

## **KOOTENAI COUNTY EMERGENCY OPERATIONS PLAN**

### **EMERGENCY SUPPORT FUNCTION # 5**

#### **EMERGENCY MANAGEMENT**

##### **Primary Agency:**

Kootenai County Office of Emergency Management

##### **Support Agencies:**

All Other Kootenai County Departments and Agencies

##### **Non-Governmental:**

See ESF # 7 – Resource Support

##### **Private Sector:**

See SA # 3 – Private Sector Coordination

## **INTRODUCTION**

### **I. Purpose**

Kootenai County ESF #5 (KC-ESF #5), Emergency Management, is responsible for supporting overall activities of Kootenai County for all-hazard emergencies and disasters. KC-ESF #5 provides the core management and administrative functions to support the Kootenai County Emergency Operations Center (KCEOC) and liaisons with state, other local jurisdictions, private industry, non-governmental agencies, and the federal government.

### **II. Scope**

- A. KC-ESF #5 provides the overall coordination function for all incidents requiring county assistance, regardless of hazard, degree of complexity, or duration. This KC-ESF is activated at some level for all potential and actual major incidents or emergencies.
- B. The scope of KC-ESF #5 includes those functions critical to support and facilitate multiagency planning and coordination for operations involving potential and actual major emergencies and disasters in the county. This includes:

1. Activation of the KCEOC with liaison activities in the field (as required) in anticipation of or in response to the occurrence of an emergency or disaster in Kootenai County that requires county assistance;
2. Initiate appropriate alert(s) and notification(s);
3. Provide direction and control for county agency response efforts;
4. Collect, analyze, process, and disseminate information about emergencies or actual disasters, which allows county government to determine if assistance to local government is required;
5. Facilitate the timely release of public information in coordination with KC-ESF # 15;
6. Provide disaster emergency information necessary for the preparation of a County Disaster Emergency Declaration, and requests for state assistance and/or a Governor's Disaster Emergency Declaration;
7. Coordinate with the Idaho Bureau of Homeland Security for a Governor's Disaster Emergency Declaration;
8. KCEOC serves as the central point for receiving information and producing Situation Reports (SITREP) and briefings for the Board of County Commissioners, other County agencies, and the Idaho Bureau of Homeland Security, other public officials, and local, state, and/or federal offices as requested;
9. Task county agencies to provide technical expertise and information necessary to develop analysis of the situation;
10. Coordinate the Mission Assignment (MA) and/or Project Agreement (PA) process to provide resources to support disaster emergency response and recovery operations;
11. Coordinate the deployment of special teams (i.e. damage assessment teams, regional response teams, etc.);
12. Identify and resolve resource allocation issues. Issues which cannot be resolved at the KCEOC level are referred to the Board of County Commissioners for resolution and potential further coordination with the Idaho Bureau of Homeland Security;
13. Support the implementation of mutual aid agreements to ensure a coordinated response whether requesting assistance from other counties or responding to requests from other counties;

14. Financial management and cost recovery in coordination with Financial Management Support Annex; and
15. Other support as required.

### **III. Policies**

- A. The Kootenai County Emergency Operations Center (KCEOC) serves as the central point for county emergency management operations. In a disaster emergency, the Kootenai County Emergency Operations Center (KCEOC) will be the central collection point to compile, analyze, and prepare situation information for the Board of County Commissioners and other decision makers.
- B. All incidents in Kootenai County will be managed utilizing the National Incident Management System (NIMS).

## **SITUATION AND ASSUMPTIONS**

### **I. Situation**

Many hazards have the potential for causing disasters that require centralized coordination. A disaster emergency or significant incident occurs of such severity and magnitude that the affected jurisdiction(s) requires county response and recovery assistance. KC-ESF #5 will support initial assessment of developing situations and provide timely and appropriate information to evaluate whether assistance beyond county capabilities is required.

