

**McCREARY COUNTY, KENTUCKY
EMERGENCY OPERATIONS PLAN**



EMERGENCY MANAGEMENT

ESF-5

Coordinates and organizes emergency management resources in preparing for, responding to and recovering from emergency/disaster incidents which impact the citizens of McCreary County.

**ESF-5
EMERGENCY MANAGEMENT**

ESF Coordinator: Director, McCreary County Emergency Management Agency

Primary Agency: McCreary County Emergency Management Agency

Support Agencies: McCreary County Fiscal Court
McCreary County Judge Executive and Magistrates
McCreary County Sheriff's Office
McCreary County Road Department
McCreary County EMS
Whitley City Fire District
North McCreary Fire District
Eagle/Sawyer Fire District
South McCreary Fire District
West McCreary Fire District
McCreary County Water Department

Other Local Agencies

McCreary County Public Schools
Lake Cumberland District Health Department
Lake Cumberland Area Chapter of American Red Cross

State Agencies

Kentucky Division of Emergency Management

Introduction

The Emergency Management Emergency Support Function (ESF-5):

- Identifies and organizes the resources (human, technical, equipment, facility, materials and/or supplies) available to McCreary County to address and support emergency management needs in the event of either a natural or man-made disaster or emergency situation;
- Identifies the responsibilities of organizations charged with providing emergency management in the case of a disaster or emergency situation;
- Is established to assure the provision of emergency management support to McCreary County and private-sector response before, during and after an incident/event;
- Provides personnel and resources to support prevention, preparedness, protection, response, recovery and mitigation in support of the primary emergency management objectives of emergency management in emergency and disaster situations.

Emergency Support Function 5:

- Defines the responsibilities of McCreary County Fiscal Court in the event of a natural, technological, terrorist or war related crisis;
- Provides broad guidance to the local agencies of McCreary County Fiscal Court as to responsibilities in the event of a natural, technological, terrorist or war related crisis;
- Provides procedures to determine the severity and magnitude of natural, technological, terrorist or war related disasters or emergencies;
- Outlines the aid and assistance available to McCreary County Fiscal Court individuals and business when a Presidential Disaster Declaration is issued;
- Outlines the actions required of McCreary County Fiscal Court to be eligible for federal assistance under Public Law 93-288, other related public laws, applicable Homeland Security Presidential Directives, to include the National Incident Management System (NIMS) and the National Response Plan.

Maximum utilization of local resources is required to save lives, protect the environment and minimize property damage in a disaster. This requires a coordinated effort by the emergency response and supporting agencies in McCreary County Fiscal Court operating from the Emergency Operations Center.

Mission

The mission of the Emergency Management Emergency Support Function is to coordinate and organize emergency management resources in preparing for, responding to and recovering from emergency/disaster incidents which impact the citizens of McCreary County.

Scope

The scope of this ESF includes:

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- Assessing emergency management system damage and determining the required resources to restore such emergency management systems;
- Coordinating with ESF-5/Emergency Management support agencies for assistance in helping emergency management suppliers obtain information, equipment, specialized labor, fuel and transportation to repair or restore energy systems;
- Coordinating information with local, state, and federal officials and suppliers about available emergency management supply recovery assistance;
- Providing technical assistance concerning emergency management systems.

ESF-5/Emergency Management is a functional annex to the McCreary County Emergency Operations Plan (EOP) and to the extent possible, information contained in other sections of the EOP will not be repeated in this ESF annex. Many of the agencies involved in ESF-5/Emergency Management activities have existing emergency plans and procedures which this ESF Annex is designed to complement and support.

This Emergency Support Function applies to all agencies with assigned emergency management responsibilities as described in the McCreary County EOP.

Situations and Assumptions

- In the event of an incident anywhere in McCreary County affected jurisdictions will require support and assistance in mitigation, response and recovery efforts.
- Agencies of McCreary County Fiscal Court along with private relief agencies, will provide support to restore essential services;
- In the event of a threatened, or actual, usage of weapons of mass destruction, state and local government must perform the missions of warning, evacuating, sheltering, protecting from the threat, treating the injured, returning evacuees, restoring essential services and rehabilitating property.

