

Local Emergency Operations Plan



April 2014

City of Shawnee
LOCAL EMERGENCY MANAGEMENT PLAN
RECORD OF CHANGES

Change #	Date Page #	Paragraph #	Change Summary

City of Shawnee

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN

RECORD OF DISTRIBUTION

	Copy #	Date
City Manager		
Deputy City Manager		
Office of Emergency Management		
Emergency Operations Center		
Police Department		
Fire Department		
Public Works		
Planning		
Engineering		
Legal		
Codes		
Finance		
Parks		
Johnson County Emergency Management		

PLANNING ASSUMPTIONS AND CONSIDERATION

The City of Shawnee is located in Johnson County KS, in the Kansas City Metropolitan region, on the east side of the State of Kansas. Shawnee has an area of approximately 45 square miles and a population of 63,000.

Interstate 435, State Route 7, and State Route 12 (Shawnee Mission Parkway) provide major highway access to the city. Johnson County Transit provides local passenger bus service in Shawnee and First Student provides student transportation within the City of Shawnee.

The Southern Star Central Pipeline Company manages a natural gas pumping station at 75 and Nieman Rd. and there are two large fuel pipelines (multiple product) that traverse the city from north to south. Privately owned, the companies that own and operate on this pipeline work with Federal, State, and local jurisdictions to help ensure public safety and security of the system.

Shawnee's drinking water is acquired through Water District #1 (Water One) of Johnson County. There is a pumping station located within the city limits as well as a station just outside the Shawnee city limits. Johnson County Wastewater operates and maintains a wastewater collection and treatment plant within the city limits. Both Water One and JOCO Wastewater provide service to areas outside the Shawnee city limits. Shawnee citizens contract with several private companies for garbage and recycling services.

The Shawnee Police Department Communications Center is located inside the Shawnee Justice Center providing 9-1-1 telephone answering, dispatching, and communications support for the Shawnee Police Department. The Johnson County Emergency Communications Center, located in Olathe, KS, provides Fire and EMS dispatching for the Shawnee Fire Department and for Johnson County Medical Action (Med-Act) ambulances stationed throughout Johnson County.

There are 27 elementary schools, 7 middle schools, and 4 high schools located within the city. These schools are operated by the Shawnee Mission Unified School District #512, Desoto Unified School District #232, The Catholic Archdiocese of Kansas City in Kansas, and several other parochial organizations.

The closest local hospital is the Shawnee Mission Medical Center located at 9100 West 74th Street, Merriam, KS, or the Shawnee Mission Medical Center Prairie Star Outpatient Pavilion located at 23401 Prairie Star Parkway, Lenexa, KS. There are also 4 state licensed nursing homes located in Shawnee.

Disasters have occurred in the past and will likely occur again, possibly within the City of Shawnee; some disasters come with warning and others with no warning at all. Through a process of hazard vulnerability analysis it has been determined that The City of Shawnee is vulnerable to numerous technological and natural hazards. These hazard include wind; rain and snow storms; flood; common and private carrier incidents; civil disturbances; terrorist events; conventional or nuclear war; explosions; hazardous materials incidents; major fires; and energy or utility system failure. The Shawnee Police Department Vulnerability Assessment and the Johnson County Kansas Hazard Mitigation Plan provide information on these potential hazards threatening the City of Shawnee.

It is assumed that any of the noted situations could create significant property damage, injury, loss of life, and disruption of essential services in the City of Shawnee. These situations may also create significant financial, psychological, and sociological impacts on the citizens of the community and the City governmental organization itself. In the event of widespread disaster, there will not likely be any significant assistance from nearby communities, counties, State, or Federal agencies for 72 hours or longer. In this situation, the City will need to rely on available City resources and those of private organizations, businesses, and residents within the City for initial response operations.

Shawnee may also receive requests to provide support to other jurisdictions with both resources and/or sheltering during emergencies not affecting the City of Shawnee.

City of Shawnee

LOCAL EMERGENCY OPERATIONS PLAN

TABLE OF CONTENTS

Basic Plan 1

- I. Purpose, Scope, Situations, and Assumptions
 - A. Purpose
 - B. Scope
 - C. Situation Overview
 - 1. Hazard Analysis Summary
 - 2. Capability Assessment
 - a. Preparedness Capability
 - b. Response Capability
 - c. Restoration and Recovery Capability
 - D. Mitigation Overview
 - 1. Planning Assumptions

- II. Concept of Operations
 - A. General
 - B. Operational Intent
 - C. Division of Responsibilities
 - 1. Local Government
 - 2. County Government
 - 3. Regional
 - 4. State Government
 - 5. Federal Government
 - 6. Nongovernmental and Volunteer Organizations
 - 7. Private Sector

- 8. Citizen
 - A. Emergency Management Goals and Objectives
 - B. Continuity of Government/Continuity of Operations

- III. Emergency Organization Structure and Assignment of Responsibilities
 - A. Emergency Organization Structure Option
 - B. Emergency Organizational Construct
 - 1. City Manager
 - 2. EOC Routine Operations Organization
 - 3. EOC Enhanced Operations
 - 4. EOC Full Operation
 - 5. EOC Catastrophic Operations
 - C. Assignment of Responsibilities

- IV. Direction, Control and Coordination
 - A. General
 - B. Principal Incident Management Organizational Elements
 - C. Multi-Agency Coordination Systems
 - 1. Emergency Management
 - 2. Joint Information System
 - D. Plan Integration
 - 1. Vertical Integration
 - 2. Horizontal Coordination

- V. Disaster Information Collection
 - A. Critical or Essential Information
 - B. Information Sharing
 - C. Information Format

- VI. Communications
 - A. Response Network
 - B. Alert and Warning
 - 1. Internal
 - 2. External

3. Public

- C. Tiered Communications
- D. Government Emergency Telecommunications System (GETS)
- E. Wireless Priority Service (WPS)

VII. Administration, Finance, and Logistics

- A. Administration
- B. Financial Management
- C. Logistics

VIII. Plan Development and Maintenance

- A. Planning Process
- B. Responsibility for Planning and Coordination
- C. Plan Maintenance
- D. Plan Approval
- E. Plan Distribution
- F. Plan Availability

