



Louisville/Jefferson County Emergency Operations Plan

Prepared By



**IN COORDINATION WITH
THE DIVISION OF EMERGENCY MANAGEMENT
COMMONWEALTH OF KENTUCKY**

TABLE OF CONTENTS

EXECUTIVE SUMMARY	4
RESOLUTION ADOPTING EMERGENCY OPERATIONS PLAN	5
RESOLUTION ADOPTING NATIONAL INCIDENT MANAGEMENT SYSTEM	7
BASIC PLAN INTRODUCTION	9
BASIC PLAN SITUATION/HAZARD ANALYSIS.....	25
• <i>Hazard Category Matrix</i>	<i>26</i>
• <i>Geographic Information.....</i>	<i>32</i>
• <i>Hazard Emergency Warning Dissemination</i>	<i>34</i>
• <i>Disaster Recovery</i>	<i>36</i>
EMERGENCY MANAGEMENT OVERVIEW AND AUTHORITY/MUTUAL AID	40
• <i>Kentucky revised Statues 39B.010-.0990</i>	<i>42</i>
• <i>Statewide Emergency Management Mutual Aid and Assistance Agreement.....</i>	<i>57</i>
• <i>Emergency Management Assistance Compact</i>	<i>71</i>
EMERGENCY SUPPORT FUNCTIONS OVERVIEW.....	75
• <i>Emergency Operations Center.....</i>	<i>79</i>
Emergency Operations Center	80
ESF 1 - TRANSPORTATION	81
ESF 2 - COMMUNICATIONS.....	90
ESF 3 – PUBLIC WORKS & ENGINEERING.....	106
ESF 4 – FIRE FIGHTING.....	115
ESF 5 – EMERGENCY MANAGEMENT	123
ESF 6 – MASS CARE	133
ESF 7 – RESOURCE MANGAGEMENT	143
ESF 8 – HEALTH & MEDICAL	151
ESF 9 – URBAN SEARCH & RESCUE	161

ESF 10 – HAZARDOUS MATERIALS	169
ESF 11 – FOOD & WATER	178
ESF 12 – ENERGY	185
ESF 13 – LAW ENFORCEMENT AND SECURITY	193
ESF 14 – PUBLIC INFORMATION	201
ESF 15 – VOLUNTEERS & DONATIONS	208
ESF 16 – ANIMAL SERVICES	216
INCIDENT COMAND SYSTEM	224
HOMELAND SECURITY TERRORISM ANNEX	241
.....	241
TERRORISM ANNEX	242
<i>Crisis and Consequence Management</i>	243
<i>POTENTIAL WEAPON OF MASS DESTRUCTION/TERRORISM SCENE</i>	264
CHEMICAL TERRORISM	279
BIOLOGICAL TERRORISM	280
UNIFIED COMMAND	290
INCIDENT COMMAND	290
HAZARDOUS MATERIALS ANNEX Q	292
NATIONAL DISASTER MEDICAL SYSTEM/STRATEGIC NATIONAL STOCKPILE/CHEMPACK	309
<i>NATIONAL DISASTER MEDICAL SYSTEM (NDMS) PLAN</i>	310
<i>STRATEGIC NATIONAL STOCKPILE PROGRAM</i>	316
<i>CHEMPACK</i>	318
MASS FATALITIES PLAN	320

EXECUTIVE SUMMARY



The Emergency Operations Plan establishes the framework to enable Louisville/Jefferson County to adequately prepare to manage all hazards threatening the lives and property of Jefferson County citizens.



Jefferson County

The preservation of life and property is a fundamental responsibility of government at all levels. Conditions of technological and natural disasters, civil disorder, disruptive emergencies, acts of terrorism and enemy attack are all inherent to the age in which we live. An inescapable function of government is to mitigate or lessen the possible impact of these conditions by practical emergency planning, advance preparation, coordinated response and recovery.

The Louisville/Jefferson County Metro Emergency Operations Plan is designed to ensure coordinated and effective emergency action by all elements of the community by outlining their responsibilities. Each Louisville/Jefferson County Metro Government official has a particular responsibility and obligation to become familiar with the contents of this plan and to ensure that the personnel under his/her jurisdiction are prepared in advance to meet responsibilities set forth herein.

Industry, commerce and non-governmental organizations owe it to their members as well as their community to do the necessary planning to provide for warning and emergency procedures within their place of business and to assist the community with available resources.

The citizen, either privately or as a member of an organization, is the most important element in the survival system. While the citizen has a reasonable right to expect instructions and assistance affecting survival, the citizen must search out and determine the best personal course of action, prepare in advance, and aid those nearby in time of emergency.

In summary, Louisville/Jefferson County Metro Government and other municipalities within Jefferson County must be prepared for the possibility that a disaster will strike this area that could be of such magnitude as to be beyond the normal day-to-day capability of regular local government forces. The plan provides an action outline to be initiated by Louisville/Jefferson County's organized forces, certain volunteer agencies and the general public to reduce the destructive effects that such a disaster would create.

The Louisville/Jefferson County Metro Government Emergency Operations Plan (EOP) has been prepared under the provision of Presidential Executive Order 11795; Governor of Kentucky Executive Orders 96-1120; Public Laws 81-920, 93-288, 92-385, 91-606, 93-24, 93-234, 94-68, 96-511, 99-499, 100-707 and 101-121; Kentucky Revised Statutes Chapter 39 A-F; the National Response Framework (NRF), Presidential Homeland Security Directives 1 to 12; and Louisville/Jefferson County Metro Government Executive Order No. 6, Series 2007.

RESOLUTION ADOPTING EMERGENCY OPERATIONS PLAN

RESOLUTION NO. 099, SERIES 2014

A RESOLUTION ADOPTING THE NATIONAL RESPONSE PLAN AND THE NATIONAL INCIDENT MANAGEMENT SYSTEM BASED ON HOMELAND SECURITY PRESIDENTIAL DIRECTIVE-5 (HSPD-5) THAT REQUIRES CERTAIN REVISIONS AND AMENDMENTS BE INCORPORATED WITHIN LOUISVILLE METRO GOVERNMENT.

Sponsored By: Councilman James Peden

WHEREAS, effective coordination of the provision of the Louisville/Jefferson County Metro Government Emergency Operations Plan (EOP) with the National Response Plan (NRP) and the federal emergency management and homeland security program of the nation is essential in the detection, prevention, and mitigation of, preparation for, response to, and recovery from threats, hazards, or emergencies that endanger, or threaten to endanger residents, environment, infrastructure, and property in Metro Government; and

WHEREAS, recent changes have occurred in the NRP based on enactment of The Homeland Security Act of 2002 (Public Law 107-296) and Management of Domestic Incidents Homeland Security Presidential Directive-5 (HSPD-5), that require certain revisions and amendments be incorporated within the Louisville/Jefferson County Metro Government Emergency Operations Plan (EOP), including adoption of the National Incident Management System (NIMS); and

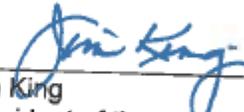
WHEREAS, the NRP and the NIMS are critical functions to the management of domestic incidents as they relate to public safety.

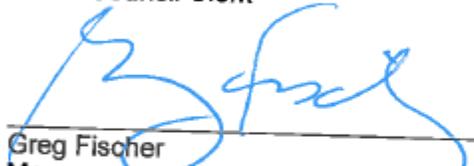
BE IT RESOLVED BY THE LEGISLATIVE COUNCIL OF THE LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT (THE COUNCIL) AS FOLLOWS:

SECTION I: The Council adopts the National Response Plan and the National Incident Management System based on Homeland Security Presidential Directive-5 requiring certain revisions and amendments be incorporated within Louisville Metro Government.

SECTION II: This Resolution shall take effect upon its passage and approval.


H. Stephen Ott
Metro Council Clerk


Jim King
President of the Council

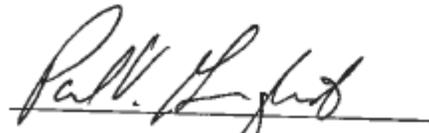

Greg Fischer
Mayor

10/14/14
Approval Date

APPROVED AS TO FORM AND LEGALITY:

Michael J. O'Connell
Jefferson County Attorney



BY: 

Metro Safe - Resolution Adopting Emergency Operation Plan 081314 [pr]

RESOLUTION ADOPTING NATIONAL INCIDENT MANAGEMENT SYSTEM

RESOLUTION NO. 149, SERIES 2005

A RESOLUTION ADOPTING THE NATIONAL RESPONSE PLAN AND THE NATIONAL INCIDENT MANAGEMENT SYSTEM BASED ON HOMELAND SECURITY PRESIDENTIAL DIRECTIVE-5 (HSPD-5) THAT REQUIRES CERTAIN REVISIONS AND AMENDMENTS BE INCORPORATED WITHIN LOUISVILLE METRO GOVERNMENT.

SPONSORED BY Councilman James Peden

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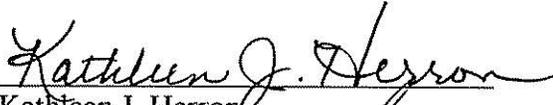
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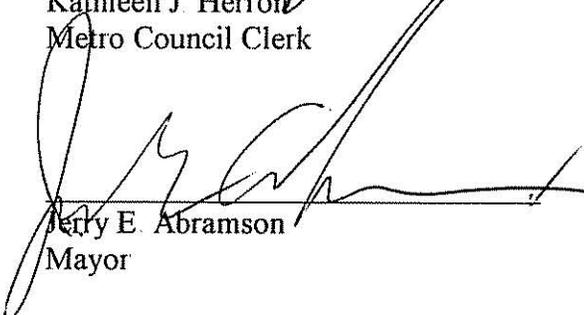
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Kathleen J. Herron
Metro Council Clerk


Dr. Barbara E. Shanklin
President of the Council

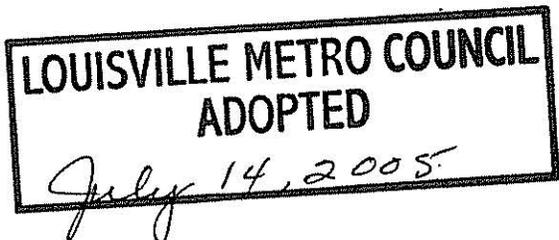

Jerry E. Abramson
Mayor

7-18-05
Approval Date

APPROVED AS TO FORM AND LEGALITY:

Irv Maze
Jefferson County Attorney

BY: 



BASIC PLAN

INTRODUCTION



This Emergency Operations Plan is intended to provide an organized system to enable Louisville Metro to discharge its statutory responsibility for providing direction and control during any large scale disaster, to include preparedness, response, recovery, and mitigation.



Jefferson County

PURPOSE

The purpose of this plan is to:

- Reduce the loss of life and property of Jefferson County residents due to natural, technological, or manmade disasters.
- Provide an efficient, comprehensive organizational structure that is National Incident Management System compliant.
- Manage emergency operations within the county by coordinating the use of resources available from municipal government, private industry, civic and volunteer organizations, and state and federal agencies.
- Recover from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies.

SCOPE

The scope of the plan:

- Establishes official policies, program strategies and planning assumption for disaster preparedness, response, recovery, and mitigation.
- Provides countywide scope and encompasses coordination with multiple municipalities.
- Provides an all-hazards organizational structure to emergency operations.
- Establishes basic direction and control for all levels of a disaster creating a consistent unified approach to emergency management operations.
- Assigns specific functional responsibilities to appropriate local departments and agencies, as well as private sector groups and volunteer organizations, and defines means of coordinating with municipal, state, and federal partners to maximize resource utilization.
- Is supplemented by function-specific standard operating procedures (SOPs) and operational plans of the responsible organizations that are referenced throughout the document.
- Is written in accordance with the guidelines provided by the Kentucky Division of Emergency Management and consistent with the tenets of the National Response Framework.

METHODOLOGY

The following methodology was used in preparation of this plan:

- Louisville/Jefferson County Metro Emergency Management Agency (EMA) is the lead emergency planning agency and developed the basic planning policies, guidelines, and Emergency Operations Plan (EOP).
- The EOP is maintained by the Planning Manager and updated in accordance with KRS Chapter 39 and guidelines from the Kentucky Division of Emergency Management.
- The EOP is adopted by resolution of the Louisville Metro Mayor.
- The plan is distributed to all Emergency Operations Center (EOC) staff, support staff, and upon request to appropriate parties. The plan is also available on the EMA website and in CD format.
- The EOP outlines primary organizational structure, roles, and responsibilities of all partner agencies.
- Each Emergency Support Function (ESF) was individually drafted through focused planning sessions and was reviewed by the primary agency.
- The recovery and mitigation sections were drafted by the Recovery and Mitigation Manager in consultation with responsible partner agencies.
- The plan is supported by the All-Hazards Mitigation Strategy, Standard Operating Procedures (SOPs) and independent agency plans, the State EOP, municipal emergency management plans, and others.
- Each lead and support agency is required to develop, update, and distribute operational procedures and ensure consistency with the EOP and define specific internal procedures.
- The EOP will be updated as changes occur or according to state requirements.

PLANNING ASSUMPTIONS

The following planning assumptions were considered in the development of this plan:

- A disaster may occur with little or no warning, and may escalate rapidly.
- Disaster effects may extend beyond county boundaries and many areas of the state may experience casualties, property loss, disruption of normal life support systems, and loss of regional, economic, physical, and social infrastructures.
- Emergency response personnel may become casualties and experience damage to their homes and personal property. They will themselves be "victims" of the disaster.
- Disasters differ in character by magnitude, severity, duration, onset, distribution, area affected, frequency, and probability, increasing the difficulty of plan development.
- All organizations in Jefferson County will continue to respond to disaster events utilizing SOPs until deterioration occurs of effective inter- and intra-organizational communications, involvement of multiple response agencies becomes essential, and/or internal resources are exhausted.
- The Emergency Management command and control structure in Kentucky is based on a bottom-up approach to response and recovery resource allocation - municipal organization to the Louisville/Jefferson County EOC, to the Commonwealth EOC, to the federal government - with each level exhausting its resources prior to elevation to the next level.
- Disaster support from agencies outside the county, especially federal, may take 72 hours or more to arrive.
- Effective disaster preparedness requires continual public awareness and education programs, so citizens will take appropriate action.
- Evacuation and shelter strategies must be based on citizen cooperation, best-available shelter options until the shelter deficit can be reduced, and a regional approach to evacuation decision making is effectively implemented.
- Convergent groups of responders, public, and outside resources hinder the local effort. This includes traffic congestion, unsolicited supplies and donations, and extra strain on degraded lifelines and facilities.
- There may be competition among citizens and communities for scarce resources.
- Local municipalities will integrate their operations with the county.
- Given limited transportation capacity, a large vulnerable regional population, and a shelter deficit, evacuation time may be insufficient to meet clearance time thresholds for regional evacuations.
- Some form of inter- and intra-county communications is available including communications with the Commonwealth EOC.
- The Metro Mayor will declare a local State of Emergency in consultation with the Emergency Management Director.

I. AUTHORITY

The Louisville/Jefferson County Emergency Operations Plan (EOP) is based upon Presidential Executive Order 11795; Governor of Kentucky Executive Orders 96-1120; Public Laws 81-920, 93-288, 92-385, 91-606, 93-24, 93-234, 94-68, 96-511, 99-499, 100-707 and 101-121; Kentucky Revised Statutes Chapter 39 A-F; the National Response Framework (NRF), Presidential Homeland Security Directives 1 to 12; and Louisville/Jefferson County Metro Government Executive Order No. 6, Series 2007

A. Assumptions

1. The Adjutant General is the Director of KyEM. In the absence of the Adjutant General, the Executive Director of KyEM, or designated successor, will direct the actions authorized by statute, regulation and provisions. The Director of KyEM in concert with the Executive Director will act for the Governor of Kentucky to coordinate the application of resources of the state in conformance with chapter thirty-nine of the Kentucky Revised Statutes.
2. The Director of Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA) will represent the Louisville/Jefferson County Metro Mayor on all matters pertaining to the comprehensive emergency management program and the emergency management response of Louisville/Jefferson County Metro Government. This includes coordination of resources in Louisville/Jefferson County in conformance with Chapter 39 of the Kentucky Revised Statutes.
3. The resources of state and local government will be made available locally to cope with disasters and emergencies affecting Louisville/Jefferson County.
4. Louisville/Jefferson County will fully commit all resources within the county before requesting assistance from the state.
5. Federal assistance will be requested when disaster relief requirements exceed the state's capability.
6. Federal agencies may provide unilateral assistance under the statutory authority to states affected by a major disaster in lieu of a presidential declaration.
7. Severe weather, including flash floods, tornadoes, heavy snow and ice storms, droughts, extreme hot or cold temperatures, and other natural disasters will continue to occur annually not only in Louisville/Jefferson County, but throughout the state.
8. Incidents relating to the storage and transportation of hazardous materials will continue.
9. Industrial accidents involving the release of hazardous materials with potential on-site and off-site injuries, and fires affecting the safety, welfare and economic well being of the citizens of the Louisville/Jefferson County will continue to require the services of state and local emergency management personnel.
10. The United States is vulnerable to an enemy attack employing conventional or nuclear weapons, chemical or biological agents. Piloted or un-piloted aircraft, missiles, or submarines may deliver these weapons.
11. Sabotage and terrorism could be promoted to disrupt response efforts.
12. Civil unrest may require intervention by local and state agencies.
13. All response and recovery operations will use the National Incident Management System. It is the cornerstone of Louisville/Jefferson County's emergency and disaster preparedness, response, recovery and mitigation program. This includes both governmental and non-governmental organizations that have a role in saving lives, caring for the injured, recovering the dead, mitigating property loss and restoring services and facilities.

II. MISSION

The mission of Louisville/Jefferson County Metro Emergency Management Agency is: to define the responsibilities of the Louisville/Jefferson County Metro Government in a natural, technological, terrorist or war related crisis; to provide broad guidance to local agencies as to responsibilities in a natural, technological, terrorist or war related crisis; to provide procedures to determine the severity and magnitude of natural, technological, terrorist or war related disasters or emergencies; to outline the aid and assistance available to the Louisville/Jefferson County Metro Government, other municipalities, individuals, and business when a Presidential Disaster Declaration is issued; to outline the actions required of the Louisville/Jefferson County Metro Government 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 Framework.

III. DIRECTION AND CONTROL

- A. The Governor is the chief executive in the state and has broad powers under KRS Chapter 39A.010. These powers include the authority to declare a state of emergency, direct and allocate resources in the state, and to request federal assistance.
- B. In the absence of the Governor, the following line of succession will be followed: (1) Lieutenant Governor, (2) President Pro Tempore of the Senate, and (3) Secretary of State.
- C. Emergency or disaster operational decisions are normally implemented through the Adjutant General via capacity as Director of Kentucky Division of Emergency Management. In the absence of the Adjutant General, the Executive Director, or designated successor, will direct actions authorized by statute, regulation and provisions of the state EOP.
- D. The Metro Mayor is the Chief Executive in Louisville/Jefferson County Metro Government. If the office of Metro Mayor were to be vacated by reason of death, resignation, or removal, the members of the legislative council of the Louisville/Jefferson County Metro Government will by a majority vote of the membership of the council elect a qualified person to fill the vacancy in the office of the Metro Mayor not later than thirty (30) days after the date on which the vacancy occurs for the un-expired term. The members of the legislative body of the Louisville/Jefferson County Metro Government may elect one (1) of their members to serve as temporary Metro Mayor until they are able to hold the election to fill the vacancy for the un-expired term. If the legislative council fails to elect a person to fill the vacancy within thirty (30) days after the vacancy occurs, the Governor will fill the vacancy in the office by appointment of a qualified person for the un-expired term. In the absence of the Metro Mayor the following line of succession will be followed:
 - 1. The Council member elected as President of the Louisville/ Jefferson County Metro Council will serve.
 - 2. The Majority Caucus Leader will serve as the President-Pro-Tem and exercise the powers of the President, only when the President is absent or otherwise unable to perform the duties of the office.
 - 3. The Minority Caucus Leader will serve as the President-Pro-Tem when the Majority Caucus Leader serves as President in the absence of the President or otherwise unable to perform the duties of the office.
 - 4. In case of a vacancy on the Louisville/Jefferson County Metro Government Council by reason of death, resignation, or removal, the council by majority vote of the membership of the Council will elect a qualified resident of the council district not later than thirty (30) days after the date the vacancy occurs. Should the council fail to elect, by majority vote of the membership of the council, a qualified person to fill the vacancy within thirty (30) days, the Metro Mayor of Louisville/Jefferson County Metro Government will fill the vacancy by appointment of a qualified person for the un-expired term.
- E. In Louisville/Jefferson County Metro Government, emergency or disaster operational decisions are normally implemented through the Director, Louisville/Jefferson County Metro Emergency Management Agency. In the absence of the Director, then the Deputy Director, or successor, will direct actions authorized by statute, regulation and provisions of this plan.
- F. Each division and selected departments will appoint a coordinator and alternates with authority to commit resources during an emergency or disaster. These individuals may operate from the Louisville/Jefferson County Metro Emergency Operations Center (EOC) or other locations, depending upon the severity of the emergency and the directions of the LJCHEMA.
- G. The EOC is located at 410 South Fifth Street, Louisville, KY 40202-2304.
- H. One or more alternate EOC locations may be designated as the situation warrants.
- I. A Joint Operations Center (JOC) may be designated by the Federal Bureau of Investigation to coordinate with federal, state and local agencies as provided for in federal weapons of mass destruction (WMD) plans.

IV. CONCEPT OF OPERATIONS

A. Scope of the Emergency Operations Plan (EOP)

The EOP establishes policies and provisions for coordinating local, state and federal emergency response to natural, technological, manmade, terrorist, nuclear, chemical or biological war related disasters and emergencies. The EOP also details preparedness actions to be taken by state and local government, and agencies prior to a disaster or emergency. This plan provides concepts and procedures, which are to be used by local agencies for plans written in support of the EOP.

B. Applicability

1. This EOP is applicable to all local government agencies having functional responsibilities in connection with a natural, technological, manmade, terrorist, nuclear, chemical, radiological, and/or biological related disaster or emergency in any part of the county.
2. This plan is effective for planning purposes and operations when so directed, or as indicated by specific sections of the plan.
3. The state, local and federal officials having functional responsibilities stipulated in this plan are responsible for familiarizing themselves and their personnel with the contents of the plan. Responsible officials are also to develop procedures for carrying out assigned functions.
4. The Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA) is responsible for developing and maintaining the EOP. Officials are encouraged to recommend improvements or appropriate changes to this plan.

C. Funding

All local responses during emergency or disaster operations will require the expenditure of funds. The Metro Mayor for Louisville/Jefferson County Metro Government has the authority to determine the manner in which such local government services and responses will be funded and paid. Unless agreed to in writing, Louisville/Jefferson County Metro Government will not be responsible for financial obligations incurred by volunteer or quasi-governmental organizations prior to, during or after any type of disaster or emergency.

D. Execution of Plan

1. This plan is effective for planning and for operational purposes at such time as:
 - a. An emergency is declared by the Governor or Metro Mayor, or
 - b. An emergency or disaster occurs or is imminent, or
 - c. Directed by the KyEM Executive Director or the designated representative, or
 - d. Directed by the LJCMEMA Director, Deputy Director, or designated successor.
2. Coordination of field support operations will be accomplished by LJCMEMA. LJCMEMA will evaluate the situation, be represented at local levels of government, and keep the local and Commonwealth EOCs advised of the local situation when an impending disaster is predicted or a major emergency or disaster occurs. If necessary, LJCMEMA may establish a mobile EOC in the immediate disaster area.
3. Each federal, state, local government and private agency, as necessary, will appoint an Agency Coordinator who will coordinate the emergency response activities of their respective agencies with LJCMEMA. The Agency Coordinator designation will be in addition to the normal responsibilities of the person. This coordinator is empowered to commit agency resources to emergency response efforts as required. The coordinator is also responsible for the agency's ability to operate and maintain continuity of resources 24/7 for an extended period. If the situation requires, all Agency Coordinators will operate from the EOC.

E. Emergency Communications

1. The State Emergency Communications Center (SECC) is located in a fallout-protected area within the EOC in Frankfort. Communications are available for natural, technological or war related situations. The communications center includes, or will include, communications equipment for maintaining communications with the state and federal governments, counties and municipalities within Kentucky.
2. The Louisville/Jefferson County Public Service Answering Point (PSAP) is located at the MetroSafe Communications Center, 410 South 5th Street. The center manages police, fire, and EMS dispatch/communications as well. The communications center also includes communications equipment for maintaining communications with state government and other local government agencies.

F. Public Information

1. The Metro Mayor's Communications Office will coordinate the distribution of all official public information for the Metro Mayor's Office's. The Public Information Officer will coordinate the distribution of all official public information for Louisville/Jefferson County Metro Government.

2. The Metro Mayor may designate the LJCHEMA Director or other individual to be the spokesperson when there is a joint operation, emergency, or disaster.

G. Operational Time Phases

1. Operations will be conducted during three operational time phases: Preparedness, Response and Recovery.
2. The purpose of operational time phases is to indicate the level of readiness operations at which local government agencies should be conducting operations. The higher the phase, the further agencies should be in readiness actions and/or operations. Each time phase includes those actions correlated with it, and those actions correlated to lesser phases in a cumulative manner.
 - Preparedness Phase – normal readiness and preparedness operations.
 - Response Phase – actual operations.
 - Recovery Phase – resumption of normal operations, damage assessment and repair.

H. Responsibilities of Local Governments

1. In time of emergency, local government will, to the maximum extent possible, assume the responsibility for providing mass care and for coordinating the various agencies and organizations normally providing assistance to victims and emergency response.
2. Requests for assistance from a lower level of government will be forwarded to a higher level of government only after resources at the requesting level are clearly inadequate to cope with the situation.
3. Local officials will, if the situation warrants, activate the local EOC, coordinate multiple service operations, request outside assistance, and implement local emergency broadcasts as necessary.

I. Responsibilities of State Government

1. Disaster assistance provided by the state is a supplement to, and not a substitute for, relief, which can be provided by local governments. The Governor may declare that an emergency exists when local resources are insufficient to cope with the situation. State agencies will utilize their available services and resources to support the situation when such an emergency is declared.
2. State disaster relief can be provided to local governments without declaration of a State of Emergency when, in the opinion of the Governor, such resources are needed for life saving missions, or to relieve suffering and hardships.
3. State agency heads assigned emergency responses are responsible for planning and preparing in the pre-emergency period. This planning should include, but not be limited to, developing an organization, detailing operating procedures, training, and establishing an alert system for key personnel.
4. The KyEM Area Manager for Region 6 will coordinate operations among local, state and federal officials. The Area Manager will endeavor to enlist support and cooperation of local government officials in planning and recovery operations. All key operational decisions, to include evacuation, cleanup procedures, termination of evacuation, media control, or related matters will be a result of joint consultation and consensus decision involving all appropriate state and federal agencies on the scene when the state response is invoked under this plan. If these agencies cannot reach agreement, all relative information and operations will be relayed to senior managers in Frankfort for a final decision. Subsequently, the state's position must be presented to local authorities for further discussion and evaluation. After this plan has been enacted, under no circumstances may a single agency invoke a response action without consultation with other agencies.

J. Responsibility of Federal Government

1. The federal government is responsible for the following areas of planning and operations:
 - a. Supporting state and local governments in planning, preparedness, mitigation, response, and recovery operations.
 - b. Coordinating federal aid for presidential declared disasters and emergencies.
 - c. Coordinating civil emergency preparedness for the possibility of nuclear accidents, radiation accidents and attack, terrorism, chemical or biological incidents.
 - d. Ensuring continuity of government and coordinating mobilization of resources during national security emergencies.

- e. Determining which materials are strategic and critical and setting goals for the national defense stockpile.
 - f. Providing training and education for personnel.
 - g. Training and research to reduce losses from fire.
 - h. Administering the National Flood Insurance Program.
 - i. Developing public information programs.
 - j. Researching disaster and emergency operations.
2. Upon declaration of a major disaster or emergency by the President, the Governor and the Federal Emergency Management Agency, Region IV, will execute a Federal-State Assistance Agreement. In the agreement, the Governor designates the State Coordination Officer who works with the Federal Coordinating Officer.
 3. The Federal Coordinating Officer is responsible for organizing and coordinating the administration of federal assistance, including those quasi-public-organizations agreeing to operate under the officer's direction.

K. Responsibility of Private Agencies and Businesses

An essential element of almost any disaster relief effort is the assistance provided by private relief organizations in the distribution of food, medicine, and supplies: in the provision of emergency shelter; and in the restoration of community services. The American National Red Cross, which operates under Federal Charter (Public Law 58-4, January 5, 1905, 33 Stat. 599), provides grants and other types of assistance to individuals and families in disasters and emergencies. The Salvation Army, Mennonite Disaster Service, other charitable organizations, and church groups also provide significant assistance.

V. FUNCTIONAL RESPONSIBILITIES

A. Federal Government

1. Federal Emergency Management Agency

The Federal Emergency Management Agency (FEMA) is the responsible federal agency for review, processing, assisting, training, mitigation, response, recovery, and preparedness of emergency management programs, disasters and emergencies. This agency processes all requests for disaster or emergency declarations for approval by the President of the United States. The Director of FEMA is the general director of all disaster and emergency operations. Under federal law, through the Director of FEMA, the President authorizes the following:

- a. Supporting state and local governments in planning, preparedness, mitigation, response, and recovery operations.
- b. Coordinating federal aid for presidential declared disasters and emergencies.
- c. Coordinating civil emergency preparedness for the possibility of nuclear power plant accidents, radiation accidents.
- d. Coordinating terrorism, chemical or biological terrorism incidents in concert with the Justice Department.
- e. Ensuring continuity of government and coordinating mobilization of resources during national security emergencies.
- f. Determining which materials are strategic and critical and setting goals for the national defense stockpile.
- g. Providing training and education for personnel.
- h. Training and research to reduce losses from fire.
- i. Administering the National Flood Insurance Program and other national programs related to disaster or emergency response, recovery, mitigation or preparedness.
- j. Developing public information programs.
- k. Researching into disaster and emergency operations.

2. Federal Bureau of Investigation

The Federal Bureau of Investigation (FBI), through the Attorney General of the United States is responsible for ensuring the development and implementation of policies directed at preventing terrorist attacks domestically, and will undertake the criminal prosecution of these acts of terrorism that violate U.S. law. DOJ has charged the FBI with execution of its LFA (Lead Federal Agency) responsibilities for the management of a federal response to terrorist threats or incidents that take place within U.S. territory. As the lead agency for Crisis Management, the FBI will implement a Federal Crisis Management response. As LFA, the FBI will designate a Federal On-scene Commander to ensure appropriate coordination of the overall United States Government response with federal, state and local authorities until such time as the Attorney General transfers the overall LFA role to FEMA. The FBI, with appropriate approval, will form and coordinate the deployment of a Domestic Emergency Support Team (DEST) with other agencies, when appropriate, and seek appropriate federal support based on the nature of the situation. If an incident is declared a terrorist act the lead agency for the investigation will be the Federal Bureau of Investigation (FBI). All agencies involved will be coordinating response under the direction and guidance of the FBI.

3. Department of Defense

The Department of Defense (DOD) serves as a support agency to the FBI for Crisis Management functions, including technical operations and a support agency to FEMA for Consequence Management. DOD will provide assistance to the LFA and/or the CONPLAN (Concept of Operations Plan) primary agencies, as appropriate, during all aspects of a terrorist incident, including both crisis and consequence management. DOD assistance includes threat assessment; DEST participation and transportation; technical advice; operational support; tactical support; support for civil disturbances; custody, transportation and disposal of a WMD device; and other capabilities including mitigation of the consequences of a release.

DOD has many unique capabilities for dealing with a WMD and combating terrorism, such as the US Army Medical Research Institute for Infectious Diseases, Technical Escort Unit, and US Marine Corps Chemical Biological Incident Response Force. These and other DOD assets may be used in responding to a terrorist incident if requested by the LFA and approved by the Secretary of Defense.

4. Department of Energy

The Department of Energy (DOE) serves as a support agency to the FBI for technical operations and a support agency to FEMA for Consequence Management. DOE provides scientific-technical personnel and equipment in support of the LFA during all aspects of a nuclear/radiological WMD terrorist incident. DOE assistance can support both crisis and consequence management activities with capabilities such as threat assessment, DEST deployment, LFA advisory requirements, technical advice, forecasted modeling predictions, and operational support to include direct support of tactical operations. Deployable DOE scientific technical assistance and support includes capabilities such as search operations; access operations; diagnostic and device assessment; radiological assessment and monitoring; identification of material; development of federal protective action recommendations; provision of information on the radiological response; render safe operations; hazards assessment; containment, relocation and storage of special nuclear material evidence; post-incident clean-up; and on-site management and radiological assessment to the public. All DOE support to a federal response will be coordinated through a Senior Energy Official.

5. Environmental Protection Agency

The Environmental Protection Agency EPA serves as a support agency to the FBI for technical operations and a support agency to FEMA for Consequence Management. EPA provides technical personnel and supporting equipment to the LFA during all aspects of a WMD (Weapons of Mass Destruction) terrorist incident. EPA assistance may include threat assessment, DEST and regional emergency response team deployment, LFA advisory requirements, technical advice and operational support for chemical, biological, and radiological releases. EPA assistance and advice includes threat assessment, consultation, agent identification, hazard detection and reduction, environmental monitoring; sample and forensic evidence collection/analysis; identification of contaminants; feasibility assessment and clean-up; and on-site safety, protection, prevention, decontamination, and restoration activities. EPA and the United States Coast Guard (USCG) share responsibilities for response to oil discharges into navigable waters and releases of hazardous substances, pollutants, and contaminants into the environment under the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). EPA provides the pre-designated Federal On-Scene Coordinator for inland

areas and the USCG for coastal areas to coordinate containment, removal, and disposal efforts and resources during an oil, hazardous substance, or WMD incident.

6. Department of Health and Human Services

HHS serves as a support agency to the FBI for technical operations and a support agency to FEMA for Consequence Management. HHS provides technical personnel and supporting equipment to the LFA during all aspects of a terrorist incident. HHS can also provide regulatory follow-up when an incident involves a product regulated by the Food and Drug Administration. HHS assistance supports threat assessment, DEST deployment, epidemiological investigation, LFA advisory requirements, and technical advice. Technical assistance to the FBI may include identification of agents, sample collection and analysis, on-site safety and protection activities, and medical management planning. Operational support to FEMA may include mass immunization, mass prophylaxis, mass fatality management, pharmaceutical support operations (National Pharmaceutical Stockpile), contingency medical records, patient tracking, and patient evacuation and definitive medical care provided through the National Disaster Medical System.

7. National Weather Service (NWS/NOAA)

The National Weather Service (NWS/NOAA) is the responsible agency for providing weather reports. This includes alerting the community by activating the Emergency Alert System (EAS) when necessary for severe weather and all hazards when requested by LJCHEMA.

8. Federal Aviation Administration (FAA)

The Federal Aviation Administration (FAA) or the National Transportation Safety Board (NTSB) will be the lead agency responsible for aircraft incidents. Emergency management personnel will support and coordinate services required after an aircraft incident at the request of the FAA, NTSB or Incident Commander.

B. State Government

1. Office of the Governor

- a. The Governor is the Chief Executive of the Commonwealth. The Governor is the Commander-in-Chief of the military forces of the Commonwealth, the chief executive of the state administrative organization, and has the authority, with some exceptions, to fill local and state governmental vacancies. The Governor also has certain legislative powers, among which is the authority to call special sessions of the General Assembly, and to adjourn the legislature under certain conditions. The Governor is the general director of all disaster and emergency operations in Kentucky.
- b. Under state law, the Governor is authorized the following:
 - 1) Make rules and regulations concerning disaster and emergency operations.
 - 2) Prepare a comprehensive emergency operations plan for the Commonwealth, which is compatible with the plans of the federal government and surrounding states.
 - 3) Ascertain survival needs of the state in a nuclear war or major disaster, and plan for the procurement and distribution of supplies to the disaster sites.
 - 4) Initiate training and public information programs.
 - 5) Utilize services, facilities and supplies of state and local agencies to support disaster and emergency activities.
 - 6) Establish necessary state agencies and offices, appoint required personnel, to include state staff and KyEM Area Managers, and delegate authority under which such agencies and officials will operate.
 - 7) Enter into reciprocal aid agreements or compacts with other states, the federal government and private agencies.
 - 8) Delegate any authority vested under KRS Chapter 39A.010 through 39A.210, and to provide for sub-delegation of such authority.
- c. In an actual enemy attack upon the United States, ordered relocation of U. S. cities, or major disaster, the Governor may declare that a state of emergency exists. Under a state of emergency, the Governor has the following additional authorities:

- 1) To enforce all laws, rules and regulations relating to emergency operations, and to assume direct operational control of all response organizations.
 - 2) To seize, take, or condemn property for the protection of the public, to support the armed forces, or for the support of federal emergency operations, the following:
 - a) All means of transportation and communications
 - b) All fuel supplies of whatever type
 - c) Food, clothing, equipment, materials, medicines and all necessary supplies
 - d) Facilities, including buildings and plants
 - 3) To sell, lend, give, or distribute all or any such property to the citizens of the state and to account to the State Treasurer for any such funds received for such property.
 - 4) To make compensation for the property seized, taken, or condemned.
 - 5) To perform and exercise such other functions, powers and duties as may be necessary to promote and secure the safety and protection of the civilian populations.
- d. The Governor must also ensure that command and control procedures are in place, conduct command and control readiness actions, alert government personnel and population, and provide for an EOC staff.
 - e. The Governor is responsible for economic stabilization, if so ordered. Economic stabilization is to provide, in concurrence with federal and state policy, interim economic stability controls and emergency measures for the rationing of food, petroleum products, and other essential items to consumers, the stabilization of prices, wages, salaries and rents.
 - f. The Governor is Commander-in-Chief of the state's military forces. To become operational, the Kentucky National Guard must be placed in State Active Duty Status by the Governor, or designated alternate. The request for activation must originate at the local level by a County Judge/Executive or Mayor and be forwarded to KyEM in Frankfort. The Governor can activate state military forces without any local request.
2. Department of Military Affairs
- a. Upon activation by the Governor, the Kentucky National Guard, Department of Military Affairs, will support state and local agencies in disaster and emergency operations by allocating available resources to mission-type requests made to the Commonwealth EOC. Military commanders have the authority to take immediate action to save human life, to prevent suffering, or to mitigate damage or destruction of property. During emergency operations, the National Guard may assist in these areas: access control, law enforcement, evacuations, transportation of supplies, ground and air transportation, emergency transport of injured persons in MEDEVAC helicopters, radiological monitoring, communications, warning, search and rescue, debris removal, and certain units may assist in damage assessment.
 - b. In a war-related crisis or actual nuclear attack on the United States, the National Guard may be in federal service and unavailable for state operations. In situations where the National Guard is activated and unable to respond, because of national defense commitments, the Governor under KRS Chapter 37 is authorized to raise a State Militia.
3. Division of Emergency Management
- a. The Kentucky Division of Emergency Management (KyEM), Department of Military Affairs, is the lead state agency for disaster/emergency response planning and response coordination. KyEM is responsible for advising the Governor, government officials and local governments of the nature, magnitude and possible effects of a natural, technological, terrorism, or war-related disaster or emergency. This division will advise state and local government officials of increased readiness actions and alerts in a war-related crisis.
 - b. KyEM will render advice and assistance to state and local government agencies in developing and revising: emergency operations plans, public information, training programs, funding, tests and exercises, and proper administration of local programs.
 - c. KyEM will coordinate the functions of state government involved in response operations. Such coordination also includes liaison with federal and private agencies.

- d. KyEM will maintain all equipment, resource data and rosters necessary to conduct EOC operations.
- e. KyEM will coordinate, as necessary, planning and response operations with adjoining states.
- f. KyEM is responsible for maintaining, revising and distributing the State Emergency Operations Plan (KyEOP). In addition, periodic training will be given to state KYEM personnel and agency coordinators to test and evaluate this plan and related operating procedures.
- g. KyEM will, if necessary, conduct operations in the EOC or alternate location twenty-four (24) hours a day from the implementation of this plan until the resolution of the situation.
- h. KyEM is responsible for the development, maintenance and operations of the Emergency Communications Center. The Commonwealth EOC is an alternate National Warning System Warning Point and will receive the warning information. In the event the primary warning point cannot function, the EOC will become the primary warning point.
- i. KyEM is the primary agency responsible for public information during disasters and emergencies. Public information is to keep the population informed of the developing situation, instructions for protection, to control rumors and speculations, and to release information needed for safety and welfare of the citizens of the state.
- j. In a nuclear crisis or war, KyEM will coordinate radiological protection for the state. Radiological protection programs establish an organization, operational plans, chain of command and procedures for monitoring, reporting and evaluating the radiological situation.
- k. In the event statewide coordination of rescue services becomes necessary, KyEM will provide such coordination from the Commonwealth EOC.
- l. During natural, technological and war related situations KyEM, through the Commonwealth EOC, will coordinate and operate the emergency operations reporting system. This system is designed to provide for the maximum sharing of essential information by all emergency services at all levels, laterally and between jurisdictions. The system will provide information during all operational periods.
- m. KyEM is also responsible for the coordination and direction of recovery programs and damage assessment. KyEM will compile preliminary damage estimates and record all-important data in the EOC. Staff will coordinate and compile a complete damage assessment report according to federal guidelines, recommend emergency repairs, record related expenditures, assist in securing external aid to restore damaged property, and implement all necessary recovery operations. KyEM will also assist the Governor in requesting a major disaster or emergency declaration. If so authorized by the federal government, KyEM is responsible for: Disaster Application Centers, Individual and Family Grant Program, and Public Assistance Program for state and local governments in developing training programs.
- n. KyEM coordinates the Emergency Repatriation Program. This program will be implemented at any time an emergency occurs in a foreign country, which requires the immediate evacuation of U. S. citizens and dependents from such countries back to the United States. The Cabinet for Families and Children and the Red Cross provide primary support.

4. Justice Cabinet

- a. The Kentucky State Police (KSP), Justice Cabinet, is the primary state agency for law enforcement operations and coordination. Law enforcement operations are to maintain law and order through traffic and crowd control, prevention of crime against people and property, support to shelters, and security of essential locations. KSP will be assisted by, and work with, other state and local law enforcement agencies.
- b. The headquarters of KSP is the Primary Warning Point for Kentucky within the National Warning System.
- c. KSP will also furnish personnel and equipment to support: communications, hazardous materials operations, transportation and rescue as required during operations.
- d. The State Medical Examiner's Office, Justice Cabinet, will assist and coordinate mortuary services. This department will also direct the collection of necessary vital records.
- e. The Department of Corrections, Justice Cabinet, if resources permit, may be requested to furnish equipment and personnel for reception and care operations. In a severe disaster or war related crisis, cabinet institutions may be used to house inmates from local jails and evacuated state facilities.

5. Transportation Cabinet

- a. The Transportation Cabinet is responsible for the coordination of the state's transportation resources during a declaration of emergency. This coordination will be through the Emergency Transportation Service, which is responsible for emergency resource management.
- b. The Department of Highways, Transportation Cabinet, is the primary state agency for coordinating public works resources. These resources will be used for: emergency flood-fighting operations to protect lives, property and services; clear debris which hinders operations; and perform repairs to roads, bridges, drainage ditches, and public facilities as appropriate.
- c. The Department of Vehicle Regulation will support law enforcement, communications, warning and radiological monitoring.
- d. Cabinet equipment and personnel will also be used for hazardous materials emergency operations.

6. Environmental and Public Protection Cabinet

- a. The Environmental and Public Protection Cabinet, through its organization of departments and division, will provide emergency environmental technical services as required. In a severe situation, or war-related crisis, this cabinet is authorized to develop and direct resource management functions for drinking water.
- b. The Cabinet has a response center, which is responsible for directing operations and resources within the Cabinet. This center is the contact point within the Cabinet for emergency response.
- c. Division of Energy, Department for Natural Resources
 - 1) The Division of Energy will direct and organize the allocation and control of fuel and energy distribution, inventory available energy supplies and capacities, and maintain a plan to cope with emergency energy shortages.
 - 2) The Division of Energy, in a severe disaster or war related crisis, will maintain an energy resource board. This board will perform emergency resource management for petroleum, gas, solid fuel, and electric power.
- d. All divisions will furnish support, if required, for warning the population, rescue and damage assessment.

7. Cabinet for Health and Family Services

- a. The Cabinet for Health and Family Services is the primary agency for supporting the American Red Cross in providing reception and care. Reception and care is to provide the recording, clothing, social services, and shelter for the population.
- b. The Cabinet for Health and Family Services is the primary agency for public health and medical services. These services provide primary and emergency medical care for the population. The Cabinet is responsible for the development and operation of a health resource management system in a severe disaster or war related situation.
- c. The Radiation Control Section of the Cabinet has primary responsibility for accident assessment in which radioactive materials are involved.

8. Justice and Public Safety Cabinet

- a. In a severe disaster or war related crisis, the Cabinet Secretary will be the Chairman of the Economic Stabilization Board for Kentucky. This board will support, implement and administer federal and state economic stabilization measures, and will coordinate its own fiscal measures with overall state and federal policies.
- b. The Department of Alcoholic Beverage Control, Public Protection Cabinet, will support law enforcement operations.
- c. The Department of Insurance, Public Protection Cabinet, will provide personnel for DACs in a Presidential Disaster Declaration.
- d. The State Fire Marshal, Public Protection Cabinet, is the primary state agency which coordinates the provision of state support and technical assistance to local fire fighting agencies. The Fire Marshal will provide technical support and direction when required at hazardous materials emergencies. The Fire Marshal will assist in damage assessment as required. The office will also provide training in hazardous materials operations.

C. Local Government

Office of the Metro Mayor

- a. The Metro Mayor is the Chief Executive in Louisville/Jefferson County Metro Government.
- b. Under state and local law, the Metro Mayor is authorized to conduct the following:
 - (1) Make rules and regulations concerning disaster and emergency operations.
 - (2) Prepare a comprehensive emergency operations plan for Louisville/Jefferson County Metro Government, which is compatible with the plans of the federal and state government, and surrounding states.
 - (3) Ascertain survival needs affected populations in a major disaster, and plan for the procurement and distribution of supplies to the disaster sites.
 - (4) Initiate training and public information programs.
 - (5) Utilize services, facilities and supplies of state and local agencies to support disaster and emergency activities.
 - (6) Establish necessary agencies and offices, appoint required personnel, to include LJCMEEMA Director and Deputy LJCMEEMA Director, and delegate authority under which such agencies and officials will operate.
 - (7) Enter into reciprocal aid agreements or compacts with other counties, states, the federal government and private agencies.
 - (8) Delegate any authority vested under KRS Chapter 39A.010 through 39A.210, and Chapter 40.13 Cooperative Compact, 1998.

Louisville/Jefferson County Metro Emergency Management Agency (LJCMEEMA)

- a. LJCMEEMA is the lead agency for disaster/emergency response planning and response coordination. LJCMEEMA is responsible for advising the Metro Mayor, KyEM, and state and local agencies of the nature, magnitude and possible effects of a natural, technological, terrorism, or war-related disaster or emergency. LJCMEEMA will advise local officials of increased readiness actions and alerts in a war-related crisis.
- b. LJCMEEMA will render advice and assistance to agencies in developing and revising: emergency operations plans, public information, training programs, tests and exercises, and proper administration of their emergency management programs.
- c. LJCMEEMA will coordinate the functions of local government involved in response operations. Such coordination also includes liaison with state, federal and private agencies.
- d. LJCMEEMA will maintain all equipment, resource data and rosters necessary to conduct EOC operations.
- e. LJCMEEMA will coordinate, as necessary, planning and response operations with adjoining states.
- f. LJCMEEMA is responsible for maintaining, revising and distributing the Louisville Metro Emergency Operations Plan (EOP). In addition, portions of the EOP will be tested and evaluated annually.
- g. LJCMEEMA will, if necessary, conduct operations in the EOC or alternate location twenty-four (24) hours a day from implementation of this plan until the resolution of the situation, if warranted.
- h. LJCMEEMA will administer and coordinate Search and Rescue, and Hazard Mitigation Programs.
- i. MetroSafe Communications is the responsible agency for the Public Safety Answering Point (9-1-1) to provide a single telephone number through which citizens of Louisville/Jefferson County may obtain emergency service.
- j. LJCMEEMA is the primary agency responsible for providing the Metro Mayor's Communications Staff with information and updates during disasters and emergencies. Public information is to keep the population informed of the developing situation, instructions for protection, to control rumors and speculations, and to release information needed for safety and welfare of the citizens of the city and county.
- k. In a nuclear crisis or war, LJCMEEMA will coordinate radiological protection for Louisville/Jefferson County through KyEM and the Louisville Metro Public Health and Wellness. Radiological Protection Programs establish an organization, operational plans, chain of command and procedure for monitoring, reporting and evaluating the radiological situation.
- l. If a countywide coordination of rescue services becomes necessary, LJCMEEMA will provide such coordination from the EOC.
- m. LJCMEEMA is responsible for the coordination and direction of recovery programs and damage assessment. LJCMEEMA will compile preliminary damage estimates and record all important data in the EOC, coordinate and compile a complete damage assessment report according to state and federal guidelines, recommend emergency repairs, record related expenditures, assist in

securing external aid to restore damaged property, and implement all necessary recovery operations. LJCMEEMA will assist the Metro Mayor in requesting a major disaster or emergency declaration.

- n. Under KRS 79.310 Cooperative Compact, LJCMEEMA will function in the following manner: Organize, administer, and operate a disaster and emergency services agency, subject to the direction and Control of the Metro Mayor within the territorial limits of Louisville/Jefferson County and outside of such territorial limits as may be required pursuant to the provisions of KRS Chapter 39A.

Law Enforcement Agency

- a. The Louisville Metro Police Department is the primary agency for law enforcement. Law enforcement operations are to maintain law and order through traffic and crowd control, prevention of crime against people and property, support to shelters, and security of essential locations. The police will be assisted by, and work with, other state, federal and local law enforcement agencies.
- b. The Louisville Metro Police Department will also furnish personnel and equipment to support: hazardous materials operations (perimeter security), transportation of evacuees (as feasible), and rescue (per training) as required during operations.

Public Protection Agencies

- a. In a severe disaster or war-related crisis, Alcoholic Beverage Control, Inspection Permits and License and other code enforcement agencies in Louisville/Jefferson County Metro Government will support law enforcement operations.
- b. In a severe disaster or war related crisis the Corrections Department, if resources permit, may be requested to furnish equipment and personnel for reception and care operations. This includes the Corrections Department being used to house inmates from surrounding jails and evacuated state facilities.

Medical Examiner's Office and Coroner's Officer

The Medical Examiner's Office and Coroner's Office will assist and coordinate mortuary services. Each will also direct the collection of necessary vital records and assist in the identification of victims.

Transportation

The Transit Authority of River City is responsible for coordination of Louisville/Jefferson County Metro Government's and other transportation resources during a declaration of emergency. Equipment and personnel will also be used for hazardous materials emergency operations.

Fire Departments

Louisville Fire & Rescue provides firefighting services for the urban area in Louisville/Jefferson County. Jefferson County Fire Protection Districts plus the City of Shively provide firefighting services for suburban areas with the county. All departments have mutual aid agreements that provide support to each other as needed. These departments, in addition to firefighting, provide technical support and direction for hazardous materials emergencies, rescues, etc. They will also assist in damage assessment as required.

MetroSafe Communications

MetroSafe Communications is responsible for monthly testing of the outdoor warning siren system and activation of appropriate outdoor warning sirens to alert the public of an emergency.

Louisville Metro Public Health and Wellness (LMPHW)

- a. LMPHW will be responsible for supporting the environment and health issues during a disaster declaration or emergency.
- b. LMPHW will be the primary agency responsible for public health and medical services. These services are to provide primary and emergency medical care for the community. This agency is

responsible for the development and operation of a health resource management system during a severe disaster or war related situation.

- c. LMPHW will coordinate the collection and distribution of medical supplies; will assist in providing physicians, nurses and medical personnel. This agency is responsible for directing and assisting in epidemic control, vector control, sanitation services, and safety of food. It is also responsible for the safety of the water supply coming from the wells.
- d. LMPHW will be responsible for monitoring air quality, radiation control, hazardous materials handling, analysis and identification during accidents or incidents. This agency has primary responsibility for accident assessment in which radioactive materials are involved.
- e. LMPHW will also provide support, if required, for warning the population, rescue and damage assessment.

Personnel Agencies

Personnel agencies will assist in the coordination, of under-utilized manpower. If a severe disaster or emergency under-utilized personnel within an agency will be reassigned where needed until the disaster or emergency has stabilized and personnel are no longer needed.

Metro Public Works

These agencies consist of Public Works Department, Parks Department, Solid Waste Management, etc. If a disaster or emergency these agencies are responsible for debris removal, damage assessment, construction, petroleum, gas, solid fuel, and electric power, waste management, etc. These agencies will assist with search and rescue, as well as damage assessment. These agencies will also assist in the damage assessment of the natural gas, electricity and telephone services.

Metro Information Technology

This agency is responsible for information technology, which includes all computers, telephones, fax, archives, communication support, etc. In a disaster or emergency this agency is responsible for coordinating the resources available in order for local government to continue. This agency will be available on a 24-hour basis until the disaster or emergency has stabilized. This agency will also assist in damage assessment if required.

Emergency Medical Services (EMS)

These agencies will support all medical necessities prior to, during, and after a declared disaster or emergency. This includes Louisville Metro EMS and local private ambulance services that have contracts with the Louisville/Jefferson County Metro Government for ambulance services.

Community Service Agency (Cabinet for Health and Family Services)

This is the public service oriented agency that has training in supporting the community needs. This group will also include Metro Call, which will serve as a one-stop service to the community during a declared disaster or emergency on a 24-hour basis, until the disaster or emergency has stabilized and is no longer needed.

Volunteer/Private Relief Organizations/Private Organizations

Various volunteer, private relief and private organizations will act in close cooperation with local government to provide assistance necessary to relieve human suffering and meet human needs in a natural, technological, or war related crisis. These organizations include, among others, American Red Cross, Salvation Army, Civil Air Patrol, Louisville Gas and Electric, etc. These agencies will provide search and rescue, reception and care, transportation, health/medical, construction/public works and recovery.

VI. ADMINISTRATION AND LOGISTICS

- A. All government and non-government organizations involved with emergency assignments will provide their personnel with an agency identification card and vehicle pass.
- B. During the conduct of natural, technological, or war related emergency operations, necessary resources required by response agencies, will be obtained primarily from their supporting agencies and sources. Pursuant to the authority granted under KRS 39A.100; 110, the Governor may requisition or use any private property deemed necessary to perform emergency operations. The Governor may delegate this authority to the Metro Mayor. In every case, a receipt will be given to the owner or possessor of the property. Agencies so requesting supplies or equipment will keep a duplicate copy of the issued receipt for later settlements of claims.
- C. All reports will be made in conformity with current rules and regulations.

VII. REFERENCES AND AUTHORITES

- Kentucky Revised Statute, Chapter 039B00, Kentucky Emergency Management
- Louisville/Jefferson County Metro Government Resolution 149 Series 2005
- Commonwealth of Kentucky Emergency Operations Plan
- National Incident Management System (NIMS), December 2008
- National Response Framework, January 2008
- DHS Homeland Security Act (2002)
- Homeland Security Presidential Directive (HSPD) - 5, Management of Domestic Incidents
- Homeland Security Presidential Directive – 8, National Preparedness Goal
- Kentucky Model Procurement Code KRS 45A.380 (Noncompetitive Negotiation)
- Office of Management and Budget Policy (Purchasing)
(Written Findings Revised – July 2011)
(Contract Data Sheet – revised September 2010)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288)
- Louisville Metro Natural Hazards Mitigation Plan
- National Disaster Recovery Framework, September 2011

BASIC PLAN

SITUATION



This Emergency Operations Plan is intended to provide an organized system to enable Louisville Metro to discharge its statutory responsibility for providing direction and control during any large scale disaster, to include preparedness, response, recovery, and mitigation.



Jefferson County

HAZARD ANALYSIS

A study of actual and potential hazards in Louisville/Jefferson County shows that the community is not immune to disasters, emergencies or near disasters. The threat of accidents and natural disasters is a common concern to the citizens of the Louisville/Jefferson County. The vulnerability, or hazard threat, varies according to area, season, and type of disaster or emergency.

Significant past natural and technological emergencies and disasters provide a useful basis for providing insight as to the type and frequency of occurrences and as a basis for future planning.

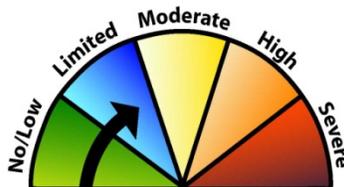
During a calendar year, public hazards, which concern most local officials, change in priority. Although many hazards are continuous (earthquakes, transportation accidents and human action emergencies) others vary according to seasonal and climatic factors.

The following potential hazards, or threats, have been identified for Louisville/Jefferson County:

- Flood
- Tornado
- Severe Weather
- Thunderstorm
- Winter Storm (ice and snow)
- Earthquake
- Hazardous Material Release
- Transportation Accident
- Energy Related Hazard (Power Shortages/Outages)
- Nuclear/Conventional/Biological/Chemical/Terrorism Attack

Following is a brief summary of the factors and conditions, which influence the incidence of these various types of hazards, and the vulnerability of Louisville/Jefferson County to each.

HAZARD CATEGORY	Projected Impact Potential																	
	Excessive wind	Excessive water	Damaging hail	Electric power outage	Surface and air transportation disruption	Navigable waterway impairment	Potable water system loss of disruption	Sewer system outage	Telecommunications system outage	Human health and safety	Psychological hardship	Economic disruption	Disruption of community services	Damage to critical environmental resources	Damage to identified historical resources	Fire	Toxic releases	Stormwater draining impairment
NATURAL																		
Flood	▲	▲		▲	▲	▲	▲	▲		▲	▲	▲	▲	▲	▲	▲	▲	▲
Tornado	▲		▲	▲	▲				▲	▲	▲	▲						
Severe Weather	▲	▲	▲	▲	▲				▲	▲	▲	▲						
Winter Storm (ice and snow)				▲	▲	▲			▲	▲	▲	▲	▲					
Earthquake				▲	▲	▲	▲	▲	▲	▲	▲	▲	▲	▲	▲	▲	▲	▲
TECHNOLOGICAL																		
Hazardous material release					▲	▲				▲	▲	▲		▲		▲	▲	
Communications failure									▲	▲		▲	▲					
Transportation system accident					▲	▲				▲		▲	▲					
Energy/power failure				▲	▲		▲	▲	▲	▲	▲	▲	▲					
SOCIETAL																		
Civil disturbance					▲					▲	▲	▲	▲		▲			
Terrorism and sabotage				▲	▲	▲	▲		▲	▲	▲	▲	▲	▲	▲	▲	▲	



Hazard Risk Gauge

Initial Profile Ranking

SEVERE RISK HAZARDS	Flooding Severe Thunderstorms
HIGH RISK HAZARDS	Hailstorm Tornado
MODERATE RISK HAZARDS	Earthquake Severe Winter Storms
LIMITED RISK HAZARDS	Dam Failure Extreme Heat Karst/Sinkhole Landslides Wildfire
LOW RISK HAZARDS	Drought

FLOOD

Floods are probably the most common hazard to affect the state. Major flooding occurs within the state almost every year, and usually there are several floods within the course of a year. In Louisville/Jefferson County significant floods occurred in 1937, 1964, and 1997. Two types of flooding have been identified: Flash floods and river basin floods.

Flash flooding has occurred in all parts of Louisville/Jefferson County as the result of excessive rainfall over short periods of time. This type of flooding is more prevalent and has occurred in all months of the year, but is more prevalent during the spring and summer months.

River basin flooding is more common during winter and early spring – February to April. Flooding of this nature is common along the states major streams, particularly along the Ohio, Mississippi, Licking, Big Sandy, Cumberland, Green, Rolling Fork and Kentucky Rivers, along with other smaller streams. Louisville/Jefferson County has been seriously affected by past flooding.



River gauges, located at the McAlpine Locks and Dam, are maintained and monitored by the U.S. Corps of Engineers. Upper and lower gauge readings are based on United States Geological Services (USGS) datum. LOJIC (Metropolitan Sewer District's graphical information system) has the ability to convert upper and lower USGA river gauge readings and elevations relating to sea level to determine and plot areas for

expected flooding. River readings are available on the Corps website and published daily in the Courier-Journal.

The Metropolitan Sewer District's (MSD) Emergency Response Team constantly monitors river activity to mitigate flooding and if necessary install flood gates throughout the flood wall system. MSD also advises Louisville/Jefferson County Metro EMA as to any possible flooding issues.

The history of flooding in Louisville/Jefferson County Metro, including the severity, types and frequency, are detailed in the Louisville/Jefferson County Floodplain Management Plan (FPM) in Section VII, "Historical Data and Hazard Identifications." Louisville/Jefferson County participates in the Federal Emergency Management's National Flood Insurance Program and Community Rating System program. The current Class 5 rating provides qualifying property owners a 25% reduction in their flood insurance premiums. There are approximately 6600 flood insurance policy holders in Louisville/Jefferson County that realize an estimated \$450,000+ annual, aggregate savings. Facilities including utilities that sustain flood damage are outlined in Section IX, "Flood Hazard Inventory of Watersheds" in the FMP.

TORNADO

Tornadoes may occur in any part of the state at any time of year; however, the western and central portions have experienced greater frequency. The months of March, April and May seem to have the most severe tornadoes. Tornadoes have been recorded in the state as far back as 1830, but seem to have become more frequent in recent years.

Since 1950, Kentucky has averaged 8.4 tornadoes per year. There were 19 tornadoes reported in 1973; in 1974 there were a total of 34. In Louisville/Jefferson County tornadoes have occurred in 1890, 1917, 1925, 1928, 1964, 1969, 1974, 2006, and 2008.

Injuries, damages and fatalities attributed to tornadoes have also been on the increase in recent years. In 1971 there were nine deaths and some 130 injuries from tornadoes. In 1974 there were 76 tornado fatalities and approximately 1,000 personal injuries from the exceptionally high number of tornadoes that affected the state that year.

SEVERE WEATHER

This topic includes several locally severe weather phenomena:

Hurricane

Kentucky does not lie within the hurricane zone of the U.S.; however, ancillary generated weather instability frequently follows a northeasterly path, tracking across the state. These passing storms may produce excessively heavy amounts of rainfall, resulting in flash flooding for various communities in the state, or spawn deadly tornadoes, which wreak death and destruction. Probably the most damaging and best known incidence of spawned tornadoes occurred on Palm Sunday, 1965, across several states of the Midwest, including Kentucky.

Thunderstorm

Thunderstorms occur frequently and in some instances cause as much damage as a tornado. A severe thunderstorm may be accompanied by strong winds, hail, heavy rains, etc., which can produce considerable damage to buildings, street lights, overhead electric lines, telephone lines, etc. Lightning is the most deadly phenomenon associated with thunderstorms, resulting in numerous deaths each year. Thunderstorms may also generate hail. Hailstorms may occur independently and generally cause more monetary damage than any other type of windstorm.

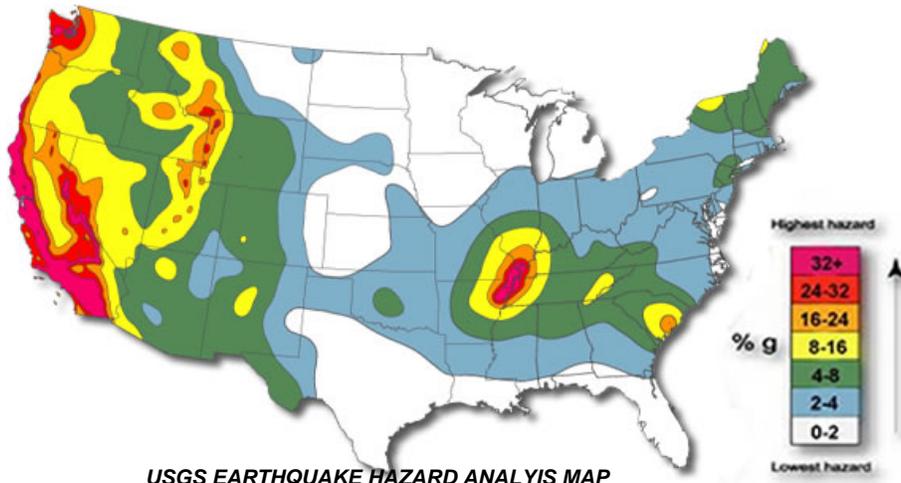
Thunderstorm conditions also favor the formation of tornadoes, adding significantly to the hazard potential of these locally severe storms. Due to the close relationship of thunderstorms with tornadoes, thunderstorms warnings have acquired a special significance in Louisville/Jefferson County.

Winter Storm

Due to the mild, temperature climate, Louisville/Jefferson County has experienced few severe winter storms. Occasionally, ice and/or snowstorms do occur, but they are generally light and of short duration. Rarely does snow accumulate to depths greater than three (3) or four (4) inches. The most severe winter weather conditions normally occur during the months of January and February. Recent

severe winters occurred in four consecutive years in the late '70s, 1994, 1998 and 2004. The lowest recorded temperature on record is -22 °F (-30 °C) on January 19, 1994.

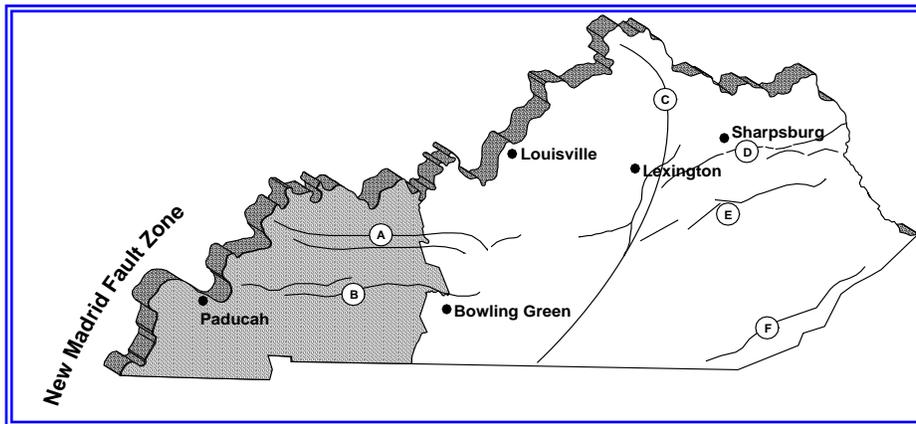
EARTHQUAKE



USGS EARTHQUAKE HAZARD ANALYSIS MAP

Kentucky has not experienced an earthquake of major proportions since 1812. However, this violent form of natural disaster poses a great hazard to certain regions of the state, in particular the Jackson Purchase region and the extreme southeastern section of the state. Louisville/Jefferson County's threat is the New Madrid Fault. It is estimated that enough energy has been stored to produce another earthquake of 7.6 magnitude on the Richter scale along the New Madrid fault. An earthquake of 7.6

magnitude along the New Madrid Fault is projected to cause a 4.0 – 4.5 magnitude event for Louisville/Jefferson County with strong ground shaking. More people would be potentially affected in Louisville/Jefferson County than in other parts of the state, although others would be closer to the epicenter. The sandy soil along the Ohio River and other parts of the county where there is unconsolidated fill materials could be affected by liquefaction. If this occurs, there could be serious damage in the downtown Louisville area, as well as other areas near the river such as Rubbertown.



Fault Systems in Kentucky

- A - Rough Creek
- B - Pennyrite
- C - Cincinnati
- D - Kentucky River
- E - Irvine-Paint Creek
- F - Pine Mountain Thrust

Table 5-2. Estimated Damages/Losses to General Building Stock from Earthquake

Occupancy Class	100-year MRP Earthquake		500-year MRP Earthquake	
	Estimated Damages	Economic Loss Ratio	Estimated Damages	Economic Loss Ratio
Residential Building Structure	-	N/A	\$108.6 M	0.26%
Residential Building Content	-	N/A	\$15.6 M	0.08%
Residential Building Total	-	N/A	\$124.2 M	0.20%
Commercial Building Structure	-	N/A	\$29.7 M	0.44%
Commercial Building Content	-	N/A	\$7.3 M	0.10%
Commercial Building Total	-	N/A	\$37.0 M	0.27%
Total for All Buildings	-	N/A	\$161.2 M	0.21%

HAZARDOUS MATERIALS RELEASE

Hazardous materials planning occurs per the requirements of Title III of the Super Fund Amendments and Reauthorization Act (SARA) of 1986, Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980 and EPA Clean Air Act of 1990, RMP, as provided for in Section 112(r).

Louisville/Jefferson County has almost 500 fixed site facilities that are required to file per the requirements of SARA Title III *Tier II Chemical Inventory* reports. Some of these facilities are also required to meet additional planning requirements due to the types and amounts of chemicals that are present on a daily basis. A significant release of an extremely hazardous material has the potential to affect a large population area.

Major interstates (I-64, I-65, and I-71) and rail lines intersect the area. Significant quantities of hazardous materials are transported via these mediums in addition to hazardous material transport that routinely occurs on the Ohio River.



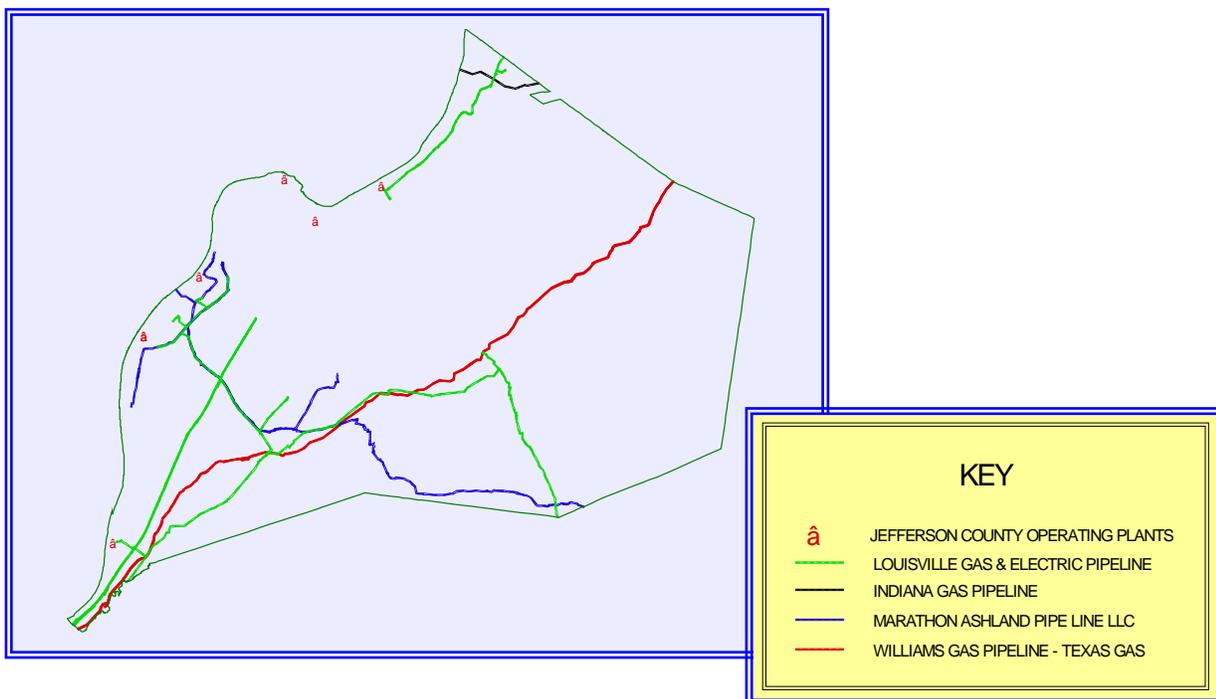
ENERGY HAZARDS

Petroleum and Natural Gas Lines

Potential hazardous situations arise from possible rupture of the many oil and natural gas pipelines that crisscross through Louisville/Jefferson County. Accidental rupture of these lines can result in fire and/or explosion, resulting in property damage and possible injuries or loss of life to the citizens.

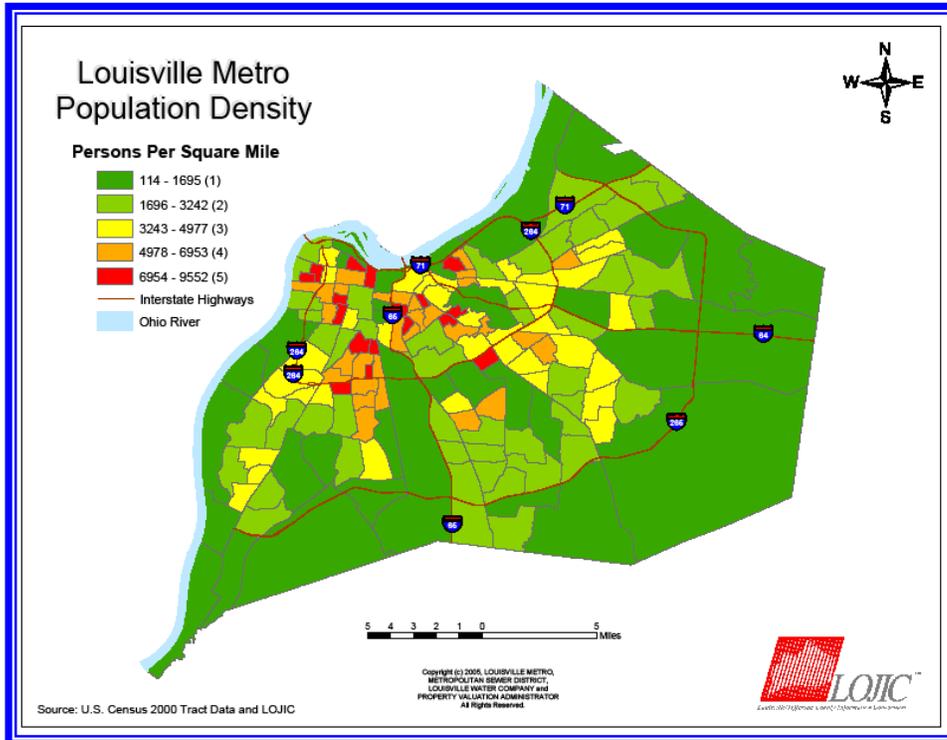
The natural gas and petroleum related industries operating in the area and throughout the state have an excellent safety record.

Louisville/Jefferson County has not experienced major fires or explosions from these distribution lines, but the potential remains and will require continued monitoring for code compliance.



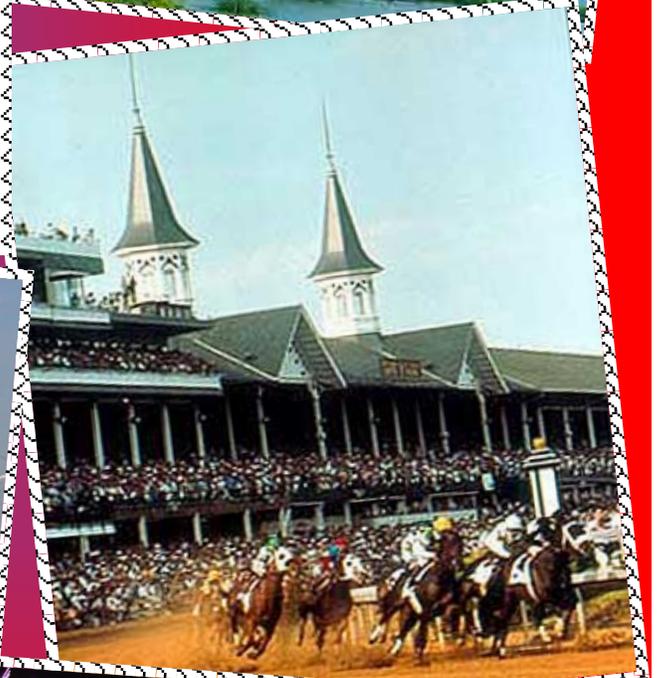
POPULATION ANALYSIS SUMMARY

The qualitative hazard impact potential for most types of disaster is greatest for Louisville/Jefferson County, within the state, given its population and infrastructure density. Although frequency of occurrence may be greater in rural areas, the overall impact to life and property in the aggregate is less. Periodic flooding is a representative example. Other disasters, such as tornadoes and earthquakes, do not differentiate between urban and rural; however, their hazard potential is much greater when one occurs in densely populated areas.