Concept of Operations

The McCreary County Emergency Operations Center (EOC) serves as the central location for interagency coordination and executive decision-making, including all activities associated with ESF-5/Emergency Management during a disaster/emergency event. The ESF-5/Emergency Management Primary Agencies work with the EOC management team to ensure necessary emergency management tasks are accomplished. The Support and Partnering Agencies provide resources and personnel to assist in accomplishing ESF-5 activities as required by the size and demands of the event. As calls are received requesting services and resources during an emergency/disaster situation, they are routed to the ESF-5/Emergency Management desk to determine appropriate action.

General

ESF-5/Emergency Management is organized consistent with the requirements of the National Response Plan, the National Incident Management System and uses the Incident Command System (composed of Planning, Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. This structure and system supports incident assessment, planning, procurement, deployment and coordination of emergency management support operations for McCreary County. Pursuant to the Incident Command System structure, the Planning, Logistics, Finance/Administration and Operations Section Coordinators plus staff at the Emergency Operations Center (EOC) assist the EOC Manager in achieving the overall mission. Sections, Units, Teams, staffing levels, etc. are modular and scalable, depending on the type, size, scope and complexity of the emergency or disaster event.

Procedures, protocols and plans for emergency management disaster response activities provide guidelines for operations at the McCreary County Emergency Operations Center and in the field.

- The Emergency Operations Plan and corresponding Appendices, Incident Annexes, Support Annexes and Standard Operating Guidelines that describe ESF-5/Emergency Management capabilities are based on National Planning Scenarios, Universal Task List and Target Capabilities and are the basis of these guidelines;
- Periodic training and exercises are conducted to enhance effectiveness;
- Emergency management planning is continuous, beginning well before impact of approaching natural disasters and immediately upon those not forecasted.

A large event requiring regional, state and/or interstate mutual aid assistance will require ESF-5/Emergency Management implementation. ESF-5/Emergency Management will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required emergency management assets.

When an event requires a specific type or response mode, emergency management technical and subject matter expertise may be provided by an appropriate person(s) from a supporting agency with skills relevant to the type of event. The individual will advise and/or direct operations within the context of the Incident Command System structure.

As illustrated in Figure 5-1: *ESF-5/Emergency Management Concept of Operation*, ESF-5 will give priority to five fundamental, interrelated functions:

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- Use technology and human intelligence to collect, analyze and disseminate information on direct and indirect disaster impacts,
- Assess the capabilities of local government, the business community and volunteer agencies to effectively respond to the disaster;
- Assess and prioritize the immediate needs of impacted communities, neighborhoods and areas of the county;
- Incorporate the analyses into Incident Action Plans that establish operational objectives and identify resource requirements to accomplish these objectives;
- Utilize an Incident Action Matrix to establish priorities, assign tasks to agencies, and track progress in meeting objectives.