IX. Authorities and References

- A. Federal
- B. State
- C. Local
- D. Reference Manuals

APPENDICES

Appendix 1: Glossary/Acronyms

Glossary

Acronyms

Appendix 2: Training, Drills and Exercises

- I. Introduction
- II. Training
- III. Drills and Exercises
 - A. General
 - B. Types of Drills and Exercises
 - C. Drill and Exercise Evaluation

Appendix 3: Declaration of Local Emergency and Authorities

- I. Declaration Example
- II. Authorities

Appendix 4: Emergency Operations Act

Appendix 5: Emergency Management Framework

- I. Introduction
- II. Emergency Management Components
- III. Principles
- IV. Conclusion

Appendix 6: EOC Incident Command System Chart

ANNEXES

- Annex A: Terrorism
- Annex B: Severe Weather
- Annex C: Shelter
- Annex D: Relocation/Evacuation
- Annex E: Specific Needs
- Annex F: Emergency Communications
- Annex G: Donations Management
- Annex H: Debris Management
- Annex I: Hazard Responsibility Matrix and JOCO Multi Hazard Mitigation Plan
Hazard Profile

Departmental Functional Annexes

- Annex J: Public Works
- Annex K: Parks and Recreation
- Annex L: Finance

Annex M: Human Resources
Annex N: Information Technology
Annex O: Legal
Annex P: Municipal Court
Annex Q: Development Services
Annex R: Planning Department
Annex S: City Clerk
Annex T: Police
Annex U: Fire

BASIC PLAN

City of Shawnee

LOCAL EMERGENCY OPERATIONS PLAN

This plan supersedes all previous versions of the Local Emergency Operations Plan. The Basic Plan follows the Agency/Department-Focused EOP format outlined in the FEMA Interim Comprehensive Preparedness Guide 101, dated June 2009. The plan explains how the City of Shawnee intends to help prevent, prepare for, respond to, restore services from, recover from and mitigate the effects of any hazard (natural and manmade) impacting the City of Shawnee. The City of Shawnee has adopted the Incident Command System to structure the emergency management components utilizing government, volunteer and private agencies in a comprehensive and coordinated manner. This plan was developed to align with the 2008 National Response Framework (NRF), the 2008 National Incident Management System (NIMS) document, the 2003 Kansas State Comprehensive Emergency Management Plan, the 2008 Kansas State Comprehensive Emergency Management Planning Guide and the 2008 Johnson County Comprehensive Emergency Management Plan.

I. Purpose, Scope, Situations, and Assumptions

A. Purpose

The intent of this document is to provide a framework during an emergency or major disaster to coordinate response efforts, prioritize restoration of government services and speed economic and physical recovery. Additionally, it outlines broad prevention, preparedness and mitigation approaches within specific appendices. Taken as a whole, all of these activities intend to minimize the impact to people, the environment, the economy and property throughout the City of Shawnee. Appendices supplement the basic plan to organize specific topics for ease of use.

Annexes to this basic plan can stand alone, however, are guided by the focus of the basic plan.

B. Scope

The City of Shawnee Local Emergency Operations Plan (the “Plan”) applies to all-hazards that may impact the city and its neighboring jurisdictions. The plan applies to all city departments as well as any other organization that may respond in support of city operations. The plan provides a framework to coordinate citywide activities associated with all-hazard (natural or human caused) emergencies and major disasters. The plan shares general emergency management planning concepts with neighboring jurisdictions and complements the Johnson County and State plan.

C. Situation Overview

The planning environment considers the emergencies and major disasters likely to occur in the City of Shawnee as described in the 2012 City of Shawnee Hazard Responsibility Matrix, the 2009 Johnson County Multi Hazard Mitigation Plan, and other available risk and vulnerability information.

a. Hazard Analysis Summary

The City of Shawnee encompasses slightly over 45 square miles the population is nearly 64,000 residents. The City is vulnerable to a series of natural and human caused hazards. The most common occurring hazards are: severe storms; tornados; hazardous material incidents; flooding and earthquakes. There are further demographic breakdowns and hazard analysis in the City of Shawnee Hazard Responsibility Matrix and the Johnson County Kansas Multi Hazard Mitigation Plan.

b. Capability Assessment

a. Preparedness Capability

The City of Shawnee has adequate resources to provide information to citizens and businesses through a public education program. Additionally, regular meetings of department emergency management liaisons focus on disaster preparedness and continuity of government activities. Training and exercises are conducted regularly to test the planning and preparedness capability (see Appendix 3).

b. Response Capability

The City of Shawnee has adequate resources in traditional response disciplines (fire, police, public works, and animal control) to handle most emergencies. Additionally, the traditional response disciplines may be supplemented by other departments and registered emergency workers (volunteers) as the situation dictates. Additional resources may be necessary for some situations through existing mutual aid agreements. Fire and law enforcement disciplines may also be supplemented by statewide mobilization plans. State and federal resources may be requested through emergency management protocols. In a long-term or catastrophic response interstate resources may be requested under the Emergency Management Assistance Compact. The Plan does not imply any specific response to an emergency or major disaster incident.

c. Restoration and Recovery Capability

The City of Shawnee has adequate resources to restore government services and recover the economic base during routine emergencies and limited scope major disasters. A large scale or catastrophic emergency or major disaster will normally require external and federal assistance. Most emergencies and major disasters will qualify for recovery assistance from the Stafford Act. Restoration or recovery from an emergency or major disaster will be coordinated using available resources including mutual aid. The Plan does not imply any specific restoration priority or recovery from an emergency or major disaster incident.

d. **Mitigation Overview**

The City of Shawnee has adopted the Johnson County Kansas Multi Hazard Mitigation Plan that addresses strategies to improve collective hazard resilience. The HMP addresses hazards identified in the Johnson County Hazard Identification and Vulnerability Assessment.