### **II. Planning Assumptions**

- A. Local government and state agencies are a vital source for the immediate information regarding damage assessment and initial response needs.
- B. Field assessment information (damage reports provided by the impacted jurisdiction) will originate from all levels of government and be reported by numerous modes of communications. The quality of the field assessments will vary and may contain conflicting information.
- C. Officials involved in response and recovery efforts need immediate, continuously updated information about the developing or ongoing disaster emergency.
- D. There may be a need to rapidly deploy field-assessment personnel to the disaster emergency area to collect critical information about resource

requirements for victims or conduct an immediate situation assessment to determine initial response requirements.

- E. Responsibility for the performance of emergency functions is charged to agencies that do similar activities during routine operations. Where such an alignment of emergency functions and non-emergency operations is not possible, the establishment of an emergency organization is required.
- F. All appropriate personnel will be trained on the principles of the National Incident Management System (NIMS) and Incident Command System (ICS) and integrate those principles into all planning and response operations.

## **CONCEPT OF OPERATIONS**

### **I. General**

KC-ESF #5 activities begin upon the Kootenai County Office of Emergency Management receiving notification of a possible developing or actual disaster or emergency situation. The Kootenai County Emergency Operations Center (KCEOC) will serve as a coordination point to provide real-time information flow to key decision makers. As the incident develops, and it is determined that additional assistance is required to support a response, the KCEOC may be activated to coordinate specific requests for assistance. The KCEOC is prepared to provide for the support and coordination of disaster prevention, preparedness, response, and recovery activities on behalf of all Kootenai County agencies and political subdivisions. Throughout the notification, response, and recovery stages, the KCEOC manages documentation, resource tracking, and supports response for the incident or concurrent incidents.

- A. **Command Structures:** Command structures direct on-scene emergency management activities and include the Incident Command Post and the Area Command, if established. The local incident command structure directs on-scene emergency management activities and maintains command and control of on-scene operations.
  - 1. **Incident Command Post:** At the tactical level, on-scene incident command and management organization are located at an Incident Command Post, which is typically comprised of local and mutual aid responders. The Incident Command Post performs primary tactical-level, on-scene incident command functions. The Incident Commander is located at an Incident Command Post at the incident scene. When multiple command authorities are involved, the incident may be led by a Unified Command comprised of officials who have jurisdictional authority or functional responsibility for the incident under an appropriate law, ordinance or agreement.

2. Area Command: At the field level, an Area Command may be established by local responders, if necessary, to assist in providing oversight for the management of multiple incidents being handled by separate Incident Command Posts or to oversee management of a complex incident dispersed over a larger area and broker critical resources. Area Command may also be unified and works directly with Incident Commanders.
- B. Coordination Structures: Include Multiagency Coordination (MAC) Centers and Emergency Operations Centers (EOCs).
1. Multiagency Coordination (MAC) centers and Emergency Operations Centers (EOCs), as defined in the National Incident Management System (NIMS), provide central locations for operational information sharing and resource coordination in support of on-scene response and recovery efforts.
  2. Kootenai County Emergency Operations Center: If the Incident Commander determines that additional resources or capabilities are needed, he will contact and relay requirements to the Kootenai County Emergency Operations Center. The KCEOC is the physical location where the coordination of information and resources to support local incident management activities normally takes place. The KCEOC helps to form a common operating picture of the incident, relieve on-scene command of the burden of external communication, and secure additional resources. The core functions of the EOC include coordination, communications, resource allocation and tracking, and information collection, analysis, and dissemination.
- C. Depending upon the size, complexity and location(s) of the disaster emergency situation, the Kootenai County Emergency Operations Center may function as a coordination structure, as a multiagency coordination center, or as a county-wide area command. The decision as to which type of center will be established will be made in coordination between the Incident Commander, the Manager of the Kootenai County Office of Emergency Management, and the Kootenai County Board of Commissioners.

## **II. The Kootenai County Emergency Operations Center (KCEOC)**

- A. Purpose: The Kootenai County Emergency Operations Center (KCEOC) serves as the central point for county emergency management operations. The Kootenai County Office of Emergency Management is charged to establish and maintain the KCEOC for support of emergency and disaster operations.