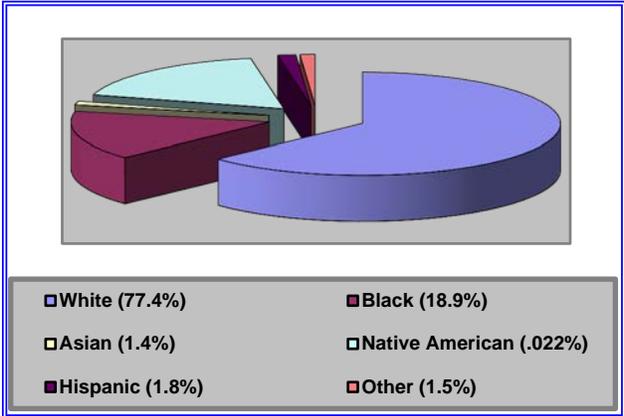
GEOGRAPHIC INFORMATION

- Formed in 1780, Louisville/Jefferson County is a well-known geographic area highlighted by rolling hillsides and meandering streams. It is the largest and the most densely populated county in the state and the 16th largest city in the United States. Population for Jefferson County is approximately 695,000 according to 2000 census data.
- It is located on the south bank of the Ohio River, 604 miles below Pittsburgh, Pennsylvania, and 377 miles above the mouth of the river at Cairo, Illinois at 38°13'44"N, 85°44'58"W (38.228870, -85.749534).
- Total area is 399 square miles (1,032 km²), of which 385 square miles (997 km²) is land and 13 square miles (35 km²/3.38%) is water.
- Louisville is positioned on the northern limit of the humid subtropical climate. Summers are typically hot and humid with mildly warm evenings. The mean annual temperature is 56 °F (13 °C), with an average annual snowfall of 16.4 inches (41 cm) and an average annual rainfall of 44.53 inches (1131 mm). The wettest seasons are the spring and summer, although rainfall is fairly constant all year round. During the winter, particularly in January and February, several days of snow can be expected.

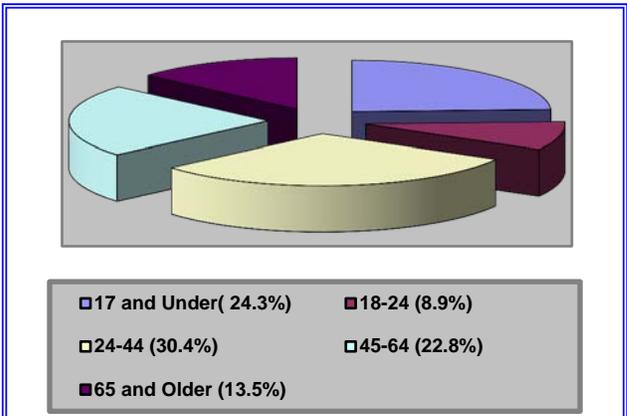


DEMOGRAPHIC INFORMATION

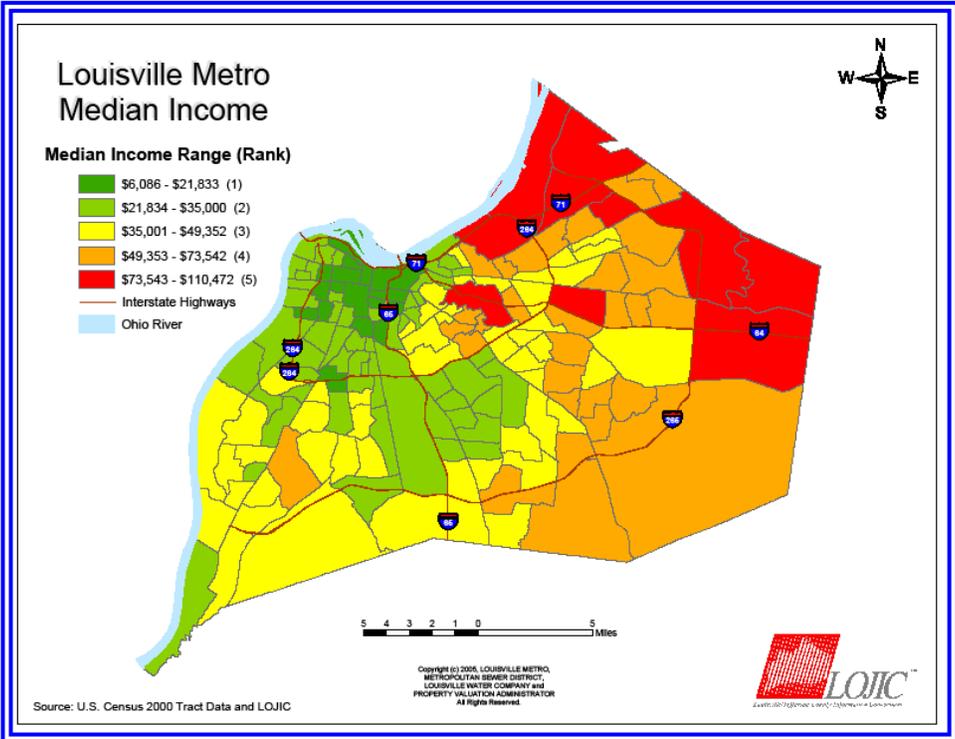
- 17% of the state's population lives in Jefferson County.
- There are 741,000 people, 303,810 households, and 185,250 families within the county.
- Average population density is 1,822 people per square mile (695/km²).
- The median age is 37 years.
- There are 91.60 males per 100 females.
- The *Louisville Metropolitan Statistical Area (MSA)* has a population of 1,294,849 ranking 42nd nationally. The metro area includes Louisville/Jefferson County and 12 surrounding counties, eight in Kentucky and four in Southern Indiana.
- The *Louisville Combined Statistical Area (CSA)* includes the MSA and three additional counties. It has a total population of 1,440,607, which ranks 32nd in the United States.



Population Distribution by Race



Population Distribution by Age



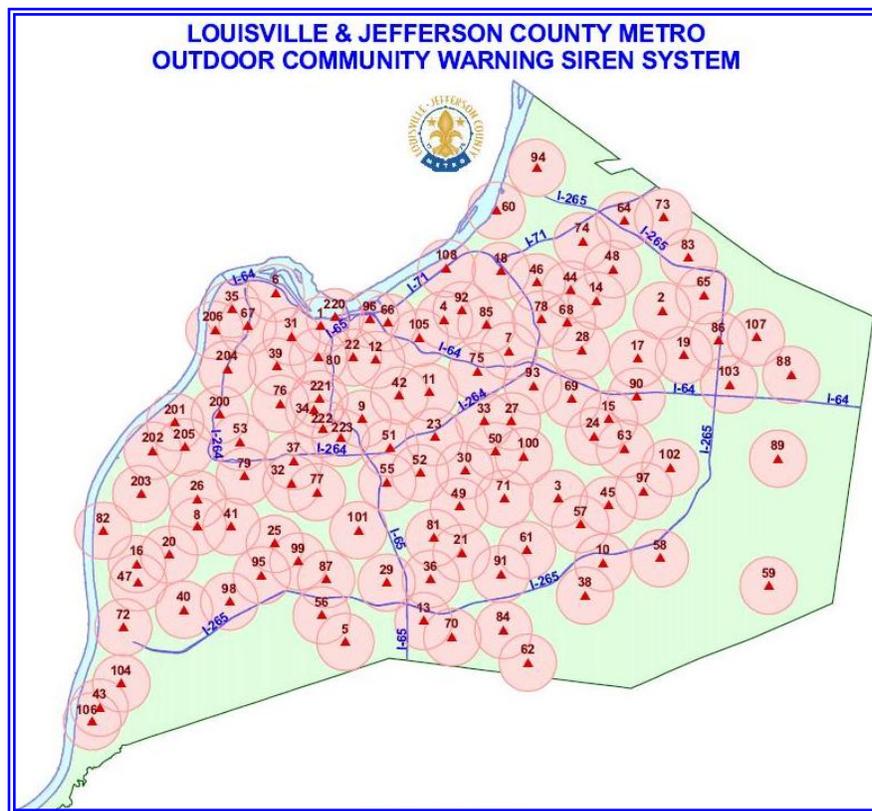
- Hazard Emergency Warning Dissemination

The ability to save lives and protect property during an emergency activation depends upon rapid, accurate, and coordinated information distribution to all segments of the population utilizing all available distribution mechanisms. Notification of any natural or manmade threat to the residents of Jefferson County must be disseminated to the general public, impacted municipal jurisdictions, response and recovery organizations, Emergency Management Agency staff, vulnerable critical facilities, neighboring jurisdictions that may be impacted, and the Commonwealth EOC.

The emphasis during an emergency activation is timely, accurate and coordinated information that employs available public information mechanisms. Louisville/Jefferson County has established primary and multiple back-up dissemination systems to provide timely notification.

Outdoor Warning Sirens

A system of 120 outdoor warning sirens provides notification to residents to take shelter and seek additional information from normal media outlets. The sirens may be activated in response to a tornado warning, straight line winds approaching tornado velocity, a hazardous material release, or other significant emergency.



Emergency Alert System

The Emergency Alert System, managed by the National Weather Service (NWS), broadcasts severe weather emergency information via the National Oceanic and Atmospheric Administration (NOAA) All Hazards/Weather Radio and also utilizes commercial television and radio stations to broadcast severe weather information. The NWS, upon request of the Emergency Management Agency, will also broadcast other emergency related messages. The system is tested weekly.

Direct Notification

Outdoor warning sirens, and sirens and loudspeakers from police and fire vehicles may be utilized to warn the public, if necessary, due to a nighttime threat or a quickly escalating threat. Vehicles with sirens will pass through the threatened neighborhood to notify/awaken the public with instructions to tune into local media stations for further information on the impending dangers.

Telephone Notification System

The Emergency Management Agency manages the CodeRED™ emergency notification system. The system is capable of calling more than 1000 calls per minute, subject to availability of viable telephone circuits. Citizens that have cell phone, unlisted and unpublished number must sign up in order to receive telephone notification. CodeRED™ has three types of notifications:

Emergency notification - These are the highest and most urgent of alerts in which there is immediate danger to life and health. An example of an emergency alert would be a chlorine leak from a rail car. All phone numbers in city databases will receive phone calls, texts or emails when there is an emergency, regardless of if citizens have signed up with Code Red.

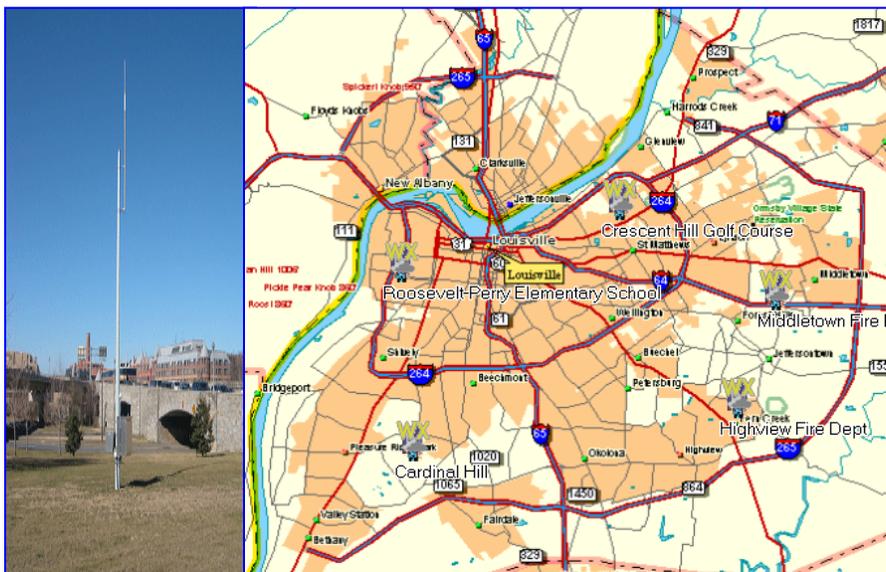
General notifications - These are alerts to help warn the public of potential dangers or disseminate information regarding situations that do not pose imminent danger to life or health. **Citizens must sign up to receive these alerts.**

Severe weather notifications - These alerts are sent directly from the National Weather Service, through the CodeRED™ system, to allow citizens to be alerted to the tornado, thunderstorm and/or flood warnings. **Citizens must sign up to receive these alerts.**

Citizens who do not have access to computers or the Internet may visit public libraries to sign up for CodeRED™. Citizens who cannot visit the library may call MetroCall 311 and have a city employee enter their information into the system. MetroCall will be helping citizens sign up for CodeRED™ every weekday, from 8 a.m. to 5 p.m.

Dedicated AM Radio Station

LOUISVILLE METRO 1610A EMERGENCY RADIO produces a signal capable of being received virtually anywhere in Jefferson County and to some extent in surrounding counties. Antennas and transmitters are located at Roosevelt Perry Elementary School, Crescent Hill Golf Course, Middletown Fire Department, Highview Fire Department, and Cardinal Hill. Uses may include but are not limited to current situation reports, shelter and evacuation related information as appropriate, and disaster recovery information for the impacted area. The system is tested daily.



Media Releases

The Public Information Officer (PIO), Mayor's Communication Staff, is the lead contact for Emergency Support Function 14, Public Information. The PIO prepares and distributes regular press releases, and schedules press briefings and media interviews. The PIO will also manage the activation and provide supervision if incident severity requires a Joint Information Center.

Pre-Recorded Information Hotline

A Public Information Hotline may be established that contains a pre-recorded message for public information dissemination. The hotline telephone number will be disseminated via local television, radio, and media.

Internet Websites

The Emergency Management Agency website contains emergency management information that would be of interest to the general public and official agencies - <http://www.louisvilleky.gov/EMA/>. This information is regularly updated and information related to current disaster will be posted. The main Louisville/Jefferson County Metro Government website, <http://www.louisvilleky.gov/>, will also contain disaster related information.

• **Disaster Recovery**

All recovery activities are coordinated initially through the Emergency Operations Center (EOC) and begin during the response phase with an evaluation of:

- Situation reports;
- Mission assignments logged and tracked in WebEOC;
- Municipal status update reports received from municipalities within Jefferson County;
- EOC briefings;
- Local conference calls; and
- Initial damage impact survey data, as well as other impact information received from other sources.

These information sources are reviewed and monitored to identify the areas that should receive priority for damage assessment and human needs resources. Gathering this intelligence sets the stage for the transition from response to recovery operations, which takes place after the event.

Initial Damage Impact Survey

In the immediate aftermath of the disaster, a countywide "Initial Damage Impact Survey" will be conducted. The goal of this "Survey" is to determine the magnitude and severity of damage to private and public buildings and infrastructure; and if a severe rainfall event, determine the level of flooding damage. All impact survey team members must report impact survey results to the EOC within hours of disaster impact. The results are mapped in the EOC on a Geographic Information System map. The impact survey data provides a countywide general overview of the most significantly impacted areas and establishes a prioritization mechanism for deployment of damage assessment teams, resource allocation, and disaster assistance. **Information sources are reviewed and monitored to prioritize damage and human needs assessments. Intelligence/situational awareness provides framework for the operational transition from response to recovery activities.**



Damage Assessment Process Overview

While response activities (such as search and rescue, fire-fighting and care for the injured) are in full operation, recovery field operations begin with clearing debris from all major roads to assist emergency units in their response operations and to facilitate access to impacted areas by damage assessment teams. Rapid and accurate damage assessment of both the private and public sectors is essential to determine:

- type of assistance to request
- priority of resource distribution for disaster victims
- priority of infrastructure restoration

A combined damage assessment report is created that includes the damage assessment data from all municipalities and unincorporated areas within the county. All cities are responsible for coordinating the city damage assessment data within their boundaries. Mutual aid assistance may be requested if damage assessment resources are insufficient to complete the damage assessment process in a timely manner.

Emergency Support Function 3 (Public Works and Engineering) will coordinate damage assessment for public infrastructure, equipment as well as private home and commercial building damage. Based on the magnitude and severity of the disaster impact as well as intelligence data gathered from situation reports and mission requests, the state may deploy a state or joint state/federal damage assessment team to the county prior to completion of the countywide damage assessment and reporting. If this circumstance occurs, the EOC will coordinate the activities of the state/federal damage assessment team(s). The goal is to ensure a complete and

accurate damage assessments of the disaster event's impact upon Jefferson County and to assist the Governor in making a timely request for a Presidential Disaster Declaration.

Public Assistance Process

The county will receive notice directly from the state through the Kentucky Division of Emergency Management when a Presidential Declaration is issued that includes Jefferson County. Louisville/Jefferson County Metro Emergency Management Agency (EMA) will ensure that this information is transmitted to the Office of Management and Budget Department for coordination of financial reimbursement. Each Louisville/Jefferson County Metro Government agency and other municipalities are responsible for the collection and documentation of reimbursement information, identification of public assistance projects, and submission to Office of Management and Budget for consolidation and submission to FEMA. It is the responsibility of Louisville/Jefferson County Metro Government to acquire additional staffing to implement the public assistance program if required. The Mayor's Communication Staff, in conjunction with EMA, will transmit information referencing the disaster declaration, recovery assistance, and technical assistance to municipalities, special taxing districts, and not-for profit organizations, via fax, conference calls, internet e-mail/web page, media outlets, and other communications mechanisms. Each incorporated city is responsible for identifying its public assistance projects. EMA will coordinate with the state regarding implementation of the appropriate programs authorized by the declaration.

Habitability Assessment

Louisville Metro Inspections/Permits/Licensing will coordinate post-disaster habitability inspections on completion of the damage assessment process. The purpose of these inspections is to ensure that all structures are safe for entry and that water, electric, and gas services may be reconnected to the structure. These inspections are not conducted until the damage assessment process has been completed.

Information Dissemination

Citizens and businesses will be notified through the media and community outreach of

- open shelter locations for immediate housing needs
- American Red Cross, Salvation Army, and other distribution points where food and water can be obtained
- FEMA's toll free number to register for long term disaster recovery assistance (through the Individual Assistance Program)
- location and hours of operation of Disaster Recovery Centers that can assist and guide persons in their individual recovery efforts.

Non-Declared Disaster Event

Recovery activities previously discussed are the same for declared and non-declared disasters with the exception of available federal and/or state resources. Without a federal disaster declaration, financial assistance for victims is limited and heavy reliance is placed on the American Red Cross, Salvation Army, charitable agencies, volunteer donations, and insurance coverage. Businesses must depend on insurance coverage or obtain loans/refinancing for recovery. Local governments must meet infrastructure recovery needs through existing operating funds, insurance, or resort to bond issues to fund disaster recovery.

Shelters

The American Red Cross (ARC) is the lead agency for accommodation of disaster victims who are left homeless due to events such as fires, floods, or hazardous materials releases threatening their neighborhoods. Under these circumstances, a designated shelter (i.e., school, church, or other public facility) will be operated and staffed by the ARC in consultation with Louisville/Jefferson County Metro Emergency Management Agency (EMA). The selected shelter(s) will be located in close proximity to the affected area, as feasible, factoring in availability and capacity. EMA will coordinate law enforcement support for shelter operations through the Louisville Metro Police Department and/or Jefferson County Sheriff's Office.

Host Shelters

Jefferson County also has the capability to provide host shelters for populations both in-state and out-of-state that have been impacted by a disaster.

Basic host shelter requirements include:

- Capacity – ability to accommodate people based on available space of 20 square feet per person for short-term sheltering. Long-term sheltering should provide 40 square feet per person.
- Amenities – include adequate toilet and bathing facilities; adequate supply of drinking water; and facilities for storing, cooking, and/or serving food.
- Staff – sufficient people to staff all shelter functions such as registration, facility management, feeding, and caring for evacuees with special needs.
- Availability – utilization accomplished without disrupting the normal day-to-day operations.
- Protection – adequate fire and police protection.

The American Red Cross (ARC) will staff and operate the host shelters. In the event that the ARC is unable to provide adequate shelter personnel, a secondary source for staffing host shelters will be municipal employees and other local volunteers. The third source of host shelter staff will be provided through state mutual aid.

Special Care Unit (SCU) Shelter

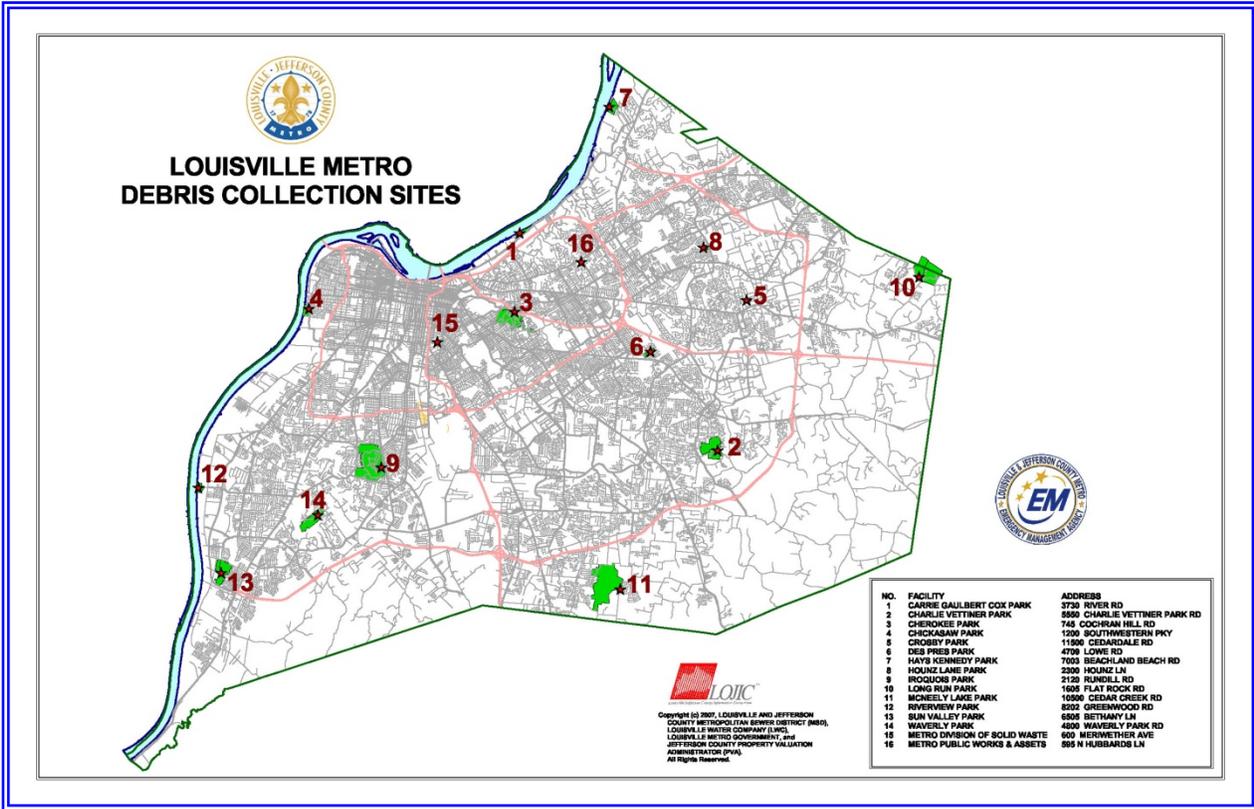
Louisville Metro Public Health and Wellness will manage and staff any shelter that is required for victims that are medically unstable to include but not limited to:

- Oxygen dependent residents requiring electricity
- Insulin-dependent diabetics requiring insulin refrigeration and supervisory medical care
- Residents who are too immobile for a regular shelter, and/or have a chronic stable illness but are unsuitable for a regular shelter.

Public and private emergency medical services will provide transport to the SCU for non-ambulatory residents.

Debris Removal

Debris removal may range from trees downed during thunderstorms to massive amounts of debris created during tornados, explosions, earthquakes or other natural or caused disasters. It is imperative that resources, manpower, equipment, and materials be identified quickly and respond accordingly to save lives, restore utilities, open emergency routes for law enforcement, fire, and medical services, and to prevent health hazards from developing. The following map notes pre-identified debris collection sites:



Mitigation Activities

The Louisville Metro All Hazards Committee will initiate a mitigation assessment in the impacted areas. The committee will review previous mitigation projects in the impacted areas (primarily flood related) to determine to what extent the projects performed their intended mitigation actions. Local mitigation assessment personnel may or may not be accompanied by a state mitigation team. The assessment may occur concurrently with the damage assessment.

Affected municipalities will provide liaison activities with state mitigation staff as required. The All Hazards Committee will coordinate (in conjunction with Louisville/Jefferson County Metro Emergency Management Agency) the submission of the project requests based on the approved prioritized project list when the state opens the application period for the new disaster’s Hazard Mitigation Grant Program funds.

Emergency Management Overview and Authority

Mutual Aid



Phases of Emergency Management

Mitigation

Mitigation consists of those activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Preparedness

Preparedness comprises the normal readiness and preparedness operations to select and train staff and emergency response personnel, develop operations plans, equip an EOC, and develop procedures and skills to effectively respond to emergencies and disasters. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources.

Response

Response encompasses activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and execution of incident mitigation activities designed to limit the loss of life, personal injury, property damage and other unfavorable outcomes. As indicated by the situation, response activities include: applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Recovery

Recovery involves actions initiated to return the area to normal as soon as possible. However, this phase may extend for a prolonged time period depending upon the effects of the incident and the resources available to cope with them. It is not unusual for this period to take more than five years depending on the scope and severity of the incident. The development, coordination, and execution of service and site restoration plans for impacted communities and the reconstitution of government operations and services through individual, private-sector, nongovernmental, and public assistance programs that:

- identify needs and define resources
- provide housing and promote restoration
- address long-term care and treatment of affected persons
- implement additional measures for community restoration
- incorporate mitigation measures and techniques, as feasible
- evaluate the incident to identify lessons learned
- develop initiatives to mitigate the effects of future incidents are extensive processes

39B.010 LOCAL EMERGENCY MANAGEMENT TO BE MAINTAINED -- UNIFIED LOCAL EMERGENCY MANAGEMENT AGENCY.

1. Each city, county, urban-county or charter county government of this Commonwealth shall create, support, and maintain a local emergency management agency, which shall serve the public safety interest of the local government within the territorial boundaries of the city or county where the agency is created. Each local emergency management agency shall develop, implement, and maintain a local comprehensive emergency management program, including a local emergency operations plan, in accordance with the provisions of KRS Chapters 39A to 39F. The local emergency management agency shall be an integral component of the statewide integrated emergency management system of this Commonwealth, and shall fully comply with all applicable provisions of KRS Chapters 39A to 39F, the comprehensive emergency management program requirements of the Commonwealth, the provisions of the Kentucky Emergency Operations Plan, and all administrative regulations promulgated by the Division of Emergency Management.
2. Each county government, and the urban-county, charter county, or city governments located within the territorial boundaries of a county, are encouraged to jointly create a single, unified local emergency management agency to serve all local governments collectively, and therefore may, in lieu of creating individual and separate local agencies, jointly create a single, unified local emergency management agency, provided the agency and its program:
 - a. Fully comply with all the provisions of KRS Chapters 39A to 39F;
 - b. Comply with the Interlocal Cooperation Act or locally adopted memorandums of agreement, as necessary and appropriate; and
 - c. Are determined to be in compliance with all requirements of KRS Chapters 39A to 39F by the director of the Division of Emergency Management.
3. The local emergency management agency shall be an organizational unit of the executive branch of city, county, and urban-county or charter county government and shall have primary jurisdiction, responsibility, and authority for all matters pertaining to the local comprehensive emergency management program and, under the general supervision of the local emergency management director, shall serve as a direct function of the office of county judge/executive or mayor. In accordance with the policies of the state-local finance officer, a separate emergency management agency fund account shall be designated and included in the city, county, and urban-county or charter county budget ledgers, and all financial matters of a local emergency management agency, involving funds provided through the Division of Emergency Management, shall be handled through the county, urban county, or charter county treasury and financial system.
4. City, county, and urban-county or charter county governments may use the term "emergency management" in a manner or form appropriate to constitute and designate the official name of the local emergency management agency established pursuant to this chapter, except for any use of the term "Division of Emergency Management" specified to constitute and designate the official name of the state emergency management agency pursuant to KRS 39A.030. The term "emergency management" may be used in a manner or form appropriate to constitute and designate the official name of a local emergency management council, or the statewide association of emergency management agencies or personnel, but shall not be utilized by, assigned to, or otherwise specified by any local unit, agency, or department, or any political subdivision of the Commonwealth in any manner or form to constitute or designate the official name of the local unit, agency, or department, or political subdivision, except as authorized in this subsection.
5. All local emergency management agencies or local disaster and emergency services organizations in the Commonwealth, and the local directors, and members of each, shall, for all purposes, be under the direction of the director of the division, and of the Governor when the latter deems that action necessary.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 29, effective July 15, 1998.

39B.020 Local Emergency Management Director -- Joint Appointment of A Single Local Emergency Management Director -- Qualifications.

1. The county judge/executive of each county, the mayor of each city, consolidated local government, or urban-county government, or the chief executive of other local government, within thirty (30) days of assuming office following their election, shall appoint a local emergency management director who meets all qualifications criteria pursuant to KRS Chapters 39A to 39F, and shall immediately notify the director of the Division of Emergency Management of the appointment.
2. Except in a county containing a consolidated local government, in lieu of appointing a separate local emergency management director for each jurisdiction, the county judge/executive of a county and mayors of cities or urban-county governments, or the chief executive of other local government located within the territorial boundaries of the same county may jointly appoint a single local emergency management director who meets all the qualifications criteria pursuant to KRS Chapters 39A to 39F. It is the policy of the Division of Emergency Management to encourage and support the joint appointment of a single local director in each territorial county of the Commonwealth. The duly appointed local emergency management director shall direct, control, and manage all the affairs of the local emergency management agency and comprehensive emergency management program of the jurisdictions wherein appointed.
3. A local emergency management director appointed under the provisions of subsection (1) or (2) of this section shall serve at the pleasure of the appointing authority, but shall serve not longer than four (4) years without reappointment and, in addition to any local requirements, shall meet the qualification requirements listed in this subsection:
 - a. The local director shall be a high school graduate with an additional three (3) years of experience in business administration, government planning, industrial or commercial planning, public safety, management of emergency services, or related community or governmental service. Management level experience may not be substituted for high school education. Education at an accredited college or university may be substituted for experience on a year for- year basis.
 - b. The local director shall be a resident of the Commonwealth of Kentucky and the county served.
 - c. The local director shall hold no partisan elective office, nor file for, seek, or campaign for any partisan elective office while holding the position of local emergency management director.
 - d. The local director shall be routinely available to respond to emergency scenes, command posts, or emergency operations centers to coordinate emergency response of all local public and private agencies and organizations; to perform necessary administrative, planning, and organizational duties; to complete and submit required reports, records, emergency operations plans, and documents; to attend required training; and to attend meetings convened by the appointing authority or the area manager of the division.
 - 1) If the local director is also a full-time or part-time employee of the federal or state government, the local director shall have written authorization from the appropriate appointing authority to hold the position of local emergency management director and to fully comply with the provisions of paragraph (d) of this subsection. A copy of the written authorization shall be submitted to the division at the time of appointment.
 - 2) If the local director is also a full-time or part-time employee of a city, county, urban-county government, or charter county government in another capacity, that government shall enact an official city or county order or ordinance specifying that the individual appointed as local emergency management director shall fully comply with the provisions of paragraph (d) of this subsection. The order or ordinance shall also specify that the individual, when performing the duties of local emergency management director, shall relinquish all authorities and responsibilities associated with any other governmental employment and shall indicate another person, by name or position, to assume those authorities and responsibilities until such time as the local director shall cease to function as local emergency management director. A copy of the enacted order or ordinance shall be submitted to the division at the time of appointment. The city, county, urban-county government, or charter county government shall not seek reimbursement from the division for the local director's salary for any time spent in another capacity.

3) If the local director is also a full-time or part-time employee in the private sector, the local director shall have a letter from each employer stating that the local director shall, without penalty or exception, be permitted to fully comply with the provisions of paragraph (d) of this subsection. A copy of the letter from each employer shall be submitted to the division at the time of appointment.

4) If the local director is self-employed, the local director shall certify at the time of appointment, by letter to the director of the division, that the local director's schedule shall permit full compliance with the provisions of paragraph (d) of this subsection.

4. A local director whose salary has been reimbursed by the division prior to January 1, 1994, shall not be subject to the provisions of subsection (3)(a) of this section, so long as remaining continuously in that position for the appointing jurisdiction.

5. A local director, whose salary is reimbursed in part or in full by the Division of Emergency Management pursuant to KRS 39C.010 and 39C.020, shall also meet any other requirements of KRS Chapters 39A to 39F and any requirements which may be imposed by the Federal Emergency Management Agency, or its successor.

Effective: July 15, 2002

History: Amended 2002 Ky. Acts Ch. 346, sec. 9; effective July 15, 2002. – Created 1998 Ky. Acts Ch. 226, sec. 30, effective July 15, 1998.

39B.030 Powers, Authorities, Rights, and Duties of Local Director -- Development of Organizational Structure.

A local emergency management director, appointed pursuant to this chapter, shall have the following powers, authorities, rights, and duties:

1. To represent the county judge/executive or mayor on all matters pertaining to the comprehensive emergency management program and the disaster and emergency response of the county, urban-county, charter county, or the county and the cities therein, unless there is a local director appointed for a city in accordance with this chapter, who represents that city;
2. To be the executive head and chief administrative officer of the local emergency management agency, and to direct, control, supervise, and manage, the development, preparation, organization, administration, operation, implementation, and maintenance of the comprehensive emergency management program of the county, urban-county government, charter county government, or the county and the cities therein, and to coordinate all local disaster and emergency response, unless there is a local director appointed for a city in accordance with this chapter, who represents that city;
3. To develop and maintain a local emergency operations plan entitled "county emergency operations plan," or "city emergency operations plan," or "city/county emergency operations plan," as appropriate, the provisions of which shall establish the organizational structure to be utilized by local government to manage disaster and emergency response, and set forth the policies, procedures, and guidelines for the coordination of all disaster and emergency response in the county and all the cities therein for an emergency, declared emergency, disaster, or catastrophe. The local emergency operations plan shall be developed consistent with the appropriate provisions of the Kentucky emergency operations plan, the provisions of KRS Chapters 39A to 39F, planning guidance issued by the division, and administrative regulations promulgated by the division. The local emergency operations plan shall be officially adopted by signed executive order of the county judge/executive or mayor. The executive order shall be filed with the office of the clerk for the local jurisdiction and a copy placed in the local emergency operations plan. A copy of the local emergency operations plan, and all revisions or updates thereto, shall be submitted by the local director to the Division of Emergency Management for concurrence review and reference. The local emergency operations plan shall be a component of the integrated emergency management system of the Commonwealth, and subject to the Kentucky Emergency Operations Plan, shall be the primary local strategic planning document governing the coordination of all disaster and emergency response in the county, city, or the county and the cities therein, and shall be applicable to, utilized by, and adhered to by, all local emergency response departments, agencies, and officials of the local disaster and emergency services organization in the county and the cities therein. The local emergency operations plan shall be updated not less than annually;
4. To establish and maintain a local disaster and emergency services organization in accordance with the local emergency operations plan, the Kentucky Emergency Operations Plan, and the provisions of KRS 39B.050;
5. To notify the county judge/executive, mayor, or executive authority of other local governments and the Division of Emergency Management immediately of the occurrence, or threatened or impending occurrence, of any emergency or disaster, and recommend any emergency actions which should be executed;
6. To be the chief advisor to, and the primary on-scene representative of, the county judge/executive, mayor, or executive authority of other local governments in the event of occurrence of any emergency, declared emergency, disaster, or catastrophe within the local jurisdiction;

7.
 - a. To respond and have full access to the scenes of an emergency, declared emergency, disaster, or catastrophe to immediately investigate, analyze, or assess the seriousness of all situations; to coordinate the establishment and operation of a local incident command or management system; to execute the local emergency operations plan, as appropriate; to activate the local emergency operations center or on-scene command post; to convene meetings, gather information, conduct briefings, and to notify the division of on-going response actions; and fully expedite and coordinate the disaster and emergency response of all local public and private agencies, or to have a staff assistant do so;
 - b. At a declared emergency or declared disaster, at the direction of the county judge/executive or mayor, as appropriate, to take or direct immediate actions to protect public safety; however, this paragraph shall not preclude a local director from providing any assistance that he is requested to, and is able to, provide at any emergency.
8. To act as an official representative of the division in emergency situations when specifically requested by the director;
9. To report directly to the county judge/executive, mayor, or executive authority of other local governments, act in an official policy-making capacity when carrying out the duties of local emergency management director, and exercise full signatory authority for execution of all contracts, agreements, or other official documents pertaining to the administration and operation of the local emergency management agency and program;
10. To direct or supervise all paid or volunteer emergency management staff assistants or other local emergency management agency workers, and all operating units or personnel officially appointed and affiliated with the local disaster and emergency services organization pursuant to KRS 39B.070;
11. To prepare and submit regular or scheduled program activity reports to the area manager of the division and local chief executives;
12. To execute bond, if appropriate, in the amount determined by the appointing authorities;
13. Annually, by the first day of March, to prepare and submit a program budget request to the county judge/executive and mayor;
14. (14) Annually, by the fifteenth day of July, to prepare and submit to the division a locally-approved, fiscal year program paper and budget request;
15. To perform all administrative, organizational, or operational tasks required by the provisions of this chapter, or administrative regulations, or program guidance pertaining thereto;
16. To be a registered member of the Kentucky Emergency Management Association or other professional emergency management organization; and
17. To carry out all other emergency management-related duties as required by KRS Chapters 39A to 39F, administrative regulations, or local orders or ordinances.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 31, effective July 15, 1998.

39B.040 Mutual Aid Arrangements with Special Districts and Public And Private Agencies.

1. The local director of each local emergency management agency in the Commonwealth may develop or cause to be developed mutual aid arrangements with special districts and other public and private agencies within this Commonwealth for reciprocal disaster and emergency response aid and assistance in case of disaster or other emergency too great to be dealt with unassisted. The arrangements shall be consistent with the Kentucky Emergency Operations Plan, the local emergency operations plan, and the comprehensive emergency management program of the Commonwealth, and in time of emergency it shall be the duty of each local disaster and emergency services organizational unit, including each special district, and each public or private agency, to render assistance in accordance with the provisions of these mutual aid arrangements.
2. The local director of each local emergency management agency in the Commonwealth may assist the division, acting on behalf of the Governor, in negotiation of reciprocal mutual aid agreements between the Commonwealth and other states, including foreign states or provinces, or their political subdivisions, and shall carry out the arrangements or any agreements relating to the local political subdivision.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 32, effective July 15, 1998.

39B.050 Local Disaster and Emergency Services Organization -- Membership -- Responsibility.

1. Each local emergency management director shall establish and maintain a local disaster and emergency services organization in accordance with a city or county or city/county emergency operations plan required pursuant to KRS Chapters 39A to 39F. The local disaster and emergency services organization shall be comprised of the following members and participants:
 - (a) The county judge/executive and mayors, or the chief executive of other local governments;
 - (b) Elected legislative officials of the county and cities;
 - (c) The local emergency management director and all local emergency management agency staff members and workers, or emergency management agency-supervised operating units or personnel;
 - (d) All regular or volunteer public safety or emergency services department heads or agency chiefs in the cities or county;
 - (e) All regular or volunteer public safety or emergency services department or agency members in the cities or county;
 - (f) All districts, corporations, public agencies, groups, or political subdivisions of the state and special districts within the county or the cities thereof, which are organized under the laws of the Commonwealth to provide an emergency response service or related function in the interest of public safety; and
 - (g) All private sector personnel, agencies, organizations, companies, businesses, or individuals and citizens who agree to provide their assets, resources, talents, services, or supplies in aid to the local disaster and emergency services organization of the cities or county in accordance with the approved local emergency operations plan of the city, county, urban-county government, or charter county government.
2. The local disaster and emergency services organization shall have responsibility for the performance of all disaster and emergency response functions contemplated in KRS 39A.010, 39A.020, or 39A.030 and as listed or assigned in the city, county, or city/county emergency operations plan, except that the Division of Forestry of the Environmental and Public Protection Cabinet shall have primary responsibility for directing the implementation of all forest fire emergency responses consistent with KRS Chapter 149. Disaster and emergency response functions may be assigned within the local disaster and emergency services organization to existing agencies and organizations, public and private. It shall not be necessary for the local disaster and emergency services organization to create, provide, or maintain an additional or auxiliary capability for any existing function or service deemed adequate to local needs.
3. The local disaster and emergency services organization shall be the primary disaster and emergency response force of city, county, urban-county government, or charter county government and an organizational component of the integrated emergency management system of the Commonwealth. The local emergency management director shall have primary responsibility for the coordination of all disaster and emergency response of the local disaster and emergency services organization for an emergency, declared emergency, disaster, or catastrophe.

Effective: July 15, 2010

History: Amended 2010 Ky. Acts Ch. 24, Sec. 30, effective July 15, 2010. – Created 1998 Ky. Acts ch. 226, sec. 33, effective July 15, 1998.

39B.060 Emergency Operations Plan.

- (1) The city or county or city/county emergency operations plan developed pursuant to the provisions of KRS Chapters 39A to 39F shall include adequate provisions or procedures to assess, mitigate, prepare for, respond to, and recover from all disaster or emergency incidents contemplated by KRS 39A.010, 39A.020, or 39A.030 and shall provide for all functions contemplated by these sections.
- (2) The local emergency operations plan shall be submitted by the local director to the county judge/executive, mayor, or chief executive of other local governments immediately following each regular election for these offices, for approval and adoption by the local chief executives through issuance of an executive order pursuant to the provisions of KRS Chapters 39A to 39F.
- (3) In the event of a conflict between a city emergency operations plan and a county emergency operations plan and decisions made there under:
 - (a) The decision made pursuant to the county plan shall prevail if the incident, its consequences, or the threat thereof, extend beyond the boundaries of the city;
 - (b) The decision made pursuant to the city plan shall prevail if the incident, its consequences, or the threat of the incident, do not extend beyond the boundaries of the city; and
 - (c) The same precedence shall govern plans of urban-counties and charter counties.

Effective: July 15, 1998 **History:** Created 1998 Ky. Acts Ch. 226, sec. 34, effective July 15, 1998.

39B.070 Execution of Emergency Powers -- Emergency Operations Centers -- Waiver of Procedures And Formalities.

Each city, county, urban-county government, or charter county government may:

1. Through the county judge/executive of a county other than an urban-county government, mayor of an urban-county government, chief executive of other local governments, or mayor of a city, or their designees as provided by ordinance, declare in writing a state of emergency when required, and thereafter execute any emergency powers granted under this chapter to provide for adequate and appropriate response to any occurrence or situation or any impending event or situation resulting from any of the situations or events contemplated by KRS 39A.010, 39A.020, or 39A.030;
2. Appropriate and expend funds, make contracts, enact cost-recovery ordinances, obtain and distribute equipment, materials, and supplies for disaster and emergency response purposes; provide for the health and safety of persons and property, including emergency assistance to the victims of any disaster or emergency; review or approve local emergency operations plans; and enact orders or ordinances pertaining to local emergency management programs in accordance with the policies and plans prescribed by the federal and state emergency management agencies and the provisions of KRS Chapters 39A to 39F;
3. Appoint, employ, remove, or provide, with or without compensation, staff assistants to the local emergency management director, and clerical, administrative, technical or other local emergency management agency staff personnel, and local emergency management agency-supervised operating units officially affiliated with the local disaster and emergency services organization by city or county order or ordinance including rescue squads, auxiliary fire, police, and medical personnel, urban search and rescue teams, severe weather spotters teams, damage assessment teams, amateur radio or communications personnel, or other emergency response groups, teams, or personnel, and other disaster and emergency response workers;
4. Establish a primary and one (1) or more secondary emergency operations centers or on-scene command posts to serve as official local government command posts during an emergency, declared emergency, disaster, or catastrophe;
5. Subject to the order of the Governor, or the chief executive of the county, urban county government, charter county government, or city, to assign and make available for duty, the employees, property, or equipment of the county or city relating to firefighting, engineering, rescue, health, medical and related services, police, transportation, construction, and similar items or services for disaster and emergency response purposes within or outside of the physical limits of the county, urban-county government, charter county government, or city;
6. In the event of a national emergency or state of declared emergency or declared disaster or catastrophe, as provided in KRS 39A.100, waive procedures and formalities otherwise required by the law pertaining to: the performance of public work; entering into contracts; the incurring of obligations; the employment of permanent and temporary workers; the utilization of volunteer workers; the rental of equipment; the purchase and distribution, with or without compensation, of supplies, materials, and facilities; the appropriation and expenditure of public funds; and the demolition and removal of damaged public and private structures; and
7. Confer or authorize the conferring upon members of the auxiliary police the powers of peace officers, subject to the provisions of KRS 61.300, and any other restrictions imposed by the appointing authority.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 35, effective July 15, 1998.

39B.080 Powers, Duties, Rights, Privileges, and Immunities Of Employees Rendering Outside Aid.

When the employees of any county, urban-county, charter county, or city are rendering outside aid pursuant to the authority contained in this chapter, the employees shall have the same powers, duties, rights, privileges, and immunities as if they were performing their duties in the jurisdiction in which they are normally employed.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 36, effective July 15, 1998.

39B.090 Liability For Loss Or Damage To Equipment Used -- Reimbursement Of Compensation And Expenses Of Employees.

1. The city, county, urban-county government or charter county government, in which any equipment is used pursuant to this chapter shall be liable for any loss or damage thereto and shall pay any expense incurred in the operation and maintenance thereof. No claim for loss, damage, or expense shall be allowed unless, within sixty (60) days after it is sustained or incurred, an itemized written notice of the claim under oath is served by mail or otherwise upon the chief fiscal officer of the county, urban-county, charter county, or city where the equipment was used. The county, urban-county, charter county, or city which is aided pursuant to this chapter shall also reimburse the county, urban-county, charter county, or city furnishing the aid for the compensation paid to employees furnished under this chapter during the time of the rendition of the aid, and shall defray the actual traveling and maintenance expenses of the employees while they are rendering the aid. Reimbursement shall include any amounts paid or due to compensation due to personal injury or death while employees are engaged in rendering aid. The term "employee" as used in this section shall mean, and the provisions of the section shall apply with equal effect to, paid, volunteer, or auxiliary employees, and other local emergency management agency or disaster and emergency response workers.
2. The rights, privileges, and obligations set out in this section shall also apply if aid is rendered outside the Commonwealth. Payment or reimbursement in this case shall be made by the state or political subdivision receiving the aid pursuant to a reciprocal mutual aid agreement or compact with another state or by the federal government.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 37, effective July 15, 1998.

39B.100 Contracts Permitted.

The chief executive or governing body of each political subdivision of the state may:

1. Enter into a contract or lease with the state, or accept any loan, or employ personnel, and the political subdivision may equip, maintain, utilize, and operate any property and employ necessary personnel therefore in accordance with the purposes for which the contract is executed; and
2. Do all things and perform all acts deemed necessary to effectuate the purpose for which the contract was entered into in accordance with the Kentucky Emergency Operations Plan.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 38, effective July 15, 1998.

39B.990 Penalty

Any person violating any provision of this chapter or any administrative regulation or order promulgated pursuant to this chapter for which another penalty is not specified shall be guilty of a Class A misdemeanor.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 226, sec. 39, effective July 15, 1998.

Vacancy in Office Of Mayor Kentucky Revised Statute 67c.105

67C.105 Qualifications, election, title, and powers of mayor -- Procedure for filling vacancy in office of mayor.

1. All executive and administrative power of the government shall be vested in the office of the mayor. The term "executive and administrative power" shall be construed broadly. The mayor shall be the chief executive of a consolidated local government formed under the provisions of KRS 67C.101 to 67C.137.
2. The mayor shall be nominated and elected in partisan elections for a term of four (4) years in the same election years as other local government officials as regulated by the regular election laws of the Commonwealth. The mayor shall assume office on the first Monday in January following his or her election. He or she shall serve until a successor qualifies and may serve for no more than three (3) consecutive terms after which time he or she shall be prohibited from running for election or being appointed as mayor for a period of at least four (4) years.
3. The mayor shall be at least twenty-five (25) years old, a qualified voter, a member of his or her political party, and a resident of the territory encompassing the consolidated local government for a period of at least one (1) year prior to his or her election as mayor. The mayor shall continue to reside within the geographic boundary of the consolidated local government throughout his or her term of office.
4. Except as otherwise provided in KRS 67C.101 to 67C.137, the mayor shall have all the power and authority that the mayor of the city of the first class and the county judge/executive exercised under the Constitution and the general laws of the Commonwealth of Kentucky prior to the consolidation.
5. The mayor is authorized to supervise, administer, and control all departments and agencies as may be created by KRS 67C.101 to 67C.137 or created by ordinance. The mayor shall appoint all department and agency directors. The appointees shall serve at the pleasure of the mayor. Specifically, the mayor shall:
 - a. Prepare and submit an annual report coinciding with the fiscal year, on the state of the consolidated local government, to be presented at a public meeting of the council;
 - b. Submit an annual budget;
 - c. Oversee the administration and implementation of the adopted budget ordinance;
 - d. Enforce the ordinances of the consolidated local government;
 - e. Supervise all officers, agents, employees, cabinets, departments, offices, agencies, functions, and duties of the consolidated local government;
 - f. Call special meetings of the consolidated local government council;
 - g. Appoint and remove his or her own staff at his or her own pleasure;
 - h. Execute written contracts or obligations of the consolidated local government; and
 - i. Approve or veto ordinances and resolutions adopted by the consolidated local government council.
6. In case the office of mayor becomes vacant by reason of death, resignation, or removal, the members of the legislative council of the consolidated local government shall by a majority vote of the membership of the council elect a qualified person to fill the vacancy in the office of the mayor not later than thirty (30) days after the date on which the vacancy occurs for the unexpired term. The members of the legislative body of the consolidated local government may elect one (1) of their members to serve as temporary mayor until they are able to hold the election to fill the vacancy for the unexpired term. If the legislative council fails to elect a person to fill the vacancy within thirty (30) days after the vacancy occurs, the Governor shall fill the vacancy in the office by appointment of a qualified person for the unexpired term.

7. The mayor of a consolidated local government shall be known as the mayor of/.....
County Metro Government, which shall be a combination of the names of the largest city in existence in the
county on the date of the adoption of the consolidated local government and the county.

Effective: July 15, 2002

History: Amended 2002 Ky. Acts Ch. 346, sec. 55; effective July 15, 2002. -- Created 2000 Ky. Acts Ch. 189,
sec. 3; effective July 14, 2000.

COMMONWEALTH OF KENTUCKY MUTUAL AID AGREEMENT

RESOLUTION NO. 12, 2003

A RESOLUTION AUTHORIZING THE LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT (COUNCIL) TO PARTICIPATE IN A STATEWIDE EMERGENCY MANAGEMENT MUTUAL AID AND ASSISTANCE AGREEMENT (AS AMENDED).

SPONSORED BY: C. W. Flood

WHEREAS, the Commonwealth of Kentucky is geographically vulnerable to a variety of emergencies and disasters; and

WHEREAS, the Commonwealth of Kentucky, through its Division of Emergency Management, recognizes the importance of having each local entity respond in a coordinated and efficient manner to restore the public safety, health, and welfare of a community stricken by an emergency or disaster; and

WHEREAS, the Commonwealth of Kentucky wishes to encourage each local entity in Kentucky to become a party to this agreement to ensure the statewide availability of mutual aid and assistance to disaster or emergency-stricken communities as quickly, efficiently and effectively as possible; and

WHEREAS, under the Kentucky Revised Statutes, a local entity entering into a mutual aid and assistance agreement may include provisions for the furnishing and exchanging of supplies, equipment, facilities, personnel and services; and

WHEREAS, each local entity that chose to become a party to this agreement wishes to provide mutual aid and assistance to other parties in time of emergency or disaster.

NOW, THEREFORE, BE IT RESOLVED THAT ALL PARTIES TO THIS AGREEMENT AGREE AS FOLLOWS:

SECTION I: DEFINITIONS

"Agreement" means the Commonwealth of Kentucky Statewide Emergency Management Mutual Aid and Assistance Agreement.

"Aid and assistance" means personnel, equipment, facilities, services, supplies and other resources.

"Authorized representative" means the employee of a party, who has been authorized in writing by that party, to request, to offer, or to otherwise provide aid and assistance under the terms of this agreement.

"Disaster" means any incident or situation declared as such by executive order of the Governor, or the President of the United States pursuant to federal law, as a result of an occurrence or imminent threat of widespread or severe damage, injury or loss of life or

property, resulting from any natural, technological, or man-made emergency situation, including incidents caused by accident, military or paramilitary cause.

"Emergency" means any incident or situation which poses a major threat to public safety so as to cause, or threaten to cause, loss of life, serious injury, significant damage to property, or major harm to public health or the environment and which a local emergency response agency determines is beyond its capabilities.

"Local emergency declaration" means the written document signed by the chief executive officer of a local entity that specifies and attests that a disaster or emergency has occurred and the resulting emergency situation is beyond the capability of the local entity to manage using all local resources within its geographical limits.

"Local emergency management agency" means the organizational unit of a city, county, urban-county, consolidated local government or charter county government, created pursuant to Kentucky Revised Statutes Chapter 39B, with primary jurisdiction, responsibility, and authority for all emergency management program activities within the geographical boundaries of a party.

"Local entity" means a county, urban-county, charter-county, city, consolidated local government or other general or special purpose unit of government created pursuant to the Kentucky Revised Statutes with the express power and authority to enter into and execute a contract.

"Party" means a local entity that has officially approved and adopted this agreement by resolution of its governing body.

"Provider" means a party that furnishes, or is requested to furnish, aid and assistance to a recipient pursuant to this agreement.

"Recipient" means a party that requests or receives aid and assistance from a provider pursuant to this agreement.

SECTION II: INITIAL RECOGNITION OF PRINCIPLES BY ALL PARTIES; AGREEMENT PROVIDES NO RIGHT OF ACTION FOR THIRD PARTIES

As this agreement is a reciprocal contract, it is recognized that any party to this agreement may be requested by another party to be a provider. It is mutually understood that each party's foremost responsibility is to its own citizens. The provisions of this agreement shall not be construed to impose an unconditional obligation on any party to this agreement to provide aid and assistance pursuant to a request from another party. Accordingly, when a party is requested to provide aid and assistance, it may in good faith deem itself unavailable to be a provider when the resources being requested are necessary to provide reasonable and adequate protection for its own citizens. A party unable to honor a request for aid and assistance will so inform the party initiating a request.

Given the finite resources of any party and the potential for each party to be unavailable for aid and assistance at a given point in time, the parties mutually encourage each other to enlist other local entities in mutual aid and assistance efforts and to enter into such agreements accordingly. Likewise, the parties fully recognize that there is ample public purpose for entering into this agreement, and accordingly shall attempt to render assistance in accordance with the terms of the agreement to the fullest extent possible.

All functions and activities performed under this agreement are hereby declared to be governmental functions. Functions and activities performed under this agreement are carried out for the benefit of the general public and not for the benefit of any specific individual or individuals. Accordingly, this agreement shall not be construed as or deemed to be an agreement for the benefit of any third parties or persons and no third parties or persons shall have any right of action under this agreement for any cause whatsoever. All immunities provided by law shall be fully applicable.

SECTION III: PROCEDURES FOR REQUESTING ASSISTANCE

Mutual aid and assistance shall not be requested unless the resources available within a recipient's disaster or emergency-stricken area are deemed inadequate by a recipient. In these instances, a recipient may request mutual aid and assistance by communicating a request to a provider, indicating the request is made pursuant to this mutual aid agreement. A request shall be followed as soon as practicable by a written confirmation of the request, including a copy of a local emergency declaration and a statement or completed form describing the specific aid and assistance needed. All requests for mutual aid and assistance shall be transmitted by a recipient's authorized representative or local emergency management agency as set forth below. A list of authorized representatives for each party shall be attached to the officially-approved and adopted copy of this agreement. In the event of a change in personnel, unless otherwise notified, the presumption will be that the successor to that position will be the authorized representative.

- A. **METHOD OF REQUEST FOR MUTUAL AID AND ASSISTANCE:** A recipient shall initiate a request as follows:
1. **REQUESTS ROUTED THROUGH A RECIPIENT'S LOCAL EMERGENCY MANAGEMENT AGENCY:** A recipient may directly contact the local emergency management agency that serves the recipient's geographical area of operation and provide the information referenced in paragraph B of Section III. The local emergency management agency shall then contact provider parties on behalf of a recipient to coordinate the provision of mutual aid and assistance.
 2. **REQUESTS MADE DIRECTLY TO A PROVIDER:** A recipient may directly contact a provider's authorized representative, setting forth the information referenced in paragraph B of Section III. All communications shall be conducted directly between a recipient and provider. A provider and a recipient using this option shall be responsible for keeping their respective local emergency management

agencies advised of the status of response activities, in a timely manner.

B. REQUIRED INFORMATION: Each request for aid and assistance shall be accompanied by the following information, in writing or by other available means, to the extent known:

1. **Stricken Area and Status:** A general description summarizing the condition of the community (i.e., whether the disaster or emergency is imminent, in progress, or has already occurred) and of the damage sustained to date;
2. **Services:** Identification of the service function(s) for which assistance is needed and the particular type of assistance needed;
3. **Infrastructure Systems:** Identification of the type(s) of the public infrastructure system for which assistance is needed and the type of work assistance needed;
4. **Aid and Assistance:** The amount and type of personnel, equipment, materials and supplies needed and a reasonable estimate of the length of time they will be needed;
5. **Provider's Traveling Employee Needs:** Unless otherwise specified by a recipient, it is mutually understood that a recipient will provide for the basic needs of provider's traveling employees. A recipient shall pay for all reasonable and documented out-of-pocket costs and expenses of a provider's personnel, including transportation expenses for travel to and from the stricken area. Further, a recipient shall house and feed provider's personnel at the recipient's sole cost and expense. If a recipient cannot provide such food and/or housing at the disaster or emergency area, a recipient shall specify in its request for assistance that self-sustained and supported personnel are needed.
6. **Facilities:** The need for sites, structures or building outside a recipient's geographical limits to serve as relief centers or staging areas for incoming emergency goods and services; and
7. **Meeting Time and Place:** An estimated time and a specific place for a representative of a recipient to meet the personnel and resources of any provider.

C. STATE AND FEDERAL ASSISTANCE: A recipient shall be responsible for coordinating all requests for state or federal assistance with the local emergency management agency with jurisdiction.

- D. **LIST OF AUTHORIZED REPRESENTATIVES:** The list of Authorized Representatives for each party executing this Agreement shall be attached to the executed copy of this Agreement. In the event of a change in personnel, unless otherwise notified, the presumption will be that the successor to that position will be authorized representative.

SECTION IV: ASSESSMENT OF AVAILABILITY OF RESOURCES AND ABILITY TO RENDER ASSISTANCE.

When contacted by a recipient or a local emergency management agency regarding a request for aid and assistance, a provider's authorized representative shall assess the provider's own local situation in order to determine the availability of personnel, equipment and other resources. If a provider's authorized representative determines that the provider has available resources, a provider's authorized representative shall so notify the recipient or the local emergency management agency (whichever communicated the request). A Provider shall submit a written acknowledgment of a request for aid and assistance received from a recipient or a local emergency management agency. The written acknowledgment must indicate a provider's decision to either render aid and assistance or to reject a request and shall be transmitted by the most efficient and practical means to a recipient or a local emergency management agency. A provider's acknowledgment shall contain the following information:

- a. In response to the items contained in the request, a description of the personnel, equipment and other resources available;
- b. The projected length of time such personnel, equipment and other resources will be available to serve a recipient particularly if the period is projected to be shorter than one week as provided in the "Length of Time for Aid and Assistance" under Section VI of this agreement.
- c. The estimated time when the assistance provided will arrive at the location designated by the authorized representative of the recipient; and
- d. The name of the person(s) to be designated as the provider's supervisory personnel pursuant to the "Supervision and Control" under Section V of this Agreement.

When a provider's submits a written acknowledgment to a local emergency management agency, the local emergency management agency shall notify a recipient's authorized representative and forward the information received from a provider. A recipient or a local emergency management agency shall respond to a provider's written acknowledgment by executing and returning a copy of the request form to a provider by the most efficient practical means, maintaining a copy for its file.

SECTION V: SUPERVISION AND CONTROL

A provider shall designate supervisory personnel among its employees sent to render aid and assistance to a recipient. As soon as practical, a recipient shall assign work tasks to a provider's supervisory personnel and, unless specifically instructed otherwise, a recipient shall have the responsibility for coordinating communications between a provider's supervisory personnel and a recipient. A recipient shall provide necessary credentials to a provider's personnel authorizing them to operate on behalf of a recipient.

Based upon the assignments set forth by a recipient, a provider's supervisory personnel shall:

- a. Have the authority to assign work and establish work schedules for a provider's personnel. Further, have direct supervision and control of a provider's personnel, equipment and other resources which shall, at all times, remain with a provider's supervisory personnel. A provider should be prepared to furnish communications equipment sufficient to maintain communications among its respective operating units, and if this is not possible, a provider shall notify a recipient accordingly. It is expressly understood that this may involve a recipient providing radio frequencies to a provider while a provider is assisting a recipient;
- b. Maintain daily personnel time records, material records and a log of equipment hours; and
- c. Report work progress to a recipient at mutually agreed upon intervals.

SECTION VI: LENGTH OF TIME FOR AID AND ASSISTANCE; REVIEWABILITY; RECALL

The duration of a provider's assistance shall be for the period agreed upon by the authorized representatives of a provider and a recipient.

As noted in Section II of this agreement, a provider's personnel, equipment and other resources shall remain subject to recall by a provider to provide for its own citizens if circumstances so warrant. A provider shall make a good faith effort to provide at least twenty-four (24) hours advance notice to a recipient of its (provider's) intent to terminate a mission, unless such notice is not practicable. In such a case, as much notice as is reasonable under the circumstances shall be provided.

SECTION VII: REIMBURSEMENTS

Except as otherwise provided below, it is understood that a recipient shall pay to a provider reasonable and documented expenses incurred by a provider as a result of extending assistance to a recipient. Such reimbursements shall commence 12 hours after the provider support is on scene and the recipient has signed a local emergency declaration. The terms and conditions governing reimbursement for any assistance provided under this agreement shall be in accordance with the following provisions, unless otherwise agreed in writing by a recipient and a provider. A recipient shall be

ultimately responsible for reimbursement of all eligible reasonable and documented expenses.

- A. **PERSONNEL** - During the period of assistance, a provider shall continue to pay its employees according to its then prevailing ordinances, rules and regulations. A recipient shall reimburse a provider for all direct and indirect payroll costs and expenses including travel expenses incurred during the period of assistance, including, but not limited to, employee retirement benefits as provided by Generally Accepted Accounting Principles (GAAP). However, as stated in Section IX of this agreement, a recipient shall not be responsible for reimbursing any amounts paid or due as benefits to a provider's personnel under the terms of the Kentucky Worker's Compensation Law.
- B. **EQUIPMENT** - A provider shall be reimbursed by a recipient for the use of its equipment during the period of assistance according to either a pre-established local or state hourly rate or according to the actual replacement, operation and maintenance expenses incurred. For those instances in which costs are reimbursed by the Federal Emergency Management Agency (FEMA), the FEMA-eligible direct costs shall be determined in accordance with 44C.F.R. 206.228. A provider shall pay for all repairs to its equipment as determined necessary by its on-site supervisor(s) to maintain such equipment in safe and operational condition. At the request of a provider, fuels, miscellaneous supplies and minor repairs may be provided by a recipient, if practical. The total equipment charges to a recipient shall be reduced by the total value of the fuels, supplies and repairs furnished by a recipient and by the amount of any insurance proceeds received by a provider.
- C. **MATERIALS AND SUPPLIES** - A provider shall be reimbursed for the reasonable and documented costs of all materials and supplies furnished by it and used or damaged during the period of assistance, except for the costs of equipment, fuel and maintenance materials, labor and supplies, which shall be included in the equipment rate established in Section VII, Sub-Section B, unless such damage is caused by gross negligence, willful and wanton misconduct, intentional misuse or recklessness of a provider's materials and supplies used by them during the period of assistance. The measure of reimbursement shall be determined in accordance with 44C.F.R. 206.228. In the alternative, the parties may agree that a recipient will replace, with like kind and quality as determined by a provider, the materials and supplies used or damaged. If such an agreement is made, it shall be in writing.
- D. **RECORD KEEPING** - A recipient or its representative local emergency management agency, and Kentucky Division of Emergency Management personnel shall provide information, directions and assistance for record keeping to a provider's personnel. A provider shall maintain records and submit invoices for reimbursement by a recipient in accordance with the

procedures and format used or required by FEMA publications, including 44 C.F.R. Part 13 and applicable Office of Management and Budget (OMB) Circulars.

- E. **PAYMENT; OTHER MISCELLANEOUS MATTERS AS TO REIMBURSEMENT** - The reimbursement costs and expenses with an itemized notice shall be forwarded as soon as practicable after the costs and expenses are incurred, but not later than sixty (60) days following the period of assistance, unless the deadline for identifying damage is extended in accordance with 44 C.F.R. Part 206. A recipient shall pay the bill or advise of any disputed items, not later than sixty (60) days following the billing date. These time frames may be modified in writing by mutual agreement.

SECTION VIII: RIGHTS AND PRIVILEGES OF PROVIDER'S EMPLOYEES

Whenever a provider's employees are rendering aid and assistance pursuant to this agreement, such employees shall retain the same powers, duties, immunities and privileges they would ordinarily possess if performing their duties within the geographical limits of a provider.

SECTION IX: PROVIDER'S EMPLOYEES COVERED AT ALL TIMES BY PROVIDER'S WORKER'S COMPENSATION POLICY

Every person in the service of the state or any of its political subdivisions or agencies, or of any county, city of any class under the contract of hire, express or implied, and every official or officer of those entities, whether elected or appointed, while performing his or her official duties shall be considered an employee of the state. Every person who is a member of a volunteer ambulance service, fire, or police department shall be deemed, for the purpose of this agreement, to be in the employment of the political subdivision of the state where the department is organized. Every person who is a regularly enrolled paid or volunteer member of an emergency management agency, or an emergency management agency-supervised operating unit, or a rescue squad, as established under KRS Chapters 39A to 39E, shall be deemed, for the purpose of this agreement, to be in the employment of the Commonwealth of Kentucky.

SECTION X: IMMUNITY

All activities performed under this agreement are hereby declared to be governmental functions. Neither the parties to this agreement, nor, except in cases of willful misconduct, gross negligence or bad faith, their personnel complying with or reasonably attempting to comply with this agreement or any ordinance, order, resolution, rule or regulation enacted or promulgated pursuant to the provisions of this agreement shall be liable for the death of or injury to persons, or for damage to property as a result of any such activity.

SECTION XI: PARTIES MUTUALLY AGREE TO HOLD EACH OTHER HARMLESS FROM LIABILITY

Each party (as indemnitor) agrees to protect, defend, indemnify and hold the other party (as indemnitee), and its officers, employees and agents, free and harmless from and against any and all losses, penalties, damages, assessments, costs, charges, professional fees and other expenses or liabilities of every kind and arising out of or relating to any and all claims, liens, demands, obligations, actions, proceedings or causes of actions of every kind in connection with or arising out of indemnitor's negligent acts, errors and/or omissions. Indemnitor further agrees to investigate, handle respond to, provide defense for and defend any such claims, etc. at indemnitor's sole expense and agrees to bear all other costs and expenses related thereto. To the extent that immunity does not apply, each party shall bear the risk of its own actions, as it does with its day-to-day operations, and determine for itself what kinds of insurance, and in what amounts, it should carry. Each party understands and agrees that any insurance protection obtained shall in no way limit the responsibility to indemnify, keep and save harmless the other parties to this agreement.

Notwithstanding the foregoing, to the extent that each party does not purchase insurance, it shall not be deemed to have waived its governmental immunity by law.

SECTION XII: ROLE OF THE KENTUCKY DIVISION OF EMERGENCY MANAGEMENT

Under this agreement, the responsibilities of the Kentucky Division of Emergency Management are:

- (a) To serve as the central depository for all locally-approved and adopted agreements, along with the attached listing of a party's authorized representatives and contact information, and to provide this listing to each of the parties on an annual basis;
- (b) To coordinate the provision of mutual aid and assistance to a requesting party, pursuant to the provisions of this agreement;
- (c) To keep a record of all requests for assistance and acknowledgments; and
- (d) To report on the status of ongoing emergency or disaster-related mutual aid and assistance as appropriate.

SECTION XIII: AMENDMENTS

- (a) Approval and adoption of the agreement by the governing body of a party and the signature of a party's chief executive officer; and
- (b) Submission of a copy of an approved and adopted agreement, along with approved minutes of the legally constituted meeting at which the agreement was approved, to the Kentucky Division of Emergency Management.

SECTION XIV: INITIAL DURATION OF AGREEMENT; RENEWAL; TERMINATION

This agreement shall be binding for not less than one (1) year from its effective date, unless terminated upon at least sixty (60) days written notice by a party as set forth below. Thereafter, this agreement shall continue to be binding upon the parties in subsequent years and shall be considered to renew automatically from year to year, unless terminated by written notification as provided above. A party terminating their participation in this agreement shall submit a copy of their written termination notice to the Director of the Kentucky Division of Emergency Management. A party's termination of this agreement shall not affect a party's reimbursement obligations or any other liability or obligation incurred under the terms of this agreement. Once a termination is effective, a terminated entity shall no longer be a party to this agreement, but this agreement shall continue to be in force among the remaining parties.

SECTION XV: HEADINGS

The headings of various sections and subsections of this agreement have been inserted for convenient reference only and shall not be construed as modifying, amending or affecting in any way the express terms and provisions of this agreement.

SECTION XVI: SEVERABILITY; EFFECT ON OTHER AGREEMENTS

Should any clause, sentence, provision, paragraph or other part of this agreement be judged by any court of competent jurisdiction to be invalid, such judgment shall not affect, impair or invalidate the remainder of this agreement. Each of the parties declares that it would have entered into this agreement irrespective of the fact that any one or more of this agreement's clauses, sentences, provisions, paragraphs or other parts have been so declared invalid. Accordingly, it is the intention of the parties that the remaining portions of this agreement shall remain in full force and effect without regard to the clause(s), sentence(s), provision(s), paragraph(s) or other part(s) invalidated.

In the event that parties to this agreement have entered into other mutual aid and assistance contracts, those parties agree that to the extent a request for mutual assistance is made pursuant to this agreement, those other mutual aid and assistance contracts are superseded by this agreement.

SECTION XVII: Parties to this agreement are designated in Attachment A.

SECTION XVIII: A list of authorized representatives to contact for emergency assistance is designated in Attachment B.

SECTION XIX: An Executive Summary of the "Commonwealth of Kentucky Statewide Emergency Management Mutual Aid and Assistance Agreement" is in Attachment C.

SECTION XX: This Resolution shall take effect upon its passage and approval.

Sandra A. Maze (Pro-Tem)
Kathleen J. Herron
Metro Council Clerk

Ron Weston
Ron Weston
President of the Council

Jerry E. Abramson
Mayor

10-28-03
Approval Date

APPROVED AS TO FORM AND LEGALITY:

Irv Maze
Jefferson County Attorney

BY: William P. O'Shea

**LOUISVILLE METRO COUNCIL
ADOPTED
10-23-03**

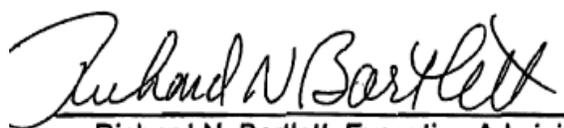
ATTACHMENT A

PARTIES TO THIS AGREEMENT

This agreement is by the Louisville/Jefferson County Metro Government (Council) acting as the Governing Body of City, County, or Other Entity as designated in KRS 67C to be a party in this "Commonwealth of Kentucky Statewide Emergency Management Mutual Aid and Assistance Agreement;" and

The Council has designated Richard N. Bartlett, Executive Administrator of the Louisville/Jefferson County Metro Emergency Management Agency as the primary representative and Kim M. Allen, Cabinet Secretary of the Public Protection Cabinet as the alternate representative and are hereby authorized to execute the agreement and to request, offer, or otherwise provide aid and assistance under the terms of the agreement for, and on behalf of the Louisville/Jefferson County Metro Government, a public entity established under the laws of the Commonwealth of Kentucky, and to file a copy of this resolution with the Kentucky Division of Emergency Management for the purpose of entering into the agreement and thereby become a party to the Commonwealth of Kentucky Statewide Emergency Management Mutual Aid and Assistance Agreement.

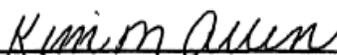
IN WITNESS WHEREOF, the Kentucky Division of Emergency Management has endorsed this agreement and the Party to Agreement listed above has caused this Commonwealth of Kentucky Statewide Emergency Management Mutual Aid and Assistance Agreement to be duly adopted in its name and on its behalf by its chief executive officer, who has signed accordingly and attested with approval of its governing body, as of the date set forth in this agreement.



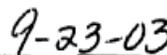
Richard N. Bartlett, Executive Administrator
Emergency Management Agency
Louisville/Jefferson County Metro Government



Date



Kim M. Allen, Cabinet Secretary
Public Protection Cabinet
Louisville/Jefferson County Metro Government



Date

Director

Kentucky Division of Emergency Management
Commonwealth of Kentucky

Date

ATTACHMENT B

AUTHORIZED REPRESENTATIVES TO CONTACT FOR EMERGENCY ASSISTANCE AS PART OF THE "COMMONWEALTH OF KENTUCKY STATEWIDE EMERGENCY MANAGEMENT MUTUAL AID AND ASSISTANCE AGREEMENT"

PRIMARY REPRESENTATIVE:

Name: Richard N. Bartlett Title: Executive Administrator

Louisville/Jefferson County Metro Government Emergency Management Agency

Address: 601 W. Jefferson Street, Suite 113 City: Louisville State: KY

Zip Code: 40202-2728 Phone: (502) 574-3900 FAX: (502) 574-2693/3444

Pager: 502-478-0863 Cell Phone: (502) 744-0586

E-Mail: richard.bartlett@loukymetro.org

ALTERNATE REPRESENTATIVE:

Name: Ms. Kim M. Allen Title: Cabinet Secretary

Public Protection Cabinet, Louisville/Jefferson County Metro Government

Address: 557 W. Jefferson Street, 2nd Floor City: Louisville State: KY

Zip Code: 40202 Phone: (502) 574-6265 FAX: (502) 574-5339

Pager: (502) 478-1852 Cell Phone: (502) 744-1034

E-Mail: kim.allen@loukymetro.org

ATTACHMENT C

EXECUTIVE SUMMARY OF THE COMMONWEALTH OF KENTUCKY STATEWIDE EMERGENCY MANAGEMENT MUTUAL AID AND ASSISTANCE AGREEMENT

This agreement, endorsed by the Kentucky Division of Emergency Management is a legal measure voluntarily entered into by cities, counties, urban-county governments or charter county governments within the Commonwealth to provide mutual aid during a disaster or emergency. In signing this agreement, a local entity becomes a party to the agreement and may request assistance during a disaster or emergency, or may provide assistance to another party that requests aid. In either case the needs of a party's own citizens should be the first priority. For example, a community's local emergency management agency might decide to decline another party's request for assistance if the requested resources are needed for the community's own residents.

A requesting party's authorized representative shall transmit all requests for mutual aid and assistance. Requests for assistance may be initiated verbally when an urgent response is needed. Verbal requests must be followed-up with a written request within 24 hours, except under extenuating circumstances.

The requesting party is responsible for the following:

- Basic needs of employees from the providing community, unless otherwise specified (paying out-of-pocket costs, transportation costs, housing, and meals);
- Assignment of work to provider local supervisor;
- Reimbursing the provider for all documented costs and expenses, including personnel equipment and materials (rates for equipment and materials at pre-established rates); and
- Provide directions and assistance in record keeping to provider.

The providing party is responsible for the following:

- Direct supervision of all personnel and equipment and;
- Maintaining adequate daily personnel time records, material records and log of equipment hours;
- Reporting on work progress regularly;
- Pay its own employees as usual (will be reimbursed by requesting entity); and
- Maintain records and submit adequate documentation for reimbursement.