D. Planning Assumptions

- a. Disaster planning cannot predict all potential emergencies or major disasters nor can it predict all potential vulnerabilities or impact.
- b. Priority of response will be to protect life, public property, the environment and the economy.
- c. Delivery of routine city services to citizens will likely be impacted by an emergency or major disaster and may be reduced or cease for

an undetermined period of time. Continuation and restoration of services will be prioritized by the impact to citizens and resources available.

- d. Some emergencies or major disasters will give enough warning for appropriate notifications to be issued allowing for some level of preparation including possible evacuation or relocation, as appropriate. Other emergencies or major disasters will occur with no advance warning. In the event of a major widespread disaster, outside assistance from local, county, state or federal agencies may be limited or non-existent for an extended period of time.
- e. City residents and businesses will need to utilize their own resources and be self-sufficient following an emergency or major disaster for at least three days.

II. Concept of Operations

A. General

- 1. The City Manager, as the chief official, has overall responsibility for emergency or major disaster activities within the City of Shawnee. The Mayor has the authority to activate the plan and the authority is further delegated to Incident Command or other City officials.
- 2. The Emergency Operations Center (EOC) is normally activated by the City Manager or the designated Emergency Management Coordinator. However, any city employee may request that the EOC be activated in support of this plan.

- Once it is determined the emergency or major disaster has the potential to impact life, property, or the public peace and will overwhelm City and mutual aid resources, the Mayor, or their official line of succession, may proclaim a “**Declaration of Local Emergency**” (Appendix 4). The City Manager may direct the Emergency Management Coordinator or the Emergency Management Duty Officer to disseminate the declaration and other emergency or major disaster related information to the County, State and public as required.
- Legal issues as a result of preparedness, response and restoration/recovery actions are conducted by the City of Shawnee Legal Department.

The Kansas Tort Claims Act, KSA 75-6104(j), provides that the City and City personnel who are acting within the scope of their employment shall not be liable for damages resulting from any claim based upon emergency management activities, except the obligations to reimburse for loss of property in accordance with the Kansas Emergency Management Act, KSA 48-904 et seq.

The Kansas Emergency Management Act, KSA 48-915(b), provides that whenever a proclamation is issued declaring a state of disaster emergency pursuant to KSA 48-924, and amendments thereto, neither the City nor, except in cases of willful misconduct, gross negligence or bad faith, the employees, agents, or representatives of the City, nor any volunteer worker, or member of any agency, engaged in any emergency management activities, complying with or reasonably attempting to comply with the Act, or any proclamation, order, rule and regulation promulgated pursuant to the provisions of the Act, or pursuant to any Ordinance relating to blackout or other precautionary measures enacted by the City or any political subdivision of the state, shall be liable for the death of or injury to persons, or for damage to property, as a result of any activity

performed during the existence of such state of disaster emergency or other such state of emergency.

The Kansas Emergency Management Act, KSA 48-915(a), provides that neither the City nor its agents shall be liable for personal injury or property damage sustained by any person appointed or acting as a volunteer worker, or member of any agency, engaged in emergency management activities. The foregoing shall not affect the right of any person to receive benefits or compensation to which such person otherwise may be entitled under the workers compensation law.

The Kansas Emergency Management Act, KSA 48-922, provides that the City may purchase accident insurance for the protection of those volunteer workers engaged in emergency management activities sustaining injury or death by accidental means as a result of such emergency management activities as the volunteer worker may be called on to perform.

The Kansas Emergency Management Act, KSA 48-957, provides that for liability purposes all persons responding under the operational control of the requesting political subdivision are deemed to be employees of the requesting participating political subdivision. Except in cases of willful misconduct, gross negligence or bad faith, neither the participating political subdivisions nor their employees shall be liable for the death of or injury to persons or for damage to property when complying or attempting to comply with the Kansas mutual aid system.

- Evacuation or relocation shelters owned or operated by the City of Shawnee have certain liability immunity in accordance with the Kansas Emergency Management Act.

The Kansas Emergency Management Act, KSA 48-936, provides that any person owning or controlling real estate or other premises who voluntarily and without compensation grants a license or privilege, or otherwise permits the designation or use of the whole or any part of their property or premises for the purpose of sheltering persons during an actual or impending disaster, shall not be civilly liable for negligently causing the death of, or injury to, any person on or about such property or premises, or the loss of or damage to the property of such person, at any time such property or premises are actually used for such purpose.

- The City of Shawnee Office of Emergency Management coordination efforts include:
 - a. Federal and National: Participating in FEMA and DHS programs. Participating with volunteer groups such as American Red Cross, Civil Air Patrol, and National Emergency Management Association.
 - b. State: Participating in state EMD programs, seminars and training. Participating in the Kansas State Association of Emergency Management.
 - c. Regional: Participating in Mid America Regional Council Homeland Security monthly meetings, seminars and training.

- d. County: Participating in regular meetings with Johnson County Emergency Management offices.

 - e. City: Conducting monthly department emergency management liaison meetings, training and exercises. Providing department employee and family preparedness training. Providing department emergency management focused information, training and exercises.
- A separate annex is developed to address persons with specific needs and service animals (see Annex E).

 - City of Shawnee Community Services Officers are responsible for the emergency and major disaster planning for farm and companion animal response, evacuation/relocation and sheltering in cooperation with the American Red Cross Sheltering Program.

 - City of Shawnee departments are responsible for continuity of operations planning efforts to support this plan. Guidance is provided by the City of Shawnee Office of Emergency Management on specific areas to be covered in each department plan.

 - The City Emergency Operations Center is located at the Shawnee Justice Center at 5850 Renner Rd. If the EOC is damaged beyond use, the City EOC may co-locate with the Johnson County Department of Emergency Management or contract for an adequate facility.

B. Operational Intent

1. The City Manager, or their official line of succession, will direct and control emergency and major disaster operations, city resources and mutual aid resources within its borders.
2. The City Manager of the City of Shawnee will coordinate the City's capabilities, resources and assets to prevent, prepare for, restore and recover from an emergency or major disaster.
3. The City shall maintain an on-call Emergency Management Coordinator or designated Emergency Management Duty Officer as the primary contact for emergency management issues and EOC activations.
4. All City Departments' organizational structures will be maintained during emergency and major disaster operations unless it is impractical to do so.
5. Emergency and major disaster operations will utilize the National Incident Management System and Incident Command System.

