

# LOCAL EMERGENCY OPERATIONS PLAN

Morris County, Kansas



Submitted by:

E-Fm Consulting, LLC  
100 Riverfront Road  
Suite A  
Lawrence, Kansas 66044

Month Year

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# BASIC PLAN

## 1.0 Preface

### *Approval and Implementation*

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

This plan supersedes the Emergency Operations Plan dated March 2000. It incorporates guidance from the Kansas Division of Emergency Management (KDEM) as well as lessons learned from disasters and emergencies that have threatened Morris County. The Coordinator for each Emergency Support Function 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 Plan (NRP) guidelines into the plan.
- Incorporates National Incident Management System (NIMS) concepts and guidelines into the Local Emergency Operations Plan (LEOP) 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 Promulgation

[Link to Promulgation Page is not available except online.](#)

## 1.2 Local Emergency Planning Committee

[Link to LEPC Signature Page is not available except online.](#)

## 1.3 Signature Page

[Link to Concurrence Signature Page is not available except online.](#)

## 1.4 Concurrence Page

[Link to Departmental Concurrence Page is not available except online.](#)

## 1.5 Distribution Page

Upon approval of this Local Emergency Operations Plan (LEOP) by the State of Kansas, a user name and password will be distributed to the following departments, agencies, and personnel for access to the online emergency plan:

- Morris County Emergency Management Coordinator
- Morris County Board of County Commissioners
- Morris County Emergency Medical Services
- Morris County Health Department
- Morris County Sheriff's Department
- Municipal Mayors
- Morris County Fire Departments
- Council Grove Police Department

- Morris County Clerk
- Morris County Chapter of the American Red Cross

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

Updates and changes to the Plan will be made in “real-time”, and users are expected to review the plan on a routine basis to stay abreast of changes and additions to the Plan.

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

## 1.6 Table of Contents

Paragraph 1.6 - Table of Contents serves as a placeholder to maintain the numbering system included in the draft State of Kansas Planning Standard for the LEOP provided by the Division of Emergency Management. When this document is printed, the full Table of Contents for the LEOP will appear at the beginning of the Basic Plan.

## 1.7 County Authorities

Federal and State Authorities are provided as Appendix 3 to this Plan.

### **County**

Mutual Aid/Assistance Agreements are presently in effect. Morris 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 Morris County (Resolution #94-19, dated September 13, 1994). This resolution also identifies the responsibilities of elected officials, the Emergency Management Coordinator, and the agency itself. The Morris County Emergency Management Department is in compliance with KAR 56-2-2 and KSA 48-929 thru 930. The Emergency Management Department is located at the Morris County Courthouse, located at 501 W Main Street, Council Grove, KS 66846 -1710. The county provides 24-hour notification of the Emergency Management Coordinator through the use of a telephone paging system, radio, and cellular phone. The County Resolution is provided as Appendix 7 to this Plan.

Morris County has established its Local Emergency Planning Committee (LEPC), as required, and adopted by-laws, on an unknown date. Morris County is currently researching the dates of establishment and adoption, and will make the necessary amendments to this EOP.

### Regional

Morris County currently does have Mutual Aid/Assistance Agreements with other communities and jurisdictions, including:

- Dickinson County
- Geary County
- Wabaunsee County
- Lyon County
- Chase County

### City

Morris County currently does have Mutual Aid/Assistance Agreements with other communities and jurisdictions within Morris County.

## 2.0 Introduction

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

A copy of the Morris County Resolution adopting NIMS is included as Appendix 8 to the Basic Plan. Hazardous materials planning in conjunction with SARA Title III has been incorporated into the various annexes, and in particular, ESF 10. 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).

The Morris County Foreign Animal Disease Plan completed by TetraTech and Morris County is provided under separate cover, and included in this Emergency Operations Plan by reference.

## 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 Morris County Resolutions in the event of a disaster or emergency situation. 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 Morris County citizenry and residents.
- Establish the capabilities for protecting the population from the effects of a disaster.
- Designate the agencies and personnel necessary which have the capabilities/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 in regards to 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 the 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 are linked to 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 Morris County Emergency Management Agency to effectively plan, mitigate, and prepare Morris County and its population for and from the effects of disasters. Through the use of this plan, the population and property of Morris County are better prepared to respond and recover. Briefly stated, the ultimate goal of the Morris County Emergency Management Agency is the preservation of life and property through the use of preparedness, planning, training, mitigation, response and recovery operations. The Emergency Operations Plan (EOP) for Morris County considers relevant hazards that are identified in the Morris 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 has been developed as a guide for emergency operations in a disaster, and not for normal day-to-day operations. The normal day-to-day operations of the Morris County Government, its departments, and agencies are covered by the individual organization's Standard Operating Guidelines (SOGs).

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 ESF's 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 Morris 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 Morris 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 [identify] 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 Morris County Government are required and have the authority to provide assistance to the Morris County Emergency Management Coordinator by

utilization of personnel, equipment, supplies, facilities, and other resources as directed by Morris 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 Morris County Emergency Management Department and other emergency operational groups defined in this Plan. Due to the unique requirements placed on Morris County during a crisis, additional guidance and resources need to be allocated. This is the responsibility and authority of the Morris 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 Morris County is provided from the hazard analysis conducted for Morris County in 2007. For additional information, reference Section 3.3 of this section, and the Morris County Hazard Analysis.

Morris County is situated in the center of the eastern half of the State. This county is bounded on the north by Geary County, and a portion of Wabaunsee; on the south by Chase County and a part of Marion; on the east by Lyon County and a portion of Wabaunsee, and on the west by a part of Dickinson and Marion counties.

Council Grove is the county's largest city and also serves as the county seat. At 697 square miles total area and approximately 8.75 people per square mile, Morris County is ranked 48th in population density. With a 2000 population of approximately 6,104, Morris County was the 63rd most populated county in the State of Kansas.

Morris County is located in an area of the United States rated for "low to moderate damage" - Zone 2A (UBC 1997) seismic activity. From a tectonic standpoint, the most important structural feature in the near vicinity is the Nemaha Ridge Fault, a fault system that extends southwest from northern Kansas across the entire state.

Morris County is located in the Flint Hills land resource area of the Central Lowlands Physiographic Province. The Flint Hills ecoregion is the largest remaining intact tallgrass prairie in the Great Plains. This region is characterized by rolling hills composed of shale and cherty limestone, rocky soils, and by humid, wet summers. Average annual precipitation ranges from 28 to 35 inches. The Flint Hills marks the western edge of the tallgrass prairie. Erosion of the softer Permian limestone has left the more resistant chert (or flint) deposits, producing the hilly topography and coarse soils of the area. This rocky surface is difficult to plow; consequently, the region has historically supported very little cropland agriculture. The natural tallgrass prairie still exists in most areas and is used for range and pasture land. However, some cropland agriculture has been implemented in river valleys and along the periphery of the Flint Hills, especially in the northwest corner where the topography is more level. This northwest edge is transitional between the cherty, rocky soils of the Flint Hills and the silty, loamy, loess-formed soils of the Smokey Hills.

