:

Douglas County Board of County Commissioners (Chairperson)

- Declares local disaster emergency
- Requests military assistance from civil authorities when applicable
- Requests State and Federal disaster assistance
- Issues executive orders to deal with emergencies and establishes policies for expenditure of funds
- Responsible for public information releases to the media

Douglas County Emergency Management Director

- Promotes coordination among public and private agencies regarding emergency management
- Coordinates and compiles local damage assessment reports; assists with the compiling of local, state, and federal preliminary joint damage assessment reports
- Serves as Mitigation Officer for the county
- Coordinates requests for state and federal assistance
- Provides public information and education during phases of emergencies
- Coordinates resource management including donations of materials, equipment, and services
- Conducts local emergency management activities which include, but are not limited to, risk vulnerability assessment, incident reporting, emergency notification, emergency response operations planning and management, and exercise planning and evaluation
- Assists with planning and coordination of emergency response operations to cope with accidental or un-planned releases of hazardous substances
- Manages and coordinates activities of the Douglas County EOC
- Provides comprehensive emergency management planning
- Trains staff and other emergency personnel
- Responsible for local Hazard Mitigation concerns and assists in the update of the State Hazard Mitigation plan when requested
- Provides assistance in Incident Command of other agencies in providing a smooth transition of Command
- Activates the Douglas County Emergency Information Hotline

Douglas County Public Information Officer

- Serves as advisor to the Board of County Commissioners on matters related to the preparation and release of public information
- Works with agencies and private sector for news releases
- Establishes a Public Information Center
- Acts as a liaison in a Joint Information Center

Douglas County Attorney

- Act as legal advisor on items related to law enforcement activity
- Act as legal advisor on items related to public safety
- Assist in legal problems that may arise due to disasters

Douglas County/City Clerks

- Maintains vital statistics
- Serves as the advisor for personnel
- Safeguards vital records and documents
- Pays outstanding bills

Douglas County Treasurer

- Advises Commissioners on matters relating to public finances

Douglas County Appraiser

- Serves as the principal advisor relating to property damage
- Receives and records damage data for reimbursement or litigation, manages, and compiles the “Initial Damage Assessment Report”, and compiles information and statistics for the Chief Executive and Emergency Management

Douglas County Extension Agent

- Acts as an advisor relating to the care and welfare of rural residents
- Educates population in effective vector and rodent control
- Liaison with the United States Department of Agriculture (USDA) County Emergency Board in assessment of damage, sanitation conditions, and other board functions
- Functions as liaison between the rural area and governmental and private agencies

Douglas County Public Works

- Provides engineering service and advice
- Performs damage assessment (streets, bridges, and roads)
- Provides equipment and personnel
- Assists with traffic control
- Assists with the procurement of resources
- Assists in the contract process for debris removal
- Condemns and posts unsafe structures
- Monitors utilities
- Assigns priorities on materials
- Issues temporary repair contracts
- Serves as the liaison with other Public Works Departments within the County

Douglas County/City Water Departments

- Take action necessary to prevent contamination of the water supply
- Provide necessary service to the fire department when mains are closed, by re-opening or re-routing
- Restore water service to the disaster area as soon as possible
- Coordinate efforts in the restoration of essential utilities at the scene
- Take necessary action to minimize radiation or chemical contamination of the water supply in the event of a radiation or hazardous materials incident

Douglas County Coroner (Lawrence-Douglas County Fire Medical)

- Operates as senior medical officer regarding the deceased
- Provides direction in body tagging and marking at the scene of the disaster
- Provides coordination and expertise in establishing and operating centers for body processing to encompass needed services
- Establishes positive identification of deceased victims utilizing available means
- Provides information as required to establish the cause of death, and other information as needed, to establish immediate and historical perspective on the disaster
- Acts as liaison with local funeral coordinators in the disposition of victims and releasing bodies to the next of kin
- Provides expertise where needed in planning for future disasters and mitigation of casualties
- Maintains the County's Mass Fatalities Plan
- Secures temporary morgue sites

Douglas County Sheriff's Office – Douglas County Emergency Communications Center

- Dispatch or notify emergency departments as required according to information received. Dispatch additional equipment as required during emergency operations
- Provide notification to elected officials and key personnel as outlined in department standard operating guidelines
- Issue Watch and Warning information or other pertinent information to agencies and communities that might be affected
- Activate the outdoor warning system sirens according to established guidelines

Douglas County Law Enforcement (Sheriff and Municipal Police Departments)

- Maintains law and order
- Implements and monitors traffic control
- Controls restricted areas
- Provides warning support
- Prepares and maintains an expanded jail
- Provides communications
- Provides EOC support