C. Division of Responsibilities

1. Local Government

- a. All incidents within the City of Shawnee will be under the operational control of City Department responders unless officially delegated under the incident command system.

- b. Most emergencies and major disasters are handled by the responding departments utilizing traditional mutual aid agreements and do not require activation of the Emergency Operations Center. Mutual aid agreements are negotiated and maintained by the individual City departments.
- c. When activated, the City of Shawnee Emergency Operations Center will coordinate emergency and major disaster activities.
- d. Other local jurisdictions, non-governmental organizations and private sector representatives may be requested to provide support to City of Shawnee emergency or major disaster activities under existing mutual aid agreements or ad hoc agreements as required.

2. County Government

- a. Johnson County Department of Emergency Management will be the primary point of contact for requesting emergency or major disaster support, except for existing departmental mutual aid agreements.
- b. Coordination with the City of Shawnee for emergency or major disaster information or assistance will be with the City of Shawnee Emergency Operations Officer, a Designated Emergency Management Duty Officer or Emergency Operations Center (when activated).

3. Regional

Regional resources may be requested and utilized. These are normally accessed by existing mutual aid agreements maintained by city departments. A regional Incident Management Team may be requested through the protocols established.

4. State Government

- a. Requests for State assistance may be submitted directly to the Kansas Department of Emergency Management by The City of Shawnee Office of the City Manager, Emergency Operations Manager, a Duty Officer or Incident Commander, as appropriate based on activation level of the Emergency Operations Center. Normally, requests for State assistance will be submitted to the Johnson County Department of Emergency Management. Some typical state assets that may be requested are: State Patrol, National Guard, Department of Transportation, Department of Agriculture, Department of Ecology and Department of Health.
- b. Coordination with the City of Shawnee for emergency or major disaster information or assistance will be with the City of Shawnee Emergency Operations Manager, Incident Commander or Emergency Operations Center (when activated).

5. Federal Government

Requests for Federal assistance will be processed in accordance with the National Response Framework. Normally, the request will be processed through Johnson County Department of Emergency Management to the Kansas Division of Emergency Management and subsequently to the Federal Emergency Management Agency. Some typical federal assets that may be requested are: Federal Emergency Management Agency, US Coast Guard, US Department of Homeland Security, Federal Bureau of Investigation (USDOJ) and US Department of Defense.

6. Nongovernmental and Volunteer Organizations

- a. For emergencies and major disasters confined within the city limits of Shawnee, a liaison may be requested to report to the Emergency Operations Center. Some typical organizations are: American Red Cross, Salvation Army, faith-based organizations, fraternal organizations (Eagles).
- b. For emergencies and major disasters impacting more than the city limits of Shawnee and when the Johnson County Department of Emergency Management Emergency Operations Center is activated, liaisons will normally be assigned at the county level. The City of Shawnee Emergency Operations Center will then coordinate with Johnson County Department of Emergency Management for support.

7. Private Sector

- a. The City of Shawnee may develop emergency or major disaster contracts with private businesses to provide goods, services or equipment.

- b. Businesses may donate goods, services or equipment following an emergency or major disaster which will be processed in accordance with the Donations Management Plan (see Annex H).

8. Citizen

- a. Citizens may volunteer to provide support prior to an emergency or major disaster. Following volunteer training for the purpose of support, citizens may be registered as emergency workers in accordance with the Volunteer Management Plan (see Annex I). Some typical volunteer groups are: Community Emergency Response Team (CERT), Medical Reserve Corps (MRC), Police Volunteers, Amateur Radio Teams, and Civil Air Patrol Emergency Services (CAP).
- b. Citizens may donate goods or equipment following an emergency or major disaster which will be processed in accordance with the Donations Management Plan (see Annex H).
- c. Citizens may spontaneously volunteer to help following an emergency or major disaster. Spontaneous volunteers will be processed in accordance with the Volunteer Management Plan (see Annex I).

III. Response to Disasters

Phased Emergency Management Operational Approach and Phase Description Location Designated Responders

Routine Operations (Level 1)

Incidents are managed by city departments (Incident Commanders). Emergency Operations Manager (and staff) monitor and provide assistance as needed.

Enhanced Operation (Level 2)

EM Office or Emergency Operations Center Active. Incident could grow beyond the capability of the Incident Commander to manage. Public Information Officer notified, EM Staff and select department liaisons or staff, public information officer.

Full Operation (Level 3)

Emergency Operations Center, possible department operations centers: An incident's size and complexity requires agencies and organization to support expanded operations. The number of responding agencies and organizations will vary by incident.

EM Staff and notified department directors, liaisons', administration and public information.

Catastrophic Operations (Level 4)

Emergency Operations Center, probable department operations centers: A major catastrophic event has occurred that exceeds the capability of city response. EM Staff, elected officials, department directors and necessary support personnel to staff the EOC for multiple days.

A. Emergency Management Goals and Objectives

1. The primary goals following an incident are response, restoration and recovery. These goals overlap following the initial response efforts. The primary objectives are to save lives, restore city services and recover the economy.
2. Emergency management requires broad concepts that integrate traditional phases of emergency management into a comprehensive framework aimed at minimizing the effects of an emergency or major disaster. This framework is included as an appendix to this document (see Appendix 5).
3. An emergency management goal crossing all phases and all potential emergencies or a major disaster is the integration of volunteers. This integration is further explained in Annex I.

B. Continuity of Government/Continuity of Operations

Continuity of government and continuity of operations are prime operational concepts for the City of Shawnee following an emergency or major disaster. Continuity actions and activities follow closely the response efforts to save lives. An evaluation of continuity of government will be accomplished as soon as possible followed by an assessment of city operations. Some city services may be a higher priority than other city services based on the severity of the emergency or major disaster.