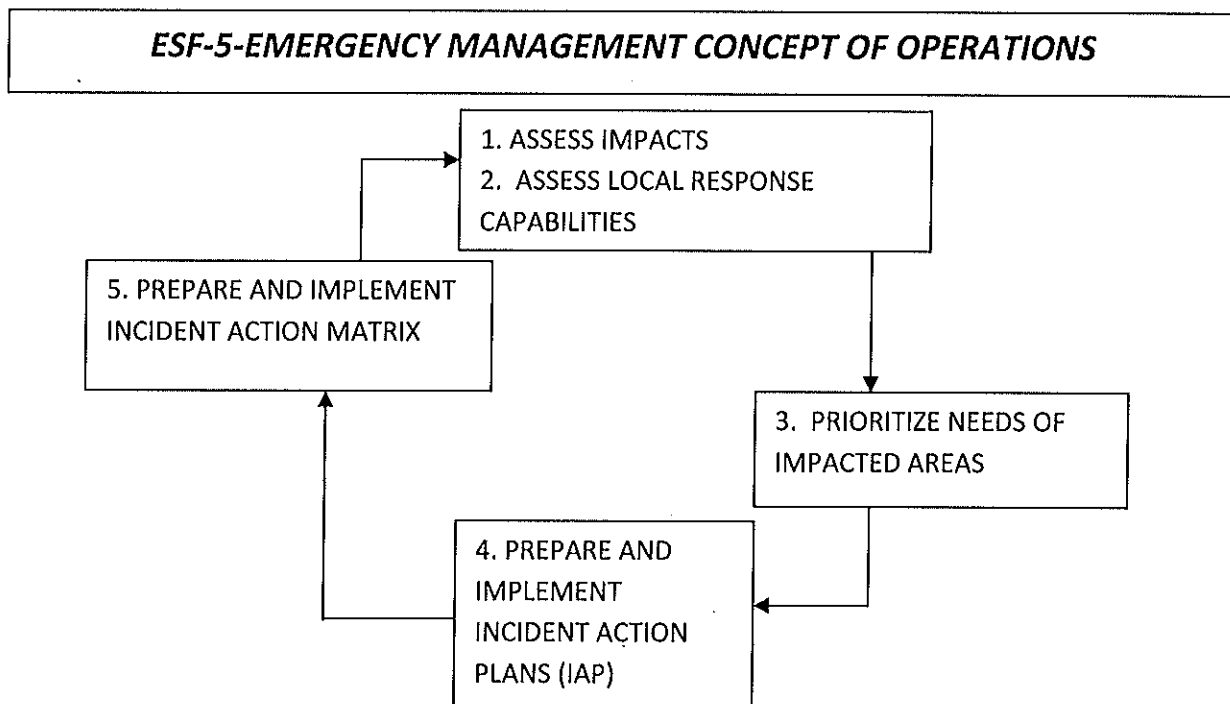


Figure 5-1: ESF-5/Emergency Management Concept of Operations

Copies of mutual aid agreements for emergency management resources are kept on file by the McCreary County Emergency Management Agency.

The McCreary County Emergency Management Agency will maintain up-to-date information of emergency management services in McCreary County including-

- Names of responsible officials (reviewed/updated annually),
- ESF-5/Emergency Management staffing directory (reviewed/updated annually),
- ESF-5/Emergency Management notification lists (reviewed/updated annually),

- Major emergency management equipment identified in Resource Typing and readiness status (reviewed/updated annually).

The ESF-5/Emergency Management Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the McCreary County Emergency Management Agency and are reviewed and updated by Emergency Management at least annually. Support agencies may develop and maintain their own similar documents for internal use, which should be compatible with and in support of the overall Emergency Operations Plan. All such documents should be compliant with the National Response Plan, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

McCreary County Emergency Management Agency is responsible for training and continuing education of their personnel.

The McCreary County Emergency Operations Center uses WebEOC (crisis management software) to supplement disaster management planning and actions. Specifically, all of the applicable Emergency Support Functions, agency based emergency operations centers, and other facilities or functions as appropriate are able to communicate their needs and status through WebEOC. This allows all of the information to be integrated for the specific event and to assess what actions, resources and needs exist.

Notifications

McCreary County 911 Dispatch is the county's 24 hour Warning Point.

When the county or an area of the county has been threatened or impacted by an emergency or disaster event, McCreary County 911 Dispatch will notify the McCreary County Emergency Management Agency Director who in turn will notify the State Emergency Operations Center Duty Officer. The state Emergency Operations Center notifies applicable state agencies including the Regional Response Manager of KyEM Region 10.