Douglas County Transportation Coordinator

- Provides, maintains, and coordinates available transportation (county, city, school, and private) to move personnel, equipment, and supplies throughout an emergency

Roger Hill Volunteer Center

- Registers, tracks, and manages emergent volunteers

Lawrence-Douglas County Health Department

- Provides community health services as required by the situation
- Assists in the determination and elimination of health hazards in the disaster area

- Provides a representative to assist on the Douglas County Hazardous Materials Response Team
- Provides guidance in bio-hazard incidents
- Investigates sanitation conditions
- Coordinates public health education
- Provides EOC support
- Provides medical personnel and equipment
- Coordinates special immunization programs
- Monitors exposure to radiological, chemical, and biological agents
- Issues quarantine orders
- Activates the Douglas County Emergency Information Hotline

Lawrence-Douglas County Fire Medical

- Assist in evacuation of hospital/nursing homes
- Serve as the Incident Commander for incidents where EMS is the primary agency with responsibility. In other instances, serve as a resource to the Incident Commander for the agency with primary responsibility
- Assist in the rescue of victims and provide immediate emergency medical triage, care, and transport to the appropriate hospital
- Coordinate the dispatch of ambulances and the number and types of injured to area hospitals
- Provide emergency medical service for areas of Douglas County not directly affected by the disaster
- Provide transportation to and communication with hospitals
- Conducts search and rescue operations
- Coordinates radiological monitoring/protection activities
- Assists in evacuations

Lawrence-Douglas County Fire Medical and Douglas County Fire Departments (Rural and Urban)

- Serve as the Incident Commander (IC) for incidents where fire departments are the primary agency with responsibility (fire). In other instances such as hazardous materials, serve as a resource to the Incident Commander for the agency with primary responsibility
- Extinguish fires at or near the scene of the disaster
- Operate mobile warning system
- Provide radiological defense, decontamination, and monitoring
- Assist in the rescue and triage of disaster victims
- Provide personnel to assist in the "Initial Damage Report" survey at the scene of the disaster if requested
- Survey the scene of the disaster for the presence of hazardous materials or radiation where applicable
- Notify and advise the law enforcement agencies and operating departments of dangers to personnel at or near the scene of the disaster
- Maintain fire protection for those areas of the county and cities not affected directly by the disaster
- Douglas County Fire Departments serve as the primary resource for hazardous materials response

Douglas County Radiological Safety Officer (Lawrence-Douglas County Fire Medical)

- Coordinates radiological protection activities
- Supports damage assessment and repair
- Provides training to responders

Douglas County Public School Superintendents

- Coordinates transportation needs
- Coordinates actions necessary to provide registration, lodging, mass feeding, and emergency social services in coordination with the American Red Cross (ARC)

The use of common and consistent terminology as used in NIMS, will be used for all emergency or disaster operations.

7.3.2 Local Disaster Declaration

Douglas County Emergency Operations Plan Implementation – In a disaster/emergency requiring the resources of Douglas County, the Emergency Operations Plan will be implemented and activated in accordance with pre-established guidelines. The plan may be implemented in part, or in whole, depending on the level of response required for the emergency.

The Chief Executive of the affected political subdivision within the county may authorize a Disaster Declaration when it appears that response and recovery efforts will exceed local capabilities. Any Disaster Declaration will be filed promptly with the clerk of the affected jurisdiction, the Douglas County Clerk, the Douglas County Emergency Management Department, and the Kansas Division of Emergency Management. The effect of a County Disaster Declaration will be to activate the response and recovery aspects of applicable local and county emergency plans and authorize the furnishing of aid and assistance in accordance with this plan.

The declaration of a local disaster/emergency in Douglas County remains in effect for a period of seven days unless terminated earlier or renewed by consent of the Board of County Commissioners. The proclamation may be extended by re-issuing the legal instrument. The termination date of a disaster proclamation will be determined by a voice vote of the Board of County Commissioners.

The County Attorney for Douglas County acts as legal advisor on items related to public safety and assists in resolution of legal problems that may arise due to disasters.

Funding for disaster operations will be accomplished by the local jurisdiction in which the disaster occurs. In the event Douglas County resources are needed and used during the disaster, funds will be allocated out of the County's General Revenue Funds and any other funds as determined by the Chairman of the Douglas County Board of County Commissioners.

Tracking Local/County Disaster Costs – Each Department/Agency Executive and Elected Officials within Douglas County are charged to track non-federally declared disaster expenditures. The mechanism to track disaster-related costs is through the use of the Douglas County Event Logs and Incident Command System (ICS) Forms.

During an actual response, each ESF is responsible for allocating, tracking, and submitting

response costs to the Douglas County Emergency Management Office for filing, or if the disaster is declared at the Federal level, the Event Log documentation is processed through the Douglas County Administration Department who is responsible for coordination and disbursement of disaster relief funds.