The highest elevation in the county, at 1,490 feet above sea level, is at Dwight, located in the north-central portion of the county. The town of Dunlap, located in the southeast portion of the county, is situated at the lowest elevation in the county, at approximately 1,186 feet above sea level. Dunlap resides along the Rock Creek tributary leading into the Neosho River.

Morris County is primarily drained by the Neosho River and its tributaries, which flow in a southeast direction out of the county. The river headwaters originate in Morris County. The northwest portions of the county are drained by Clarks Creek and Diamond Creek (Diamond Springs), with numerous creeks and river tributaries draining much of the county overall.

The Neosho River Basin covers most of Morris County, with the exception of a portion of the northwest quadrant of the county that is part of the Kansas-Lower Republican Basin, and the west county border is included in the Smokey Hill-Saline River Basin.

The Council Grove Reservoir located in Morris County provides flood control in the basin. Authorized by the Flood Control Act of 1950, the project was designed and built by the Tulsa District, Corps of Engineers, at a cost of \$11.5 million. Construction began in 1960, and the project was placed in full flood control operation in October 1964. The project is one of seven lakes authorized for full development of the Neosho River Basin in Kansas and Oklahoma.

### 3.2 Vulnerability Analysis

The following vulnerability summary of Morris County is provided from the hazard analysis conducted in 2007. For additional information, reference Section 3.3 of this section, and the Morris County Hazard Analysis.

According to population numbers provided by the U.S. Census Bureau, the 2000 population of Morris County was 6,104, a decrease from the population of 6,198 in 1990 and from a population of 6,419 in 1980.

Based on the livestock operations conducted in the county, Morris 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 Morris County roadways from producers to feedlots to packing plants.

In the event of a hazardous incident, special human populations (hospitals, schools, disabled-persons care facilities, senior care facilities, youth care facilities, prisons, etc.) that may lie within the vulnerable radius of an event may be subject to increased risk due to proximity. A combination of these factors could pose significant limitations when implementing response actions in a hazardous event.

According to the 2000 U.S. Census Bureau, the primary occupation for the employed civilian worker in Morris County was identified as management, professional, and related occupations (29.2%); sales and office occupations (24.2%); production, transportation, and material moving occupations (18.2%); construction, extraction, and maintenance occupations (12.5%); service occupations (12.5%); and farming, fishing, and forestry occupations (3.3%).

Morris County Property was valued at \$57,748,751 in 2006. Residential properties accounted for 35.72% of the total property valuation, and agricultural land accounted for 25.08% of the total property valuation. Public utility property accounted for 19.62% of the total property valuation, and commercial real estate accounted for 7.33% of the total property valuation.

The U.S. Census Bureau identified the employment industries in 2000 as educational, health and social services (22.4%); manufacturing (13.3%); agriculture, forestry, fishing and hunting, and mining (11.8%); retail trade (8.9%); construction (8.2%); transportation and warehousing, and utilities (7.4%); public administration (5.4%); arts, entertainment, recreation, accommodation and food services (5.2%); other services except public administration (5.2%); finance, insurance, real estate, and rental and leasing (4.4%); professional, scientific, management, administrative, and waste management services (3.5%); wholesale trade (3.4%); and information (0.8%).

Two federal highways traverse through Morris County. U.S. Highway 56 is the primary east-west route through the county, entering near the county midpoint. The highway then trends west into Council Grove, then through Delavan before exiting the county. Total mileage for this roadway in Morris County is approximately 32 miles.

Highway 77 is a north-south highway that enters the county at the northwest corner and trends south along the county line until combining with Highway 56 at the west midpoint, exiting the county. Total mileage for this roadway in Morris County is approximately 16 miles.

Total mileage for Federal roadways in Morris County is approximately 44.45 miles. Transporters of hazardous chemicals/materials, agricultural goods, and petroleum industry products commonly use these routes.

The Union Pacific Railway (UP) and Burlington Northern Santa Fe (BNSF) Railway systems are present in Morris County. The BNSF railway has two segments in the county. The main east-west route enters the county at the northeast corner at Dwight and traverses in an east-southeast direction through White City and Latimer before exiting the county. A short segment enters the county at the southwest corner and travels east-southeast through Burdick and Diamond Springs before exiting the county to the south.

The UP Railway parallels the BNSF east-west tracks and enters the northeast portion of the county, then trends roughly to the west-southwest through the towns of Dwight, White City, and Latimer before exiting the county in the southwest quadrant.

The UP track mileage is approximately 30-miles through the county. The BNSF mileage is approximately 42-miles.

Three (3) airports (two publicly operated and one privately operated) were identified in Morris County, and include the Council Grove Municipal Airport, located approximately three miles northwest of Council Grove. There was no information obtained during the performance of the Hazard Analysis regarding crop-dusting companies based in Morris County.

Morris 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. No EHS chemicals were reported on the submitted Tier II forms reviewed for the Hazard Analysis performed on Morris County.

### 3.3 Hazard Analysis

In 2007 Morris County conducted a 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 Morris 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 Morris County Emergency Management Coordinator is responsible for approving/providing access to the online program. The following summary is excerpted from the Hazard Analysis.

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

Natural Hazards, defined as naturally occurring events such as floods, earthquakes, tornados, 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 Morris County indicate natural hazards with the highest risk rating in order of significance are as follows:

- Wildfires
- Hail
- Thunderstorm Winds
- Winter Storms
- Flash Flood
- Other less frequently occurring hazards include: tornados, floods, and extreme windchill, which also pose a risk to the County.

Obviously, little can be done about the weather. Morris 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 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.

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. No EHS chemicals were reported on the submitted Tier II forms reviewed for the Hazard Analysis performed on Morris County. Additional information regarding Morris County's chemical hazards is included in the Morris 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 1.08 to Morris County's highways, which was below the State mean average of 2.19, ranking Morris County 82nd out of 105 counties in Kansas. Railway transport of hazardous materials through Morris County was above the State mean average; pipeline transport of hazardous materials through Morris County was equal to the State mean average. Fixed facilities, airport, and waterway transport of hazardous materials through Morris 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 no Potential Threat Elements (PTE's) were identified within Morris County. Local law enforcement groups have identified 29 "potential targets" and 32 "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 Morris 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 WMD's, which could otherwise require an emergency response. The potential impact to commercial cattle operations in Morris County is

low compared with counties in western Kansas, FAD could still have a significant economic impact were such an event to take place. However, local emergency planners need to develop and maintain FAD plans in order to prepare, respond, and recover from a potential disease outbreak. The local FAD plan should also address industrial hygiene procedures for personnel, and quarantine and treatment procedures for domestic animals traveling to, from and through the county.

## 4.0 Planning Assumptions

Morris 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 Morris County Government assets and systems are vulnerable to natural and technological disaster events, they may be overwhelmed.