ESF-5/Emergency Management will be activated or placed on standby upon notification by the McCreary County Emergency Management Agency. Upon instructions to activate this Emergency Support Function, the ESF-5 Coordinator and Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

Direction and Control

McCreary County Emergency Management Agency is the lead agency for ESF-5 and will manage the emergency activities of ESF-5/Emergency Management. ESF-5/Emergency Management operates from the McCreary County Emergency Operations Center (EOC) on a 24 hour/7 days a week schedule to help maintain the flow of emergency management services.

The McCreary County Emergency Management Agency functions as the official disaster organization for preparedness, mitigation, response and recovery within McCreary County and serves as the focal point for ESF-5 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other Emergency Support Functions and private voluntary agencies have knowledge about the system and ESF-5 expectations.

The ESF-5/Emergency Management system operates at two levels – the Emergency Operations Center and field operations.

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All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF-5/Emergency Management Coordinator during emergency activations. In accordance with a mission assignment from ESF-5 and further mission tasking by a local primary agency, each support organization assisting in an ESF-5 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF-5/Emergency Management. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

Organization

Response to an emergency/disaster event in McCreary County is progressive as demonstrated in Figure 5- 2: *Progressive Requests for Emergency/Disaster Resources*. The initial response to an emergency/disaster situation is met by the use of the emergency management resources available at the local level. McCreary County Fiscal Court activate available resources. When the emergency management needs for resources and/or services exceed the capability of what is available in the jurisdictions within McCreary County, established mutual aid agreements with surrounding counties to provide emergency management, such resources are utilized. When needed emergency management resources cannot be located through mutual aid agreements, the McCreary County Emergency Operations Center requests resources through the state Emergency Operations Center. The state Emergency Operations Center locates resources through intra- and inter-state mutual aid agreements and federal assets.