When major disaster assistance activities may be carried out by contract or agreement with private organizations, firms, or individuals, preference will be given, to the extent feasible and practicable, to those organizations, firms, and individuals, residing or doing business within Douglas County. Under disaster or emergency conditions, the Emergency Management Director may utilize the most expedient means possible in securing purchases; this includes and is not limited to suspending the normal and usual county bidding and purchasing policies.

Resources obtained through mutual aid are considered local resources and must be exhausted before requesting State or Federal assistance. Mutual Aid Agreements and Memorandums of Understanding are in effect with numerous surrounding jurisdictions.

Examples of several Douglas County Declarations/Resolutions for Local Disaster Emergencies are provided in Appendix 5.

A Douglas County Example Resolution entitled "A Resolution Providing for the Imposition of Restriction on Certain Outdoor Burning Practices in the Unincorporated Area of Douglas County" is provided in Appendix 10.

7.3.3 State Disaster Declaration

A State Disaster Declaration is issued by the Governor of the State of Kansas and activates the State Emergency Operations Plan.

For the State to initiate a disaster declaration, the local jurisdiction will have implemented and exhausted local and regional resources and declared a disaster for the county.

When seeking a State Disaster Declaration, it is necessary for the local jurisdiction to contact the State of Kansas Division of Emergency Management to implement the request process for State assistance. The Kansas Emergency Operations Plan may be implemented by approval of the Governor or designee. This should be done as soon as it is determined that the incident requires the intervention of the State Government.

The State of Kansas Emergency Fund is intended to reimburse State agencies for their costs in assisting local governments during State declared disasters. State funds are not available for reimbursement for county disaster costs.

State of Kansas resources become available during a State Declared Disaster.

A State Disaster Declaration allows local governments to suspend bidding guidelines when the nature of the disaster requires expedient response.

7.3.4 Emergency Operations Center

By definition an Emergency Operations Center (EOC) is considered a facility located in a disaster-affected area within which key elected and appointed officials exercise direction and control of emergency or disaster operations. The Board of County Commissioners is

responsible for functional operation of equipment and facilities, and assuring the facilities and equipment are utilized for their intended purpose.

The primary EOC for Douglas County is located at 111 E. 11th Street, Lawrence, Kansas. In the event that the Primary EOC is rendered or deemed unusable, emergency operations will relocate to the Alternate Emergency Operations Center within the Douglas County Mobile Command Vehicle. A map detailing the location of the Primary EOC is provided in this Plan as Appendix 6. In the event the primary and alternate EOCs are deemed unusable, or if the magnitude and situation warrants, the Emergency Operations Center may be relocated to an appropriate location as determined by the disaster event.

Although it is maintained in a public building, the EOC area is generally non-accessible to the public. Due to the location and size, the EOC is considered adequate for county operations. It also falls outside of any hazardous materials fixed facility vulnerability footprint. It is however within close proximity to major transportation routes through the county. Consequently, the EOC is vulnerable to certain hazards due to the location.

Mitigating these vulnerabilities would involve relocating operations to the Alternate EOCs if deemed necessary. Upon activation of the Alternate EOC, one member of the Executive Staff or someone appointed by the Douglas County Emergency Management Director will be in charge until the Emergency Management Director can take command. Initially, in most cases, equipment, supplies, and personnel will be in short supply. The movement of personnel, supplies, and equipment to the Alternate EOC will be accomplished in stages. When Command and Control functions can be shifted to the Alternate EOC, the Primary EOC will then be closed.

Operational Capabilities – The EOC contains updated maps of the State of Kansas, Douglas County, and cities within Douglas County, including the general area. It also includes status boards required for tracking significant events/actions. Additional capabilities are provided in ESF-2 Communications, and the associated attachments.

Operational Readiness – The Douglas County Sheriff and Municipal Police Departments conduct operational tests of equipment on a routine basis. The Douglas County Emergency Management Department conducts operational tests on a monthly basis. The operational aspects of the EOC are tested at least annually with an exercise conducted by the Douglas County Emergency Management Director.

EOC Activation/Deactivation – The Douglas County Emergency Management Director, upon notification, is responsible for the activation of the EOC and assembles the EOC staff, initiates the necessary functional guidelines, and also initiates scaling down and eventual deactivation of the EOC when the situation no longer warrants an active EOC. The EOC will be activated/deactivated in specific phases depending upon the severity of the incident and the need for resources. These levels are designated: Phase I, Phase II, and Phase III. Local and State response phases (EOC Staffing Guidelines) are provided in detail in ESF-2 Communications, Attachment 2D – County EOC Staffing Guidelines.