C. Emergency Organization Structure and Assignment of Responsibilities

1. Emergency Organization Structure Option

The organizing option for the City of Shawnee emergency management activity is an agency and department hybrid approach. It includes aspects of the Incident Command System and integrates the National Incident Management System and National Response Framework. This system works well for city centric incidents. Incidents of regional scope require some modification when integrating into an area command or multi-agency coordination system. Appendix 1 describes our agency and department relationship crosswalk to the Emergency Support Function organizing option that may be implemented when integrating at a county, regional, state or federal level.

2. Emergency Organizational Construct

- a. The City Manager, as the chief official, is responsible for emergency or major disaster activities within the City of Shawnee providing policy guidance and strategic direction to prepare for, respond to and recover from an incident. A

Emergency Management Working Group may be utilized by the City Manager at his/her discretion.

- b. EOC Routine Operations Organization: During routine (normal) operations, departments who respond to emergencies normally do not require additional coordination afforded by an EOC activation. The normal City of Shawnee department structure is utilized for these operations. The Emergency Management Office may assist as required without EOC activation
- c. EOC Enhanced Operations: During enhanced operations the incident might escalate beyond the capabilities of city departments. Normally, mutual aid assets from other jurisdictions are sufficient to respond to and mitigate the incident. The EOC may activate on a limited basis to assist with coordination of incoming assets or to request county or state assistance. Specific departments may be requested to support EOC enhanced operations. EOC activation is normally of short duration (24 hours or less)
- d. EOC Full Operation: During full operations the incident has escalated, or soon will escalate, beyond the capabilities of city departments and mutual aid is exhausted or not available. The EOC is activated normally to coordinate support for incident commanders' (logistics, planning, administration and finance) and may request county, state or federal resources. Most departments will be requested to support EOC full operations. EOC activation is normally for an extended duration (up to 72 hours).
- e. EOC Catastrophic Operations: During catastrophic operations the incident is a major disaster with limited transportation and infrastructure with widespread damage and has escalated beyond the capabilities of city

departments and mutual aid is exhausted or not available. The EOC is activated normally to coordinate support for incident commanders' (logistics, planning, administration and finance) and coordinate requests for county, state or federal resources as well as managing restoration and recovery activities. Most departments will be requested to support EOC catastrophic operations. EOC activation is normally for a long duration.

3. Assignment of Responsibilities:

The following department emergency responsibility tables outline some responsibilities of various departments during an emergency or major disaster. The matrix is not intended to include all possible responsibilities during an emergency or major disaster but is illustrative of some of the major responsibilities that may be assigned. This section outlines and assigns the responsibilities necessary for the City of Shawnee to function during and after a disaster or major emergency.

GENERAL RESPONSIBILITIES

The following are basic responsibilities for emergency management operations provided by and through the City of Shawnee government. Detailed responsibilities may differ depending on the type and extent of an emergency. Department policies, Standard Operating Procedures, and functional annexes of this plan detail how individual departments shall perform their responsibilities as delineated in the Basic Plan and any Appendices.

EOC MEMBERS & SUPPORT STAFF

EOC members and support staff are responsible for immediately responding to all EOC activations as previously outlined in this plan, unless a replacement has been designated, or approval has been received from the City Manager. The City Manager, through EOC Command and elected officials, will make all major policy decisions and advise elected officials as necessary. Each EOC member, or their designee, will consult with EOC Command before implementing any major department action or releasing department personnel. Specific responsibilities for EOC members are outlined below.

A (P) indicates primary EOC members and an (S) indicates support personnel. All other personnel on the EOC organizational chart are secondary members. Secondary members will be called to the EOC on an “as needed” (AN) basis.

It is critical to the success of any disaster operation that EOC Command, members, and support staff maintain a line of succession at all times that ensures EOC representation.

Governing Body

The overall role of the City’s elected officials is to periodically review policies and appropriate the funds necessary for the City Manager and staff to plan and implement an Emergency Management Program. During an emergency, those elected officials as requested by EOC Command, may be called upon to authorize the imposition of required emergency powers, such as disaster declarations, evacuation orders, condemnations, etc. Elected officials may also determine how emergency expenditures will be financed. EOC Command shall authorize the notification and periodic update of the Mayor and Governing Body during an emergency.

City Council (AN)

- A. Appropriate funds to meet emergency needs.
- B. Maintain continuity of government.
- C. Provide for the coordination of visiting officials from other jurisdictions and levels of government.
- D. Appropriate funds to provide emergency preparedness programs and mitigation activities within the City.
- E. The Mayor or Presiding Officer shall serve as the official spokesperson for the Governing Body. However, all activities pertaining to the release and dissemination of information shall be coordinated through the City's Public Information Officer (PIO).

Mayor (AN)

- 1. Proclaim local emergency.
- 2. Provide visible leadership to the community, possibly providing announcements to the media.
- 3. The Mayor may proclaim disaster ordinance into effect.

4. Provide policy direction through the City Council to the City Manager.

Employees

Each City employee shall be familiar with the contents of this plan, including all relevant City and Department Rules & Regulations and/or policies, as appropriate to ensure its execution. During any disaster or major emergency all employees are expected to report for work at their assigned workplace unless otherwise directed by their Department Head.

No employee shall be relieved or dismissed from duty without approval from Command, regardless of inclement weather, the closing of public buildings, etc.

Department Heads

During any disaster or major emergency the Department Head is expected to direct and/or assign all personnel according to existing City and department plans and/or annexes. At a minimum each Department Head shall be responsible for:

1. Maintaining current personnel rosters and lines of succession that provide for continuous leadership and authority during emergency operations, including EOC operations.
2. Maintaining a department emergency operations plan (EOP) or annex that will interface with the City EOP.
3. Negotiating, coordinating, and preparing automatic and mutual aid agreements, as appropriate, with surrounding jurisdictions.

4. Identifying emergency sources of critical equipment and/or supplies.
5. Securing and maintaining primary and secondary communications systems.
6. Participating in periodic exercises designed to evaluate the effectiveness of the City Emergency Operations Center and City or Department Emergency Operations plans and/or annexes.
7. Providing for the protection of all department records, facilities, and equipment.
8. Providing emergency operations procedures as necessary to protect emergency response personnel.
9. Ensuring that all personnel are adequately trained to implement City and Department Emergency Operations plans and/or annexes in a disaster or major emergency.
10. Maintaining procedures detailing how the department intends to handle large volumes of calls for service, in a disaster or major emergency.