The Kentucky Division of Emergency Management will be responsible for the following:

- Keep executed agreements;
- Maintain current listing of those participating, and contact information.
- Provide this listing and contact information to all participants annually;
- Co-ordinate requests for assistance according to the terms of this agreement;
- Keep records of aid requests and responses;
- Report when appropriate on status of mutual aid provision; and
- Serve as the agency (grantee) to request reimbursement from FEMA on behalf of a party (sub-grantee)

39A.950 Emergency Management Assistance Compact.

Emergency Management Assistance

Compact

ARTICLE I. Purpose and Authorities.

This compact is made and entered into by and between the participating member states which enact this compact, hereinafter called party states. For the purposes of this compact, the term "states" is taken to mean the several states, the Commonwealth of Puerto Rico, the District of Columbia, and all United States territorial possessions. The purpose of this compact is to provide for mutual assistance between the states entering into this compact in managing any emergency disaster that is duly declared by the Governor of the affected state, whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack.

This compact shall also provide for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party states or subdivisions of party states during emergencies, such actions occurring outside actual declared emergency periods. Mutual assistance in this compact may include the use of the states' National Guard forces, either in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between states.

ARTICLE II. General Implementation.

Each party state entering into this compact recognizes that many emergencies transcend political jurisdictional boundaries and that intergovernmental coordination is essential in managing these and other emergencies under this compact. Each state further recognizes that there will be emergencies which require immediate access and present procedures to apply outside resources to make a prompt and effective response to such an emergency. Few, if any, individual states have all the resources they may need in all types of emergencies or the capability of delivering resources to areas where emergencies exist.

The prompt, full, and effective utilization of resources of the participating states, including any resources on hand or available from the federal government or any other source, that are essential to the safety, care, and welfare of the people in the event of any emergency or disaster declared by a party state, shall be the underlying principle on which all articles of this compact shall be understood. On behalf of the Governor of each state participating in the compact, the legally designated state official who is assigned responsibility for emergency management will be responsible for formulation of the appropriate interstate mutual aid plans and procedures necessary to implement this compact.

ARTICLE III - Party State Responsibilities

- A. It shall be the responsibility of each party state to formulate procedural plans and programs for interstate cooperation in the performance of the responsibilities listed in this article. In formulating such plans, and in carrying them out, the party states, insofar as practical, shall:
1. Review individual state hazards analyses and, to the extent reasonably possible, determine all those potential emergencies the party states might jointly suffer, whether due to natural disaster, technological hazard, man-made disaster, emergency aspects of resources shortages, civil disorders, insurgency, or enemy attack;
 2. Review party states' individual emergency plans and develop a plan which will determine the mechanism for the interstate management and provision of assistance concerning any potential emergency;
 3. Develop interstate procedures to fill any identified gaps and to resolve any identified inconsistencies or overlaps in existing or developed plans;
 4. Assist in warning communities adjacent to or crossing the state boundaries;

5. Protect and assure uninterrupted delivery of services, medicines, water, food, energy and fuel, search and rescue, and critical lifeline equipment, services, and resources, both human and material;
 6. Inventory and set procedures for the interstate loan and delivery of human and material resources, together with procedures for reimbursement or forgiveness; and
 7. Provide, to the extent authorized by law, for temporary suspension of any statutes or ordinances that restrict the implementation of the above responsibilities.
- B. The authorized representative of a party state may request assistance to another party state by contracting the authorized representative of that state. The provisions of this compact shall only apply to requests for assistance made by and to authorized representatives. Requests may be verbal or in writing. If verbal, the request shall be confirmed in writing within thirty (30) days of the verbal request. Requests shall provide the following information:
1. A description of the emergency service function for which assistance is needed, including, but not limited to, fire services, law enforcement, emergency medical, transportation, communications, public works and engineering, building, inspection, planning and information assistance, mass care, resource support, health and medical services, and search and rescue;
 2. The amount and type of personnel, equipment, materials and supplies needed, and a reasonable estimate of the length of time they will be needed and;
 3. The specific place and time for staging of the assisting party's response and a point of contact at that location.
- C. There shall be frequent consultation between state officials who have assigned emergency management responsibilities and other appropriate representatives of the party states with affected jurisdictions and the United States Government, with free exchange of information, plans, and resource records relating to emergency capabilities.

ARTICLE IV. Limitations.

Any party state requested to render mutual aid or conduct exercises and training for mutual aid shall take such action as is necessary to provide and make available the resources covered by this compact in accordance with the terms hereof; provided that it is understood that the state rendering aid may withhold resources to the extent necessary to provide reasonable protection for such state.

Each party state shall afford to the emergency forces of any party state, while operating within its state limits under the terms and conditions of this compact, the same powers, except that of arrest unless specifically authorized by the receiving state, duties, rights, and privileges as are afforded forces of the state in which they are performing emergency services. Emergency forces will continue under the command and control of their regular leaders, but the organizational units will come under the operational control of the emergency services authorities of the state receiving assistance. These conditions may be activated, as needed, only subsequent to a declaration of a state emergency or disaster by the Governor of the party state that is to receive assistance or upon commencement of exercises or training for mutual aid and shall continue so long as the exercises or training for mutual aid are in progress, the state of emergency or disaster remains in effect, or loaned resources remain in the receiving state, whichever is longer.

ARTICLE V. Licenses and Permits.

Whenever any person holds a license, certificate, or other permit issued by any party state to the compact evidencing the meeting of qualifications for professional, mechanical, or other skills, and when such assistance is requested by the receiving state party, such person shall be deemed licensed, certified, or permitted by the state requesting assistance to render aid involving such skill to meet a declared emergency or disaster, subject to such limitations and conditions as the Governor of the requesting state may prescribe by executive order or otherwise.

ARTICLE VI. Liability

Officers or employees of a party state rendering aid in another state pursuant to this compact shall be considered agents of the requesting state for tort liability and immunity purposes. No party state or its officers or employees rendering aid in another state pursuant to this compact shall be liable on account of any act or omission in good faith on the part of such forces while so engaged or on account of the maintenance or use of any equipment or supplies in connection therewith. Good faith in this article shall not include willful misconduct, gross negligence, or recklessness.

ARTICLE VII. Supplementary Agreements.

Inasmuch as it is probable that the pattern and detail of the machinery for mutual aid among two or more states may differ from that among the states that are party hereto, this compact contains elements of a broad base common to all states, and nothing herein shall preclude any state entering into supplementary agreements with another state or affect any other agreements already in force between states. Supplementary agreements may comprehend, but shall not be limited to, provisions for evacuation and reception of injured and other persons and the exchange of medical, fire, police, public utility, reconnaissance, welfare, transportation and communications personnel, and equipment and supplies.

ARTICLE VIII. Compensation.

Each party state shall provide for the payment of compensation and death benefits to injured members of the emergency forces of that state and representatives of deceased members of such forces in case such members sustain injuries or are killed while rendering aid pursuant to this compact, in the same manner and on the same terms as if the injury or death were sustained within their own state.

ARTICLE IX. Reimbursement.

Any party state rendering aid in another state pursuant to this compact shall be reimbursed by the party state receiving such aid for any loss or damage to or expense incurred in the operation of any equipment and the provision of any service in answering a request for aid and for the costs incurred in connection with such requests; provided, that any aiding party state may assume in whole or in part such loss, damage, expense, or other cost, or may loan such equipment or donate such services to the receiving party state without charge or cost; and provided further, that any two or more party states may enter into supplementary agreements establishing a different allocation of costs among those states. Article VIII expenses shall not be reimbursable under this article.

ARTICLE X. Evacuation.

Plans for the orderly evacuation and interstate reception for portions of the civilian population as the result of any emergency or disaster of sufficient proportions to so warrant, shall be worked out and maintained between the party states and the emergency management/services directors of the various jurisdictions where any type of incident requiring evacuations might occur. Such plans shall be put into effect by request of the state from which evacuees come and shall include the manner of transporting such evacuees, the number of evacuees to be received in different areas, the manner in which food, clothing, housing, and medical care will be provided, the registration of the evacuees, the providing of facilities for the notification of relatives or friends, and the forwarding of such evacuees to other areas or the bringing in of additional materials, supplies, and all other relevant factors. Such plans shall provide that the party state receiving evacuees and the party state from which the evacuees come shall mutually agree as to reimbursement of out-of-pocket expenses incurred in receiving and caring for such evacuees, for expenditures for transportation, food, clothing, medicines, and medical care, and like items. Such expenditures shall be reimbursed as agreed by the party state from which the evacuees come. After the termination of the emergency or disaster, the party state from which the evacuees come shall assume the responsibility for the ultimate support of repatriation of such evacuees.

ARTICLE XI. Implementation.

- A. This compact shall become effective immediately upon its enactment into law by any two states. Thereafter, this compact shall become effective as to any other state upon enactment by such state.

- B. Any party state may withdraw from this compact by enacting a statute repealing the same, but no such withdrawal shall take effect until thirty (30) days after the Governor of the withdrawing state has given notice in writing of such withdrawal to the Governors of all other party states. Such action shall not relieve the withdrawing state from obligations assumed hereunder prior to the effective date of withdrawal.
- C. Duly authenticated copies of this compact and of such supplementary agreements as may be entered into shall, at the time of their approval, be deposited with each of the party states and with the Federal Emergency Management Agency and other appropriate agencies of the United States Government.

ARTICLE XII. Validity.

This compact shall be construed to effectuate the purposes stated in Article I. If any provision of this compact is declared unconstitutional, or the applicability thereof to any person or circumstances is held invalid, the constitutionality of the remainder of this compact and the applicability thereof to other persons and circumstances shall not be affected.

ARTICLE XIII. Additional Provisions.

Nothing in this compact shall authorize or permit the use of military force by the National Guard of a state at any place outside that state in any emergency for which the President is authorized by law to call into federal service the militia, or for any purpose for which the use of the Army or the Air Force would in the absence of express statutory authorization be prohibited under Section 1385 of Title 18 of the United States Code.

Effective: July 15, 1998

History: Created 1998 Ky. Acts Ch. 117, sec. 1, effective July 15, 1998. Page 5 of 5

EMERGENCY SUPPORT FUNCTIONS OVERVIEW



During a disaster, Louisville/Jefferson County Metro Emergency Management may activate the Emergency Operations Center (EOC) to support the responding agencies through the Incident Commander(s). The Emergency Operations Center is staffed and operated by the employees of Louisville Metro Government, representatives of municipalities, and other key response and recovery organizations.

The agencies and departmental representatives are organized according to the function tasked to support such as Energy, Food and Water, and Firefighting. These functions are designated *Emergency Support Functions (ESFs)*.

Emergency Support Functions represent functional groupings of types of assistance that may be required. A single agency, the Primary Agency, is charged with responsibility for ESF operations (*exception – Louisville Fire & Rescue and the Jefferson County Fire Protection Districts co-share primary responsibility for Firefighting, Urban Search and Rescue, and Hazardous Materials*). Many other agencies support the Primary Agency - (see *Emergency Support Function Matrix*). An agency may be designated as primary for an ESF for a variety of reasons. The agency may have a statutory responsibility to perform that function; or through its programmatic or regulatory responsibilities, the agency may have developed the necessary expertise to lead and manage the ESF. In some agencies, a portion of the agency's mission is similar to the mission of the ESF; therefore, the skills to respond in a disaster can be immediately translated from the daily business of that agency. Regardless of the reason an agency is designated as the Primary Agency, that agency will have the necessary contacts and expertise to coordinate the activities of that support function. Further, a single agency may be involved in more than one ESF.

When the EOC is activated, the requested ESF Primary Agency(s) will send a representative to the EOC to coordinate that ESF. **The representative must have full authority to act on behalf of the agency and the respective ESF.** The Primary Agency has discretion to determine which, if any, Support Agencies it will require for support or representation in the EOC. Within the EOC, requests for assistance will be tasked to the corresponding ESF for completion. The Primary Agency will be responsible for coordinating the delivery of that assistance to the disaster area. Due to the limited space available in the EOC, the attendance of Support Agencies should be closely coordinated.

The Primary Agency for the ESF will be responsible for obtaining all information relating to ESF activities and requirements to support the disaster response. Informational needs may require the Primary Agency to operate external to traditional information gathering protocols.

The Louisville/Jefferson County ESF system varies slightly from the one adopted by Federal Emergency Management Agency (FEMA) for mobilization of federal resources (See *ESF Comparison Chart* on the following page). The ESF concept/process is in initial development by the State of Kentucky to support its mission and respond to local requests for assistance. Once completely phased in by the State of Kentucky, Louisville/Jefferson County will transition to the state model, if necessary, for continuity of operations. Until such time, Louisville/Jefferson County will continue to use the existing system and has included the *ESF Comparison Chart* to illustrate the differences that may be encountered between FEMA's ESF system and the Louisville/Jefferson County ESF system.

Following are the 16 ESFs for Louisville/Jefferson County:



Jefferson County

EMERGENCY SUPPORT FUNCTION COMPARISON CHART

NOTE: There are minor variations in the Emergency Support Function system for Louisville/Jefferson County and the one outlined in the National Response Framework. These differences (*highlighted in yellow*) are noted below in order to facilitate understanding and interaction with the appropriate ESFs at the federal level.

The Kentucky Division of Emergency Management is initiating implementation of an ESF system at the state level. It is anticipated that Louisville/Jefferson County’s ESF system will mirror the state. One additional ESF (ESF 16: Animal Services) has been implemented in Louisville/Jefferson County to address potential local needs.

Kentucky's Emergency Support Functions Under Development.	LOUISVILLE/JEFFERSON COUNTY		NATIONAL RESPONSE FRAMEWORK	
	ESF 1	TRANSPORTATION	ESF 1	TRANSPORTATION
	ESF 2	COMMUNICATIONS	ESF 2	COMMUNICATIONS
	ESF 3	PUBLIC WORKS AND ENGINEERING	ESF 3	PUBLIC WORKS AND ENGINEERING
	ESF 4	FIREFIGHTING	ESF 4	FIREFIGHTING
	ESF 5	EMERGENCY MANAGEMENT	ESF 5	EMERGENCY MANAGEMENT
	ESF 6	MASS CARE	ESF 6	MASS CARE, HOUSING, AND HUMAN SERVICES
	ESF 7	RESOURCE MANAGEMENT	ESF 7	RESOURCE SUPPORT
	ESF 8	HEALTH AND MEDICAL	ESF 8	PUBLIC HEALTH AND MEDICAL SERVICES
	ESF 9	URBAN SEARCH AND RESCUE	ESF 9	URBAN SEARCH AND RESCUE
	ESF 10	HAZARDOUS MATERIALS	ESF 10	OIL AND HAZARDOUS MATERIALS RESPONSE
	ESF 11	FOOD AND WATER	ESF 11	AGRICULTURE AND NATURAL RESOURCES
	ESF 12	ENERGY	ESF 12	ENERGY
	ESF 13	LAW ENFORCEMENT AND SECURITY	ESF 13	PUBLIC SAFETY AND SECURITY
	ESF 14	PUBLIC INFORMATION	ESF 14	LONG TERM COMMUNITY RECOVERY AND MITIGATION
	ESF 15	VOLUNTEERS AND DONATIONS	ESF 15	EXTERNAL AFFAIRS
ESF 16	ANIMAL SERVICES			

EMERGENCY SUPPORT FUNCTION (ESF) MATRIX

P=Primary						S=Secondary										
County/State/Federal and Other Agencies	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16
Amateur Radio Disaster Services (ARES)		S				S		S			S		S			
American Red Cross, Louisville	S			S	S	P			S	S	S				S	
Anchorage Police Department													S			
Bell South		S	S													
City of Anchorage							S									
City of Jeffersontown							S									
City of Prospect							S									
City of St. Matthews							S									
City of Shively							S									
Civil Air Patrol			S				S		S							
Family Health Centers								S								
Faith Based Organizations						S									S	
Greater Louisville Funeral Directors								S								
Home Health Care Agencies								S								
Hospitals/Psychiatric Hospitals*																
• Baptist Hospital East								S								
• Caritas*								S								
• Central State Hospital*								S								
• Jewish Hospital								S								
• Jewish Medical Center East								S								
• Kosair Children's Hospital								S								
• Norton Audubon Hospital								S								
• Norton Hospital								S								
• Norton Southwest Medical Center								S								
• Norton Suburban Hospital								S								
• Saints Mary & Elizabeth								S								
• Ten Broeck*								S								
• University of Louisville								S								
• Veteran's Affairs Medical Ctr.								S								
Insight Communications		S	S													
Jefferson County Coroner's Office								S		S						
Jefferson County Extension Service																S
Jefferson County Fire Protection Districts	S		S	P	S				P	P			S			S
Jefferson County Public Schools	S				S	S				S						
Jefferson County Rural EMS								S								
Jefferson County Search Dog Association									S							
Jefferson County Sheriff's Office	S				S									S		
Jeffersontown Police Department													S			
Kentucky Air National Guard					S											
Kentucky Community Crisis Response Board								S								
Kentucky Department of Transportation	S															
Kentucky Division of Emergency Management					S											
Kentucky Hospital Association								S								
Kentucky National Guard	S															
Kentucky Veterinarian Association																S
Louisville/Jefferson County Metro Emergency Management	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S	S
Louisville/Jefferson County Metropolitan Sewer District			S	S	S					S						
Louisville Fire & Rescue	S	S	S	P	S				P	P			S			S
Louisville Gas & Electric			S		S											
Louisville Industrial Mutual Aid Association										S						

EMERGENCY SUPPORT FUNCTION (ESF) MATRIX

P= Primary							S=Secondary									
County/State/Federal And Other Agencies	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16
Louisville Metro Air Pollution Control District	S		S		S					S						
Louisville Metro Animal Services	S				S											P
Louisville MetroCall		S				S								S	S	
Louisville Metro Corrections	S				S			S					S			
Louisville Metro Department of Health and Wellness			S	S	S	S		P		S						S
Louisville Metro Emergency Medical Services			S	S				S	S	S						
Louisville Metro Facilities Management													S			
Office of Management and Budget	S		S		S	S	P									
Louisville Metro Fleet Services							S									
Louisville Metro Human Services	S				S	S		S								
Louisville Metro Information Technology		S					S									
Louisville Metro Inspections, Permits, and Licenses	S															
Louisville Metro Mayor's Communications					S									P		
Louisville Metro Mayor's Special Counsel					S		S									
Louisville Metro Neighborhoods	S															
Louisville Metro Parks	S		S		S											S
Louisville Metro Police Department	S	S	S	S	S	S				S			P			P
Louisville Metro Public Works	S		P	S	S				S				S			S
Louisville Metro Purchasing	S		S		S	S	P	S								
Louisville Metro Solid Waste Management	S		S		S											S
Louisville Metro Zoo			S		S											S
Louisville Water Company			S		S											
MetroSafe Communications	S	P	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Metro United Way														S	P	
National Weather Service		S												S		
Prospect Police Department													S			S
Radio Amateur Civil Emergency Services (RACES)		S														
Regional Airport Authority	S															
Rubbertown Mutual Aid Association										S						
St. Matthews Police Department													S			S
Salvation Army						S				S					S	
Shively Police Department													S			S
Transit Authority of River City	P			S	S	S			S							
TRIMARC	S															
Volunteers Organizations Active in Disasters (VOAD)															S	
Yellow Ambulance								S								

EMERGENCY OPERATIONS CENTER

The Emergency Operations Center (EOC) is located at 410 South 5th Street. It is staffed by Emergency Management Agency (EMA) personnel in anticipation of potential natural events, e.g. severe weather, for caused events such as a significant hazardous material release, or other events that may require management and coordination of response and recovery efforts to mitigate incident severity. It is also staffed by EMA in conjunction with other agencies at the local, state, and federal level if incident severity increases or for planned events such as Thunder over Louisville and the Kentucky Oaks/Derby. A back-up center is located at 768 Barret Avenue.

There are three activation levels for the EOC: Level 1, Level 2, and Level 3. The level of activation depends on the nature/scope/duration or anticipated nature/scope/duration of an event and associated resources required to support the event and potential major policy decision that may or will be required. Following is a synopsis of the activation levels:

Level 1

The possibility of an emergency or disaster that may require partial or full activation of EOC exists to include monitoring severe thunderstorms/warnings; tornado watches/warnings; and homeland security warnings/escalations. The ability to quickly 1) increase the EOC activation level; 2) request mutual aid; and/or 3) prepare and distribute emergency public information may be required. The EMA Duty Officer is present and may require minimal support personnel. It is a monitoring phase to facilitate enhanced coordination between communication centers, involved agencies, and potentially impacted jurisdictions.

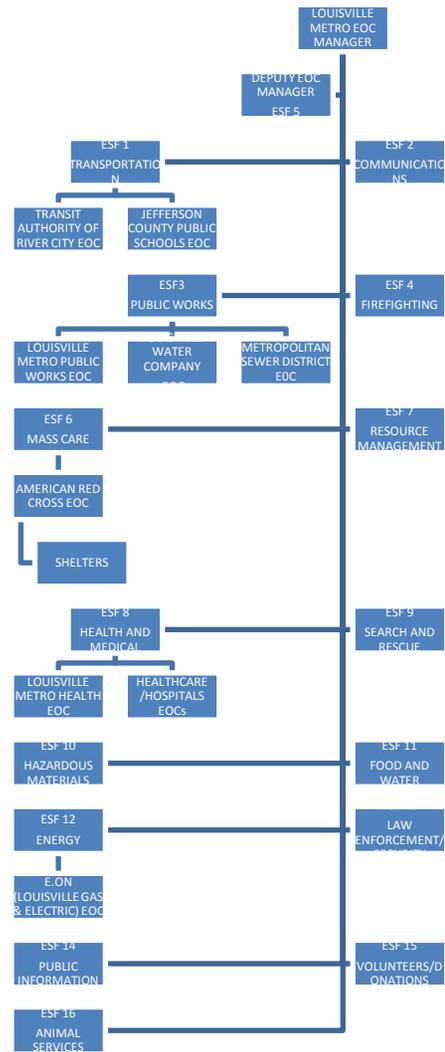
Level 2

An event and situation exists that may require EOC activation for specific agencies to include severe thunderstorm; tornado with minor or moderate damages without evacuations; more significant hazardous material release; moderate flooding; or suspected Weapons of Mass Destruction (WMD) event. EMA personnel are present to expedite assessment and 1) recommend any additional actions necessary to respond to or mitigate consequences of the event or situation; 2) provide a means of managing and distributing information; and 3) coordinate resource support. Certain agencies and/or local government department heads may be required to consistently report status and/or provide personnel to the EOC.

Level 3

A disaster or emergency situation is in effect and the EOC is fully activated. Response resources are overwhelmed; mutual aid is required; and significant area coordination is essential. Activation of appropriate Emergency Support Functions is required. The situation includes events affecting multiple jurisdictions; homeland security incidents; WMD events; infectious disease outbreaks; severe weather outbreaks with wide spread damage, injuries, or loss of life; and/or events requiring evacuation and/or mass sheltering. Full scale field operations are required and wide area disaster management at the EOC is required on a 24/7 sustained basis.





ESF #1

Transportation

PRIMARY AGENCY: TRANSIT AUTHORITY OF RIVER CITY (TARC)



PURPOSE
Coordinate all emergency transportation resources for the response to and recovery from any disaster in Louisville Metro.

Support Agencies

American Red Cross Wheels
Jefferson County Public Schools
Jefferson County Sheriff's Office
Jefferson County Suburban Fire Protection Districts
Kentucky Department of Transportation
Kentucky National Guard
Louisville/Jefferson County EMA
Louisville Fire and Rescue/Jefferson County Fire
Louisville Metro Air Pollution Control District
Louisville Metro Animal Control
Louisville Metro Corrections Department
Office of Management and Budget
Louisville Metro Human Services
Louisville Metro Inspections, Permits and License
Louisville Metro Parks
Louisville Metro Police
Louisville Metro Public Works
Louisville Metro Purchasing Department

POLICIES

- Support and coordinate emergency transportation needs during an emergency or disaster.
- Coordinate evacuation of persons from immediate peril and assisting with re-entry of threatened areas .
- Coordinate the transport of materials, personnel, and supplies to support emergency activities during the response phase.
- Coordinate the transport of persons, materials and supplies during the demobilization and recovery phase.
- Monitor the condition of all roadways coordinate access restriction as necessary.



Jefferson County

I. PURPOSE

The purpose of ESF 1 (Transportation) is to provide, in a coordinated manner, the resources (human, technical, equipment, facility, materials and supplies) via Louisville Metro Government and other agencies to support emergency transportation needs during an emergency or disaster in Louisville Metro.

ESF 1 can provide personnel and resources to support prevention, preparedness, protection, response, recovery and mitigation in support of the primary emergency management objectives. The Transit Authority of River City (TARC), as the ESF 1 Coordinator, directs all aspects of emergency transportation to include resource allocation.

The priorities for resource allocation are:

- Evacuating persons from immediate peril and assisting with re-entry of threatened areas
- Transporting materials, personnel, and supplies to support emergency activities during the response phase
- Transporting persons, materials and supplies during the demobilization and recovery phase
- Monitoring the condition of all roadways in and around Louisville Metro and restricting access as necessary

II. CONCEPT OF OPERATION

A. General

1. ESF 1 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 1 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 1 implementation. ESF 1 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 1 will evaluate and analyze information regarding transportation needs for response; develop and update assessments of transportation needs and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, the individual will advise and/or direct operations within the context of the Incident Command System structure.
6. Each transportation organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of transportation services in Jefferson County including names of responsible officials, readiness status and major transportation equipment identified in Resource Typing.
8. Transportation organizations are responsible for training and continuing education of their personnel.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 1 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 1 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 1 for receipt/facilitation of the local transportation needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 1.
- During the response phase, ESF 1 will evaluate and analyze information regarding transportation requests. ESF 1 will develop and update assessments of transportation status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 1 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

2. REGION

- ESF 1, in consultation with the requesting jurisdiction, may obtain additional transportation resources via established mutual aid agreements.
- The KyEM serves as the lead agency for transportation coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 1 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 Kentucky Department of Transportation may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 1/ comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 1/comparable will evaluate and analyze information regarding transportation requests. ESF 1/comparable will also develop and update assessments of the transportation 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 1 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Management Agency.
- Upon instructions to activate ESF 1, TARC and ESF 1 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 1 are grouped into the phases of emergency management: prevention, preparedness, response, recovery and mitigation. 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 1 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Evacuation and re-entry support
- Transportation of Louisville Metro and/or other populations
- Transportation of ambulatory, wheelchair and other special needs populations
- Transportation of equipment and supplies
- Catastrophic incident and alternate transportation service facility support

1. PREPAREDNESS

Actions and activities that develop transportation response capabilities may include planning, training, orientation sessions and exercises for ESF 1 personnel (i.e., county, state, regional and federal) and other emergency support functions that will respond with ESF 1. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 1 support agencies and other emergency support functions to refine transportation operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and transportation response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Manage inventory of equipment and other pre-designated assets that are essential to meet transportation of special needs groups.
- Maintain a list of ESF1 assets that can be deployed during an emergency; refer to the NIMS Resource Typing in organizing these resources.
- Assign and schedule sufficient personnel to implement ESF1 tasks for an extended period of time.

- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and transportation strategies.
- Develop and present training courses for ESF 1 personnel.
- Maintain liaison with support agencies.
- Conduct All Hazards exercises involving ESF 1.

2. MITIGATION

- Coordinate with the All Natural Hazard Mitigation Committee to identify potential hazards and their impacts, include in the All Natural Hazards Mitigation Action Plan and seek funding.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 1 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each transportation agency.
- Establish and maintain of a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Utilize evacuation, deployment or demobilization routes to the extent possible.
- Coordinate with support agencies to develop, prioritize and implement strategies for the initial response to EOC requests. Louisville Metro Emergency Medical Services will provide transportation for medically critical, other special needs persons (see ESF 8). TARC will provide transportation for ambulatory and non-ambulatory persons.
- Establish communications with appropriate field personnel to ensure readiness for timely response.
- Evaluate and task the transportation support requests for threatened and/or impacted areas.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct transportation resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements
- Coordinate all resources into the affected areas from designated staging areas.
- Relay all emergency traffic conditions/regulations to all affected personnel.

- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.
- Report to the EOC any traffic control signs/signals needed at locations for general navigation through and around the disaster area.
- Coordinate with ESF 3 (Public Works and Engineering) for equipment and manpower required to clear roads.
- Coordinate with ESF 8 (Health and Medical) for emergency medical air transportation.

4. RECOVERY

- Contact each transportation agency for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by transportation agencies.
- Continue to provide support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or jurisdictions.
- Initiate financial reimbursement process for recovery activities when such support is available.
- Assist in recovery operations of the EOC. Support agencies will continue to provide necessary emergency transportation, transportation of persons with special needs, transportation of emergency personnel, and transportation of emergency goods and services.

E. Direction and Control

1. ESF 1 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 1 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 1 expectations.
2. The ESF 1 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 1 Coordinator during emergency activations. Per 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.
4. The staffing directory, ESF 1 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with notification lists updated at least monthly and all other documents at least annually.
5. In accordance with a mission assignment from ESF 1 and further mission tasking by a local primary agency, each support organization assisting in an ESF 1 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 1. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency - Transit Authority of River City (TARC)

2012-2013

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide transportation assistance to affected areas and populations.
- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of support agencies' personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 1 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Monitor transportation emergency response and recovery.
- Coordinate all state and federal transportation resources into the affected areas from staging areas.
- Manage transportation and other emergency incidents in accordance with each agency's Standard Operating Guidelines and under the direction of ESF 1 representatives or designee.
- Task support agencies as necessary to accomplish ESF 1 support responsibilities.
- Make specific requests for transportation assistance to the State ESF 1/comparable as needed. State will activate resources through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most critical transportation needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Maintain a current inventory of transportation assets from participating agencies, including their location and condition.
- Demobilize resources and deactivate the ESF 1 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with ESF 1.

- American Red Cross Wheels will provide transportation for wheelchair and other special needs and relocation of affected populations as required.
- Jefferson County Public Schools will provide transportation to the extent capable as required.
- Jefferson County Sheriff's Office, Louisville Metro Correction Department and Louisville Metro Police will provide crowd control, security measures, roadway assessments and ingress/egress in areas involved in ESF 1 operations.
- Jefferson County Suburban Fire Protection will provide specialty transportation such as water rescues' as required.
- Kentucky Department of Transportation will control, direct, and coordinate all transportation through the ESF 1 Coordinator if a statewide emergency and will provide specialty transportation as required.
- Kentucky National Guard under the authority and direction of the Governor will assist ESF 1 operation and coordinate all transportation through the Louisville/Jefferson County Metro Transportation Coordinator if a statewide emergency.
- Louisville/Jefferson County Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Louisville Fire & Rescue/Jefferson County Fire Protection Districts will provide specialty transportation such as water rescues as required.
- Louisville Metro Air Pollution Control District will advise and respond to any air-quality issues.
- Louisville Metro Animal Control will provide transportation for animals as required.
- Office of Management and Budget will manage financial matters relating to resources procured.
- Louisville Metro Human Services will coordinate ESF1 transportation evacuation assistance to affected populations.
- Louisville Metro Inspections, Permits & License will provide damage assessments.
- Louisville Metro Neighborhoods will provide status and damage assessments of neighborhoods.
- Louisville Metro Public Works (ESF 3), Louisville Metro Parks and Louisville Metro Solid Waste Management Services will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response transportation actions and provide transportation as required.
- Office of Management and Budget will procure resources as required.
- Regional Airport Authority will advise/manage air transportation involved in ESF 1 operations.
- TRIMARC will provide and communicate relevant traffic information.

G. Financial Management

ESF 1 is responsible for managing financial matters (specific to ESF 1 activity) 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 ESF 1 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 1 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #2

Communications



PURPOSE
Coordinate the provision of emergency communications resources for the response to and recovery from any disaster in Louisville Metro



PRIMARY AGENCY: METROSAFE COMMUNICATIONS

Support Agencies	Amateur Radio Disaster Services (ARES)
	Bell South
	Insight Cable
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Metro Call
	Louisville Metro Information Technology
	Louisville Metro Police Department
	National Weather Services
	Radio Amateur Civil Emergency Service (RACES)
	Secondary Public Safety Answering Points (PSAPs)
	United Way

POLICIES

- Provide communications and support services for emergency events in Louisville Metro.
- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Ensure that MetroSafe Communications and secondary Public Safety Answering Points (PSAPs) are prepared to provide the mission essential communications services required during normal operations.
- Ensure that MetroSafe Communications and secondary PSAPs are prepared to respond to emergencies, recover and mitigate their impacts.
- Establish and maintain communications between and among the key facilities that are integral to efficient disaster operations.

I. PURPOSE

MetroSafe Communications is the County Warning Point and primary Public Safety Answering Point (PSAP) for Louisville and Jefferson County. It provides emergent and non-emergent dispatch services for Louisville Fire & Rescue, Jefferson County Fire Protection Districts, Shively Fire Department, Louisville Metro Police and Louisville Metro Emergency Medical Services. Five secondary PSAPs provide emergent and non-emergent dispatch services for their respective agencies, i.e., Jefferson County Sheriff's Office, Anchorage Police Department, St. Matthews Police Department, Shively Police Department and Jeffersontown Police Department.

The mission of Emergency Support Function (ESF) 2 is to provide communications and support services for emergency events in Louisville Metro. ESF 2 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 2 resources (see Louisville UASI Tactical Interoperability Plan) are used when individual agencies are overwhelmed and additional communications assistance requested.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 2 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 2 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 2 implementation. ESF 2 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 2 will evaluate and analyze information regarding communications resource requirements; develop and update assessments of the communications situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, 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.
6. Each Louisville/Jefferson County PSAP, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of communication resources in Jefferson County and surrounding Urban Area Security Initiative (UASI) counties including names of responsible officials, readiness status and major items identified in the Louisville UASI Tactical Interoperability Communications Plan.
8. The staffing directory, ESF 2 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
9. MetroSafe Communications and other Public Safety Answering Points are responsible for training and continuing education of their personnel.

10. The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

The Concept of Operations is guided by the following assumptions:

- The nature and scope of the emergency dictate actions required.
- Louisville Metro agencies and other agencies (both public and private) will use their normal communications systems during an emergency. Support facilities and equipment will be provided through coordination with the Louisville Metro Emergency Operations Center/Emergency Support Function 2.
- MetroSafe Communications and other PSAPs are tasked with maintaining adequate spare parts, resources and plans to ensure operational continuity during a disaster or emergency.
- MetroSafe and other PSAPS are tasked with maintaining adequate staffing during an emergency with employees recalled as needed and scheduled appropriately.
- Lead and support agencies will coordinate their activities via their respective agency representative for the applicable Emergency Support Function.
- The Executive Director/designee of Louisville/Jefferson County Metro Emergency Management Agency will establish priorities for restoration, if required, of public safety communications resources.
- ESF 2 through MetroSafe Communications and Louisville Metro Information Technology will support the establishment of communications between key facilities that have an integral role in emergency response and recovery under the National Incident Management System. Following are those facilities and general communications requirements:

Communications Systems Linkages

- Louisville Metro Emergency Operations Center (EOC) and local government agencies to include telephone, fax, paging and when applicable radio and commercial wireless applications
- Louisville Metro EOC and Commonwealth EOC to include telephone and fax
- Louisville Metro EOC other operational local EOCs to include telephone, fax and commercial wireless, when applicable
- Emergency Support Functions and Incident Command System field operations to include radio communications
- Louisville Metro EOC and area hospitals via Radio Amateur Civil Emergency Services (RACES)
- Shelters and feeding sites to include radio, telephone and Amateur Radio Disaster Services (ARES)
- Distribution sites, staging areas and disaster resource centers to include radio, telephone, commercial wireless and ARES

Priorities for allocation of emergency communication resources by MetroSafe Communications are:

- Lifesaving – organization essential to survival, health and safety of the population
- Essential industry/commerce/transportation – organizations that are required to maintain operations and economic stability
- Others as determined

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 2 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 2 position in the Emergency Operations Center (EOC) on a 24-hour basis.

- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 2 for receipt/facilitation of communications needs/resource requests.
- During the response phase, ESF 2 will evaluate and analyze information regarding communications services requests. ESF 2 will develop and update assessments of the communications status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 2 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).

2. REGION

- ESF 2, in consultation with the requesting jurisdiction, may obtain additional communications resources via established mutual aid agreements.
- The Kentucky Division of Emergency Management serves as the lead agency for communications coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 2 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 Kentucky Division of Emergency Management may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 2/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 2/comparable will evaluate and analyze information regarding communications services requests. ESF 2/comparable will also develop and update assessments of the communications situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications is the County Warning Point.
- MetroSafe Communications will notify the Louisville/Jefferson County Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 2. MetroSafe Communications will manage the emergency activities of ESF 2.

- Upon instructions to activate ESF 2, MetroSafe Communications and ESF 2 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 2 are grouped into the 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 2 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Assessment of potential impacts of scenario events and communications needs
- Input into development of Incident Action Plans
- Provision of communications personnel
- Provision of communications equipment and supplies
- Analysis of loss of functionality of communications system
- Determination of available communications assets
- Accumulation of damage information from assessment teams
- Coordination of communications support
- Prioritization of deployment of resources based on response needs
- Communications management, command and control of assets
- Communications activities related to terrorist threats and/or event

1. PREPARATION

Actions and activities that develop communications response capabilities may include planning, training, orientation sessions and exercises for ESF 2 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 2. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct training and exercises for MetroSafe Communications and secondary PSAPs.
- Conduct planning with ESF 2 support agencies and other emergency support functions to refine Communications operations.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties. Develop and present training courses for ESF 2 personnel.
- Provide information on critical facilities to Louisville/Jefferson County Metro Emergency Management Agency and develop protocols for frequently provided services.
- Conduct All Hazards exercises involving ESF 2.

- Coordinate with ESF 5 (Planning/Emergency Management) to incorporate disaster intelligence into ESF 2 training, preparedness and planning including the use of this intelligence to scale the mission requirements for ESF 2 in a major disaster.
- Assess the vulnerability of communications equipment and systems to the effects of severe weather, flooding and other natural, technological and man-made hazards.
- Assess worst-case scenario damage to the communications system with emphasis on scenarios that will cause the loss of system functionality.
- Identify mission essential functions including 911 call processing, emergency dispatch services, and 24-hour Warning Point.
- Identify alternative facilities and systems that will serve as backup for communications and dispatch services if a major event prevents MetroSafe Communications or secondary PSAPs from assuming or maintaining its mission essential functions.
- Train personnel in the Incident Command System and procedures for pre-staging communications assets for rapid deployment as required.

2. MITIGATION

- Maintain and improve communications infrastructure.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 2 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each response agency.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Establish mutual aid procedures for interoperable communications and other communication resources.
- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct communication resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- Contact each PSAP for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by PSAPs.
- Continue to provide support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or jurisdiction(s).
- Accumulate damage information obtained from assessment teams, the telecommunications industry, and other local government and state agencies.
- Query wireless providers and local media for damage reports.
- Contact other Emergency Support Functions to determine their communications requirements.
- Assess the need for, and obtain telecommunications industry support as required.
- Prioritize the deployment of services based on available resources and critical needs.
- Prepare and process reports using established procedures, focusing specific attention to the production of after-action reports.
- Coordinate communications support to all governmental, quasi-governmental and volunteer agencies as required.

E. Direction and Control

1. ESF 2 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 2 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 2 expectations.
2. The ESF 2 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 2 Coordinator during emergency activations. Per 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.
4. In accordance with a mission assignment from ESF 2 and further mission tasking by a local primary agency, each support organization assisting in an ESF 2 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 2. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (MetroSafe Communications)

- Provide and maintain communications during an emergency.

- Provide the Emergency Operations Center updates on the potential impacts of damage to communications systems, resource shortfalls, and potential impacts on accomplishing the ESF 2 mission
- Coordinate distribution of RACES (Radio Amateur Civilian Emergency Service) and ARES (Amateur Radio Emergency Services) resources.
- Maintain an inventory of personnel, equipment, and vendors that will be used in the restoration of services.

Support Agencies

- Amateur Radio Disaster Services (ARES) will provide communications at shelters, feeding sites, distribution centers, disaster resource centers and other sites as appropriate.
- Bell South, Insight Cable and other private vendors will provide hardware, infrastructure, and software support necessary to maintain their respective communication networks.
- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Louisville Fire & Rescue will provide communications resources within the MetroSafe Communications organizational structure.
- Louisville Metro Call will provide an overflow mechanism via 311 for information and non-emergent requests from the public.
- Louisville Metro Information Technology will provide technological and resource support for computer based applications and wired telephone.
- Louisville Metro Police Department and other local law enforcement agencies will provide security for communications facilities and sites.
- National Weather Service will provide broadcast capability through the Emergency Alert System.
- Radio Amateur Civil Emergency Service (RACES) will provide communications at hospitals and other sites as appropriate.
- Secondary Public Safety Answering Points (PSAPs) will provide basic communications for their respective agencies.
- United Way will provide an overflow mechanism via 211 for information and non-emergent requests from the public.

G. Financial Management

ESF 2 is responsible for managing financial matters (specific to ESF 2 activity) 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 will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 2 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

AMATEUR RADIO EMERGENCY SERVICE

I. SITUATION AND ASSUMPTIONS

DEFINITIONS

Amateur Radio Emergency Service (ARES) - national amateur radio emergency preparedness organization sponsored by the American Radio Relay League (ARRL); different from RACES although many common goals; may be used as a public service organization to assist with communications during non-emergency events such as parades, foot and bicycle races and community events.

Amateur Radio - communication in a range of frequencies slightly above the AM broadcast band (1.6 MHz) to the microwave region at several hundred gigahertz where these frequencies have been designated for use by amateur radio operators licensed by the Federal Communications Commission (FCC)

Amateur Radio Operator – licensed individual user of amateur radio equipment

Amateur Radio Service – members of ARES and RACES within Jefferson County

Prolonged Event – incident requiring amateur radio operators from outside the local district for support and relief duties

Net Activation – response by a group of amateur radio operators to a net resource manager's request for communication support for hospitals, fire departments, search and rescue teams, Emergency Operations Center (EOC), etc.

Net Resource Manager – individual responsible for contacting amateur radio operators for net activation and generating resource reports that inform responding groups and/or agencies of the availability of Amateur Radio resources and the schedules needed for an event(s)

Net Control Operator - moderator of a network (net) that monitors the radio transmissions within their respective nets; addresses issues that arise and reports to the Net Resource manager

Radio Amateur Civil Emergency Service (RACES) - organization of the amateur radio operators who volunteer to provide radio communications for state and local governments during times of civil emergency

II. MISSION

- A. Provide amateur radio resources in support of Emergency Support Function (ESF) 2, Communications.
- B. Use a combination of RACES and ARES members to support ESF 2 amateur radio requirements in Jefferson County during failure of normal communication systems, exercises, or any other situation deemed appropriate.

III. DIRECTION AND CONTROL

- A. Amateur Radio Service will be under the direction of ESF 2 when activated upon the request of the Louisville/Jefferson County Metro Emergency Management Agency. It is critical that amateur radio operators be available at the Louisville Metro Emergency Operations Center (EOC) and/or a Command Post to provide government with a means of supplemental communications.
- B. Amateur Radio Service is designed to be self-activating upon request from the Louisville/Jefferson County Metro Emergency Management Agency. Amateur radio operators may be working in the field at the direction of a net control operator and should be prepared to spend time away from their homes during a net activation

- C. No amateur radio volunteer will travel to any disaster site without prior approval of ESF 2 via the Net Control Operator. Travel into an area under a declaration of an emergency may violate certain laws in effect via the declaration. Amateur Radio Service will be notified by Page Gate in the event of a Level 3 EOC activation.
- D. The Louisville/Jefferson County Metro Emergency Management Agency Director will approve all RACES applications
- E. Amateur Radio Service operators will be prepared to provide support for the following missions:
 1. Back-up emergency direction and control communications between the Louisville Metro Emergency Operations Center (LMEOC), Commonwealth EOC and/or any other area EOC(s)
 2. Back-up direction and control communications within local jurisdictions
 3. Communications between state and local government agencies
 4. Communications between the LMEOC and designated command posts, staging areas and base camps
 5. Back-up emergency communications between the Commonwealth EOC, FEMA Regional Operations Center (ROC), and the FEMA Disaster Field Office (DFO) if requested
 6. Back-up emergency communications for federal agencies
 7. Communications and video (if available) support, as needed, to support search and rescue operations, damage assessment, or other state and local government assigned tasks
 8. Emergency communications for shelters, law enforcement agencies, MetroSafe Communications and/or secondary Public Safety Answering Points (PSAPs), fire departments/districts, and any other requirements designated by ESF 2

IV. CONCEPT OF OPERATION

- A. ESF 2 will request RACES and ARES county coordinators to contact their respective radio operators when it is necessary to activate an amateur radio net. The coordinators will initiate a Resource Net to ascertain the number of amateur radio operators available and what level of service they can provide. At least one amateur radio operator will be assigned directly to the LMEOC. The county coordinators will assign a Net Resource Manager who will keep a list of the following:

1. Name and brief description of the event, with location if applicable
2. Operations net frequency
3. Number of sites supported
4. Number of amateur radio operators involved
5. Radio frequency of the resource net
6. List of additional resources needed
7. Special requirements

This list of details will be provided to facilitate coordination of amateur radio resources.

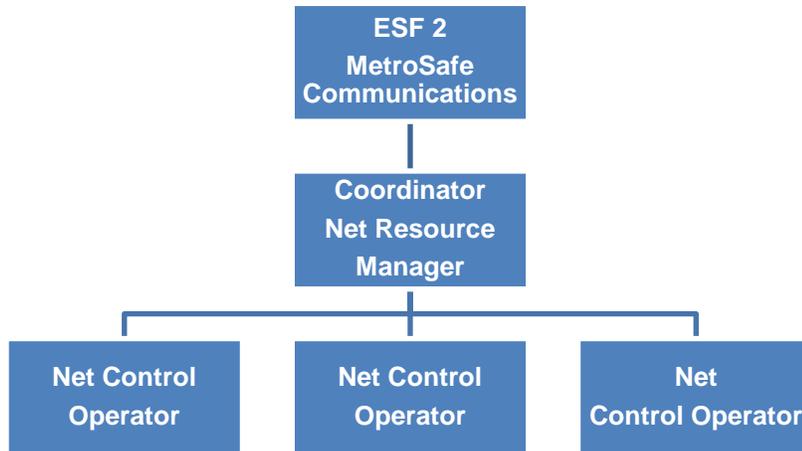
The coordinators will be provided direction as to the locations where mobile operators are required.

- B. RACES and ARES groups normally function autonomously from local government and each will be responsible for maintenance of Standard Operating Procedures including but not limited to:
 - Group call up list and net activation procedures
 - Resource list
 - Liaison with served agency
 - Liaison with other serving groups
 - Simulated emergency exercises
 - Generation of After-Action Report(s)
- C. As a general rule most communications performed by the Amateur Radio Service are local and of short duration. A situation could escalate beyond the local level and require participation from adjacent areas to include a state-wide activation. Local frequencies are identified in Appendix B and State frequencies in Appendix C. Use of these frequencies will be at the direction of the Net Control Operator.

- D. Initiation of a net activation will require contact of the following coordinators:

ARES Jefferson County Emergency Coordinator	Ricky Singleton	Cell	(502) 741-5600 KC4S
ARES District 6 Emergency Coordinator	Jim Vaughn	Office Cell	(502) 933-1123 (502) 641-8242 K4TXJ
ARES	Keith Stevenson	Primary Secondary	(502) 410-3713 (502) 552-7509 AJ4KI
	Kenny Heavrin	Primary Secondary	(502) 649-4501 (502) 239-1472 KY4COP
RACES Jefferson County Coordinator	BJ Anderson	Home Home	(502) 937-3639 (502) 937-7524
RACES Jefferson County Secondary	Bill Carter	Cell	(502) 817-2735

Appendix A
Organizational Chart



Appendix B

Local Frequencies and Repeaters

VHF repeater frequencies that can be contacted from LMEOC are:

- KK4CZ 145.410 PL 151.4 and 77.0
- KY4KY 146.700 PL 79.7 (in and out)
- W4PF 146.880 PL 100.0
- W4MO 146.940 PL 67.0
- RACES 147.030 PL 151.4
- N4MRM 147.070 PL 151.4
- KA4MKT 147.120
- KG4CCW 147.150 PL 79.7
- W4CN 147.180 PL 79.7

Oldham County RACES 147.390 PL 151.4

UHF repeaters frequencies that can be contacted from LMEOC are:

- RACES 442.725 PL 151.4
- N4KWT 443.975 PL100.0
444.200 PL 67.0
- KY4NDN 444.300 PL 156.7

Appendix B

Kentucky State Frequencies

75 Meters

- 3.960 SSB State-Wide Health & Welfare Traffic (KTN)
- 3993.5kHz SSB State-Wide Tactical Net (KEN) from 2100Z to 1400Z
- 3.590 Packet State-Wide Tactical/Resource from 2100Z to 1400Z
- 3.585 RTTY State-Wide Tactical/Resource from 2100Z to 1400Z

40 Meters

- 7.228 SSB State-Wide Tactical (KEN) from 1400Z to 2100Z
- 7.198 SSB State-Wide backup from 1400Z to 2100Z
- 7.090 Packet State-Wide Tactical/Resource from 1400Z to 2100Z
- 7.087 RTTY State-Wide Tactical/Resource from 1400Z to 2300Z

10 Meters

- 28.400 SSB State-Wide Tactical

6 Meters

- 50.150 SSB State-Wide Tactical
- 52.490 FM State-Wide Tactical

2 Meter Digital

- 145.070 Packet Keyboard to Keyboard from 0000Z to 2359Z
- 145.090 Packet BBS to BBS from 0000Z to 2359Z
- 145.030 Packet BBS to BBS from 0000Z to 2359Z
- 144.390 APRS Where available from 0000Z to 2359Z

2 Meter Phone

- 146.550 State-Wide Simplex 0000Z to 2359Z

HF Phone Net Operation

3993.5kHz / 7228kHz Tactical/Command Net. Stations reporting for communications duty will check in to the Kentucky Emergency Resource/RACES Net by call sign, name, and county. Once the station has been checked in to the net, they will stand by on frequency for additional information. The net acts as a holding/general information net and directs its participants to other nets as needed. Key functions of this net are situation reports and personnel resources. Times for use will depend greatly on band conditions and may increase or decrease with the time of year.

The Kentucky Traffic Net will continue to operate on 3960kHz even during emergencies for the purpose of handling traffic and Section-wide updates. This may be where the bulk of the activity will take place and will most likely be the first frequency to be activated on a wide area basis.

When operating both Resource and Tactical nets, the Commonwealth EOC will always be on the Tactical net frequency

State Wide Frequencies

Mode Frequency

- SSB 3.993.5 State wide HF Net frequency KEN
- SSB 7.228 Alternate State Wide SSB Freq. KEN

- SSB 3.960 State wide NTS HF net
- FM 146.550 simplex

Kentucky RACES

Mode Frequency

- CW 3524.5 kHz
- CW 7097.5 kHz
- CW 7109.5 kHz
- CW 4050.0 kHz
- CW 21050.0 kHz
- SSB 3993.5 kHz

National Traffic System (HF)

Mode Frequency Tone Day / Time Notes

- SSB 3.960

ESF #3

Public Works & Engineering



PURPOSE

Support and manage the public infrastructure for Louisville Metro during and following a disaster to minimize the impact on lives and property.



Jefferson County

PRIMARY AGENCY: LOUISVILLE METRO PUBLIC WORKS

Support Agencies	Bellsouth
	Insight Communications
	Jefferson County Suburban Fire Protection Districts
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Gas and Electric Company
	Louisville Metro Air Pollution Control District
	Louisville Metro Dept of Public Health and Wellness
	Louisville Metro Emergency Medical Services
	Office of Management and Budget
	Louisville Metro Parks
	Louisville Metro Police
	Louisville Metro Purchasing Department
	Louisville Metro Solid Waste Management Services
	Louisville Metro Zoo
	Louisville Metropolitan Sewer District
Louisville Water Company	

POLICIES

- Prioritize impacted areas based upon impact assessment data.
- Coordinate emergency debris removal on essential transportation routes.
- Coordinate the permanent removal, disposal, and burning of all debris from public property.
- Coordinate damage assessment data of all public facilities, equipment, and debris countywide for submission to the State EOC.
- Coordinate mutual aid and contractual vendor crews including assembly areas, assignments, and financial tracking.
- Restore water distribution systems and sewage treatment facilities.
- Prioritize and implement temporary emergency structural repairs at vital public facilities, county roads, bridges, and drainage systems.
- Assist municipalities and hospitals in emergency repairs of vital facilities.
- Coordinate road closures.
- Establish staging areas and logistical support bases for requested mutual aid resources in coordination with all first response agencies

I. PURPOSE

The purpose of Emergency Support Function 3 (ESF 3) is to provide public works coordination and support services in support of emergency events in Louisville Metro. ESF 3 can provide personnel and resources to support prevention, preparedness, protection, response, recovery and mitigation in support of the primary emergency management objectives. ESF 3 will evaluate infrastructure damage and coordinate emergency debris cleaning of essential roads within Louisville Metro. ESF 3 will also coordinate emergency contracting, building inspections, engineering services and demolitions. ESF 3 will allocate debris clearing and Public Works equipment and process all request for needs and donations of public works and debris clearing equipment. ESF 3 resources are used when individual agencies are overwhelmed and County Emergency Response Team requests additional public works and engineering service assistance.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 3 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 3 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A staffing directory and the ESF 3 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with status of the call lists updated at least quarterly and all other documents at least annually.
4. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 3 implementation. ESF 3 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
5. When an event requires a specific type or response mode, 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.
6. Each organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA).
7. Louisville Metro Public Works will coordinate debris disposal. Municipalities located in Louisville Metro have the responsibility to remove debris within their borders and may coordinate with Louisville Metro Public Works for disposal. In addition to debris generated from roadways, a major natural disaster will also generate large quantities of debris from damaged homes and businesses. The total amount of debris may exceed the capacity of existing disposal sites. Accordingly, public works departments may have to seek alternatives such as opening emergency sites for the landfill and/or burning of debris. The departments will be requested to seek necessary permits/waivers from the Air Pollution Control District and the State Department of Environmental Protection.
8. Once a Presidential Disaster Declaration has been issued, the Kentucky Division of Emergency Management will request federal assistance through FEMA if required. Federal aid in the form of both direct assistance and grants for governmental or contractual debris removal services may be available. This assistance can be provided when the FEMA Regional Director determines that the assistance is in the "public interest" because it is:
 - necessary to eliminate threats to life or property;

- necessary to eliminate a hazard that threatens substantial destruction of undamaged public or private property;
 - essential to the economic recovery of the affected community; and/or
 - a benefit to the community-at-large.
9. Generally assistance will not be provided directly to an individual or private organization, or to an eligible applicant for reimbursement of individual or private organization, for the cost of removing debris from their own property. Exceptions to this provision are:
- private non-profit organizations operating eligible facilities; and
 - the debris is life threatening or endangers the health, safety or welfare of the private entity
10. Louisville Metro must arrange unconditional authorization for removal of the debris from both public and private lands and must agree to indemnify the federal government against any claim arising from such debris removal activities when direct federal government assistance is requested.

Federal assistance may also be requested by project application for financial assistance. Work may be accomplished through any three methods:

- force account, labor and equipment (local government personnel and equipment);
 - force account, rental equipment and extra hired labor; or
 - contract labor and equipment.
11. If debris removal is accomplished through force account, it is limited to the direct cost of eligible work listed on the Damage Survey Report of an approved project application. Auditable records are required, specifically relating costs to each damage site.
12. Competitive bid contracts should be used whenever possible, although competitive bid requirements may be waived by the Governor for the emergency period when direct federal government assistance is requested. Use of cost plus percentage of cost contracts is prohibited and contracts may not contain a provision making payment contingent upon FEMA reimbursement. In addition, FEMA will not reimburse the applicants for contracts made with a contractor whose name appears on the Department of General Services consolidated list of debarred and ineligible contractors. Information regarding debarred and ineligible contractors will be available from the State Public Assistance Officer. If required to sign a right-of-entry form providing a release of liability to the agency removing the debris.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 3 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 3 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, support agency staff is integrated with the Louisville Metro Public Works Department staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the EOC will coordinate the support resources from the support agencies with ESF 3.
- During the response phase, ESF 3 will evaluate and analyze information regarding public works related requests. ESF 3 will develop and update assessments of the status in the impact area and will do contingency planning to meet anticipate demands and needs.
- Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 3 Emergency Operations Plan (EOP) and accompanying Appendices, Annexes 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 be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the EOP.

2. REGION

- ESF 3, in consultation with the requesting jurisdiction, may obtain additional public works and engineering resources via established mutual aid agreements.
- The Kentucky Department of Agriculture serves as the lead agency for animal services coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 3 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 3/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 3 will evaluate and analyze information regarding Public Works requests. ESF 3 will develop and update assessments of the situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 3 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Management Agency. Louisville Metro Public Works will manage the emergency activities of ESF 3.
- Upon instructions to activate ESF 3, Louisville Metro Public Works and ESF 3 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 3 are grouped into the phases of emergency management: prevention, preparedness, response, recovery and mitigation. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 3 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following functional areas:

1. PREPAREDNESS ACTIVITIES

Actions and activities that develop animal services response capabilities may include planning, training, orientation sessions, and exercises for ESF 3 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 3. Local agencies will jointly address planning issues

on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Coordinate with Emergency Management (ESF 5) to assess potential damage, loss of functionality of essential facilities and volume of debris (by category) to scale missions requirements for each function under ESF 3.
- Identify anticipated resource shortfalls.
- Conduct training and exercises for EOC and Public works and Engineering team members
- Incorporate findings into functional plans and concepts of operation, including the creation of geographical divisions of Louisville Metro, as described in NIMS guidance.
- Address planning issues on an on-going basis to identify response zones and potential staging areas.
- Prepare and maintain emergency operating procedures, resource inventories, personnel notification systems and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and present training courses for ESF 3 personnel, provide information on critical facilities to Louisville Jefferson County Metro Emergency Management Agency (LJCMEMA) and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analysis at critical facilities and make recommendation to improve the physical security.
- Conduct all hazards exercise involving ESF 3.
- Annually update and maintain inventory of the personnel, vehicles and equipment to be used during the preparation, response and recovery phases of an emergency or disaster.
- Preparation and maintenance of a list of personnel to ensure that the 24-hour staffing needs are met to facilitate the restoration of vital infrastructure.
- Maintain a list of construction contractors and engineering firms with active metro contracts who would be available for infrastructure repairs.
- Prioritize and implement emergency clearing of debris from transportation routes to provide access for emergency response personnel, equipment and supplies in areas affected by an emergency or disaster
- Prioritize and implement the clearing, repair or reconstruction of transportation facilities (i.e. streets, roads, bridges, ports, waterways, airfields) necessary to restore transportation capabilities.
- Prepare a prioritized list and perform the demolition or stabilization of damaged public structures and facilities, which pose an immediate hazard or safety risk to public health
- Provide assistance to other local government through existing memorandum of understandings when requested through Louisville Metro EOC.

2. MITIGATION

- Identify and seek funds for retrofitting critical facilities and providing auxiliary power.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters, such as the local mitigation strategy group.

3. RESPONSE ACTIVITIES

A critical function during disaster recovery is debris removal from roadways. Until debris is cleared from the county's thoroughfares, other vital recovery functions cannot be pursued. Roadways must be cleared to allow search and rescue teams into damaged areas, to open access to hospitals, utilities and emergency response agencies; and to permit damage assessment teams to pursue their surveys.

- Coordinate operations at the ESF 3 office in the Louisville Metro EOC and/or at other locations as required.
- Establish and maintain a system to support on-scene direction and control and coordination with the Louisville Metro EOC, regional task force and Commonwealth EOC.
- Establish mutual aid procedures for additional resources.
- Implement Disaster Assessment Teams to determine post-storm impact to Infrastructure Services functional group resources and ability to perform continuity of operations of essential functions.
- Pre-position response resources when it is apparent that public works and engineering resources will be necessary.
- Relocate public works and engineering resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Monitor and direct public works and engineering resources and response activities.
- Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain state resources through the Commonwealth EOC and coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other county ESFs to obtain resources and to facilitate an effective emergency response among all participating agencies.
- Implement other lifesaving functions such as flood control measures, closing dangerous roadways, damming hazardous materials spills, and similar request, are routinely performed as the need arises and are not elaborated on in this plan

4. RECOVERY

- Continue to provide support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or jurisdiction.
- Continue to provide support as required to support the recovery phase.
- Initiate financial reimbursement process for these activities when such support is available.
- The Louisville Metro Solid Waste Department will be responsible for disposal of debris. Depending on the magnitude of the disaster, permits for emergency landfills and waivers for the burning of debris may be required.
- There are local and regional sources of assistance in debris removal. Private firms may be contracted for this task. Louisville Metro will contract for this assistance if required and available. The debris management firm would have several duties and responsibilities. One duty would include the management of individual debris hauling/removal contractors selected through a competitive bid process. Another duty would be the training and management of debris monitors. The debris management firm

would also be responsible for the preparation and retention of all appropriate documentation necessary to meet local, state and federal reporting guidelines.

- The U.S. Army Corps of Engineers (COE) may be available to provide quick-response emergency assistance in the debris clearance area. In a major disaster, after local and state declarations of emergency have been issued, the COE can be requested to provide immediate assistance. The Governor must verify that the COE has requested FEMA to initiate preliminary damage assessments and that the response is beyond local and state capabilities. In this event, the COE can provide debris clearance assistance under the Water Resources Development Act that amended Public Law 84-99. This assistance can be provided at no cost to the state or county for a period not to exceed ten days.
- In addition, humanitarian organizations may be available to provide assistance. The volunteer resource coordinator will coordinate this kind of assistance. In order for the debris clearance task to progress in a timely manner, critical equipment must be available in sufficient numbers and must be kept in operational condition.

E. Direction and Control

1. ESF 3 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 3 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 3 expectations.
2. The ESF 3 system operates at two levels – the Emergency Operations Center and field operations.
3. All public works services decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 3 Coordinator during emergency activations.
4. In accordance with a mission assignment from ESF 3 and further mission tasking by a local primary agency, each support organization assisting in an ESF 3 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 3. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (LOUISVILLE METRO PUBLIC WORKS)

Duties include but are not limited to the following:

- Serve as the lead agency for ESF 3, supporting the response and recovery operations after activation of the EOC and the secondary agency with respect to the Disaster Assessment Team. The Building Inspections Department official will be the Chair of the Damage Assessment Team. Building Inspections personnel will conduct initial assessments of the disaster area and will provide assessment information to the EOC.
- Assume debris clearance responsibility for the unincorporated areas. The State Department of Transportation (DOT) is responsible for clearing debris off the interstate and state roads. The EOC will request debris clearance assistance from the Kentucky Division of Emergency Management (KyEM) if required. Under a Presidential Disaster Declaration, KyEM will request any necessary assistance from the FEMA.
- Attend all EOC briefings to better disseminate any important information or actions to their staff and support agencies. This representative or their alternate should be prepared to provide status reports on all actions under the public works function ESF 3 at each EOC briefing.

- Participate with the Damage Assessment Team in setting priorities for road clearing to better assist ESF 9 (Search & Rescue) and their emergency response personnel.
- Coordinate the recovery efforts of support agencies under ESF 3 and the efforts of other ESFs under this plan.
- Assist other local government under existing or future Mutual Aid Agreements made between Louisville Metro and representative of the local governments as coordination through ESF 5.
- Maintain a listing of construction contractors and engineering consulting firms with active metro contracts who would be available to assist with infrastructure repairs. Maintain an alternate list of contractors and engineers who do not have active Metro contracts, but who have expressed interest in assisting.
- Negotiate and administer design contracts with consulting engineering firms for the repair of storm water management systems and the transportation infrastructure, as required.
- Coordinate with The Office of Management and Budget in the awarding and administering construction contracts for the repair of storm water management systems and the transportation infrastructure.
- Provide documentation on utilization of manpower, equipment and costs directly related to emergency operations by ESF 3.
- Support first responder search and rescue operations as appropriate and capable.
- Identify all critical transportation routes and water supplies requiring immediate clearing and restoration in order to save lives and property within their jurisdiction.
- Provide equipment and personnel for clearing of prioritized transportation routes within the jurisdiction, to allow emergency personnel and equipment to rescue and respond to an affected area.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment, and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may impact the Louisville Metro (i.e., severe weather, environmental biological, terrorism, technological, etc.). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 3.

- Support agencies will provide assistance to the ESF with services, staff, equipment and supplies that compliment the entire emergency response effort as the County Emergency Response Team addresses the consequences generated by the hazards that may impact the metro area (i.e., severe weather, environmental, biological, terrorism and technological). Because services and resources are subject to change from time to time, emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 3.
- LJCHEMA will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC to request resources.
- Louisville Metro Property Valuation Administrator will participate as required in damage assessment.
- Inspections, Permits, and Licensing will:
 - Direct the Damage Assessment Team(s) in all preliminary damage assessment activities.
 - Identify personnel to be trained through the EOC in damage assessment methodology.
 - Provide ESF 3 initial damage assessment information as soon as possible so priorities for emergency debris clearance can be directed to assist ESF 9 (Search and Rescue).
 - Assist and provide unassigned personnel as needed to the disaster recovery.
 - Inspect and enforce regulations regarding any un-permitted activity and/or unlicensed contractors.

- Louisville Metro Public Health and Wellness will provide personnel to perform water quality checks and determine the need/generate public health notices.
- Louisville Metro Solid Waste will be responsible for disposal of debris. Depending on the magnitude of the disaster, permits for emergency landfills and waivers for the burning of debris may be required.
- Kentucky Department of Transportation will:
 - Identify all critical state transportation routes requiring immediate clearing and restoration in order to save lives and property within Louisville Metro.
 - Provide equipment and personnel for clearing of prioritized state transportation routes within Louisville Metro to allow emergency personnel and equipment to rescue and respond to an affected area.
 - Provide documentation on utilized manpower, equipment and costs directly related to emergency operations to their respective representative for official record keeping.
 - Provide bridge inspections within 24 hours of impact and update ESF 1 (Transportation) and ESF 3 as soon as possible with bridge openings.
 - Provide debris removal from state roadways.

G. Financial Management

ESF 3 is responsible for managing financial matters (specific to ESF 3 activity) 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 ESF 3 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 3 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #4

Fire Fighting



PURPOSE

Detect and suppress fires that are a result of a disaster or fires that become a disaster and detail the multiple agency coordination procedure. Request and coordinate the use of mutual aid in order to mitigate fire rescue emergencies.



Jefferson County

PRIMARY AGENCY: LOUISVILLE FIRE AND RESCUE/JEFFERSON COUNTY FIRE PROTECTION DISTRICTS

Support Agencies	American Red Cross – Louisville Chapter
	Civil Air Patrol
	Jefferson County Coroner's Office
	Louisville/Jefferson County EMA
	Louisville/Jefferson County Metropolitan Sewer District
	Louisville Metro Department of Public Health and Wellness
	Louisville Metro Emergency Medical Services
	Louisville Metro Police Department
	Louisville Metro Public Works
	Transit Authority of River City (TARC)

POLICIES

- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Manage and coordinate all fire and support operations under the National Incident Management System (NIMS).
- Coordinate the activities of Urban and Suburban fire and rescue resources during disaster scenarios to accomplish incident objectives.
- Regulate and supervise the establishment of burn sites for the purpose of debris disposal.
- Establish staging areas and logistical support bases for requested mutual aid resources in coordination with all first response agencies.
- Coordinate incoming mutual aid resources in support of fire and rescue operations.

I. PURPOSE

The basic role of government is to provide services that are not available via the private sector or an individual acting on its behalf. Generally, local governments cannot feasibly finance special services to operate only during a disaster and remain dormant at other times. Louisville Metro must rely primarily on existing emergency response service agencies augmented by business and citizen volunteers to meet wide scale disaster situations.

The purpose of Emergency Support Function (ESF) 4 is to provide fire service coordination and support services for emergency events in Louisville Metro. ESF 4 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 4 resources are used when individual agencies are overwhelmed and additional fire service assistance requested.

Firefighting requires fire companies and equipment to be decentralized. Louisville Fire & Rescue and the Jefferson County Fire Protection Districts are the largest manpower/equipment resource - trained and ready - for use during a disaster. Although the decentralized nature of firefighting is clearly recognized, a large wide-area disaster dictates coordination on an inter-jurisdictional basis.

A fire disaster affecting a large area and/or population is similar (not in magnitude) to emergencies that the fire service responds to routinely. Available local fire districts will respond and attempt containment. It will be necessary to summon resources from other areas where firefighting capability has not been committed prior to the depletion of local resources and fire containment. Available resource locations include surrounding counties in Kentucky and southern Indiana plus the resources available via the Mutual Aid Agreements with Indianapolis, Indiana and Cincinnati, Ohio. The purpose of this plan is to provide a mechanism for use of those resources for fire suppression on an inter-jurisdictional basis.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 4 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 4 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 4 implementation. ESF 4 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 4 will evaluate and analyze information regarding fire detection, suppression and prevention requests for response; develop and update assessments of the fire service situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, 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.
6. Each fire service organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of fire services in Jefferson County including names of responsible officials, readiness status and major items of fire apparatus identified in Resource Typing.

8. The staffing directory, ESF 4 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
9. Fire service organizations are responsible for training and continuing education of their personnel.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 4 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 4 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 4 for receipt/facilitation of the local fire departments' needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 4.
- During the response phase, ESF 4 will evaluate and analyze information regarding fire service requests. ESF 4 will develop and update assessments of the fire service status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 4 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 4, in consultation with the requesting jurisdiction, may obtain additional fire service resources via established mutual aid agreements.
- The Kentucky State Fire Marshal's Office serves as the lead agency for fire service coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 4 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 Kentucky State Fire Marshal's Office may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 4/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.

- During the response phase, ESF 4/comparable will evaluate and analyze information regarding fire service requests. ESF 4/comparable will also develop and update assessments of the fire service situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 4. Louisville Fire & Rescue and the Jefferson County Fire Service will jointly manage the emergency activities of ESF 4.
- Upon instructions to activate ESF 4, fire departments and ESF 4 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 4 are grouped into the 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 4 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Assessment of fire service needs and potential impacts
- Fire service personnel
- Fire service equipment and supplies
- Evacuation and re-entry support
- Emergency responder health and safety
- Radiological/chemical/biological hazards monitoring/mitigation
- Mental health and crisis counseling for responders
- Fire service public information and risk communication
- Fire service management, command and control of assets
- Fire service activities related to terrorist threats and/or events
- Logistical staging areas
- Catastrophic incident and alternate fire service facility support

1. PREPARATION

Actions and activities that develop fire-service response capabilities may include planning, training, orientation sessions and exercises for ESF 4 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 4. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 4 support agencies and other emergency support functions to refine fire service operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and fire service response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and firefighting strategies.
- Develop and present training courses for ESF 4 personnel, provide information on critical facilities/infrastructure to the Louisville/Jefferson County Metro Emergency Management Agency and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analyses at critical facilities and make recommendations to improve the physical security.
- Conduct All Hazards exercises involving ESF 4.

2. MITIGATION

- Identify and seek funding for retrofitting critical facilities and providing auxiliary power.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 4 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each fire district.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Establish mutual aid procedures for the following resources: fire suppression, interoperable communications and others as appropriate.
- Coordinate resource management and logistical support.

- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct firefighting resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- Contact each fire district for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by fire district.

E. Direction and Control

1. ESF 4 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparation, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 4 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 4 expectations.
2. The ESF 4 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 4 Coordinator during emergency activations. Per 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.
4. In accordance with a mission assignment from ESF 4 and further mission tasking by a local primary agency, each support organization assisting in an ESF 4 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 4. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Fire & Rescue/Jefferson County Fire Protection Districts)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide fire service assistance to affected areas and populations.

- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of urban and suburban fire agencies' personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 4 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Task support agencies as necessary to accomplish ESF 4 support responsibilities.
- Monitor firefighting emergency response and recovery operations. ESF 4 Incident Commanders or designees will coordinate all state and federal firefighting resources into the affected areas from staging areas.
- Manage firefighting and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 4 representatives or designee.
- Make specific requests for firefighting assistance to the State ESF 4/comparable as needed. The state will activate resources through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most critical fire service needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Demobilize resources and deactivate the ESF 4 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 4.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Local law enforcement agencies (ESF 13) will provide crowd control, security measures, roadway assessments and ingress/egress actions to protect the public and property in and proximate to areas involved in firefighting operations.
- Louisville Fire & Rescue and Jefferson County Fire Protection Districts will provide first line response for fires and other major disasters requiring trained personnel and equipment.
- Transit Authority of River City will provide transportation for response personnel and relocation of affected populations as required.
- Civil Air Patrol will provide over-flight reconnaissance of disaster-affected areas to assist in plan formulation.
- Private and quasi-private utilities (ESF 12) will coordinate with ESF 4 to address fire prevention and suppression problems due to leaking natural gas, downed power lines, water supply, or other utility infrastructure issues.
- Louisville Metro Public Works (ESF 3) and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.

- Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.
- Metropolitan Search and Rescue (ESF 9 – LFR/JCFS) will provide assistance in initial needs assessment and augment fire service operations through specialized response capabilities.
- American Red Cross and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.
- Jefferson County Coroner's Office (ESF 8) will provide casualty management for the deceased.

G. Financial Management

ESF 4 is responsible for managing financial matters (specific to ESF 4 activity) 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 ESF 4 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 4 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #5

Emergency Management



PURPOSE

Coordinate the collection, processing, and dissemination of information in support of disaster planning and operational activities.



Jefferson County

PRIMARY AGENCY: LOUISVILLE JEFFERSON/COUNTY METRO EMERGENCY MANAGEMENT AGENCY

Support Agencies	American Red Cross - Louisville Chapter
	Kentucky Air National Guard
	Kentucky Division of Emergency Management
	Kentucky National Guard
	Office of Management and Budget
	Louisville Metro Mayor's Special Council

POLICIES

- Collect, analyze, and disseminate tactical information on the nature, scope and potential impacts of an incident or major disaster.
- Support response and recovery operations through Incident Action Plans, Situation Reports, Emergency Operations Center (EOC) briefings, conference calls, and meteorological weather tracking.
- Support mission assignments, resource tracking, and information flow through use of crisis management software.
- Coordinate the processing and display of response and recovery information through the use of Geographic Information System (GIS) technology, other audiovisual displays, and periodic briefings.
- Maintain and update current information on the Internet website in coordination with ESF #14.
- Ensure primary and secondary communications are maintained in the Emergency Operations Center.

I. INTRODUCTION

The need for concise and accurate reporting and planning is continuous, beginning well before impact of approaching natural disasters (i.e., flooding and severe weather) and immediately upon those not forecasted. The response is progressive in nature beginning with the activation of the EOC at its lowest level. First actions will occur at the local level with state and federal involvement as necessary to supplement local capabilities including local declaration of emergency. Initial reports are the necessary basis for the Governor's decision to declare a state of emergency and to request a Presidential Emergency or Disaster Declaration. Additionally, these reports form the basis for determining specific types and extent of assistance needed in the affected area.

Scope

Emergency Support Function (ESF) 5:

- Defines the responsibilities of Louisville/Jefferson County Metro Government in a natural, technological, terrorist or war related crisis.
- Provides broad guidance to local agencies as to responsibilities in 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 Louisville/Jefferson County Metro Government, other municipalities, individuals, and business when a Presidential Disaster Declaration is issued.
- Outlines the actions required of the Louisville/Jefferson County Metro Government and other municipalities 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 Framework.