Security – The Douglas County Emergency Management Director or the Douglas County Sheriff's Office controls access to the EOC during activation. The radio dispatcher on duty is responsible for verifying the authenticity of radio communications traffic. Telephone communications are verified by Douglas County Sheriff's Office personnel.

EOC Staffing – Initial staffing of the EOC will be the Emergency Management Director, the LDCFM Shift Commander, the Douglas County Sheriff's Office Shift Supervisor, and the 911 Dispatcher (or their designated representatives). This is the minimum staffing for the EOC. Depending upon the magnitude of the situation, the EOC staffing will be expanded as needed.

Full Activation – Due to space limitations in the EOC, the following officials or functional groups will operate from the EOC; other key officials will operate from their normal locations:

- Executive Group (County Commissioners and Municipal Mayors)
- Communications Officer
- Damage Assessment Officer
- Public Information Officer
- Emergency Management Director
- Sheriff and Municipal Police Chief
- Lawrence-Douglas County Fire Medical Shift Commander
- Jurisdictional Fire Chiefs
- Medical Coordinator
- Public Health Coordinator
- American Red Cross
- Douglas County GIS
- City of Lawrence Utilities
- Public Works Director

Staffing of the EOC will be accomplished in accordance with the Douglas County Emergency Management guidelines. The EOC activation Checklist is provided in ESF-5 Emergency Management.

Douglas County will employ the standard Incident Command System (ICS) reporting forms and reporting mechanisms used or modified by Douglas County.

7.4 Recovery

7.4.1 County Emergency Operations Center Functions

Local officials are responsible for development, coordination, and execution of service and site-restoration plans and the reconstitution of government operations and services through individual, private sector, non-governmental, and public assistance programs. Short-term recovery includes damage assessment and the return of vital functions, such as utilities and emergency services, to minimum operating standards. When rebuilding and relocating is due to damaged property, long-term recovery activities may continue for years.

7.4.2 Federal or Presidential Disaster Declarations

A Federal Disaster Declaration is issued by the President of the United States. There are two types of disaster declarations available to the President: Emergency and Major Disaster. A brief description follows:

Emergency – “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 a catastrophe in any part of the United States.”

Major Disaster – “Any natural catastrophe including hurricane, tornado, storm, high water, wind-

driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm or drought, or, regardless of any cause, any fire, flood, or explosion in any part of the United States which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance to supplement the effects and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

Based on the Governor's request, the President may declare that a major disaster or emergency exists, thus activating an array of Federal programs to assist in the response and recovery effort.

Assistance Available – Not all programs are activated for every disaster. The determination of which programs are activated is based on the needs found during damage assessment and any subsequent information that may be discovered.

The mission of FEMA/Emergency Preparedness Response (EPR) is to improve the Nation's capability to reduce losses from all disasters, including terrorist attacks. FEMA/EPR disaster assistance falls into three general categories:

Individual Assistance – Aid to individuals and households.

Public Assistance – Provides aid to public (and certain private non-profit) entities for certain emergency services and the repair or replacement of disaster-damaged public facilities.

Hazard Mitigation Assistance – Funding for measures designed to reduce future losses to public and private property. Some declarations will provide only individual assistance or only public assistance. Hazard mitigation opportunities are assessed in most situations.

The Public Assistance program is the largest program from an expenditure perspective, and requires a state to meet the following criteria for evaluating a Governor's request for a disaster declaration:

Major Disaster: FEMA identified two specific financial thresholds, as well as several other less specific criteria, such as severe local impact, previous actions taken that helped mitigate the disaster damages, and the overall impact of multiple recent disasters in the state. Any or all of these, as well as "other relevant information", can be used to determine whether a disaster declaration should be recommended under the Public Assistance program.

Based on the preliminary damage assessment, an estimate of total damages is made. The calculated per capita estimate of damage must exceed \$3.39. (Per capita threshold adjusted annually for inflation.) In addition, each state is expected to cover the first \$1 million in damages.

Small Disaster: To better use disaster resources and devolve major management responsibility for the Public Assistance program to the states, the Coordinator of FEMA implemented a pilot project in 2000 to allow those states that have the capability to do so to manage the Public Assistance segment of their own small disasters. Small disasters are defined as those whose estimated infrastructure damages do not exceed an estimate of \$15 million (Public Assistance projects) and do not exceed \$2 per capita statewide.

National Response Framework (NRF) Implementation – The NRF can only be implemented by a Federal Disaster Declaration. This request must come from the Governor of the State of Kansas.

Coordination – The State of Kansas and the Federal Government support countywide disaster operations. Douglas County will maintain jurisdiction over the disaster area. The exception to this rule is in the event of a terrorist incident or threat, in which a Joint Operations Command will be activated upon the implementation of Presidential Decision Directive-39 (PDD-39) and implemented as part of the Federal Response Plan (FRP). Douglas County, however, has the responsibility for coordinating disaster operations in other areas affected by the disaster.