(See Appendix J through U for Departmental Functional Annexes)

EOC COMMAND

Line of Succession

City Manager

Deputy City Manager*

Fire Chief*

Police Chief*

Public Works Director*

Other Department Head

* These personnel are responsible for notifying the City Manager if unavailable to respond to any disaster or major emergency in the City of Shawnee.

City Manager (P)

1. The City Manager provides overall direction and control of emergency operations as the City's Director of Emergency Operations and Chair of any Emergency Operations Team, Planning Committee, or similar meeting.
2. Ensure that all City resources are made available and effectively utilized during response and recovery phases so as to minimize casualties and property damage.
3. Ensure that elected officials are informed in a timely manner, of the incident status to include: progress in combating, containing, and

controlling the threat; urgent needs and concerns; sensitive issues; and developments requiring executive level decisions and/or actions.

4. Act as the City's representative at meetings with senior officials from county, state, and federal government, on issues concerning the disaster or major emergency. The City Manager requests assistance, when necessary, from the Johnson County Office of Emergency Management, Kansas Department of Emergency Management, National Guard, Federal Emergency Management Agency, or local mutual aid assistance, through appropriate channels, in an emergency
5. Ensure that the public and the media are periodically updated through the use of a Public Information Officer (PIO).

Support Staff (P)

1. Deputy City Manager

City Attorney (AN)

1. Provide legal advice and representation to EOC Command, EOC members, and elected officials.
2. Aid in the resolution of legal issues that may arise due to the implementation of any action resulting from the emergency or disaster.
3. Provide proprietary oversight in drafting and legislating ordinances, codes, and/or regulations; use available remedies and initiate appropriate legal action against parties responsible for the disaster, if appropriate.

4. If necessary, retain the services of outside counsel having expertise in various areas.

Information Technology Director (P)

1. Maintain the communication and computerization systems for the EOC.
2. Provide support personnel to the EOC to ensure sufficient computer resources and network connectivity, and deal with any emergent information technology needs.
3. Assist the City Clerk and Finance Department with technology needs in regards to data collection.

Support Staff (S)

1. Information Technology Staff

Finance Director (P)

1. Advise EOC Command concerning finance and budgetary issues.
2. Ensure appropriate accounting procedures are in place to quickly and accurately identify costs associated with the response to, and recovery from, disaster events.

3. Provide representation to the EOC as necessary to give advice concerning resource and financial issues generated by the emergency/disaster event.
4. Monitor the budgetary impact of the emergency/disaster event on the City.
5. Develop emergency procurement procedures required during an emergency/disaster event.
6. Assist in securing agreements not already in place with outside vendors, as designated by each department for critical emergency resources such as fuel, tires, food, etc.

Support Staff (S)

1. Accounting Manager

City Clerk (S)

1. Provide administrative assistance to EOC Command.
2. Maintain an accurate and complete record of all vital statistics resulting from the emergency.

3. Maintain and protect all City records and manage the overall operation of all donations and donated goods.
4. Maintain a current list of vendors for needed items (fuel, water, food, etc.)

Human Resources Manager (P)

1. Advise EOC Command concerning personnel issues.
2. Maintain a list of City personnel who have no pre-assigned responsibilities under this plan or department plans or annexes.
3. Support the administration and logistics functions of the EOC by identifying and obtaining personnel to support emergency/disaster operations.
4. Oversee, coordinate, and manage worker's compensation issues as necessary.
5. Serve as the liaison between employees and their families.
6. Assign call takers to receive and process "**requests for service**".
7. Coordinate and organize responding volunteers during and after a disaster or major emergency.

Support Staff (AN)

1. Human Resources Coordinator

Fire Chief (P)

1. Provide EOC Command with current field status reports.
2. Function as EOC Command according to the Line of Succession, if necessary.
3. Provide coordination between Fire Department operations and the EOC.
4. Coordinate resource support for Fire Department operations.

Support Staff (AN)

1. Fire Administrative Assistant, Fire Marshal, Battalion Chief, Med Act Batt. Chief.

Police Chief (P)

1. Provide EOC Command with current field status reports.

2. Function as EOC Command according to the Line of Succession, if necessary.
3. Provide coordination between Police Department operations and the EOC.
4. Coordinate resource support for Police Department operations.

Support Staff (AN)

1. Police Administrative Assistant, Deputy Chief of Police, Division Commanders, other unit commanders.

Public Works Director (P)

Chief Codes Administrator (P)

1. Provide EOC Command with current field status reports.
2. Provide coordination between Public Works operations and the EOC.
5. Coordinate resource support for Public Works operations.
3. Oversee vehicle and building operations and maintenance issues.

6. Advise EOC Command on building inspections or other related safety issues.
4. Provide EOC members with current information regarding accessibility issues resulting from road closings, bridge damage, etc.
5. Conduct damage assessment throughout city

Support Staff (S)

1. Assistant to Public Works Director

Support Staff (AN)

1. Transportation Manager

Planning Director (P)

1. Provide EOC Command with current department status reports.
2. Provide coordination between field operations and the EOC.

3. Coordinate resource support for Planning & Development operations.
4. Support emergency operations by providing “real time” tactical and strategic maps needed by EOC members and others involved in response and recovery operations.
5. Assist with damage assessment by providing information on issues such as appraised value, population, etc.

Support Staff (S)

1. Deputy Planning Director

Parks & Recreation Director (P)

1. Provide EOC Command with current department status reports.
2. Provide coordination between field operations and the EOC.
3. Coordinate resource support for Parks & Recreation operations.
4. Provide for the collection, inventory, and distribution of donated materials.
5. Set up and coordinate shelter operations in the community center or other location, as directed.