### 4.1 Assumptions

*It is therefore assumed that:*

- Morris 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 Morris County, fundamental resources such as water, food, first aid supplies, utilities, fuels, shelter and sanitation supplies and basic survival supplies may be needed. Morris 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.
- The Executive 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 Executive may choose to invoke the emergency powers granted to him/her under Morris County Resolution #94-19.
- Emergency plans and guidelines have been prepared by those emergency response agencies having primary operational responsibilities, and are evaluated and updated as necessary.
- Morris County will be unable to satisfy all emergency resource requests during a major emergency or disaster.
- Morris 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). Specialized training in hazardous materials response is given to a small number of selected response teams that may be overloaded by multiple events.

- Morris 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 considered 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 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, or 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 of the State when the jurisdiction's capabilities have been exceeded or exhausted.

The Morris County Board of Commissioners has charged the Emergency Management Coordinator with the responsibility for coordination, preparedness, operation, and execution of actions which 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 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 County Emergency Management.

#### *Emergency Support Functions*

The 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 the NIMS. 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 can be 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.

### **ESF-1 Transportation**

#### **Primary Agency: Morris County Sheriff's Department**

Responsible for coordinating county-wide 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.
- Processing transportation requests from county, municipal, and voluntary agencies. This ESF will coordinate evacuation transportation as its first priority.
- Operational coordination of ground, air, and rail.

### **ESF-2 Communications**

#### **Primary Agencies: Morris County Sheriff's Department / Emergency 911 Communications Department**

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:

- Provide 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: Morris County Road and Bridge Department**

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 operation, and provision of technical assistance, including structural inspections.

#### **ESF-4 Firefighting**

##### **Primary Agencies: Morris County Fire Departments**

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: Morris County Emergency Management Department**

Responsible for coordination, preparedness, operation, and execution of actions which 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.

- Maintains the LEOP in coordination with government and the LEPC.
- Advises public, administrative and response officials of disaster incident matters
- Coordinate 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: Morris County Emergency Management Department / American Red Cross**

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 Support****Primary Agency: Morris County Emergency Management Department**

Responsible for providing logistical management and resource support 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.
- 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.

**ESF-8 Public Health and Medical Services****Primary Agencies: Morris County Health Department / Morris County Emergency Medical Services**

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.
- 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.

**ESF-9 Search and Rescue****Primary Agencies: Morris County Fire Departments / Morris County Emergency Medical Services**

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**

**Primary Agencies:** Morris County Fire Departments / Morris County Radiological Safety Officer

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 Agricultural and Natural Resources**

**Primary Agency:** USDA Food and Nutrition Service (FNS) / Morris County Health Department / Morris County Emergency Management Department

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**

**Primary Agency:** Morris County Road and Bridge Department

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:** Morris County Sheriff's Department

Responsible for maintaining law and order in Morris 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:** Morris County Emergency Management Department and Morris County LEPC (Morris County Mitigation Steering Committee)

Responsible for hazard mitigation efforts for the county to reduce exposure to disaster incidents. Steering Committee 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, advises on manpower, safeguards vital records and documents, pays outstanding bills, provides damage assessment, and advises on property damage issues.

### **ESF-15 External Communications**

#### **Primary Agency: Morris County Attorney's Office**

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 Coordinator and the County Board of Commissioners.
- Works with agencies and private sector for news releases.
- Establishes a Public Inquiry Center.

### **ESF-16 Training and Education**

#### **Primary Agency: Morris County Emergency Management Department**

The Emergency Management Coordinator or designee is responsible for training, exercising, and education in support of this ESF. Support includes, but is not limited to the following:

- Develop and implement a comprehensive, all-hazard, risk-based exercise program.
- Assess and provide required training and exercises required of the county responders in coordination with the KDEM Training Department.
- Works with governmental agencies and the private sector for training and exercise programs.
- Compiles reports and data for training and exercise critiques.

#### *Morris County Support Functions Matrix*

**[Link to Morris County Support Functions Matrix is not available except online.](#)**

#### *Morris County Government Organization Chart*

**[Link to Word File is not available except online.](#)**

## **5.2 Tribal Government**

There are no tribal jurisdictions within Morris County.

## **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 Division, 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. Community-based organizations receive government funding to provide essential public health services.

The Morris 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 shelter, food, and health and mental health 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 (VOLAG's), 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 manpower. 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, Neighborhood Watch, Volunteers in Police Service, 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 events of Critical Significance.

The Citizen Corps works through a Citizen Corps Council that bring together leaders from law enforcement, fire, emergency medical 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 Plan (NRP) 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, the 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 affects of emergencies, government is responsible for emergency management activities. When operating under such conditions, Morris County Emergency Management (MCEM) 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 normal day-to-day operations of the Morris County Government, its departments, and agencies are covered by the individual organization's Standard Operating Guidelines.

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 Morris County Emergency Management Coordinator is responsible for coordination, preparedness, operation, and execution of actions which 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.

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

- Command - Overall management of the incident(s) is provided by the first responder on the scene 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 will be in accordance with accepted ICS practices and Standard Operating Guidelines, and fall under the purview of the Incident Commander.
- NIMS operating (ICS) guidelines are provided in ESF 5 – Emergency Management.

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

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

Coordination between the incident scene and the EOC will be accomplished with direct radio or telephone communications between the Incident Commander and the Emergency Management Coordinator 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 through the use of communications and delegation of responsibilities. Utilizing the Incident Command System, this interface takes place under the normal operation of this IC system. It is the responsibility of the onsite Incident Commander to forward pertinent information to the EOC through whatever channels are

necessary.