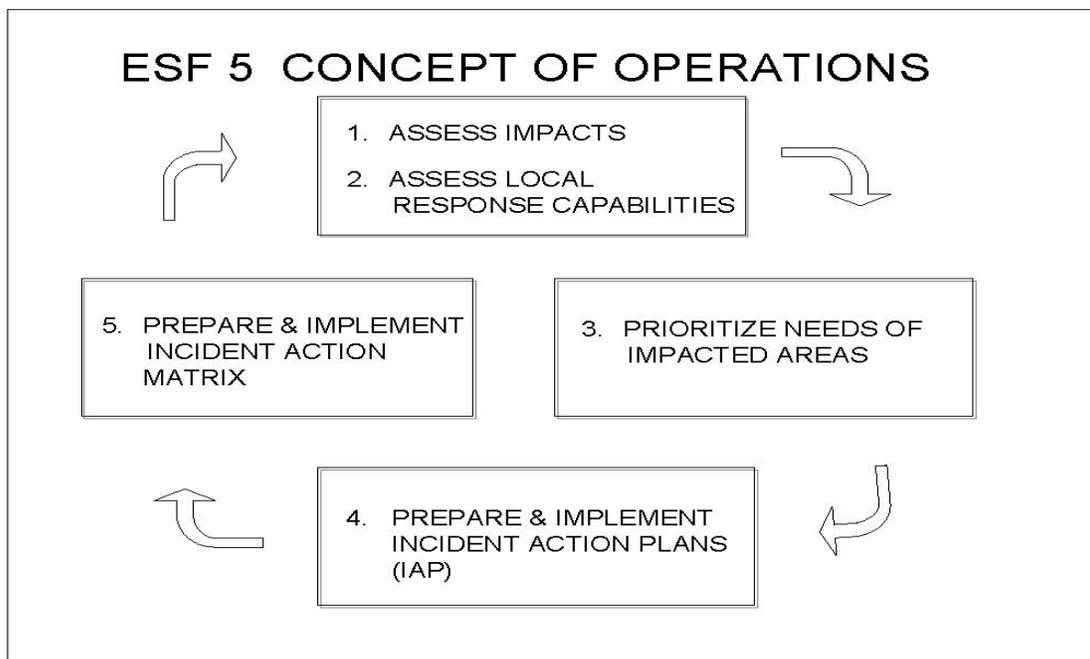
Maximum utilization of local resources is required to save lives, protect the environment and minimize property damage in a disaster. This requires a coordinated effort by the emergency response and supporting agencies in Louisville & Jefferson County operating from the Emergency Operations Center.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 5 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 5 implementation. ESF 5 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. The development of a fully functional, effective and sustainable ESF 5 capability for Louisville & Jefferson County will be guided by the following principles:

- All Emergency Support Functions will be fully integrated into all phases of ESF 5.
 - ESF 5 will address the potential impacts of natural, technological and man-made hazards, and be in full compliance with NIMS.
 - Greater use will be made of proven technologies to support ESF 5, including Geographic Information Systems (GIS) and WebEOC.
5. E SF 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.
 - 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– ESF 5 Concept of Operations

B. Organization

1. COUNTY

- During an activation of the Emergency Operations Center, support agency staff is integrated with the Emergency Management staff to provide support that will allow for an appropriate, coordinated and timely response.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 5 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- Consistent with NIMS, ESF 5 will establish and integrate four interrelated planning functions: 1) Intelligence; 2) Planning; 3) Documentation; and 4) 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.
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

Key Terms Used in ESF 5:

Disaster Intelligence: Information and analysis that describe the nature and scope of hazards and their impacts (social, physical, economic, health, environmental) that are key to rapid needs assessment and operational planning.

Impact Assessment: Immediate post-disaster assessment of damage and functionality to essential facilities and critical infrastructure, undertaken to assess local response capabilities.

Damage Assessment: Post disaster process for assessing the damage to buildings and infrastructure to identify requirements for disaster assistance.

- Louisville/Jefferson County Information Consortium (LOJIC) offers technical expertise to the use of proven information management systems and technologies to support the ESF 5 mission. LOJIC will provide analyses to ESF 5 in a format that can be readily used to prepare Incident Action Plans and other reports.

- MetroCall will receive and disseminate information to the appropriate ESF Coordinator, document this action and provide the same information to ESF 5 to facilitate the production of Incident Action Plans.

2. REGION

The Kentucky Division of Emergency Management serves as the lead agency for ESF 5/comparable coordination and support and will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 5 and to the extent capable provide coordinators, assessors and operational personnel in support of EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 5/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 5/comparable will evaluate and analyze information regarding Emergency Management requests. ESF 5/comparable will also develop and update assessments of the situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

1. MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
2. ESF 5 will be activated or placed on standby upon notification by the Louisville/Jefferson County Metro Emergency Management Agency.
3. Upon instructions to activate ESF 5, the Louisville/Jefferson County Emergency Metro Management Agency will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed based on the emergency circumstances.

D. 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.

1. PREPARATION

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

a. 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: 1) disaster impacts on people, buildings and infrastructure – with emphasis on assessments of functionality of essential services (based upon information from MetroCall and agencies in the field); and 2) 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 Louisville/Jefferson County Metro ESF capabilities (response and recovery). This information has two applications:

- 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 Louisville/Jefferson County Metro Emergency Management Agency and Commonwealth EOC.

b. 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.

c. Training

Training is a critical preparedness component of ESF 5. The objective is to develop and sustain a capability in Louisville/Jefferson County to routinely implement each phase and function of ESF 5. Accordingly, 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
- Incident Action Matrix: a tool for establishing priorities, assigning tasks to agencies, and tracking progress

d. Exercises

Consistent with NIMS, Louisville/Jefferson 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 two exercises will be used to evaluate ESF 5 readiness:

- Tabletop exercise to test the readiness of ESF 5 – and specifically the ability to collect, analyze, and disseminate disaster intelligence, and to use this analysis in the preparation of Incident Action Plans.
- Incorporation of Louisville/Jefferson County ESF 5 procedures into an annual Kentucky Division

2. MITIGATION

Pre- and post-disaster analyses of disaster impacts on buildings, infrastructure and the general population can be used to support mitigation decision-making. Examples include:

- Analysis of the performance of essential facilities (hospitals, shelters, police, and fire) in scenario disasters can be used in mitigation measures to strengthen these facilities.
- Analysis of 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.
- The All Hazards Mitigation Project Team Staff can use ESF 5 analysis in adjusting mitigation goals, objectives and priorities.

Additionally, ESF 5 will 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).

3. RESPONSE

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 outlined below, to guide the continued development of ESF 5 in Louisville/Jefferson County.

- Use disaster intelligence in the deployment of local damage assessment teams.
- Establish and maintain a system to support on-scene direction/control and coordination with the Commonwealth EOC and other coordination entities as appropriate.
- Track and manage resources (personnel, teams, facilities, supplies, major items of equipment).
- 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.

4. RECOVERY

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

E. Direction and Control

1. ESF 5 complies with the National Response Framework, the National Incident Management System and uses the Incident Command System (composed of Operations, Logistics and Finance/Administration Sections with their standardized Units, Teams, positions, forms and terminology) to manage its emergency/disaster responsibilities. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness,

mitigation, response and recovery within Jefferson County. The agency also 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 other private voluntary agencies have knowledge about the system and ESF 5 expectations.

2. The ESF 5 system operates in two arenas - the Emergency Operations Center and field locations.
3. All management decisions regarding county or regional response are made at the Emergency Operations Center by the ESF 5 Coordinator during emergency activations. Per the Incident Command System structure, ESF 5, 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.
4. The staffing directory, ESF 5 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with notification lists updated at least monthly and all other documents at least annually.
5. In accordance with a mission assignment from ESF 5, and further mission tasking by a local primary agency, each support organization assisting ESF 5 assignment will retain administrative control over its own resources and personnel but will be under the operation control of ESF 5. Mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville/Jefferson County Metro 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 Commonwealth 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.
- 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 Commonwealth EOC.

Support Agencies

Support agencies will provide assistance to the ESF 5 with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 5.

- Local law enforcement agencies (ESF 13 – Louisville Metro Police Department, Jefferson County Sheriff's Office, and Louisville Metro Corrections Department) will provide timely information on population and traffic control.
- The Mayor's Communication Staff will make public service announcements based upon information received and evaluated by ESF 14.
- The Louisville Metro Public Works Department (ESF 3) and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.
- Metropolitan Search and Rescue (ESF 9 – LFR/JCFS) will assist in conducting needs assessments during their search and rescue operations. These reports will be transmitted to the ESF 9 Coordinator who will forward the information to ESF 5.
- The Louisville Metro Public Health and Wellness (ESF 8) will collect information and intelligence on estimated damages to health and medical facilities, and identification of potential impediments to response and immediate recovery.
- The American Red Cross and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.
- National Weather Service will provide real time information on status and location of inclement weather.
- Members of the Metro Council will provide information about the status of their respective communities.
- Transit Authority of River City will provide transportation for response personnel and relocation of affected populations as required.
- Louisville Fire & Rescue and Jefferson County Suburban Fire Protection Districts will provide first line response for fires and other major disasters requiring trained personnel and equipment.
- Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.
- Private and quasi-private utilities (ESF 12 – Louisville Water Company, Louisville Gas & Electric and the Louisville/Jefferson County Metropolitan Sewer District) will coordinate with ESF 5 to address problems due to leaking natural gas, downed power lines, water supply and other utility infrastructure issues.
- Louisville Metro Solid Waste Management will assist with debris removal as needed.
- Jefferson County Public Schools will open shelters at the request of the Louisville/Jefferson County Metro Emergency Management Agency and provide buses for transportation of evacuees, each contingent on resource availability.
- The Office of Management and Budget will assist with the acquisition of resources and supplies.
- Louisville Metro Animal Services will assist with animal related issues.

- The Office of Management and Budget Department will assist with payment and/or reimbursement of supporting agencies.
- The Louisville Metro Air Pollution Control District will address any air-quality issues that arise as a result of an emergency.

G. Financial Management

ESF 5 is responsible for managing financial matters 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 ESF 5 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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.

ESF #6

Mass Care



PURPOSE

Provide basic needs including shelter, food and clothing to victims of disaster in Louisville Metro



PRIMARY AGENCY: AMERICAN RED CROSS - LOUISVILLE CHAPTER

Support Agencies	Amateur Radio Disaster Services (ARES)
	Jefferson County Public Schools
	Louisville/Jefferson County EMA
	Louisville Metro Call
	Louisville Metro Dept of Public Health and Wellness
	Louisville Metro Emergency Medical Services
	Louisville Metro Finance and Budget
	Human Services
	Louisville Metro Police Department
	Office of Management and Budget
	Louisville MetroSafe Communications
	Salvation Army
	Transit Authority of River City (TARC)

POLICIES

- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Coordinate the emergency provision of temporary shelters, mass feeding, and the bulk distribution of coordinated relief supplies for victims of a disaster and disaster workers.
- Document and report shelter status, populations and any issues with residents.
- Coordinate the long term lodging and feeding of evacuees of any actual or potential disaster.

I. PURPOSE

Emergency Support Function 6 (ESF 6) or Mass Care will coordinate the emergency provision of temporary shelters, emergency mass feeding, and the bulk distribution of coordinated relief supplies for victims of a disaster and disaster workers. ESF 6 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. Other responsibilities include documentation and reporting (via WebEOC Shelter Board) shelter status, populations and any issues with residents, e.g. injuries and casualties; determination of needs and the processing of all requests to meet those needs; and securing donations of life-supporting supplies. ESF 6 resources are used when individual agencies are overwhelmed and additional mass care, mass feeding assistance, and bulk distribution of coordinated relief supplies are needed. ESF 6 will coordinate the lodging and feeding of evacuees of any actual or potential disaster.

II. CONCEPT OF OPERATION

A. General

1. ESF 6 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 6 responsibilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 6 implementation. ESF 6 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding mass care; develop and update assessments of the situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. The Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA) will maintain up-to-date listings of shelters in Louisville Metro, as well as any resources available to operate a shelter.
6. The American Red Cross Louisville Chapter is responsible for training and continuing education of its personnel and volunteers in the operations of a shelter.

B. Organization

1. COUNTY
 - During an activation of the EOC, support agency staff is integrated with the American Red Cross staff to provide support that will allow for an appropriate, coordinated and timely response.
 - During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 6.
 - Throughout the response and recovery periods, ESF 6 will evaluate and analyze information regarding mass care; develop and update assessments of the situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.

- LJCMEMA develops and maintains the overall ESF 6 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities and functions as appropriate.

2. REGION

- ESF 6, in consultation with the requesting jurisdiction, may obtain additional resources via established mutual aid agreements.
- The Kentucky Department of Public Health serves as the lead agency for Mass Care coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist ESF 6 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 Kentucky Department of Public Health may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 6/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 6/comparable will evaluate and analyze information regarding mass care services/requests. ESF 6/comparable will also develop and update assessments of the mass care situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the LJCMEMA Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 6 will be activated or placed on standby upon notification by LJCMEMA. The American Red Cross will manage the emergency activities of ESF 6.
- Upon instructions to activate ESF 6, the American Red Cross will implement its procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 6 are grouped into the 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 6 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- During an activation of the Emergency Operations Center, support agency staff is integrated with the ESF 6 staff to provide support that will allow for an appropriate, coordinated and timely response. The Louisville Metro Department of Public Health and Wellness (LMPHW), through ESF 8 (Health and Medical), will conduct the planning and operation of Special Needs Shelters.
- Shelter personnel dispatched by the American Red Cross are responsible for registration of shelter residents, recruiting evacuees to assist shelter volunteer personnel in shelter operations, assisting in reuniting separated family members, and/or providing family information or health and welfare priority messages through amateur radio operators (ARES) and shelter volunteers. Shelter managers are also trained and briefed on safe areas and off-limits areas in the shelters.
- The American Red Cross will request the assistance of additional support agencies as needs develop to provide mass care services. The American Red Cross provides for training and education, not only of shelter personnel, but also of the general public on disaster preparedness and response.
- During an emergency or disaster event, the Emergency Operations Center Logistics Section Chief will coordinate the support resources from the support agencies with ESF 6.
- During the response phase, ESF 6 will evaluate and analyze information regarding mass care, mass feeding and bulk distribution of relief supplies. ESF 6 will also develop and update assessments of the mass care services status in the impact area and undertake contingency planning to meet anticipated demands and needs.
- ESF 6 is closely coordinated with the other Emergency Support Functions that address basic needs of the impacted population: Food and Water (ESF 11), Volunteers and Donations (ESF 15), and Animal Services (ESF 16).
- Primary and support agencies will provide sufficient personnel to staff ESF 6, 24/7. The staff will be qualified persons able to facilitate decisions for the department they represent.
- The American Red Cross Department Operations Center (DOC) will continuously provide support information to ESF 6 with the EOC by providing comprehensive reports on all sheltering and mass feeding operations. These comprehensive reports will address openings, closings, shelter locations, shelter censuses and mass feeding locations.
- Support agencies, other than those represented at the EOC, will coordinate all their responsibilities under ESF 6 with the American Red Cross. This information will be condensed and forwarded to the ESF 6 Coordinator at the EOC. The ESF 6 Coordinator will input this information to WebEOC using the Shelter Board.
- Support agencies will report activities related to ESF 6 to the ESF 6 Coordinator for consolidated reporting, and coordination with the American Red Cross DOC. This will be most efficiently completed using WebEOC ESF-6 Significant Events Board.
- The EOC leadership will determine the need to establish a Louisville Metro Staging Area to receive disaster related commodities from the State Logistics Staging Area, or if directed from Federal Mobilization Site(s) or Federal Staging Area(s). The Louisville Metro Staging Area(s) will receive, account, store as required, and ship to Points of Distribution any commodities received. The staging areas will also redirect and recover unused supplies.

1. PREPARATION

Actions and activities that develop mass care response capabilities may include planning, training, orientation sessions, and exercises for ESF 6 personnel (i.e., county, regional and state) and other emergency support functions that respond with ESF 6. Activities include:

- Management of planning with ESF 6 support agencies, regional task forces, and other emergency support functions to refine mass care operations.
- Training ESF 6 staff in the utilization of disaster intelligence to identify and scale the potential ESF 6 mission, including mass care and mass feeding.
- Training and exercises for EOC and mass care team members.
- Preparation and maintenance of emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency; training lead agency personnel in their responsibilities and duties.
- Maintaining liaison with support agencies.
- Conducting vulnerability analysis at critical facilities and making recommendations to improve the physical security.
- Maintenance/annual roster update of primary contact ESF 6 personnel representing each agency under ESF 6.
- Coordination with LJCMEMA to ensure an annually updated shelter list is available and maintained at the EOC and within WebEOC.
- Coordination with the EOC in the assessment of public need to determine the opening or closing of public shelters before and after an emergency or disaster event.
- Coordination with ESF 5 (Emergency Management) and ESF 11(Food and Water) to develop and refine procedures for establishing and operating mass feeding sites.
- Coordination with Logistics in establishing, managing and supplying mass feeding sites.
- ESF 6, in conjunction with LJCMEMA, will maintain a current list of all agencies (public and private) that can provide mass feeding in times of disaster. The list will provide specific information, to include:

1. Number of persons each agency can feed two meals a day and sustainment period.
2. Number of staff or volunteers available for cooking and/or serving.
3. Major equipment lists, e.g., field ranges, mobile feeding units, refrigeration, vehicles, etc.

2. MITIGATION

Responsibilities include:

- Participation in shelter deficit reduction strategies/activities and shelter demand studies.
- Coordination with LJCMEMA on public education programs to reduce shelter demand.
- Education of citizens on disaster preparedness activities.

- Coordination as feasible to incorporate shelter features within public building construction.

3. RESPONSE

Activities include:

- Coordinating operations at the ESF 6 position in the Louisville Metro EOC and/or at other locations as required.
- Establishment and maintenance of a system to support on-scene direction and control and coordination with Louisville Metro and Commonwealth EOCs.
- Pre-positioning response resources when it is apparent that Mass Care resources will be necessary; relocating Mass Care resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Monitoring and directing resources and response activities.
- Provide staffing in the EOC under coordination of the lead agency if required; agencies may be called upon to supply clerical/administrative personnel.
- Participation in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- Coordination with support agencies, as needed, to support emergency activities.
- Obtaining state resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordination with other jurisdictions' ESFs or like function to obtain resources and facilitation of an effective emergency response among all participating agencies.

Shelters

Shelters will be opened and closed in accordance with public need as assessed by the American Red Cross and LJCMEMA. ESF 6 will monitor evacuation activity and coordinate with the EOC if the need for additional sheltering outside the county is anticipated. The EOC will document the request and information in WebEOC. ESF 6 will continuously monitor occupancy levels and ongoing victims' needs and provide Food and Water (ESF 11) with a daily listing of "open" and "closed" shelters, ensuring that this information is captured on the Shelter Board in WebEOC.

Communications (ESF 2) will ensure that each shelter has a working communications system and contact with Louisville Metro EOC and the American Red Cross DOC. This may include radio, telephone, and/or cellular telephone communication. The ESF 6 Coordinator at the EOC will keep the EOC manager and ESF 2 informed about any communication needs.

The Special Needs Program in Louisville Metro is administered by the Louisville Metro Department of Public Health and Wellness (LMPHW), and managed during EOC activations under its own ESF designated as Health and Medical (ESF 8). Any sheltered person who is not medically appropriate for a general public shelter will be referred to either the Special Needs Shelter or a medical facility depending upon current medical condition and prognosis. Additional responsibilities for ESF 6 will include:

- Coordination with Energy (ESF 12) for power service restoration to shelter sites and for the acquisition of supplemental power sources as well as generators and fuel as required

- Coordination with Law Enforcement (ESF 13) to provide security resources needed at shelters (Louisville Metro Police Department will provide security at shelters in Louisville Metro)
- Coordination with ESF 8 and primary/support agencies for the provision of medical services (advanced first aid) and mental health services in shelters
- Provide trained and qualified personnel in shelters in sufficient numbers to care for people needing assistance

Mass Feeding

Responsibilities include:

- Providing information to and coordination with ESF 5 and ESF 11 regarding mass feeding sites established by the American Red Cross, Salvation Army, and other volunteer agencies (The first priorities of mass feeding activities will be disaster victims. Emergency workers will be encouraged to utilize established mass feeding sites in lieu of individual site distribution).
- Coordination of mass feeding locations to ensure optimal logistics for public service based on emergency needs (A liaison will be established with Volunteers and Donations (ESF 15) to ensure continued coordination during an event).
- Coordinating sanitation provisions and inspections, and garbage removal from mass feeding sites in coordination with ESF 3 (Public Works) and ESF 8, (ESF 11 and ESF 15 will coordinate with ESF 6 in the provision of food and water to mass feeding sites. This will include procuring food from the USDA, donations and private vendors; as well as the storage of food in identified warehouse sites).
- Coordinating the transportation of food from identified warehouses to mass care feeding sites in liaison with Transportation (ESF 1).

Volunteers/Donations and Shelters

- Coordination with ESF 15 regarding the activities of volunteers actively engaged in providing mass care assistance to include:
 1. Preventing duplication of goods and services as they relate to mass care.
 2. Assisting volunteers with logistics.
 3. Coordinating the delivery of goods and services as they relate to mass care.
- Maintenance of list of all volunteer organizations active in mass care in the disaster area. The list will contain the following information:
 1. Type of service(s) being provided by each volunteer agency.
 2. Number of volunteers in the area.
 3. Resources each agency has available.
 4. Names and contact means of key persons in each organization.
 5. Logistical abilities of each organization, i.e. self-contained, need transportation, self-equipped, etc.

4. RECOVERY

Responsibilities include:

- Continuous monitoring of occupancy levels and ongoing victims' needs and providing the EOC with a daily listing of open shelters, ensuring the information is logged into WebEOC on the Shelter Board.
- Providing its support agencies, ESF 5 and Public Information (ESF 14) with regular updates on which shelters are opened or closed, as well as the census data for open shelters.
- Coordination with ESF 14 to provide information to shelter residents about how to access disaster assistance programs and services through the American Red Cross Service Centers and Individual Assistance Programs through Disaster Application Centers/Tele-registration.
- Ensuring a copy of the Shelter Registration Form is forwarded to the American Red Cross "Disaster Welfare Inquiry": (this form will have a post disaster address for each person housed at the shelters who provided that information upon their final departure. This will assist in reuniting families that may have been separated during the disaster incident).
- Coordination of the consolidation of shelters, staff, resources (communications and law enforcement) and supplies as sheltering needs diminish.
- Continued coordination with ESF 5, ESF 11 and ESF 15 to establish and maintain mass and mobile feeding sites (the need and location of these sites will be reviewed and evaluated daily. Sites may be closed when no longer needed and feeding routes for mobile units should be established or changed according to need).
- Collaboration with LJCMEMA, other local governments and applicable state agencies to assist in determining extended sheltering needs.

E. Direction and Control

1. ESF 6 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 6 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 6 expectations.
2. The ESF 6 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 6 Coordinator during emergency activations. Per 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.
4. The staffing directory, ESF 6 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by LJCMEMA with notification lists updated at least quarterly and all other documents at least annually.
5. In accordance with a mission assignment from ESF 6 and further mission tasking by a local primary agency, each support organization assisting in an ESF 6 assignment will retain

administrative control over its own resources and personnel but will be under the operational control of ESF 6. Mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency – American Red Cross – Louisville Chapter

Duties include but are not limited to the following:

- Coordinate ESF 6 and the support agencies during activation of the EOC due to an emergency or disaster
- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide mass care assistance to affected areas and populations
- Staff and operate a National Incident Management System compliant, command and control structure (Incident Command System), to assure that services and staff are provided to areas of need
- Jointly evaluate (ESF 6 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations
- Task support agencies, as necessary, to accomplish ESF 6 support responsibilities
- Make specific requests for mass care assistance to the State ESF 6/comparable as needed (the state will activate resources through the State Emergency Operations Plan)
- Re-assess priorities and strategies throughout the emergency according to the most critical mass care needs
- Demobilize resources and deactivate the ESF 6 function upon direction of LJCHEMA
- The American Red Cross will be responsible for overall shelter operations as well as collaboration with the Salvation Army to provide food and water to persons being sheltered and responders if possible

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with ESF 6.

- Jefferson County Public Schools (on request by LJCHEMA and contingent on resource availability) will open congregate-care shelters for evacuees when required upon request and in conjunction with the American Red Cross; establish feeding for evacuees in conjunction with congregate-care shelters; and provide school bus transportation to augment the transportation of evacuees by TARC when necessary
- Louisville Metro Emergency Medical Services (EMS) will supply personnel and equipment to provide medical services in shelters; and assist (via ESF 8) in supplying personnel and equipment to provide emergency transportation of medically needy persons from shelters to more advanced care facilities, and in providing mass care to persons with special needs
- Law Enforcement and Security (ESF 13) will assist in supplying personnel and equipment to provide security at shelters and mass care sites

- The Salvation Army will support ESF 6 with information regarding Salvation Army services in the impacted area. It will provide the ESF 6 Coordinator, when requested, supply lists of Salvation Army personnel and facilities in Louisville Metro; and assist with the material, spiritual, personal and family needs of evacuees
- Health and Medical (ESF 8) will supply personnel to monitor and control public health factors to prevent the spread of disease at mass care sites. Louisville Metro Department of Public Health and Wellness (LMPHW) and Louisville Metro EMS personnel are responsible for providing medical and nursing support for the special needs shelters and mass care facilities as need dictates (see ESF 8 for Special Needs program and procedures). LMPHW will conduct sanitation review of facilities for public shelters
- MetroSafe Communications and Amateur Radio Disaster Services (ARES) will be responsible for providing communications between shelters, the EOC and other support agencies/stations
- Louisville Metro Call will collaborate with the American Red Cross to provide information to citizens and family members concerning shelter residents
- The Office of Management and Budget and Budget Department will ensure that bills have been paid for supplies and services rendered
- The Office of Management and Budget will aid in the purchase of supplies that may be needed to execute the mission
- Local faith based organizations will support ESF-6 sheltering activities with volunteers and facilities.

G. Financial Management

ESF 6 is responsible for managing financial matters (specific to ESF 6 activity) 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 will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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.

ESF #7

Resource Management



PURPOSE

Coordinate and provide logistical and administrative support to operating departments and divisions involved in the response to and recovery from a disaster in Louisville Metro.



Jefferson County

PRIMARY AGENCY: OFFICE OF MANAGEMENT AND BUDGET

Support Agencies	City of Anchorage
	City of Jeffersontown
	City of Prospect
	City of Saint Matthews
	City of Shively
	Louisville/Jefferson County Metro EMA
	Louisville Metro Facilities Management
	Louisville Metro Fleet Services
	Louisville Metro Information Technology
	Louisville Metro Mayor's Special Counsel

POLICIES

- Acquire resources to coordinate and support services for emergency events in Louisville Metro.
- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.

I. PURPOSE

The basic role of government is to provide services that are not available via the private sector or an individual acting on its behalf. Generally, local governments cannot feasibly finance special services to operate only during a disaster and remain dormant at other times. Louisville Metro must rely primarily on existing emergency response service agencies augmented by business and citizen volunteers to meet wide scale disaster situations.

The purpose of Emergency Support Function (ESF) 7 is to acquire resources to coordinate and support services for emergency events in Louisville Metro. ESF 7 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 7 resources are used when other agencies are overwhelmed and additional resource acquisition is requested.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 7 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 7 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 7 implementation. ESF 7 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 7 will evaluate and analyze information regarding requests for services; develop and update assessments of the situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, 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.
6. Each organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.

The staffing directory, ESF 7 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with notification lists updated at least monthly and all other documents at least annually.

Procurement Process

- Equipment and materials will be procured from agencies' inventories as available. Resource request not met by Louisville Metro, City of Jeffersontown, City of St. Matthews, City of Shively, City of Anchorage and/or City of Prospect will be procured by ESF 7 from commercial vendors to the extent possible. All resources within Louisville Metro agencies are considered available. Reimbursements will be made in accordance with local directive.

- Louisville Metro, City of Jeffersontown, City of St. Matthews, City of Shively, City of Anchorage and City of Prospect Purchasing Departments maintain lists of vendors, equipment suppliers, materiel and services needed during response and recovery operations.
- Statewide and all other mutual aid agreements will be implemented as necessary to obtain goods and services from other jurisdictions; requests will be forwarded to the Commonwealth EOC as needed.
- Emergency contracts for resources or services will be initiated by ESF 7.
- Resources may be available through donations and volunteers via coordination between ESF 7 and ESF 15 (Volunteers and Donations).

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 7 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 7 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 7 for receipt/facilitation of the local needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center, Logistics Section Chief, will coordinate the support resources from the support agencies.
- During the response phase, ESF 7 will evaluate and analyze information regarding resource requests. ESF 7 will develop and update assessments of the resource service status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 7 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operation Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers and other facilities or functions as appropriate.

2. REGION

- ESF 7, in consultation with the requesting jurisdiction, may obtain additional service resources via established mutual aid agreements.
- The Kentucky Emergency Management Agency serves as the lead agency for resource coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 7 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 Kentucky Emergency Management Agency will support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 7/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management
- During the response phase, ESF 7/comparable will evaluate and analyze information regarding resource requests. ESF 7/comparable will also develop and update assessments of the resource request and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 7 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Management Agency. Office of Management and Budget will manage the emergency activities of ESF 7.
- Upon instructions to activate ESF 7, Office of Management and Budget will implement its procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 7 are grouped into the 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 7 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Assessment of resource needs and potential impacts
- Resource personnel
- Resource equipment and supplies
- Resource support
- Resource public information and risk communication
- Resource management, command and control of assets

- Resource activities related to terrorist threats and/or events
- Logistical staging areas and Points of Dispensing
- Catastrophic incident and alternate resource facility support

1. PREPARATION

Actions and activities that develop resources response capabilities may include planning, training, orientation sessions and exercises for ESF 7 personnel (i.e., county, state, regional and federal) and other emergency support functions that will respond with ESF 7. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis.

Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 7 support agencies and other emergency support functions to refine resource operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and resource response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency resource response strategies.
- Maintain liaison with support agencies.
- Prepare documentation for public assistance requests from outside agencies and for impending damage survey reports (DSR).
- Conduct All Hazards exercises involving ESF 7.

2. MITIGATION ACTIONS

- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.
- Coordinate resource procurement procedures with other support agencies and local purchasing directors/agents.

3. RESPONSE ACTIONS

- Coordinate operations at the ESF 7 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each resource agency.
- Establish and maintain a system to support on-scene coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Establish mutual aid procedures for resources as appropriate.

- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event affect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitation of an effective emergency response among all participating agencies.

4. RECOVERY ACTIONS

- Contact each resource agency for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by resource agencies.

E. Direction and Control

1. ESF 7 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 7 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 7 expectations.
2. The ESF 7 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 7 Coordinator during emergency activations. Per 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.
4. The staffing directory, ESF 7 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with notification lists updated at least monthly and all other documents at least annually.
5. In accordance with a mission assignment from ESF 7 and further mission tasking by a local primary agency, each support organization assisting in an ESF 7 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 7. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Metro Purchasing)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide resource support to affected areas and populations.
- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of resource agencies' personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 7 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Task support agencies as necessary to accomplish ESF 7 support responsibilities.
- Monitor resource response and recovery operations.
- Coordinate all state and federal resources into the affected areas from staging areas.
- Manage resource incidents in accordance with each agency's Standard Operating Guidelines and under the direction of ESF 7 representatives or designee.
- Make specific requests for resource assistance to the State ESF 7/comparable as needed.
- Activate resources via the state through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most critical resource needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Demobilize resources and deactivate the ESF 7 function upon direction from the EOC Manager.
- Implement existing contacts or develop/implement new contacts with vendors as required.
- Identify funding for emergency expenditures.
- Maintain records of expenditures.

SUPPORT AGENCIES

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 7.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.

- Louisville Metro Facilities Management will manage warehousing of resources and provide facility space as required.
- Office of Management and Budget and Budget will manage financial matters relating to resources procured.
- Louisville Metro Fleet Services will coordinate with ESF 1 (Transportation) the distribution and transportation of procured resources.
- Louisville Metro Information Technology will activate disaster plan for computer equipment and establish resource records required for disaster recovery.
- Louisville Metro Mayor's Special Counsel will provide legal guidance for resource procurement.

G. Financial Management

ESF 7 is responsible for managing financial matters 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 ESF 7 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 7 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #8

Health & Medical



PURPOSE

Provide health and medical services to the community during and after a disaster, including the protection of water supplies, ensuring adequate sanitation is maintained, the safety of food supplies, providing medical and morgue services, and controlling epidemics.



Jefferson County

PRIMARY AGENCY: LOUISVILLE METRO DEPARTMENT OF HEALTH AND WELLNESS

Support Agencies	Ambulance Services <ul style="list-style-type: none">• Jefferson County Rural EMS• Louisville Metro EMS• Yellow Ambulance
	Family Health Centers
	Greater Louisville Funeral Directors
	Home Healthcare Agencies
	Kentucky Hospital Association Members
	Kentucky Community Crisis Response Board
	Local Hospitals/Psychiatric Hospitals
	Louisville/Jefferson County EMA
	Louisville Metro Corrections Department
	Louisville Metro General Services Administration
	Louisville Metro Human Services
	Louisville Metro Purchasing Department

POLICIES

- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Identify health and medical needs of the population before, during, and after a disaster.
- Coordinate the health and medical resources required responding to public health and medical care needs following a significant natural disaster or manmade event.
- Develop policy guidelines for sheltering people with special needs.
- Develop strategies to ensure adequate staffing for the Special Needs Shelter and the registration of people with special needs.

I. PURPOSE

The purpose of Emergency Support Function 8 (ESF 8) is to (1) identify health and medical needs of the county before, during, and after a disaster; (2) coordinate the health and medical resources needed in responding to public health and medical care needs following a significant natural disaster or manmade event; (3) develop policy guidelines for sheltering people with special needs; (4) develop strategies to ensure adequate staffing for the Special Needs Shelter and the registration of people with special needs. ESF 8 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 8 resources are used when individual agencies are overwhelmed and additional health and medical assistance is requested.

ESF 8 will coordinate health care and mortuary activities; emergency care and treatment of casualties resulting from any type of incident; emergency public health services; preventative and remedial measures to offset biological; chemical and radiological incidents or warfare; disposal of the dead; maintenance of sanitation services; mental health services and the prevention and mitigation of the spread of infectious disease.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 8 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 8 responsibilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A staffing directory and the ESF 8 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with status of the call lists updated at least quarterly and all other documents at least annually.
4. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 8 implementation. ESF 8 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
5. When an event requires a specific type or response mode, 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.
6. Each organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA).

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 8 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 8 position in the Emergency Operations Center (EOC) on a 24-hour basis.

- During an activation of the EOC, support agency staff is integrated with the Louisville Metro Department of Public Health and Wellness staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the EOC will coordinate the support resources from the support agencies with ESF 8.
- During the response phase, ESF 8 will evaluate and analyze information regarding medical and public health assistance requests. ESF 8 will develop and update assessments of the Health and Medical status in the impact area and will do contingency planning to meet anticipated demands and needs.

Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 8 Emergency Operations Plan (EOP) and accompanying Appendices, Annexes 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 be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the EOP.

- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities and functions as appropriate.

2. REGION

- ESF 8, in consultation with the requesting jurisdiction, may obtain additional health and medical resources via established mutual aid agreements.
- The Kentucky Department of Public Health serves as the lead agency for health and medical coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 8 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 8 at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 8 will evaluate and analyze information regarding health and medical requests. ESF 8 will develop and update assessments of the health and medical situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 8 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Management Agency. Louisville Metro Department of Public Health and Wellness (LMPHW) will manage the emergency activities of ESF 8.
- Upon instructions to activate ESF 8, Louisville Metro Department of Public Health and Wellness and ESF 8 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 8 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 8 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following functional areas:

a. Health Department

- Assessment of health/medical needs
- Preparation and maintenance of roster of health and medical personnel
- Activation and deployment of health/medical response teams
- Establishment of liaison with Kentucky Department of Public Health
- Preparation and maintenance of a list of facilities that could serve as temporary health facilities and the patient capacity of each
- Disease control/epidemiology and inoculation of the population during a disaster
- Coordination for obtaining, assembling and delivering health/medical care personnel, equipment and supplies
- Provision of medical for workers remaining in evacuated areas
- Food/drug safety
- Radiological/chemical/biological hazards
- Implementation and enforcement of Altered Standards of Care
- Public health information release(s)
- Provisions for staffing and medical services during a disaster
- Vector control/monitoring
- Assistance to hospital community in implementation of discharge of patients Medical Command and Control
- Organization and operation of the Special Needs Shelter with rules for its operation available to each attendee and at LJCHEMA
- Provision of shelter supplies transported to the designated shelter (Environmental health specialist and shelter nurse will inspect the shelter before its opening)
- Activation and deployment of the Cities Readiness Initiative (CRI) plan for the organization and coordination of mass prophylaxis

b. EMS

- Patient evacuation assistance
- Emergency medical care personnel, equipment and supplies
- Implementation and enforcement of Altered Standards of Care
- Emergency responder health and safety
- Establishment of plans for requesting additional support during a disaster or emergency
- Assistance in staffing and coordinating first aid stations

c. Hospitals

- Coordination and notification, information update and evacuation assistance to medical facilities within the county both pre and post-impact
- Coordination of in-hospital care
- Updated census information and bed availability
- Coordination with the Human Needs Branch in the LJCMEOC of inventory and facility needs
- Implementation and enforcement of Altered Standards of Care

d. Coroner's Office

- Provision of mortuary services during the disaster period
- Inventorying and planning for the personnel, supply and equipment requirements for the disaster period and the means of fulfilling those requirements
- Organization/utilization of mortuary personnel from other counties
- Plan for the selection and operation of emergency morgues during a disaster (See Mass Fatalities plan for additional information on Mass Fatalities)

e. Special Needs Population/Assisted Care Shelter

Special Needs Shelters are a refuge for people with specific needs that cannot be met in other shelters but should not be considered a mini-hospital or nursing home. Only persons with Special Needs will be admitted and will be accompanied by a caregiver. Clients will be referred to an alternate site if their needs are too complex for the Special Needs Shelter or do not meet the minimum requirements. Responsibilities include:

- Assigning responsibilities and establishing procedures for governmental, volunteer agencies and individuals in preparing for and executing evacuation of the special needs population segment of Louisville Metro as required
- Coordinating registration, notification, transportation and sheltering of special needs population (Information on Special Needs Shelter operations can be found in the corresponding attachment)

1. PREPARATION

Actions and activities that develop health and medical response capabilities may include planning, training, orientation sessions, and exercises for ESF 8 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 8. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 8 support agencies and other emergency support functions to refine Health and Medical operations.
- Conduct training and exercises for EOC and health and medical team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and health and medical strategies.
- Develop and present training courses for ESF 8 personnel, provide information on critical facilities to the LJCMEOC and develop protocols for frequently provided services.

- Maintain liaison with support agencies.
- Conduct vulnerability analysis at critical facilities and make recommendations to improve the physical security.
- Assess the special needs of those persons who would need assistance during evacuations, sheltering and other event responses.
- Develop plans, information and guidance for persons with special needs during evacuations, sheltering and other event responses.

2. MITIGATION

- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations in the Louisville Metro EOC, LMPHW Department Operations Center (DOC) and/or at other locations as required.
- Establish and maintain a system to support on-scene direction and control and coordination with Louisville Metro EOC, ESF 8 and the Commonwealth EOC.
- Establish Mutual Aid procedures for the following resources: Disaster Medical Assistance Teams (DMAT), Disaster Mortuary Operational Response Team (DMORT), Interoperable, Communications, Resource Management and Logistical Support.
- Deploy Impact Assessment Teams to determine post-event health impact on critical infrastructure and essential functions.
- Pre-position response resources when it is apparent that health and medical resources will be necessary. Relocate health and medical resources when it is apparent that they are endangered by the likely impacts of the emergency situation.
- Monitor and direct health and medical resources and response activities.
- Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitation of an effective emergency response among all participating agencies.
- Activation of the Cities Readiness Initiative (CRI) plan.

ESF 8 will not release medical information on individual patients to the general public to ensure patient confidentiality protection, in accordance with the Health Insurance Portability and Accountability Act (H.I.P.A.A).

Obtain non-specific information on casualties/patients and provide to the American Red Cross for inclusion in the Disaster Welfare Information System, to ESF 14 Public Information for informational releases and to ESF 5 Emergency Management for development of Situation Report(s) for dissemination to the Commonwealth EOC.

4. RECOVERY

The activities of ESF 8 should assist systems in returning to normal pre-event status by:

- Providing support as required until response activities are concluded or until they can be managed and staffed by the primary incident agency or jurisdiction.
- Providing support as required for the recovery phase.
- Initiating financial reimbursement process for these activities as support is available.

E. Direction and Control

1. The ESF 8 Coordinator, appointed by the Louisville Metro Department of Public Health and Wellness, operates from the Emergency Operations Center and directs all aspects of emergency management for the health and medical aspects of an event.
2. ESF 8 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 8 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 8 expectations.
3. The ESF 8 system operates at two levels – the Emergency Operations Center and field operations.
4. All health and medical decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 8 Coordinator during emergency activations.
5. In accordance with a mission assignment from ESF 8 and further mission tasking by a local primary agency, each support organization assisting in an ESF 8 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 8. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Metro Department of Public Health and Wellness)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide health and medical assistance to affected areas and populations.
- Staff and operate a National Incident Management system compliant command and control structure (i.e., Incident Command System) to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of Louisville Metro health and medical agencies, service personnel, supplies, and equipment and provide certain direct resources.
- Evaluate the emergency situation, make strategic decisions, identify resource needs and secure resources required for field operations.
- Coordinate supplemental assistance in identifying and meeting the health and medical needs of disaster victims.

- Implement the organization, assignment and staffing at the facilities in which ESF 8 requires location.
- Coordinate response for:
 - Safety of food and drugs
 - Vector control
 - Behavioral health
 - Victim identification/mortuary services
 - Health education
 - Public Information related to Health and Medical
 - Laboratory services
 - Mass medical care
 - Public Health and Sanitation
 - Mass prophylaxis of population
- Provide the coordination of the following resources:
 - Medical equipment and supplies
 - Medical personnel
 - Health administrators
 - Pharmacy services
 - Environmental health specialists
 - Laboratories and laboratory personnel
 - Nutritional services
 - Epidemiology
 - Disaster response expertise
 - Dental
 - Immunizations
 - Discharge planning at the Special Needs Shelter
 - Outreach capability
 - Public information and education
- Coordinate response and location of deployed DMAT teams.
- Obtain medical equipment and supplies from local vendors where possible; utilize the Commonwealth EOC for other resources.
- Staff the Special Needs Shelter as required with LMPHW nurses as needed. Their duties will include administering first aid, assisting in triage/screening and displaced persons assignment, keeping patient records, evaluating sanitary conditions of shelters, and consulting with environmental health specialists as needed.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment, and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may impact the Louisville Metro (i.e., severe weather, environmental biological, terrorism, technological, etc.). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with ESF 8.

- Louisville Metro EMS coordinates the evacuation of patients from disaster areas when deemed appropriate, including transport of victims to medical facilities outside the at-risk area. It also coordinates the following resources and or operations: ALS/BLS vehicles, Emergency Medical Technicians and Paramedics, EMS procurement and aircraft transport. It provides for the health and safety of emergency responders and medical support including but not limited to:
 - Providing oxygen, oxygen supplies or delivery devices to shelters
 - Providing (on request) a Paramedic with appropriate training to administer tetanus shots in the field, primarily in large recovery areas

- Providing support to special needs shelter clients by coordinating with Louisville Metro Department of Public Health and Wellness to verify residence readiness/condition post disaster event
- Providing support personnel and ambulance to each shelter location, based on availability with the goal that each shelter has at least one BLS ambulance preferably ALS
- Providing an Emergency Medical Technician to the Emergency Operations Center when activated or as requested by Emergency Operations Center Manager
- Home Health Care Agencies
 - Maintain a current updated list of special need clients in their care
 - Maintain communications and cooperation with the LMPHW and the LJCMEMA through respective Operations Managers
 - Provide care for their patients in the Special Needs Shelter before, during, and after the event
- Medical Examiner's Office
 - Provide for decedent identification and mortuary services including temporary morgue services, preparing and disposing of remains
 - Coordinate with the ARC on victim identification and mortuary protocol for family notification in accordance with established ARC procedures
 - Manage provision of mortuary services through the local funeral homes
- Kentucky Community Crisis Response Board (KCCRB) will provide mental health and crisis counseling as requested
- Hospitals/Psychiatric Facilities
 - Provide contact information regarding Hospital Incident Command structure upon EOC activation
 - Provide, as required, staff representation to ESF 8 to participate in ongoing planning and decision making
 - Report number/types of beds available and type of emergencies observed to ESF 8 pre-event and post-event
- Local funeral homes will provide mortuary services and advise ESF 8 of status and observations
- LJCMEMA
 - Provide EOC support, conduct briefings, direct needs assessments, distribute key information, and serve as liaison to the Commonwealth EOC to request resources
 - Determine when the Special Needs Shelter is opened and closed in coordination with LMPHW
- Louisville Metro Human Services
 - Ensure clients are registered as Special Needs Clients as appropriate.
 - Monitor status of clients at the shelter and assist with their discharge.

G. Financial Management

ESF 8 is responsible for managing financial matters (specific to ESF 8 activity) 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 ESF 8 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be

responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 8 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #9

Urban Search & Rescue



PURPOSE

Provide search and rescue coordination and support services in support of emergency events in Louisville Metro.



Jefferson County

PRIMARY AGENCY: LOUISVILLE FIRE & RESCUE/JEFFERSON COUNTY FIRE PROTECTION DISTRICTS

Support Agencies	American Red Cross – Louisville Chapter
	Civil Air Patrol
	Jefferson County Fire Protection Districts
	Jefferson County Search Dog Association
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Metro Emergency Medical Services
	Louisville Metro Public Works
	Transit Authority of River City (TARC)

POLICIES

- Plan, coordinate, and conduct or implement search and rescue operations in disaster impacted areas in accordance with established procedures based upon life safety and available resources.
- Coordinate multi-agency search and rescue response efforts in accordance with all local, state, and federal procedures to ensure safe and efficient search and rescue response operations countywide and with municipal jurisdictions.
- Coordinate with other ESFs for the efficient medical treatment and transportation of victims to medical facilities.
- Establish staging areas and logistical support bases for requested mutual aid resource in support of Search and Rescue.
- Coordinate incoming mutual aid resources in support of search and rescue operations.
- Manage and coordinate all fire and support operations under the National Interagency Incident Management System (NIIMS).

I. PURPOSE

Search and Rescue (SAR) is the employment of resources (municipal, private, county, state and federal) to locate and return to safety persons who have become lost, injured, stranded, trapped or who have died. Search, rescue and recovery operations are managed in varying environments, both land and water.

Search and rescue emergencies may reach such magnitude as to require resources from adjacent jurisdictions, states, private organizations or the federal government. A catastrophic disaster or emergency within the Commonwealth, or adjacent states, could result in rescue problems of such an extent as to require utilization of all rescue resources within the state and the exchange of resources between states via mutual aid.

The purpose of Emergency Support Function (ESF) 9 is to provide search and rescue coordination and support services in support of emergency events in Louisville Metro. ESF 9 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 9 resources are used when individual agencies are overwhelmed and search and rescue assistance requested.

A disaster affecting a large area and/or population is similar (not in magnitude) to emergencies that the fire service responds to routinely. Available local fire districts will respond and request the deployment of Louisville Metropolitan Search and Rescue as appropriate. It will be necessary to summon resources from other areas where search and rescue capability has not been committed prior to the depletion of local resources. Available resource locations include surrounding counties in Kentucky (limited resources) and southern Indiana (limited resources) plus the resources available via the Mutual Aid Agreements with Indianapolis, Indiana and Cincinnati, Ohio. The purpose of this plan is to provide a mechanism for use of those resources for search and rescue on an inter-jurisdictional basis.

II. CONCEPT OF OPERATIONS

A. General

The first priority after a disaster is to locate any victims in affected areas and ensure the safety of injured or stranded personnel. The injured must be treated on the scene and moved to medical facilities as soon as possible. Those stranded must be relocated to safe areas. The search and rescue effort within Louisville/Jefferson County will be a coordinated effort involving Louisville Fire & Rescue, Jefferson County Fire Protection Districts, Metropolitan Search and Rescue, Louisville Metro Emergency Medical Services, public works and law enforcement agencies.

1. ESF 9 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 9 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 9 implementation. ESF 9 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 9 will evaluate and analyze information regarding fire detection, suppression and prevention requests for response; develop and update assessments of the search and rescue situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.

5. When an event requires a specific type or response mode, 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.
6. Each search and rescue organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of search and rescue resources in Jefferson County including names of responsible officials, readiness status and major items of teams/equipment identified in Resource Typing.
8. The staffing directory, ESF 9 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
9. Search and rescue teams are responsible for training and continuing education of their personnel.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 9 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 9 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 9 for receipt/facilitation of the local fire departments' needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 9.
- During the response phase, ESF 9 will evaluate and analyze information regarding search and rescue requests. ESF 9 will develop and update assessments of the search and rescue status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 9 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 9, in consultation with the requesting jurisdiction, may obtain additional search and rescue resources via established mutual aid agreements.

- The Kentucky Division of Emergency Management serves as the lead agency for search and rescue coordination/support at the regional and state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 9 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 Kentucky State Fire Marshal's Office may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 9/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 9/comparable will evaluate and analyze information regarding search and rescue requests. ESF 9/comparable will also develop and update assessments of the search and rescue situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 9. Louisville Fire & Rescue and the Jefferson County Fire Service will jointly manage the emergency activities of ESF 9.
- Upon instructions to activate ESF 9, Metropolitan Search and Rescue and ESF 9 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 9 are grouped into the 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 9 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Assessment of search and rescue (SAR) needs and potential impacts
- SAR personnel
- SAR equipment and supplies
- Evacuation and re-entry support
- Emergency responder health and safety
- Radiological/chemical/biological hazards monitoring/mitigation
- Mental health and crisis counseling for responders

- SAR public information and risk communication
- SAR management, command and control of assets
- SAR activities related to terrorist threats and/or events
- Logistical staging areas
- Catastrophic incident and alternate SAR facility support

1. PREPARATION

Actions and activities that develop search and rescue response capabilities may include planning, training, orientation sessions and exercises for ESF 9 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 9. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 9 support agencies and other emergency support functions to refine search and rescue operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and search and rescue response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and search and rescue strategies.
- Develop and present training courses for ESF 9 personnel, provide information on critical facilities/infrastructure to the Louisville/Jefferson County Metro Emergency Management Agency and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analyses at critical facilities and make recommendations to improve the physical security.
- Conduct All Hazards exercises involving ESF 9.

2. MITIGATION

- Identify and seek funding for retrofitting critical facilities and providing auxiliary power.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 9 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each fire district.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.

- Establish mutual aid procedures for the following resources: search and rescue, interoperable communications and others as appropriate.
- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct search and rescue resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- Contact each fire district for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by fire district.

ESF 9, in consultation with the requesting jurisdiction, may obtain additional search and rescue resources via established mutual aid agreements.

The Kentucky Division of Emergency Management serves as the lead agency for search and rescue coordination/support at the regional and state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 9 and to the extent practical 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 Kentucky Division of Emergency Management may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

E. Direction and Control

1. ESF 9 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparation, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 9 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 9 expectations.
2. The ESF 9 system operates at two levels – the Emergency Operations Center and field operations.

3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 9 Coordinator during emergency activations. Per 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.
4. In accordance with a mission assignment from ESF 9 and further mission tasking by a local primary agency, each support organization assisting in an ESF 9 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 9. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Fire & Rescue/Jefferson County Fire Protection Districts)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide search and rescue assistance to affected areas and populations.
- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of urban and suburban fire agencies' personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 9 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Task support agencies as necessary to accomplish ESF 9 support responsibilities.
- Monitor search and rescue emergency response and recovery operations. ESF 9 Incident Commanders or designees will coordinate all state and federal resources into the affected areas from staging areas.
- Manage search and rescue and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 9 representatives or designee.
- Make specific requests for assistance to the State ESF 9/comparable as needed. The state will activate resources through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most critical search and rescue needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Demobilize resources and deactivate the ESF 9 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are

subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 9.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Local law enforcement agencies (ESF 13) will provide crowd control, security measures, roadway assessments and ingress/egress actions to protect the public and property in and proximate to areas involved in search and rescue operations.
- Jefferson County Search Dog Association will provide trained personnel (canine and human) to assist in victim location.
- Louisville Fire & Rescue and Jefferson County Fire Protection Districts will provide first line response for fires and other major disasters requiring trained personnel and equipment.
- Transit Authority of River City will provide transportation for response personnel and relocation of affected populations as required.
- Civil Air Patrol will provide over-flight reconnaissance of disaster-affected areas to assist in plan formulation.
- Private and quasi-private utilities (ESF 12) will coordinate with ESF 9 to address search and rescue problems due to leaking natural gas, downed power lines, water main breaks, or other utility infrastructure issues.
- Louisville Metro Public Works (ESF 3) and other departments will provide equipment and other major resources needed to provide access to and remove debris from entrapment sites, and clear roadways or other areas in support of emergency response actions.
- Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.
- American Red Cross and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.
- Jefferson County Coroner's Office (ESF 8) will provide casualty management for the deceased.

G. Financial Management

ESF 9 is responsible for managing financial matters (specific to ESF 9 activity) 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 will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 9 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #10

Hazardous Materials



PURPOSE

To provide an overview of roles and responsibilities associated with hazardous materials events including chemical, biological, and radiological releases on land, air, or water bodies in Louisville Metro.



PRIMARY AGENCY: LOUISVILLE FIRE AND RESCUE/JEFFERSON COUNTY FIRE PROTECTION DISTRICTS

Support Agencies

American Red Cross – Louisville Chapter
Louisville Industrial Mutual Aid Association (LIMAA)
Louisville/Jefferson County EMA
Louisville/Jefferson County Metropolitan Sewer District
Louisville Metro Air Pollution Control District
Louisville Metro Department of Public Health and Wellness
Louisville Metro Emergency Medical Services
Louisville Metro Police Department
Jefferson County Coroner
Jefferson County Public Schools
Rubbertown Mutual Aid Association (RMAA)
Salvation Army

POLICIES

- Detect, identify, respond to, contain, and coordinate disposal of hazardous materials posing a threat to public health.
- Evacuate, shelter, and authorize re-entry to threatened or contaminated areas.
- Ensure the safety of all hazardous materials response workers.
- Notify appropriate local, state, and federal agencies in accordance with all applicable laws.
- Coordinate resource support for decontamination of mass casualties.
- Establish staging areas and logistical support bases for requested mutual aid resources in coordination with all first response agencies.

I. PURPOSE

The mission of Emergency Support Function (ESF) 10 Hazardous Materials is to provide hazardous materials response coordination and support services for emergency events in Louisville Metro. ESF 10 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 10 resources are used when individual agencies are overwhelmed and additional law enforcement assistance is requested.

The necessity of ESF 10 is based on the following:

- Potentially dangerous materials are manufactured, stored and transported throughout Louisville/Jefferson County.
- The Ohio River, interstates and other highways, railroad networks, airports and pipelines are major shipping routes with constant potential for an incident involving hazardous materials.
- In excess of 538 facilities in Jefferson County have reported to the State Emergency Response Commission and the Louisville/Jefferson County Metro Emergency Planning Committee that they manufactured, stored, or used one or more of the substances covered in Section 302, Title III of Public Law 99-499, Emergency Planning and Community Right-To-Know Act of SARA.
- Local government is responsible for safety measures or precautions that may be required for public protection until a hazardous situation has been corrected.

Authority

The responsibility for safeguards relating to hazardous materials belongs to the party having custody, such as the plant where it is stored and used or the carrier providing the transport. Companies or individuals doing business in Louisville/Jefferson County have responsibilities under one or more of the following regulatory directives:

- A. Louisville Metro Hazardous Materials Ordinance, No. 121-2007; Public Law 99-499, October 17, 1986
- B. SARA Title III, Emergency Planning and Community Right-To-Know
- C. Louisville/Jefferson County Metro Government Title IX: General Regulations Chapter 95: Hazardous Materials Section 95, Section 95.01 through 14, 95.98, and 95.99.
- D. Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980
- E. Superfund Amendment and Reauthorization Act of 1986 (SARA)
- F. National Incident Management System (NIMS)

Facilities meeting the SARA Title III regulatory requirements are inspected for compliance by the following agencies:

- Louisville Fire Prevention Bureau inspects facilities that store and/or use hazardous materials.
- Louisville/Jefferson County Metropolitan Sewer District (MSD) inspects facilities for compliance with the Hazardous Materials Spill Prevention Control Plan (HMPC).
- The local Emergency Planning Committee (EPC) uses personnel from Louisville/Jefferson County Emergency Management Agency (EMA) to inspect facilities that must submit Tier II Hazardous Chemical Inventory Reports and facilities that must also file the Tab Q-7 form that meets SARA Title III Extremely Hazardous Substances (EHS) reporting requirements.

- The Air Pollution Control District audits facilities that must comply with the EPA Risk Management Program (RMP).

II. CONCEPT OF OPERATIONS

A. General

1. ESF 10 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 10 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 10 implementation. ESF 10 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 10 will evaluate and analyze information regarding material identification; securing, removing and disposing of the hazardous materials; requests for response; develop and update assessments of the hazardous materials situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, 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.
6. Each hazardous material, public safety response team, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of hazardous materials, public safety response teams in Jefferson County including names of responsible officials, readiness status and major items of response equipment identified in Resource Typing.
8. The staffing directory, ESF 10 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
9. Hazardous materials teams are responsible for training and continuing education of their personnel.

B. Organization

1. COUNTY
 - MetroSafe Communications will initiate ESF 10 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 10 position in the Emergency Operations Center (EOC) on a 24-hour basis.

- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 10 for receipt/facilitation of the local fire departments' needs/resource requests.
- During an emergency or disaster event, the EOC will coordinate the support resources from the support agencies with ESF 10.
- During the response phase, ESF 10 will evaluate and analyze information regarding hazardous materials requests. ESF 10 will develop and update assessments of the incident status in the impacted area(s) and undertake contingency planning to meet anticipated demands and needs.
- Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 10 Emergency Operations Plan (EOP) and accompanying Appendices, Annexes 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 be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the EOP.
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 10, in consultation with the requesting jurisdiction, may obtain additional hazardous materials resources via established mutual aid agreements.
- The Kentucky Department of Environmental Protection serves as the lead agency for hazardous materials coordination/support at the state level. The agency will designate a liaison to the Louisville Metro to assist ESF 10 and to the extent capable provide operational support of the EOC or field activities.
- On activation of an Emergency Operations Center in more than one county, the Kentucky State Fire Marshal's Office may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 10/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 10/comparable will evaluate and analyze information regarding hazardous materials requests. ESF 10/comparable will develop and update assessments of the hazardous materials situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Emergency Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 10 will be activated or placed on standby upon notification by the Louisville/Jefferson County Emergency Metro Emergency Agency.
- Upon instructions to activate ESF 10, fire departments and the appropriate ESF 10 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 10 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish and requires significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 10 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following services.

- Assessment of hazardous materials needs and potential impacts
- Hazardous materials personnel
- Hazardous materials equipment and supplies
- Evacuation support and re-entry
- Emergency responder health and safety
- Radiological/chemical/biological hazards monitoring/mitigation
- Mental health and crisis counseling for responders
- Hazardous materials public information and risk communication
- Hazardous materials management, command and control of assets
- Hazardous materials activities related to terrorist threats and/or events
- Logistical staging areas
- Catastrophic incident and alternate hazardous materials facility support
- Information on drinking water, wastewater and solid waste facilities.
- Information on SARA Title III fixed facilities

1. PREPARATION

Actions and activities that develop ESF 10 response capabilities may include planning, training, orientation sessions, and exercises for ESF 10 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 10. This involves the active participation of inter-agency preparedness organizations, which collaborate in such activities of a regular basis. Local and state hazardous materials teams will jointly address planning issues on an ongoing basis to identify response zones, potential staging areas, and potential medical facilities and establish specialized teams. Initiatives also include the following:

- Conduct planning with ESF 10 support agencies and other emergency support functions to refine hazardous materials operations.
- Conduct training and exercise for EOC and hazardous materials response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and present training courses for ESF 10 personnel, provide information on critical facilities to the County Emergency Management and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analysis at critical facilities and make recommendations to improve the physical security.
- Conduct all exercises involving ESF 10.

2. MITIGATION

- Identify deficiencies or areas to be improved and seek funds to enhance protective measures to lessen the impact on vulnerable populations and/or minimize damage to critical facilities.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 10 position in the Louisville Metro Emergency Operations Center (EOC) and/or at other locations as required.
- Coordinate needs and response actions with each fire district.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Establish mutual aid procedures for the following resources: hazardous materials response teams, interoperable communications and others as appropriate.
- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor the environmental impact of hazardous materials incidents in regards to the safety of responders as well as the public.
- Coordinate environmental impact data with ESF 8 and ESF 14 and others as appropriate.
- Monitor and direct hazardous materials resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings, development of incident action plans and Situation Reports, and meetings.

- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis and Cincinnati Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- Contact each fire district for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by fire district.
- Maintain documentation related to environmental damage from hazardous material releases.
- Coordinate ongoing environmental assessment(s) with Kentucky Department of Natural Resources (DNR).

E. Direction and Control

1. ESF 10 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 10 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 10 expectations.
2. The ESF 10 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 10 Coordinator during emergency activations. Per 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.
4. All hazardous materials teams' field personnel are subordinate to ESF 10 at the Emergency Operations Center.
5. In accordance with a mission assignment from ESF 10 and further mission tasking by a local primary agency, each support organization assisting in an ESF 10 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 10. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Fire & Rescue/Jefferson County Protection Districts)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide hazardous materials assistance to affected areas and populations.
- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of urban and suburban fire agencies' personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 10 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Task support agencies as necessary to accomplish ESF 10 support responsibilities.
- Monitor hazardous materials emergency response and recovery operations. ESF 10 Incident Commanders or designees will coordinate all state and federal hazardous materials resources into the affected areas from staging areas.
- Manage hazardous materials and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 10 representatives or designee.
- Make specific requests for hazardous materials assistance to the State ESF 10/comparable as needed. The state will activate resources through the State Emergency Response Plan
- Re-assess priorities and strategies throughout the emergency according to the most critical fire service needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Demobilize resources and deactivate the ESF 10 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 10.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Local law enforcement agencies (ESF 13) will provide crowd control, security measures, roadway assessments and ingress/egress actions to protect the public and property in and proximate to areas involved in firefighting operations.
- Louisville Fire & Rescue and Jefferson County Fire Protection Districts will provide first line response for fires and other major disasters requiring trained personnel and equipment.
- Transit Authority of River City will provide transportation for response personnel and relocation of affected populations as required.
- Civil Air Patrol will provide over-flight reconnaissance of disaster-affected areas to assist in plan formulation.

- Private and quasi-private utilities (ESF 12) will coordinate with ESF 4 to address fire prevention and suppression problems due to leaking natural gas, downed power lines, water supply, or other utility infrastructure issues.
- Louisville Metro Public Works (ESF 3) and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.
- Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.
- Metropolitan Search and Rescue (ESF 9 – LFR/JCFS) will provide assistance in initial needs assessment and augment fire service operations through specialized response capabilities.
- American Red Cross, Salvation Army and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.
- Jefferson County Coroner's Office (ESF 8) will provide casualty management for the deceased.
- Jefferson County Public Schools will provide temporary sheltering for displaced residents.
- Louisville Metro Air Pollution Control District (APCD) will provide advice and assistance related to air quality issues. APCD can provide expertise and engineers with knowledge of EPA air quality standards.
- Louisville Metro Public Health and Wellness will provide field personnel to support air monitoring activities, assess hazards to the public and make appropriate recommendations in regards to the public welfare.
- Louisville Metro Metropolitan Sewer District will provide field personnel to support ground contamination assessments and provide expertise regarding the Louisville Metro Hazardous Materials Ordinance, No. 121-2007.
- Rubbertown Mutual Aid Association and the Louisville Industrial Mutual Aid Association members may provide subject matter experts as well as equipment and responders trained to handle hazardous materials specific to each members respective facilities.

G. Financial Management

ESF 10 is responsible for managing financial matters (specific to ESF 10 activity) 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 ESF 10 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 10 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #11

Food & Water



PURPOSE
 Identify food, water, and ice needs in the aftermath of a disaster or emergency, obtain these resources, coordinate transportation the impact area. Supplies obtained through this ESF will be dispensed to disaster victims through the agencies of ESF6 (Mass Care).



Jefferson County

PRIMARY AGENCY: AMERICAN RED CROSS - LOUISVILLE CHAPTER

Support Agencies	Faith Bases Organizations
	Jefferson County Public Schools
	Local Governments
	Louisville/Jefferson County EMA
	Louisville Metro Dept of Public Health and Wellness
	Louisville Metro Government
	Louisville Metro Human Services
	Louisville Metro Police Department
	Louisville Water Company
	Salvation Army

POLICIES

- Provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.
- Plan for and provide the distribution of food, water and ice to local victims following a disaster utilizing congregate feeding sites.
- Process all requests for needs and donations of food and water supplies in coordination with Emergency Management (ESF 5).
- Coordinate with Volunteers and Donations (ESF 15) to provide adequate relief for volunteers.
- Provide logistical support to shelters in coordination with Mass Care (ESF 6).

I. PURPOSE

The purpose of Emergency Support Function 11, Food and Water, is to plan for and provide the distribution of food, water and ice to local victims following a disaster; process all requests for needs and donations of food and water supplies in coordination with Emergency Management (ESF 5); and coordinate with Volunteers and Donations (ESF 15) to provide adequate relief for volunteers. ESF 11 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.

The Kentucky Office of Homeland Security preparedness education campaign teaches the public to be prepared to be self sufficient for 72 hours; however other potential hazards may create the need for distribution of these basic necessities.

In the wake of a major disaster requiring the need for distribution of food, water and ice to the public, pre-identified locations, primarily schools, for distribution will be prepared and the commodities transported to each location.

II. CONCEPT OF OPERATION

A. General

This ESF will operate under existing United States Department of Agriculture (USDA) authorities and regulations as well as Public Law 93-288, as amended, to provide disaster food supplies to designated disaster staging areas/mass feeding sites and coordinate the issuance of disaster food stamps.

1. ESF 11 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 11 responsibilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 11 implementation. ESF 11 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Staff will coordinate with county officials and Mass Care (ESF 6) field staff to ensure ample and timely deliveries of food, water and ice supplies. ESF 11 will coordinate with Public Works (ESF 3), which is responsible for potable water. If needed, a representative from the Kentucky Emergency Operations Center will be requested to work with ESF 11 to coordinate ample water supplies.
5. When an event requires a specific type or response mode, 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.

B. Organizational

1. COUNTY

Louisville Metro must be able to respond quickly and obtain the necessary commodities, establish sufficient distribution sites to serve the affected areas and transport the commodities to these sites per the following actions/parameters:

- MetroSafe Communications will initiate ESF 11 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA), assistance from the primary and support agencies to staff the ESF 11 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, support agency staff is integrated with the American Red Cross – Louisville Chapter staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the Emergency Operations Center (EOC) will coordinate the support resources from the support agencies with ESF 11.
- Throughout the response and recovery periods, ESF 11 will evaluate and analyze information regarding food and water; develop and update assessments of the situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
- LJCMEMA develops and maintains the overall ESF 11 Emergency Operations Plan (EOP) and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the EOP.
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers and other facilities or functions as appropriate.
- The ESF 11 representative at the EOC will coordinate food and water distribution from the recovery staging areas to local distribution sites. ESF 11 will monitor the collection and sorting of all food and water supplies donated and assure safety for consumption. ESF 11 will process all requests for needs and donations of food and water supplies. ESF 11 will coordinate with Volunteers and Donations (ESF 15) to provide adequate relief for volunteers.
- Public information will be released through the local media to inform the public of the locations for assistance. This information release will be collaboration between the American Red Cross Public Information Officer and the Mayor’s Communication staff.
- The quick restoration of electrical power is of vital importance to the timely recovery from the disaster. Restoration of power to water treatment and pumping facilities, grocery stores and ice production facilities will reduce the need for distribution of these commodities to the public.
- In some cases, emergency food stamps may need to be issued and coordinated with the state for implementation of plan for that purpose.

2. REGION

- ESF 11, in consultation with the requesting jurisdiction, may obtain additional food and water resources via established mutual aid agreements.
- On activation of an EOC in more than one county, the Kentucky Department of Public Health may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 11/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 11/comparable will evaluate and analyze information regarding fire service requests. ESF 11/comparable will also develop and update assessments of the food/water situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 11 will be activated or placed on standby upon notification by the LJCMEMA. The American Red Cross – Louisville Chapter will manage the emergency activities of ESF 11.
- Upon instructions to activate ESF 11, the American Red Cross – Louisville Chapter will implement its procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions carried out by ESF 11 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 11 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and, at times, assumes direct operational control of the following provided services:

1. PREPARATION

- Address planning issues on an ongoing basis to identify response zones and potential staging areas.
- Maintain an accurate roster of personnel assigned to perform ESF 11 missions during an emergency or disaster.
- Identify and schedule disaster response training for ESF 11 personnel.

- Periodically update the list of available ice and water vendors.

2. MITIGATION

- Employ risk assessment tools to identify vulnerable populations in Louisville Metro.

3. RESPONSE

- Inventory food and water supplies.
- Coordinate with Mass Care (ESF 6) in identifying mass feeding sites and the potential number of people in shelter.
- Coordinate with Energy (ESF 12) on the monitoring power outages.
- Collaborate with ESF 15 to coordinate use of donated good and services to support the ESF 11 mission.
- Identify local resources for the acquisition of food, potable water and ice; and attempt to obtain written agreements.
- Identify and procure of sites for distribution of food, water and ice following a disaster.
- Provide for the transportation of food, water and ice to the distribution sites and maintain a resource list for equipment needed for moving and handling the materials.
- Coordinate with the state to provide emergency food stamp assistance.
- Coordinate with Louisville Gas and Electric to restore power to water treatment plants, grocery stores and ice producing companies as a priority. This will significantly reduce the need for distribution of food, water and ice.
- Educate the public to prepare for disasters and the procedures/supplies required to be self sufficient for 72 hours following a major disaster.
- Coordinate with the LMPHW for testing and treatment of all potable water distributed.

4. RECOVERY

- Monitor food, water and ice needs.
- Monitor nutritional concerns.
- Assess special food concerns of impacted population.
- Maintain logistical links with supporting agencies with a role in ESF 11.

E. Direction and Control

1. ESF 11 complies with the National Response Framework, 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. Key to this system is the LJCMEMA, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Louisville Metro. The agency also serves as the focal point for ESF 11 activities. It is responsible for ensuring that all appropriate program departments, support agencies, other ESFs and private voluntary agencies have knowledge about the system and ESF 11 expectations.

2. The ESF 11 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding Louisville Metro and/or regional resource allocation are made at the EOC by the ESF 11 Coordinator during emergency activations. Per 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.
4. The staffing directory, ESF 11 EOP plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by LJCHEMA with notification lists updated at least quarterly and all other documents at least annually.
5. In accordance with a mission assignment from ESF 11 and further mission tasking by a local primary agency, each support organization assisting in an ESF 11 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 11. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (American Red Cross – Louisville Chapter)

Duties include but are not limited to the following:

- Identify local resources with the ability to supply large amounts of non-perishable food, ice and equipment necessary to transport and handle the commodities following a major disaster.
- Coordinate with the Office of Management and Budget to obtain contracts or agreements with local businesses to supply necessary commodities.
- Coordinate with the local United Way and other volunteer agencies to obtain volunteers to staff distribution centers. Also coordinate with the other county departments and elected officials for use of non-essential post-disaster employees to work at the sites.
- Coordinate with the Office of Aging to establish an outreach program for the elderly.
- Manage testing and treatment of all bulk potable water.
- Coordinate with local businesses and relief organizations to ensure that all locations of feeding stations, distributions sites and other assistance sites are located where there is the most need.
- Coordinate issuance of press releases to inform of how/where the public obtain this assistance.
- Provide appropriate information to Emergency Management (ESF 5) on a regular basis.
- Provide daily information to Public Information (ESF 14) and Volunteers and Donations (ESF 15) on the amount of food used and types of food needed.
- Maintain records of the cost of supplies, resources and employee hours needed to respond to the disaster.
- Monitor the number of mass feeding sites, soup kitchens and pantries providing food to disaster victims.

Support Agencies

- Local Governments
 - Provide educational materials and presentations that will inform the public of the need to remain self sufficient for at least 72 hours and the necessary actions for that purpose.
 - Maintain a list of post disaster, non-essential county employees to be deployed as needed to support the distribution of supplies.
- Louisville/Jefferson County Metro Emergency Management Agency
 - Maintains a power restoration list that will include all locations identified for use by ESF 11 for procurement, distribution, storage and staging (coordinated with Louisville Gas and Electric following the disaster).

- Salvation Army
 - Maintains a listing of available volunteers and donated goods that can be used in support of ESF 11.
- Louisville Metro Department of Public Health and Wellness
 - Monitors food supplies to ensure their safety.
- Jefferson County Public Schools
 - Coordinate with ESF-6 agencies to provide available food to ESF-11 to best support shelter/evacuation center operations.
- Law Enforcement and Security (ESF 13)
 - Assists with transportation of food supplies.
 - Notify ESF 11 of the number of support labor available in the impact area at the onset of the emergency.
- Faith Based Organizations
 - Provide, if capable and based upon circumstances, feeding stations for first responders at locations to be determined when their ability to provide this service is determined.
- Louisville Metro Human Services
 - Coordinates requests for the approval of emergency food stamps for qualifying households within the affected area.

G. Financial Management

ESF 11 is responsible for managing financial matters (specific to ESF 11 activity) 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 ESF 11 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 11 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #12

Energy



PURPOSE

Outline policies for transportation fuel shortages, electrical power outages, and capacity shortage resulting from a disaster.



Jefferson County

PRIMARY AGENCY: LOUISVILLE GAS AND ELECTRIC COMPANY

Support Agencies	Jefferson County Suburban Fire Protection Districts
	Local Law Enforcement Agencies
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Metro Public Works

POLICIES

- Assess damage to energy system and evaluate energy demand and supply.
- Obtain additional fuel for response and recovery operations.
- Support the conservation of fuel and energy supplies through public outreach campaigns.
- Support the rapid restoration of the energy system with consideration to priority locations.
- Identify and allocate all local government interim energy sources to support continuation of critical services, countywide restoration efforts, and public buildings.

I. PURPOSE

The basic role of government is to provide services that are not available via the private sector or an individual acting on its behalf. Generally, local governments cannot feasibly finance special services to operate only during a disaster and remain dormant at other times. Louisville Metro must rely primarily on existing emergency response service agencies augmented by business and citizen volunteers to meet wide scale disaster situations.

The mission of ESF 12 is to provide energy service coordination and support services for emergency events in Louisville Metro. ESF 12 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 12 resources are used when individual organizations are overwhelmed and additional resources are required.

A disaster affecting a large area and/or population is similar (not in magnitude) to emergencies that the energy service providers respond to routinely. Available local service crews will respond and attempt restoration. It will be necessary to summon resources from other areas where local capability has not been exceeded. Available resource locations include consortiums comprised of restoration teams from other energy providers.

II. CONCEPT OF OPERATION

A. General

1. ESF 12 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 12 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 12 implementation. ESF 12 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 12 will evaluate and analyze information regarding energy loss and needs as well as requests for response; develop and update assessments of the expected loss of energy, time frame for restoration, and status within the impacted area and implement contingency planning to meet anticipated demands or needs.
5. In a large event requiring local and state mutual aid assistance, ESF 12 will coordinate with support agency counterparts, local and state agencies and energy suppliers to seek, procure, plan, coordinate and direct the use of any required assets. The scope of this ESF includes:
 - Assessing energy system damage, energy supply/demand and requirements to restore such systems
 - Coordinating with Energy (ESF-12) support agencies for assistance in helping energy suppliers obtain, information, equipment, specialized labor, fuel and transportation to repair or restore energy systems
 - Coordinating information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance
 - Providing technical assistance involving energy delivery systems

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 12 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 12 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 12 for receipt/facilitation of the local energy needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 12.
- During the response phase, ESF 12 will evaluate and analyze information regarding energy outages and demands. ESF 12 will develop and update assessments of the public energy availability status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 12 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 12, in consultation with the requesting jurisdiction, may request additional energy resources via the Kentucky Division of Emergency Management (KyEM) Director per the State Emergency Operations Plan. During an energy emergency the Director receives guidance and recommendations from agencies that comprise the Kentucky Energy Resources Management Board (ERMB).
- The Kentucky Division of Emergency Management serves as the lead agency for energy coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 12 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 Kentucky Division of Emergency Management may support the coordination of the event response with regional resources or additional resources.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 12/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 12/comparable will evaluate and analyze information regarding energy requests. ESF 12/comparable will also develop and update assessments of

the energy situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Emergency Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 12. Louisville Gas and Electric will manage the emergency activities of ESF 12.
- Upon instructions to activate ESF 12, the Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 12 are grouped into the 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 12 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following provided services:

- Assessment of energy needs and potential impacts
- Energy sector personnel
- Energy sector equipment and supplies
- Evacuation and re-entry support
- Emergency responder health and safety
- Mental health and crisis counseling for responders
- Energy sector public information and risk communication
- Energy sector management, command and control of assets
- Energy sector activities related to terrorist threats and/or events
- Logistical staging areas
- Catastrophic incident and alternate energy facility support

1. PREPARATION

Actions and activities that develop energy sector response capabilities may include planning, training, orientation sessions and exercises for ESF 12 personnel (i.e., county, state, regional and federal) and other emergency support functions that will respond with ESF 12. This involves the

active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis.

Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 12 support agencies and other emergency support functions to refine energy sector operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and energy sector response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response strategies.
- Develop and present training courses for ESF 12 personnel, provide information on critical facilities/infrastructure to the Louisville/Jefferson County Metro Emergency Management Agency and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analyses at critical facilities and make recommendations to improve the physical security
- Conduct All Hazards exercises involving ESF 12.

2. MITIGATION

- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 12 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with Louisville/Jefferson County Emergency Management Agency.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.
- Establish mutual aid procedures for the following resources: energy restoration, interoperable communications and others as appropriate
- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct energy resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.

- Participate in EOC briefings, development of Incident Action Plans and Situation Reports, and meetings.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or Mutual Assistance Groups comprised of restoration teams from other energy providers.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- ESF 12, in consultation with the requesting jurisdiction, may obtain additional energy sector resources.

E. Direction and Control

1. ESF 12 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 12 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 12 expectations.
2. The ESF 12 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 12 Coordinator during emergency activations. Per 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.
4. In accordance with a mission assignment from ESF 12 and further mission tasking by a local primary agency, each support organization assisting in an ESF 12 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 12. Delegation of mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Gas & Electric)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide energy restoration to affected areas and populations.

- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of energy restoration personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 12 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Task support agencies as necessary to accomplish ESF 12 support responsibilities.
- Monitor energy sector emergency response and recovery operations
- Make specific requests for energy restoration assistance to the State ESF 12/comparable as needed. The state will activate resources through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most energy needs.
- Assist with emergency evacuations and re-entry of threatened areas.
- Demobilize resources and deactivate the ESF 12 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 12.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Local law enforcement agencies (ESF 13) will provide crowd control, security measures, roadway assessments and ingress/egress actions to protect the public in and proximate to areas involved in energy related emergencies that would be hazardous to the public.
- Louisville Fire & Rescue and Jefferson County Fire Protection Districts (ESF 4) will provide first line response for fires and other energy related emergencies requiring trained personnel and equipment.
- Louisville Metro Public Works (ESF 3) and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.

G. Financial Management

ESF 12 is responsible for managing financial matters (specific to ESF 12 activity) 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.

ESF 12 will coordinate with the Logistics Section to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 12 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #13

Law Enforcement and Security



PURPOSE

Outline policies for the protection of life and property and The maintenance of law and order through the coordination of Law enforcement Activities before, during and after a disaster.



Jefferson County

PRIMARY AGENCY: LOUISVILLE METRO POLICE DEPARTMENT

Support Agencies	Other Municipal Law Enforcement Agencies
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POLICIES

- Execute any evacuation order issued by the Metro Mayor or other appropriate entity in response to hazardous material incident, infrastructure damage, civil unrest, or other disaster event.
- Establish traffic control points to monitor and manage evacuations and re-entry in conjunction with other law enforcement agencies.
- Provide security and access control to designated impacted areas.
- Enforce curfews as established by an emergency declaration or executive order.
- Provide security protection at designated response and recovery sites and in support of appropriate response and recovery mission assignments.
- Provide security for temporary morgue operations.
- Establish staging areas and logistical support bases for requested mutual aid resources in coordination with all first response agencies.

I. PURPOSE

The basic role of government is to provide services that are not available via the private sector or an individual acting on its behalf. Generally, local governments cannot feasibly finance special services to operate only during a disaster and remain dormant at other times. Louisville Metro must rely primarily on existing emergency response service agencies augmented by business and citizen volunteers to meet wide scale disaster situations.

The mission of Emergency Support Function (ESF) 13 is to provide law enforcement and security coordination and support services for emergency events in Louisville Metro. ESF 13 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives. ESF 13 resources are used when individual agencies are overwhelmed and additional law enforcement assistance is requested.

Law enforcement and security issues that arise as a result of a disaster are similar (not in magnitude) to emergencies that those agencies respond to routinely. Available law enforcement agencies will respond and attempt to maintain order and protect the community. It may be necessary to summon additional resources from other areas where officers have not been committed prior to the depletion of local resources. Available resource locations include surrounding counties in Kentucky and southern Indiana as well as those requested via Mutual Aid Agreements with Indianapolis, Indiana and Cincinnati, Ohio. The purpose of this plan is to provide a mechanism for use of those resources for law enforcement and security on an inter-jurisdictional basis.

II. CONCEPT OF OPERATION

A. General

1. ESF 13 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 13 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 13 implementation. ESF 13 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 13 will evaluate and analyze information regarding law enforcement and security requests for response; develop and update assessments of the security situation and status in the impact area; and implement contingency planning to meet anticipated demands or needs.
5. When an event requires a specific type or response mode, 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.
6. Each law enforcement agency, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency.
7. The Louisville/Jefferson County Metro Emergency Management Agency will maintain up-to-date listings of law enforcement agencies in Jefferson County including names of responsible officials, readiness status and major equipment and/or teams identified in Resource Typing.

8. The staffing directory, ESF 13 Emergency Operations Plan plus accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency. Notification lists are reviewed/updated at least quarterly and all other documents at least annually.
9. Law enforcement agencies are responsible for training and continuing education of their personnel.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 13 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 13 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, a MetroSafe Communications Dispatcher will serve as a member of the EOC staff and liaison to ESF 13 for receipt/facilitation of the law enforcement agencies' needs/resource requests.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with the ESF 13.
- During the response phase, ESF 13 will evaluate and analyze information regarding law enforcement requests. ESF 13 will develop and update assessments of the security status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- The Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 13 Emergency Operations Plan and accompanying Appendices, Annexes 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 must be compliant with the National Response Framework, National Incident Management System, Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 16, in consultation with the requesting jurisdiction, may obtain additional law enforcement resources via established mutual aid agreements.
- The Kentucky State Police serves as the lead agency for law enforcement coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 13 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 Kentucky State Police may support the coordination of the event response with regional resources or request additional resources through the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 13/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 13/comparable will evaluate and analyze information regarding law enforcement requests. ESF 13/comparable will also develop and update assessments of the security situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Emergency Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 13. The Louisville Metro Police Department will manage the emergency activities of ESF 13.
- Upon instructions to activate ESF 13 the Louisville Metro Police Department and ESF 13 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency circumstance.

D. Actions

Actions initiated by ESF 13 are grouped into the phases of emergency management: preparation, mitigation, response and recovery. Each phase requires specific skills and knowledge to accomplish. Each phase may require significant cooperation and collaboration between all supporting agencies and the intended recipients of service. ESF 13 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following (not limited to) services:

- Assessment of law enforcement and security needs and potential impacts
- Traffic and access control
- Law enforcement personnel
- Law enforcement equipment and supplies
- Evacuation and re-entry support
- Emergency responder security and safety
- Mental health and crisis counseling for responders
- Law enforcement public information and risk communication
- Law enforcement management, command and control of assets

- Law enforcement activities related to terrorist threats and/or events
- Security for logistical staging areas, Points of Dispensing, and shelters
- Catastrophic incident and alternate law enforcement facility support

1. PREPARATION

Actions and activities that develop law enforcement response capabilities may include planning, training, orientation sessions and exercises for ESF 13 personnel (i.e., county, state, regional and federal) and other emergency support functions that will respond with ESF 13. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis.

Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas, potential medical facilities and the maintenance and future development of specialized teams. Initiatives also include the following:

- Conduct planning with ESF 13 support agencies and other emergency support functions to refine law enforcement operations.
- Develop and refine procedures for rapid impact assessment per field surveys.
- Conduct training and exercises for Emergency Operations Center (EOC) and law enforcement response team members.
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and implement emergency response and law enforcement strategies.
- Develop and present training courses for ESF 13 personnel, provide information on critical facilities/infrastructure to the Louisville/Jefferson County Metro Emergency Management Agency and develop protocols for frequently provided services.
- Maintain liaison with support agencies.
- Conduct vulnerability analyses at critical facilities and make recommendations to improve the physical security.
- Conduct All Hazards exercises involving ESF 13.

2. MITIGATION

- Identify and seek funding for retrofitting critical facilities and providing auxiliary power.
- Provide personnel with the appropriate expertise to participate in activities designed to reduce or minimize the impact of future disasters.

3. RESPONSE

- Coordinate operations at the ESF 13 position in the Louisville Metro EOC and/or at other locations as required.
- Coordinate needs and response actions with each law enforcement district.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC, or other coordination entities as appropriate.

- Establish mutual aid procedures for the following resources: law enforcement, interoperable communications and others as appropriate.
- Coordinate resource management and logistical support.
- Implement Disaster Assessment Teams to determine post-event effect on emergency services, functional group resources and the ability to perform Continuity of Operations for essential functions.
- Monitor and direct law enforcement resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Participate in EOC briefings and development of Incident Action Plans and Situation Reports.
- Coordinate with support agencies, as needed, to support emergency activities.
- Obtain other resources through the Statewide Emergency Management Mutual Aid and Assistance Agreement and/or the Indianapolis, Indiana and Cincinnati, Ohio Mutual Aid Agreements.
- Coordinate all resources into the affected areas from designated staging areas.
- Coordinate with other jurisdictions' ESFs or like function to obtain resources and facilitate an effective emergency response among all participating agencies.

4. RECOVERY

- Contact each law enforcement district for initial damage assessment of personnel, equipment and supplies.
- Maintain documentation of all reported damage by law enforcement district.

E. Direction and Control

1. ESF 13 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 13 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 13 expectations.
2. The ESF 13 system operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 13 Coordinator during emergency activations. Per 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.
4. In accordance with a mission assignment from ESF 13 and further mission tasking by a local primary agency, each support organization assisting in an ESF 13 assignment will retain

administrative control over its own resources and personnel but will be under the operational control of ESF 13. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Metro Police Department)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide law enforcement assistance to affected areas and populations.
- Staff and operate a National Incident Management System compliant, command and control structure (i.e., Incident Command System), to assure that services and staff are provided to areas of need.
- Coordinate and direct the activation and deployment of law enforcement personnel, supplies and equipment and provide certain direct resources.
- Jointly evaluate (ESF 13 representatives/designees) the emergency, make strategic decisions, identify resource needs and secure resources required for field operations.
- Task support agencies as necessary to accomplish ESF 13 support responsibilities.
- Monitor law enforcement emergency response and recovery operations. ESF 13 Incident Commanders or designees will coordinate all state and federal law enforcement resources into the affected areas from staging areas.
- Manage law enforcement activities and other emergency incidents in accordance with each department's Standard Operating Guidelines and under the direction of ESF 13 representatives or designee.
- Make specific requests for law enforcement assistance to the State ESF 13/comparable as needed. The state will activate resources through the State Emergency Response Plan.
- Re-assess priorities and strategies throughout the emergency according to the most critical law enforcement needs.
- Demobilize resources and deactivate the ESF 13 function upon direction from the EOC Manager.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may affect the county (i.e., severe weather, earthquake, environmental, biological and/or terrorism). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resource capabilities with the ESF 13.

- Louisville/Jefferson County Metro Emergency Management Agency will provide EOC support, conduct briefings, direct needs assessments, distribute key information and serve as liaison to the Commonwealth EOC for resource requests.
- Jefferson County Sheriff's Department will assist with crowd control, security measures, roadway assessments and ingress/egress actions to protect the public and property in and proximate to affected areas.
- Jeffersontown, St. Matthews, Anchorage, Prospect and Shively Police Departments will provide additional law enforcement personnel to compliment the missions.

- Louisville Fire & Rescue (LFR) and Jefferson County Fire Protection Districts (JCFFPD) will provide first line response for fires and other emergencies requiring trained personnel and equipment.
- Louisville Metro Corrections will assist with transport and confinement of prisoners and other law enforcement. Issues as tasked.
- Louisville Metro Facilities Management will coordinate facility logistics related to the needs of law enforcement.
- Private and quasi-private utilities (ESF 12) will coordinate with ESF 13 to address law enforcement issues or incidents related to leaking natural gas, downed power lines, water supply, or other utility infrastructure issues.
- Louisville Metro Public Works (ESF 3) and other departments will provide equipment and other major resources needed to clear roadways or other areas in support of emergency response actions.
- Louisville Metro Emergency Medical Services (ESF 8) will provide emergency medical care and transportation of victims beyond initial collection sites.
- Metropolitan Search and Rescue (ESF 9 – LFR/JCFFPD) will provide assistance in initial needs assessment and augment fire service operations through specialized response capabilities.
- American Red Cross and other community agencies (ESF 6) will provide field support to emergency response personnel (food, water, basic assistance, etc.) and shelter support as required for displaced populations.

G. Financial Management

ESF 13 is responsible for managing financial matters (specific to ESF 13 activity) 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 ESF 13 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 13 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #14

Public Information



PURPOSE

Coordinate the collection, processing, display, and dissemination of information in support of disaster planning and operational activities.



Jefferson County

PRIMARY AGENCY: MAYOR'S COMMUNICATION STAFF

Support Agencies	Louisville/Jefferson County EMA
	Louisville MetroCall
	Metro United Way's 2-1-1
	MetroSafe Communications
	Public Information Officers (agency specific)
	National Weather Service EAS

POLICIES

- Provide accurate, timely, and coordinated information through all available mediums and media outlets during a disaster event.
- Maintain the Internet website to provide public information before, during, and after disaster events.
- Coordinate response and recovery information from all county government entities to ensure consistency and accuracy.
- Coordinate the establishment of a Joint Information Center in compliance with established procedures.

I. PURPOSE

The purpose of Emergency Support Function 14 (ESF 14) is the generation of timely public information that is essential to avoid or minimize loss of life and property if a disaster is imminent or has occurred. Information will be disseminated to government officials, emergency services staff, media outlets and the public through the National Weather Service's Emergency Alert System (EAS), 1610 AM Alert Radio, the news media and other mediums as appropriate. Additionally, ESF 14 will maintain liaison with municipalities, special districts, contiguous political jurisdictions and state and federal level authorities.

The following assumptions will guide the dissemination of public information in the Louisville Metro area:

- A significant natural disaster, emergency condition or other incident may be of such magnitude that the means for dispersing public information in the disaster area may be severely affected or cease to function.
- Extensive destruction of media communications facilities and loss of electrical power may severely disrupt the normal flow and dispersal of information in the disaster area.
- The demand for public information outside the disaster area may exceed the capabilities of ESF 14.
- The demand for public information within the disaster area may exceed the capability of ESF 14 to provide service. Additional support may be requested from other local agencies or the state.
- Information can be erroneous, vague, difficult to confirm and contradictory during a disaster.
- There will be significant demand for information on volunteer resources that are needed during a disaster.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 14 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 14 implementation. ESF 14 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
3. The Mayor's Communication staff will act as the lead agency for ESF 14. Depending on the severity of the situation, other local public information officers and Metro staff will assist with media advisories and releases. Lead or support agency public information staff will operate from the Louisville Metro Emergency Operations Center (EOC) on a 24-hour schedule to help maintain the flow of public information.
4. All ESFs will routinely provide information to ESF 14 for dissemination as appropriate.
5. Louisville MetroCall will be tasked to disseminate information to the public in relation to the event as well as protective measures.
6. Access to the Louisville Metro EOC by the media will be restricted and normally limited to a designated area. A pool representative from each media type may be selected for access if space constraints become an issue.

B. Organization

1. COUNTY

- The Louisville Metro EOC will act as the central coordinating facility for receiving and disseminating public information during a disaster.
- Information will be received by the EOC through ESF emergent information and Situation Reports, news media reports and citizen reports received by MetroCall.
- Information will be disseminated from the EOC in the form of media briefings, news releases and Situation Reports. Information will also flow from ESF 14 to the Commonwealth EOC.
- ESF 14 is responsible for the coordination of all public information activities during an actual or pending emergency. ESF 14 will:
 - Disseminate information concerning specific disasters, their associated threats and protective actions to the news media and general public.
 - Ensure that no media information is released prior to appropriate coordination.
 - Actively solicit information from all ESF and municipal liaisons to ensure current and complete information is being disseminated.
 - Coordinate information flow with the Commonwealth EOC.
 - Release public information concerning all facets of the emergency, e.g. needed volunteers and donations, evacuation, reentry and other recovery issues.
 - Develop a Joint Information Center should the situation warrant.
 - Ensure media (both print and electronic) are monitored for correct and consistent informational releases.
 - Conduct media briefings and/or press conferences as appropriate.
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- The Kentucky Division of Emergency Management serves as the lead agency for public disaster information coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 14 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 14/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- The Kentucky Division of Emergency Management develops and maintains the overall State Emergency Operations Plan to include 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 State Emergency Operations Plan. All such documents will

comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Emergency Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- ESF 14 will be activated or placed on standby upon notification by the Louisville/Jefferson County Metro Emergency Management Agency.

D. Actions

Actions initiated by ESF 14 are grouped into the 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.

1. PREPARATION

Actions and activities that develop public information capabilities may include planning, training, orientation sessions and exercises for ESF 14 personnel (i.e., county, state, regional and federal) and other emergency support functions that will respond with ESF 14. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Initiatives also include the following:

- Coordinate with local media on public information procedures, content of information, information dissemination strategies and roles and responsibilities of the Public Information Officer under the Incident Command System.
- Assist in the dissemination of written and graphic disaster preparedness materials such as brochures and publications, public presentations, news releases and media events. The information is to encourage preparedness activities, awareness and personal responsibility to minimize the loss of life and property during a disaster. This information also identifies vulnerable areas for each hazard as described in the All Hazards Mitigation Plan.
- Train Public Information Officers in the role of the PIO under NIMS and the Incident Command System including legal issues, risk communication, communication in emergencies and the role of the Joint Information System.
- Train and prepare ESF 14 staff in the use of disaster intelligence from ESF 5, including how the intelligence can be effectively used in communications with news media on potential consequences of hazards on people, buildings and infrastructure.
- Coordinate with the Kentucky Division of Emergency Management, specifically the application of multimedia public information strategies, techniques and monitoring efforts.

2. MITIGATION

Coordinate with All Hazard Mitigation Project Staff and other mitigation officials in developing and disseminating messages to the media on the role of mitigation in reducing future disaster losses, mitigation success stories in Louisville Metro and other mitigation issues.

3. RESPONSE

- Notify the media of disaster impacts, protective measures and other topics that will facilitate and expedite response and recovery and address public information needs.

- Manage via MetroCall phone calls from individuals attempting to contact the Louisville/Jefferson County Metro Emergency Management Agency for information.
- Provide updates to the news media about disaster conditions and actions taken in response to those conditions, primarily information and instructions provided for the survival, health and safety of the citizens in the impacted area. Informational releases will be prepared via the following prioritization:
 - Lifesaving, including information essential to survival, health and safety.
 - Recovery, including instructions concerning disaster recovery, relief, programs and services.
 - Other, including non-emergency notices released by participating government and volunteer agencies.
- Train public information staff in support roles to assist local response and recovery efforts.
- Coordinate with ESF 15 to provide public information concerning what types of volunteer service are required.
- Participate in EOC briefings, Incident Action Plans, Situation Reports and meetings.
- Provide staff if establishment of Joint Information Center is required.
- Coordinate with Metro United Way's 211 line to provide citizens with information regarding available resources and services

4. RECOVERY

- Coordinate with ESF 5 in assessing disaster recovery issues, priorities, problems and other factors that need to be shared with the news media. This includes questions on damage assessment findings, disaster response performance and other potentially sensitive issues.
- Coordinate with Mass Care (ESF 6) to announce status of shelters, location of mass feeding and/or supplies distribution sites and comfort stations.
- Coordinate with Volunteer and Donations (ESF 15) in relation to volunteers and/or donations.
- Provide staff if establishment of Joint Information Center is required.
- Maintain records of all releases for documentation after the event.
- Include disaster assistance information, descriptions of recovery efforts, actions being taken to alleviate problems and public assistance programs available in informational releases.

E. Direction and Control

1. ESF 14 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County.
2. ESF 14 operates at two levels – the Emergency Operations Center and field operations.
3. All management decisions regarding county and/or regional resource allocation are made at the Emergency Operations Center by the ESF 14 Coordinator during emergency activations. Per 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.

4. In accordance with a mission assignment from ESF 14 and further mission tasking by a local primary agency, each support organization assisting in an ESF 14 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 14. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Mayor's Communications Staff)

ESF 14 disseminates emergency information to the general public during disasters. ESF 14 provides information to the news media in briefings, Situation Reports, news releases, or emergency alert announcements. ESF 14's duties during activations include but are not limited to the following:

- Disseminate information concerning the disaster and its associated threats and protective actions to the news media and general public.
- Determine appropriate vehicle/format for all communications, releases, advisory bulletins and interviews.
- Correct misinformation being disseminated by media.
- Provide information for website press releases and approve emergency information for publication on the Louisville Metro website.
- Coordinate public information concerning needed volunteer goods and services.
- Coordinate with support agencies in the preparation of consistent and accurate messages and the dissemination of messages through timely briefings and news conferences.
- Maintain a contact list of media and ESF 14 staff in the EOC.
- Create bulletins and handouts for the public.
- Schedule personnel coverage to overlap to ensure continuation of function.
- Utilize Louisville Metro TV to communicate information to the public.
- Maintain a log of events via WebEOC.

Support Agencies

The Public Information Officer, Mayor's Communication Staff, will work closely with Public Information Officers from support agencies to ensure consistency and accuracy in the development and delivery of messages on disaster impacts, actions taken, protective measures for the public and other issues. ESF 14 will coordinate with the media representatives or PIOs from the following agencies:

- Louisville/Jefferson County Metro Emergency Management Agency
- MetroSafe
- MetroCall
- Louisville Metro TV
- National Weather Service/Emergency Alert system
- Metro United Way's 211

ESF 14 will also coordinate with PIOs from other agencies to include state and federal, especially if a Joint Information Center is established.

- Louisville/Jefferson County Metro Emergency Management Agency will coordinate with ESF 14 in assessing disaster recovery issues, priorities, problems and other factors that need to be shared with the news media.
- Louisville Metro TV will be utilized to disseminate information to the public in relation to the event as well as protective measures.
- MetroCall will manage phone calls from individuals attempting to contact the Louisville/Jefferson County Metro Emergency Management Agency.
- The National Weather Service/Emergency Alert System will be utilized to notify the public of disasters or hazardous situations.
- Coordinate with Metro United Way's 211 to provide citizens with information regarding available resources and services.

G. Financial Management

Emergency Support Function 14 is responsible for managing financial matters related to resources that are procured and 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 ESF 14 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 14 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #15

Volunteers & Donations



PURPOSE

Coordinate the effective utilization of voluntary goods and services to support the relief effort in the county before and after a disaster impact.



Jefferson County

PRIMARY AGENCY: METRO UNITED WAY

Support Agencies	American Red Cross - Louisville Chapter
	Faith Based Organizations
	Louisville/Jefferson County EMA
	MetroCall
	Salvation Army
	Voluntary Organizations Active in Disasters (VOAD)

POLICIES

- Coordinate with existing volunteer and disaster relief agencies serving Louisville Metro to ensure efficient resource utilization and to avoid duplication of services.
- Coordinate the utilization of additional volunteers (to include spontaneous) in disaster response and recovery efforts (pre-response or convergent).
- Identify procedures for prioritizing needs of affected area.
- Serve as the central agency for coordinating the registration, classification and assignment of volunteers.
- Coordinate the delivery and distribution of donated goods to impacted areas and victims, to include the tracking, consolidation, and distribution of relief supplies and donated goods.

I. PURPOSE

The purpose of ESF 15 is to coordinate the efficient and effective utilization of affiliated and unaffiliated volunteers and donated resources to meet the needs of the impacted area(s) of Louisville/Jefferson County following a disaster or other incident of significance. ESF 15 can provide personnel and resources to support preparation, mitigation, response and recovery in support of the primary emergency management objectives.

The scope of this ESF is two-fold: 1) coordinate response /recovery efforts as related to volunteers (pre-assigned and convergent) and 2) assure the expeditious response/recovery delivery of donated goods to the affected area. Responsibilities include the overall management, coordination and prioritization of volunteer support and distribution of donated resources to meet the needs of the impacted area(s) following a disaster or other incident of significance.

The following policies apply:

- All unaffiliated volunteer activity will be coordinated by ESF 15.
- All unsolicited offers of donations will be routed to and/or coordinated by ESF 15.
- All requests for goods or services that can be provided through volunteers or donations will be coordinated by ESF 15.

The following assumptions will guide the implementation of ESF 15 in Louisville/Jefferson County:

- A significant natural or man-made catastrophic event will produce an overwhelming public response both locally and from outside of Louisville/Jefferson County.
- The types and locations of damage sustained during the event will influence the amount and type of assistance required.
- Effective coordination of disaster response requests will be difficult during the immediate post-event time period due to damage or destruction of communication networks.
- Damage or destruction of transportation networks will slow response and delay arrival of volunteer and donations resources.
- It is impossible to have advance knowledge of the arrival of all donations.
- Numerous unaffiliated volunteers will arrive without prior coordination.
- An accurate inventory management system is essential to the effective and timely distribution of donated resources.

In planning for the potential impact of a major or catastrophic disaster event, local volunteers may be registered and pre-assigned to specific duties to meet anticipated needs. Immediately following the disaster, a system must be in place to solicit, receive, and coordinate the deployment of convergent volunteers from areas outside of the impacted area.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 15 is organized consistent with the requirements of the National Response Framework, the National Incident Management System, and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 15 capabilities (based on the National Planning Scenarios, the Universal Task List and the Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.

3. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 15 implementation. ESF 15 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.
4. Throughout the response and recovery periods, ESF 15 will evaluate and analyze information regarding the availability of volunteers and donated goods and services; develop and update assessments of the need for volunteers and donated goods and services; and implement contingency planning to meet anticipated demands and needs.
5. A Metro United Way (MUW) representative will fill a liaison role via WebEOC, remotely or in the EOC, to assist in coordination of all activities under ESF 15.
6. MetroCall will be used for incoming goods and services related calls. It will coordinate with Non Governmental Organizations to assess current situation and needs. Metro United Way's 211 will be used for individuals who want to volunteer their time or make monetary donations. The Mayor's Communication staff will publicize the importance of callers contacting MetroCall and 211 PRIOR to sending donations or arriving for volunteer assignment.
7. Warehouse space, as identified, will be managed by ESF 15 to receive, sort, inventory and redistribute donated goods to agencies and disaster relief partners.
8. Volunteer coordinators will establish reception centers adjacent to donations warehouse facilities.

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 15 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary agency to staff the ESF 15 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, Metro United Way staff will provide support to allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the Emergency Operations Center will coordinate the support resources from the support agencies with ESF 15.
- During the response phase, ESF 15 will evaluate and analyze information regarding volunteers and donations requests. ESF 15 will develop and update assessments of the requirements for volunteers and donations in the impacted area(s) and undertake contingency planning to meet anticipated demands and requirements.
- The Louisville/Jefferson County Metro Emergency Management develops and maintains the overall ESF 15 Emergency Operations Plan and accompanying Appendices, Annexes and Standard Operating Guidelines that govern response actions related to emergencies. Support agencies may develop and maintain their own similar documents for internal use.
- Staffing of ESF 15 positions will be accomplished through Metro United Way employees, personnel from ESF 15 support agencies and trained/screened unaffiliated volunteers.
- Individual organizations supporting ESF 15 will maintain contact with the ESF 15 EOC liaison to advise on status and response capabilities.

- Volunteers and Donations (ESF 15) will maintain a 24-hour presence in the EOC if the situation warrants.
- The Louisville/Jefferson County Metro Emergency Management Agency uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 15, in consultation with the requesting jurisdiction, may obtain additional volunteer and donated goods management resources via established mutual aid agreements.
- On activation of an Emergency Operations Center in more than one county, State ESF 15 may support the coordination of the response with regional resources or request additional resources from the Commonwealth EOC.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 15/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.
- During the response phase, ESF 15/comparable will evaluate and analyze information regarding volunteer and donated goods and services requests. ESF 15/comparable will also develop and update assessments of the volunteer and donated goods and services situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Metro Emergency Management Agency's Executive Director, Deputy Director, and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Metro Emergency Management Agency will activate or place on standby ESF 15. Metro United Way will manage the emergency activities of ESF 15.
- Upon instructions to activate ESF 15, ESF 15 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 15 are grouped into the 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 15 encompasses a full range of activities from training to the provision of field services. It also functions as a coordinator and may assume direct operational control of provided services.

1. PREPARATION

Actions and activities that develop volunteers and donations response capabilities may include planning, training, orientation sessions, and exercises for ESF 15 personnel (i.e., county, regional and state) and other emergency support functions that will respond with ESF 15. This involves the active participation of local inter-agency preparedness organizations, which collaborate in such activities on a regular basis. Initiatives include the following:

- Conduct planning with ESF 15 support agencies and other emergency support functions to refine volunteers and donations operations.
- Maintain and distribute as necessary, a roster of agency contacts and support personnel.
- Conduct training and exercises for Emergency Operations Center (EOC) and volunteers and donations response team members.
- Provide identification for all volunteers (*agency specific requirement*).
- Provide and maintain records (via individual agencies) of all volunteers.
- Advise Louisville/Jefferson County Metro Emergency Management Agency of any ESF support required in the management of volunteers
- Prepare and maintain emergency operating procedures, resource inventories, personnel rosters and resource mobilization information necessary for implementation of the responsibilities of the lead agency.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Develop and present training courses for ESF 15 personnel, including the coordination with ESF 7 (Resource Management).
- Conduct All Hazards exercises involving ESF 15.

2. MITIGATION ACTIONS

- Coordinate with Louisville/Jefferson County Metro Emergency Management Agency to assist in the promotion of the benefits of individual, neighborhood and community preparedness.
- Promote Volunteer Organizations Active in Disasters (VOAD).

3. RESPONSE ACTIONS

- Coordinate operations at the ESF 15 position in the Louisville Metro EOC and/or at other locations as required.
- Establish and maintain a system to support on-scene direction/control and coordination with Louisville Metro's EOC, Commonwealth EOC or other coordination entities as appropriate.
- Monitor and direct volunteer and donations resources and response activities to include pre-positioning for response/relocation due to the potential impact(s) of the emergency situation.
- Inventory, update, and maintain a database of offers of services, goods, and monetary donations.
- Participate in EOC briefings, development of Incident Action Plans and Situations Reports, and meetings.
- Coordinate all resources into the affected areas from designated staging areas.
- Ensure appropriate information intended for public distribution is made to Public Information (ESF 14) for dissemination throughout the media.

- Coordinate with the Louisville/Jefferson County Metro Emergency Management Agency for the prioritization of volunteer resources when there is a shortfall in volunteer resources available.
- Coordinate with support agencies to task and utilize volunteer resources.
- Coordinate with other ESFs and serve as an informational group on the availability and coordination of resources from volunteers and donations.
- Catalog and update local unmet needs and communicate those needs to Volunteers and Donations primary support staff.
- Coordinate with ESF 7 to identify staging areas for donations, given the location, scope and magnitude of the event. (Donations strategy will replicate that of FEMA's G288 Donations Management Workshop).
- Coordinate with ESF 7 in identifying Volunteer Reception Centers.

4. RECOVERY

- Recovery operations of ESF 15 will be a continuation of activity begun during the Response Phase and may continue beyond EOC activation period.
- Recovery Center(s) will be established to serve as reception centers for resources and to properly disburse goods and materials to the affected areas.
- Local staging areas will be established to facilitate disbursement of goods and services of the impacted areas. These staging areas might also serve as storage depots.
- Security in the area will be instructed to admit only volunteers with proper identification, i.e., a voluntary organization I.D.
- Activity by organization/agencies involved with ESF 15 in recovery operation may continue even though recovery centers have closed.
- Coordinate post-disaster committee meeting to assess present and future needs.

E. Direction and Control

1. ESF 15 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparation, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 15 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 15 expectations.
2. The ESF 15 system operates at two levels - the Emergency Operations Center and field operations.
3. All management decisions regarding county or regional resource allocation are made at the Emergency Operations Center by the ESF 15 coordinator during emergency activations. Per 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.

4. In accordance with a mission assignment from ESF 15 and further mission tasking by a local primary agency, each support organization assisting in an ESF 15 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 15. Mission operational control may be delegated to a management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Metro United Way)

Duties include but are not limited to the following:

- Provide continual coverage at the EOC to coordinate volunteers and secondary agency representatives, and assign them to the areas of need based upon priority.
- Notify all support agencies for assessment, activation and mobilization purposes.
- Coordinate with other ESFs to determine available resources and needs.
- Organize lead staff for all facilities directly related to ESF 15 purpose.
- Determine location of staging for volunteers.
- Coordinate with other ESF(s) to determine available resources and needs.
- Identify and facilitate resolution of area responsibility among agencies involved.
- Assist voluntary agencies in accessing/receiving needed services.
- Maintain contact with municipal liaisons to determine assistance needed and available resources.
- Coordinate with Public Information (ESF-14) for releases to request or discourage specific items.
- Provide volunteers and receive/disperse special funds that are not a component of the normal Metro United Way campaign efforts.
- Coordinate with ESF 5 (Emergency Management) on the staging and distribution of donated goods.

Support Agencies

- Provide personnel and resources to staff and provide other operational support to ESF 15.
- Notify and mobilize personnel as requested by ESF 15 representative.
- Maintain regular communication with ESF 15 representative at the EOC.
- Maintain records of personnel, funds and time expended in support of directed operations.
- Provide names and contact information of all tasked personnel to the ESF 15 representative.

Louisville/Jefferson County Metro Emergency Management Agency

- Notify Primary Agency of activation of the Emergency Operation Center. Establish liaison with ESF 15.

American Red Cross of Louisville

- Coordinate with Mass Care (ESF-6) and Health and Medical (ESF-8) to determine needs that could be filled by Volunteers and Donations (ESF-15).
- Coordinate with the ESF 15 and identify unmet volunteer needs.
- Establish and maintain liaison with Louisville Metro EOC via WebEOC, other communication mediums, or at the EOC if requested by Emergency Management.

Salvation Army

- Establish/maintain liaison with Louisville Metro EOC via WebEOC, other communication mediums, or at the EOC if requested by Emergency Management.
- Provide liaison to the Louisville Metro EOC.
- Assist with warehousing and distribution of donated goods.
- Coordinate with ESF 15 to identify unmet needs.

MetroCall 311

- Establish/maintain liaison with Louisville Metro EOC via WebEOC, other communication mediums, or at the EOC if requested by Emergency Management

Faith based organizations

- There are many faith based organizations that operate in the Louisville/Jefferson County area. Each may be capable of providing a variety of services and resources.

G. Financial Management

ESF 15 is responsible for managing financial matters (specific to ESF 15 activity) 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 process for reimbursement

The Finance/Administration Section will coordinate with ESF 15 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 15 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

ESF #16

Animal Services



PURPOSE

Nothing to place here.

PRIMARY AGENCY: LOUISVILLE METRO ANIMAL SERVICES

Support Agencies	Jefferson County Extension Service
	Jefferson County Fire Protection Districts
	Kentucky Veterinarian Association
	Louisville/Jefferson County EMA
	Louisville Fire and Rescue
	Louisville Metro Dept of Public Health and Wellness
	Louisville Metro Parks Department
	Louisville Metro Public Works
	Louisville Metro Solid Waste Management
	Louisville Metro Zoo

POLICIES

- Assess emergency needs related to animal issues.
- Coordinate veterinary care and disaster control.
- Maintain emergency animal hospital care capabilities.
- Coordinate the supply of animal food and medicine.
- Release public advisories and information.
- Coordinate the collection and disposal of dead animals.
- Coordinate the securing and identification of lost and stray domestic and exotic animals.



Jefferson County

I. PURPOSE

The purpose of Emergency Support Function (ESF) 16 is to provide for the coordination of local resources in response to small pet, livestock and exotic animal care needs before, during and following a significant disaster. Animal issues are often overlooked in the planning process for disasters. This lack of planning, caused by the belief that animals can fend for themselves, leads to serious problems when these animals are forced from their habitats due to injury or hunger. Developing operational procedures to care for these animals prior to such an event is critical.

ESF 16 will provide overall management, coordination and prioritization of county-wide animal services assistance and assets to support pet and livestock animal needs in a major emergency or disaster.

ESF 16 readiness planning is guided by the following assumptions:

- Human lives may be lost due to the refusal of owners to evacuate without their pets or livestock. Public education by Louisville Metro Animal Services and other animal-related organizations is needed to make the people aware of pet sheltering facilities available, and the need to plan in advance.
- The large number of homeless/injured pets, livestock and exotic animals would be a health and nuisance/bite threat that would necessitate a response to address the capture and subsequent sheltering of these animals.
- Triage and treatment of sick and injured animals to include euthanasia, if necessary, would have to be accomplished by veterinarians at designated shelters and private offices.
- Commercial pet/livestock food would need to be imported into the county through prior arrangements with vendors.
- The accumulation of shelter animal waste and carcasses must be removed to approved solid waste dumping sites.
- Sheltered animals will need to be re-united with their owners after the disaster.

II. CONCEPT OF OPERATIONS

A. General

1. ESF 16 is organized consistent with the requirements of the National Response Framework, the National Incident Management System and the Incident Command System. This structure and system supports incident assessment, planning, procurement, deployment and coordination of support operations to Louisville Metro.
2. Procedures, protocols and plans for disaster response activities provide guidelines for operations at the Louisville Metro 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 16 capabilities (based on National Planning Scenarios, Universal Task List and Target Capabilities) are the basis of these guidelines. Periodic training and exercises are also conducted to enhance effectiveness.
3. A staffing directory and the ESF 16 Emergency Operations Plan, its accompanying Appendices, Annexes and Standard Operating guidelines are maintained by the Louisville/Jefferson County Metro Emergency Management Agency with status of the call lists updated at least quarterly and all other documents at least annually.
4. A large event requiring regional, state and/or interstate mutual aid assistance will require ESF 16 implementation. ESF 16 will coordinate with support agency counterparts to seek and procure, plan, coordinate and direct the use of any required assets.

5. When an event requires a specific type or response mode, 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.
6. Each organization, which enters into a mutual aid agreement(s), will furnish a copy of such agreement(s) to the Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA).

B. Organization

1. COUNTY

- MetroSafe Communications will initiate ESF 16 notification. MetroSafe Communications will request, as directed by the Louisville/Jefferson County Metro Emergency Management Agency, assistance from the primary and support agencies to staff the ESF 16 position in the Emergency Operations Center (EOC) on a 24-hour basis.
- During an activation of the EOC, support agency staff is integrated with the Louisville Metro Animal Services staff to provide support that will allow for an appropriate, coordinated and timely response.
- During an emergency or disaster event, the EOC will coordinate the support resources from the support agencies with ESF 16.
- During the response phase, ESF 16 will evaluate and analyze information regarding volunteers and donations requests. ESF 16 will develop and update assessments of the animal services status in the impact area(s) and undertake contingency planning to meet anticipated demands and needs.
- Louisville/Jefferson County Metro Emergency Management Agency develops and maintains the overall ESF 16 Emergency Operations Plan (EOP) and accompanying Appendices, Annexes 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 be in compliance with the National Response Framework, the National Incident Management System, the Incident Command System and the Emergency Operations Plan (EOP).
- The Louisville Metro Emergency Operations Center uses WebEOC (Crisis Management software) to supplement disaster management through communicative integration of Emergency Support Functions; agency based emergency operations centers, and other facilities or functions as appropriate.

2. REGION

- ESF 16, in consultation with the requesting jurisdiction, may obtain additional animal services resources via established mutual aid agreements.
- The Kentucky Department of Agriculture serves as the lead agency for animal services coordination/support at the state level. The agency will designate a liaison to the Louisville Metro EOC to assist Emergency Support Function 16 and to the extent capable provide coordinators, assessors and operational personnel in support of the EOC or field activities.

3. STATE

- During an emergency or disaster event, the primary and support agencies of ESF 16/comparable at the Commonwealth EOC will report and function under the overall direction of the Director, Kentucky Division of Emergency Management.

- During the response phase, ESF 16 will evaluate and analyze information regarding Animal Services requests. ESF 16 will develop and update assessments of the animal services situation and 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 to include 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 State Emergency Operations Plan. All such documents will comply with the National Response Framework, the National Incident Management System and the Incident Command System.

C. Alerts/Notifications

- MetroSafe Communications will notify the Louisville/Jefferson County Emergency Metro Management Agency's Executive Director, Deputy Director and the "on call" Emergency Operations Center Duty Officer when the county or an area of the county has been threatened or impacted by an emergency or disaster event.
- The Louisville/Jefferson County Emergency Metro Management Agency will activate or place on standby ESF 16. Louisville Metro Animal Services will manage the emergency activities of ESF 16.
- Upon instructions to activate ESF 16, Louisville Metro Animal Services and ESF 16 Support Agencies will implement their procedures to notify and mobilize all personnel, facilities and physical resources potentially needed, based on the emergency.

D. Actions

Actions initiated by ESF 16 are grouped into the 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 16 encompasses a full range of activities from training to the provision of field services. It also coordinates and may assume direct operational control of the following functional areas:

- Investigation of animal bites and provision of rabies control.
- Assistance in the capture of animals that have escaped confinement, or have been displaced from their natural habitat.
- Assistance to emergency response teams with animal-related problems.
- Coordination for Animal Services and or Support Agencies to transport animals as needed, during and after disasters for "Space Utilization Control" at the Louisville Metro Animal Services Shelter.
- Assistance in coordination of any sites of animal needs stations to be set up in the Louisville Metro area.
- Coordination of appropriate equipment and resources for pre-and post-disaster sheltering and rescue of horses and farm animals.
- Coordination of any field mutual aid from supporting agencies for emergency care to all injured animals.
- Coordination of any needs of local or support agencies for disposal for animal carcasses to include massive numbers.

- Release of information (through ESF – 8 – the Louisville Metro Department of Public Health and Wellness) to the general public regarding such issues as quarantine areas, zoonotic issues alert, public service information announcements, etc.

1. PREPARATION

Actions and activities that develop animal services response capabilities may include planning, training, orientation sessions, and exercises for ESF 16 personnel (i.e., county, state, regional, and federal) and other emergency support functions that will respond with ESF 16. Local agencies will jointly address planning issues on an on-going basis to identify response zones, potential staging areas and potential veterinary facilities. Initiatives also include the following:

- Conduct planning with ESF 16 support agencies and other emergency support functions to refine animal services operations.
- Conduct training and exercises for EOC and Animal Services response team members.
- Deliver preparedness programs that address small pet issues. The Jefferson County Extension Service will coordinate preparedness and response measures that address livestock or other large animals.
- Ensure lead agency personnel are trained in their responsibilities and duties.
- Promote awareness of animal protection through a United States Department of Homeland Security public education brochure entitled “Preparing Your Pets for Emergencies Makes Sense - Get Ready Now” and other mediums as appropriate.

2. MITIGATION

- Develop and deliver guidance for farmers and owners of livestock on measures that can be taken to reduce losses from scenario disaster events
- Develop and deliver guidance for pet owners on measures that can be taken to reduce losses from scenario disaster events.

3. RESPONSE

- Identify, mobilize and deploy assessment representatives to the disaster area(s) to determine the specific animal service needs and priorities. ESF 16 will coordinate with other Emergency Support Functions represented at the EOC to provide support to aid in the relief of nuisance and health-related problems involving animals and their impact on human relief efforts.
- During this phase, animal-related services will become more generalized. ESF 16 will proceed with assistance on a limited basis and participate with damage assessment teams. Additionally, due to the complexity of injured, dead and nuisance animal problems, conditions may require special expert advisory groups. ESF 16 will coordinate advice from subject matter experts and will determine specific strategies to manage and respond to these situations.

Providing safe shelter for animals is the responsibility of the owner. ESF 16 will coordinate resources as available to support animal care. Owners who must evacuate are encouraged to make arrangements ahead of time for pet evacuation. Pets should not be left behind. Only service animals may be permitted in public shelters. An owner should:

- Make sure pets have licenses and ID tags.
- Determine in advance which animal clinics provide emergency foster care.
- Arrange with neighbors for pet care if an emergency were to occur in the owner's absence.
- Know the pet's hiding places if evacuation required.
- Transport pets in carriers or on leashes during an emergency

4. RECOVERY

- Provide continued care of sheltered animals and an extended network for the adoption of unclaimed animals.
- Assist in the relocation of sick and injured animals to permanent facilities until a return to normal operations. ESF 16 will coordinate with other Emergency Support Functions represented at the EOC to provide support to aid in the relief of nuisance and health-related problems involving animals and their impact on human relief efforts.
- Continue to provide assistance in the following areas: capture of injured and displaced animals, sheltering, medical care, feeding, relocation and reunification with owners, acquisition of additional food and supplies from vendors to support the relief efforts, continued coordination with other ESFs for timely and proper carcass disposal.
- Address long-term animal issues to include the return of animals to their owners or natural environment, long-term health recovery, and proper disposal of carcasses with the aid of ESF 3 (Louisville Metro Public Works).

E. Direction and Control

1. The ESF 16 Coordinator is appointed by Louisville Metro Animal Services; operates from the Emergency Operations Center; and directs all aspects of emergency management for the animal services aspects of an event.
2. ESF 16 complies with the National Response Framework, 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. Key to this system is the Louisville/Jefferson County Metro Emergency Management Agency, which functions as the official disaster organization for preparedness, mitigation, response and recovery within Jefferson County. The agency also serves as the focal point for ESF 16 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 16 expectations.
3. The ESF 16 system operates at two levels – the Emergency Operations Center and field operations.
4. All animal services decisions regarding county and/or regional resource allocation are made at the EOC by the ESF 16 Coordinator during emergency activations.
5. In accordance with a mission assignment from ESF 16 and further mission tasking by a local primary agency, each support organization assisting in an ESF 16 assignment will retain administrative control over its own resources and personnel but will be under the operational control of ESF 16. Mission operational control may be delegated to a Management Support Unit, Multi-Agency Coordination Team or a local entity.

F. Responsibilities

Primary Agency (Louisville Metro Animal Services)

Duties include but are not limited to the following:

- Provide leadership in directing, coordinating and integrating overall Louisville Metro efforts to provide animal service to affected areas.
- Staff and operate a National Incident Management system compliant command and control structure (i.e., Incident Command System) to assure that services and staff are provided to areas of need.

- Coordinate and direct the activation and deployment of Louisville Metro animal services agencies, service personnel, supplies, and equipment and provide certain direct resources.
- Evaluate the emergency situation, make strategic decisions, identify resource needs and secure resources required for field operations.
- Coordinate supplemental assistance in identifying and meeting the needs of animals during a disaster.
- Implement the organization, assignment and staffing at the facilities in which ESF 16 requires location.
- Investigate all animal bites.
- Facilitate the transportation of injured, stray or nuisance animals to animal care facilities.
- Coordinate with Louisville Metro Department of Public Health and Wellness for the release of public information regarding animals and related health issues.
- Enforce the Louisville Metro Animal Ordinance.
- Provide for the quarantine of bite animals for observation and impounding of animals roaming at large.
- Euthanize sick and/or injured animals through assigned and authorized personnel.
- Return wild animals to their natural environment.
- Respond to animal-related inquiries.
- Investigate animal cruelty and neglect complaints.

Support Agencies

Support agencies will provide assistance to the Emergency Support Function with services, staff, equipment, and supplies that compliment the entire emergency response effort as the Emergency Operations Center addresses the consequences generated by the hazards that may impact the Louisville Metro area (i.e., severe weather, environmental biological, terrorism, technological, etc.). Services and resources are subject to change. Emergency coordinators are responsible for frequently updating their resources capabilities with the ESF 16. General responsibilities include to:

- Notify, activate and mobilize all personnel and equipment to perform or support assigned functions.
- Designate and assign personnel for staffing of all facilities at which this ESF is required, and provide representation when it is determined by the primary agency of this ESF to be necessary.
- Coordinate all actions of the support agency with the primary agency when performing the assigned missions of the ESF.
- Identify all personnel and resource requirements to perform assigned missions which are in excess of the support agencies' capabilities.

Specific Agency Responsibilities

- Louisville Metro Department of Public Health and Wellness will provide closure of quarantine with animal bites and provides recommendations for any zoonotic disease concerns or events

- The Jefferson County Extension Service will coordinate with ESF 16 to report crop damage, horticulture issues, farming structure damages, loss assessments and any unmet needs that are beyond Louisville Metro's resources
- Kentucky Veterinarian Association will report issues to ESF 16 with status of operations throughout the event with unmet needs and additional kennel space available
- The Louisville Metro Zoo will, subject to availability, give any unneeded resources to include their veterinarians during an incident.
- Louisville Fire & Rescue, Jefferson County Fire Protection Districts, and Metropolitan Search and Rescue will support ESF 16 with coordination of specialized rescue such as water, and forest rescue, etc.
- Louisville Metro Public Works will assist in the proper disposal of carcasses.
- Louisville Metro Solid Waste Management will assist in the proper disposal of carcasses.
- Louisville Metro Parks Department will assist in the proper disposal of carcasses.

G. Financial Management

ESF 16 is responsible for managing financial matters (specific to ESF 16 activity) 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 ESF 16 to ensure that procurements and staff hours are properly documented and processed for potential reimbursement. It will also be responsible for follow-up on all financial issues via coordination with Louisville/Jefferson County Metro 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 16 will be documented by those entities and submitted directly to the Finance/Administration Section as soon as possible.

Incident Command System

COMMAND

OPERATIONS

LOGISTICS

PLANNING

FINANCE

INCIDENT COMMAND SYSTEM

I. SITUATION AND ASSUMPTIONS

- A. The majority of emergency responses can be effectively managed with the use of a field Command Post and do not require the activation of the Emergency Operations Center.
- B. Some emergencies will require activation of the Emergency Operations Center to provide resource support to the field Command Post and provide overall coordination for effective response and recovery.
- C. The National Incident Management System, Occupational Health and Safety Administration (OSHA), U.S. Environmental Protection Agency (EPA), the National Fire Protection Association, and Homeland Security Presidential Directive - 5 (Managing Domestic Incidents) require the use of the Incident Command System (ICS) for emergency response to hazardous materials incidents and other emergencies.
- D. The Metro Mayor has appointed the Louisville/Jefferson County Metro Emergency Management Agency Director (LJCMEMA) to be the coordinator for disaster and emergency responses in Louisville/Jefferson County.

II. MISSION

- A. The mission of ICS is to ensure effective management of emergency response operations to include accountability of personnel and the effective use of resources. It also provides a mechanism for establishing and collecting data regarding time, procurement, compensation, claims, and costs based upon present and future requirements.

III. CONCEPT OF OPERATIONS

- A. Upon arriving at the scene of an emergency or other incident, the first arriving ranking officer of the responding agency will establish Command and assume the role of the Incident Commander. The officer will provide an initial report from the incident via radio to dispatch identifying the current situation, the location, and any obvious threats to life and/or property.
- B. The IC will designate the incident by name and establish the location of a Command Post from which command operations will occur.
- C. Based upon the initial assessment of the IC, additional resources may be requested.
- D. Based upon the request for additional resources and the initial report of the incident, the LJCMEMA Director or Deputy Director will be notified to provide multi-agency or Unified Command coordination. The IC may transfer command to an Operations Section Chief.
- E. The IC will determine the level of hazard and determine the appropriate response based upon that hazard by developing an action plan and implementing appropriate sections of the ICS/NIMS.
- F. The IC will develop the action plan based upon the needs of the incident to include the identification of strategic goals, the formulation of tactical objectives, and a constant re-evaluation of actions. The IC will request communications notify the appropriate local officials and state agencies by contacting the State Duty Officer at either 1-800-255-2587; 1-502-607-1638; 1-502-607-1630 for state agency response or 1-502-607-1636 for the National Guard.
- G. The IC will inform the EOC, if the EOC is activated, of the situation in the field. The IC will receive policy and direction from the EOC staff if activated and staffed.
- H. The Operations Section Chief will establish a Staging Area if not already established by the IC.
- I. The IC will appoint a Safety Officer to ensure that all operations are carried out in a safe manner to avoid injury to responders. The Safety Officer will prepare a site safety plan for approval by the IC.
- J. The IC will maintain on-site a check-in-list of responding agencies on-site with their arrival time and departure time. This may be delegated to the Liaison Officer or an assistant at the Command Post.

- K. The IC will see that termination procedures are identified, implemented, and followed at the termination of each incident. The IC is responsible for scheduling and conducting a critique of the incident. All participating agencies will be notified of the critique location, date and time.

The IC, with assistance from the Command Staff and General Staff, will complete all appropriate documentation after each incident. Reports will be completed in a timely fashion and provided to state and federal agencies as applicable, as well as local governing bodies.

IV. COMPONENTS OF NIMS/ICS

The Incident Command System (ICS) has a number of components. These components work interactively providing the basis for an effective ICS concept of operations.

- A. Common Terminology – It is essential for any management system, especially one that will be used in joint operations by multiple agencies, to establish common terminology for organizational functions, resources, and facilities.
- B. Modular Organization – ICS organizational structure develops in a modular fashion based upon the type and size of an incident. Of the five functional areas, Command is always staffed. The additional four (Operations, Planning, Logistics, and Finance/ Administration) are staffed only as the requirements of the incident dictate. Subordinate positions within functional areas are staffed as required.
- C. Integrated Communications – All incident communications are managed through the use of a common communications plan. Incident communications should be in plain English and confined to only essential messages. Based upon the size and complexity of an incident, radio networks are established for Command, Tactical, and Support.
- D. Unified Command – Unified Command is established because incidents do not respect jurisdictional boundaries and multiple agencies with jurisdictional responsibilities may be involved in resolving an incident. Unified Command determines overall incident objectives, proper strategies, joint planning for tactical operations, and maximum use of assigned resources. Under a Unified Command, implementation of the action plan will be done under the direction of a single individual, the Operations Chief. Under Unified Command there may be no single individual who is designated Incident Commander.
- E. Consolidated Action Plan – Every incident requires an action plan. Written action plans will be used with multiple agencies, multiple jurisdictions, long-term incidents, or hazardous materials response.
- F. Span of Control – Ideally, the span of control will be one supervisor to five individuals; however, this span of control can range from three to seven.
- G. Designated Incident Facilities – The determination of types of facilities and their locations are based upon the requirements of an incident. The Incident Commander and those involved in Unified Command will be located at an Incident Command Post.
- H. Incident Base – The Incident Base is the primary location where support activities are performed. It houses all equipment and personnel for support operations. Staging areas are established for the temporary location of available resources. Those resources that are not immediately assigned will report to a Staging Area. The Staging Area will be established by the IC or the Operations Chief.
- I. Comprehensive Resource Management – Resources will be managed in the most effective way with specific tasks in order to maintain an accurate picture of the operation and to ensure implementation of an action plan.

V. THE COMMAND STAFF

- A. Information Officer – The Information Officer's function is to develop accurate and complete information regarding an incident. The Information Officer will serve as point of contact for the media and other governmental agencies that desire information directly from the incident.

- B. Safety Officer – The Safety Officer's function at an incident is to assess hazardous and unsafe situations. The Safety Officer has the authority to stop or prevent unsafe acts. A single Safety Officer will be designated. Assistance may be required depending upon the complexity of the incident.
- C. Liaison Officer – The Liaison Officer's function is to be the point of contact for the representatives from responding agencies, and to assist the IC with documentation supporting the operation.

VI. GENERAL STAFF

- A. Operations – The Operations Section is responsible for implementing the action plan and carrying out all tactical operations and supervising the Staging Area. The Operations Chief may be appointed because of legal responsibility due to the nature of an incident.
- B. Planning – The Planning Section is responsible for the collection, evaluation, and dissemination of information regarding the incident. The Planning Section will provide planning for not only the current, but future operational periods.
- C. Logistics – The Logistics Section is responsible for providing all support needs to the incident by ordering all resources from off-incident locations. This section is managed by a Logistics Chief who will provide facilities, transportation, supplies, equipment, maintenance, fueling, feeding, communications, and medical services.
- D. Finance/ Administration – Not all incidents require Finance/ Administration Section to be staffed; however, in long-term incidents or incidents where expenditures are incurred, the Finance Chief will determine the need for establishing and collecting data regarding time, procurement, compensation, claims, and costs based upon present and future requirements.

VII. DEFINITIONS

Available Resources – Resources assigned to an incident and available for an assignment.

Chief – ICS title for individuals responsible for coordination of the functional sections: Operations, Planning, Logistics, and Finance/ Administration.

Clear Text – The use of plain English in radio communications transmissions. No 10-Codes or agency-specific codes are used when using Clear Text.

Command Post (CP) – The location at which primary command functions are executed; usually located with the Incident Base.

Command Staff – The Command Staff consists of the Safety Officer, Liaison Officer, and Information Officer, who report directly to the Incident Commander.

Command – The process of systematically analyzing a situation, developing relevant information, and informing appropriate (command) authority (for its decision) of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra- or interagency) does not, in and of itself, involve management dispatch actions. However, personnel responsible for coordination may perform management or dispatch functions within limits as established by specific agency delegations, procedures, legal authority, etc.

Division – The organization level having responsibility for operations within a defined geographic area. The Division level is organizational between the Single Resource, Task Force, or Strike Team and the Branch.

Finance/ Administration – Responsible for all administrative, costs and financial considerations of the incident.

General Staff – The group of incident management personnel comprised of the: Incident Commander, Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance Section Chief.

Group – The organizational level having responsibility for a specified functional assignment at an incident (ventilation, salvage, water supply, etc.).

Incident Action Plan – The strategic goals, tactical objectives, and support requirements for the incident. All incidents require an action plan. For simple incidents the action plan is not usually in written form. Large or complex incidents will require that the action plan be documented in writing.

Incident Command System (ICS) – The combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for the management of assigned resources to effectively accomplish stated objectives pertaining to an incident.

Incident Commander (IC) – The individual responsible for the management and coordination of all incident operations.

Information Officer – Responsible for interface with the media or other appropriate agencies requiring information direct from the incident scene - member of the Command Staff.

Liaison Officer – The point of contact for assisting or coordinating agencies - member of the Command Staff.

Logistics – Responsible for providing facilities, services, and materials for the incident.

Operational Period – The period of time scheduled for execution of a given set of operation actions as specified in the Incident Action Plan.

Operations – Responsible for all tactical operations at the incident.

Overhead Personnel (Team) – Personnel who are assigned to supervisory positions, including Incident Commander, Command Staff, General Staff, Directors, Supervisors, and Unit Leaders.

Planning – Responsible for the collection, evaluation, dissemination, and use of information about the development of the incident and the status of resources.

Safety Officer – Responsible for monitoring and assessing safety hazards or unsafe situations and developing measures for ensuring personnel safety - member of the Command Staff.

Staging Area – That location where incident personnel and equipment are assigned on an immediately available status.

Strategic Goals – The overall plan that will be used to control the incident. Strategic goals are broad in nature and are achieved by the completion of tactical objectives.

Tactical Objectives – The specific operations that must be accomplished to achieve strategic goals. Tactical objectives must be both specific and measurable.

For the purposes of the NIMS, the following terms and definitions apply:

Agency – A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative – A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Area Command (Unified Area Command) – An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an Emergency Operations Center or at some location other than an Incident Command Post.

Assessment – The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments – Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

Assistant – Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

Assisting Agency – An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See also Support Agency.

Available Resources – Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

Branch – The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Chain of Command – A series of command, control executive, or management positions in hierarchical order of authority.

Check-In – The process through which resources first report to an incident. Check-in locations include the Incident Command Post, Resources Unit, Incident Base, Camp(s), Staging Area(s), or directly on the site.

Chief - The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

Command - The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command Staff - In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants: as needed.

Common Operating Picture - A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Communications Unit - An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

Cooperating Agency - An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

Coordinate - To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

Deputy - A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Dispatch - The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

Division - The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A Division is located within the ICS organization between the Branch and Resources in the Operations Section.

Emergency - Absent a Presidential declared emergency, any incident(s) human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Operations Center (EOC) - The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, city, tribal) or some combination thereof.

Emergency Operations Plan (EOP) - The “steady-state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

Emergency Public Information - Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

Emergency Response Provider - Includes federal, state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

Evacuation - Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

Event - A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Federal - Of or pertaining to the federal government of the United States of America.

Function - Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

General Staff - A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Group - Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between Branches and Resources in the Operations Section (see Division).

Hazard - Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Incident - An occurrence or event, natural or human-caused, which requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters public health and medical emergencies and other occurrences requiring an emergency response.

Incident Action Plan (IAP) - An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP) - The field location at which the primary tactical-level, on-scene Incident Command functions are performed. The ICP may be collocated with the Incident Base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System (ICS) - A standardized on-scene emergency management practice specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

Incident Commander (IC) - The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

Incident Management Team (IMT) - The IC and appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives - Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

Initial Action - The actions taken by those responders first to arrive at an incident site.

Initial Response - Resources initially committed to an incident.

Intelligence Officer -The Intelligence Officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

Joint Information Center (JIC) - A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Information System (JIS) - Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Jurisdiction - A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Liaison - A form of communication for establishing and maintaining mutual understanding and cooperation.

Liaison Officer - A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

Local Government - A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native Village or Alaska Regional Native Corporation, a rural community, unincorporated town; or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002 Pub. L. 107-296, 116 Stat.2135 (2002).

Logistics - Providing resources and other services to support incident management.

Logistics Section - The section responsible for providing facilities, services, and material support for the incident.

Major Disaster - As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or regardless of cause, any fire, flood, or explosion in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Management by Objectives - A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

Mitigation - The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

Mobilization - The process and procedures used by all organizations - federal, state, local, and tribal - for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Multi-agency Coordination Entity - A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, reconcile conflict in agency policies, and provide strategic guidance and direction to support incident management activities.

Multi-agency Coordination Systems - Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multi-agency coordination systems include facilities, equipment, Emergency Operation Centers (EOCs), specific multi-agency coordination entities, personnel, procedures and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

Multi-jurisdictional Incident - An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual-Aid Agreement – Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National - Of a nationwide character, including the federal, state, local, and tribal aspects of governance and polity.

National Disaster Medical System (NDMS) - A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the National Response Framework.

National Incident Management System - A system mandated by HSPD-5 that provides a consistent nationwide approach for federal, state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework - A plan mandated by HSPD-5 that integrates federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

Nongovernmental Organization - An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Operational Period - The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

Operations Section - The section responsible for all tactical incident operations. In ICS, it normally includes subordinate Branches, Divisions, and/or Groups.

Personnel Accountability - The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

Planning Meeting - A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action Plan (IAP).

Planning Section - Responsible for the collection; evaluation; and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Preparedness - The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Preparedness Organizations - The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

Prevention - Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the

threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Private Sector - Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

Processes - Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

Public Information Officer - A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Publications Management - The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification - This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

Reception Area - This refers to a location separate from a Staging Area(s), where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of Incident Action Plans (IAPs), supplies and equipment, feeding, and bed down.

Recovery - The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private- sector, nongovernmental, and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

Recovery Plan - A plan developed by a state, local, or tribal jurisdiction with assistance from responding federal agencies to restore the affected area.

Resources - Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Resource Management - Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource Management under the NIMS includes mutual-aid agreements: the use of special federal, state, local, and tribal teams; and resource mobilization protocols.

Resources Unit - Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

Response - Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives; protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law

enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice,

Safety Officer - A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Section - The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the Branch and Incident Command.

Span of Control - The number of individuals a supervisor is responsible for and usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7.)

Staging Area - Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages the Staging Area.

State - When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002. Pub. L. 107-296~ 116 Stat. 2135 (2002).

Strategic - Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives; the setting of priorities; the establishment of budgets and other fiscal decisions; policy development; and the application of measures of performance or effectiveness.

Strike Team - A set number of resources of the same kind and type that have an established minimum number of personnel.

Strategy - The general direction selected to accomplish incident objectives set by the IC.

Supporting Technologies - Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications.

Task Force - Any combination of resources assembled to support specific mission or operational need. All resource elements within the task force must have common communications and a designated leader.

Technical Assistance - Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

Terrorism - Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (1s), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Threat - An indication of possible violence, harm, or danger.

Tools - Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements doctrine, capabilities, and legislative authorities.

Tribal - Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Type - A classification of resources in the ICS that refers to capability. Type I is generally considered to be more capable than Types II, III, or IV, respectively, because of size; power; capacity; or: in the case of incident management teams: experience and qualifications.

Unified Area Command - A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command)

Unified Command - An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

Unit -The organizational element having functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Unity of Command - The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

Volunteer - For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR. 553.101.

INCIDENT COMMAND SYSTEM OPERATING PROCEDURES

I. PURPOSE

This procedure is established to:

- A. Provide for the safety of personnel operating at emergency incidents through direction (or management of emergencies) and control.
- B. Improve the use of resources and tactical effectiveness.
- C. Meet the OSHA/ EPA regulations requiring the use of an Incident Command System (ICS) for hazardous materials incidents.
- D. Meet the National Incident Management System requirements for the use of an Incident Command System for operations at all emergency incidents.
- E. Meet the requirements of Homeland Security Presidential Directive – 5, Managing Domestic Incidents.

To meet these goals all emergency response agencies will implement the Incident Command System for emergency operations.

II. COMMUNICATIONS

All communications will be Clear Text. Radio communications will be received from sender using the following model:

- A. Request to initiate communications and determine that the intended receiver is listening.
- B. Transmit the message or order concisely in Clear Text.
- C. Receive feedback from the receiver to ensure that the message was received and understood.
- D. Confirm that the message or order was understood, if not, correct and clarify the message.

III. ASSUMPTION OF COMMAND

- A. Command will be established at all incidents.
- B. The ranking member of the first arriving agency will assume Command. When multiple resources will be committed to the incident, Command will be formally established by transmitting a brief initial report containing the following information to the Dispatch Center.
 - 1. Identity of the agency transmitting the report
 - 2. Actual location of the incident
 - 3. Brief description of the incident and report of conditions
 - 4. Designation of the individual assuming command and incident name
- C. Incidents are given a specific name to reduce confusion when multiple incidents share the same radio frequency and/ or dispatcher.

IV. RESPONSIBILITIES OF THE INCIDENT COMMANDER

- A. The Incident Commander (IC) at any incident will be responsible for the following:
 - 1. Assessment of Incident Priorities. Incident priorities provide a framework for management decision-making. Tactical activity may address more than one incident priority simultaneously.

- a. Life Safety (first priority)
 - b. Incident Stabilization and protection of the environment (second priority)
 - c. Property Conservation (third priority)
2. Size-Up. The IC must perform an initial assessment of the situation, incident potential, and resource status. This assessment must address the following three questions:
- a. What do I have? (situation)
 - b. Where is it going? (potential)
 - c. What do I need to do to control it? (resources)

Size-Up is not static and must be continued throughout the duration of the incident.

3. Select the Strategic Mode. A critical decision having an impact on the safety of personnel and the effectiveness of tactical operations is the selection of strategic mode. Operations may be conducted in either an offensive or defensive mode. This decision is based on the answers to the following two questions:
- a. Is it safe to conduct offensive operations?
 - b. Is resource capability (present and projected) adequate for offensive operations to control the incident?
4. Define Strategic Goals. Strategic goals define the overall plan that will be used to control the incident. Strategic goals are broad in nature and are achieved by the completion of tactical objectives. Strategic goals are generally focused in the following areas:
- a. Protection or removal of threatened persons
 - b. Confinement/ containment of the situation or control of the hazard
 - c. Loss reduction to life and/or affected property
5. Establish Tactical Objectives. Tactical objectives are the specific operations that must be accomplished to achieve strategic goals. Tactical objectives must be both specific and measurable, defining:
- a. Assignment of resources
 - b. Nature of the tactical activity
 - c. Location in which the tactical activity must be performed
 - d. If the tactical action must be performed in sequence or coordinated with any other tactical action
6. Implement the Incident Action Plan. Implementation of the Incident Action Plan requires that the IC establish an appropriate organizational structure to manage the required resources and communicate the tactical objectives. The Incident Action Plan may be communicated by the Standard Operating Procedure, assigning tactical objectives, or by assigning task activity.
- a. Tactical Standard Operating Procedures may define common components of the Incident Action Plan.
 - b. Orders from the IC may specify tactical objectives assigned to subordinate positions within the ICS structure or to a specific resource.
7. Establish Managed Release of Resources. Upon completion of assignments resources are to be released in an organized manner to return units (agencies) to service if not required for additional

assignments. All resources will be debriefed, rehabilitated (physically or mentally) based upon assignments and arrangements made for restocking spent materials and supplies. Prior to departure the Officer-in-Charge of the released resource should provide written information regarding response to satisfy documentation requirements of the incident.

V. ICS ORGANIZATIONAL STRUCTURE FOR INITIAL OPERATIONS

The ICS will be used to maintain an effective span of control for all supervisory personnel.

VI. DIVISIONS, SECTORS, AND GROUPS

When multiple resources are assigned to the same function incident-wide, a Group will be established to provide coordination and control of tactical operations. When multiple resources are assigned to perform tactical functions in a specified geographic area, a Division will be established to provide coordination and control of tactical operations. Sectors may be utilized to identify specific task assignments.

VII. DESIGNATION OF DIVISIONS, SECTORS, AND GROUPS

- A. When the IC has not defined an assignment for on-scene or responding resources, Staging will be established. When an actual incident is escalating or has not yet been stabilized, sufficient resources to meet potential incident development should be available in Staging until the incident has been stabilized.
- B. The IC or Operations will establish Staging by defining its location and communicating this information to the Dispatch Center. The dispatcher will inform all responding resources of the location of Staging.
- C. If responsibility is not specifically assigned, the ranking officer of the first agency to arrive in Staging will assume the function of Staging Area Manager. Resources in Staging will retain integrity (remain with their organization) and be available for immediate assigning and deployment.
- D. The Staging Area Manager will keep the IC or Operations advised of resource availability in Staging whenever resource status changes. The IC or Operations will request on scene resources through the Staging Area Manager and will specify where and to whom those resources will report.
- E. In radio communications with Staging, the incident name will precede the designation "Staging."

VIII. ICS ORGANIZATION FOR LARGER INCIDENTS

- A. ICS organizational structure should be based on the management needs of the incident and should be developed on a proactive basis. Incident resources and management needs must be projected adequately ahead to allow for the reflex time of responding resources.
- B. The IC and other supervisory personnel should anticipate span-of-control problems. Subordinate management positions should be staffed to maintain an acceptable span of control and workload. This may necessitate requesting additional management officers to fill these overhead positions.
- C. Whenever Planning, Logistical, or Finance functional responsibilities become a significant workload for the IC, the appropriate sections should be staffed. This will prevent overextension of the IC's Span of Control.

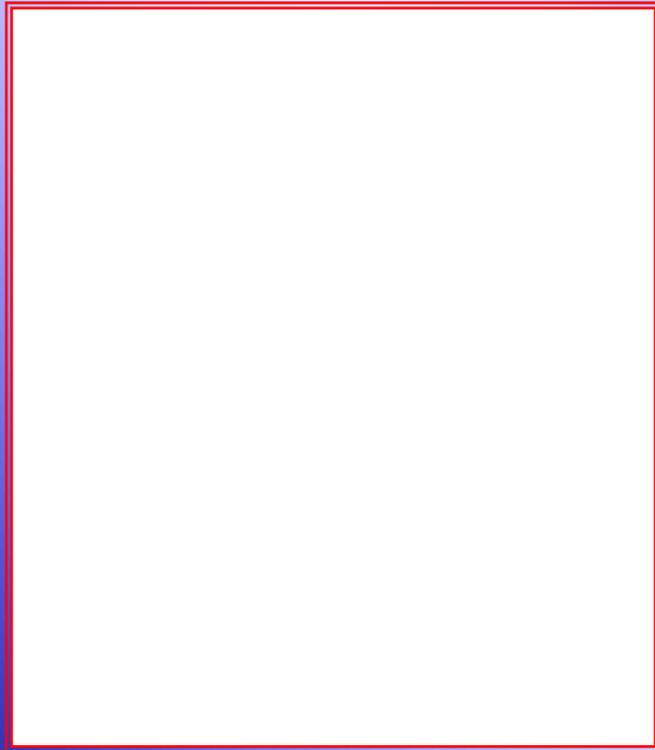
IX. TRANSFER OF COMMAND

- A. Command may be transferred from the initial IC to a later arriving or senior officer. Transfer of Command will take place on a face-to-face basis whenever possible to facilitate effective communication and feedback. If face-to-face communication is not possible, transfer of Command by radio may be conducted.

B. Transfer of Command will include communication of the following information:

1. The status of the current situation.
2. Resources committed to the incident and responding, as well as the present incident organizational structure.
3. Assessment of the current effect of tactical operations.

Homeland Security Terrorism Annex



TERRORISM ANNEX

Terrorism is a fact in today's world. The tactics used by terrorists to attain their goals may include bombing, arson, hijacking, ambushes, kidnapping, hostage taking, assassination and environmental destruction. The purpose of these acts is to destroy public confidence in the ability of government to protect its citizens. In order to insure large-scale dissemination of information about the act of terror, the news media becomes the conduit used by terrorists to spread the word of their actions.

Terrorism is defined as:

There are several definitions of terrorism within the United States legal system. Some of those definitions follow:

United States Code (U.S.C.), Title 22, Chapter 38 (regarding the Department of State) -premeditated, politically motivated violence perpetrated against noncombatant targets by subnational groups or clandestine agents.

U.S.C. Title 18 (regarding criminal acts and criminal procedure) - 'international terrorism' means activities that . . . involve violent acts or acts dangerous to human life that are a violation of the criminal laws of the United States or of any State, or that would be a criminal violation if committed within the jurisdiction of the United States or of any State; [and] appear to be intended . . . to intimidate or coerce a civilian population; . . . to influence the policy of a government by intimidation or coercion; or . . . to affect the conduct of a government by mass destruction, assassination, or kidnapping; and [which] occur primarily outside the territorial jurisdiction of the United States, or transcend national boundaries in terms of the means by which they are accomplished, the persons they appear intended to intimidate or coerce, or the locale in which their perpetrators operate or seek asylum.

Title 28, US Code of Federal Regulations, Section 0.85 - "...the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives"

United States Department of Defense – (Per Joint Pub 3-07.2, *Antiterrorism*, 24 November 2010) ... "the unlawful use of violence or threat of violence to instill fear and coerce governments or societies. Terrorism is often motivated by religious, political, or other ideological beliefs and committed in the pursuit of goals that are usually political."

USA PATRIOT Act - ..."activities that (A) involve acts dangerous to human life that are a violation of the criminal laws of the U.S. or of any state, that (B) appear to be intended (i) to intimidate or coerce a civilian population, (ii) to influence the policy of a government by intimidation or coercion, or (iii) to affect the conduct of a government by mass destruction, assassination, or kidnapping, and (C) occur primarily within the territorial jurisdiction of the U.S."

All incidents will be treated as real until a search or investigation is proven otherwise. The threat or use of any tactic in furtherance of the above motives will be treated as a terrorist incident.