7.4.3 Recovery Personnel

Douglas County has developed guidelines for damage assessment activities to protect the population and property in the county in the event of a disaster. Assessment team personnel and responsibilities, human needs assessment, and unmet needs assessment are provided in the Recovery Annex and Sub-Annexes.

7.4.4 Recovery Facilities

Recovery facilities and functions are based on extent of disaster and specific needs identified during response assessment activities. For more detailed information, see the Douglas County Debris Management Plan and the Recovery Annex and its Sub-Annexes.

In the event of a disaster in Douglas County, the Emergency Management Director will coordinate with appropriate authorities to establish a Joint Field Office (JFO) to assist county citizens. A JFO is a temporary Federal facility established to unify the Federal assistance effort at the state and local level and to coordinate the provision of Federal assistance to the affected jurisdiction(s) during national incidents. A JFO provides a central point for federal, state, tribal, and local executives with responsibility for incident oversight, direction, and/or assistance to effectively conduct and coordinate prevention, preparedness, response, and recovery actions. The JFO leadership is responsible for coordination and integration of federal operations and resources with state, local, tribal, private sector, and non-governmental organization incident command structures. A JFO utilizes the scalable organizational structure of the National Incident Management System (NIMS)/Incident Command System (ICS) and Unified Command.

The Incident Command Post (ICP) is the location where the Incident Commander, the Command Staff, and the General Staff oversee incident response/recovery operations.

An Area Command/Unified Area Command is established when the complexity of the incident and incident management span-of-control considerations so dictate. Generally, the administrator(s) of the agency having jurisdictional responsibility for the incident makes the decision to establish an Area Command.

The purpose of an Area Command is either to oversee the management of multiple incidents that are each being handled by a separate ICS organization or to oversee the management of a very large or complex incident that has multiple incident management teams engaged.

This type of command is generally used when there are a number of incidents in the same area and of the same type, such as two or more hazardous material (HAZMAT) spills or fires. These are usually the kinds of incidents that may compete for the same resources. When incidents are of different types and/or do not have similar resource demands, they are usually handled as

separate incidents or are coordinated through an EOC. If the incidents under the authority of the Area Command span multiple jurisdictions, a Unified Area Command should be established. This allows each jurisdiction involved to have appropriate representation in the Area Command.

Area Commands are particularly relevant to public health emergencies, given that these events are typically not site-specific, not immediately identifiable, geographically dispersed, and evolve over time ranging from days to weeks. Such events as these, as well as acts of biological, chemical, radiological, and nuclear terrorism, call for a coordinated intergovernmental, private sector, and non-governmental organization response, with large-scale coordination typically conducted at a higher jurisdictional level.

In the event of a lesser magnitude response (single site), overall management of the incident is generally handled by the on-scene first responder until command is relinquished to a more senior/higher ranking individual in accordance with ICS policies. Communication is provided between the scene and the emergency operations center to coordinate response requirements.

A Disaster Recovery Center (DRC) is a facility established in, or in close proximity to, the community affected by the disaster where persons can meet face-to-face with represented Federal, State, local, and volunteer agencies to:

- Discuss their disaster-related needs
- Obtain information about disaster assistance programs
- Tele-register for assistance
- Update registration information
- Learn about measures for rebuilding that can eliminate or reduce the risk of future loss
- Learn how to complete the Small Business Administration (SBA) loan application
- Request the status of their application for Assistance to Individuals and Households

Donations and Volunteer Management provide guidance on the jurisdiction's role in donations management in a public emergency and establishes a consistent framework for coordinating with volunteer organizations supporting a response. Any reference to donated goods and services in this plan means unsolicited goods and unaffiliated volunteer services. This plan does not affect the established guidelines of voluntary agencies regarding their respective guidelines for solicited goods and services. The guidelines outlined are for the coordination, acceptance, control, receipt, storage, distribution, and disposal of donation management responsibilities.

The Douglas County Emergency Management Director or designee will activate a warehouse management system for storage of donated materials and funds in coordination with state and federal assistance. Unsolicited shipments and donated goods from unknown sources will not be accepted. For more detailed information, see the Douglas County Logistics Plan.

In the event of a disaster in Douglas County, the Emergency Management Director will coordinate with appropriate authorities to establish a Disaster Assistance Center(s) to assist county citizens. Disaster Assistance Centers (DAC) represent a transition from initial disaster response activities such as disseminating information concerning available assistance programs and processing of registrations and applications to activities focused on individual and community recovery, restoration, and rebuilding issues.