Requests for Emergency Assistance Flow Upwards from the Lowest Level

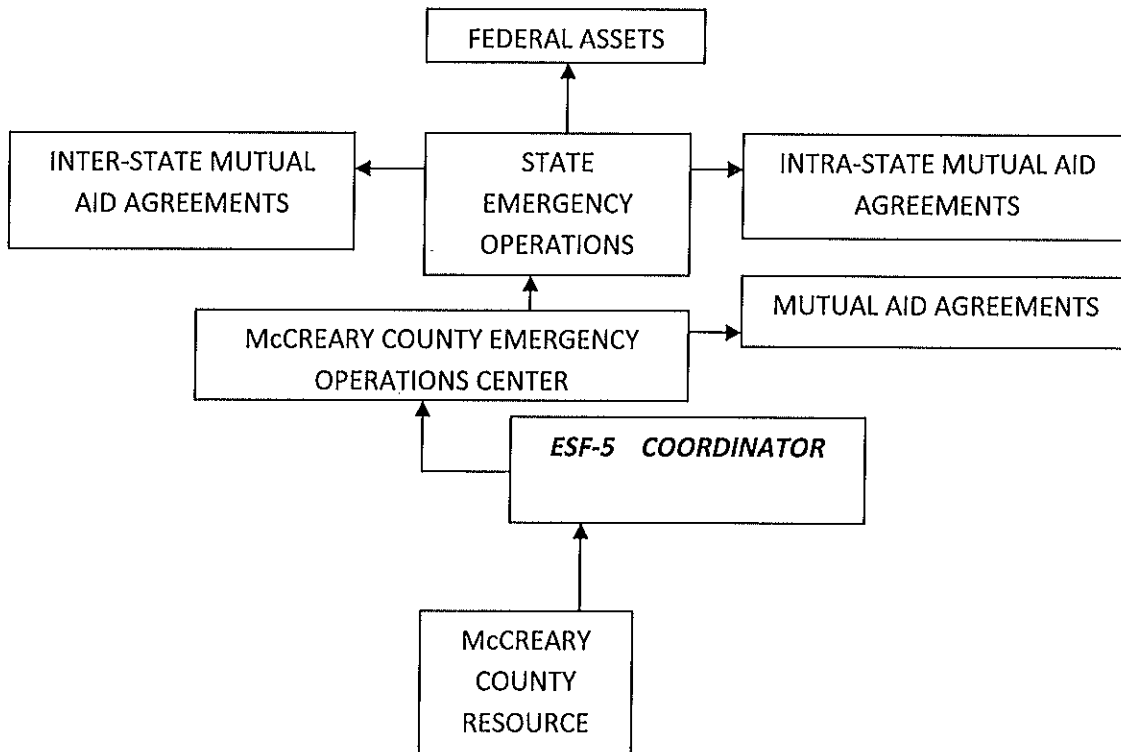


Figure 5-2: Progressive Requests for Emergency/Disaster Resources

County

McCreary County Emergency Management will initiate ESF-5/Emergency Management notification and will request assistance from the primary and support agencies to help staff the ESF-5 position in the McCreary County Emergency Operations Center.

In the Incident Command Structure, ESF-5/Emergency Management is located in Planning as shown in Figure 5-3: *Incident Command System Structure: ESF-5–Emergency Management*.

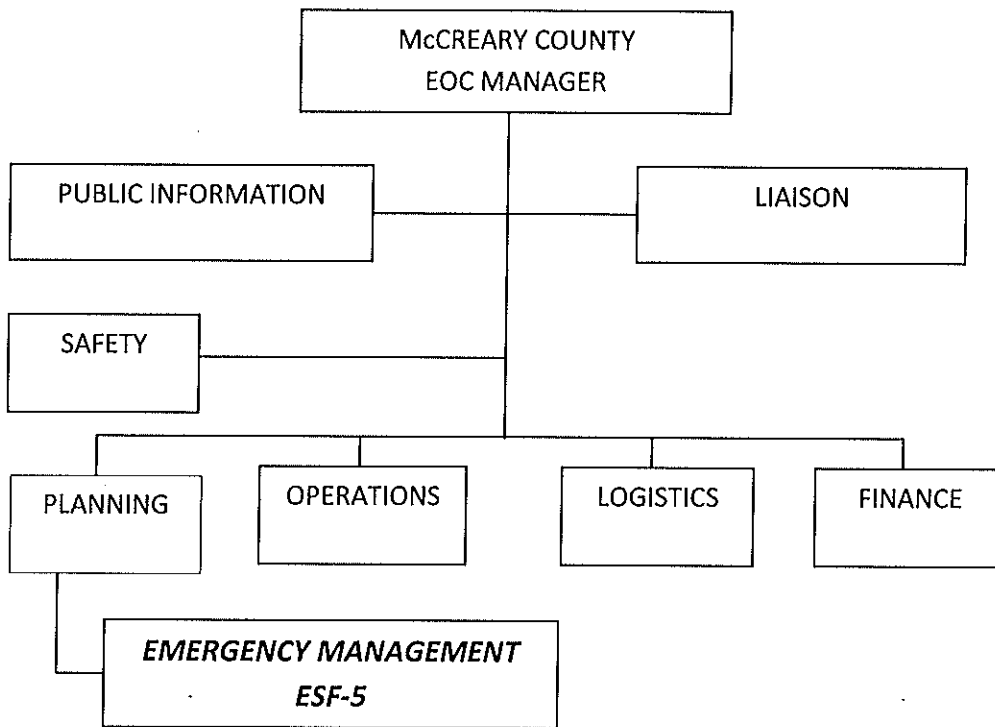


Figure 5-3: Incident Command System Structure: ESF-5/Emergency Management

During an activation of the EOC, support agency staff is integrated with the emergency management staff to provide support that will allow for an appropriate, coordinated and timely response.

ESF-5 will give priority to five fundamental, interrelated functions:

- Use technology and human intelligence to collect, analyze and disseminate information on disaster impacts, including direct impacts (people, buildings, infrastructure) and indirect impacts (debris generated, hazmat releases);
- Assess the capabilities of local government, the business community and volunteer agencies to effectively respond to the disaster;
- Assess and prioritize the immediate needs of impacted communities and neighborhoods;

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- Incorporate the analyses into Incident Action Plans that establish operational objectives and identify resource requirements to accomplish these objectives;
- Utilize an Incident Action Matrix to establish priorities, assign tasks to agencies and track progress in meeting objectives.