Support Staff (S)

1. Deputy Parks and Recreation Director

Development Services Director (P)

1. Provide EOC Command with current department status reports.
2. Provide coordination between field operations and the EOC.
3. Coordinate resource support for Development Services operations.
4. Assist the Codes Department with damage assessment, as necessary.

Support Staff (AN)

1. Development Review Manager

Direction, Control, and Coordination

A. General

1. The City Manager is responsible for overall administration of the City and strategic direction of emergency or major disaster operations within the City of Shawnee. The City Manager has specific emergency authority as granted by the Kansas Emergency Management Act, Charter Ordinance #40, and state law.
2. Tactical control of incidents within the City of Shawnee is maintained by the Incident Commander or unified command to manage the response assets necessary, including mutual aid or state mobilized assets.
3. The Emergency Operations Center, when activated, will coordinate emergency management activities within the City of Shawnee.

B. Principal Incident Management Organizational Elements

1. All emergencies and major disasters utilizing this plan will be managed according to the National Incident Management System (NIMS).
2. All emergency and major disaster field responses utilizing this plan will be organized using the Incident Command System (ICS)
3. Direction and control of emergency and major disaster resources within the City of Shawnee rest with the elected officials and are coordinated by the City of Shawnee Office of Emergency Management.

4. The City Manager, upon determining that an emergency or major disaster exists and has the potential to impact life, property, or the public peace and will overwhelm City and mutual aid resources, may, under the Shawnee Emergency Operations Act; proclaim a state of local emergency.

C. Multi-Agency Coordination Systems

Emergency Management

- a. Coordination among emergency management agencies is critical to successful response and recovery following an emergency or major disaster.
- b. Pre-disaster preparedness, training and exercises with local, regional, state and private sector emergency management partners allow the best chance for efficient and effective emergency and major disaster response and recovery efforts.
- c. The City of Shawnee Office of Emergency Management coordinates monthly with other emergency management offices (Johnson County Department of Emergency Management, City of Olathe Emergency Management and the City of Overland Park Police Department Office of Homeland Security and Emergency Management).
- d. The City of Shawnee Office of Emergency Management coordinates and participates regularly with regional and state emergency management offices and private sector consortiums.

- e. The City of Shawnee Office of Emergency Management coordinates and participates regularly with other government and private sector offices (Greater Kansas City Red Cross, First Student, Shawnee Mission School District, Johnson County Health Department, Johnson County Community College, Providence Hospital Shawnee, etc.).

D. Joint Information System

Managing public information during an emergency or major disaster requires a coordinated and consistent message from all city officials as well as other affected jurisdictions. Public information officers shall participate in a Joint Information System for the purpose of ensuring the public has clear and concise information and directions during all phases of emergency response, restoration of service and recovery activities.

E. Plan Integration

1. Vertical Integration

- a. City plans used to develop this plan include the Hazard Identification Matrix, and previous versions of this plan.
- b. County emergency management plans were used to develop this plan including the CEOP, DMP and HMP.
- c. State emergency management plans were used to develop this plan including the CEOP, DMP and HMP. The State LEOP Planning Guide was used in the development of this plan.

- d. Federal emergency management plans were used to develop this plan including the National Response Framework, National Preparedness Goal and National Incident Management System Guide. The Comprehensive Preparedness Guide 101 (Interim) was used to develop this plan.

2. Horizontal Coordination

- a. City of Shawnee department policies, standard operating procedures and field operating guides dealing with emergencies and major disasters will be maintained to supplement this plan, as needed. A review will be conducted to reduce conflicts with this plan.

- b. Existing City of Shawnee department policies, standard operating procedures and field operating guides dealing with emergencies and major disasters published prior to the date of this plan will be reviewed and updated as needed within 90 days following publication of this plan.

V. Disaster Information Collection

A. Information Sharing

1. Local: Information is shared with local emergency management offices primarily through WebEOC, e-mail or graphical situational awareness displays.
2. County: Information is shared with Johnson County Department of Emergency Management through WebEOC, e-mail, telephonic or other means by situation briefings, situational reports (SITREPs) and/or graphical situational awareness displays.
3. State: Information is shared with the Kansas Division of Emergency Management, through WebEOC, e-mail, telephonic or other means by situation briefings, situational reports (SITREPs) and/or graphical situational awareness displays.
4. Private/Governmental Sector: Information is shared with City of Shawnee private sector and external governmental representatives normally through e-mail and telephonic means by situational briefings and/or situational reports (SITREPS).

B. Information Format

The information collection and sharing format will normally be by situational report (SITREP) which is the standard established by the Kansas Emergency Management Division and integrated into WebEOC. Other formats may be used when appropriate or requested.

VI. Communications

A. Response Network

The response communications network includes a radio system and dispatch system for the primary response agencies (fire and police). In addition, radio systems are operated by Public Works, and Parks and Recreation.

B. Alert and Warning

1. Internal

Internal City Department alert and warning will normally be through the use of the emergency communications capability administered by the Office of Emergency Management. The communication capability allows simultaneous methods utilizing e-mail, text message, pager and text-to voice options to multiple telephones. An alternate means may be required.

2. External

External alert and warning to both government and private sector emergency management contacts will normally be through the use of the emergency communications capability administered by the Office of Emergency Management. The communication capability allows simultaneous methods utilizing e-mail, text message, pager and text-to voice options to multiple telephones. An alternate means may be required (see tiered communications below).

3. Public

Public notification during emergencies and major disasters is critical to provide information to remain safe and secure. Multiple methods of public notification must be employed to provide maximum reach into city neighborhoods. The primary method will be the use of the public emergency communications capability administered by the Johnson County Office of Emergency Management. Additional notification may be by Emergency Alert System (EAS) message, commercial radio stations, response vehicle loud speaker systems and personal contact.

C. Tiered Communications Emergency Tiered Communications Matrix.

Emergency communications must not rely on a single communications method. The following matrix identifies most communications methods available with the City of Shawnee in use by most departments. It is not intended to be a priority list but the capability or tier used most often.