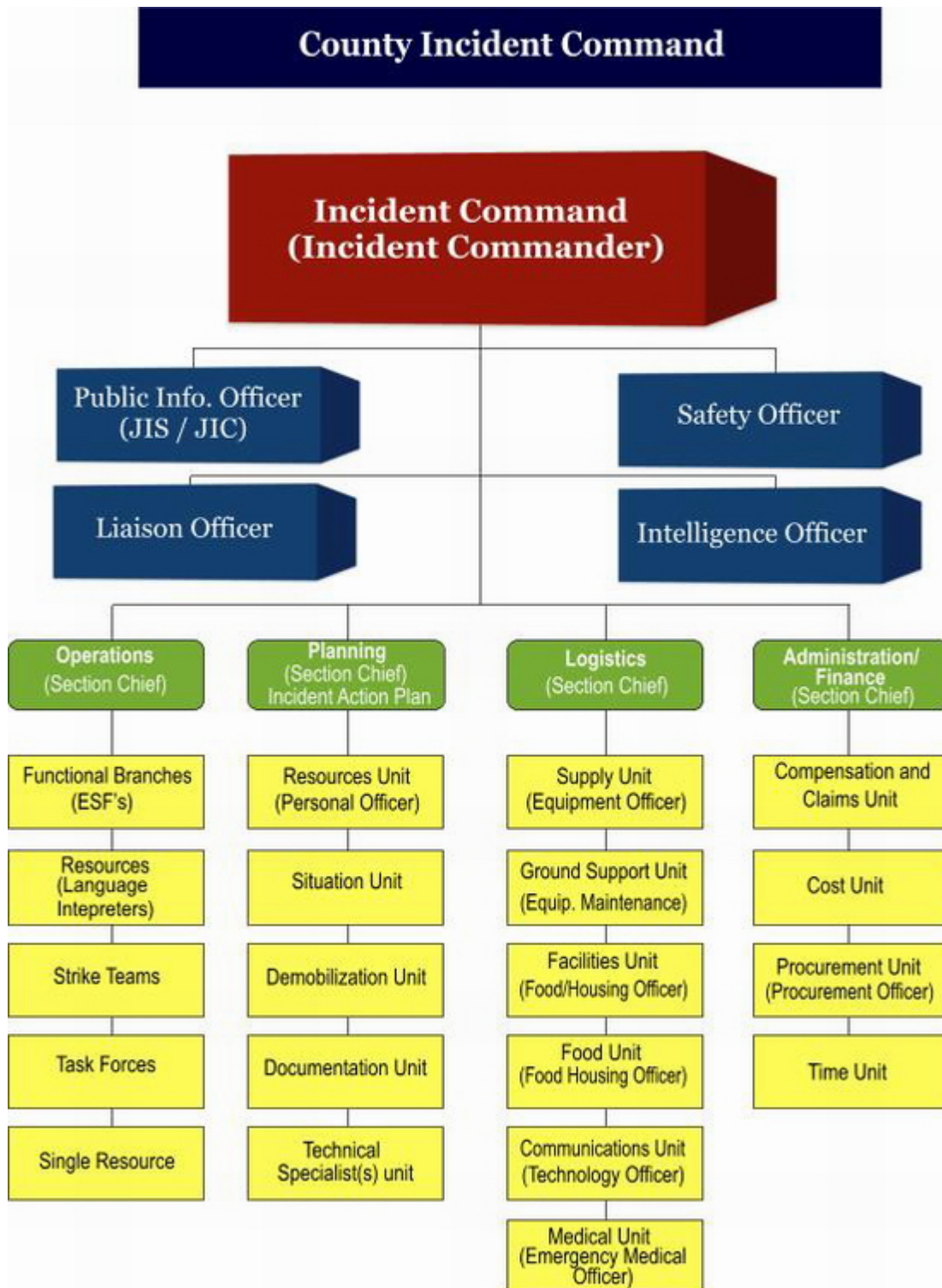
*Standard Operating Guidelines*

Most agencies and organizations within Morris 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 Standard Operating Guidelines (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 a MOU becomes necessary, coordination will be handled through the Chairperson of the County Commission, Emergency Management Coordinator, and/or the agency or organization's designee with ESF responsibilities.

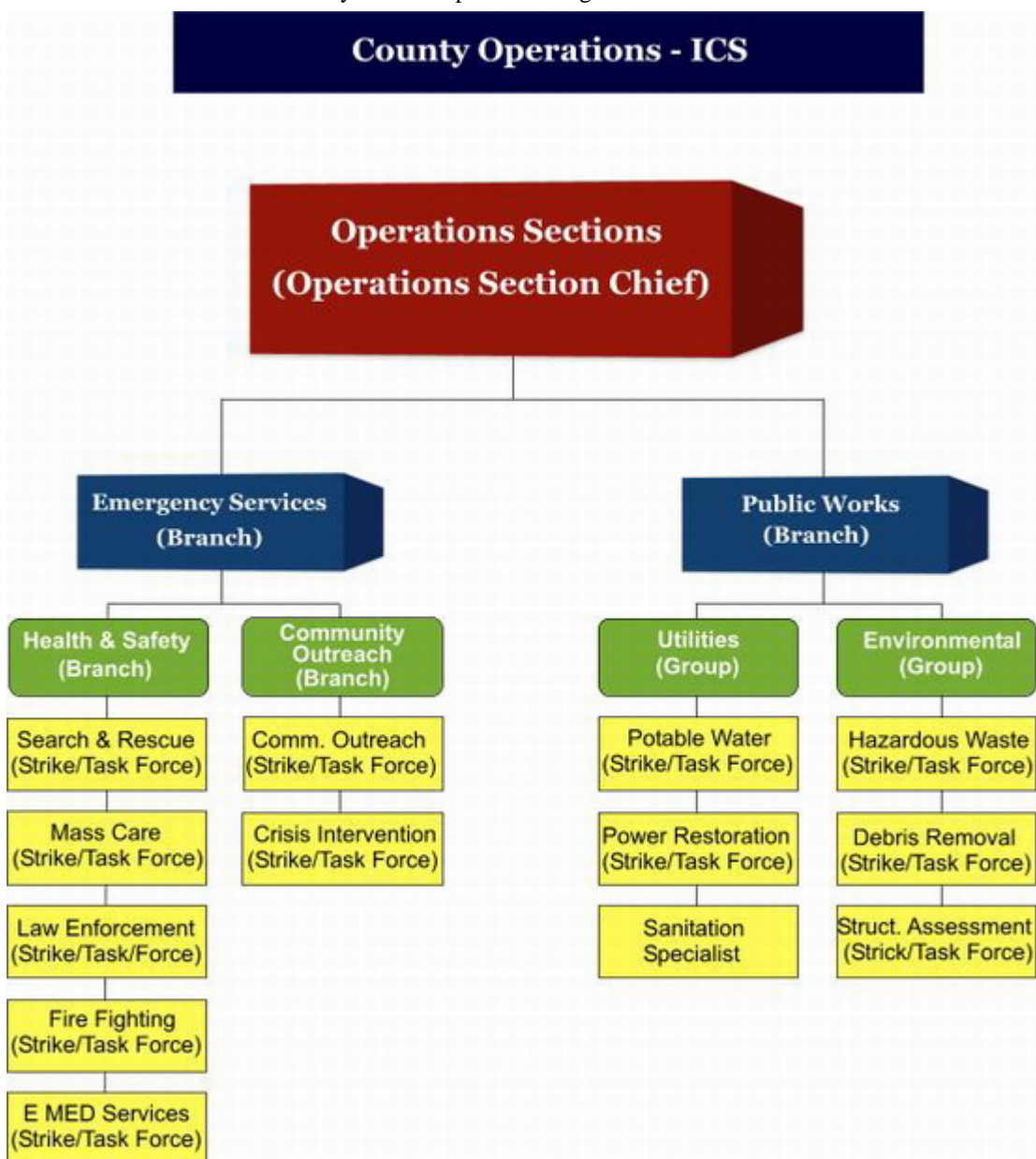
Additional detail is provided in Section 7.3.4 - Emergency Operations Center, and the attached annexes.