The Centers are designed to not only register individuals for appropriate assistance programs,

but to accommodate the needs of individuals who need to complete processes begun either at the Centers or by telephone registration, who have specific questions about program eligibility, pending applications for assistance, or responses they have received to their applications.

The Centers offer services aimed at facilitating community and individual recovery, restoration, and rebuilding processes. The Centers are intended to be the focal point for the provision of community-oriented services and educational information offered by local government agencies and community-based organizations. Local, State, Federal, and voluntary agencies are represented to meet the evolving needs of those impacted by the disaster.

7.5 Public Assistance Activities

The State of Kansas Public Assistance Program provides supplemental Federal disaster grant assistance for the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain Private Non-Profit (PNP) organizations. The Federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration. The State determines how the non-Federal share (up to 25%) is split with the applicants.

Eligible Applicants

Eligible applicants include the States, local governments, Indian tribes, and certain private non-profit (PNP) organizations.

Eligible PNP facilities must be open to the public and perform essential services of a governmental nature. Eligible PNP facilities generally include the following:

- Medical facilities, such as hospitals, outpatient, and rehabilitation facilities
- Custodial care facilities that provide institutional care for persons who require close supervision and some physical constraints in their daily activities
- Educational facilities, such as primary and secondary schools, colleges, and universities
- Emergency facilities, such as fire departments, rescue squads, and ambulance services
- Utilities, such as water, sewer, and electrical power systems
- Museums, zoos, community centers, libraries, homeless shelters, senior citizen centers, shelter workshops, and facilities that provide health and safety services of a governmental nature

Eligible Work

To be eligible, the work must be required as the result of the disaster, be located within the designated disaster area, and be the legal responsibility of an eligible applicant. Work that is eligible for supplemental Federal disaster grant assistance is classified as either emergency work or permanent work.

Emergency Work:

- Debris removal from public roads and rights-of-way and private property when determined to be in the public interest
- Emergency protective measures performed to mitigate immediate threats to the public, including search and rescue, warning of hazards, and demolition of unsafe structures

Permanent Work

Work to restore an eligible damaged facility to its pre-disaster design. Work ranges from minor repairs to replacement.

Permanent Work:

- Roads, bridges, and associated features, such as shoulders, ditches, culverts, lighting, and signs
- Water control facilities including drainage channels, pumping facilities, and the emergency repair of levees. Permanent repair of Flood Control Works is the responsibility of the U.S. Army Corps of Engineers and the Natural Resources Conservation Service
- Buildings including their contents and systems
- Utility distribution systems, such as water treatment and delivery systems; power generation facilities and distribution lines; and sewage collection and treatment facilities
- Public parks, recreational facilities, and other facilities, including playgrounds, swimming pools, and cemeteries

7.5.1 Individual Assistance Activities

The State of Kansas, through the Division of Emergency Management, in cooperation with the Federal Government, administers the Individual and Households/Other Needs Assistance (ONA) Program, which provides financial assistance to individuals or households who sustain damage or develop serious needs because of a natural or man-made disaster. The funding share is 75% federal funds and 25% state funds. The ONA program provides grants for necessary expenses and serious needs that cannot be provided for by insurance, another federal program, or other source of assistance.

Current maximum allowable amount for any one disaster to individuals or families is \$25,000. Program funds for disaster-related necessary expenses and serious needs include the following categories:

- personal property
- transportation
- medical and dental
- funeral
- essential tools
- flood insurance
- moving and storage

In accordance with the Stafford Act, the program is initiated by inclusion in the Governor's request for a presidential declaration.

The ONA Program is not intended to indemnify a victim against disaster losses or to purchase or replace items or provide services that could be characterized as non-essential, luxury, recreational, or decorative. The program provides individuals or households with assistance to recover from a disaster and establish a habitable and sanitary living environment.

7.6 Mitigation

7.6.1 Pre-Disaster Mitigation

The Kansas Mitigation Program is a comprehensive strategy developed by the state agencies of Kansas to create an effective, long-term approach to eliminate or reduce the vulnerability of Kansas communities to the human, economic, and environmental impacts of disasters. The document has been developed under the guidance of the Kansas Hazard Mitigation Team, a cooperative group of representatives of those state agencies that have the responsibilities, authorities, or expertise necessary to develop, implement, and maintain programs to accomplish such a goal.