Tier Type Users

All Departments

1. E-mail
2. Land line telephone (including use of the Government Emergency Telecommunications System)
3. Cellular telephone (including use of the Wireless Priority Service (WPS))

Most Departments

Radio: Fire, Police, Public Works, Parks and Recreation, Emergency Management

May be Requested From Volunteer Organizations

Amateur Radio: EOC and some fire stations

D. Government Emergency Telecommunications System (GETS)

The Government Emergency Telecommunications Service (GETS) is an emergency service designed for use when national security and emergency preparedness (NS/EP) personnel are unable to complete emergency calls through their regular telecommunications means. GETS uses a calling card to provide Federal, State, local government, and industry NS/EP users with a higher probability of call completion during periods of natural or man-made disasters or emergencies that cause congestion or network outages. GETS features are implemented as software enhancements to the telephone switches throughout the Public Switched Telephone Network (PSTN).

E. Wireless Priority Service (WPS)

The Wireless Priority Service (WPS) provides an end-to-end nationwide wireless priority communications capability to key national security and emergency preparedness (NS/EP) personnel during natural or man-made disasters or emergencies that cause congestion or outages

in the Public Switched Telephone Network (PSTN). Eligible users are key Federal, State, local, and tribal government and critical industry personnel who have NS/EP missions. WPS is complementary to, and can be most effective when used in conjunction with, the Government Emergency Telecommunications Service (GETS) to ensure a high probability of call completions in both the wire line and wireless portions of the PSTN. WPS serves NS/EP communications needs while minimizing impact on consumer access to the public wireless infrastructure.

VII. Administration, Finance, and Logistics

A. Administration

1. All departments shall establish and maintain files of emergency or major disaster related activities, directives and forms. WebEOC will primarily be used for documenting all actions in an emergency or major disaster.
2. All departments are expected to have personnel available to augment emergency operations center activities.
3. Reports may be requested from departments to provide local, county, state and federal officials with information concerning the nature, magnitude and impact of the emergency or major disaster. These reports may be

necessary to evaluate response options and in allocating resources on a priority basis.

4. The City of Shawnee may utilize emergency workers (volunteers) in accordance with policy.
5. The City Manager may commandeer the service and equipment of citizens under the provisions and limitations of the City of Shawnee Emergency Operations Act.

B. Financial Management

1. Emergency expenditures are not normally budgeted through the city budgeting process. Emergencies and major disasters may occur which require substantial and necessary unanticipated obligations and expenditures.
2. Municipal governments are authorized to contract for construction or work on a cost basis for emergency services.
3. All expenses during an emergency or major disaster must be tracked and maintained in accordance with Federal Emergency Management Agency guidelines for potential reimbursement under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) of 1988, 42 U.S.C. 5121, et seq., as amended.

C. Logistics

1. Coordination and utilization of the limited resources of the city is a primary responsibility of the City of Shawnee Emergency Operations Center during an emergency or major disaster.
2. The City of Shawnee Office of Emergency Management shall keep a current list of federally typed resources.
3. During an emergency or major disaster the City of Shawnee Emergency Operations Center will coordinate all requests for additional resources beyond the capability of the local incident commander(s).

VIII. Plan Development and Maintenance

A. Planning Process

The process used to develop this plan is to review county, state and federal plans and the guidance provided by the state and federal government. This plan complements existing plans at each level. The planning format follows agency/department focused format outlined in the FEMA Comprehensive Preparedness Guide 101, July 2008. Each city department participated in review, coordination and input to this plan. Additionally, the emergency management offices throughout the county reviewed and provided input.

B. Responsibility for Planning and Coordination

The City of Shawnee Emergency Operations Manager is responsible for this plan, its maintenance and coordination.

C. Plan Maintenance

This plan is maintained according to the schedule outlined in KSA 48-928 and 48-929 as modified by the state planning guide. It is on a five-year cycle of revision with an annual review of the basic document. Minor changes to the basic document may occur before resubmission to the state at the four-year cycle. Appendices and Annexes may be modified at any time and provided as changes. The plan will be tested at least once annually in an exercise.

D. Plan Approval

This plan will be submitted to the Johnson County Emergency Management Department for review and approval.

E. Plan Distribution

The plan distribution is outlined in the distribution table at the front of this plan.

F. Plan Availability

When final, this plan will be made available on the City of Shawnee Internet site for access by the public and other emergency management partners at www.cityofshawnee.org.

IX. Authorities and References

The City of Shawnee Comprehensive Emergency Management Plan has been developed and is maintained under the following authorities:

A. Federal

1. Federal Civil Defense Act of 1950, as amended
2. Department of Defense Authorization Act, Public Law 96-342, as amended.
3. Title III, of the Superfund Amendments and Reauthorization Act of 1986 (SARA), Public Law 99-499, as amended.
4. Disaster Relief Act of 1974, Public Law 93-288, as amended.
5. Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) of 1988, 42 U.S.C. 5121, et seq., as amended.
6. Homeland Security Act of 2002, 6 U.S.C. 101, et seq., as amended.

7. Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-225.
8. Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308.
9. Homeland Security Presidential Directive (HSPD) – 5, *Management of Domestic Incidents*, February 28, 2003.
10. Homeland Security Presidential Directive (HSPD) – 8, *National Preparedness*, December 17, 2003.
11. Homeland Security Presidential Directive (HSPD) – 8, Annex I, *Planning*, January, 2008.
12. National Response Framework, January 2008.
13. National Incident Management System, December 2008.

B. State

1. Constitution of the State of Kansas
2. Kansas Governors Code EO 05-03, adopting the National Incident Management System.

3. The Kansas Emergency Management Act, KSA 48-904 et seq.
4. KSA 12-16, 117, Municipal policies regarding provision of assistance during times of disaster; immunity from liability.
5. Kansas Administrative Regulations (KAR) 56-2-1 & 56-2-2.

C. Local

1. City of Shawnee Charter Ordinance #40.
2. City of Shawnee Municipal Code.

D. Reference Manuals

1. Kansas Division of Emergency Management Department, Emergency Management Planning Guide.
2. US Department of Homeland Security, Federal Emergency Management Agency, Comprehensive Preparedness Guide 101, June 2009.

APPENDIX 6

EOC Incident Command System Chart