SITUATION AND ASSUMPTIONS

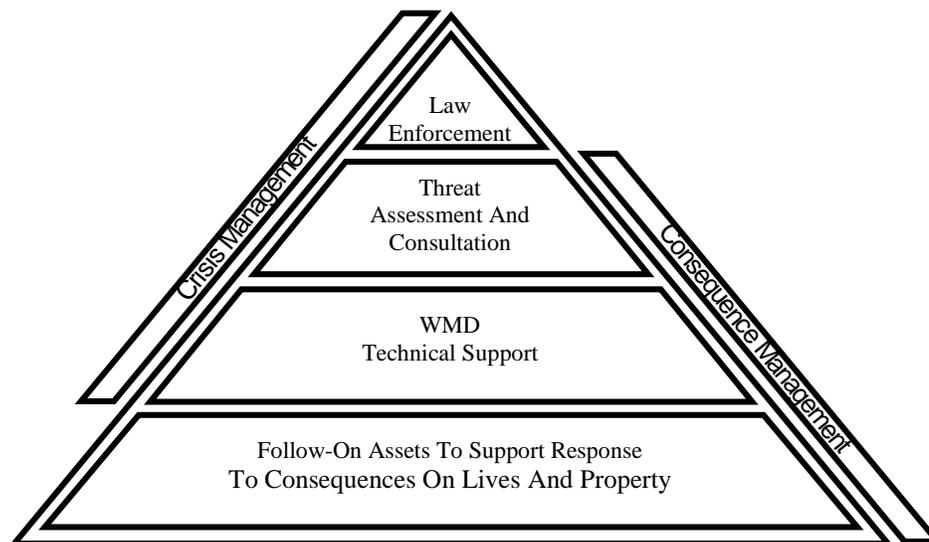
All responses to terrorist events will be conducted under the command and control provisions of the National Incident Management System (NIMS).

A. Situation

1. Terrorism has become a fact of life in today's world. It creates a climate of fear and intimidation by means of threats or violent activities causing a sustained fear for personal safety in order to achieve social, political or personal goals. Terrorist acts involving WMD may result in the destruction of public confidence in the ability of government to protect its citizens.
2. In the initial stages of an incident, some federal agencies may operate under the National Contingency Plan prior to implementation of the National Response Framework.
3. Presidential Decision Directive 39 (PDD-39), "United States Policy on Counter Terrorism," directs that measures be taken to reduce the nation's vulnerability to terrorism, to deter and respond to terrorist acts, and to strengthen capabilities to prevent and manage the consequences of terrorist

use of Weapons of Mass Destruction (WMD). To support this goal, the Federal Emergency Management Agency (FEMA) developed the Terrorism Incident Law Enforcement and Investigation Annex. There is a distinction between crisis management and consequence management. Those distinctions are noted below:

- a. Crisis management refers to measures to identify, acquire, and plan the use of resources needed to anticipate and/or resolve a threat or act of terrorism. The federal government has primary responsibility to prevent and respond to acts of terrorism; state and local governments provide assistance as required. The first responder agencies of Louisville/Jefferson County (L/JC) must be equipped and trained to respond immediately and effectively to any incident. Significant help from the federal government will be 24 to 48 hours, or longer, in arriving. State resources in the form of the National Guard 41st Weapons of Mass Destruction Civil Support Team (41st WMD/CST) located at the Kentucky Air National Guard Base, Louisville, take 4-6 hours to stand up. Crisis Management is predominately a law enforcement response. Based on the situation, a federal Crisis Management response may be supported by technical operations.
- b. Consequence management includes measures to protect public health and safety, restore government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. The local and state authorities have primary responsibility to respond to the consequences of terrorism; the federal government provides assistance as necessary (Figure 1).



Source: Department of Health and Human Services

Crisis and Consequence Management

Figure 1

4. The bombings of the World Trade Center in New York (1993), the Murrah Federal Building in Oklahoma City, and the tragic events of September 11, 2001 proved the United States is not immune to terrorism. Terrorists may strike from abroad or reside in the U.S. The use of nerve agent in the Tokyo subway and the use of anthrax in the U.S. Postal system demonstrated that terrorists could also employ WMD using other than large, high-yield explosives.
5. Mass casualties and fatalities; catastrophic damage to buildings, physical infrastructure, or other types of property; contamination of buildings and property; psychosomatic responses from non-affected citizens; and contamination/targeting of first responders could have a major impact on the city's response capabilities, and could place a major burden on the L/JC medical system and area hospitals.

6. L/JC emergency-response agencies should anticipate that terrorists may employ secondary or multiple devices containing WMD or other casualty producing devices intended to injure responders, impede response actions, or divert attention and resources from other activities. These devices may be employed at numerous locations in any combination or sequence and designed with anti-tampering devices.
7. Historically, terrorist WMD attacks have occurred at places of special significance, against identifiable segments of the population, on dates of interest to the terrorist or the intended victims, and at special events. However, any place people gather in large numbers could be a terrorist target. Enclosed areas, such as public buildings or rooms, are of special concern with regard to chemical, biological, or radiological weapons.
 - a. Potential target locations include:
 - 1) Locations of special significance such as historical monuments, courts of law, religious buildings, financial centers, government offices, research or medical facilities, universities, or schools. Louisville/Jefferson County is home to seminaries for the Southern Baptist and the Presbyterian Church USA, the Jewish Community Center, Southeast Christian Church and several Islamic mosques. The University of Louisville, Bellarmine University, Jefferson Technical Community College, Sullivan University, and Spalding University are also located within the county.
 - 2) Transportation nodes such as bus stations and airports. The Louisville International Airport is a busy passenger facility as well as a major United Parcel Service (UPS) sorting facility. There would be major national economic impact resulting from an attack on the UPS facility. Aircraft arrive and depart over heavily populated areas and industrial facilities. The McAlpine Lock and Dam on the Ohio River is an integral part of the barge transportation system. Interstates 64, 65, and 71 cross through the community in addition to a large amount of rail traffic. CSX and Norfolk Southern maintain large rail yards. Many of the rail and highway shipments include large amounts of hazardous materials. There are two natural gas and petroleum transmission pipelines which transverse large portions of the county.
 - 3) Gathering places such as shopping areas, sports arenas, convention centers, amusement parks, theaters, restaurants, and bars. Among the myriad places of public assembly are Kentucky International Convention Center, Louisville Gardens, and the Kentucky Fair and Exposition Center. The five largest shopping centers include Mall St. Matthews, Jefferson Mall, Oxmoor Center, Springhurst Towne Center, and The Summit. Slugger Field, Papa Johns Cardinal Stadium, KFC Yum Center, Waterfront Park, Churchill Downs, and 4th Street Live are sites of large outdoor gatherings. Major events include the Kentucky Derby and Oaks, and Thunder Over Louisville.
 - 4) Commercial or industrial hazardous chemicals are located at production facilities, bulk storage sites, or in transit. Ford Motor Company has two assembly plants in Louisville/Jefferson County. General Electric Appliance Park is home to several thousand employees. The Rubbertown area in southwest Jefferson County has many chemical producers. River Port, Bluegrass and other industrial parks house vast amounts of commerce and thousands of employees.
 - b. Potential target populations include:
 - 1) Religious or ethnic minorities
 - 2) Political opposition groups
 - 3) Controversial groups
 - 4) Government agencies or workers, including emergency responders
 - c. Dates or anniversaries of significance may include:
 - 1) Government holidays
 - 2) Days or times reserved for special religious observances or holidays such as Yom Kippur, Ramadan, Christmas, etc.

- 3) Important dates in the lives of famous or controversial figures or celebrated martyrs of the terrorist's cause (especially dates of birth, arrests, convictions, or death)
- 4) Famous anniversaries or special dates such as:
 - a) January 22nd - the anniversary of Roe vs. Wade, for anti-abortionists
 - b) April 15th - for Federal Income Tax protesters
 - c) April 19th - the anniversary of the final FBI raids at Waco and the bombing of the federal building in Oklahoma City for anti-government extremists
 - d) September 11th - the anniversary of the attacks on the World Trade Center and the Pentagon
- d. Times when casualties or damage would be greatest and response would be most difficult. Examples might include:
 - 1) Morning or evening rush hour traffic or the early morning UPS "Push" at Louisville International Airport (SDF)
 - 2) A period of large-scale civil unrest such as protests or riots
 - 3) Following response to a significant natural disaster
- e. During and after special events such as:
 - 1) Awards or inauguration ceremonies
 - 2) High profile trials
 - 3) Conferences of high-ranking people or controversial subjects
 - 4) Celebration parades for holidays, sports championships, or military victories
 - 5) Major sporting events such as college or professional championship games
 - 6) Visits from Dignitaries

B. Assumptions

There are organized factions, as well as individuals, in society that may utilize acts of terrorism in the community to obtain monetary, religious, political or personal gain.

1. Terrorists may employ, or threaten to employ, WMD at any time with little or no warning. These weapons of mass destruction hazards may include:
 - a. Hazardous industrial chemicals such as chlorine or pesticides, or classical chemical warfare agents such as Sarin. Deadly industrial chemicals are widely available, while classical chemical warfare agent, although less widely distributed, may also be manufactured with little more than an undergraduate chemistry background.
 - b. Biological agents, to include disease-causing microorganisms (viruses, bacteria) or toxins, such as botulinum and ricin. Many biological agents are cheap and easy to manufacture, and within certain limits, are also easy to deliver on the target.
 - c. Radioactive material from various sources, including industrial power plant sites and medical research or treatment facilities.
 - d. Large quantities of high explosives or incendiary materials, either homemade or from commercial sources, or strategically placed smaller quantities of high explosives designed to generate damage/destruction disproportionate to their size (e.g., train derailment).
2. Louisville affords many desirable targets for the use of weapons of mass destruction.
3. The incident may include secondary or multiple devices. These devices may be intended to injure responders, impede response actions, or divert attention and resources from other activities.
4. The situation may not be readily recognizable as a terrorism/WMD attack. Such events may initially be mistaken for HAZMAT releases, natural gas explosions, or other mass casualty incidents.

5. The initial response to a WMD terrorist incident will be by public safety agencies in the county and surrounding jurisdictions.
6. Emergency response personnel will enter the known affected area of a WMD incident only if appropriate personal protective equipment is available.
7. Once it has been established that an act of terrorism has been committed, the scene will be treated as a federal crime scene. Threats or hoaxes communicated by a terrorist group or an individual involving the use of a weapon of mass destruction are federal crimes and will be treated as real until a search or investigation has proven otherwise.
8. No single department or agency has the expertise, equipment, or personnel to respond to and resolve a WMD terrorist incident on their own. Therefore, a well-planned and coordinated response is required to mitigate the effects of a WMD terrorist act.
 - a. An act of terrorism involving a WMD may produce major consequences (e.g., mass casualties and significant property damage) that will overwhelm the capabilities and resources of L/JC agencies and mutual aid organizations (public & private). Mutual aid from surrounding jurisdictions may be required, as well as state and federal resources.
 - b. Response from the state and federal governments, while needed and appropriate, will have significant lag time before enough resources arrive to support the local agencies. Local federal agents from the Louisville field offices will be available quickly, but typically will not have the resources that can be amassed by the federal government.
 - c. State and federal government, and volunteer agencies will become involved because of the nature of the incident, the number of casualties, and other factors. However, their response may be delayed. L/JC agencies must be prepared to respond to the situation for at least 48-72 hours without significant levels of state or federal assistance.
9. Time works against responding elements in a WMD incident. The effects of the incident can quickly expand geometrically.
10. The L/JC Emergency Operations Center (EOC) will be activated upon the threat of or confirmation that a terrorist incident has occurred. The Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA) operates the EOC.
11. The number of responders and their support personnel may exceed 2,000 for a WMD incident within 72 hours. The L/JC EOC must prepare to coordinate logistical support for all these responders and support personnel.
12. The primary Joint Operations Center (JOC) will be activated with appropriate location determined by the Louisville office of the Federal Bureau of Investigation (FBI).
13. Public Information Officers (PIOs) must prepare to deal with an inordinate number of representatives from local, national, and international print and electronic media within 24 hours of the incident. The FBI will be the lead agency with support from other agencies as needed. Local PIOs will coordinate with the FBI PIO. The FBI will establish a Joint Information Center (JIC) using the National Response Team JIC Model Plan, 1-21-2000. Public information disseminated will be the result of input from all of the major players.
14. L/JC Metro Government departments and agencies (both responder and non-responder) through training and implementation of this annex and subordinate counter terrorism Standard Operating Guides (SOGs) can reduce the effects of WMD.
15. Terrorists' use of WMD may seriously affect short- and long-term health and safety, damage infrastructure, contaminate large areas, and/or cause extraordinary economic disruption.
16. Victims contaminated with or suffering from the affects of CBRNE (Chemical, Biological, Radiological, Nuclear, and Explosive) materials may display the effects of the attack at different rates. For example:

- a. Victims of an attack with industrial chemicals and chemical warfare agents typically display symptoms rapidly, i.e., within minutes to a few hours. Responders must be prepared to cope with large numbers of casualties quickly in order to save lives and limit the spread of contamination.
- b. Victims of an attack with biological agents or radioactive materials may not display symptoms for a long time. Some biological agents may require several hours or even weeks to incubate. Similarly, unless the dose of radiation is high, some victims may not show symptoms of radiation exposure for years. Responders may need to rely extensively on epidemiological investigations to identify victims.
- c. The very young, the elderly, and those with chronic respiratory illnesses or depressed immune systems may display symptoms more rapidly, suffer more severely, and experience unpredictable side effects to treatment. Responders may need to provide unique or more extensive care for these victims.
- d. Citizens concerned about their health and families will travel to medical facilities for treatment, even though they are not displaying symptoms similar to those described over mass media. These "worried well" will exacerbate conditions within an already overburdened health system. In addition they will overwhelm the streets and highways and place a heavy burden on an already over taxed law enforcement network. Public reaction to a WMD terrorist incident will be stronger than with other, more routine type incidents.

MISSION

The purpose of the L/JC Terrorism Annex is to define roles, responsibilities and missions for responding to and recovering from incidents of terrorism that have the potential to cause mass casualties within the Louisville Jefferson County Metro Government jurisdiction. Such terrorist incidents may include the actual, threatened, or implied use of Weapons of Mass Destruction (WMD).

WMD are divided into weapons that employ Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE) materials. Large amounts of high explosives, or small amounts of high explosives strategically placed or timed can cause damage out of proportion to their size. CBRNE weapons are designed to spread a toxic chemical, biological, or radiological (nuclear) contaminant, while high explosive devices are designed to cause death and destruction through their blast effects (e.g., shrapnel, concussion).

This Annex also defines management and coordination responsibilities during crisis and consequence management activities to include mobilizing and providing personnel, equipment, supplies, and other resources as required. It applies to all response agencies within L/JCMG. Each department or agency must be prepared to implement any or all aspects of this annex and conduct operations in its support at any time.

DIRECTION AND CONTROL

A. General

L/JC subscribes to a four-phased approach with respect to the terrorist use of weapons of mass destruction against its citizens: Mitigation, Preparation, Response and Recovery. Defining actions for each of these phases are listed and further amplified in Section D 1-5 below.

1. Mitigation activities assess the terrorist risk and improve security to defend likely targets and deter terrorist attacks. Mitigation activities include a risk assessment and vulnerability analysis by government and the private sector, as well as provide additional security to possible targets, as addressed in paragraph D-I of this section.
2. Preparedness activities develop, prepare, and pre-position the resources and capabilities necessary to execute the response plan if deterrence fails.
3. Response activities execute the Crisis Management plan and actually provide emergency resources to save lives, limit damage, and control the situation if a terrorist incident occurs.

4. Recovery activities include immediate and long-term Consequence Management efforts. The goal of these efforts is to restore normal operations and vital services to the community, to reduce, eliminate, or clean up hazardous materials, and to restore the environment following an incident.

CONCEPT OF OPERATIONS

- A. Applicable agencies, to include the FBI, will be notified of the incident as soon as possible.
 - B. The EOC will be activated when the community is responding to a potential Terrorism/WMD threat or event.
 1. L/JC Metro Government Department/Agency Directors (or designees) will report to the EOC for a briefing.
 2. Departments/agencies will implement their internal call up notification/recall system, as required.
 3. Department Directors and outside agencies, i.e. FBI and others will provide status updates to the Mayor and other elected officials as necessary.
 4. L/JC Metro Government resources will be relocated and/or reallocated as required.
 - C. All available means of communication will be utilized to verify information and disseminate notification and warnings. Redundant warning messages transmitted by the LJCMEMA are intended to ensure warning/message delivery.
 - D. During responses to and recovery from incidents that involve terrorist use of WMD, first responders will:
 1. Upon arriving at the incident site, identify the Incident Commander (IC) and establish the Command Post (CP).
 2. Employ the National Incident Management System (NIMS)/Incident Command System (ICS) to control operations and ensure the smooth integration of all responding forces. The NIMS/Incident Command System (see Figure 2) should include:
 - Communicate the nature of the threat to all responding agencies and the medical community if the incident involves CBRNE agents, once the agent is identified. This information should be updated frequently.
 - Deploy and don appropriate personal protective equipment (PPE).
 - Use available resources and activate mutual assistance agreements to contain the situation, protect the population, care for the ill and injured, control possible contamination, and prevent harm to community infrastructure, private property, and the environment.
- a.) The Command Staff includes the IC, PIO, Safety, and Liaison Officers.
- 1) The IC is in charge at the incident and sets response objectives and priorities and has overall responsibility for life safety, incident stability, and property conservation at the incident. L/JCMG uses a NIMS/Unified Command System (UCS). Agencies playing key roles will be part of the command staff and be collocated with the IC. They will have input into the planning process and assist the IC as needed.

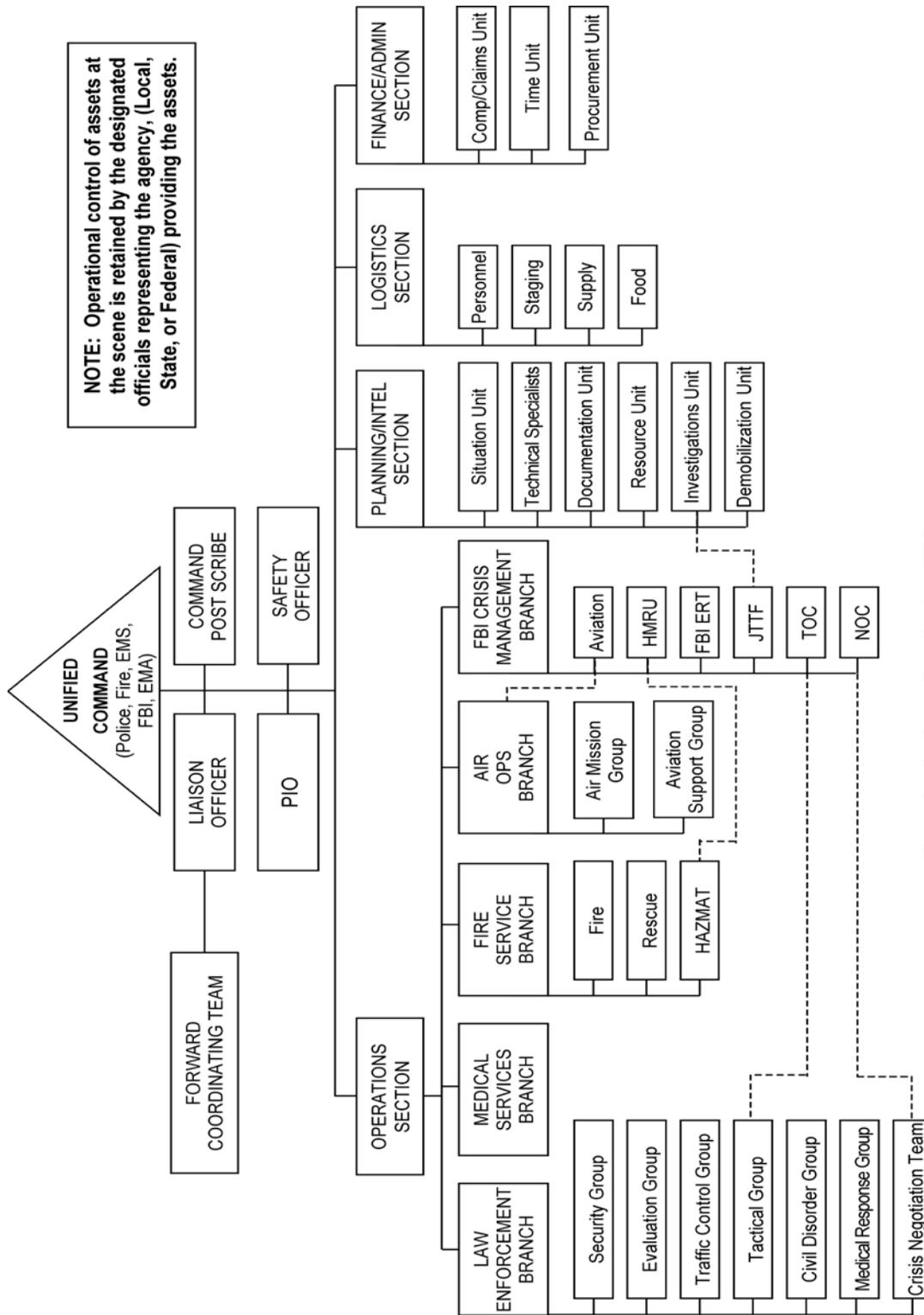


Figure 2 – On-Scene Coordination /FRP

- b) The PIO handles media inquiries and coordinates news releases with the Public Affairs Officer at the EOC, JIC, and the JOC.
 - c) The Safety Officer will monitor safety conditions and develop measures to ensure the safety of responders.
 - d) The Liaison Officer is the on-scene contact person.
- 2) The Planning Section will collect and evaluate information, maintain and update the resource status, and develop the Incident Action Plan (IAP) to accomplish response objectives.
 - 3) The Operations Section will direct and coordinate operations, assist the IC in developing response objectives, implement the IAP, request resources through the IC, and keep the IC informed of the situation and status of operations resources.
 - 4) The Logistics Section will provide facilities, services, and materials, including personnel to operate the equipment, to meet incident needs and to support the incident.
 - 5) The Finance and Administration Section will monitor costs related to the incident and provide accounting, procurement, time recording, and cost analyses and recovery.
8. Although the IC will retain control of the incident response, the command structure will be a Unified Command Structure (UCS) as response requirements expand. This structure must be capable of controlling resources from agencies responsible for law enforcement, public health, environmental protection, The Group etc. To be effective, officials from the responsible agencies must work together from a single Command Post, establish common objectives and strategies, and develop a single Incident Action Plan. A typical transition may appear as shown in Figure 3.

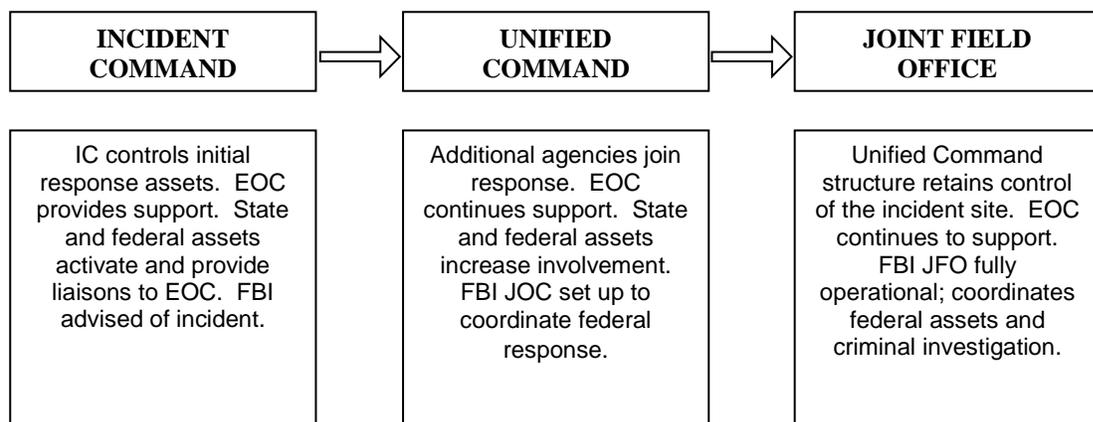


Figure 3

Transition of Incident Command

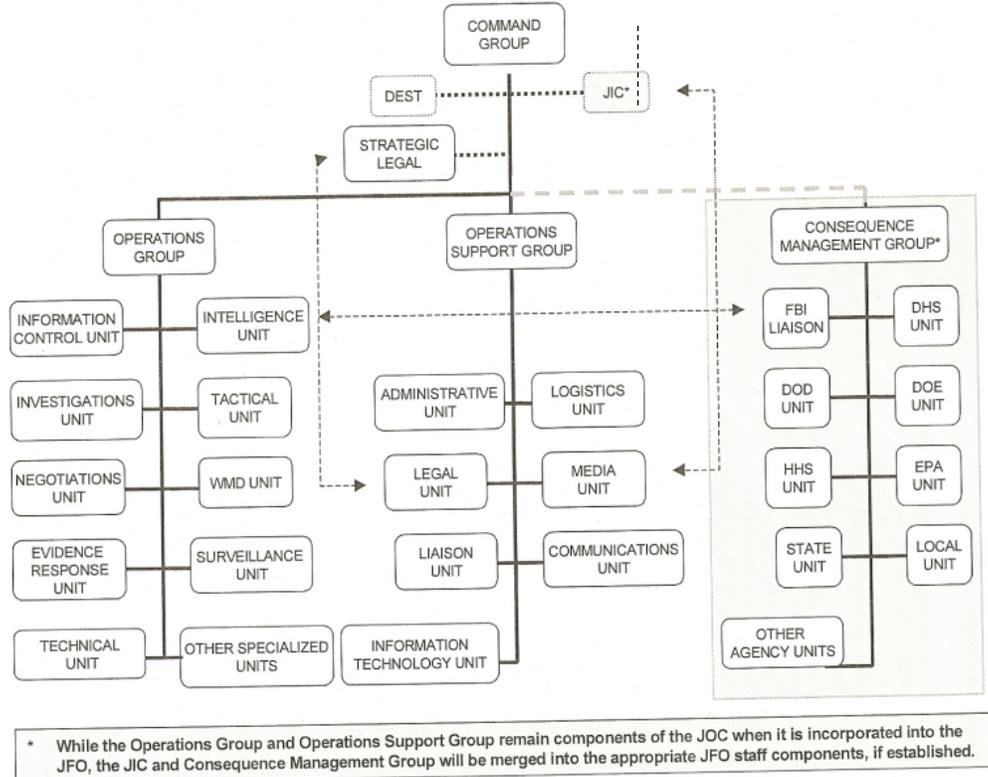
L/JC will establish a UCS structure for an effective and responsive multi-jurisdictional or multi-agency approach when incidents involve several jurisdictions or several agencies from the same political jurisdiction.

- 1) A UCS structure allows all agencies with responsibility for an incident, either geographical or functional, to establish a common set of incident objectives and strategies which all can support.
- 2) In a major incident, several state and federal agencies will become involved in crisis and consequence management. To maintain an effective response, all agencies must coordinate through a Unified Command System and a Principal Federal Official (PFO). These agencies can include L/JCMG agencies, regional authorities, state agencies (KyEM, KY State Police, KY National Guard), and federal agencies (Department of Justice, FEMA, Department of Defense and Department of the Treasury).

State and federal agencies have the responsibility to assume command of state and federal assets that respond to the incident.

The local FBI field office may initiate procedures to modify its command post in the field office and relocate to a JOC. According to the National Response Framework (NRF), HSPD-5, the Terrorism Incident Law Enforcement and Investigation Annex, the JOC will generally include Command, Support, Operations, and Consequence Management groups as shown in Figure 4. The specific composition and responsibilities of each group are discussed in detail in the NRF's Terrorism Incident Annex.

Figure 4 - Joint Operations Center
(Source: National Response Framework)



C. Organization

1. Crisis Management.

a. Local Agencies

- 1) NIMS/ICS will be employed to integrate all response assets and control crisis and consequence management operations on the scene.
- 2) Law enforcement normally will serve as the lead agency for local Crisis Management. If there is a specific incident site and it has been secured, the Fire Department will provide the IC and will direct on-scene operations, supported by the HAZMAT Teams from the city, county and the KYNG WMD/CST as needed.
- 3) LJCMEMA will activate the EOC as necessary to support the incident.
- 4) In order to support the Federal Crisis Management operations, The Crisis Group will assist in standing up the JOC and will dispatch personnel to the JOC as requested. Dispatch will be coordinated through the EOC.

5) Law enforcement will periodically contact the FBI to review terrorist threat intelligence updates.

b. State Agencies

KyEM will initiate the appropriate operational levels and activate the Commonwealth EOC as necessary to support local response and activities. KyEM will dispatch personnel to the EOC as requested. In order to support Federal Crisis Management operations, KyEM will dispatch personnel to the JOC as requested.

c. Federal Agencies

During Crisis Management, the FBI Louisville Office field may establish and operate a Joint Operations Center (JOC) under the direction of the Federal Joint Field Office as outlined in Figure 4. Local and state agencies will be requested to provide support and liaison. FEMA may use the authority of the Stafford Act to preposition Federal Consequence Management assets when directed.

2. Consequence Management.

a. Local Agencies

- 1) LJCMEMA will serve as the lead agency for local Consequence Management.
- 2) It is vital to employ an ICS to integrate recovery assets and control Consequence Management operations.
- 3) Response and recovery agencies must coordinate requirements and forward requests for additional assistance and periodic status reports through the established chain of command to the Louisville/Jefferson County and Commonwealth EOC.
- 4) Consequence management agencies will establish a UCS, operate the EOC, continue 24-hour operations, and prepare for extended response/recovery activity.

b. State

KyEM will activate or continue 24-hour EOC operations and prepare to coordinate assistance as needed when consequence management operations are implemented. KyEM will use the structures outlined in the state emergency management plans to coordinate support for local response through recovery operations.

c. Federal

As the terrorist incident progresses, FEMA will consult with the Governor's office and the White House. FEMA may use the authority of the Stafford Act and HSDP-5 to preposition federal consequence management assets or implement a federal consequence management response.

- 1) FEMA will begin to disengage from the JOC when consequence management operations begin.
- 2) In addition, FEMA will use NRF structures (i.e., Regional Operations Centers (ROC), Joint Field Offices (JFO), Federal Coordinating Officers (FCO), etc.) to coordinate federal support for state and local recovery operations.

D. Actions and Functions

1. Mitigation Actions. Mitigation activities assess the terrorist risk and improve security to defend likely targets and deter possible terrorist attacks in the future. The Crisis Group needs to establish a

team consisting of a leader, deputy leader/recorder, legal advisor, and specialists in personnel, intelligence, logistics, operations, and public affairs to perform this function.

a. Risk: Determining the risk of a terrorist attack requires an assessment of the threat and an evaluation of the probable target's vulnerability to attack.

1) Threat assessment requires cooperation between various local, state, and federal agencies. These agencies assess verbal, written, and other forms of threats to determine the threat's credibility, target, and weapon(s) that may be employed. They must also use legal means and methods to collect, evaluate, and disseminate intelligence concerning terrorist and extremist groups. Such information may include:

- a) Terrorist movements or operations in a given geographical area.
- b) Preferred terrorist targets, methods, tactics, and weapons.
- c) Indications that terrorists have been collecting intelligence in a given area or near a particular target, such as prior runs, false alarms or other intelligence, should be shared between response agencies.
- d) Political, social, and economic changes or ongoing criminal (hijackings, robberies) or subversive activities (propaganda, recruitment campaigns) which could lead to or support terrorism.

2) Vulnerability evaluations determine how vulnerable a particular target is to an attack. These assessments must be conducted periodically at the local level. Many of the assessment criteria are similar to common crime prevention criteria. Specific areas to assess include.

- a) Operational security which addresses the target's daily routines (shift changes, maintenance procedures, mail and service deliveries) and emergency measures (fire drills, bomb threat evacuations).
- b) Physical security, which addresses the ease of gaining access to the target and the surrounding area or facilities.
- c) Personnel security, which addresses potential targets, especially key employees and important visitors, and who can access key areas.
- d) Communications security, which addresses the ease of gaining access to or information from telephonic, data processing, and information transfer systems.

b. Security: Terrorism is a criminal activity, and like most criminals, terrorists look for the softest target they can find that will suit their purpose. To defend against and deter future attacks, maintain situational awareness and initiate or maintain common crime prevention efforts that address operations, physical, personnel, and communications security. Each security measure must be weighed against the risk of attack, the cost of the measure, and the significance, value, or purpose of the people, objects, activities, or buildings. Some measures may be needed all the time, while others may need to be instituted only during periods of increased threat or tension. Complimentary combinations of security measures are best.

2. Notification

a. Prior Warning

- 1) In accordance with the FBI WMD Incident Contingency Plan, HSDP-5, and the NRF, the FBI will provide initial notification of terrorist threats or confirmed incidents to authorized law enforcement agencies, including The Crisis Group and other L/JCMG agencies.
- 2) Law enforcement agencies will relay such notifications to LJCHEMA immediately.
- 3) LJCHEMA will notify KyEM.

- 4) KyEM will make notification to the Governor's Office.
- 5) LJCMEEMA officials will notify local public officials, first responders, medical facilities, schools and utilities as appropriate to prepare for the probable consequences of the attack.

b. No Warning

- 1) If a suspected or confirmed terrorist incident occurs without prior warning, the responding agency will begin The Crisis Group notification process and notify the LJCMEEMA and KyEM immediately. In a covert attack with biological agents or radiological materials, the first notifications may come through the Louisville Metro Public Health and Wellness (LMPHW), EMS pre hospital trends, from hospital emergency rooms, 911 centers or local doctors. The LMPHW will assess the situation and potential impacts and notify other state and local agencies. LJCMEEMA will notify the FBI WMD Coordinator. The WMD Coordinator will begin a threat assessment and make notifications within the bureau and maintain contact with local officials.
- 2) KyEM will notify the Governor's office, state law enforcement, and the National Response Center (800) 424-8802. [NOTE: This is also the National Response Center that is normally notified for HAZMAT incidents.] Or 202-267-2675 or online at www.nrc.uscg.mil.
- 3) The NTH will notify the FBI Headquarters and alert other federal assets
- 4) LJCMEEMA will notify local public officials, utilities, additional first responders, medical facilities, schools and adjacent communities as appropriate to prepare for and respond to the consequences of the attack.

3. Preparedness Actions

The purpose of preparation activities are to develop, prepare and pre-position the resources and capabilities necessary to execute the responder plan if deterrence fails. These resources and capabilities include personnel and equipment from:

- a. Law enforcement agencies to control the situation, manage evacuation, conduct an investigation, gather and control evidence, and maintain response force security.
- b. Medical services to conduct triage, provide care for the casualties, arrange casualty transportation and hospitalization, and to protect and control evidence.
- c. Firefighting agencies to control fire damage, mitigate hazards from flammable materials or explosive gases, conduct search and rescue operations, and to protect and control evidence.
- d. HazMat teams (to include the 41st WMD/CST) to perform hazard detection, identification, containment, decontamination, clean-up operations, and to protect and control evidence.
- e. Hazardous Device Units to mitigate and render safe suspected explosive or WMD devices
- f. Mutual aid organizations, i.e. Rubbertown Mutual Aid (RMAA), and special technical assistance will be utilized as needed by the IC

4. Response Actions

Response activities execute the crisis and consequence management plans and actually provide emergency resources to save lives, limit damage, and control the situation if a WMD terrorist incident occurs.

- a. In most cases, both crisis and consequence management activities will overlap. In general, response steps include the following:
 - 1) Establish site management and scene security and control for use by the NIMS/UCS.

- 2) Identify the type of agent (or explosive) involved and the impact area (potential area which could be affected by blast or downwind hazard estimation).
 - 3) Alert other responding agencies of the nature of the hazards and advise of appropriate protective measures.
 - 4) Conduct a hazard and risk analysis.
 - 5) Select and don Personal Protective Equipment (PPE).
 - 6) Conduct evacuation or shelter-in-place activities.
 - 7) Search for and extract identifiable survivors.
 - 8) Be alert and search for secondary devices.
 - 9) Suppress fire or neutralize and mitigate the hazard.
 - 10) Conduct emergency decontamination of victims.
 - 11) Perform medical triage, treatment, and transportation.
 - 12) Protect the crime scene; initiate investigation and collect evidence.
 - 13) Conduct recovery operations.
 - 14) Conduct responder decontaminations.
 - 15) Begin to terminate the incident.
- b. Crisis Management is predominantly a law enforcement action. However, the lead agency for Federal Crisis Management, the FBI, understands that the first priority in a crisis is public safety and preservation of life, either of which could possibly conflict with law enforcement actions (e.g., crime scene protection, evidence collection and preservation).
- 1) L/JCMG and state agencies will work with the FBI and other federal agencies to identify requirements and provide support and advice. State agencies will also work with local authorities to anticipate requirements and prepare to implement Consequence Management activities.
 - 2) Federal response actions are outlined in FBI Incident Contingency Plans, including plans for nuclear or chemical/biological responses, and the NRF. In general, the FBI will establish a JOC and request supporting elements from the Department of Health and Human Services, the Environmental Protection Agency, the Nuclear Regulatory Commission, various intelligence agencies, and the Departments of Energy, Defense, Agriculture, Transportation, Treasury, and others.
- c. Consequence Management is primarily concerned with operations to safeguard lives and contain the situation. Some operational considerations for responding to CBRNE agents and emergency decontamination procedures are outlined in Appendices 1-5. Some immediate Consequence Management response actions include:
- 1) Law enforcement controls the situation, manages evacuation, initiates an investigation, gathers and controls evidence, and maintains response force security.
 - 2) Health services conduct triage, provide care for the casualties, and arrange casualty transportation and hospitalization. Evidence may be in the victims clothing. Everyone on scene must be alert for evidence and the procedures to control it.
 - 3) Firefighting personnel control fire damage, mitigate hazards from flammable materials or explosive gases, conduct search and rescue operations within the limits of their personal protective equipment (PPE) (e.g., turn-out gear with SCBA), protect and control evidence and perform emergency decontamination of affected citizens and responders.
 - 4) Hazardous incident response teams perform hazard detection and identification; conduct search and rescue operations (CBRNE incidents), containment, and technical decontamination; protect and control evidence, take samples for further evaluation; evacuate and over-pack contaminated evidence; and perform clean-up operations.
 - 5) Regardless of the scale of the potential consequences, it is prudent for the IC and the L/JCMG EOC to perform the following activities in order to establish priorities and make informed decisions and coordinate Consequence Management actions with KyEM.
 - a) Assess the situation

- b) Determine the location(s) and type(s) of device(s) used (i.e., conventional explosive, dissemination device), type of agent or material (i.e., chemical, biological, or radiological).
- c) Anticipate and determine the presence, location(s), and type(s) of secondary or multiple devices.
- d) Identify the personnel, vehicles, equipment, and supplies available on the site, which are still capable of performing required operations.
- e) Estimate the level and type(s) of damage and the potential size of the contamination and hazard area.
- f) Identify available resources that are capable of responding or providing additional support on short notice.
- g) Activate response plans.
- h) Initiate planned response actions to cope with mass casualties and conduct urban search and rescue operations as necessary.
- i) Initiate criminal investigations. Assist the FBI with evidence preservation and maintain the chain of custody as much as practicable while performing necessary response actions.
- j) For incidents involving conventional or nuclear explosives, initiate disaster response actions to limit casualties, mitigate or repair damage, and restore services.
- k) Activate hazardous material response and recovery plans as necessary to deal with incidents involving chemical or biological agents or radiological materials. Perform necessary agent detection, identification, and decontamination procedures. If required, initiate evacuation or shelter-in-place actions for areas at risk.
- l) Activate plans designed to deal with radioactive material releases and contain radioactive contamination from a radioactive material dissemination device.
- m) Assign missions and deploy or safely stage the resources necessary to quickly contain the anticipated damage or contamination.

5. Recovery Actions

Recovery activities include immediate and long-term Consequence Management efforts. The goal of these efforts is to restore normal operations and vital services to the community, reduce, eliminate, or clean up hazardous materials, and restore the environment following an incident.

- a. Crisis Management. Crisis Management concerns primarily law enforcement, not recovery operations. The principal activity of crisis managers at all levels during recovery operations will be to continue the investigation and collect evidence while maintaining a strict chain of custody.
- b. Consequence Management. L/JCMG and state agencies are primarily concerned with measures to protect public health and safety, restore essential government services, provide relief to governments, businesses, and individuals, and return life and the local environment to normal. Federal agencies will provide support through the NRF structures. Regardless of the scale of the incident, it is prudent for the IC and L/JCMG EOC to perform the following activities in order to establish priorities and make informed decisions.
 - 1) Assess the situation.
 - a) Determine the changes in the hazard, i.e., what is the probability that changing work phases or climatic conditions will cause an increase or decrease in the risk to responders.

- b) Redefine the location and character of the hazard.
 - c) Determine the presence, type(s), and probable levels of contamination.
 - d) Identify the personnel, vehicles, equipment, and supplies available on the site, which are capable of performing required operations and those additional assets that are required.
 - e) Estimate:
 - (1) The expected level and type(s) of damage.
 - (2) The scope and duration of reduced services.
 - (3) The size of the contaminated area.
 - (4) The number of contaminated people, vehicles, facilities, and equipment, etc.
 - (5) Available resources, in the immediate area, that are capable of responding or providing additional support on short notice.
- 2) Continue to execute response plans.
- a) Continue planned actions to cope with casualties and conduct urban search and rescue operations as necessary.
 - b) Continue criminal investigations. Preserve evidence and maintain the chain of custody as much as practicable while performing necessary response actions
 - c) Continue hazardous material response and recovery plans as necessary to deal with incidents involving chemical or biological agents.
 - d) Continue necessary agent detection, identification, and decontamination procedures. If required, take steps to modify initial evacuation or shelter-in-place orders.
 - e) Continue to execute plans designed to deal with radioactive material releases and contain radioactive contamination following a nuclear detonation or release of radioactive material.
 - f) For incidents involving large conventional explosives, continue disaster response actions to limit casualties, mitigate or repair damage, and restore services.
- 3) Assign missions and deploy the resources necessary to restore essential services and repair damage.
- 4) Begin procedures to reduce, eliminate, and clean up contamination and restore the environment.
2. L/JCMG agencies and departments addressed in this section will develop and maintain Standard Operating Guidelines (SOGs) to supplement this annex and its attachments. These SOGs will detail the procedures to be implemented upon execution of this annex.
3. The Mayor's Office will:
- a. Assist in staffing the EOC and work with the Director/designee of LJCHEMA.
- The EOC will:
- 1) Assign missions and deploy the resources necessary to restore essential services; repair damage; reduce, eliminate, and clean up contamination; and restore the environment.

- 2) Coordinate activities with volunteer organizations and individuals.
 - 3) Arrange life support (housing, feeding, etc.) for local, mutual aid, state and/or federal responders, victims, and visiting officials.
 - 4) Direct the Public Information Officer to establish a media relation's site. Coordinate the dissemination of public information.
- b. Declare the appropriate state of emergency.
 - c. Coordinate with appropriate authorities to obtain necessary state and federal emergency declarations.
 - d. Direct the budgeting and finance offices to track and report all expenditures related to the incident, including overtime pay, equipment, supplies, housing, etc.
4. Local law enforcement will:
 - a. Resolve on-scene suspected threats, sweeping for additional devices or other threatening situations prior to the response of other agencies, resources, as necessary.
 - b. Provide security and integrity of the incident scene.
 - c. Secure the incident perimeter.
 - d. Conduct emergency evacuations or shelter-in-place operations as directed by the IC.
 - e. Coordinate law enforcement mutual aid response resources.
 - f. Provide for security and/or lock-down of medical facilities and other critical sites and infrastructures as determined by Unified Command (UC).
 - g. Provide a liaison officer for the Federal JOC or ROC, as needed. Provide a representative to the EOC.
 - h. Coordinate with other responders and the FBI for preservation and collection of evidence.
 - i. Provide crime scene management, including evidence collection and processing.
 5. Local fire departments will:
 - a. Serve as the initial IC as dictated by the NIMS and establish a NIMS/Unified Command System and notify the EOC.
 - b. Coordinate Fire Department mutual aid resources.
 - c. Activate established Memorandums of Understanding (MOUs) or Mutual Aid Agreements with other agencies and organizations for specially trained personnel and WMD unique resources (e.g., CBRNE detection and identification equipment).
 - d. Maintain a working knowledge of facilities, companies, and businesses that produce, use or store hazardous chemicals that may be precursors for chemical weapon production or that produce dangerous explosives.
 - e. Perform search and rescue actions as required, within the capability of available PPE.
 - f. Develop and implement an accurate casualty count procedure to ensure an accurate count of casualties at the incident scene is maintained.
 - g. Provide emergency medical services and fire control, as needed.
 - h. Perform hazard confinement and related operations in conjunction with HAZMAT Team.
 - i. Execute site management and site safety functions.
 - j. Provide a Liaison Officer for the Federal JOC or ROC, as needed.
 - k. Provide a representative to the EOC.
 - l. Execute both emergency decontamination of victims and technical decontamination of responders.
 - m. Assist medical facilities in conducting patient decontamination operations, as required under the "Adopt a Hospital Program."
 - n. Provide crime scene management, including evidence collection and processing.
 6. Emergency Medical Services will:
 - a. Provide medical triage in events of mass-casualty incidents.
 - b. Provide emergency medical treatment and transportation to appropriate facilities.
 - c. Activate and coordinate established Mutual Aid agreements with others agencies for additional personnel and equipment resources.
 - d. Execute site management and site safety functions.
 - e. Provide technical guidance for emergency decontamination operations.
 - f. Provide a representative to the EOC.
 - g. Provide a liaison officer for the Federal JOC or ROC as needed.

- h. Be cognizant of and report pre-hospital trends that may indicate an unreported biological incident.
 - i. Develop and implement, in conjunction with Fire, Coroner, and Medical Examiner personnel, an accurate body-count procedure to ensure an accurate count of casualties at the incident scene.
7. HAZMAT teams will:
- a. Provide HAZMAT support to contain, confine, and control releases of hazardous material.
 - b. Perform initial estimates of the downwind hazard for a CBRNE related incident.
 - c. Perform surveys and obtain samples to determine the nature and identity of the hazard. Protect and control evidence.
 - d. Advise the IC on appropriate protective actions and equipment.
 - e. Monitor the incident area, the boundaries between zones, the downwind hazard area, and the ICP for hazardous material.
 - f. Provide technical guidance for emergency decontamination operations.
 - g. Develop and implement an accurate casualty count procedure to ensure an accurate count of casualties at the incident scene is maintained.
 - h. Provide crime scene management, including evidence collection and processing
8. Director of Louisville Jefferson County Metro Emergency Management Agency will:
- a. Activate the L/JCMG Emergency Warning System as appropriate for the incident.
 - b. Activate the L/JCMG Emergency Communications Plan.
 - c. Coordinate with the Mayor the staffing and activation of the EOC. Initiate the callout notification system, as needed.
 - d. Provide a resource database to the IC for use in controlling the incident.
 - e. Provide a Liaison Officer for the Federal JOC and ROC, as needed.
 - f. Provide support in the completion of required reporting documents.
 - g. Work with the Finance Department, and state and federal agencies to ensure needed resources are secured.
 - h. Provide an EOC Manager and support staff.
 - i. Coordinate shelter management with the American Red Cross (ARC).
 - j. Ensure the development and implementation of an accurate casualty count procedure to ensure an accurate count of casualties at the incident scene is maintained.
9. Louisville Metro Public Health and Wellness will:
- a. Identify specialized medical supplies and equipment.
 - b. Identify and coordinate with MMRS (Metropolitan Medical Response System) the pharmaceutical needs of the community during the first 24 hours of a medical crisis resulting from a WMD terrorist incident.
 - c. Coordinate Health Department mutual aid resources and request that the CDC dispatch the Strategic National Stockpile (SNS), as appropriate. Be prepared to accept responsibility for the SNS upon its arrival to include repackaging and labeling bulk SNS materials, temporary storage and redistribution, according to the L/JCMG Metropolitan Medical Response System (MMRS).
 - d. Provide a liaison officer for the Federal JOC or ROC, as needed. Provide a representative to the EOC.
 - e. Coordinate mental health support and counseling for victims, responders, and their families.
 - f. In concert with EMS, the Medical Examiner, and the Jefferson County Coroner's Office report the number and general status of casualties to the EOC.
 - g. Notify health care facilities and providers of the nature of the incident and advise them on protective and precautionary measures, reporting requirements, and, if known, the appropriate treatments.
 - j. Notify on scene response agencies following detection of a suspected or actual biological agent attack.
 - k. Coordinate the mobilization of the community's medical resources in conjunction with the University of Louisville Medical School to assure staffing of LMPHW clinical activities and hospital Emergency Departments.
 - l. Develop and implement an accurate casualty count procedure to ensure an accurate count of casualties at the incident scene is maintained.
 - m. Provide crime scene management, including evidence collection and processing.

10. Department of Public Works will:
 - a. Provide heavy equipment and trained operators to assist in emergency rescue/mitigation measures as determined by the IC.
 - b. Provide dirt or other aggregates for use in run-off control.
 - c. Assist with coordination of private resources.
 - d. Provide barricades and traffic control devices, as needed.
 - e. Coordinate damage assessments of L/JCMG-owned properties.
 - f. Perform other support functions as required.
 - g. Provide maps from the Louisville/Jefferson County Information Consortium (LOJIC) GIS system as needed to support command.
 - h. Provide a representative to the EOC
11. Louisville Metro Department of Solid Waste will:
 - a. Assist Public Works as needed
 - b. Provide a representative to the EOC
 - c. Perform other support functions as needed.
12. Local Utilities will be asked to:
 - a. Provide current maps and blueprints of all storm and sanitary sewer lines, water lines, retention ponds, gas lines, power grids and other areas as identified by the IC.
 - b. Provide heavy equipment and operators, as needed.
 - c. Provide wastewater specialists to aid the IC, as needed.
 - d. Provide adequate water flow for emergency use.
 - f. Provide temporary service to affected areas, as needed.
 - i. Perform other support functions as required.
 - j. Provide a representative to the EOC.
13. Louisville Metro Parks and Recreation will:
 - a. Provide public recreation centers for possible use in emergency.
 - b. Provide a representative to the EOC.
 - c. Perform other support functions as required.
 - d. Assist Public Works as needed.
14. Jefferson County Public School will be requested to:
 - a. Provide school buildings for use as emergency shelters or to serve as distribution centers for medicine.
 - b. Provide buses for use in assisting in mass evacuation and victim transportation to medical treatment facilities.
 - c. Provide a representative to the EOC.
 - d. Perform other support functions as requested.
15. Local Public Information Officers (PIOs) will:
 - a. Establish a media relation's site.
 - b. Coordinate dissemination of public information through Unified Command and the Joint Information Center (JIC) at the JOC. Based on the status of the incident, the lead PIO may change from agency to agency, but there will always be a lead person.
 - c. Establish communication channels to address requests from families and the general public for information on casualties, hazards, etc.
16. Transit Authority of River City (TARC) will:
 - a. Provide buses for use in assisting in mass evacuation and victim transportation to medical treatment facilities, as needed.
 - b. Provide a representative to the EOC.
 - c. Perform other support functions as required.

17. Volunteer Organizations and Agencies (e.g., American Red Cross, Salvation Army, and Civilian Emergency Response Teams) will be requested to undertake disaster relief activities to ease the suffering caused by a disaster, to include:
 - a. Mass and mobile feeding
 - b. Clothing
 - c. Temporary shelter
 - d. Counseling
 - e. Missing person services
 - f. First aid
 - g. Medical supplies (e.g., blood and blood products) and assistance
 - h. Warehousing and distribution of donated goods
 - i. Cleaning supplies
 - j. Comfort kits
 - k. Emergency transportation
 - l. Other relief assistance and/or personal resources when resources are not adequate to meet disaster-caused needs
 - m. Referrals to the government and other agencies providing disaster assistance
 - n. Notification/assistance to victim's relatives

State Government Responsibilities

KyEM and the Kentucky State Police (KSP) are the lead state agencies.

1. KyEM is the lead state agency responsible for Consequence Management response to a terrorist incident involving the employment of WMD. In general, KyEM's key functions include:
 - a. Acting as the primary state agency for information and planning. This includes activating the Commonwealth EOC, implementing its version of the Emergency Support Function (ESF) system, maintaining a statewide emergency public information process, and implementing procedures for responding to media and official requests for information and access to the incident site or operations area.
 - b. Coordinating emergency activities in the Governor's absence and other state-level activities such as damage assessment and reporting, donations management operations, and recovery assistance programs.
 - c. Maintaining communication, warning, and notification capabilities to provide various jurisdictions and agencies with relevant information concerning terrorist events or imminent threats and disseminating warnings or emergency information to the public.
 - d. Assessing the need for additional resources from outside the state and preparing proclamations, executive orders, and requests for emergency or major disaster declarations as necessary to make those resources available.
 - e. Advising the Governor concerning activation of the National Guard for emergency service. The 41st WMD/CST is already on active status. They can be requested through the Commonwealth EOC or contact directly if need be.
2. Kentucky State Police (KSP) is the lead state agency responsible for Crisis Management response to a terrorist incident involving the employment of WMD. In general, KSP's key functions include:
 - a. Serving as the primary state agency for law enforcement and criminal investigations. This includes acting as the state's liaison to the FBI, cooperating with local law enforcement agencies as needed. Initial assistance will come from the E-Town Post #4, (270) 766-5078.
 - b. Establishing liaison with local and state agencies to assist in traffic control, evacuation of threatened areas, providing security or escorts, and establishing and administering checkpoints to regulate transportation of donated goods.

- c. Operating the primary state warning point of the National Warning System and, in cooperation with KyEM when necessary, disseminating primary warning to local jurisdictions.
 - d. Providing communications support and coordination cooperating with the Kentucky Institute for Emergency Medical Services System (KIEMSS) to transport or evacuate critical casualties by aircraft.
 - e. Assisting the Office of the Chief Medical Examiner in identification of victims, notification of next-of-kin, and in collecting remains and other evidence pertinent to an investigation into any victim's cause of death.
3. State Medical Examiner
- The Jefferson County Coroner (JCC) should seek assistance from the State Medical Examiner (SME) as soon as possible after a mass fatality incident. In the event that the JCC is not available the Mayor, the Director/designee of LJCMEMA or the KSP can make a request for response through the SME's Office. The SME maintains offices in Frankfort, Louisville and Madisonville and can be requested through the KyEM Duty Officer at (800) 255-2587 or through the Louisville office at 852-5587 or 852-3321.
- a. The SME's staff will assist the IC and the Coroner with the management of fatalities at the scene. They will require that the scene be secured and that all human remains are properly located and precisely documented.
 - b. Evidence must be properly collected and personal effects protected.
 - c. The remains must be removed and transferred in accordance with recognized standards to an appropriate facility for more in-depth investigation and identification.
 - d. The SME's office will also be tasked in the community's MMRS plan.
4. Kentucky National Guard WMD/41ST Civil Support Team will:
- A. Assist the hazardous incident response teams with performing hazard detection and identification; conducting search and rescue operations (CBRNE incidents), containment, and technical decontamination; protecting and controlling evidence; taking samples for further evaluation; evacuating and over-packing contaminated evidence; and performing clean-up operations.
 - B. Assist the IC and the L/JCMG EOC in performing the following activities:
 - 1) Assessing the situation.
 - 2) Determining the location(s) and type(s) of device(s) used (i.e., conventional explosive, dissemination device), type of agent or material (i.e., chemical, biological, or radiological).
 - 3) Estimating the level and type(s) of damage and the potential size of the contamination and hazard area.

Federal Government Responsibilities

Specific federal responsibilities are outlined in the National Response Framework, HSPD-5, and the United States Interagency Domestic Terrorism CONCEPT OF OPERATIONS Plan (CONPLAN). However, FEMA and the FBI are the lead federal agencies. FEMA is the lead federal agency responsible for Consequence Management response to a terrorist incident involving the employment of WMD. The FBI is the lead federal agency responsible for Crisis Management response to a terrorist incident involving the employment of WMD.

AUTHORITIES AND REFERENCES

- Commonwealth of Kentucky Emergency Operations Plan, Kentucky Division of Emergency Management - Draft
- Kentucky Contingency Plan, Kentucky Department of Environmental Protection
- Kentucky Radiological Emergency Response Plan
- Kentucky Mass Fatality Incident Plan
- Kentucky Revised Statutes, Chapter 39
- Homeland Security Presidential Directive-5, Management of Domestic Incidents
- Louisville/Jefferson County Metro Emergency Operations Plan
- Louisville Metro Hazardous Materials Ordinance, No. 121-2007
- National Response Framework, January 2008
- National Response Team JIC Model Plan, January 1, 2010
- National Incident Management System, December 2008
- United States Government Interagency Domestic Terrorism concept of Operation Plan (CONPLAN)
- Presidential Decision Directive – 39, U.S. Policy on Counterterrorism
- Presidential Decision Directive – 62, Combating Terrorism

*Note: This plan is intended to provide **basic** guidance to individuals and agencies tasked with the management of a WMD incident. The success of any plan depends on the ability of the personnel administering the plan to adapt the plan to fit the situation.*

POTENTIAL WEAPON OF MASS DESTRUCTION/TERRORISM SCENE

I. SITUATION AND ASSUMPTIONS

- A. There are organized factions, as well as individuals in society who may utilize acts of terrorism in the community to obtain monetary, religious, political, or other personal gain.
- B. The method of terrorist action is often through the use of a device or equipment designed to release chemical, biological, or radiological agents, or detonation of an explosive device with or without presence of these agents.
- C. The Louisville/Jefferson County Metro area affords many desirable targets of such a release to the potential terrorist.
- D. Such an act of terrorism would have among its desired effects the maximum disruption of community events, personal lifestyles, or the efficient operation of the Public Safety Agencies in controlling such an incident.
- E. The lead agency in the "Crisis Management" stages of a terrorist chemical, biological, or radiological event is the Federal Bureau of Investigation (FBI), by authority of Presidential Directive 39 of 6/21/95 and HSPD-5.
- F. The initial response to such an incident would be the Public Safety Agencies in the community.
- G. Response from the federal government, while needed and appropriate, will have significant lag time before enough resources arrive to relieve the local agencies, above and beyond the local federal agents from Louisville offices.
- H. The local Public Safety Agencies must be prepared to establish command and attempt control of a potential terrorist act, in cooperation with responding federal agencies.
- I. As the procedures and equipment involved in the control of a Terrorist Act are in many ways similar to those found in Hazardous Materials Response, the steps outlined in Annex Q of the Louisville/Jefferson County Metro Emergency Operations Plan should be instituted, with modifications as outlined in this plan.

II. MISSION

The mission is to establish procedures for the safe and efficient response from Louisville/Jefferson County, state and federal agencies to acts of terrorism involving Weapons of Mass Destruction (WMD).

III. DIRECTION AND CONTROL

- A. Incident Command
 - 1. The Incident Commander (as described in Annex Q) must request to the scene, and include in the Unified Command Structure, the FBI Agent in Charge for the Louisville office, the FBI Weapons of Mass Destruction Coordinator, or their designees. The Incident Commander must acknowledge that overall Incident Control of the crime scene belongs to the FBI On-Scene Commander and must transfer command to the Commander and work mutually with the Commander to resolve the situation.
 - 2. The Incident Commander, in conjunction with the FBI On-Scene Commander, should activate the Louisville/Jefferson County Crisis Group and utilize the resources of that group as needed during the incident.
 - 3. State and federal agencies and resources will begin to arrive at the incident over time. The local Incident Commander should be prepared for this eventuality, and ensure that a Federal On-Scene Coordinator is in place and part of the Unified Command Structure.

4. As the incident progresses to the “Consequence Management” Stage, the Federal Emergency Management Agency (FEMA) takes the lead federal role at the direction of the Attorney General of the United States, and is in overall control of the incident. There will continue to be a federal law enforcement presence at the incident.

B. The Louisville/Jefferson County Crisis Management Group

1. The “Crisis Group” was formed in May of 1998 to plan for and provide integrated and coordinated support to the Incident Commander before and during the crisis and consequence phases of any WMD incident in Louisville/Jefferson County, Kentucky.
2. Membership in the Group includes, but not limited to, the following:

Federal Bureau of Investigation	Bureau of Alcohol, Tobacco & Firearms
Selected Chemical Industry Representatives	Red Cross
Jefferson County Public Schools	Jefferson County Coroner
Louisville Metro EMS	Jefferson County Sheriff’s Office
Jefferson County Fire Service	Kentucky Air National Guard
Kentucky Army National Guard	KY Division of Emergency Management
Kentucky Medical Examiner	Kentucky State Police
Louisville Division of Fire & Rescue	Louisville Metro Police
Louisville Metro Public Works	Louisville Mayor’s Office
L/JC Metro Emergency Management Agency	Louisville Metro Public Health and Wellness
U of L Department of Emergency Medicine	U of L Department of Pathology
US Postal Service	US Secret Service
University of Louisville	KY Cabinet for Health and Family Services
	KY Hospital Association
	Metropolitan Sewer District
	Transit Authority of River City

I. CONCEPT OF OPERATIONS

General

1. Public Safety Agencies should be cognizant of the signs of a chemical, biological, or radiological agent release, and trigger the Louisville/Jefferson County Metro Operations Plan Annex Q. An actual incident involving chemical, biologic, or radiological Agents should warrant a Level 2 Response at a minimum. Such signs may include, but not be exclusive to:
 - a. Multiple patients with similar symptoms with no obvious release source.
 - b. Multiple patients with similar symptoms in a location advantageous to a terrorist, such as places of assembly, public safety locations, etc.
 - c. Incident involving a container with Military Markings, especially in a foreign language.
2. All agencies on the scene must realize that they are working at a crime scene and be alert to the threat of a secondary device. Law enforcement should work with the Incident Commander to secure the scene.
3. Dispatch procedures should be modified in such a way as to minimize the impact to the community, while not compromising public safety.
4. EMS, Health and Fire Agencies should establish mass decontamination sites as needed on the site. Coordination and implementation of this decontamination operation is discussed in Annex Q. Decontamination of corpses will be coordinated with the Coroner’s Office with Annex Q.

5. MetroSafe Communications should, upon direction from the NIMS/Unified Command Structure, contact all local hospitals to screen entry by the public into their facilities to prevent contaminated patients from walking into the hospital and possibly contaminating the staff or other patients. Review of other incidents has shown that a large percentage of patients presenting to medical care do so via private transportation.
6. EMS and hospitals should be aware of the potential need for large quantities of antidotes for both chemical and biological agents. It should be a function of the Medical Task Group of the Louisville/Jefferson County Crisis Group to obtain inventories and contact information for suppliers of these items. In the absence of an obvious threat it is reasonable to pre-plan for the expedient acquisition of these antidotes from outside sources, such as pharmaceutical companies, the military, etc.
7. EMS should utilize any and all means of mass transportation to the Emergency Departments, including buses. EMS should be prepared to triage patients that are stable to Emergency Departments in other communities.
8. Law enforcement agencies must quickly establish a perimeter to contain the public from entrance or egress (assuming no safety issues) from the area of the event. This will be a logistical challenge and call for a major commitment from law enforcement agencies.
9. Incidents involving WMD are crime scenes, and agencies on scene should follow standard procedures.
10. The Public Safety Answering Points (PSAPs) and all Communications Centers should be made aware of the threat, as they are prime locations for a secondary device designed to corrupt agency communication.
11. MetroSafe Communications Radio Shop should be contacted to check the status of its transmitter sites, and be on the lookout for any unusual packages, or vehicles near the transmitter sites. These sites are also potential targets for the terrorist.
12. Hazmat Teams, either Louisville Fire & Rescue or Jefferson County Fire, should be aware that the Chemical Protective Clothing (CPC) normally utilized will provide protection against most chemical and biological agents. These teams should consult their CPC distributors for more specific information.

INCIDENT COMMANDER OPERATIONAL CONSIDERATIONS

I. Incident Commander Operational Considerations

- A. In many instances firefighters may arrive on the scene of an incident where numerous victims exhibit varying degrees of injury and illness. It may not be immediately recognizable that a chemical agent is the cause of the victim's distress. As such, firefighters possibly will enter a potentially hazardous environment in order to perform rescue of living victims wearing only their basic firefighter protective ensemble (structural turnout gear and SCBA).
- B. Based on the testing performed by the SBCCOM Improved Response Program, Incident Commanders have some basic knowledge of the operational limitations of performing quick rescue operations in a chemical weapon environment with FFPE and SCBA. The following basic operational considerations must be considered:
 - 1. The presence of living victims inside the potential hazard area provides the basic indicator for firefighters to assess the level of nerve agent contamination.
 - 2. Rescue entry occurs after vapor concentration has peaked (assumed approximately ten minutes after the release of agent).
 - 3. Firefighters using standard turnout gear and SCBA to perform rescue of known live victims can operate in a nerve agent vapor hazard for up to 30 minutes with minimal risks associated with nerve agent exposure.
 - 4. The risks associated with these 30-minute operations are that 50% of firefighters may experience increased sweating and muscle weakness 1-18 hours after exposure.
 - 5. Firefighters entering a nerve agent environment without known live victims using standard turnout gear and SCBA should limit their potential exposure to three minutes.
 - 6. Firefighters searching an enclosed area for victims should immediately exit the area and undergo decontamination if they encounter evidence of chemical contamination and cannot identify any living victims.
 - 7. If firefighters encounter oily liquid contamination (puddles/drops) and victims report signs of mustard agent (i.e. garlic odor), firefighters and victims should immediately exit the area and undergo decontamination.

C. Conditions for Rescue Operations

- 1. The use of firefighter standard turnout gear and SCBA to perform rescue operations at a potential chemical agent incident is based on the following conditions:
 - a. The type and extent of the chemical hazard is determined based on an immediate assessment of the scene that includes victim signs and symptoms.
 - b. Entry using turnout gear and SCBA is only a consideration, if the initial responders do not have chemical agent detectors or certified chemical protective clothing immediately available.
 - c. Firefighters will only enter potentially contaminated areas to perform rescue of known live victims or to perform an immediate reconnaissance to determine if live victims exist.
 - d. Firefighters will immediately exit any area where they encounter evidence of chemical contamination and cannot identify any living victims.
 - e. Firefighters will avoid contact with any unidentified liquids.
 - f. Firefighters and rescued victims will undergo an emergency decontamination (water-based high-volume, low-pressure) immediately upon exit from the potentially hazardous area.
 - g. Immediate medical assistance such as that provided by EMS providers is immediately available on scene.

II. Additional Considerations

- A. These operational guidelines do not replace SOGs or regulations; however, they assist the Incident Commander in identifying the risks of initial reconnaissance in unknown contamination and quick rescue of victims who have survived a chemical agent release.
- B. To make a valid risk assessment for performing casualty rescue, Incident Commanders should know the risk of health effects that firefighters might experience, as a result of exposures received while using turnout gear and SCBA to rescue victims in a chemical agent environment.

- C. The information regarding rescue operations is based on the presence of live, viable victims being in the hazardous area once first responders arrive on the incident scene (estimated to be 10 minutes after the release of the agent).
- D. These recommendations are based on testing by SBCCOM of Firefighter Protective Ensemble against chemical agent VAPOR only. Firefighters performing quick rescue operations should continue to avoid liquid contamination and should always seek to minimize liquid contact.
- E. Using turnout gear and SCBA, while rescuing known live, viable victims in a chemical agent environment, does not justify performing hazardous material operations, such as agent detection, identification, or mitigation procedures, in other than the appropriate level of Occupational Safety and Health Administration (OSHA) Personal Protective Equipment (PPE) for the estimated hazard

III. GUIDANCE PUBLICATIONS

- Improved Response Program (IRP) U.S. Army Soldier and Biological Chemical Command (SBCCOM) Domestic Preparedness Chemical Team - *Guidelines for Incident Commander's Use of Firefighter Protective Ensemble (FFPE) with Self-Contained Breathing Apparatus (SCBA) for Rescue Operations During a Terrorist Chemical Agent Incident*. NIOSH CBRN *Standard for Self-Contained Breathing Respirators (SCBA) for Emergency Workers in Terrorist Attacks*
- NFPA 1994 *Standard on Protective Ensembles for Chemical/Biological Terrorism Incidents*.
- National Incident Management System (NIMS), December, 2008
- National Response Framework, January 2008

**JOINT FEDERAL BUREAU OF INVESTIGATION
DEPARTMENT OF ENERGY AND
DEPARTMENT OF DEFENSE AGREEMENT FOR RESPONSE
TO IMPROVISED NUCLEAR DEVICE INCIDENT**

I. PURPOSE AND SCOPE

To set forth and define specific areas of responsibility and procedures for responding to emergencies involving Improvised Nuclear Devices (IND) within the United States, District of Columbia, Commonwealth of Puerto Rico, and U. S. possessions and territories, by representatives of the Federal Bureau of Investigations (FBI), Department of Energy (DOE), and the Department of Defense (DOD). These provisions amplify the current DOD/ DOE Agreement of 1 March 1977, DOE/ FBI Memorandum of Understanding of June 1976 dealing with response to incidents involving nuclear material, and the Attorney General's letter to the Secretary of Defense on assistance to federal agencies combating terrorism, dated 10 November 1972.

II. TERMS OF AGREEMENT

- A. This agreement will be effective upon signature by representatives of the FBI, DOE and DOD.
- B. Amendments, modifications or termination on this agreement may be made by written agreements of all parties.

III. POLICY

- A. In a nuclear threat incident involving an IND, the FBI is responsible, as set forth in Section 221.b of the Atomic Energy Act, as amended, for investigating all alleged or suspected criminal violations of that Act.
- B. The FBI has primary jurisdiction where a question of the violation of federal law exists and, where appropriate, will coordinate the utilization of available resources in the interest of public health and safety. DOE and DOD will provide assistance and support to the FBI as listed in Section V of this agreement.

IV. IMPLEMENTATION

Each party will issue its own departmental instructions and detailed operating procedures implementing this agreement and will develop and exchange additional instructions and procedures as are deemed necessary for the continued implementation of this agreement.

V. RESPONSIBILITIES

- A. The FBI will:
 - 1. Act as the federal agency in charge at the scene of an IND incident and assume jurisdiction over all field organizations.
 - 2. Establish and maintain contacts and coordinate IND incident support requirements with other federal agencies and local law enforcement agencies.
 - 3. Provide security for personnel and equipment to be utilized in search, deactivation, and clean up operations.
 - 4. Provide, at the incident scene, a representative to act as liaison with federal and local authorities.
 - 5. Notify appropriate individuals and offices of any nuclear threat incident.
 - 6. Notify DOE Headquarters of support requirements and provide:
 - a. The exact wording of threat messages, copies of drawings, nuclear material samples, or other related intelligence for scientific analysis and credibility assessment.
 - b. All information pertinent to an assessment of a threat perpetrator's technical capabilities to carry out a threat.
 - 7. Notify the National Military Command Center (NMCC)/ Explosive Ordinance Disposal (EOD) of support requirements for either standby or deployment.
 - 8. Provide additional support as required by DOE and DOD/ EOD personnel in carrying out their assigned operations.

- B. The DOE, upon notification by the FBI of an IND incident, will:
1. Provide scientific and technical assistance and advice to the FBI and DOD in the areas of threat assessment and search operations, device deactivation, hazards, assessment, containment, relocation and storage of special nuclear material evidence, and in post-incident cleanup.
 2. Analyze threat messages for technical content, nuclear design feasibility, and general credibility and provide such analysis to the FBI.
 3. Acquire, maintain, and make available any special equipment and capabilities required to provide the necessary scientific and technical support.
 4. Coordinate IND incident activities with the Nuclear Regulatory Commission (NRC), as appropriate (IND incidents involving facilities or material within the jurisdiction of the NRC are initially reported by NRC to the FBI).
 5. Arrange for any special transportation of DOE equipment, personnel, and/ or nuclear material, as required.
 6. Notify the DOD and civilian agencies of, and request assistance for, post-incident cleanup activities as soon as appropriate.
 7. Have final authority concerning the classification of Restricted Data and DOE-originated National Security Information associated with source material, special nuclear material, radioactive by-products, or nuclear weapons/ components.
 8. Provide, upon request by the FBI, scientific and technical information and testimony for use in any legal action undertaken by the Department of Justice.
- C. DOD, upon request by the FBI, will:
1. Provide EOD technical and operational assistance to the FBI.
 2. Provide EOD technology, procedures and equipment for working point access, device deactivation, and non-nuclear device diagnostics.
- D. The FBI, DOE, and DOD will:
1. Coordinate all proposed press releases related to IND incidents. Any media or public inquiries will be initially referred to the FBI; responses to such inquiries will be coordinated with DOE and DOD.
 2. Treat all IND incidents with adequate security and confidentiality commensurate with National Security classification guidelines and the standards for the preservation of criminal evidence.
 3. Review the IND incident for the purpose of improving upon future joint responses.
 4. Provide a mechanism for coordinated planning and for coordinated training and testing of IND incident management, equipment and personnel.
- E. The DOE and DOD, in support of the FBI, will:
1. Develop working point operation procedures to be followed after location of an IND.
 2. Provide for:
 - a. IND EOD training material including inert nuclear and high explosive devices and fusing and firing systems.
 - b. Realistic training exercises that includes participation by all parties (FBI, DOE, and DOD/ DOE).
 - c. Training in EOD practices, procedures, and component identification safety precautions for IND.
 - d. Research and development in the areas of render safe and disposal technology including dispersal containment concepts.

VI. PROCEDURES

A. Initial Notification

1. IND incidents could initially come to the attention of the FBI, DOD, or the DOE. Upon receipt of such information, the agency informed will immediately notify the nearest FBI office and provide all known information. The FBI will officially notify all agencies involved of the incident.
2. All agencies will notify the various branches, offices, or individuals concerned within their jurisdictions about the situation and specify what actions and/ or resources might be required.

B. Actions upon notification

1. The FBI will designate a Special Agent to take command of field operations and Special Agents to act as liaison with DOE Headquarters, local police jurisdictions, and the NMCC.
2. DOE will consult with the FBI and will assign personnel to provide required support. A FBI liaison representative will be designated by competent authority to accompany DOE personnel to the scene on an IND incident for local coordination purposes.
3. The NMCC will, upon the receipt of notification by the FBI of a credible IND incident, notify the applicable DOD Emergency Operations Center (EOC), which will utilize its established notification system in order to dispatch an EOD unit and other technical and operational support to the incident site. A FBI representative will be designated by competent authority as point of contact for EOD personnel at the scene of an IND incident for local coordination purposes.
4. The DOD/ DOE command post will be located in the incident site control center.

C. Threat Assessment

1. The FBI with DOE assistance, including DOD participation when appropriate, will provide a threat assessment.
2. DOE will provide scientific and technical assistance for determining the credibility of specific nuclear threats and the potential hazards associated with those threats and report its assessment to the FBI.
3. DOE will determine, in coordination with the NRC, if any source material, special nuclear material, or radioactive by-products are missing or unaccounted for and report the results to the FBI. DOD and DOE will, when requested by the FBI, determine if any nuclear weapons or components are missing.
4. The FBI will notify DOD through NMCC of any credible threat and request DOE and DOD/ DOE assistance.

D. Search and Location

1. DOE will have primary responsibility for the search and location of improvised nuclear devices.
2. DOE will dispatch, upon request by the FBI, a DOE response group and necessary special equipment to the scene of an incident.
3. The DOE response group will, by use of specialized equipment, attempt to determine the presence and location of an IND.
4. DOE will relay all data relating to the IND, including radiological readings, configurations, and location to the FBI and the DOD/ EOD team.
5. DOD/ EOD personnel will identify the presence or suspected presence of booby-trapped devices in the area or structure which the DOE response team is searching.
6. The DOD/ EOD team present will be responsible for the clearance of any booby-traps or other hazardous item encountered by the DOE team during the search.
7. The FBI will have primary responsibility for security of, and access to, the location of an IND incident.

E. Incident Site Reconnaissance and Clearance

1. DOD/ EOD, with Doe technical assistance, will have primary responsibility for incident site reconnaissance and clearance.
2. DOD/ EOD personnel will clear the area/ structure of explosive devices.
3. DOD will provide a qualified individual for safety and coordination of functions at the working point.

F. Diagnostics and Measurements

1. DOE, with DOD/ EOD assistance, will have primary responsibility for diagnostics and measurements.
2. DOE personnel will determine, through use of diagnostic measurement equipment, details of the suspected device, including its structure and function.

G. Dispersal Containment Preparations

1. DOD with DOE and FBI support will have primary responsibility for dispersal containment preparations.

2. DOD/EOD and DOE personnel will develop, with FBI support, any required containment apparatus for explosive and radiological matter.

H. Device Deactivation

1. DOD/EOD, with FBI and DOE support, will have the primary responsibility for device deactivation.
2. DOD/EOD personnel will develop suitable render safe procedures.
3. DOD/EOD personnel will perform the approved deactivation procedures. DOD/ EOD, FBI and DOE personnel will work in close cooperation to achieve the deactivation of the device.