The Kansas Hazard Mitigation Strategy is intended to fulfill many purposes. These include the following:

- Create a statewide vision for a disaster-resistant future and define the state's goals for hazard mitigation programming.
- Provide an effective mechanism to promote interagency coordination of Kansas' many state agency programs related to hazard mitigation.
- Verify that, on an ongoing basis, natural, technological, and criminal hazards threatening Kansas are identified, evaluated, and addressed with a priority reflecting the risk they pose to the community.
- Comply with the Federal requirements placed on several Kansas state agencies for statewide mitigation planning in a coordinated and integrated manner.
- Provide an effective mechanism to plan, budget, monitor, and evaluate mitigation program efforts of involved state agencies.
- Educate state and local officials, as well as the public, regarding the hazards threatening Kansas, the vulnerabilities to those hazards, and methods to mitigate those vulnerabilities.
- Establish and define programs and policies intended to improve mitigation planning and programming at the community level.

Douglas County does have a Multijurisdictional All-Hazards Mitigation Plan for the county, which provides guidelines for centralized and coordinated mitigation of hazards to protect the population and property in Douglas County.

The Douglas County Mitigation Steering Committee has established a set of goals and objectives to guide development and implementation of the mitigation actions for the county (reference the Douglas County Multijurisdictional All Hazard Mitigation Plan for detailed information).

7.6.2 Post-Disaster Mitigation

The Douglas County Local Emergency Planning Committee is responsible for mitigation planning. The Emergency Management Director is designated as the Hazard Mitigation Officer for the county.

The Douglas County Hazard Mitigation Officer is responsible for providing assistance to the Douglas County Board of County Commissioners in the area of Hazard Mitigation for the county.

8.0 Continuity of Government

8.1 Succession of Authority

The Lines of Succession of Authority and Command for Douglas County are as follows:

Douglas County

Chairman, Board of County Commissioners
Vice-Chair, Board of County Commissioners
Member, Board of County Commissioners
Douglas County Sheriff

Cities of Douglas County

Mayor
Vice-Mayor
Commission Members

The circumstances under which pre-delegated authorities (i.e., resolutions, inter-local agreements of cooperation, etc.) would become effective and when they would be terminated will be indicated in the corresponding document and attached to this plan as part of the standard operating guidelines (SOGs).

8.2 Delegation of Emergency Authority

Douglas County Resolution #06-38 establishes an Emergency Management Department with responsibility and powers granted to the Board of County Commissioners (BOCC). The BOCC is charged with overall responsibility for emergency management, and will appoint an Emergency Management Director to serve at the will of the BOCC. The Emergency Management Director is delegated sufficient authority to effect coordination and accomplish actions required incident to the functions and duties described in the resolution.

8.3 Emergency Actions

The final responsibility for emergency management functions belongs to the Douglas County Board of County Commissioners and local government officials. Although these officials are legally responsible for policy-level decisions, the Douglas County Emergency Management Director is empowered by the County Commissioners and the Mayors of the cities in the county to direct and control emergency management/preparedness activities in Douglas County, Kansas, and the cities and jurisdictions there. The line of Succession of Authority and Command for the Douglas County Emergency Management Department is as follows:

- Emergency Management Director
- Emergency Management Assistant Director
- Duty Officer
- Chair, Douglas County Emergency Management Board

8.4 Preservation of Records

It is the responsibility of the elected officials to verify legal documents of both a public and private nature recorded by a designated official (i.e., city clerk, tax appraiser, tax collector) be protected and preserved in accordance with applicable state and local laws (i.e., ordinances, resolutions, and minutes of meetings, land deeds, and tax records).

Storage for vital records is located in the Douglas County Document Storage facility located at the Douglas County Fairgrounds. Records will be maintained there on a daily basis.

Each agency, department, or division of the Douglas County government, maintaining facilities outside of the Emergency Operations Center, is required to have their own emergency plan, with guidelines for safeguarding documents, data, and reports. These internal plans are considered addendums to this plan.

8.5 Protection of Government Resources

Primary and Support Agencies, per each Emergency Support Function, are responsible for safeguarding government resources.

9.0 Administration and Support

9.1 Support

A State Disaster Declaration is issued by the Governor of the State of Kansas. The Kansas Emergency Operations Plan may be implemented by contacting the State of Kansas Division of Emergency Management. This should be done as soon as it is determined that the incident requires the intervention of the State Government.

9.2 Agreements and Understandings

When major disaster assistance activities may be carried out by contract or agreement with private organizations, firms, or individuals, preference will be given, to the extent feasible and practicable, to those organizations, firms, and individuals, residing or doing business within Douglas County. Under disaster or emergency conditions, the Emergency Management Director may utilize the most expedient means possible in securing purchases; this includes and is not limited to suspending the normal and usual county bidding and purchasing policies.

Mutual Aid – Resources obtained through Mutual Aid are considered local resources and must be exhausted before requesting State or Federal assistance. Mutual Aid Agreements and Memorandums of Understanding are in effect with numerous surrounding jurisdictions. Douglas County has adopted by resolution KSA 12-16,117, which provides automatic mutual aid, as needed.