County Organization Chart - Incident Command

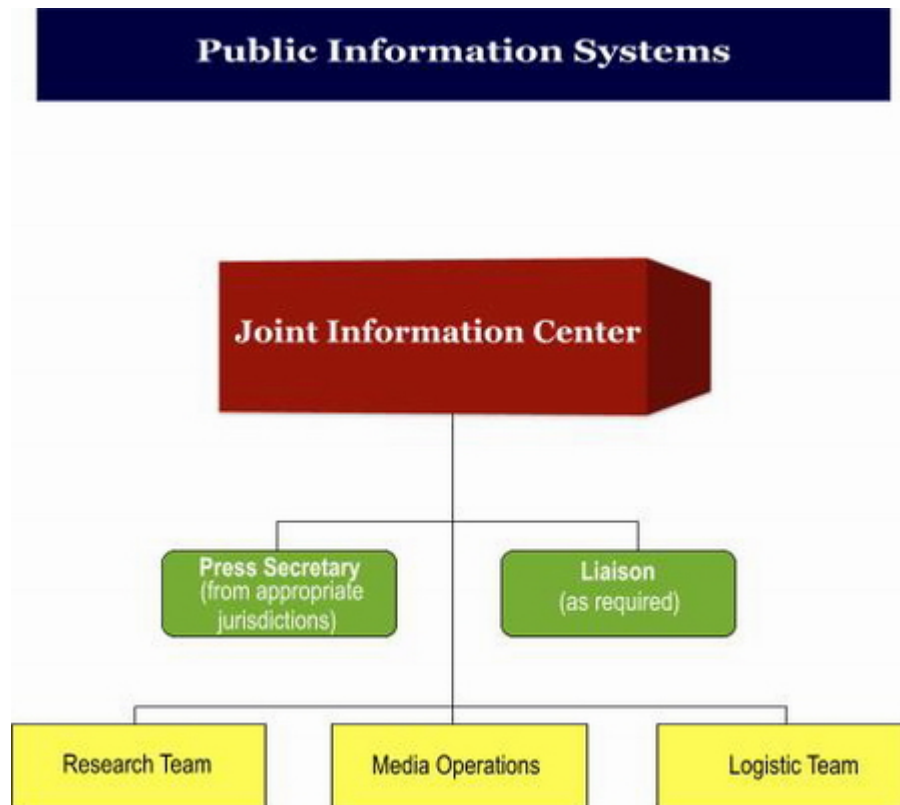


The Incident Command System (ICS) is the model tool for command, control, and coordination of a response and provides a means to coordinate the efforts of individual agencies as they work toward the common goal of stabilizing the incident and protecting life, property, and the environment.

County Branch Operations Organizational Chart



## County Joint Information - Organizational Chart



## 6.3 Coordination, Direction and Control

### 6.3.1 County Level

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

Representatives from agencies and organizations that are responsible for emergency support functions may staff the EOC. The Emergency Management Coordinator 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 situation. However, if the situation warrants, the EM Coordinator may request that the agency or organization with ESF responsibility report to the site of the emergency.

The Morris County Emergency Management Coordinator is appointed by the Morris 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 Resolution No. 94-19, dated September 13, 1994, by the Board of County Commissioners, responsibilities also include:

- Direction of Emergency Operations Center (EOC) Operations
- Briefing and advising the Board of County Commissioners and other elected officials on the various emergency situations
- Coordination of the overall disaster response
- Serves as a liaison with other governmental disaster management agencies

- Provides direction and guidance to the EOC staff
- Identification of the Local Emergency Planning Committee (LEPC) points of contact for receiving notification of releases of hazardous substances originating within or outside of Morris County

Each department, agency, office, and division of the Morris County Government is charged with the development of plans to be activated and used in the event of an emergency situation and/or disaster. These entities, including; schools, nursing homes, hospital, 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 Morris County's capabilities, additional assistance will be requested from the Adjutant General's Division, 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 Commissioners in conjunction with the Emergency Management Department and the Local Emergency Planning Committee, is responsible to assign departmental and section responsibility assignments. The affected department/section leadership is responsible to assign 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, and 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.

Morris County does not participate or have any emergency-related agreement or contracts in relation to the Civil Defense and Disaster Compact.

### **6.3.6 Emergency Management Assistance Compact (EMAC)**

This 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.

Morris County does not participate or have any emergency-related agreement or contracts in relation to 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 Plan 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 Morris County LEC dispatch center conducts emergency communications on a daily basis. These organizations have communication with other jurisdictions in addition to the departments within Morris County.

Warning - Efficient warning guidelines are also vital to emergency operations. In most situations the Morris County Sheriff's Communication Center has the capability to warn city and county public safety agencies on a 24-hour basis. Warnings can be transmitted and received via radio or telephone.

Warning the public about an emergency or disaster includes various means of communications, such as: Emergency Alert System (EAS), video scroll and alert weather radios, sirens, emergency vehicle loudspeaker announcements and Morris County Emergency Management (MCEM) "Alert" information releases.

Upon receipt of a warning, the Morris County Sheriff's Department activates the warning system from the Emergency Communications Center, or Morris County Emergency Management may activate from the EOC.

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

The Morris County LEC Dispatch is the primary warning point for Morris County. Upon notification of an emergency/disaster situation, the center will notify the Morris County Emergency Management Coordinator 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)**

Telephone or facsimile from KDEM. Upon receipt of information, Emergency Communications will issue the appropriate warning, using necessary systems. Warnings will continue until such time as they are no longer required.

The primary point for initiating external notification processes is the Morris County Law Enforcement Center, located at 501 West Main Street in Council Grove, Kansas. Upon notification of an emergency situation, the communications center will notify the Morris County Emergency Management Coordinator. Upon receipt of information, the Coordinator 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 Morris County in the event of an emergency/disaster situation:

- Outdoor Warning Systems - Fixed warning sirens are located throughout Morris County. The Morris County Sheriff's Office activates the outdoor warning sirens located in Council Grove, White City, City Lake, the West end of City Lake, and White's Point. The City of Dwight Fire Department manually activates the warning siren located in the City of Dwight, and the siren located in the City of Wilsey is telephone-activated. Approximately 50% of the population is covered by the fixed outdoor warning systems.
- Cable TV Group Alert - The cable over-ride warning system for Morris County's local cable is activated by calling the local cable company 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 Morris County Sheriff, Police, and Fire Departments within Morris County.
- Weather Radio - Weather Alert Radio's or Pagers are not utilized to warn the schools, hospital, and nursing homes in the county, due to the close proximity of these facilities to the outdoor warning

sirens.

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.

**Morris County Emergency Management Department**

Relay severe weather warnings from the National Weather Service to emergency management volunteers and public.

Activate the outdoor warning system, where and when appropriate.

Provide notification of hazardous material incidents to the Kansas Division of Emergency Management.

Arrange for manpower to notify rural and urban populations not covered by the outdoor warning system.

Request the media (television, 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.

Provide for special arrangements to warn the hearing impaired and non-English speaking groups where appropriate.