Consistent with NIMS, ESF-5 will establish and integrate four interrelated planning functions:

- Intelligence
- Planning
- Documentation
- Technical services (GIS).

ESF-5 will collect, analyze and disseminate disaster intelligence, or information and analyses that describe the nature and scope of hazards and their impacts.

Disaster intelligence incorporates essential elements of information, which include:

- Area of damage;
- Damage and loss of functionality to essential facilities (police, fire, medical, EOC);
- Damage and loss of functionality of shelters;
- Damage to roads, bridges, utilities and other key infrastructure;
- Disaster impacts on vulnerable populations, including special needs groups;
- Status of designated staging areas.

ESF-5 will incorporate information and analysis on the current and forecasted situation into Incident Action Plans, which set forth tactical objectives for subsequent operational periods.

ESF-5 will maintain accurate and complete incident files, including a record of the major steps that ESF-5 has taken in preparing and executing the Incident Action Plans.

Region

When local resources are overwhelmed or depleted, additional emergency management resources are obtained through established mutual aid agreements McCreary County has with counties in the region. The Planning Chief, in consultation with the requesting jurisdiction, contacts the agencies with whom mutual agreements are in effect to determine if the requested resources are available.

Additionally, either the KyEM Region 10 Response Manager or the state Emergency Operations Center can be contacted to determine the appropriate state agency serving as the lead agency for emergency management coordination/support at the state level. That agency can designate a liaison to the McCreary County EOC to assist Emergency Support Function 5 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

On activation of an emergency operations center in more than one county, the lead agency for emergency management coordination/support at the state level may support the coordination of the event response with regional resources or request additional resources through the State Emergency Operations Center.

State

During an emergency or disaster event, ESF-2/comparable primary and support agencies at the State Emergency Operations Center report and function under the overall direction of the Kentucky Division of Emergency Management Director.

During the response phase, ESF-5/comparable evaluates and analyzes information regarding emergency management requests. ESF-5/comparable also develops and updates assessments of the emergency management situation/status in the impact area and initiate contingency planning to meet anticipated demands and needs.

The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan and accompanying Appendices and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use, which must be compatible with and in support of the overall Emergency Operations Plan. All such documents will comply with the National Response Plan, the National Incident Management System and the Incident Command System.

Actions

Actions initiated by ESF-5 are grouped into phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF-5 encompasses a full range of activities from training to the provision of field services.

Preparedness Actions

Priority will be given to developing an enhanced ESF-5 capability in McCreary County as part of an ongoing effort to ensure operational readiness for major or catastrophic disasters. This section highlights four key preparedness initiatives.

Intelligence Collection and Analysis

The ability to acquire, analyze and disseminate information and intelligence on disasters and their impacts is fundamental to effective use of intelligence to establish operational and logistical objectives and priorities. Intelligence can be collected, analyzed and used in support of three overlapping phases of disaster operations: risk assessment; impact assessment and immediate response; and sustained response and initial recovery. There are three types of ESF-5 assessments:

- Pre-disaster assessments (predicted impacts), which uses GIS and other predictive tools to estimate disaster impacts.
- Immediate, post-disaster impact assessments, which focus on:
 - Disaster impacts on people, buildings and infrastructure – with emphasis on assessments of functionality of essential services, and;
 - Local response capabilities and immediate needs.
- Post disaster damage assessments, which assess buildings, infrastructure and debris.
- Intelligence observed disaster impacts will be used by ESF-5 to assess McCreary County ESF capabilities (response and recovery). This information has two applications:

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- To evaluate ESF resource and capabilities and shortfalls (e.g., availability of trained personnel, equipment, supplies) to determine the level of state and federal assistance that is needed, organized by ESF; and
- To rapidly communicate estimated ESF shortfalls to the McCreary County Emergency Management Agency and State Emergency Operations Center.