I. Post-Incident Operations

1. The FBI, with support of DOE, DOD and other federal, state and local authorities will have primary responsibility for post-incident operations.
2. DOD/ EOD and DOE personnel will work closely with, and in support of, the FBI in the preservation of evidence.
3. DOE and DOD will arrange for any special transportation of nuclear material in coordination with the FBI.
4. The FBI will request assistance from DOE, DOD and appropriate civilian agencies for post-incident cleanup.

- J. Major Emergency or Disaster – In a major emergency or disaster, DOE will assist in the response to post-incident cleanup requirements in coordination with the DOD and various civilian agencies as provided for under other agreements. DOE will have assistance from the DOD as provided for in the 1 March 1977, DOD and DOE Agreement in Response to Accidents-Incidents involving Radioactive Material or Nuclear Weapons.

VII. EMERGENCY ASSISTANCE EXPENSE

DOD, DOE and the FBI will each fund the costs which they incur in providing the equipment and services required to meet their responsibilities defined in the agreement. Any reimbursements, which may subsequently be agreed upon by the undersigned in furtherance of this agreement, will be in accordance with the Economy Act, 31 U. S. C. 8.

Weapon Material

I. SITUATION AND ASSUMPTIONS

- A. A variety of materials could be used in making an improvised nuclear device. These would pose different levels of hazard to the human body.

B. Hazards

1. Plutonium (Pn)

Plutonium is a fissile nuclear material used in nuclear weapons. It is a radioactive metallic element with a very long half-life and is highly toxic and may cause death or permanent injury after internal exposure to small quantities. Entry into the body is by ingestion, inhalation, or through a break in the skin.

2. Other Radioactive Isotopes

Some of the more common radioactive isotopes other than plutonium which may be used in the threat are:

- P-32-phosphorus
- Co-60-cobalt
- Sr-90-strontium

- I-311-iodine
- Cs-137-cesium
- Ir-192-iridium
- Au-198-gold
- Ra-226-radium
- H-3-tritium
- Ca-45-calcium
- Zn-65-zinc

These and many other isotopes could be used in a dispersal device; however, there is a wide variation in toxicity among the radioisotopes depending upon their chemical and physical properties. Thus the identification of the isotope and its chemical form is necessary to determine the proper response.

3. Fissile Materials

Only certain isotopes of uranium and plutonium (special nuclear material) are capable of sustaining a chain reaction and are suitable for use in constructing a nuclear explosive. Other elements cannot be used to make a nuclear explosive. All of the isotopes are however radioactive.

4. High Explosives (HE)

A high explosive (HE) is an essential element of a nuclear explosive. HE may or may not be present when a radioactive dispersal device is involved in the threat. HE in the form of TNT, dynamite, and others are dangerous to handle at any time. In a bomb, they are especially dangerous since they may be used with a crude and/ or sensitive detonating device. Therefore, only an expert familiar with such devices should attempt to disarm them.

5. Nuclear Detonation

In a nuclear detonation, thermal, radiation and blast are added hazards in the immediate area. In addition there is potential for airborne radiation spreading downwind and being deposited as fallout.

Radiation Exposure Control

I. SITUATION AND ASSUMPTIONS

Procedures to be used for limiting radiation exposure have been developed by the Health and Family Services Cabinet (H&FSC), Radiation Health and Toxic Agents Branch. These procedures are contained within that branch's internal SOP.

II. CONCEPT OF OPERATIONS

The following is general guidance to be observed in limiting radiological exposure if advice is unobtainable from the Radiation Control Branch of H&FSC.

A. Hazards and Exposure Criteria

Exposure to large quantities of nuclear radiation over a relatively short period of time can cause disabling sickness or death. Exposure to lesser quantities, either externally or through inhalation and ingestion, may result in chronic impairment of health. Radiation exposure may also damage the genetic material in the body of the individuals, resulting in health impairment of future generations. Therefore stringent limits have been established as follows:

1. General Population

All practicable measures must be taken to limit the whole body exposure dose to any individual of the general population to the recommended 0.1 rems in any one year.

2. Emergency Workers

Emergency operations will be necessary to save lives and reduce escalation of the radiological problem when an emergency occurs. Emergency workers who are involved could conceivably become exposed to radiation and contamination while carrying out their duties.

B. Life Saving Actions

If entry into a radiation area is necessary to search for and remove injured or trapped persons, exposure limits of 5 rems may be exceeded by workers involved. In such a case, the following guidance extracted from the National Council on Radiation Protection (NCRP) Report 39 should be followed.

1. Rescue personnel should be volunteers or professional rescue personnel (e.g., firemen) who volunteer by choice of employment.
2. Rescue personnel should be broadly familiar with the consequences of exposure.
3. Women capable of reproduction should be advised of the risk before taking part in these actions.
4. Other things being equal, volunteers above the age of 45 should be selected.
5. Planned dose to the whole body will not exceed 100 rems.
6. Hands and forearms may receive an additional dose of up to 200 rems (for a total of 300 rems).
7. Internal exposure should be minimized by the use of the best available protective clothing.
8. Normally, exposure under these conditions should be limited to once in a lifetime.
9. Persons receiving exposure as indicated above should avoid procreation for a period of several months.

C. Extraordinary Emergency Operations

This applies under less than life saving circumstances where it is still desirable to enter a hazardous area to protect facilities, eliminate further escape of effluents, or to control fires. All elements listed under the guidance given for section 2-B, above should be followed except for paragraphs 2-B-5 and 2-B-6. Change these as follows:

1. 2-B-5, planned dose to the whole body should not exceed 25 rems.
2. 2-B-6, planned dose to the hands and forearms will not exceed 75 rems, including the whole body component.

- D. Persons receiving exposure as indicated above must be provided expert medical treatment, consultation and service of individual dosimeters.

Radiation Protective Actions

I. SITUATION AND ASSUMPTIONS

- A. The procedures to be used for establishing protective actions are set forth in the SOP of the Cabinet for Health Services (CHS), Radiation Health and Toxic Agents Branch.
- B. These procedures will be used in response to a nuclear incident to minimize contamination.

II. MISSION

The mission is to provide protective actions to use when dealing with nuclear weapons.

III. DIRECTION AND CONTROL

Direction and control will be provided by Louisville/Jefferson County Metro Emergency Management Agency. The state response will be directed by the Cabinet for Health and Family Services (CHFS) Radiation Health Branch as the State Radiation Control Agency.

IV. CONCEPT OF OPERATIONS

- A. Two different populations at risk will have to be combined when dealing with a nuclear weapon – those at risk from direct effects, and those at risk from indirect effects.
1. Direct effects include blast, fire, and initial radiation.
 2. Indirect effects include radioactive fallout and electromagnetic pulse.

B. Types of Protective Action are:

1. Evacuation
2. In Place Shelter
3. Access Control
4. Agriculture Product Control

The type of protective action recommended must consider time, distance and shielding.

- C. Evacuees will be moved beyond the projected 2 pound per square inch blast over pressure shock wave and/ or contaminated area, whichever is greater, resulting from the weapon explosion.

- D. Evacuees will be sheltered in conformity with local or surrounding counties' Emergency Operations Plan (s). A wide variety of protective actions are available that can be used to reduce, or eliminate the effects of radiation and contamination. For the purpose of this plan, protective actions are considered in two aspects.

1. Selected objects and material may be protected from contamination by covering them before the "cloud" arrives. For example, to avoid the contamination of food obtained from livestock, all livestock feed should be covered. Machinery that cannot be decontaminated economically should be covered. Windows and doors of homes should be closed and sealed. Livestock should be put into the best-covered space. Providing cover against contamination may require time needed for other actions, such as, evacuation. Thus, under some circumstances, it may not be feasible. Closing the intake from a contaminated reservoir to a municipal distribution system has the same effect as covering. This is a no cost action that requires little planning and does not require public participation. It requires coordination with essential water consumers (fire services) and a public information announcement.

2. Shelter from Radiation

The average home offers significant protection, especially if the ventilation system is shut off. Shelter, to be used effectively, requires professional evaluation and planning. If available, it offers an alternative to evacuation.

3. Evacuation

Evacuation is a major countermeasure to prevent or reduce exposure and contamination. It is a complex operation possibly involving several governmental departments. Its effectiveness is considerably enhanced by detailed planning. Support evacuation will be in accordance with the Emergency Operation Plan.

4. Respirators

Most respirators with proper filtration cartridges and a good seal around the face are effective in preventing the inhalation of airborne radioactive particles. These are most applicable to emergency workers operating in the contaminated areas. Self-contained breathing apparatus are preferable. Respirators provide no protection from gamma radiation.

5. Protective Clothing

Protective clothing is worn to prevent contamination of the skin. Its principal value is to reduce or eliminate the need for skin decontamination, but offers no protection from gamma radiation.

6. Import Clean Food and Water

The radiation and contamination levels may be low enough to meet occupancy standards, but not low enough for contaminated food and water in the area to meet ingestion standards. Such food and water should be tested in a laboratory to determine if they meet ingestion standards. Meanwhile, food and water would be imported until local supplies are determined to be safe from contamination. Uncontaminated foods such as those stored in sealed containers, refrigerators, freezers, etc., could be used.

E. Restorative Actions

Recovery and restorative actions are those necessary to allow re-entry into an area or release of items for use after having been contaminated. Some of these actions are:

1. Decontamination

Decontamination is the removal of radioactive material from surfaces. It is a corrective action to reduce the likelihood of ingestion and beta skin exposure, and to a lesser degree, whole body radiation exposure. Decontamination is a relatively expensive action that is performed under professional supervision. Allowing radioactive material to decay is an alternative to decontamination.

2. Special Chemical Treatment

Special chemical treatment is a form of decontamination applied to water, milk or other contaminated substances from which the radioactive chemicals can be removed. It is used to recover resources which would otherwise require disposal, or which would, if ingested, subject the population to internal contamination.

Search Techniques

I. SITUATION AND ASSUMPTIONS

- A. Upon receipt of a nuclear threat a search of the area, in advance of the federal response, may need to be conducted by local authorities.
- B. This initial search may be conducted by available personnel who are familiar with the area. These searchers must be warned to take no action in the absence of trained personnel and equipment. Time, distance, and shielding will always be a consideration.
- C. The Incident Command System will be used.

II. MISSION

The mission is the attempt to locate a device in response to a nuclear threat.

III. DIRECTION AND CONTROL

Direction and Control will be provided by the local Emergency Management Director and the Search and Rescue Coordinator.

IV. CONCEPT OF OPERATIONS

A. General Considerations

- 1. The search should be conducted by, or in the presence of, trained personnel equipped with instruments capable of detecting radioactive materials.
- 2. The search can be expedited if personnel, who are familiar with the area, or the building and its contents, are used.

3. Area housing critical equipment/ machinery should be searched by the personnel most familiar with the area and equipment.
4. If a suspected nuclear or dispersal device is found:
 - a. Do NOT touch or attempt to move the object.
 - b. The danger area should be identified and blocked off with a clear zone.
 - c. Call KyEM to request technical assistance from the federal agencies responding.
 - d. KyEM will notify the FBI to ensure appropriate federal notifications are made.
5. Since plutonium is an alpha emitter, it may be carried into a building in any type of package. However, there is associated with plutonium a low energy gamma ray, which can be detected by sophisticated detection, instruments available through DOE.
6. The more common radiological isotopes are capable of being detected by the CDV low level Geiger counters. Nevertheless, only competent, trained personnel should be involved in the search for these materials.
7. The Civil Defense CDV low level Geiger counter, or any other CD instrument, cannot detect alpha radiation or very low energy gamma. (Such as is associated with plutonium) therefore, it is important to remember that false/ inaccurate readings can be obtained with any instrument. For example, in high radiation the CDV low level Geiger counter may become saturated (and read zero) thereby giving a false sense of security. It is extremely important that personnel be familiar with all instrument parameters. Dangerous quantities of radioactive material can be "hidden" from detection instruments if sufficient shielding has been placed around the material to absorb the radiation.

Threat Documentation

I. SITUATION AND ASSUMPTIONS

- A. The threat of a nuclear terrorist event may be transmitted in several forms. The threat must be carefully documented since they are useful in threat assessment and formulating the appropriate response.
- B. Threat documentation is also necessary as an evidence collection tool to assist the investigation of such threats.

II. MISSION

The mission is to provide direction for the handling of any nuclear terrorist threat received.

III. CONCEPT OF OPERATIONS

- A. If a written threat or statement following an incident, the original message should be immediately turned over to a law enforcement official for preservation as evidence.
- B. The following information should be recorded/submitted for threat analysis when a threat or statement is received by phone:
 1. Date and time of the call.
 2. Exact words of the person making the call.
 3. Name, if given. This includes organization names and correct spelling should be requested.
 4. Sex.
 5. Accent, if any.
 6. Speech pattern (stuttering, lisp, slurred, etc.).
 7. Tone of voice (irate, calm, frightened, nervous, etc.).
 8. Is the voice familiar?
 9. Background noises.
 10. Local or long distance, if known.
 11. If a tape has been made of the message it should be submitted as soon as possible to the KSP, or FBI, for possible voice print analysis.

- C. Threats received electronically should be left intact and maintained as evidence.

Federal Response Scenario

I. SITUATION AND ASSUMPTIONS

- A. Upon receipt of a nuclear terrorist threat the mechanisms in the joint Federal Bureau of Investigation, Department of Energy and Department of Defense Agreement for Response to Improvised Nuclear Device Incidents will be activated.
- B. State response plans should consider these actions and develop plans accordingly.

II. MISSION

The mission is to provide a framework in which the overall plan will be developed in response to a nuclear terrorist event with consideration given to the anticipated federal response.

III. CONCEPT OF OPERATIONS

- A. Information on the threat is forwarded to the FBI.
- B. FBI contacts the Department of Energy to evaluate the threat.
- C. If the threat is considered to be viable from a non-technical point of view the Nuclear Emergency Search Teams (NEST) at Andrews Air Force Base at Washington, DC, and McCarren Airport at Las Vegas, NV, are put on two hour alert.
- D. Technical information on the threat is forwarded by DOE to Sandia and Los Alamos National Laboratories in NM, and Lawrence Livermore National Laboratory in CA.
- E. Threat documentation is forwarded to FBI forensic laboratory for examination. Copies are sent to RAND Corporation in Santa Monica, CA, and Syracuse Research Center in Syracuse, NY, for background information on the sender.
- F. If the threat is confirmed the NEST team is dispatched to the site and a ground and aerial survey using sophisticated radiological detection gear is carried out. At this point the FBI becomes the lead agency and all actions proposed by state and local government will be coordinated through the FBI.
- G. Once the weapon's general position is located a military EOD team and NEST carry out the final search.
- H. Upon actual location of the weapon the military EOD team and NEST determine if it can be deactivated.
- I. NEST advises the Governor of the protective actions to be taken.

CHEMICAL TERRORISM

- I. **Chemical Weapons.** The primary effect of WMD chemicals is poisoning through various means, depending upon the chemical used. Hazardous industrial materials are present in virtually every city in the country. Consequently, city emergency operations plans typically address responses to accidental spills or leaks. The effects of military-type chemical agents, which are specifically designed to kill or incapacitate people, can include systemic poisoning of the nervous system or respiratory system and blistering of the skin at the site of contact. Portals of entry for chemicals, listed in decreasing severity, include inhalation, injection (e.g., from puncture wounds with contaminated objects), ingestion, and absorption through the skin or eyes. Chemicals generally exhibit their effects rapidly. Fast acting industrial chemicals such as cyanides, anhydrous ammonia, chlorine, and some military chemical agents (i.e., nerve agents) can render victims unconscious or incapacitated within seconds to minutes of exposure. Industrial solvents, acids, or some military chemical agents (i.e., phosgene, blister agents) have delayed effects that may not become apparent for several minutes to hours after exposure. This can lead to increased exposure and injury to victims who are not aware that they are being seriously affected by their inadvertent failure to rapidly exit the hazard area or decontaminate themselves. The fast-acting chemicals will result in higher numbers of more seriously injured casualties on site. Delayed-acting chemicals will initially present fewer symptomatic casualties on site, but may result in an overall greater number of people exposed to the hazards.
- II. **Chemical Weapons Availability:** Bulk quantities of hazardous industrial chemicals are either stored in or transported through most cities. Other materials can be obtained for the local manufacture of some chemical agents that might be used in a weapon. (Some military chemical agents such as Soman, VX, and Lewisite should not be considered a realistic terrorist threat due to the difficulty in acquiring the precursors and synthesizing these chemicals. Phosgene should also be excluded due to its instability.) Mustard agents and some nerve agents (Tabun, Sarin), on the other hand, are relatively easy to synthesize in significant quantities from reagents available throughout the United States. Some chemical agents can be produced with little more than a background in college organic chemistry.

NOTE: Because of the inherent problems associated with the production, storage, handling and dissemination of chemical agents, the weaponized material is likely to be a small quantity (less than 10 liters) of relatively impure agent (about 50%), as was demonstrated in the Tokyo subway attack by Aum Shinrikyo. An exception to this assumption would be the intentional bombing of a large storage container of toxic industrial chemicals. This type of incident could be treated as a large HAZMAT spill with mass casualty potential. Refer to the Hazardous Materials Plan, Annex Q for additional information.
- III. **Chemical Agent Dissemination.** The process of making chemical warfare agent and effectively disseminating it is more difficult than with high explosives. Handling of chemical agent requires protective clothing or sealed containers. Spraying and area-coverage kinetic energy devices are most effective for chemical agents. Such devices can include crop dusters, pressurized sprayers, and bursting or exploding devices attached to containers filled with the materials (including industrial bulk chemical containers).
- IV. **Collateral Damage.** The collateral damage from a chemical agent terrorist attack depends upon several factors, including weather and the proximity of sensitive or populated areas to the incident site. The spread of toxic material may be limited to a local radius around the device, exposing those closest to potentially lethal concentrations, while those at a distance would be exposed to significantly lower concentrations. Contamination from a toxic chemical release may affect the local wildlife, livestock and pets.
- V. **Planning Considerations.** An act of terrorism involving the release of a chemical warfare (CW) agent is a major threat to the public safety and health and the environment, and requires an immediate, well-planned and executed response in order to limit the effects of the agent involved. Like biological agent terrorism, the terrorist use of chemical agents may be overt or covert (i.e., announced or unannounced). Unlike biological agents, which may require days to weeks to incubate the agent organism, a chemical agent will typically have its effects felt in seconds and minutes. Therefore, an immediate response is critical to the effective resolution of a chemical terrorist incident.
- VI. **First responders should be governed by the same evaluation process, and operational procedures and guidelines for a hazardous materials response.**

I. SITUATION AND ASSUMPTIONS

- A. Biological warfare agents fall into two general categories: toxins and living biological pathogens.
- B. Toxins are poisonous chemicals released by biological organisms. They may have a delayed effect of several hours to days. The primary natural portal of entry for toxins is ingestion, but a terrorist may disseminate by injection or create an aerosol for respiration. Most do not absorb through the unbroken skin (T2 toxin is an exception). Toxins are generally very deadly, although some (i.e., staph enterotoxins similar to food poisoning) might only result in severe illness with subsequent recovery several days later.
- C. Pathogens can have a very wide range of effects and mortality. Generally, they must be inhaled or ingested and then incubate in the victim for several days before the first symptoms are observed. Initial symptoms of most diseases are similar to flu, which further confuses the diagnosis. Some diseases are contagious; others are not.
- D. Biological agents are disease-causing microorganisms or toxins that may cause disease, injury, or death over a very large area. Unlike chemical agents, which often lead to nearly immediate onset of signs and symptoms, biological agents require a post-exposure incubation period as long as several days, weeks or months before the onset of symptoms, thus delaying the discovery of a disease event. Also unlike chemical agents, many biological agents are cheap and easy to manufacture. Within some limits, biological agents are also easy to deliver, using dissemination devices made from products readily available in local hardware stores. The fact that many symptoms of biological agents mimic other more common illnesses further delays the discovery of a biological agent event. Finally, most health care providers have rarely, if ever, seen a case of the diseases, which may be used by a terrorist (e.g., anthrax, plague), and few diagnostic laboratories are equipped to detect and confirm the diagnosis in a timely manner.
- E. Any plan involving a biological hazard should be based on relevant infectious disease or biological safety recommendations by the Centers for Disease Control and Prevention (CDC) and other expert bodies including emergency first responders, law enforcement, and public health officials. The need for decontamination and for treatment of all first responders with antibiotics or other medications should be decided in consultation with local public health authorities.
- F. As with any HazMat response, the approach to any potentially hazardous atmosphere, including biological hazards, must be made with a plan that includes an assessment of hazard and exposure potential, respiratory protection needs, entry conditions, exit routes, and decontamination strategies. The definition of Hazardous Material includes infectious agents, therefore all requirements of the Louisville & Jefferson County Metro Operations Plan, Annex Q, and 29 CFR 1910.120 will be met.
- G. Biological Weapons Availability. Toxic biological materials vary in availability, depending on the ease of procuring seed stock. A home brewery setup can easily produce many kinds of biological agent (once obtained) for use in a dissemination device. Biological materials may be available locally; some can be obtained from medical institutions.
- H. Biological Agent Dissemination. Spraying and area-coverage kinetic energy devices are most effective for biological materials. Such devices can include crop dusters, pressurized sprayers, and bursting or exploding devices attached to containers filled with the materials. Covert contamination of items or facilities with biological agents is particularly effective in localized attacks against small groups of people, for example the contamination of a salad bar in a restaurant. An indoor release of biological materials is more likely to cause mass casualties because of the small quantities of agent required to conduct an attack in an enclosed environment compared to that for an open space.
- I. Collateral Damage. The collateral damage from a biological agent terrorist attack depends upon several factors, including weather, the type of dissemination device, and the proximity of sensitive or populated areas to the release site. The spread of a toxic material may be limited to a local radius around the device, exposing those closest to potentially lethal concentrations, while those at a distance would be exposed to significantly lower concentrations. Contagious diseases and the contamination from delayed-acting biological materials may spread to other jurisdictions outside of the immediate release area.

II. MISSION

The mission is to provide for a response to the use, or threatened use, of a biological agent as an etiological weapon in an act of terrorism and the effective use of all available resources to contain the incident, reduce the casualty potential, and to address the effects of the attack.

III. DIRECTION AND CONTROL

A. Louisville Metro Public Health and Wellness and the Unified Command will promote and facilitate the rapid dissemination of outbreak-related information to healthcare agencies, hospitals, physicians, laboratories, clinics and other health care providers. The process includes some or all of the following:

1. Consulting with various state and federal officials
2. Determining response protocols and recommendations
3. Evaluating and coordinating existing public health resources
4. Activate the LJCMEMA Emergency Operations Plan (EOP)
5. Notifying first responders, medical community and public sector
6. Activating a toll-free telephone Crisis Hotline to disseminate public information

IV. CONCEPT OF OPERATIONS

A. Planning Considerations. An act of terrorism involving the release of a biological agent is a major threat to the public health and safety and requires an immediate response. Management strategies depend on whether the event is announced (overt) or is discovered through surveillance methods and diagnosis (covert). The receipt of a credible threat or the discovery of a package suspected of containing a biological agent warrants a more traditional hazardous materials response.

1. Early detection of a covert biological agent release is the most critical aspect in mitigating the effects of a bioterrorism event. It must rely on standard medical surveillance methods, although these methods may have to be modified to ensure that necessary information is captured in a timely manner. As such, the coordinated efforts of a broad spectrum of Louisville/Jefferson County Metro Government and state agencies and disciplines are required, to include some or all of the following:
 - a. KY Public Health Laboratory in Frankfort (for identifying the pathogens that cause unusual diseases or trends). The Louisville Metro Health Lab can support the processing, identification, and/or testing for selected pathogens or chemicals. The 41st CST may also assist as needed.
 - b. Jefferson County Coroner (for unusual deaths, unusual clusters of deaths or occurrence of unusual out-of-hospital deaths)
 - c. 14 area hospitals (for unusual influenza trends or unusual diseases)
 - d. Private practitioners (for unusual influenza trends or unusual diseases)
 - e. Louisville Metro Public Health and Wellness and state health epidemiology staffs
 - f. 9-1-1 dispatch agencies (for disease clusters over time or by geographic location)
 - g. Louisville Metro Public Health and Wellness (for water/food protection and vector control)
 - h. Veterinary medicine (for contagious and transmissible diseases from animals to man)
 - i. Jefferson County Public and Private School districts (for absenteeism trends)
 - j. Pharmacies for over-the-counter medication sales above baseline thresholds and the Real-time Outbreak Disaster Surveillance (RODS)
2. In order to identify a covert biological agent release, a centralized reporting system must be established to ensure a coordinated and timely epidemiological investigation of disease occurrence. Health care providers should report outbreaks of any disease, as well as the occurrence of unusual diseases.
3. Processes for the early identification of bioterrorism events are not necessarily unique within the medical community. They include:
 - a. Investigation of reported cases
 - b. Patient and health care provider interviews
 - c. Laboratory specimen collection and submission
 - d. Active surveillance on new cases
 - e. Prevention and control measures

4. Epidemiological principles must be used to assess whether a patient's presentation is typical of an endemic disease or is an unusual event that should raise concern. Features that should alert health care providers to the possibility of a bioterrorism- related outbreak include:
 - a. A rapidly increasing disease incidence (i.e., within hours or days) in a normally healthy population.
 - b. An epidemic curve that rises and falls during a short period of time.
 - c. An unusual increase in the number of people seeking care, especially with fever, respiratory or gastrointestinal complaints.
 - d. An endemic disease rapidly emerging at an uncharacteristic time or in an unusual pattern.
 - e. Lower attack rates among people who have been indoors, especially in areas with filtered air or closed ventilation systems.
 - f. Clusters of patients arriving from a single locale.
 - g. Large numbers of rapidly fatal cases.
 - h. Any disease that is relatively uncommon and has bioterrorism potential, in a patient without any risk factors for the disease.
 - i. Louisville Metro Public Health and Wellness Epidemiologists will:
 - 1) Establish case definitions
 - 2) Plot epidemic curves
 - 3) Calculate disease rates with respect to demographic variables.
 - 4) Determine geographic distribution of reported cases.
 - 5) Provide other information as to disease distribution and etiology

5. Once an incident has been identified as a biological warfare agent release, the health care system must be able to expand rapidly to meet the health care needs of the targeted population. Considerations should include:
 - a. Triage and treatment of large numbers of patients.
 - b. Use of alternate treatment facilities.
 - c. Use of Field Treatment Sites for congregation, triage, austere medical treatment, and stabilization. (L/M will activate its Medical Distribution Plan, as approved by the medical sub-committee of The Group.)
 - d. In conjunction with other governmental agencies, establish a Disaster Support Area (DSA) where disaster relief personnel and material resources are received, stockpiled, allocated and dispatched into the disaster area. The DSA may be used to register volunteers, physicians, and other licensed medical personnel.
 - e. Increased health care staffing by using additional sources of health care personnel:
 - Local EMS personnel
 - Local physicians and nurses
 - State employed physicians and nurses
 - Volunteer physicians, nurses, dental professionals, veterinarians, including retired and inactive personnel (Medical Reserve Corps)
 - Nurse practitioners and nurse practitioner students
 - Fire personnel
 - EMTs and paramedics
 - Medical school students and teaching staff (1st and 2nd year students)
 - Nursing school students and teaching staff
 - Pharmacists, pharmacy technicians and students
 - Physicians assistants (PA) and student PAs
 - Respiratory therapists
 - Mental health professionals and social workers
 - Laboratory technicians
 - Volunteers through professional societies
 - Other volunteer medical personnel
 - National Guard
 - Fort Knox personnel
 - Veterans Administration personnel

- Physicians from other countries
 - Clergy and faith based Groups
 - Academic institution personnel
- f. Managing staffing needs (including educating and immunizing health care providers and first responders to address likely attrition of staffing levels, (see L/M Distributions Plan as approved by the Medical Sub Committee of the Group).
 - g. Request state and national level medical assistance, as required (e.g., Strategic National Stockpile (SNS) from CDC, Disaster Medical Assistance Team (DMAT) through the National Disaster Medical System (NDMS). Contact the KYANG and the Jefferson County Sheriff's office.
 - h. Once requested and approved, be prepared to receive, prepare, store and redistribute pharmaceuticals and medical materiel in the National SNS Program Push Package. Maintain Contact with KYANG and the Jefferson County Sheriff's Office.
 - i. Institution of on-site care activities at area high schools (and any others as needed).
 - j. Utilization of unanticipated volunteers (as well as validation of their credentials/ certifications).
 - k. Activation of mutual aid agreements for staffing, supplies and equipment.
 - l. Partnering with local military facilities to expand existing patient space.
 - m. Cancellation of non-emergency services and procedures.
 - n. Discharge of all patients whose hospitalization is not deemed necessary by the unit medical director to sustain life.
 - o. Allocation or reallocation of scarce equipment.
 - p. Rapid access to current treatment protocols and information (ref. Department of Defense's: "Medical Management of Biological Casualties Handbook").
6. Patient decontamination, if required
 - a. Normally not required except in cases of gross contamination - only for overt biological agent attack
 7. Isolation and quarantine issues for infection control:
 - a. Organism dependent
 - b. Grouping patients with similar syndromes into separate areas of medical facilities
 - c. Universal precautions
 8. The rapid dissemination of public information to stem public distress
 9. Integration with state, regional and national medical response systems
 10. Prophylactic treatment and immunization
 - a. Health care workers, first responders, and general public
 - b. Access to local, state and federal pharmaceuticals
 - 1) Transportation of pharmaceuticals from sources to site
 - 2) Storage on site, refrigeration requirements
 - c. Primary and secondary mass immunization sites
 - 1) Site security
 - 2) Record keeping
 - 3) Staff and other resource allocation
 - 4) Personal protective equipment for health care workers (i.e., gowns, gloves, masks)
 11. Response to large number of fatalities
 - a. Victim identification
 - b. Emergency record keeping
 - c. Family notification
 - d. Temporary morgue facilities, including cold storage
 - e. Decontamination (if necessary)
 - f. Autopsy processing
 - g. Victim Disposition (e.g., mass graves, group funerals, cremation)

- h. Sensitivity to religious beliefs and traditions
- 12. Hazardous materials management (see Annex Q)
 - a. Disposition of medical waste
 - b. Health care facilities/immunization sites
 - c. Contaminated clothing, linens and equipment
- 13. Provision of psychological services (Kentucky Community Crisis Response Board (KCCRB) 24hrs (888) 522-7228, Director (502) 607-5781)
 - a. First responders
 - b. Health care workers
 - c. Victims and their families
 - d. Worried well
- 14. Environmental Surety
 - a. Environmental assessment and sampling
 - b. Gathering evidence
- 15. Centralized command and control for local, state and federal assets in a unified command structure (Unified Command as outlined in Annex Q and the National Incident Management System)

POTENTIAL BIOLOGICAL WMD AGENTS	
Anthrax	Smallpox
Botulism	Tularemia
Plague	Brucellosis

V. GUIDANCE PUBLICATIONS

- A. Center for Disease Control and Prevention, "Interim Recommendations for the Selection and Use of Protective Clothing and Respirators Against Biological Agents"
- B. Improved Response Program (IRP) U.S. Army Soldier and Biological Chemical Command (SBCCOM) Domestic Preparedness Chemical Team - *Improving Local and State Agency Response to Terrorist Incidents Involving Biological Weapons*

CONTAMINATION OF WATER SUPPLIES BY TERRORISTS

I. SITUATION AND ASSUMPTIONS

- A. The ability of terrorists to introduce toxins of any type to water supplies provides a venue for widespread impact and poses a great danger to the population. The introduction of these agents into public waters can be accomplished in a number of ways and, with minimal risk of discovery.
- B. Although the introduction of these agents in locations where they are most readily available for consumption may occur they may also be introduced in water supplies prior to their treatment. Supplies may be contaminated before, or after, treatment.

II. MISSION

The mission is to provide adequate potable drinking water for all citizens and to decrease the effects of the intentional contamination of the water supply.

III. DIRECTION AND CONTROL

- A. The agency owning the contaminated water supply will act as lead agency for non-law enforcement actions.
- B. The Natural Resources and Environmental Protection Cabinet (NR&EPC) will provide the expertise necessary in support of the overall response to a terrorist contamination of the water supply. This expertise will be used in conjunction with the established procedures for terrorist response as outlined in the Terrorism Annex.
- C. The NR&EPC and the Cabinet for Health Services (CHS) will jointly respond to specific terrorist contamination incidents and the response will be in accordance with Annexes Q, Hazardous Materials, and Communication Center, Water Resources, to the EOP.

IV. CONCEPT OF OPERATIONS

- A. The chief law enforcement agency of the jurisdiction being attacked will be the lead law enforcement agency until KSP or FBI assumes their status of lead agency.
- B. Local government may be able to provide estimates of available portable water and isolate those sources, which are contaminated.
- C. CHS and NR&EPC will provide testing expertise to determine the contaminant and suggest decontamination procedures or exclusion periods.
- D. The Department of Military Affairs may provide additional testing and decontamination support for the operation.
- E. Coordination of an overall medical response to treat casualties resulting from an attack of this type will be accomplished by the CHS. Emergency facilities will be asked to perform in accordance with their established emergency plans.
- F. Federal response will be determined under the guidance provided in the National Response Framework.

V. ADMINISTRATIVE SUPPORT

- A. Support of this operation will consist of assistance from all applicable state agencies, local government and responding federal agencies.
- B. Resources committed to intentional contamination incidents will be assigned in accordance with the principles in the Basic Emergency Operations Plan.

VI. GUIDANCE DOCUMENTS

National Response Framework, January 2008

FEDERAL AGENCIES RESPONSIBILITIES

I. SITUATION AND ASSUMPTIONS

- A. The response to a terrorist threat or incident within the U.S. will entail a highly coordinated, multi-agency local, state, and federal response. In support of this mission, the following primary federal agencies will provide the core federal response:
1. Department of Justice (DOJ) / Federal Bureau of Investigation (FBI) *
 2. Federal Emergency Management Agency (FEMA) **
 3. Department of Defense (DOD)
 4. Department of Energy (DOE)
 5. Environmental Protection Agency (EPA)
 6. Department of Health and Human Services (DHHS)
* Lead Federal Agency (LFA) for Crisis Management
** Lead Federal Agency (LFA) for Consequence Management
- B. Although not formally designated under the CONPLAN, other federal departments and agencies may have authorities, resources, capabilities, or expertise required to support response operations. Agencies may be requested to participate in federal planning and response operations, and may be asked to designate staff to function as liaison officers and provide other support to the LFA.

II. MISSION

The overall LFA, in conjunction with the lead agencies for crisis and consequence management response, and state and local authorities where appropriate, will notify, activate, deploy and employ federal resources in response to a threat or act of terrorism. Operations will be conducted in accordance with statutory authorities and applicable plans and procedures, as modified by the policy guidelines established in PDD-39 and PDD-62. The overall LFA will continue operations until the crisis is resolved. Operations under the CONPLAN will then stand down, while operations under other federal plans may continue to assist state and local governments with recovery.

III. DIRECTION AND CONTROL

- A. Department of Justice (DOJ)/Federal Bureau of Investigation (FBI)
1. The Attorney General is responsible for ensuring the development and implementation of policies directed at preventing terrorist attacks domestically, and will undertake the criminal prosecution of these acts of terrorism that violate U.S. law. DOJ has charged the FBI with execution of its LFA responsibilities for the management of a federal response to terrorist threats or incidents that take place within U.S. territory. As the lead agency for Crisis Management, the FBI will implement a Federal Crisis Management response. As LFA, the FBI will designate a Federal On-scene Commander to ensure appropriate coordination of the overall United States Government response with federal, state and local authorities until such time as the Attorney General transfers the overall LFA role to FEMA. The FBI, with appropriate approval, will form and coordinate the deployment of a Domestic Emergency Support Team (DEST) with other agencies, when appropriate, and seek appropriate federal support based on the nature of the situation.
- B. Federal Emergency Management Agency (FEMA)
1. As the lead agency for Consequence Management, FEMA will manage and coordinate any Federal Consequence Management response in support of state and local governments in accordance with its statutory authorities. Additionally, FEMA will designate appropriate liaison and advisory personnel for the FBI's Strategic Information and Operations Center (SIOC) and deployment with the DEST, the Joint Operations Center (JOC), and the Joint Information Center (JIC).
- C. Department of Defense (DOD)
1. DOD serves as a support agency to the FBI for Crisis Management functions, including technical operations and a support agency to FEMA for Consequence Management. DOD will provide assistance to the LFA and/or the CONPLAN primary agencies, as appropriate, during all aspects of a terrorist incident, including both crisis and consequence management. DOD assistance includes

threat assessment; DEST participation and transportation; technical advice; operational support; tactical support; support for civil disturbances; custody, transportation and disposal of a WMD device; and other capabilities including mitigation of the consequences of a release.

2. DOD has many unique capabilities for dealing with a WMD and combating terrorism, such as the US Army Medical Research Institute for Infectious Diseases, Technical Escort Unit, and US Marine Corps Chemical Biological Incident Response Force. These and other DOD assets may be used in responding to a terrorist incident if requested by the LFA and approved by the Secretary of Defense.

D. Department of Energy (DOE)

1. DOE serves as a support agency to the FBI for technical operations and a support agency to FEMA for Consequence Management. DOE provides scientific-technical personnel and equipment in support of the LFA during all aspects of a nuclear/radiological WMD terrorist incident. DOE assistance can support both crisis and consequence management activities with capabilities such as threat assessment, DEST deployment, LFA advisory requirements, technical advice, forecasted modeling predictions, and operational support to include direct support of tactical operations. Deployable DOE scientific technical assistance and support includes capabilities such as search operations; access operations; diagnostic and device assessment; radiological assessment and monitoring; identification of material; development of federal protective action recommendations; provision of information on the radiological response; render safe operations; hazards assessment; containment, relocation and storage of special nuclear material evidence; post-incident clean-up; and on-site management and radiological assessment to the public. All DOE support to a federal response will be coordinated through a Senior Energy Official.

E. Environmental Protection Agency (EPA)

EPA serves as a support agency to the FBI for technical operations and a support agency to FEMA for Consequence Management. EPA provides technical personnel and supporting equipment to the LFA during all aspects of a WMD terrorist incident. EPA assistance may include threat assessment, DEST and regional emergency response team deployment, LFA advisory requirements, technical advice and operational support for chemical, biological, and radiological releases. EPA assistance and advice includes threat assessment, consultation, agent identification, hazard detection and reduction, environmental monitoring; sample and forensic evidence collection/analysis; identification of contaminants; feasibility assessment and clean-up; and on-site safety, protection, prevention, decontamination, and restoration activities. EPA and the United States Coast Guard (USCG) share responsibilities for response to oil discharges into navigable waters and releases of hazardous substances, pollutants, and contaminants into the environment under the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). EPA provides the pre-designated Federal On-Scene Coordinator for inland areas and the USCG for coastal areas to coordinate containment, removal, and disposal efforts and resources during an oil, hazardous substance, or WMD incident.

F. Department of Health and Human Services (HHS)

HHS serves as a support agency to the FBI for technical operations and a support agency to FEMA for Consequence Management. HHS provides technical personnel and supporting equipment to the LFA during all aspects of a terrorist incident. HHS can also provide regulatory follow-up when an incident involves a product regulated by the Food and Drug Administration. HHS assistance supports threat assessment, DEST deployment, epidemiological investigation, LFA advisory requirements, and technical advice. Technical assistance to the FBI may include identification of agents, sample collection and analysis, on-site safety and protection activities, and medical management planning. Operational support to FEMA may include mass immunization, mass prophylaxis, mass fatality management, pharmaceutical support operations (National Pharmaceutical Stockpile), contingency medical records, patient tracking, and patient evacuation and definitive medical care provided through the National Disaster Medical System.

IV. CONCEPT OF OPERATIONS

A. The federal response to a terrorist threat or incident provides a tailored, time-phased deployment of specialized federal assets. The response is executed under two broad responsibilities:

1. Crisis Management

- a. Crisis Management is predominantly a law enforcement function and includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. In a terrorist incident, a Crisis Management response may include traditional law enforcement missions, such as intelligence, surveillance, tactical operations, negotiations, forensics, and investigations, as well as technical support missions, such as agent identification, search, render safe procedures, and transfer/disposal. In addition to the traditional law enforcement missions, Crisis Management also includes assurance of public health and safety.
- b. The laws of the United States assign primary authority to the federal government to prevent and respond to acts of terrorism or potential acts of terrorism. Based on the situation, a Federal Crisis Management response may be supported by technical operations, and by Consequence Management activities, which should operate concurrently.

2. Consequence Management

- a. Consequence Management is predominantly an emergency management function and includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. In an actual or potential terrorist incident, a Consequence Management response will be managed by FEMA using structures and resources of the National Response Plan (NRP). These efforts will include support missions as described in other federal operations plans, such as predictive modeling, protective action recommendations, and mass decontamination.
- b. The laws of the United States assign primary authority to the state and local governments to respond to the consequences of terrorism; the federal government provides assistance, as required.

B. Lead Federal Agency Designation (LFA)

1. As mandated by the authorities referenced above, the operational response to a terrorist threat will employ a coordinated, interagency process organized through a LFA concept. PDD-39 reaffirms and elaborates on the U.S. Government's policy on counter terrorism and expands the roles, responsibilities and management structure for combating terrorism. LFA responsibility is assigned to the Department of Justice, and is delegated to the FBI, for threats or acts of terrorism that take place in the United States or in international waters that do not involve the flag vessel of a foreign country. Within this role, the FBI Federal On-scene Commander (OSC) will function as the on-scene manager for the U.S. Government. All federal agencies and departments, as needed, will support the Federal OSC. Threats or acts of terrorism that take place outside of the United States, its trust territories, or in international waters and involve the flag vessel of a foreign country are outside the scope of the CONPLAN.
 - a. In addition, these authorities reaffirm that FEMA is the lead agency for Consequence Management within U.S. territory. FEMA retains authority and responsibility to act as the lead agency for Consequence Management throughout the federal response. FEMA will use the NRF structure to coordinate all federal assistance to state and local governments for Consequence Management. To ensure that there is one overall LFA, PDD-39 directs FEMA to support the Department of Justice (as delegated to the FBI) until the Attorney General transfers the LFA role to FEMA. At such time, the responsibility to function as the on-scene manager for the U.S. Government transfers from the FBI Federal OSC to the Federal Coordinating Officer (FCO).

CONPLAN THREAT LEVELS

I. CONCEPT OF OPERATIONS

A. Threat Levels

- i. The CONPLAN establishes a range of threat levels determined by the FBI that serve to frame the nature and scope of the federal law enforcement response. Each threat level provides for an escalating range of actions that will be implemented concurrently for crisis and consequence management. The federal government will take specific actions, which are synchronized, to each threat level, ensuring that all federal agencies are operating with jointly and consistently executed plans. The federal government will notify and coordinate with state and local governments, as necessary. The threat levels are described below:

1. Level #4 – Minimal Threat:

Received threats do not warrant actions beyond normal liaison notifications or placing assets or resources on a heightened alert (agencies are operating under normal day-to-day conditions).

2. Level #3 – Potential Threat:

Intelligence or an articulated threat indicates a potential for a terrorist incident. However, this threat has not yet been assessed as credible.

3. Level #2 – Credible Threat:

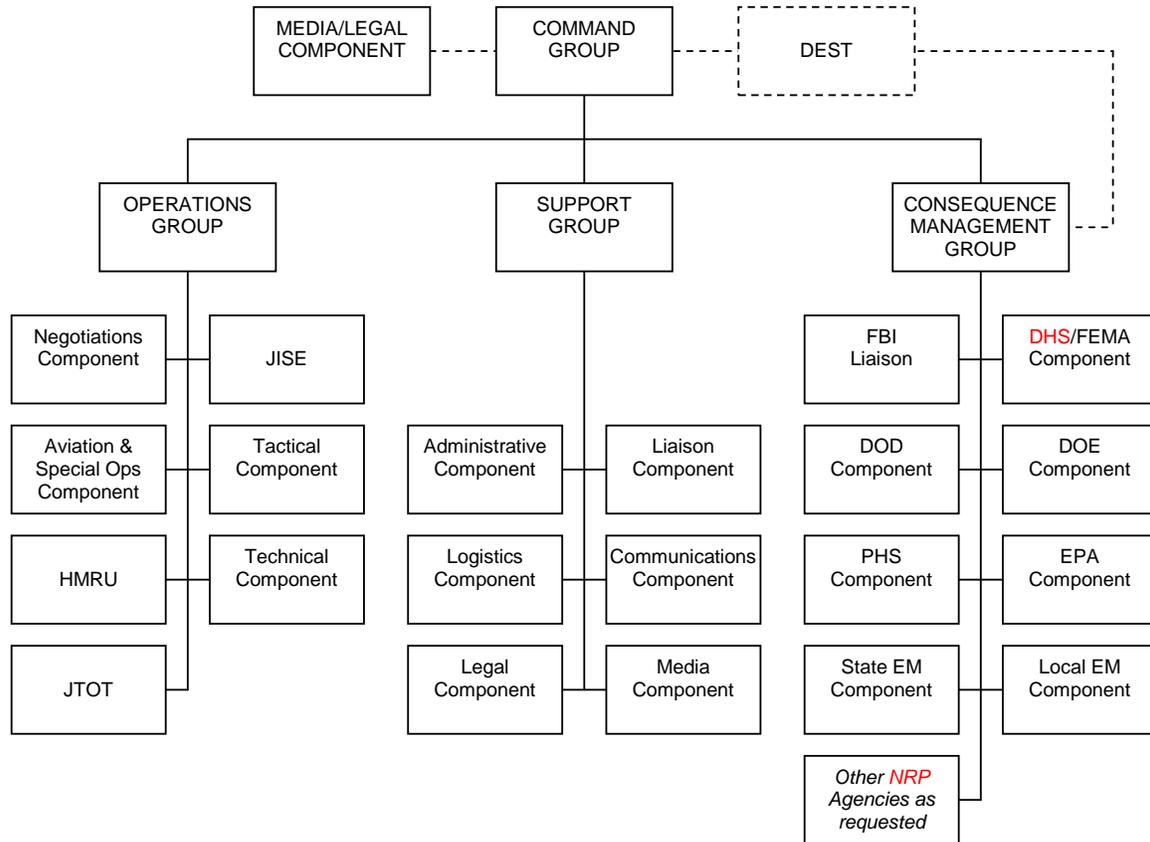
A threat assessment indicates that the potential threat is credible, and confirms the involvement of WMD in the developing terrorist incident. Intelligence will vary with each threat, and will impact the level of the federal response. At this threat level, the situation requires the tailoring of response actions to use federal resources needed to anticipate, prevent, and/or resolve the crisis. The Federal Crisis Management response will focus on law enforcement actions taken in the interest of public safety and welfare, and is predominantly concerned with preventing and resolving the threat. The Federal Consequence Management response will focus on contingency planning and pre-positioning of tailored resources, as required. The threat increases in significance when the presence of an explosive device or WMD capable of causing a significant destructive event, prior to actual injury or loss, is confirmed or when intelligence and circumstances indicate a high probability that a device exists. In this case, the threat has developed into a WMD terrorist situation requiring an immediate process to identify, acquire, and plan the use of federal resources to augment state and local authorities in lessening or averting the potential consequence of a terrorist use or employment of WMD.

4. Level #1 – WMD Incident:

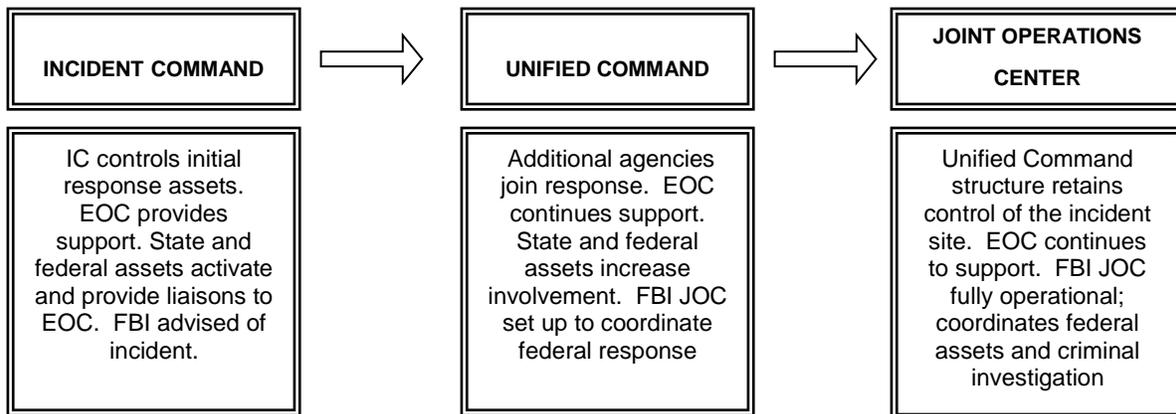
A WMD terrorism incident has occurred which requires an immediate process to identify, acquire, and plan the use of federal resources to augment state and local authorities in response to limited or major consequences of a terrorist use or employment of WMD. This incident has resulted in mass casualties. The federal response is primarily directed toward public safety and welfare and the preservation of human life.

JOINT OPERATIONS CENTER ORGANIZATION CHART

**TAB AA-6-2
JOINT OPERATION CENTER
ORGANIZATION CHART**



TRANSITION OF COMMAND PER NATIONAL RESPONSE FRAMEWORK



MARITIME SECURITY LEVELS

I. SITUATION AND ASSUMPTIONS

The United States Coast Guard is the lead federal agency for Maritime Homeland Security.

II. CONCEPT OF OPERATIONS

A. The Maritime Security Level (MARSEC) provides warning in the form of graduated “threat conditions” that elevate along a three tier structure as the risk of threat increases.

B. The MARSEC threat conditions from lowest to highest are as follows:

1. MARSEC ONE

”Normalcy”

Minimum appropriate protective security measures must be maintained at all times. Corresponds to Homeland Security Advisory Levels Green, Blue and Yellow.

2. MARSEC TWO

”Heightened Risk”

Appropriate additional protective security measures must be maintained for a period of time as a result of heightened risk of a security incident. Corresponds to Homeland Security Advisory Level Orange.

3. MARSEC THREE

”Incident Imminent”

Further specific protective security measures must be maintained for a period of time when a security incident is probable or imminent, although it may not be possible to identify the specific target. Corresponds to Homeland Security Advisor Level Red.

Hazardous Materials Annex Q



ANNEX Q - HAZARDOUS MATERIALS INCIDENT

I. SITUATION AND ASSUMPTIONS

- A. Potentially dangerous materials are manufactured, stored, and transported throughout Louisville/Jefferson County. These materials do not present a threat in their controlled environments; however, their accidental release could result in hazardous situations.
- B. Industries and businesses located throughout Louisville/Jefferson County are manufacturing, storing, transporting and/or using hazardous materials.
- C. Several industries, businesses, governmental agencies, educational institutions, and medical facilities store and use radioactive materials.
- D. The Ohio River, interstates and other highways, railroad networks, airports and pipelines are major shipping routes with constant potential for an incident involving hazardous materials.
- E. The responsibility for safeguards relating to hazardous materials belongs to the party having custody of them, such as the plant where it is stored and used or the carrier doing the transporting. Companies or individuals doing business in Louisville/Jefferson County are regulated by the Louisville Metro Hazardous Materials Ordinance, No. 121-2007, Public Law 99-499, October 17, 1986, Title III, Emergency Planning and Community Right-To-Know. This annex will be executed in conformity with the Comprehensive Environmental Response Compensation and Liability Act (CERCLA) of 1980, the Superfund Amendment and Reauthorization Act of 1986 (SARA), the National Incident Management System (NIMS), and other local, state, and federal regulations.
- F. As of June 2012 in excess of 529 facilities in Jefferson County have reported to the Commonwealth Emergency Response Commission and the Louisville/Jefferson County Metro Planning Committee that they manufactured, stored, or used one or more of the substances covered in Section 302, Title III of Public Law 99-499, Emergency Planning and Community Right-To-Know Act of SARA.
- G. Local government is responsible for safety measures or precautions that may be required for public protection until a hazardous situation has been corrected and the material is again in its controlled environment.
- H. State and federal Governments are responsible for providing needed services and resources that are unavailable to or not within the capabilities of local government.

II. MISSION

To establish procedures for organization/agency tasks in order to coordinate resources of the city, county, state, and federal Governments with private industries, as required, and to control the threat of hazardous materials incidents to public health, welfare, safety and property.

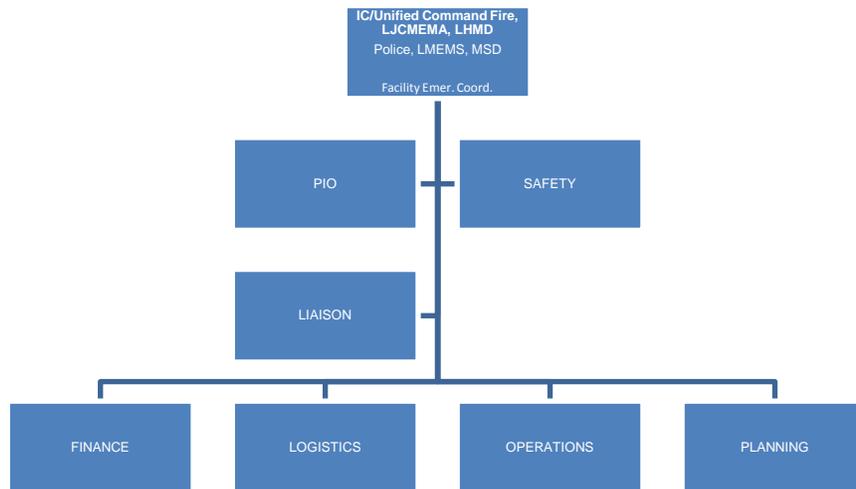
III. DIRECTION AND CONTROL

- A. When a hazardous materials incident occurs, notification of the incident can be received in several ways. Most incidents will be reported through the 9-1-1 Public Safety Answering Point (PSAP) as required in Louisville Metro Amended Ordinance No. 121-2007, section 95.06, and Public Law 99-499, October 17, 1986, Title III, Emergency Planning and Community Right-to-Know, Section 304. The report may involve a fixed site or a transportation incident. If the report is received as a normal vehicle-accident report and the responding Emergency Medical Service (EMS) and/or law enforcement agency is first on the scene, they must recognize the potential hazard and notify their respective Communications Center (CC) of a hazardous materials incident.
- B. The first arriving units must assess the situation for its potential danger to the safety and health of the population in the immediate incident area. The area will be restricted immediately by law enforcement agencies until the danger or potential danger can be assessed. If evacuation of surrounding areas is warranted, the evacuation procedure should be initiated. A security perimeter will be established around the area with an Access Control Coordination Point designated. All agency representatives called to the scene, except fire apparatus, should be directed to this control point.

- C. All units on the scene will operate under the National Incident Management System (NIMS), which uses the model concept of Incident Command System by designation of an Incident Commander (IC).
- D. The ranking fire officer on scene will act as the Incident Commander (IC) and direct the on-scene operations and coordinate the efforts of all agencies involved in on-site emergency operations related to the incident. The IC will act through respective agency representatives who will maintain control over their respective forces. Specialized response units to include, but not limited, to Confined Space, Structural Collapse, Surface/Subsurface Water Rescue, Joint Emergency Services Unit, 41st WMD Civil Support Team, and Louisville Metro Police Department Bomb Squad will operate under the direction of the IC.
- E. Because of the nature of most hazardous materials incidents, a Unified Command structure will be used. Under a Unified Command in the ICS, the implementation of the action plan will be done under the direction of a single individual--the Operations Chief. The Operations Chief will normally be from the agency that has the greatest jurisdictional involvement. In Louisville/Jefferson County this will normally be a ranking fire department officer.
 - 1. The need for NIMS and Unified Command is warranted because:
 - a. Incidents have no regard for jurisdictional boundaries and hazardous material spills usually cause multi-jurisdictional, major-incident situations.
 - b. Individual agency responsibility and authority is normally legally confined to a single jurisdiction.
 - 2. The concept of Unified Command means that all agencies that have a jurisdictional responsibility at a multi-jurisdictional incident contribute to the process of:
 - a. Determining overall incident objectives
 - b. Selection of strategies
 - c. Insuring that joint planning for tactical activities will be accomplished
 - d. Insuring that integrated tactical operations are conducted
 - 3. The proper selection of participants to work within a Unified Command structure will depend upon:
 - a. The location of the incident - which political jurisdictions are involved.
 - b. The type of incident--which functional agencies of the involved jurisdiction(s) required.
 - c. In Louisville/Jefferson County, the NIMS Compliant/Unified Command structure table of organization will consist of:
 - 1. Urban/Suburban Fire Departments
 - 2. Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA)
 - 3. Louisville Metro Public Health and Wellness (LMPHW)
 - 4. Louisville Metro Emergency Medical Services (LMEMS)
 - 5. Louisville Metro Police or other law enforcement
 - 6. Louisville/Jefferson County Metropolitan Sewer District (MSD)
 - 4. Under this plan, the person in charge of plant personnel and resources (Facility Emergency Coordinator) will be part of Unified Command.
 - 5. Additional agencies may be included in the decision making process as their involvement in the mitigation effort increases. On inclusion they will become part of the Unified Command staff and be co-located at the Command Post (CP).
 - 6. The fire department, LJCMEMA, LMPHW, EMS, MSD, Community Emergency Coordinator, and law-enforcement representatives will be co-located at the CP with direct access to the IC.
 - 8. All agencies that are part of the NIMS Compliant/Unified Command structure will have input to the Incident Commander (at the CP) concerning the development of incident objectives. The Incident Commander will make the final decision concerning incident objectives.

NIMS Compliant/Unified Command Structure for HAZMAT Incidents

Louisville/Jefferson County, Kentucky



- F. The IC will coordinate the mitigation of the hazardous materials incident until the situation is stabilized, at which time Command is transferred to the agency designated to oversee the completion of the clean-up process. Louisville Metro Public Health and Wellness is the designated agency. Fire service and other emergency personnel will stand-by and assist as requested. The IC will cause to be notified those agencies prescribed by law and those necessary to control and mitigate the incident.

During incidents that occur at or near jurisdictional boundary lines, the IC will be the ranking member of the first arriving agency (Urban or Suburban). Command may be transferred as needed.

- G. When activities are judged by the Safety Officer to be unsafe and/or to involve an imminent danger condition, the Safety Officer will have the authority to alter, suspend, or terminate those activities. The Safety Officer will immediately inform the IC of any actions taken to correct these hazards at an emergency scene.¹
- H. All agencies involved in the hazardous materials incident will maintain sufficient records to submit an after-action report for study and critique to improve response capabilities in the future. It is conceivable that special state or federal funds may be available to cover part or all of the expenses involved in the incident. With proper records, agencies may recover some of the funds expended in the incident.
- I. The IC or the Safety Officer (SO) will request that the alert tone be sounded over the radio system if it becomes necessary for on-scene personnel to evacuate the immediate area. Following the alert tone, all apparatus operators tending an apparatus will cause all sirens and/or air horns to be sounded for a minimum of 15 seconds.
- J. Agencies operating during an incident should utilize a common radio frequency. This frequency will be used as a coordination channel and will allow agencies that normally are on different frequencies to communicate directly with each other.
- K. There will be one Command or Control Center located at the incident scene. This will be the Command Post (CP), in close proximity to the incident, where the IC will exercise the initial control. An Access Control Coordination Point located a safe distance from the incident at the preferred access point to the scene will be controlled by law enforcement.

A Staging Area (SA), if implemented, will be located at a safe distance with good access to the incident area where equipment and personnel can be assembled for deployment by the IC. Necessary agencies required for control, containment, recovery, and to restore the scene will be alerted and called to the

scene as required by law or the IC. All requested agencies will report to the Agency Response Area (ARA) where the Liaison Officer (LO) will coordinate the activities of the responding agencies. Those

¹. Items required by 29 CFR, Part 1910, Hazardous Waste Operations and Emergency Response; Interim Final Rule.

agencies that are part of the Unified Command will proceed to the Command Post. If no agency response area has been set-up, incoming agency representatives will report to the CP.

- L. Positive-pressure self-contained breathing apparatus will be worn during emergency operations within the Hot Zone until air monitoring and sampling indicate to the IC that a lower level of respiratory protection is safe.²

I. MISSION

The following is the mission statement for agencies that constitute the Integrated Emergency Management Team for hazardous materials incidents in Louisville/Jefferson County.

A. Fire Service

1. Determine or verify the type of material involved and, if possible, the nature of the hazard; keep up-wind, up-grade, and at a safe distance.
2. Provide the Communications Center (CC) a Situation Report describing in brief terms what is observed, information received, and actions to be initiated. The Situation Report should be in accordance with departmental Standard Operating Guidelines (SOGs). The IC should make every effort to determine as soon as possible if a hazardous material incident exists. The amount of the product involved or the department's ability to handle the situation does not alter the fact that a HAZMAT incident exists. When there is any doubt about the identity of a product, it will be considered hazardous until it has been identified and proven to be otherwise.
3. Take appropriate action to mitigate the hazards, stabilize the situation, rescue any injured or trapped persons, or evacuate the area.
4. Maintain and protect any evidence of a crime.
5. Request notification of LJCHEMA, LMPHW, and MSD; request additional support agencies as required.
6. Provide IC to coordinate initial operations and take action to stabilize the situation. Set up Unified Command with local law enforcement, LMPHW, LJCHEMA, LMEMS, MSD and facility representatives.
7. Provide a Public Information Officer (PIO) or appoint a person to coordinate the press and electronic media at the scene.
8. Establish a Command Post, Staging Area, Agency Response Area, Security Perimeter, Restricted Area, Access Control Coordination Point, Hot Zone, and a Decontamination Area as needed. This information will be given to the CC and provided to other responding agencies.
9. Stand by at scene as long as emergency conditions exist.
10. Identify the need for, and support decontamination and/or containment operations as required or upon advice from on-scene LMPHW representative.
11. Transfer Command to LMPHW for clean-up, if needed. When the situation is stabilized fire-service personnel will stand by and assist as requested.
12. Serve as a member of the Louisville/Jefferson County Crisis Management Group.

The Liaison Officer (LO) should be able to monitor and transmit on a common frequency, providing direct communications between all agencies operating at the incident.

B. Communications Center (CC)

1. Dispatch the appropriate fire department based upon the information received.
2. Notify HAZMAT support agencies of a release immediately after it notifies the appropriate fire service when the report of release is received from a reputable source: company representative, vehicle operator, utility representative, and/or emergency service employee, i.e., police, fire or EMS.

The CC will not notify, or cause to be notified, the support agencies if the report of a suspected release is received from the general public until it has been confirmed by the first-arriving fire unit or other public safety official.

Each agency will be responsible to make its own decision on whether it will respond to the incident. In every case in which an agency other than fire personnel responds to an incident, the support

² OSHA 1910.120 (q)(3)(IV)

agency will first report to the Agency Response Area (ARA). If the IC has not established an ARA, response should be to the Command Post.

The amount of the product involved and the department's ability to handle the situation does not alter the fact that a hazardous materials incident exists. The identity of the product will be considered hazardous until it has been identified and proven to be otherwise. If a hazardous material is involved, the CC will:

- a. Notify State Fire Marshal's office, Kentucky Emergency Management (KyEM), and the Department of Natural Resources as required by Annex Q, State of Kentucky Emergency Operation's Plan (EOP). This is accomplished by contacting the KyEM Duty Officer at 1-502-607-1638 or 1-800-255-2587.
- b. Notify those agencies in the Unified Command that have not been notified [Police, EMS, LMPHW, MSD, LJCMEMA and the Community Emergency Coordinator (CEC)]. Notify other support agencies as requested by the IC.
- c. Take necessary steps to warn municipalities and the public in the area affected when directed to do so by the IC, Chief Executive(s), or their designated representatives.
- d. Contact Air Traffic Control at Louisville International Airport to establish restricted air space over the incident when so directed by the IC.

C. Law Enforcement

1. Provide a representative to the NIMS Compliant/Unified Command as will LJCMEMA, LMPHW, LMEMS, and MSD.
2. Establish a perimeter around the incident, allowing no unauthorized persons into area in coordination with the IC.
3. Establish Access Control Coordination Point, in consultation with the IC, for all to enter and exit; maintain record of those who enter and exit.
4. Conduct evacuations of the area at risk as is necessary or as directed by the IC. Law enforcement officers will not be used in areas where the atmosphere is contaminated unless they have the appropriate training and equipment to operate safely in these areas.
5. Maintain security of any areas that have been evacuated.
6. Maintain security of the Command Post, if requested by the IC.
7. Develop traffic flows for area and provide this information to the Liaison Officer and PIO until incident is mitigated.
8. Maintain security of any shelters where evacuees are housed.
9. Monitor on-post personnel around the security perimeter of the scene with regard to their exposure to any product that was released as a result of the incident. LMPHW will have information referencing personnel exposure.
10. Serve as a member of the member of the Metro Louisville Multi-Agency HAZMAT Response Team (HMRT).
11. When first on scene:
 - a. Determine type of material involved, if possible, and nature of the problem. Remain upwind and upgrade of the incident.
 - b. Notify the CC, giving them as much information as possible.
 - c. Isolate the hazard area and keep non-essential personnel away from the scene.
 - d. Maintain and protect any evidence of a crime.
 - e. Initiate and conduct evacuation of surrounding area, particularly downwind or downstream when necessary. If explosive material is involved and the possibility of an explosion exists, evacuate and restrict the area in all directions. If material is leaking or on fire and is toxic, evacuate and restrict the downwind and downgrade areas first. (See Number 3 above.)
 - f. Obtain names and addresses of all persons involved if the possibility of contamination exists.
 - g. Notify owner, shipper, or other appropriate custodian of material involved in incident if necessary.
 - h. Establish Access Control Coordination Point to incident area for control of personnel entering area.
12. Serve as a member of the Louisville/Jefferson County Crisis Management Group.

D. Louisville Metro Emergency Medical Services

1. Provide an agency representative to the NIMS Compliant/Unified Command as will the Fire Department, LJCHEMA, LMPHW, MSD and law enforcement.
2. Care for and transport injured to appropriate hospital(s). Inform receiving hospital of the type(s) of material the injured have been exposed to, if they are contaminated, and if any field decontamination has occurred.
3. Maintain and protect any evidence of a crime at the scene or on the patient.
4. Notify Poison Control Center of types of hazardous materials involved when appropriate.
5. Maintain unit(s) at scene, as required, to care for and transport persons that may be injured during mitigation operations.
6. Serve as a member of the Metro Louisville Multi-Agency HAZMAT Response Team for decontamination operations.
7. Serve as a member of the Louisville/Jefferson County Crisis Management Group.

E. Louisville/Jefferson County Metro Emergency Management Agency (LJCHEMA)

1. The Director of LJCHEMA (or representative) serves as the Community Emergency Coordinator (CEC) as prescribed in Section 303 of SARA Title III, Community Right to Know Act, PL-99-499, and serves as a part of the Unified Command at HAZMAT incidents along with the Fire Department, LMPHW, LMEMS, MSD and law enforcement.
2. Develop, maintain and operate the Computer Aided Management of Emergency Operations (CAMEO) program for Louisville/Jefferson County.
3. Serve as an advisory member and coordinate the operation of the Metro Louisville Multi-Agency HAZMAT Response Team (HMRT).
4. Develop plans to manage releases as required by local ordinances and SARA Title III, Community Right to Know Act, PL-99-499 with the facilities, emergency services, and other concerned agencies.
5. Develop a community awareness program to inform the public of what to expect of the releases with the facilities, emergency services, and other concerned agencies.
6. Determine if all appropriate and concerned agencies have been notified.
7. Activate Emergency Operations Center (EOC) as required.
8. Inform public of proper action it should take, depending upon the situation and using the best judgment of the Chief Executive(s), LJCHEMA staff and other individual agencies.
9. Request state and/or federal assistance as necessary.
10. Coordinate efforts of involved agencies as required.
11. Coordinate technical advice, additional radiological monitoring, instruments, back-up communications, and other available resources as required.
12. Develop shelter list with contact names and numbers, assist industry in developing emergency plans for their plants, and ensuring current copies are located within the Communications Center.
13. Coordinate the community Weapons of Mass Destruction (WMD) planning.
14. Coordinate the Risk Management Planning program with the Louisville Metro Air Pollution Control District.
15. Serve as a member of the Louisville/Jefferson County Crisis Management Group.

F. Louisville Metro Public Health and Wellness

1. Provide an Agency representative to the NIMS Compliant/Unified Command as will the Fire Department, LJCHEMA, LMEMS, MSD and law enforcement.
2. Serve as member of Louisville Metro Multi-Agency HAZMAT Response Team (HMRT).
3. Determine degree of hazard to personnel and environment; provide this information to the IC.
4. Determine degree and evaluates short-term and long-term hazards to surrounding community, personnel and the environment.
5. Advise IC of protection measures necessary to protect personnel directly involved with mitigation of incident, community, personnel, and the environment.
6. Assist in personnel decontamination with LMEMS and Fire.

7. Approve the clean up, salvage, decontamination and/or disposal operations when notified by the Fire Department that the incident is stabilized. Ensure these operations are conducted with minimum danger to the health and welfare of the community and the personnel involved.
 8. Ensure that the local, state and federal laws, codes and regulations have been complied with prior to and during the incident.
 9. Act as Safety Officer either by pre-designation with individual fire department(s) or when requested to do so by the Incident Commander.
 10. Provide wind speed and direction to the Command via anemometer or other equipment on vehicles.
- G. Louisville Metro Multi-Agency HAZMAT Response Team (HMRT)
1. Assist Command as needed in the mitigation of the incident.
- H. Air Pollution Control
1. Provide a person to the ARA with radio to coordinate the air pollution control activities and act as a link to the IC during the incident, as needed.
 2. Determine and assist LMPHW with evaluation of the airborne hazards caused by the incident. Advise IC of actions necessary to minimize exposure and hazards to community.
- I. Metropolitan Sewer District
1. Provide agency representative to the NIMS Compliant/Unified Command at the hazardous materials incident, as will the Fire Department, LJCHEMA, LMPHW, LMEMS, and law enforcement.
 2. Determine and evaluate the effect the incident will have (or has had) on sewer and drainage systems and best methods to prevent contamination or damage to sewer system.
 3. Take necessary steps to mitigate the initial incident involving the sewer and drainage systems. If contamination occurs, oversee decontamination and clean up of sewer system.
 4. Assist in evaluation of potential impact on public health and safety if spilled materials enter the sewer or storm system.
 5. Ensure that local laws, codes and regulations with regard to the Louisville Metro Hazardous Materials Ordinance referencing sewers and the environment have been complied with prior to and during the incident.
 6. Serve as an advisory member of the Louisville Metro Multi-Agency HAZMAT Response Team.
 7. Serve as a member of the Louisville/Jefferson County Crisis Management Group.
- J. Louisville Water Company
1. Determine and evaluate the effects of the incident on the water system and the best methods of preventing or stopping contamination of the water system.
 2. Provide a person to the ARA to represent the Water Company upon request.
- K. Louisville Gas & Electric Company (LG&E)
1. Determine and evaluate the effects of the incident on the gas and electrical system.
 2. Prepare to temporarily stop service to the area affected by the incident should it be required by the situation.
 3. Provide a person to the ARA to represent LG&E upon request.
- L. Louisville Metro Public Works
1. Determine and evaluate the effects of incident on public properties and roads.
 2. Provide a Public Works representative to ARA to act as a link to IC during incident when required.
 3. Coordinate the containment effort by damming, diking, ditching or other means necessary to prevent spread of contamination under the direction of the IC.
 4. Determine specialized equipment needs for containment or recovery operations. Advise the IC of the needs.
- M. Jefferson County Public Schools (JCPS)
(on request by LJCHEMA and contingent on resource availability)

1. Open congregate-care shelters for evacuees when required upon request and in conjunction with the Red Cross.
2. Establish feeding for evacuees in conjunction with congregate care shelters.
3. Provide school bus transportation to augment the transportation of evacuees by TARC when necessary.

N. American Red Cross (*by request*)

1. Open and operate shelter(s) for evacuees should residents in community need to be evacuated.
2. Provide canteen service upon request for on-scene working personnel should incident be of long duration.
3. Provide upon request individual to ARA with radio to represent Red Cross and act as link to Red Cross during incident.

O. Salvation Army (*by request*)

1. Assist with material, spiritual, personal and family needs of evacuees should incident becomes a long-term situation.
2. Provide upon request canteen service for on-scene working personnel should incident be of long duration.

P. National Weather Service

1. Provide weather information for scene area.
2. Request additional forecasting equipment needed to predict current weather conditions in and around the scene area should mitigation prove prolonged and unstable.
3. Activate the All Hazard Radio system upon request.

Q. Transit Authority of River City (TARC)

1. Provide upon request bus(s) to evacuate residents from community surrounding incident.
2. Maintain a copy of map with pick-up points at dispatcher's office for proper responses to fixed site incidents.

R. United States Coast Guard

1. In accordance with the National Contingency Plan (NCP), the United States Coast Guard (USCG), through the appropriate Captain of the Port, will be responsible for developing and maintaining a federal local contingency plan for the specified port and harbor area identified above.
2. The USCG, through the appropriate Captain of the Port, will be responsible for furnishing the pre-designated on-scene coordinator for all discharges of oil and hazardous substances that result from a vessel casualty or vessel transfer activity occurring in these specified Ports and Harbors of the Inland River System.
3. The USCG will not normally respond to those discharge incidents within their pre-designated zone that occur (1) at industrial facilities, (2) from non-marine transportation casualties, (3) at bulk storage facilities, and (4) at hazardous substance waste sites.
4. Operations and resources permitting, the USCG will, at the request of USEPA Region IV, provide assistance and a First Federal Official on scene to those major incidents which occur in the inland zone that require immediate federal response presence to assess the impact and extent of the oil/hazardous materials release.
5. The USCG will advise the IC on activities necessary to protect navigable waters and communities.

S. State and Federal Government

1. Provide means to mitigate neutralize and stabilize situation when local resources cannot handle situation.
2. Provide the means to advise those combating the incident what short-term and long-term hazards might threaten the safety, health and welfare of the community.

T. Industrial Mutual Aid

1. LAIMA and RMAA members have agreed to assist other member industries for a plant incident.

I. PLANT OR FACILITY NOT COVERED UNDER SARA TITLE III

- A. Designate an on-scene coordinator for the facility to be in charge of plant personnel and work jointly with the Incident Commander. There must be one on-scene coordinator for every shift plus a back up. The coordinator will be identified by a white hardhat and orange vest with the letters JOSOC and become part of the Unified Command staff.
- B. Organize and train personnel.
- C. Develop a plan and procedure to deal with emergency situations on the plant site.
- D. Train with the local emergency services in these plans and procedures.
- E. Make these plans and procedures available to the local emergency services. Confirm them at least annually or when significant changes are made.
- F. Divide facility into zones or sections. Develop a plot plan for the facility showing these zones or sections and include the MSDS for all raw materials having storage locations within the zone or section. Develop a booklet that has:
 1. A laminated plot plan for each zone or section with MSDS for all raw materials having storage locations within that zone or section. Cross-reference MSDS with adjacent plots or sections.
 2. A laminated plot plan with location(s) of (where applicable):
 - a. Fire monitors
 - b. Water connections for fire hose
 - c. All fire or hazardous materials equipment that can be used to neutralize incident
 3. Copy of the facility's emergency plan with maps and shelter list, access gates, and any other items which might be needed in an emergency situation.

One copy of this booklet and emergency procedures and plan should be placed in a weatherproof box at the main entranceway or in another mutually agreed to location. The entrance points are preferable for coordination between the facility and the emergency service Incident Commander. A copy should be on file with MSD and the fire department having jurisdiction.
- G. Develop and present briefings In conjunction with local government to the surrounding community concerning facility process, type of chemicals used, toxicity and danger, economic benefits of facilities, training received by personnel, and what the public should do if a release at the site.

Hazardous Materials Response Agencies

I. SITUATION AND ASSUMPTIONS

- A. Public Law 99-499, SARA Title III, has required the community to assess its strengths and weaknesses in managing hazardous-materials incidents throughout the Louisville/Jefferson County Metro area.
- B. The seventeen (17) suburban fire departments combined with Louisville Fire & Rescue are responsible for fire protection in Jefferson County and for managing hazardous materials incidents as outlined in this annex of the Louisville/Jefferson County Metro Emergency Management (LJCMEMA) Emergency Operations Plan (EOP).
- C. Louisville/Jefferson County Metro Government will provide, upon request, a Multi-Agency HAZMAT Response Team (HMRT). The team will provide the Incident Commander (IC) with specialized equipment and trained personnel needed to manage incidents that may be above and beyond the resources of the fire department requesting aid.