**Morris County Municipal Fire Departments**

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

**Morris County/City Emergency Communications (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.

**Morris County / Municipal Law Enforcement**

Provide additional siren-equipped mobile units where necessary to supplement sound coverage in the event of activation of the outdoor warning system.

Alert hospital, nursing home, schools, fire services, rescue squads, ambulances, other large institutional groups, private industry, and radio and television stations.

Be responsible for the repair and maintenance of mobile siren units assigned to the particular law enforcement agency.

Provide mobile public address units, if necessary.

Provide manpower for door-to-door warning, if necessary.

**Emergency Alert System**

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

**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**

This agency will provide for the needs of the elderly.

**Kansas Department of Social and Rehabilitation Services (SRS)**

Provide for unaccompanied children, the blind, infirm, handicapped, non-English speaking, and other persons or groups requiring special care in a natural disaster situation. The area offices will maintain a listing of all such specialized groups within its jurisdiction and will determine any requirements for specialized assistance.

**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, KS and the River Forecasting 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 Morris County do not monitor weather conditions via weather alert radios or pagers. Schools in Morris County are located in close proximity to warning sirens.

**Morris County Emergency Warning Siren Locations**

## 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 Morris County Emergency Management Department, and the Morris County Sheriff's Department. Once the notification network is activated within the county, the operation becomes the responsibility of the Morris County Emergency Management Coordinator. Notification activities will be coordinated through the Communications Facility.

Notification guidelines for emergency situations 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 Morris County Operational Guidelines (reference ESF 10 - Hazardous Materials and Radiological Emergencies), and with the State of Kansas, Division of Emergency Management (KDEM), and Kansas Department of Health and Environment (KDHE), Bureau of Air and Radiation.

Notification of emergency/disaster situations will be made immediately to the Morris County Emergency Management Coordinator. 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 Morris County. This specific notification may be accomplished by the Communications Facility without prior notification of the Morris County Emergency Management Coordinator. However, the Morris County Emergency Management Coordinator will be notified as soon as possible in this instance.

This plan encompasses the pertinent and probable hazards that may affect Morris 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 emergency/disaster situations for Morris 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 to not 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 (flood, drought) related hazards. Duties and responsibilities will be in accordance with the Morris 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. These would include such hazards as terrorist activities and technological hazards. Warnings will be issued as a result of these or other incidents that would be considered a hazard to the citizens and populace of Morris County.

### 7.2 Preparedness

#### 7.2.1 Plan Development and Maintenance

The Morris 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 the purpose of 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 Morris 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 Morris County. The PIO for Morris County is the Morris County Attorney, who serves as the official spokesperson for the incident, and is a member of the Emergency Operations Center staff.

**Public Information Officer** - The PIO will appoint a support staff as needed to assist in the public information functions and verify the capability of 24-hour operations.

**Alternate Public Information Officer** - In the event that the Public Information Officer is unavailable, the Alternate Public Information Officer will serve as the PIO.

Response organizations, and those agencies and department having specific duties and tasks related to the emergency situation will coordinate releases of information through the PIO. It is the policy of the Morris County Board of County Commissioners that no one, with the exception of the Public Information Officer, or their designee, will release any emergency information to the media or public.

Emergency information efforts are the responsibility of the PIO. These efforts will focus on specific event-related information. The public information program requires a coordinated flow of information from every level of government and private agency through a central release point to verify that only accurate information is presented. The PIO is responsible for the close coordination and exchange of information with key staff and department heads, including collection, compiling, and verifying information at the Inquiry Center (Rumor Control) before authorizing releases.

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

- **General Public** - The general 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.
- **Special Populations** - Special needs for disabled and elderly will be accomplished by each individual agency within their responsibility. The media is encouraged to disseminate the information to these special populations.
- **Hearing Impaired** - At this time, due to the small number of persons residing in Morris County that are hearing impaired, no specific program currently exists within the county for notification of these persons.
- **Non-English Speaking** - At this time, due to the small number of persons residing in Morris County that are non-English speaking, no specific program currently exists within the county for notification of these persons.
- **Visually Impaired** - At this time, due to the small number of persons residing in Morris County that are visually impaired, no specific program currently exists within the county for notification of these persons.
- **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 this annex, additional information regarding reentry into a disaster area, security for restricted access, emergency assistance and information on casualties will be handled by the most expedient means possible.

**Pre-Scripted Information** - Camera ready copy and pre-scripted releases are kept by the county and can be readily disseminated to the appropriate television stations, radio stations and print media as necessary.

Television and radio stations in the area maintain a selection of public service announcements related to emergency preparations. Information regarding specific activities of the Public Information Office and pre-scripted announcements are provided in ESF 2 - Communications.

### **7.2.3 Training and Exercises**

It is the responsibility of the Morris County Emergency Management Coordinator 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 should be utilized to the fullest extent possible.

The training needs, requirements, programs, and schedules will vary by department and agency within Morris County. This training will be made available through the Morris County Emergency Management Coordinator to required personnel and departments.

National Incident Management System (NIMS) - County Emergency Management will determine the appropriate level(s) of instruction for each member of the Morris County Emergency Organization, including department/field personnel. The determination will be based on the individual's potential assignment during emergency response.

Volunteer Training - Emergency Management volunteer members of the Morris 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 Morris County Emergency Management Coordinator, 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 hospital located in Morris County, Kansas are required to conduct specific exercise programs.

Integration of exercises is largely 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 Coordinator assists with developing training standards when requested. Additionally, primary agencies invite support agencies within the county to attend training programs. (See ESF 16 - Training and Education).

## **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 Morris 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 agreements on file with the Morris 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:

*Morris County Board of County Commissioners (Chairperson)*

- Declares local disaster emergency
- Direct and Control all County agencies
- Requests military assistance to civil authorities when applicable
- Requests State and Federal disaster assistance
- Issues executive orders to deal with emergency situations, and establishes policies for expenditure of funds
- Responsible for public information releases to the media

*Morris County Emergency Management Coordinator*

- 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
- Manage and coordinate activities of the Morris 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 IC of other agencies in providing a smooth transition of Command

*Morris 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

*Morris 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 disaster situations
- Serves as Public Information Officer for Morris County

*Morris County / City Clerks*

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

*Morris County Treasurer*

- Advises Commissioners on matters relating to public finances

*Morris County Appraiser*

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

*Morris County Agent*

- Acts as an advisor relating to the care and welfare of rural residents
- Educates population in effective vector and rodent control
- Liason 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

*Morris County Road and Bridge Department*

- Provides engineering service and advice
- Performs damage assessment (streets, bridges, and roads)
- Provides equipment and manpower
- Assists with traffic control and monitoring
- Procures resources as needed
- Provides for the collection and disposal of refuse
- Establishes procedures for disposal of hazardous materials
- 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

*Morris 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

*Morris County Coroner*

- Operates as senior medical officer relating to the deceased
- Provide direction in body tagging and marking at the scene of the disaster.
- Provide coordination and expertise in establishing and operating centers for body processing to encompass needed services
- Establish positive identification of deceased victims utilizing available means
- Provide information as required to establish the cause of death, and other information as needed, to establish immediate and historical perspective on the disaster