Incident Action Planning

- Disaster intelligence will provide critical input to the Incident Action Plan (IAP), which provides:
 - Current information that accurately describes the incident situation and resource status;
 - Alternative strategies to attain critical incident objectives;
 - An accurate, realistic IAP for the next operational period;
 - Under NIMS, incident objectives and strategies must conform to the legal obligations and management objectives of all affected agencies.

Training

- The objective is to develop and sustain a capability in McCreary County to routinely implement each phase and function of ESF-5. Training will address the following:
 - Overview of key components of ESF-5; role, requirements and integration of ESF-5 under NIMS
 - Intelligence and Analysis - procedures for identifying, collecting, prioritizing and utilizing intelligence

Preparation and utilization of Incident Action Plans

- Preparing and using the incident Action Matrix which is a tool for
 - Establishing priorities,
 - Assigning tasks to agencies, and
 - Tracking progress.

Exercises

Consistent with NIMS, McCreary County will incorporate ESF-5 plans and procedures into exercises that will be conducted at the local and state level. On an annual basis, at least one exercise will be used to evaluate ESF-5 readiness:

- Incorporation of McCreary County ESF-5 procedures into an annual Kentucky Division of Emergency Management functional or full-scale exercise.

Response Actions

Response actions/initiatives include:

- The effectiveness of a response operation will be based in large part on the ability of ESF-5 to generate accurate, timely and usable disaster intelligence prior to, during and after an event occurring. Specific operational objectives and standards are;
- To use disaster intelligence in the deployment of local damage assessment teams;
- To establish and maintain a system to support on-scene direction/control and coordination with the State EOC and other coordination entities as appropriate;
- To track and manage resources (personnel, teams, facilities, supplies, major items of equipment);
- To use estimates from modeling tools on nature and scope of the hazard, including area of potential hazard impacts, population at risk, estimates of damage and loss of functionality to essential facilities, and other essential elements of information.

Recovery Actions

Planning for recovery should begin with initial analyses of the potential impacts of the disaster. Planning for recovery will continue with initial analyses of actual impacts of a disaster, including disaster impacts on the population, buildings and infrastructure – to identify major recovery issues, needs, priorities and short-term strategies.

Recovery planning under ESF-5 will address the following:

- Building inspection requirements and priorities;
- Emergency and temporary housing issues;
- Business impacts (direct and indirect);
- Debris management;
- Route clearance;
- Utilities restoration.

Mitigation

Pre- and post-disaster analyses of disaster impacts on buildings, infrastructure and the general population can be used to:

- Support mitigation decision-making;
- Analyze the performance of essential facilities (hospitals, shelters, police, and fire) in scenario disasters can be used in mitigation measures to strengthen these facilities;
- Analyze community economic impacts – including the total percentage of building stock damaged in disaster and replacement values – can be used in setting mitigation and recovery goals and priorities;
- Adjust mitigation goals, objectives and priorities;
- Provide information on the need to maintain and update needed computer data and programs, maps, critical facility information, evacuation studies, demographics and critical county data (e.g. shelter capacity, evacuation routes, etc).

Responsibilities

All tasked agencies will:

- Develop applicable standard operating procedures, guidelines and/or checklists which clearly define the role of this emergency support function in the overall functioning of the McCreary County EOC and detail the accomplishment of their assigned functions;
- Train staff in the standard operating procedures, guidelines and/or checklists that outline the courses of action to be taken during a pending or actual disaster or emergency situation;
- Participate in drills to exercise these procedures and actions on a regular basis;
- Participate in honest appraisals of the performance of the Communications role and actions after each drill, exercise and actual activation of the McCreary County EOC;
- Participate in a continuous quality improvement process that uses the findings of the performance appraisals and the lessons learned to continuously refine the role and actions of this emergency support function in the overall functioning of the McCreary County EOC and incorporate these into clearly written procedures which are shared with all staff and involved agencies;
- Deploy a representative to the EOC to assist with emergency management activities;
- Provide on-going status reports as requested by the Emergency Management Coordinator;
- Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster-related work from daily work in the event that State and Federal reimbursement becomes available;
- Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities, and provide this information to the McCreary County Emergency Management Agency;
- Perform other emergency responsibilities as assigned.