The listed agencies/departments in this plan have a vital service to perform in the event of a disaster. The Douglas County departments/agencies are required to render assistance in accordance with the appropriate county resolution. Those agencies/departments not part of the county government have a Memorandum of Understanding (MOU) or agreement on file with Douglas County Emergency Management. In addition, upon concurrence, this document will serve as an MOU.

9.3 Reports and Records

Each Emergency Support Function (ESF), along with Section 9 of the Basic Plan, has specific requirements for documentation, reporting, and tracking of information required.

Paper-Based Emergency Information Management

Records and reports generated by the Douglas County Emergency Management Department are retained in hard-copy format.

Record Retention

Retention of records involving emergencies/disasters will be maintained for a period of ten years from the date of occurrence by the Douglas County Emergency Management Department. In addition, records regarding hazardous materials exposures will be maintained by the department for a period of the life of the person(s) exposed plus twenty years.

ICS Forms

Records for personnel, equipment, communication, and other disaster response activities are recorded on Incident Command System (ICS) forms during an emergency or disaster.

Record Storage

Presently, paper documents are accessible by the Emergency Management Department. No microfilm or microfiche system is in place for emergency management usage.

Non-discrimination – There will be no discrimination on grounds of race, color, religion, nationality, sex, age, or economic status in the execution of emergency management functions. The policy applies equally to government, contractors, and labor unions.

Duplication of Benefits – No person, business concern, or other entity will receive assistance with respect to any loss of which he/she has received financial assistance under any other program or for which he/she has received insurance or other compensation.

Consumer Protection – Consumer complaints pertaining to alleged unfair or illegal business practices will be referred to the County Attorney's Office in reference to Consumer Fraud Protection for investigation.

9.4 Expenditures and Records

Each agency, department, or division of the Douglas County government, maintaining facilities outside of the Emergency Operations Center, is required to have their own emergency plan, with guidelines for safeguarding documents, data, and reports. These internal plans are considered addendums to this plan.

Each Emergency Support Function (ESF), along with Section 9 of the Basic Plan, has specific requirements for documentation, reporting, and tracking of related costs associated with emergency and disaster response. See ESFs for detail. In general, the mechanism to track disaster-related costs associated with a non-federally declared disaster is the responsibility of the County Treasurer.

9.5 Critiques

Primary and support agencies will provide summary recommendations as part of the submission of final record keeping and reporting. In order to enhance the ability to respond and mitigate cost, agencies should review their plan, allocation of resources, methods of communication, and overall interaction with other agencies. Recommendations for improvement should result from the review and should be implemented within the agency. Recommendations, which apply outside the agency, should be forwarded to the Emergency Management Director for consideration.

9.6 Plan Development, Maintenance, and Execution

This plan is the principal source of documentation of Douglas County Emergency Management activities. Almost every agency within the county government has some level of responsibility for developing and maintaining their portions of this plan. The Douglas County Emergency Management Director will carry out overall coordination of this process. The agencies' directors will approve major changes involving emergency management policy. Routine changes, such as corrections, updated staffing lists, telephone lists, map annotations, reporting requirements, etc., may be made by the Douglas County Emergency Management Director.

Maintenance

Support – Each agency, department, or organization with responsibilities under this plan will develop and maintain written guidelines for carrying out their assigned tasks. Those Standard Operating Guidelines, policies, and practices will be considered supplements to this plan.

Validation – To verify that this plan is valid and correct, two specific items must be completed.

- One exercise based on this plan must be conducted every year. (Note: one actual emergency, which tests the resources of the plan, may be substituted for an actual exercise. This use of an actual incident instead of an exercise may only be done every other year.)
- An update to this plan must be completed, based on a review of the text and any problem(s) identified in an actual incident or exercise. A report of the review, and any updates to this plan must be submitted to the Kansas Division of Emergency Management, as soon as completed.

Review – This plan, ESFs, annexes, and guidelines will be updated as the need for a change becomes apparent. Additionally, portions of this plan including guidelines will be thoroughly reviewed annually and appropriate changes made. The Douglas County Emergency Management Director will verify that this review process is carried out on a timely basis.

Government Facility Planning – Each agency, department, or division of the Douglas County government, maintaining facilities outside of the Emergency Operations Center, are required to have their own emergency plan. These internal plans are referenced in the appropriate annex, and are considered an addendum to this plan.

Private Facilities – Facilities within Douglas County that store, manufacture, or package hazardous materials, are mandated by federal law to prepare a risk management plan if the reportable quantity (RQ) thresholds of extremely hazardous chemicals are exceeded. These plans are in effect for the protection against, and response to, incidents that occur within their specific property. Outside of that area, the jurisdiction is that of the local government and Douglas County.