- Provide liaison with local funeral Coordinators in the disposition of victims, and releasing bodies to the next of kin
- Provide expertise where needed in planning for future disasters and mitigation of casualties
- Provides assistance in maintaining the County's Mass Fatalities plan
- Secures temporary morgue sites

#### *Morris County Sheriff's Department – 911 Emergency Communications*

- 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, as necessary

#### *Morris County Law Enforcement (Sheriff & Municipal Police Departments)*

- Serves as Transportation Coordinator (Sheriff or designee)
- Maintains law and order
- Implements and monitors traffic control
- Controls restricted areas
- Provides radiological monitoring support
- Provides warning support
- Prepares and maintains an expanded jail
- Provides communications
- Provides EOC support

#### *Morris County Transportation Coordinator*

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

#### *Morris County Volunteer Coordinator*

- Registers, tracks and manages emergent volunteers

#### *Morris County Health Department*

- Provides community health services as required by the situation
- Assist in the determination and elimination of health hazards in the disaster area
- Provide a representative to assist on the Morris County Hazardous Materials Response Team
- Provides guidance in bio-hazard incidents
- Investigate 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

#### *Morris County Emergency Medical Services*

- 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 Morris County not directly affected by the disaster
- Provide transportation to and communication with hospitals

#### *Morris County Rescue Squad*

- Conducts search and rescue operations
- Coordinates radiological monitoring/protection activities
- Assists in evacuations

#### *Morris County Fire Departments*

- 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
- Morris County Fire Departments serve as the primary resource for hazardous materials response.

#### *Morris County Radiological Safety Officer*

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

#### *Morris County Public School Superintendent, USD #417*

- Coordinates actions necessary to provide registration, lodging, mass feeding, and emergency social services in coordination with the American Red Cross (ARC)
- Recruits and trains volunteers to operate reception, feeding, and congregate care facilities
- Maintains records on individuals in congregate care facilities, and provide information as required
- Work with other agencies providing skilled personnel and materials

### **7.3.2 Local Disaster Declaration**

Morris County Emergency Operations Plan Implementation - In a disaster situation or an event requiring the resources of Morris County in an emergency situation, 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.

A Disaster Declaration may be authorized by the Chief Executive of the affected political subdivision within the county 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 Morris County Clerk, the Morris County Emergency Management Department, and the State of 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 Morris County remains in effect for a period of seven days unless earlier terminated 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 Morris County acts as legal advisor on items related to public safety, and assists in resolution of legal problems that may arise due to disaster situations.

Funding for disaster operations will be accomplished by the local jurisdiction in which the disaster occurs.

In the event Morris County resources are needed and used during the disaster situation, funds will be allocated out of the County's General Revenue Funds, and any other funds as determined by the Chairman of the Morris County Board of County Commissioners.

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

During an actual response, each ESF Department/Agency is responsible for allocating, tracking and submitting response costs to the County Emergency Management Office for filing, or if the disaster is declared at the Federal level, the Event Log documentation is processed through the Morris County Clerk's 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 Morris County. Under disaster or emergency conditions, the Emergency Management Coordinator 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.

An example of a Morris County Declaration of Local Disaster Emergency is provided as Appendix 5 to the Basic Plan.

Morris County issues Burn Ban Resolutions on an as-needed basis.

An example of a Morris County Burn Ban Resolution is provided as Appendix 9 to the Basic Plan.

### **7.3.3 State Disaster Declaration**

A State Disaster Declaration is issued by the Governor of the State of Kansas and would activate 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 becomes 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 Morris County is located in the basement of the Morris County Courthouse, located at 501 West Main Street in Council Grove, Kansas. There is currently no Alternate Emergency Operations Center in Morris County, although in the event the primary EOC is deemed unusable, the Emergency Operations Center may be relocated to an appropriate location as determined by the disaster event. A map detailing the location of the Primary EOC is provided in this Plan as Appendix 6.

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 it 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 an Alternate EOC if deemed necessary. Upon activation of an Alternate EOC, one member of the Executive Staff or someone appointed by the Morris County Emergency Management Coordinator will be in charge until the Emergency Management Coordinator can take command. Initially, in most cases, equipment, supplies, and personnel will be in short supply. The movement of personnel, supplies, and equipment to an Alternate EOC will be accomplished in stages. When Command and Control functions can be shifted to an Alternate EOC, the Primary EOC will then be closed.

**Operational Capabilities** - The EOC contains updated maps of the State of Kansas, Morris County, and cities within Morris 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 Morris County Sheriff and Municipal Police Departments conducts operational tests of equipment on a routine basis. The Morris County Sheriff's Office tests the outdoor warning sirens located in Council Grove, White City, City Lake, the West end of City Lake, and White's Point. The City of Dwight Fire Department tests the warning siren located in the City of Dwight, and the siren located in the City of Wilsey is telephone-activated.

The Morris 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 Morris County Emergency Management Coordinator.

The outdoor siren system is tested every other Monday at noon.

EOC Activation/Deactivation - The Morris County Emergency Management Coordinator, 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 Emergency Operations Center. 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 2C – EOC Staffing Guidelines.

Security - Access to the EOC during activation is controlled by the Morris County Emergency Management Coordinator or the Morris County Sheriff's Coordinator. The radio dispatcher on duty is responsible for verifying the authenticity of radio communications traffic. Telephone communications are verified by Morris County Sheriff's Department personnel.

EOC Staffing - Initial staffing of the EOC will be the Emergency Management Coordinator, the Morris County Sheriff's Department 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. Due to space limitations, only the following officials and/or functional groups will operate from the EOC (other key officials will operate from locations as defined in functional annexes).

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 Council Grove Mayor. Mayors and Board Chairpersons of smaller towns and cities within the County will function from their jurisdiction's City Hall.)
- Communications Officer
- Damage Assessment Officer
- Public Information Officer
- Emergency Management Coordinator
- Morris County Sheriff and Council Grove Police Chief
- Fire Chiefs
- County EMS Coordinator
- Public Health Coordinator
- Public Works Administrator
- Other support personnel as needed and approved by the Emergency Management Coordinator

Staffing of the EOC will be accomplished in accordance with the Morris County Emergency Management guidelines.

The EOC activation Checklist is provided in ESF 5 – Emergency Management.

Morris County will employ the standard Incident Command System reporting forms (ICS) and reporting mechanisms used or modified by Morris 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, nongovernmental, 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 re-locating 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 is as 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 \$1.04. (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 Plan (NRP) Implementation -** The NRP 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 county-wide disaster operations. Morris 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 PDD-39 (Presidential Decision Directive) and implemented as part of the Federal Response Plan (FRP). Morris County, however, has the responsibility for coordinating disaster operations in other areas affected by the disaster.