II. MISSION

The HMRT will operate under the direction and control of the IC. It is available to the IC in addition to other resources to successfully mitigate the incident. Team members will not assume the role of IC. Under the

National Incident Management System (NIMS)/Incident Command System, they will become part of the Unified Command structure if the need arises.

The function of the HMRT is to make recommendations and give assistance to the IC in the area of isolation, identification, evacuation, containment, and mitigation of a hazardous materials incident. It is not equipped to handle major clean up or transportation of hazardous materials. The Hot Zone Group Leader will consult with the IC and the agency team members to make decisions based on their training, experience, and confidence level. If the incident is beyond the team's capabilities, it will advise the IC to call for assistance from a list of technical support people or agencies that are available to respond.

III. DIRECTION AND CONTROL

- A. The HMRT will be comprised of the Louisville Metro agencies that are currently responding to hazardous materials incidents. They will continue to fulfill their roles as outlined in Annex Q of the Louisville/Jefferson County Metro Emergency Management, EOP. No single agency has all of the expertise needed to successfully handle a significant hazardous-materials incident.
- B. The team member agencies will be:
1. Urban and Suburban Fire Departments
 2. Louisville Metro Police Department (LMPD)
Law-enforcement personnel are not expected to operate in contaminated areas without proper training and a level of protective clothing appropriate for the hazard involved.
 3. Louisville Metro Public Health and Wellness (LMPHW)
 4. Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA)
(Community Emergency Coordinator/designee)
 5. Louisville Metro Emergency Medical Services (LMEMS)
 6. Louisville Metropolitan Sewer District (MSD)/Metro Support Services
- C. The HMRT will offer its expertise and equipment to mitigate the hazardous materials incident.
- D. The HMRT Task Force will provide a Hot Zone entry group to handle patching, plugging, diking, etc., within the boundaries of the Hot Zone.
1. Hot Zone group structure:
 - a. One (1) Team Commander
 - b. One (1) Safety Officer
 - c. Two (2) Team members operating in the Hot Zone
 - d. One (1) Hot Zone Officer
 - e. Two (2) team members as back-up, ready to enter the Hot Zone if needed. Personnel from the other agency team members may be called into the Hot Zone as needed.
 - f. Decontamination will be done by additional LMEMS personnel, fire-department personnel, LMPHW personnel or some combination thereof. See scene layout.
- E. Hazardous Material Levels of Response

The HMRT will respond throughout Jefferson County at the request of the IC. The request will be made when the hazardous-materials incident exceeds capabilities of the jurisdiction concerned.

Level 1

Level 1 is an incident requiring investigative activities and/or mitigation of incidents involving the *small quantity/release of a low potential material(s)*. The potential for life safety and/or environmental impact are minimal. Evacuation, if required, is *limited to the facility/structure (point of origin) or a localized area*. PPE other than structural firefighting gear may be required. Additional resources may be requested as necessary and notifications will occur per Urban/Suburban Fire protocols.

Level 2

Level 2 is an incident involving the *release of a medium to higher potential material(s)*. The potential for life safety and/or environmental impact are moderate. *Evacuation and/or shelter-in-place*, if required, are *limited to a localized area*. PPE other than structural firefighting gear will be required. Additional resources will be requested as necessary and notifications will occur per Urban/Suburban Fire protocols.

Level 3

Level 3 is an extensive incident involving a *large quantity/release of high potential material(s) and/or extremely hazardous substance(s) [EHS]*. The potential life safety and/or environmental impact are *severe*. *Evacuation and/or shelter-in-place* may be required to include *mass evacuation and/or shelter-in-place of a large area*. PPE other than structural firefighting gear will be required. Additional resources will be requested as necessary to include agencies other than those located in Louisville/Jefferson County. Notifications will occur per Urban/Suburban Fire protocols.

F. The HMRT will use its expertise and equipment to mitigate a hazardous materials incident. If for any reason it determines the incident is beyond its capabilities, it will advise the IC to call for further technical assistance from the resources of other public agencies and private companies.

G. Medical Examinations

Members of the HMRT will receive medical exams per the requirements of 29CFR 1910.120.

H. Training Standards

HAZMAT team members will meet or exceed the training requirements prescribed per 29CFR, 1910.120, Hazardous Waste operations and Emergency Response. All agencies on the team will cross train with one another on a regular basis.

Response to Title III Facilities

I. MISSION

A coordinated response is required between industry and government for an accident at a facility where extremely hazardous substances (EHS) are manufactured, used, stored or involving the transportation of an EHS to or from a facility. The public must be furnished information on hazardous chemicals in accordance with the provisions of Title III.

An integrated training and exercise program that is mutually beneficial to industry, the emergency agencies, and the public must occur and complement LOUISVILLE/JEFFERSON COUNTY METRO GOVERNMENT TITLE IX: GENERAL REGULATIONS CHAPTER 95: HAZARDOUS MATERIALS.

II. SITUATIONS AND ASSUMPTIONS

A. On October 17, 1986, President Reagan signed Public Law 99-499, the Superfund Amendments and Reauthorization Act of 1986 (SARA). Title III of SARA, also known as the "Emergency Planning and Community Right-To-Know Act of 1986," established new authorities for emergency planning preparedness, community right-to-know reporting, and chemical-release reporting.

- B. By executive order of the Governor, the Commonwealth Emergency Response Commission (CERC) was established on April 15, 1987.
- C. The CERC appointed the Louisville/Jefferson County Local Emergency Planning Committee (LEPC), which held its first meeting on September 23, 1987. This plan and subsequent revisions is the product of the LEPC.
- D. The major impact of Title III on business and industry is the requirement for companies to interact with state and local emergency planning authorities and to meet stringent new reporting and notification requirements. Many of these requirements are embodied in the Louisville Metro Hazardous Materials Ordinance.
- E. Based upon federal guidance and a review of existing documents, the CERC recognizes that the integrated Emergency Operations Plan (EOP) developed by Louisville/Jefferson County Metro Government, with assistance and guidance from Kentucky Emergency Management (KyEM), substantially complies with the planning requirements imposed by Title III.
- F. Facilities that manufacture, use or store extremely hazardous substances must develop a response plan to protect employees within the facility and to advise local officials of any threat to citizens beyond the plant-property boundary. These plans will be known as the On-Site and Off-Site Plans for each covered facility. Affected facilities are required to appoint a Facility Emergency Response Coordinator and an alternate who will assist in the production of the plan and serve as the facility representative during training exercises or actual response operations.
- G. The LEPC is responsible for developing the Community Response Plan, but implementation of the plan is the responsibility of local government as a means of protecting life and property. Therefore, the LEPC has coordinated development of the plan with local officials and agency personnel who will implement it for a hazardous material incident.
- H. This plan provides guidance for response to a hazardous materials release from a facility which manufactures, uses or stores such substances. Agency personnel who are likely to provide on-site support should develop detailed Standard Operations Procedures (SOPs) which reveal names and quantities of hazardous materials, include storage areas and manner of storage, identify adverse health and environmental effects of exposure to the chemicals, and provide specific operations procedures relating to the agency.
- I. Major transportation routes over which EHS are carried must be identified. Special populations along those corridors will be identified. Appropriate plans will be developed to deal with the effects of potential releases which could expose these populations.

III. DIRECTION AND CONTROL

Response to an incident at a facility subject to Title III will be coordinated in accordance with the Direction and Control section of this annex.

IV. CONCEPT OF OPERATIONS

- A. Substances covered which require the development of a response plan are specified in Section 302, Title III, and are those on the list of extremely hazardous substance published by the Administrator of the EPA. Although they are not covered by the provisions of Title III, other chemicals regulated under the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA), Occupational Safety and Health Administration (OSHA) or the Louisville Metro Hazardous Materials Ordinance standards will require a response from local officials.

- B. Facilities required to report that they are subject to the planning requirements of Title III are those facilities, except as provided in Section 304, which have a substance on the EHS list in excess of the threshold planning quantity (TPQ), as established by the Administrator of EPA.
- C. Emergency planning notification must be made by each covered facility to CERC and LEPC. If a facility which is not subject to Title III acquires covered materials in quantities equal to or in excess of the TPQ or if a revision of the Extremely Hazardous Substances list results in the facility having on hand a covered substance in amounts equal to the TPQ, the owner or operator must notify CERC and LEPC within 60 days that the facility is subject to the provisions of Title III.
- D. Material Safety Data Sheets (MSDS) or a list of MSDS chemicals found at the facility must be submitted to CERC, LEPC and the fire department with jurisdiction over the facility. Submission of MSDS or a list of MSDS chemicals is determined by criteria established by the Administrator of EPA. EPA may establish threshold levels below which no facility will be required to submit MSDS or list of MSDS chemicals.

At the option of the facility, the MSDS submission requirement can be met by filing a list of MSDS chemicals grouped according to categories established by OSHA. If only a categorical list is submitted, the LEPC may require submission of MSDS for public inquiries. Inquiries by the public will be handled in accordance with the procedures specified by local and state law.

- E. Trade Secret Status protection is available only for the chemical identity and the location of MSDS chemicals, in accordance with Sections 322 and 324 of Title III. The Administrator of EPA will determine if substantiation provided by the facility merits trade secret status.
- F. Emergency release notification will be given immediately after a reportable release by the owner or operator of a facility to the county 24-Hour Warning Point (Communications Center) by calling 9-1-1, and the Commonwealth Emergency Response Commission (CERC) at 800-255-2587. The Communications Center is responsible for notification of the Community Emergency Coordinator/designee and affected agencies or individuals in accordance with Annex Q.

Such notification will specify areas likely to be affected by the release and other data as specified by Section 304. As soon as practicable after a release, which requires notification, the facility will provide a written follow-up notice or notices as more information becomes available.

- G. Emergency medical practitioners are entitled to receive specific information on chemicals which have been granted Trade Secret Status by the Administrator of the EPA if the treating physician or nurse requests such information after determining that (1) a medical emergency exists, (2) the specific chemical identity of the chemical concerned is necessary for or will assist in emergency or first aid diagnosis or treatment, and (3) the individual or individuals being diagnosed or treated have been exposed to the chemical concerned.

The owner or operator of the facility will immediately provide the requested information to the physician or nurse. In accordance with Section 323, authority to withhold specific information will not apply in such instances.

- H. Emergency and Hazardous Chemical Inventory Forms (Tier II) must be submitted annually by the facility, in accordance with Section 312.

Tier II Inventories must be submitted to the CERC, LEPC (electronic only) and the fire department with jurisdiction over the facility by March 1st of each year. Tier II Inventories provide more specific data on the chemicals present and more definitive information on the manner and location of storage areas for covered chemicals. The Louisville/Jefferson County LEPC will track that information with the CAMEO system.

Tier II information will be made available to the public in accordance with Sections 312 and 324 of Title III.

- I. Toxic chemical release reports must be submitted to the EPA and a designated state agency beginning July 1, 1988, and annually thereafter, each reflecting the preceding calendar year. Certain manufacturers, processors and users of listed EHS, in accordance with Section 313, are covered by this requirement. The reports must provide data on routine and accidental emissions of such chemicals into the air, land or water.

Toxic Chemical Release Reports cover releases that occur as a result of normal business operations, rather than abnormal emergency releases that must be reported immediately, in accordance with Section 304. Facilities subject to this section are any facilities in SIC Codes 20-39 with 10 or more full-time employees, which manufacture, process or use a listed toxic chemical in excess of threshold amounts.

1. The primary routes to bring product into and out of Jefferson County are:
 - a. I-65 connecting Jefferson County with Indiana on the north via the Kennedy Bridge and Bullitt County on the south.
 - b. I-64 entering Jefferson County on the northwest at New Albany, Indiana, via the Sherman Minton Bridge and on the east at the Shelby County line.
 - c. I-71 entering Jefferson County at the Oldham County line in the northeast and terminating at the junction of I-64 in the area known as Spaghetti Junction.
 2. The main cross-county routes are I-264 which crosses the inner part of the county from I-71 in the east across county to I-64 in the west and I-265/841, which crosses the outer part from US Highway 42 in the northeast to US Highway 31W in the southwest part of the county.
 3. There are several railroads that crisscross the county as well as barge traffic on the Ohio River that serves as the northern and western boundaries of the county.
- K. Special populations are locations that may require extra attention because of their proximity to an incident or the downwind effects of an incident. These populations and properties will be included in the off-site section of the Facility Plan for each facility. The major transportation routes will also have "special populations" attached to them.
- L. Protocol for Sounding Sirens

In addition to calling 9-1-1, the sirens will be sounded when:

- a. There is a situation at a facility, which, in the opinion of the person(s) in charge, could have an adverse effect on the safety of the community.
- b. The Incident Commander, on assessment of a facility incident, requests activation of the Community Siren System.
- c. There is a situation outside of the facility and there is a request from the Incident Commander to activate the Community Siren System.

In addition, hazardous substances may be produced by combination of other products during emergency operations. Gases may be produced which drift beyond the facility boundary, thereby endangering other areas. Consideration must be given to the nature of materials stored in adjacent buildings and the potential hazard they present.

M. Training Standards

1. Each agency listed in the Table of Organization Annex Q, and having a mission outlined will develop a training program which will allow the agency to carry out its mission as described in that section. Each agency will designate a person responsible for maintenance of the agency's training program. Training programs will meet the requirements of all applicable regulations -- federal, state, or local. Each agency will maintain training plans and records available for inspection by the LEPC on request. Training records will be maintained for five years.
2. All facilities possessing threshold-planning quantities (TPQ) of extremely hazardous substances (EHS) will maintain a training program sufficient to allow facility employees to respond per the on-site and off-site plans required by the LEPC for that facility. Facility training programs will meet the requirements of all applicable regulations -- federal, state and local. Facility training plans will be made available for inspection by the LEPC upon request.
3. Public Training: The general public will, at a minimum, be trained to alert signals, information seeking, reporting and action to be taken upon receiving an alert warning signal. This should be done as a cooperative effort between facilities and local governments. This should be part of an overall communication effort regarding SARA Title III and hazardous materials emergencies. LJCHEMA will be publicized as the repository for hazardous materials information.

O. Exercises

1. Standards for Facilities and Response Agencies: Exercises will be conducted and evaluated per Federal Emergency Management Agency and Environmental Protection Agency recommendations as taught in the Hazardous Materials Contingency Planning Course, "Evaluating the Hazardous Materials Plan Through Exercising." Exercises will be evaluated by the participants and LJCHEMA.
 - a. Response Agencies: Each response agency will participate in at least one full-scale exercise every four years.
 - b. Facilities: Each facility will hold at least one functional exercise per year to test its plan via a realistic scenario. The facility will notify LJCHEMA at least one month in advance of the exercise. Response agencies may observe any facility exercise that they so choose.

In addition each Facility Emergency Coordinator from a high- or moderate-risk category facility must observe one full-scale exercise within 18 months of obtaining the position and one every four years thereafter. (This requirement may be met by joint exercises among facilities.)

A functional exercise is an activity designed to test or evaluate the capability of an individual function, or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency-management activity.

The functional exercise is the basic goal of an emergency management exercise program. These exercises are fully simulated, using messages that can be either written, or transmitted by telephone, radio or both. The functional exercise creates stress by increasing the frequency of messages, intensity of activity, complexity of decisions and/or the requirements for coordination.

P. Medical Surveillance

Medical surveillance is generally performed in order to assure that personnel are physically capable of performing their response function and to assure that work practices, including use of personal protective equipment, are adequate to provide personnel with appropriate protection from exposure. This plan also addresses a general procedure to be followed in determining appropriate medical response to acute hazardous material exposures. The medical surveillance recommendations included in this plan are not intended to replace general health physicals as are recommended for the detection

and prevention of disease or to address occupational exposures not related to activities covered by this plan.

For example, it is assumed that firefighters and law enforcement personnel undergo appropriate medical surveillance to assure their capacity to carry out their routine duties. Responders to hazardous material incidents will undergo medical surveillance necessary to meet the provisions of 29 CFR 1910.120.

REFERENCES AND AUTHORITIES

- Public Law 99-499, the Superfund Amendments and Reauthorization Act of 1986 (specifically Title III)
- Louisville Metro Hazardous Materials Ordinance Number 121-2007
- 29CFR, 1910.120 – Hazardous Waste Operations and Emergency Response
- CPG 1-8, Local Emergency Planning
- NRT-1, Hazardous Materials Emergency Planning Guide
- 2012 DOT Emergency Response Guidebook
- Estimating Releases and Waste Treatment Efficiencies for Toxic Chemical Release Inventory Form EPA 560/4-88-002, December 1987
- Toxic Chemical Release Inventory Reporting Form R Instructions
- Technical Guidance for Hazards Analysis - EPA, DOT, December 1987
- Common Synonyms for Chemicals Listed Under Section 313, of the Emergency Planning and Community Right-To-Know Act, EPA, March 1995
- CAMEOfm, April 2012
- National Incident Management System (NIMS), December 2008
- National Response Framework, January 2008

National Disaster Medical System
Strategic National Stockpile
CHEMPACK

NATIONAL DISASTER MEDICAL SYSTEM (NDMS) PLAN

I. SITUATION AND ASSUMPTIONS

- A. The federal government has established the National Disaster Medical System (NDMS).
- B. The Civilian Military Contingency Hospital System (CMCH), now a part of NDMS, may be activated by the President for a war.
- C. This is not a supplementary medical resource but an augmentation resource after all local and state resources are committed
- D. The metropolitan areas of Louisville, Lexington, and Northern Kentucky have been selected to participate as receiving hospitals.

II. MISSION

- A. The National Disaster Medical System is designed to care for the victims of an incident that exceeds the medical care capability of an affected state, region, or federal medical care system. It is capable of treating large numbers of casualties injured in a major peacetime disaster or a national security emergency involving a conventional military conflict. The NDMS fulfills three main objectives:
 - 1. Provide supplemental health and medical assistance in domestic disasters at the request of state and local authorities.
 - 2. Evacuate patients who cannot be cared for in the disaster area to designated locations elsewhere in the nation.
 - 3. Provide hospitalization in a national network of hospitals to care for the victims of a domestic disaster or military contingency that exceeds the medical care capability of the affected local, state, or federal medical system.

III. DIRECTION AND CONTROL

- A. Under Secretary for Health, Veterans Affairs: Responsible for overall management of NDMS operations specific to Veterans Affairs Medical Centers (VAMC)/Federal Coordinating Centers (FCC).
- B. Mid-South Health Care System Network Director: Ensures the development, maintenance, and evaluation of each of the Network FCC's NDMS plans. Provides management and coordination of Network resources during NDMS activation's.
- C. VISN Liaison Area Emergency Manager: Supports the Network's FCC requirement for the preparation and maintenance of Memorandums of Understanding (MOUs), plans development, and exercise facilitation. The AEM will also provide liaison with other federal, state, community and/or private sector emergency management, as required.
- D. FCC Director: Responsible for providing overall management to the NDMS program and for the development, implementation, and evaluation of the NDMS plan. Coordinates exercises with NDMS partners to evaluate and update the plan as appropriate.
- E. NDMS Area Coordinator: In coordination with the FCC recruits civilian hospitals for the NDMS program, organizes local health care and support organizations, and coordinates the development of an NDMS plan with local emergency management for patient reception and distribution.

IV. CONCEPT OF OPERATIONS

- A. Upon activation the Louisville, Kentucky VAMC will serve as the Louisville Area Federal Coordinating Center (FCC). FCC responsibilities will include coordinating the receipt and distribution of patients using policies and procedures developed in partnership with the (LJCMEMA) and area NDMS hospitals. These procedures will include mobilizing medical resources for communication, transportation, patient accountability/tracking, and the medical regulation of patients to designated medical treatment facilities.
1. FCC: The Louisville Area Federal Coordinating Center (FCC) has overall responsibility for NDMS activities and will ensure that the following are accomplished:
 - a. Activation of the Louisville NDMS operations plan.
 - b. Coordination with LJCMEMA for patient reception, accountability/tracking, medical regulating, and transportation of all patients arriving in the FCC area.
 - c. Assumption of administrative responsibility for hospitalized patients upon their arrival and until they are returned home, or are returned to their responsible service, or are discharged from active duty.
 - d. Assurance that an admission summary for each arriving patient is completed, and a system established to maintain the location and diagnosis of each patient in the FCC area. An estimated length of stay will be established and maintained for each patient.
 - e. Monitoring the care of patients placed in facilities associated with Louisville Area FCC and coordinating their discharge and transportation back to their point of origin.
 - f. Submission of daily bed availability reports to the Global Patient Medical Regulating Center (GPMRC), located at Scott Air Force Base, IL, for the Louisville NDMS area.
 - g. Reporting to GPMRC when military patients are ready to return to duty and when civilian patients are ready to return home.
 - h. Contacting Fort Knox Liaison as appropriate.
 - i. Arrangement for the return of remains.
 - j. Functioning as the office of record for all medical records on patients treated in the Louisville NDMS area. Upon patient discharge copies of complete records of patients' care, transportation, and/or disposition of their remains will be sent to NDMS Headquarters for permanent, confidential retention.
 - k. Responsibility for the development, exercise, and evaluation of this reception plan in conjunction coordination with LJCMEMA.
 2. Civilian Patients: If a natural or manmade disaster within the United States is of such a magnitude that local, state, or regional capabilities are insufficient to care for victims, NDMS will be activated. Patients will be evacuated to the available NDMS reception areas and sent to the appropriate participating NDMS hospital with the capability of providing the required care. *If participating NDMS hospitals have reached capacity, the patients will be referred to available military or VA beds.*
 3. Military Patients: Military patients will normally be returned from a theater of operations to major ports of debarkation in the continental United States. Military patients who can return to duty in a very short period of time (within 30 days) should be sent to military medical treatment facilities if beds are available. Military patients who are determined doubtful for return to duty will be sent to the nearest Veterans Affairs Medical Center if that facility has the capability to provide for their acute care needs. If the military and Department of Veterans Affairs systems have reached capacity the military disaster patients will be transported to available NDMS civilian hospitals.
 4. Joint Patient Reception Team (JPRT): A Joint Patient Reception Team composed of personnel from LJCMEMA, FCC, LMEMS, NDMS hospitals, and other agencies as appropriate will be located at the Louisville International Airport to meet incoming patients. The team will, perform management and coordination activities, medical triage, determine appropriate care, coordinate movement, and medically regulate patients to the appropriate hospital as indicated from NDMS bed report information, and coordination with the receiving hospital.

B. Activation: The system may be activated in three ways:

1. Peacetime Disaster: The Governor of the Commonwealth of Kentucky may request federal assistance under the authority of the Disaster Relief Act of 1974 (PL93-288 as amended). In general, the Governor requests a Presidential Declaration of Emergency. This may include the activation of the NDMS when appropriate.
2. No Disaster Declaration: The Commissioner of the Commonwealth of Kentucky Health Services may request NDMS activation by the Secretary of HHS in situations where there is no Presidential Disaster Declaration.
3. Wartime: When military casualty levels exceed the capability of the DOD and VA medical facilities, the system may be activated by the Assistant Secretary of Defense (Health Affairs).

C. Lead Agencies: Pursuant to Executive Order 11490, if the system is activated in a civil disaster, the lead agency will be HHS; in a national security emergency, the lead agency will be DOD. Each agency will be responsible for managing its own resources in accordance with the general policy as agreed by the NDMSOC Coordinating Group.

D. Coordination:

1. Upon system activation, the Louisville Area FCC will contact the National Disaster Medical System Operations Support Center (OSC)/Headquarters Office in Rockville, Maryland, 1-800-USA-NDMS. Coordination with other federal agencies concerned with medical services or medical logistics will be initiated. NDMS will work in cooperation with the Director of Division of Disaster and Emergency Services, Kentucky Cabinet for Health Services, GPMRC, and the Federal Coordinators at the disaster site.
 - a. In a civil emergency, the principal interface will be through FEMA and HHS Regional Coordinators to the Kentucky Division of Emergency Management, Kentucky Cabinet for Health Services.
 - b. In a military contingency, the principal interface will be directly between military hospitals, the FCC, and the local NDMS hospitals.
2. Bed Availability Categories: The Louisville Area Federal Coordinating Centers (FCC) will be notified to report participating NDMS hospital bed availability to GPMRC. Patients will be regulated to NDMS areas using the bed availability categories as listed:
 - a. Medicine (MM)
 - b. Psychiatric (MP)
 - c. Surgery (SS)
 - d. Orthopedics (SO)
 - e. Spinal Cord Injury (SCI)
 - f. Burns (SBN)
 - g. OB/GYN (SG)
 - h. Pediatrics (MC)
 - i. Neurosurgery (SSN)
 - j. Maxillofacial (SSM)
 - k. Ophthalmology (SSO)
 - l. Thoracic Surgery (SSCT)
 - m. Urology (SSU)

E. Execution

1. Alert: Upon receipt of an alert to implement the NDMS program, the FCC will take the following actions:

- a. Provide notification to Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA), participating NDMS hospitals and other support agencies there has been an NDMS alert. At this time the availability of committed beds should be ascertained; however, beds and services will not be required to be made available on the basis of an alert. Committed beds and services will be required only when it can be determined that they will be needed within 24-72 hours.
- b. In a national security emergency, Department of Veterans Affairs Medical Centers will plan to curtail or divest as required in their VA/DOD contingency plans.
- c. Initiate activation/notification call-down
- d. Notify GPMRC of the estimated number of beds by category, which may be made available. The FCC will provide the report as soon as possible. Subsequent reports will be submitted by 2400 hours daily or sooner as conditions warrant.

2. GPMRC Medical Regulating:

- a. DOD or civilian patients will be regulated by GPMRC to NDMS areas and by NDMS Federal Coordinating Centers to participating hospitals in accordance with bed availability reports.
- b. Reports on bed availability from all participating NDMS hospitals will be submitted to the FCC who in turn will consolidate and submit a single report as of 2400 (midnight) hours to GPMRC.

F. Operations

1. Upon receipt of notification that patients will arrive, the FCC in partnership with LJCMEMA will assume responsibility for coordinating all actions associated with the management of patients received. This will include:
 - a. Reception/Triage
 - b. Transportation
 - c. Hospitalization
 - d. Communications/Coordination
 - e. Patient Administration
 - f. Personnel Management
2. Patient Reception Site (PRS): The Joint Patient Reception Team (Triage) is responsible for patient classification and the reporting of patients as:
 - a. RED – Immediate
 - b. YELLOW – Delayed
 - c. GREEN – Minor
 - d. BLACK – DOA
3. The FCC in coordination with LJCMEMA will be responsible for assuring that patients are medically regulated from the PRS to receiving NDMS hospitals. The medical status of each patient will be communicated by the JCRT to the receiving NDMS hospital(s).

G. Reimbursement:

1. Transportation reimbursement: Agencies will submit payment requests to NDMS per Louisville FCC, direction. Louisville VAMC will in turn submit bills to either DOD or PHS for payment of charges.
2. Hospital reimbursement, (with the exception of associated transportation cost) will be submitted to the patient's identified third party payer(s). Uninsured patients will have billed charges submitted to the Department of Health and Human Services, Office of Emergency Preparedness. For Civilian Casualties NDMS agrees to assure compensation, at 110% of what Medicare would pay (at time of disaster) for medically necessary care for disaster related diagnoses. TRICARE-ELIGIBLE

CASUALTIES will be paid for by the Department of Defense for healthcare services provided the Military Health System beneficiaries in accordance with payment rules stated in 32 CFR Part 199.

3. NDMS member hospitals will assume responsibility for coordination of benefits, so that benefits through NDMS will be secondary to any other existing medical coverage (other than Medicaid). By Law Medicaid is the payer of last resort. If existing medical coverage provides less than the amount noted above, NDMS agrees to pay the difference.
 - a. NDMS will not compensate for pre-existing conditions except as they directly impact medically necessary care for disaster-related diagnoses. This care would be compensated at 110% of what Medicare would pay (at time of disaster). NDMS will not compensate for any deductible.
 - b. NDMS hospitals will submit final bills for payment (after providing for coordination of benefits) to the Fiscal Intermediary/Third Party Administrator (that will be identified by the HHS, Office of Emergency Preparedness at the time of the disaster).
 - c. In the event the casualties are TRICARE-eligible, NDMS member hospitals will send final bills for payment (after providing for coordination of benefits) to the Fiscal Intermediary/Third Party Administrator who will be identified by the Military Medical Support Office (MMSO) P.O. Box 886999, Great Lakes, IL 60088-6999 (1-888-MHS-MMSO/1-888-647-6676. The FCC will provide liaison for all issues regarding patient care reimbursements.

H. Management and Coordination

1. Staff Designation: Upon receipt of this plan LJCHEMA and each of the NDMS participating hospitals and support organizations are requested to designate a primary and secondary staff member to serve as the point of contact for their organization and to provide the name and phone number to the NDMS FCC Program Coordinator, Louisville VA Medical Center, Louisville, KY. Written correspondence should be addressed to:

National Disaster Medical System
NDMS Area Coordinator
Louisville VA Medical Center
800 Zorn Ave.
Louisville, Kentucky 40206-1499

2. Louisville Area FCC: Louisville Area FCC has a critical role to play in the successful organization and operation of the NDMS system in the local community. These critical roles may be summarized as follows:
 - a. Represent the NDMS
 - b. Solicit/organize community participation
 - c. Facilitate/maintain hospital enrollment
 - d. Collect/report hospital bed availability data
 - e. Coordinate area operations plan
 - f. Coordinate annual exercises
 - g. Coordinate local operations during activation

V. Report Formats

A. Situation Report Format:

1. Situation Reports will include:
 - a. Summary of bed availability
 - b. Number of DOD patients admitted to date by service.
 - c. Number of DOD patients currently hospitalized and clinical status.
 - d. Significant clinical issues.
 - e. Significant issues involving veteran care services.
 - f. Significant supply, equipment, and pharmaceutical issues.
 - g. Significant staffing/personnel issues.
 - h. Significant public affairs activities.
 - i. Other issues Louisville Metro deems appropriate.

B. After-Action Reports Format:

1. After-Action Reports will include:

- a. Summary of bed availability
- b. Number of DOD patients admitted to date by service.
- c. Number of DOD patients currently hospitalized and clinical status.
- d. Significant clinical issues.
- e. Significant issues involving veteran care services.
- f. Significant supply, equipment, and pharmaceutical issues.
- g. Significant staffing/personnel issues.
- h. Significant public affairs activities.
- i. Other issues Louisville Metro deems appropriate.

VI. ADMINISTRATIVE SUPPORT

- A. Region 4, U.S. Public Health Services serves as lead federal agency for execution and sustainment of NDMS operations.
- B. Commonwealth EOC (Kentucky Division of Emergency Management) provides coordination and communication with other state agencies as interface to NDMS operations under the provisions of the current Commonwealth of Kentucky Emergency Operations Plan. Will notify Regions 13 and 14 of NDMS activation.
- C. Louisville/Jefferson County Metro Emergency Management Agency (LJCMEMA) is responsible for the coordination and management of all phases of the LMEMS support to NDMS activations.
- D. Louisville Metro Emergency Medical Services and private EMS services, as requested by LMEMS will provide transportation for patients to National Disaster Medical System (NDMS) hospitals.
- E. NDMS hospitals after activation will utilize this plan. Each participating hospital will forward the following information to the Louisville Area FCC daily: Daily Bed Report Summary, Daily Admissions and Disposition List (indicating the expected length of stay), and an NDMS Admission Summary after the receipt and admission of each patient. After admission the patient's day-to-day medical management and care will be accomplished by the medical staff of the hospital.
- F. American Red Cross provides Disaster Welfare Information services (DWI) and assistance to family members as requested. Assist with feeding and logistical support for operations at the Casualty Reception Center.
- G. Military (DOD) provide support for military casualties.

VII. GUIDANCE PUBLICATIONS

- Public Law 97-174, Section 5011A, Veterans Administration and Department of Defense Health Resources Sharing and Emergency Operations Act.
- VA/DOD Memorandum of Understanding, 1982.
- Executive Order 12656, "Assignment of Emergency Preparedness Responsibilities".
- National Security Decision Directive 47 DOD Integrated Continental United States Medical Operations Plan, VHA Prescription for Change; Strategic Objective.
- Presidential Decision Directive (PDD) 67, Continuity of Operations Planning.
- VA Directive 0320, Emergency Preparedness Planning Procedures and Operational Requirements, October 18, 1999.
- VHA Directive 0320, Emergency Preparedness, May 1, 1997.
- VHA Handbook 0320.1, Department of Veterans Affairs and Department of Defense Contingency Hospital System Plan, May 1, 1997.
- VHA Handbook 0320.2, Veterans Health Administration Emergency Management Program Procedures, June 12, 2000.
- Federal Coordinating Center Guide, August 1999

STRATEGIC NATIONAL STOCKPILE PROGRAM

ESF 8 Support Plan

SITUATION AND ASSUMPTIONS

- A. The federal government, through the Cabinet for Health and Human Services (HHS), Center for Disease Control and Prevention (CDC), has established a Strategic National Stockpile (SNS) Program. The SNS program is outfitted with medical supplies and equipment necessary to lessen the effects or assist in the response to a chemical or biological attack, or a natural disaster, effecting the population of the United States.
- B. The Division of Strategic National Stockpile manages multiple emergency response programs.
1. 12 Hour Push Package - This "Package" is designed for immediate deployment when time is critical to the response. The package is intended to arrive on site within twelve (12) hours of being requested by the state.
 2. Managed Inventory Supply (MI) – MI is utilized in a multiphase incident specific response. MI can be deployed within 24 to 36 hours.
 3. CHEMPACK – Pre-positioned stockpiles of Nerve Agent Antidote.
 4. Federal Medical Station (FMS) - An FMS will provide scalable (in size), modular, and rapidly deployable health and medical platform.
- C. LMPHW, ESF 8 has been assigned the role as the lead agency in Metro Louisville for managing Health and Medical logistical operations including but not limited to SNS operations, antiviral distribution, emergency vaccine distribution, and other ancillary medical supplies.
- D. All requests for SNS assets will be coordinated by the Kentucky Department for Public Health. Requests for SNS assets will only be made once it has been determined that local and state assets are insufficient to manage the incident, and the Governor has declared a State of Emergency.

MISSION

The mission of this document is to guide a mass prophylaxis campaign that minimizes the loss of life during a catastrophic public health emergency by providing needed antibiotics to 100% of the identified population within 48 hours of the federal decision to deploy the SNS medical counter measures.

II. DIRECTION AND CONTROL

- A. The LMPHW will manage SNS operation by activating the Department Operations Center (DOC) during all incidents involving SNS assets. LMPHW-DOC will be the primary center for coordination of SNS asset within Jefferson County. The LMPHW-DOC will be in contact with the Louisville Jefferson County Metro EOC.
- B. The Metro Police Department (LMPD) has accepted the lead role for planning, coordinating, and executing security for SNS Operations.
- C. The Transit Authority of River City (TARC) has accepted the lead role for planning, coordination and executing distribution for SNS medical counter measures to the PODs

III. CONCEPT OF OPERATIONS

A. Command and Control

- a. The Mayor or the Mayor's designee will request SNS assets from the Governor upon recommendation of the Director LMPHW or the Director's designee. The request will go through

KDPH or KYEM

- b. The Governor or the Governor's designee will request SNS assets from CDC upon recommendation of the Director of the KDPH or the KDPH designee.
- c. KDPH is responsible for issuing a single medical order or generic prescription as needed to allow for mass prophylaxis utilizing SNS assets. KDPH will consult with and follow the guidance of the CDC, HHS and FDA when issuing any medical order, protocol, utilizing an Investigational New Drug (IND), or utilizing an Emergency Use Authorization.
 - 1) KDPH will distribute to LMPHW unlicensed antiviral drugs, vaccines or any pharmaceuticals for off label use under FDA's Investigational New Drug (IND) provisions.
 - 2) Emergency Use Authorization – The FDA Commissioner may allow medical countermeasures to be used in an emergency to diagnose, treat, or prevent serious or life-threatening diseases or conditions caused by such agents, when there are no adequate, approved, and available alternatives.
 - 3) KDPH and LMPHW will follow CDC guidance and the KDPH Public Health Practice Reference when issuing protocols.
 - 4) LMPHW will provide a representative to sign for all SNS assets that are transferred from RSS to the Distribution Site (DS) for Louisville Metro
- d. KDPH is responsible for coordinating and issuing a treatment recommendation when necessary.
 - 1) The Commissioner of the Kentucky Department for Public Health will request that the Governor issue an emergency health declaration.
 - 2) The Commissioner may also recommend to the Governor, suspension in part or whole of the following Kentucky Revised Statutes (KRS) and Kentucky Administrative Regulations (KAR), that address topics such as dispensing and labeling requirements, that may hinder an emergency response.
- e. In the event LMPHW does not receive enough pharmaceuticals, antivirals, vaccines or medical supplies to meet all its needs the Director of LMPHW will make recommendations to the Mayor's Office for priority of use and distribution.

B. Utilization of Course of Action Planning Matrix

1. Phases- Planning matrixes are divided into 3 phases that describe the emergency status of a jurisdiction
 - a. Pre-Incident – Normal Operations
 - b. Response-Life Safety Operations
 - c. Recovery – Rebuilding to Normal Operations
2. Capability- Each phase is further divided into Capabilities that are based on FEMA's Target Capability List.
3. Objective- Capabilities are divided into objectives that must be accomplished to ensure the capability can be achieved.
4. Activity- objectives are divided into specific activities that support the objectives and become the framework and guidance for successful operations that are further detailed in Standard Operating Guidelines, Job Actions Sheets, and Checklists.

CHEMPACK

I. SITUATION AND ASSUMPTIONS

- A. A CHEMPACK container holds nerve agent antidotes. These CHEMPACK containers have been deployed to a number of locations in Kentucky. Their purpose is to provide the Commonwealth and local governments a resource to increase their capability to respond quickly to a nerve agent event. Four of these CHEMPACK containers are/will be stored in Jefferson County. There is a hospital and an emergency medical service (EMS) pack, at Norton Audubon Hospital and at University of Louisville Hospital.
- B. A CHEMPACK container holds nerve agent antidotes configured for both hospital and EMS use. Differences between the hospital and EMS configured containers are determined by the availability of Mark-1 auto-injector kits and diazepam for injection. Each container is designed to treat 1000 casualties exposed to a nerve agent however the EMS configured container contains primarily Mark-1 auto-injectors whereas the hospital configured container contains fewer Mark-1 auto-injector kits and greater bulk Pralidoxime, atropine, and diazepam. The CHEMPACK containers stored in the county are both hospital and EMS configured containers.
- C. Each CHEMPACK container has an enclosed Sensaphone 2050®. This device monitors ambient temperature and provides a warning to CDC and state/local authorities should the temperature rise or fall above or below ideal storage requirements, respectively. In addition, the CDC will conduct periodic assay of the contents of the containers for product degradation. This constitutes the Shelf Live Extension Program (SLEP) administered through the Food and Drug Administration. It is through the combination of Veterans Administration pharmaceutical purchasing power and the SLEP that allows this program to be cost effective.
- D. The CHEMPACK Project is administered and enabled at the federal level by the United States Department of Health and Human Services (HHS), the Strategic National Stockpile (SNS) and the Centers for Disease Control and Prevention (CDC).
- E. The Commonwealth of Kentucky has taken custody of 29 CHEMPACK containers. Twenty-two containers are of EMS configuration and seven containers are of hospital configuration.

II. MISSION

Ensure timely delivery of CHEMPACK containers to a potential inflicted or inflicted population.

III. DIRECTION AND CONTROL

- A. The Kentucky Cabinet for Health and Family Services (CHFS) will be the lead Commonwealth agency in deploying CHEMPACK containers.
- B. The Louisville/Jefferson County Metro Emergency Management Agency will facilitate distribution of CHEMPACK assets.
- C. All operations will be conducted using the National Incident Management System (NIMS) concept.

IV. CONCEPT OF OPERATIONS

- A. Facilities hosting the CHEMPACK containers have signed a Memorandum of Understanding between themselves and the Commonwealth concerning the storage and use of the CHEMPACK container.
- B. The Host Facility will be responsible for the storage and safeguarding of the CHEMPACK container in the facility and will ensure compliance with applicable local, state and federal regulatory laws, regulations and guidelines.
- C. The Host Facility will notify the Statewide CHEMPACK Coordinator within 24 hours should there be changes made to the contact information at the facility.

- D. CHEMPACK containers may be opened at the discretion of the emergency department physicians at the host hospital and/or assets may be requested by EMS, EMA, Louisville Metro Department of Health and Wellness or other hospitals in the region of the host hospital. Upon notification of a large-scale event or activation of the regional CHEMPACK plan, all hospital packs will be divided up evenly and deployed to each hospital in Jefferson County. The exact breakdown is identified in the regional plan.
- E. CHFS or the Statewide CHEMPACK Coordinator must be called as soon as possible, once the decision to open a container has been determined. KyEM can be accessed by calling (800) 255-2587. KyEM will notify the CHFS Statewide CHEMPACK Coordinator and his/her assistant that a container has been opened. KyEM will immediately contact the CHFS program as soon as possible of an emergency deployment.
- F. 9-1-1 will coordinate transport with local law enforcement.
- G. At the discretion of CHFS and in consultation with the CDC and the host hospital, CHEMPACK containers may be temporarily transferred to a location closer to an event in which the risk of chemical agent exposure to the public is increased. The temporary location will meet all storage requirements for maintaining climate control. Appropriate security will be provided to prevent tampering with the container during transit and while temporarily stored away from the containers primary location. At the conclusion of the event all unopened containers will be returned to their host sites.
- H. The Statewide CHEMPACK Coordinator will have responsibility for managing the implementation and day-to-day operation of the CHEMPACK Project for the Commonwealth of Kentucky.

V. ADMINISTRATIVE SUPPORT

- A. Administrative support will be provided for implementing this plan by other components of the Cabinet for Health and Family Services.

Mass Fatalities Plan

MASS FATALITIES

I. SITUATION AND ASSUMPTIONS

- A. Numerous deaths may occur as a result of emergency or disaster incidents. It is imperative that trained personnel remove bodies. Evidence used to identify the dead and establish the cause of death must be properly collected. However, because of the large number of dead, local resources may be quickly overwhelmed, requiring outside assistance.
- B. The State Medical Examiner's Office, along with volunteer professionals, can support Louisville/Jefferson County. Manpower and supplies throughout the state may be directed to the scene and provide assistance to help identify victims, establish cause of death, secure evidence and process bodies.
- C. Another aspect of a mass fatalities incident is the notification of next-of-kin. This problem may require tracking relatives in other cities/states. In addition, grieving relatives, especially those at the disaster site, may need crisis counseling by clergy, social workers or other professionals.

II. MISSION

The purpose of this plan is to support local government in management of a disaster that results in mass fatalities by providing professional manpower and supplies as required.

III. DIRECTION AND CONTROL

- A. Kentucky Revised Statutes provide that once the sick and injured are removed from a disaster site, the Jefferson County Coroner is in charge of the site until the dead and accompanying evidence are removed. The Jefferson County Coroner will direct all operations pertaining to the processing of dead.
- B. The Administrator, State Medical Examiner's Program, will coordinate state assistance requested by the County Coroner.

IV. CONCEPT OF OPERATIONS

- A. Faced with a mass fatalities' incident that would overwhelm local resources, the Jefferson County Coroner/ Deputy Coroner, may request assistance through the State Medical Examiner's Office. In the event that the Coroner is unavailable, the Metro Mayor, Sheriff or Kentucky State Police may request this assistance. Medical Examiner assistance may be obtained by notifying the State Medical Examiner's Frankfort Office (502-564-4545), the State Medical Examiner's Louisville Office (502-852-5587), or notification can be relayed through the Louisville/Jefferson County Metro Emergency Management Agency Duty Officer who can be reached at (502-574-3506).
- B. The Jefferson County Coroner will establish a Mass Fatality Morgue at appropriate locations, based on:
 - 1. Incident location
 - 2. Number of fatalities
 - 3. Access to the site
- C. The emergency morgue will operate under the control of the Jefferson County Coroner. The Coroner will establish morgue hours of operation based upon the number of victims and available staff.
- D. Louisville/Jefferson County Metro Government will provide emergency power, security, communications, sanitation and other supplies and equipment to operate the morgue.
- E. Once notified, the Jefferson County Coroner will determine the level of assistance required and request the State Medical Examiner, other county coroners, private practitioners in forensic sciences, morticians and other professionals to report to the site established as a temporary morgue. The Coroner will also identify supplies to be needed and coordinate the transportation of the supplies to the site.
- F. Refrigerated units may be obtained from local resources.

- G. Bodies may be contaminated both internally and externally. Contaminated bodies shall not be decontaminated until authorized by the Jefferson County Coroner; decontamination will be conducted in a manner to preserve evidence. The Center for Disease Control (CDC) can provide guidance on how to seal bodies in order to prevent release of contaminants.
- H. Bodies removed from the disaster site will be transferred to the temporary morgue before release by the Jefferson County Coroner.
- I. Under no circumstances should attempts be made to dispose of bodies by burning.
- J. The Coroner is responsible for providing the Metro Mayor Communication's Officer with daily operational updates for release to the press.

V. ADMINISTRATIVE SUPPORT

Metro Government will provide administrative support as required, such as clerks, computers, etc. The State Medical Examiners Office can provide required forms and documentation and supplementing administrative support.

JEFFERSON COUNTY CORONER'S PLAN

I. SITUATION AND ASSUMPTIONS

- A. When a mass disaster takes place numerous deaths may occur. When deaths result from a mass disaster, it is imperative that a thorough and complete investigation of the incident and the resulting deaths be conducted by trained and qualified personnel.
- B. The scene must be secured. The bodies must be properly located and their location precisely documented. The bodies must be removed and transferred, in accordance with recognized standards, to an appropriate designated facility for a more in-depth investigation and identification. Evidence must be properly collected and personal effects protected.
- C. It is the assumption that when a mass fatality occurs, local resources will be inadequate to provide the necessary personnel and equipment to perform the required tasks that must be undertaken to investigate and identify the deceased.
- D. Local authorities may obtain assistance with mass fatalities from the Kentucky State Medical Examiner's Office, the Kentucky State Coroners Association, and the Funeral Directors Association of Kentucky. These agencies have trained qualified personnel and equipment and can respond in a timely manner.

II. MISSION

The mission of the plan is to support the local coroner who is faced with mass fatalities resulting from a mass disaster by providing trained qualified personnel, equipment and supplies as required; and to conduct a thorough investigation of the deaths and to identify the deceased.

III. AUTHORITY OF THE CORONER

In accordance with the Kentucky Revised Statutes (KRS 72.020, Sec 1&2) any person finding or having possession of the body of any person whose death occurred under any of the circumstances defined as a coroner's case shall immediately notify the Coroner who shall report to the scene within a reasonable time. No person shall remove a body or remove anything from a body until directed to do so by the Coroner. The Coroner shall take possession of any objects, articles or medical specimens which in his/her opinion may be helpful in establishing the identity and /or cause of death, and he/she can make or cause to be made such tests and examinations of said objects as may be necessary or useful in determining the cause of death.

IV. DIRECTION AND CONTROL

- A. In a major emergency or disaster in the Commonwealth, the Adjutant General, as the Governor's representative during the emergency or disaster is responsible for the overall coordination of state government response and operations. The Executive Director of the Kentucky Division of Emergency Management (KyEM), the Adjutant General will ensure a timely, coordinated emergency response to any disaster situated within Kentucky.
- B. Each state, federal and private agency involved in emergency/disaster response will appoint an Agency Coordinator to coordinate emergency activities of their respective agencies with the KyEM at the Commonwealth EOC or the Boone National Guard Center in Frankfort.
- C. In a major emergency or disaster resulting in mass fatalities, all activities associated with the recovery and identification of the deceased will be in accordance with the policies and procedures of the Incident Command System and National Incident Management System.

V. RESPONSIBILITIES OF THE CORONER IN MASS FATALITY INCIDENTS

- A. In mass fatality incident, the Coroner/Medical Examiner is responsible for the direction and coordination of all services and functions within their jurisdiction to include the following:

Report to the scene as soon as possible following notification and obtain the following information:

- a. Estimated number of fatalities
- b. General condition of the remains

- c. Exact location of the scene
 - d. Access routes to the site
 - e. Location of the Incident Command Post
 - f. Location of probable temporary morgue site
 - g. Location of Staging Area where workers are to report
- B. When faced with a mass fatality incident, the Coroner should request assistance from the Medical Examiner Division of the Kentucky Justice Cabinet per the following guidelines:
1. In the event that the Coroner/Deputy Coroner is unavailable, the Metro Mayor, Sheriff or Kentucky State Police may request this assistance. Medical Examiner assistance may be obtained by notifying the State Medical Examiner's Frankfort Office (502-564-4545), the State Medical Examiner's Louisville Office (502-852-5587), or notification can be relayed through the Louisville/Jefferson County Metro Emergency Management Agency Duty Officer who can be reached at (502-574-3506).
 2. When the Kentucky State Medical Examiner's Office is notified of a mass fatality incident, the Medical Examiner staff will determine the level of assistance that will be required. The appropriate trained and certified personnel will be notified and informed of where they are to report.
 3. The Coroner or Medical Examiner will assign and coordinate the activities associated with the search and recovery teams in their efforts to locate, videotape, photograph and document the location of bodies and/or body parts.
 4. Coordinate all activities associated with the tagging of bodies and associated evidence (i.e. personal effects), placing of bodies in disaster pouches and personal effects in proper containers, the recovery of the bodies and transporting them to a designated receiving area located at the disaster site.
 5. To designate a facility to be used as a temporary morgue and to coordinate the activities of the morgue teams in establishing and maintaining the temporary morgue.
 6. To arrange for and to coordinate the activities of transporting the bodies from the body recovery station at the disaster site to the temporary morgue site.
 7. To establish a comprehensive record keeping system for maintaining all records relating to the investigation and identification of the fatalities.
 8. To coordinate all activities associated with the operation of the temporary morgue to include maintaining security, establishing morgue stations and delegating their responsibilities. The procurement of cold storage capabilities and arranging for embalming and body preparation if necessary.
 9. To establish and maintain an area for all property and personal effects of the deceased.
 10. To establish and maintain an area to receive information pertaining to the deceased and to provide information to relatives and friends of the deceased.
 11. To cooperate and coordinate the release of timely information to the media through the utilization of the designated Disaster Public Information Officer and the Joint Information Center (JIC).
 12. To maintain communication with the Incident Command Post and JIC and to provide updated status information when requested.
 13. To identify all the deceased and to determine the exact cause and manner of death.
 14. To ensure that all necessary certification and transport documents are prepared, signed and submitted to the proper authorities.

**PROCEDURES FOR CONDUCTING MASS FATALITY INVESTIGATIONS FOR
CORONERS AND MEDICAL EXAMINERS**

I. LEGAL RESPONSIBILITY

- A. In accordance with KRS 72.020, Sec. 1, it is the responsibility of anyone who has knowledge that a situation exists resulting in mass fatalities to notify the Coroner who is to report to the scene within a reasonable time.
- B. No person is to remove a body or to remove anything from a body until directed to do so by the coroner.

II. CORONER NOTIFICATION

- A. When the Coroner is notified of a mass fatality incident he/she should go to the scene as soon as possible.
- B. The Coroner should document the following.
 - 1. Name of person giving the notification
 - 2. Title and/or agency they are with (if applicable)
 - 3. Date and time of notification
 - 4. Nature of the incident
 - 5. Location of the incident
- C. When the Coroner arrives at the scene he/she should document the following.
 - 1. Time of arrival
 - 2. Exact location of the incident
 - 3. Exact nature of the incident
 - 4. Make a list of the agencies present at the scene
 - 5. Access routes to the scene
 - 6. Weather conditions
 - 7. Type of terrain
 - 8. Approximate number of fatalities
 - 9. General condition of the bodies
- D. The Coroner should begin to assess if he/she will need assistance with the mass fatality investigation. If assistance from the State Medical Examiner's Office is to be requested, the Coroner should notify the Frankfort and/or Louisville Medical Examiner's Office as soon as possible.

III. CORONERS INSTRUCTIONS TO LAW ENFORCEMENT, EMERGENCY & RESCUE PERSONNEL AT THE DISASTER SITE

The Coroner should instruct law enforcement, emergency and rescue personnel to do the following:

- 1. To secure the disaster scene as soon as any immediate dangers have been eliminated or reduced to the level that the scene is safe as it can be given the existing conditions.
- 2. Instruct everyone at the scene that the bodies are not to be touched or moved. That nothing from the bodies is to be removed and that nothing that may be associated with the bodies is to be removed.
- 3. Instruct law enforcement to have all emergency and rescue personnel who are not actually performing a necessary duty to evacuate the scene so that the site can be video taped and photographed and the necessary documentation of the scene can be started.
- 4. Emergency and rescue personnel who wish to assist in the body removal process or who want to assist in other aspects of the body identification procedures should report to the designated Staging Area for their assignments.

IV. CORONERS MASS FATALITY SITE COMMAND POST

- A. The Coroner should establish a Coroner's Command Post at the disaster site. Communications should be established at the Coroner's Command Post to allow incoming and outgoing communication.

B. As soon as the coroner has assessed the situation he/she should provide the Incident Command Post the following information.

1. Immediate problems
2. Immediate needs
3. The location of the Staging Area where the workers, who are going to be assisting the Coroner, should report
4. The names of any agencies or individuals that the Coroner needs to come to the disaster site

V. STAGING AREA FOR PERSONNEL ASSISTING THE CORONER

A. A Staging Area where personnel who are going to be assisting the Coroner with the scene investigation and the temporary morgue operations should be established. All personnel that are going to be assisting the Coroner should report to the Staging Area to receive their duty assignments.

B. The Staging Area should be within easy access to the disaster site, but it should not be in a location that would create interference with the incident operations. A local funeral home, or Louisville/Jefferson County Metro Government or state government facility may serve this purpose

C. Personnel reporting to the Staging Area should be informed of the following.

1. The location of the Staging Area
2. The best way to get to the Staging Area
3. What type of clothing to wear
4. What equipment to bring
5. What time to report to the Staging Area

D. A log should be established and maintained at the Staging Area to include.

1. Names of personnel reporting, their titles and areas of expertise
2. Type of equipment at the Staging Area and the amount available

MASS FATALITY BODY RECOVERY SITE OPERATIONS

I. RESPONSIBILITIES OF PERSONNEL SEARCHING AND RECOVERING BODIES

- A. All personnel working at the disaster site should be given a briefing before entering the site. They should be informed of the current situation and given all the information that is known regarding the disaster area. They should be informed as to what they can and cannot do while at the site.
- B. An I.D. procedure must be established for everyone entering the disaster site. Only authorized trained personnel should be allowed to enter the disaster site.
- C. A log of all personnel working at the disaster site should be maintained to include.
 - 1. Name of worker
 - 2. Agency affiliation and title
 - 3. Duty assignment
 - 4. Time the worker entered the disaster site and the time they departed
- D. All personnel who are working at the site should be issued proper protective headgear, gloves and eye protection equipment.
- E. Efforts must be made to ensure that all personnel fully understand their duty assignments and are knowledgeable in performing the assignments.

II. PROCEDURES THAT MAY ASSIST WITH BODY RECOVERY

- A. Aerial photographs should be taken of the disaster site.
- B. The disaster site should be photographed and videotaped.
- C. Gridding the disaster site may be helpful in the process of finding and documenting the location of bodies, body parts and personal effects. Gridding is the process where the disaster site is divided into squares that can be identified by letters or numbers or both. For a large disaster site 20' X 20' squares will work well.
- D. Kentucky State Police traffic reconstructionists or engineers should be utilized when gridding the disaster site.

III. BODY SEARCH

- A. The disaster site should be searched to locate bodies, body parts, personal effects and in some situations to locate aircraft parts and instruments and other debris. All items when located should not be touched or moved.
- B. All items should be flagged so that they can later be photographed and properly documented. Flagging is the process of placing engineer flags next to the item that is to be photographed and documented. Different colored flags may be used to indicate bodies, personal effects or other items such as aircraft parts and instruments.
- C. In the initial search all the bodies may not be found due to the amount of debris that may be present. Body searching dogs may be helpful in locating additional bodies following the initial search.

IV. BODY RECOVERY

- A. By statute (KRS 72.020) the Coroner/designee or Medical Examiner shall make the determination of when a body or anything associated with a body is moved at a disaster site.
- B. Bodies that may be recognizable by family members should be photographed, documented, and removed first (as feasible).

- C. When the Coroner or Medical Examiner has made the decision to move a body or a body part from the site the following should be performed:
1. Replace the engineer flag and replace it with a marker showing the body number that has been assigned by the Coroner.
 2. Photograph the body precisely as it was found making sure that the marker indicating the body number is visible in the photographs.
 3. Videotape the body in the same manner as mentioned above.
 4. Using a waterproof marking pen, write on a body tag the number that was assigned to this body by the coroner, and attach it to the body.
 5. Place the body in a strong body bag with handles.
 6. Using a waterproof marking pen, fill out the Body Location Form. Make sure the following information is noted:
 - a. The grid number or other measured means used to determine the location where the body was found
 - b. Sex (if possible)
 - c. Adult or child (if possible)
 - d. List of personal effects and any other items that can be seen at this time that may later assist with the I.D. of the body
 - e. The body number that has been assigned to this body
 - f. Complete vs. fragmented remains
 7. Put the Body Location Form in a sealed plastic bag and place the sealed bag in the body bag with the body (or fragmented remains)
 8. Do not remove any clothing or personal effects from the body at the disaster site.
 9. Close the body bag and tie a body tag indicating the assigned body number on one handle of the body bag and another one on the zipper. Use waterproof marking pens.
 10. Place the body bag on a litter for removal.
 11. Remove the body to the disaster site dispatching area.
 12. Document on the Body Recovery Form the date and time the body was removed and the names of the persons removing the body.
 13. Photograph the location from where the body was removed with the marker showing the body number visible in the photograph. Do not remove the marker showing the body number from the location from where the body was found.

V. RECOVERING BODY PARTS AND PERSONAL EFFECTS

- A. All body parts that are found should be photographed and documented giving the measured location where it was found, type of body part, and its condition.
- B. All body parts should be photographed, documented, tagged, and bagged separately.
- C. All clothing and personal effects that are not attached to a body should be photographed, documented, tagged, and bagged separately.
- D. If more than one team is recovering bodies, body parts, and personal effects, verify there is no duplication of numbers.
- E. Do not remove any body number markers from the disaster site until the investigation and identification of the bodies is completed.

IV. DISASTER SITE DISPATCHING AREA

- A. An area should be established at the disaster site where the fatalities can be brought and retained until the temporary morgue is established and is ready to receive bodies. If possible, the bodies should be

placed where they cannot be seen by the workers at the disaster site. A tent or on-site structure can be used for a dispatching station.

- B. Refrigerated trucks can be brought to the dispatching station if the bodies will need to be kept there for an extended period of time or if it is decided that this would be the best place to put them.
- C. The bodies should be removed from where they were found and taken to the dispatching area. Bodies brought to the dispatching station should be checked for the following.
 - 1. Establish a dispatching log and enter all the body numbers that are brought into the dispatching station
 - 2. Confirm that all the numbers on all the tags attached to the body and the body tag are the same.
 - 3. The body number should be sprayed painted on the body bag (Use a spray paint that is easy to read)

VI. TRANSPORTATION OF BODIES FROM THE DISPATCHING STATION TO THE TEMPORARY MORGUE

- A. Bodies should not be released from the dispatching station until the temporary morgue has been established and is ready to accept them.
- B. When the temporary morgue is ready to accept bodies, vehicles that have been positioned at the Staging Area should be released to the dispatching area, if bodies were placed in the vehicles.

MASS FATALITY TEMPORARY MORGUE OPERATION

I. SELECTING A TEMPORARY MORGUE SITE

- A. The first site that should be considered for a morgue following a mass fatality incident is a morgue that is normally used every day. This may not be practical due to distance from the disaster site to the morgue or the morgue may not be adequate to process the number of fatalities that resulted from the disaster,
- B. Second consideration for a morgue site should be one of the sites designated in the Mass Disaster Plan.
- C. If the above locations are not convenient or are inadequate the following should be considered when making a selection for a morgue site:
 - 1. Type of facilities that may be used for temporary morgue sites.
 - a. National Guard Armory
 - b. Airport hangers
 - c. Factories having shipping and receiving areas
 - d. Fairground facilities
 - e. Large auto garage
 - f. Large storage facility
 - g. Large store currently out-of-business
 - h. Ice rink or roller rink
 - 2. The facility must have the capability of providing the following.
 - a. Concrete floor
 - b. Hot and cold water
 - c. Floor drainage or easy to clean floor
 - d. Electrical capacity for required equipment
 - e. Restrooms
 - f. Heat/air conditioning
 - g. Office space
 - h. Area for rest and refreshments
 - i. Area for press conferences (if possible)
- D. The facility must be large enough to adequately accommodate the processing of the number of fatalities and allow the morgue staff adequate room to perform their tasks.
- E. The facility should be convenient to the disaster site, but will not interfere with other necessary activities being conducted at the disaster site,
- F. Transporting vehicles must have easy access to the facility and it must be easy to secure,
- G. The facility must allow all the morgue operations to be conducted on one floor and allow the interior to be sectioned off.

II. SETTING UP A TEMPORARY MORGUE OPERATION

- A. The temporary morgue should be set up at the same time the search and recovery of bodies is occurring at the disaster site.
- B. The following areas should be considered for activation when setting up a temporary morgue:
 - 1. Area for receiving and releasing bodies
 - 2. Area for body examinations, documentation of injuries, identifying characteristics, clothing and

- personal effects
- 3. Area that can be secured for holding personal effects
- 4. Area for x-raying bodies and body parts
- 5. Area for dental examination and charting
- 6. Area for fingerprinting
- 7. Area for obtaining toxicology specimens
- 8. Area for conducting autopsies
- 9. Area for disinfecting and embalming bodies
- 11. Area for maintaining records and charts relating to the bodies
- 11. Area for maintaining records pertaining to missing bodies
- 12. Area for maintaining phone banks for receiving information from the families and friends of the deceased that will assist with the identification of the bodies
- 13. Area for maintaining fax machines, computer and the general administration of the morgue operations
- 14. Area for refrigerated trucks
- 15. Area for rest and refreshments
- 16. Area for press briefings and meetings
- 17. Area where families can view photos and provide and receive information

- C. Specialist having expertise in a given field of forensic sciences such as forensic pathologist, forensic dentist, forensic anthropologist and fingerprint specialist should be notified to report to the, temporary morgue site and set up their area of operation.

III. REQUIREMENTS OF THE INITIAL MORGUE OPERATIONS

- A. An I.D. procedure must be established for everyone entering the temporary morgue. Only authorized trained personnel should be allowed to enter the morgue.
- B. Security must be established at the morgue and maintained continually as long as the morgue is in operation.
- C. All personnel working in the temporary morgue should be given a briefing before they begin their duty responsibilities. They should be informed of their specific responsibility. Special care should be taken to make sure that each worker is knowledgeable in performing their duty assignment. They should be informed of what they can and cannot do while working in the morgue.
- D. All morgue personnel should be informed of the proper precautions to be taken to protect themselves from infectious diseases while working in the morgue. All morgue personnel should be issued proper protective clothing, gloves, masks and eye protection.

IV. MORGUE OPERATIONS AND BODY PROCESSING

- A. Once the morgue specialty areas have been established and the determination made that the morgue is ready to begin accepting bodies, the Coroner or person designated to be in charge of the morgue should notify the dispatching station that the morgue is now ready to start accepting bodies.
- B. Morgue Receiving Station
 - 1. A Receiving Log should be maintained indicating the following:
 - a. The assigned body number of the body bag that is being received
 - b. The name of the person delivering the body
 - c. Names of other persons that may be riding in the vehicle

- d. Signature of person delivering the body signature of person receiving the body
- e. Date and time body was received

2. When a body is received, the following should occur:

- a. Check to make sure that all numbers on the body bag and the numbers on the remains are the same
- b. Place body bags as they are being received in orderly rows in numerical sequence. This can be done in the body receiving area or in refrigerated trucks

C. Morgue Administration Section

1. All bodies being processed through the morgue should be referred to only by number not by a name. Numbers should be used even after the identification of the body has been established.
2. A file should be maintained for each body. This file will contain all the records and other information that is available relating to the body.
3. A chart should be established and maintained indicating the following:
 - a. The location of the body at any given time in the morgue
 - b. The sections the body has been processed through
 - c. The information obtained relating to the body at each section
 - d. Any pertinent information relating to the body

(These charts should be posted in a place of easy reference for observation and updating)

4. The administration section should assign a person to stay with every body that is being processed through the morgue. This person will be given the records relating to the body and will be responsible for knowing where the body and the records are at all times.
5. The person that is assigned to be responsible for a body will sign the body out of the receiving section and will sign the body back into the receiving section when the body has been processed through the assigned stations.

D. Clothing and Personal Effects Description and Removal Section

(For security purposes, people working in this section should be from more than one agency)

1. Photographs should be made of the body bag showing the body number.
2. Photographs of the body showing the body number should be made after the body bag is opened.
3. Photographs should be made of the clothing and personal effects.
4. A complete description of each article of clothing should be made to include the following:
 - a. Type of clothing
 - b. Color
 - c. Size
 - d. Labels
 - e. Laundry markings
 - f. Monograms
 - g. Any other identifying characteristics
5. Mild soap and water may be used to wash clothing to reveal identification information.
6. Any identifying characteristics of clothing should be photographed.

7. Remove all items found in the pockets of the clothing. Document the following.
 - a. The type and color of clothing in which the item was found
 - b. What pocket the item was found .
 - c. A description of the item
8. Photographs should be made of any personal effect that will be used in assisting with the identification of the body.
9. All items in wallets and pocketbooks should be documented to include:
 - a. A complete list of all money
 - b. A list of all credit cards and the card numbers
 - c. List any other items that may be useful in establishing identity
10. Mild soap and water may be used to wash the personal effects to assist with the documentation process.
11. All personal effects should be placed in bags and tagged with the appropriate body number.

E. Security Area for Personal Effects

1. An area should be established that can be secured at all times where personal effects can be placed until they are released to the proper authority.
2. A log-in and log-out procedure should be established for all personal effects.

F. Documentation of Identifying Body Characteristics

1. After the clothing and personal effects have been removed, the body should be carefully examined and all characteristics deemed important to assist with the identification listed to include.
 - a. Race
 - b. Sex
 - c. Height
 - d. Weight
 - e. Hair color and length
 - f. Eye color
 - g. Glasses or contacts
 - h. Birth marks
 - i. Operation scars
 - j. Tattoos
 - k. Any other identifying characteristics
2. If possible, the face should be washed with soap and water and photographs taken. These photographs may be used for family members for possible recognition of the decedent.

G. Radiology

1. Licensed trained personnel should operate this station.
2. X-ray capability should be acquired. If possible, portable x-ray equipment should be set up in the temporary morgue. If this cannot be done, then arrangements should be made with a facility that has x-ray capability to use their equipment.
3. Head-to-toe x-rays should be taken of all the deceased. These x-rays will be useful to assist with the identification process and with determining the extent of the injuries that may have occurred.

H. Dental Charting and Examination Station

1. Trained forensic dentists should operate this station.
2. The Kentucky State Medical Examiner's Office can provide the expertise needed to perform the necessary task required to maintain this station.

I. Fingerprinting Station

1. Consideration should be given to requesting the services of the FBI Disaster Fingerprint Team to operate this station.
2. Local and state law enforcement personnel can also be utilized to assist with the fingerprinting of bodies.
3. All bodies should be fingerprinted.

J. Toxicology Station

1. If possible, blood, urine and vitreous synovial, tissue samples should be obtained from all bodies and submitted for toxicological analysis.
2. Only trained and qualified personnel should procure toxicology samples.
3. All toxicology samples should be placed in proper containers, properly documented and properly submitted for toxicology analysis.

K. Forensic Autopsy Station

1. The Kentucky State Medical Examiner's Office will provide forensic pathologists to conduct medico legal autopsies.
2. A complete and thorough external and internal examination should be conducted on all bodies and appropriate tissue retained for further analysis.

L. Forensic Anthropology/Assembly Station

1. The Kentucky State Medical Examiner's Office will provide forensic anthropologists to assist with the investigation and identification of all bodies.
2. Forensic anthropologists should be utilized to assist with the investigation, recovery and identification of bodies involved in mass disaster incidents.
3. After initial anthropologic profiles are established, forensic anthropologists will work in concert with forensic pathologists to re-associate fragmented human remains.

M. Preservation and Preparation of Bodies Station

If the determination is made to embalm, prepare, and casket the bodies at the temporary morgue, the Funeral Directors Association Of Kentucky can be notified to activate their mass fatality team to provide this service.

N. Required Permits and Death Certification

1. When mass fatality incidents occur, arrangements can be made with the Kentucky Office of Vital Statistics to set up an office at or near the temporary morgue to issue permits and death certificates.
2. In a mass disaster the coroner in county where the death occurred must certify the death.

V. TEMPORARY MORGUE ISSUES TO BE CONSIDERED DURING THE OPERATION OF THE MORGUE AND AFTER THE MORGUE HAS CLOSED

- A. Only workers who volunteer and are trained and qualified should be allowed to work in the morgue. No one should be forced to work in the morgue.
- B. Periodic checks should be made of all morgue workers to ensure that they are comfortable with their duty assignment and are handling the situation. Any worker who is having a problem with working in the morgue should be given another duty assignment outside of the morgue.
- C. Critical Incident Stress Debriefing should be made available to morgue workers during morgue operations.

VI. MEDIA RELATIONS DURING MORGUE OPERATIONS

- A. All contacts with the media should be coordinated between the Coroner, the Medical Examiner and the Disaster Operations Public information Coordinator.
- B. None of the personnel working in the morgue should provide any information to the media without it being approved by the Coroner, Morgue Director, or the Disaster Operations Public Information Coordinator.
- C. No photographs or videotaping should be allowed by anyone other than those persons assigned to this job by the Coroner or Morgue Director.

DISASTER MENTAL HEALTH PLAN FOR EMERGENCY RESPONSE

I. SITUATION AND ASSUMPTIONS

- A. In a natural or man-made disaster or under national security conditions many events will occur which will necessitate the coordination and delivery of crisis intervention and disaster mental health services.
- B. Crisis intervention and disaster mental health services are the immediate and coordinated provision of consultation, assessment, risk assessment, referral, defusing, debriefing, and on-site crisis counseling and/ or intervention to people affected by crisis or disaster.
- C. The Kentucky Community Crisis Response Board (KCCRB) created under KRS Chapter 36 and recognized as the lead disaster mental health agency by the Department for Mental Health and Mental Retardation Services (DMHMRS), Kentucky Division of Emergency Management (KyEM), and the American Red Cross (ARC), has the primary responsibility to provide disaster mental health services for the Commonwealth.

II. MISSION

The mission of the KCCRB is to ensure an organized timely and effective response in the aftermath of crisis and disasters. By recognizing the psychological impact of these events on emergency responders, disaster relief workers, and affected citizens, the KCCRB promotes effective recovery efforts by: providing crisis intervention services which assist individuals to understand disaster-related stress and normal reactions; develop adaptive problem-solving and coping skills; return to a pre-disaster state of equilibrium; and obtain referrals and follow-up services as needed.

III. DIRECTION AND CONTROL

- A. As the designated lead agency KCCRB has overall coordination responsibility, which complies with the provisions of KRS Chapter 36.
- B. The KCCRB will operate from the Kentucky Emergency Operations Center (KyEOC) during all state level emergencies or disasters. The Executive Director or designee will coordinate all KCCRB activities.
- C. The American Red Cross (ARC), mandated by federal law as defined in 36 USC-5 to undertake activities for the purpose of mitigating the suffering caused by natural disasters and other emergencies, will liaison with the KCCRB in providing disaster mental health services in the aftermath of a disaster and may request support of credentialed team members to provide mental health crisis intervention and referral to individuals impacted by disaster.
- D. Pursuant to KRS 210:040 DMHMRS, as the state mental health authority through KRS 210, recognizes and coordinates with the KCCRB as the lead agency for the Commonwealth of Kentucky in providing Disaster Mental Health Services and works with KCCRB to ensure services are delivered to people affected by disaster.
- E. KyEM will coordinate with the KCCRB, address delivery of services in the Kentucky Emergency Operations Plan (KyEOP), make this information available to local emergency management directors and emergency services organizations and provide necessary support by: alert notification, communications and on scene support.
- F. KCCRB coordinates with the Department of Education when responding to crisis in schools.
- G. KCCRB coordinates with the Department of Personnel when responding to crisis within state government agencies.

IV. CONCEPT OF OPERATIONS

- A. The KCCRB, through its staff and team provide: coordination, assessment, technical assistance, on scene support, and other needed support in the Commonwealth during and after crisis or disaster. In all operations, the KCCRB complies with KRS Chapter 36.
- B. The KCCRB maintains a published toll free 24-hour access phone number (888) 522-7228 to request a response.
- C. The KCCRB credentials and maintains rosters of trained personnel to provide services. Trained responders will be deployed as needed following a crisis or disaster.
- D. For individuals requiring additional assistance, appropriate linkages will be made with local mental health agencies. The KCCRB will assist the local helping network to plan for the longer-term recovery of the community at large.
- E. KCCRB operations include the following level of events:
 - 1. Local crisis or disaster within a limited area.
 - 2. Major crisis or disaster declared by the Metro Mayor.
 - 3. Major crisis or disaster declared by the Governor.
 - 4. Major crisis or disaster declared by the President.
- F. The KCCRB provides crisis counseling or disaster mental health services through local and regional team members. Team members are supported by, and respond under, the direction of KCCRB staff. When local resources are not sufficient to meet the need, KCCRB staff may respond.
- G. Preparedness Functions:
 - 1. Review KyEOP and KCCRB plans regularly.
 - 2. Identify and maintain a current list of available resources.
 - 3. Participate in exercises and training programs.
 - 4. Offer continuing training for team members for crisis or disaster.
 - 5. Develop and distribute standard operating procedures.
- H. Increased Readiness Functions:
 - 1. Complete any preparedness function not fully operational.
 - 2. Alert personnel needed for response.
 - 3. Conduct additional training, as needed.
 - 4. Obtain and provide necessary supplies.
 - 5. Brief all personnel on individual responsibilities and chain of command.
 - 6. Maintain immediate response capability and standby measures.
- I. The following general organization of functions will be followed in a Presidential major disaster declaration or in other situations when appropriate.
 - 1. Response Functions During (Impact) or Operational Phase:
 - (0-60 Days Post-Disaster-Immediate Services)
 - a. KCCRB staff will provide psychological support, risk assessment and consultation for Commonwealth EOC staff through on-site support.
 - b. KCCRB will coordinate and/or provide immediate crisis counseling services to survivors through outreach by KCCRB team members at the Red Cross shelters, service centers and other designated sites.
 - c. Assess needs for ongoing services.
 - d. Assist in transition to local mental health network.
 - e. Provide administrative grant support for the Department of Mental Health and Mental Retardation Services.

- f. Conduct community meetings with survivors; disseminate public service announcements; prepare mass mailings (if appropriate); and provide training & technical support to mental health centers for beginning of regular services.
 - g. Provide technical support for mental health centers.
 - h. Provide ongoing training for mental health centers.
 - i. Provide training sessions, site visits, report writing, consultation, and consumer satisfaction surveys as needed.
2. Response Functions During the Regular Services Phase:
- (61 days – 9 months post disaster)
- a. Disseminate educational information on disaster mental health to community and survivors.
 - b. Support community representatives to develop cooperative networks for recovery.
 - c. Assess needs for ongoing services.
 - d. Assist in transition to local mental health networks.
 - e. Provide administrative grant support for the Department of Mental Health and Mental Retardation Services.
 - f. Conduct community meetings with survivors; disseminate public service announcements; prepare mass mailings (if appropriate); and provide training & technical support to mental health centers for beginning of regular services.
 - g. Provide technical support for mental health centers.
 - h. Provide ongoing training for mental health centers.
 - i. Provide training sessions, site visits, report writing, consultation, and consumer satisfaction surveys as needed.

V. ADMINISTRATIVE SUPPORT

The KCCRB staff will be provided administrative support for this plan.