Primary Agency: McCreary County Emergency Management Agency

Duties include but are not limited to the following:

- Provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the State EOC for resource requests;
- Collect and process information received from Damage Assessment Teams and predictive models, analyze this information, and share with the Planning section;
- Coordinate the development and implementation of the Preparedness activities, as outlined in the Plan; ESF -- representatives/designees jointly evaluate the emergency, make strategic decisions, identify resource needs and secure resources required for field operations;
- ESF-5 representatives/designees jointly evaluate the emergency, make strategic decisions, identify resource needs and secure resources required for field operations;

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- Coordinate with ESF-7/Resource Management, to ensure that all available resources are logged and requests for resources are filled;
- Ensure that copies of all news releases and situation reports are transmitted to the State EOC.

Support Agencies:

Support agencies will provide assistance to the Emergency Support Function with:

- Performing the above-outlined tasks as requested by the ESF Coordinator;
- Services, staff, equipment, and supplies that complement the entire emergency response effort
- Reporting current resources capabilities on a regular basis.

Administration and Support

Support

Requests for emergency assistance will be resolved at the lowest level direction and control facility with appropriate response resources capabilities. Unresolved assistance requests will normally flow upward from cities to the county and/or field deployed command posts to responsible representatives in the State Emergency Operations Center, and as required to other states or the federal government for assistance support.

Agreements and Understandings

All agreements and understandings entered into for the purchase, lease, or otherwise use of equipment and services, will be in accordance with the provision of laws and procedures.

Status Reports

The primary agency will maintain status of all outstanding assistance requests and unresolved ESF-5 related issues. This information will be summarized into periodic status reports and submitted in accordance with applicable operating procedures.

Expenditures and Recordkeeping

Each ESF-5 agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines. The first source of funds for expenditures by agencies in response to emergency, imminent disaster, or recovery from a catastrophic incident, is to be from funds associated with each local agency.

ESF-5 is responsible for managing financial matters specific to ESF-5 activity and related to resources procured/used during an event and forwarding that information to the Finance/Administration Section. However, each local government/agency/department must also track and record its own expenditures to ensure accuracy with any submissions for potential reimbursement. Information will be provided post-event as to application procedures for reimbursement.

The Finance/Administration Section will coordinate with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It

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will also be responsible for follow-up on all financial issues through coordination with McCreary County Government and other local governments' fiscal and personnel management officials, Kentucky Division of Emergency Management fiscal agents, Federal Emergency Management Agency fiscal agents and directly with vendors as necessary.

Expenditures by other departments for activity not directly related to ESF 5 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

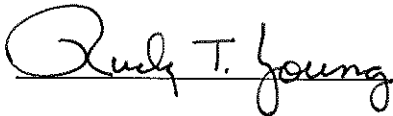
After Action Review (AAR)

Following the conclusion of any significant emergency, incident or exercise, the primary agency representative will facilitate a critique of the group activities during the emergency/incident/exercise with the ESF-5 agencies, identifying the successes and identifying areas that can be strengthened and enhanced for efficiency in a continuous quality improvement process for the overall performance of the McCreary County Emergency Operations Center.

**Statement of Concurrence
ESF-5 EMERGENCY MANAGEMENT**

The signature appearing below indicates the individual has the authority to commit resources of the agency represented and agrees to the functions and tasks prescribed for this ESF.

PRIMARY AGENCY: McCreary County Emergency Management Agency



(Signature)

Rudy T. Young

(Printed Name)

11-19-2012

(Date)