### **7.4.3 Recovery Personnel**

Morris 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 ESF 3 – Public Works and Engineering, Attachment 3E - Damage Assessment. Community Relations activities during post-response and recovery activities is provided in ESF 15 - External Communications, Attachment 15A - Public Information.

### **7.4.4 Recovery Facilities**

Recovery facilities and functions are based on extent of disaster and specific needs identified during response assessment activities.

In the event of a disaster in Morris County, the Emergency Management Coordinator 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, and 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 which 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 nongovernmental 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 SBA loan application
- Request the status of their application for Assistance to Individuals and Households

Donations and Volunteer Management provides guidance on the jurisdictions 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 Morris County Emergency Management Coordinator or designee will activate a warehouse management system for storage of donated materials and funds in coordination with state and federal assistance. Uncoordinated and/or unsolicited shipments will be directed away from the disaster area to designated distribution areas.

In the event of a disaster in Morris County, the Emergency Management Coordinator 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 tele-registration, who have specific questions about program eligibility, pending applications for assistance, or responses they have received to their applications.

The Center(s) 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 so as 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 organizations (PNP).

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 which 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.

*Categories of permanent work include:*

- 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 & Households/Other Needs Assistance Program (ONA) 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, including 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.
- Verifies 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, and 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.

Morris County does not currently have a Mitigation Plan or ordinances in place, but is in the process of developing a Hazard Mitigation strategy for the County to provide guidelines for centralized and coordinated mitigation of hazards to protect the population and property in Morris County.

Currently, the Morris County Emergency Management Coordinator along with the Local Emergency Planning Committee serve as the local Mitigation Steering Committee.

### 7.6.2 Post-Disaster Mitigation

The Morris County Steering Committee is responsible for mitigation planning. The Emergency Management Coordinator is designated as the Hazard Mitigation Officer for the county.

The Morris County Hazard Mitigation Officer is responsible to provide assistance to the Morris County BOCC in the area of Hazard Mitigation for the county.

The purpose of the State of Kansas Disaster Assessment Program is to:

- Inspect and placard structures for safety and habitability.
- Augment local Building Codes/Inspection Department resources, if any exist; i.e. recommend demolition, restore or remove utility services, expedite building permits, etc.
- Provide assistance to the Kansas Division of Emergency Management in assessing disaster-related damage to structures.
- Assist communities in planning their reconstruction following a disaster.

*Response is in the form of:*

Teams of certified personnel, including building inspectors, structural engineers, and architects, who gather information by performing on site assessment of structures and property in the disaster area.

Teams of administrative personnel who compile the gathered information to facilitate the application process for local, state, and federal disaster assistance programs. The plan is designed to bolster the manpower of Building Codes/Inspection Departments by providing temporary assessment support, throughout Kansas, that lack assessment or information capabilities. The recovery section of this plan may provide an affected community with assistance in evaluating the need for long range planning for rebuilding a community's physical environment and supporting infrastructure.

*Currently the program includes the following areas of recovery:*

**Initial Assessment** - The purpose of the initial assessment is to determine the extent and severity of the disaster, establish the number and make-up of Kansas Assessment Teams (KAT's), and extent of administrative support required to carry out the damage assessment.

**Disaster Assessment** - following the initial assessment, the Kansas Assessment Teams (KAT's) move into the disaster area to review and document the condition of affected structures. The administrative support personnel process the information to provide the community, Kansas Division of Emergency Management, and the Governor's Office with quick, accurate and complete information.

**Follow-up Assessment** - A second review or inspection identifies particular/specific elements of concern.

**Post-Disaster Assistance** - local building inspection/code enforcement offices may need assistance as the rebuild begins, i.e. filing of permits and follow-up instructions. In the event a community does not have a building inspection/code enforcement office, program participants may assist in development of the office.

**Post Disaster Planning** - communities that have suffered infrastructure damages may request planning assistance to rebuild areas. The reconstruction might be a reinforcement of a historical district or total modernization of an area, zoning issues, downtown revitalization, historic preservations, etc.

## 8.0 Continuity of Government

### 8.1 Succession of Authority

The Lines of Succession of Authority and Command for Morris County is as follows:

#### Morris County

- Chairman, Board of County Commissioners
- Vice-Chair, Board of County Commissioners
- Member, Board of County Commissioners
- County Clerk

#### Cities of Morris County

- Mayor
- President, City Council
- First Vice President, City Council
- Majority Action of Council
- City Clerk

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 (SOG's).

### 8.2 Delegation of Emergency Authority

Morris County Resolution #94-19 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 Coordinator, to serve at the will of the BOCC. The Emergency Management Coordinator 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 Morris County Board of County Commissioners and local government officials. Although these officials are legally responsible for policy-level decisions, the Morris County Emergency Management Coordinator is empowered by the County Commissioners and the Mayors of the cities in the county to direct and control emergency management/preparedness activities in Morris County, Kansas, and the cities and jurisdictions there. The line of succession of Authority and Command for the Morris County Emergency Management Department is as follows:

- Emergency Management Coordinator
- Morris County Sheriff
- Fire Chiefs in their area of responsibility

### 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. (Examples include: ordinances, resolutions, and minutes of meetings, land deeds, and tax records).

Storage for vital records is located in the salt mines in Hutchinson, Kansas. Records will be maintained there on a daily basis.

Each agency, department, or division of the Morris 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 Morris County. Under disaster or emergency conditions, the Emergency Management Coordinator 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. Morris 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 Morris 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 agreements on file with the Morris County Office of 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 Morris County Emergency Management Department are retained in hard-copy format.

#### Record Storage

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

#### Record Retention

Retention of records involving emergency/disaster situations will be maintained for a period of ten (10) years from the date of occurrence by the Morris County Emergency Management Department. In addition, records regarding hazardous materials exposures will be maintained by the office for a period of the life of the person(s) exposed plus twenty (20) years.

#### ICS Forms

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

Nondiscrimination - 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 equal 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 referring to Consumer Fraud Protection for investigation.

## 9.4 Expenditures and Records

Each agency, department, or division of the Morris 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 ESF's for detail. In general, the mechanism to track disaster related costs associated with 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 Coordinator for consideration.

## 9.6 Plan Development, Maintenance and Execution

This plan is the principal source of documentation of Morris 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. Overall coordination of this process will be carried out by the Morris County Emergency Management Coordinator. The fact that E-Fm Consulting, LLC and the Kansas Division of Emergency Management have assisted in the initial development of this plan, it is not meant to be interpreted as relieving agency chiefs of their responsibilities for emergency planning on a continual basis. Major changes involving emergency management policy will be approved by the agencies Coordinators. Routine changes, such as corrections, updated staffing lists, telephone lists, map annotations, reporting requirements, etc. may be made by the Morris County Emergency Management Coordinator.

### 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 situation 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, ESF's, 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 Morris County Emergency Management Coordinator will verify that this review process is carried out on a timely basis.

Government Facility Planning - Each agency, department, or division of the Morris 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 Morris 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, basically, 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 Morris County.