- B. Organization: The KCEOC is organized and structured in compliance with the National Incident Management System (NIMS) in a manner where centralized decision making concerning effective utilization of personnel and other resources is optimized.
1. KCEOC Command and General Staff Overview: KCEOC organization has four major functions: Command, Logistics, Planning, and Finance/Administration.
  2. Command: Command comprises the KCEOC Manager and the Command Staff. Command Staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. These positions include:
    - a. The KCEOC Manager: The KCEOC Manager has overall authority of the KCEOC and will coordinate requests for assistance with other jurisdictions.
    - b. The Liaison Officers: KCEOC Liaison Officer (LNO) will serve as the point of contact for representatives of other governmental agencies, nongovernmental organizations, and/or private entities. In either a single or unified command structure, representatives from assisting or cooperating agencies and organizations coordinate through the LNO. Personnel from other agencies or organizations (public and private) involved in incident response activities may be assigned to the LNO to facilitate coordination.
    - c. The Field Liaison Officer: The Field Liaison Office is located at the ICP. The Officer provides a direct interface to the KCEOC organization and assures the KCEOC is prepared to provide full support to the ICP. The Field Liaison Officer coordinates and facilitates the exchange of contact and other information between the ICP and KCEOC. We also have a field Liaison Officer. We need to add that info here. Please get with Marilyn or Bob P. for a description for that liaison.
    - d. The Public Information Officer: This position will provide guidance and overall direction for the flow of public emergency communications in accordance with KC-ESF #15 Public Information and External Affairs Annex of this plan and reports directly to the KCEOC Manager. The PIO will coordinate with PIO partners to ensure message accuracy, coordinated information is provided to the media, general public or other agencies, and coordinate briefings and press conferences.

3. General Staff: The General Staff comprises incident management personnel who represent the major functional elements of the KCEOC structure including the Logistics Section, Plans Section, and the Finance/Administration Section.
  - a. The Logistics Section: Meets all support needs as directed by the KCEOC Manager and orders and processes requests for all incident related resources in accordance with KC-ESF #7 Resource and Logistics Support. This includes personnel, supplies, equipment, facilities, transportation, and also provides necessary personnel support facilities such as food service and lodging, and supports all computer/network needs, radio networks, and telephone equipment.
  - b. The Plans Section: Oversees all incident related data gathering and analysis regarding incident operations, assigned resources and damage assessment. This includes tracking personnel, facilities, supplies, and major equipment items available for assignment, collects, processes, and organizes ongoing situation information, prepares situation reports and develops projections and forecasts of future events as well as maintains accurate and complete incident files, including a complete record of the support provided to resolve an incident. The Plans Section also coordinates and consults with technical specialists (e.g. environmental specialist, attorney or legal counsel, etc.).
  - c. The Finance and Administration Section: Coordinates specific financial needs, reimbursement (individual, agency or department) and the administrative services to support KCEOC operations in accordance with the Financial Support Annex of this plan. This section is responsible for ensuring daily recording of personnel time as well as administers all financial matters pertaining to vendor contracts including ordering resources through appropriate procurement authorities including the mission assignment and/or project agreement process when appropriate. This section also provides cost analysis; ensures that equipment and personnel for which payment is required are properly identified; provides cost estimates to the Plans Section and accurate information on the actual costs of all assigned resources to the KCEOC Manager as requested.
4. Command and General Staff must continually interact and share vital information and estimates of the current and future situation and develop recommended courses of action for consideration by the IC.

5. **Modular Extension:** This KCEOC organizational structure is modular, extending to incorporate all elements necessary for the type, size, scope, and complexity of a given incident. This IC structural organization builds from the top down; responsibility and performance begin with the KCEOC Manager. If and when the need arises, three separate sections can be used to expand the overall general staff. Each of these general staff sections may have several subordinate units or branches, depending on the management requirements of the incident. If one individual can simultaneously manage all major functional areas, no further expansion of the organization is required.
  6. **Expansion and Contraction:** The KCEOC will expand or contract as needed to adapt to the disaster emergency situation. For example, when the KCEOC functions as a county-wide area command, an Operations Section and additional Liaison Officers and other functions may be added. Conversely, as incident sites are resolved, positions will be consolidated or demobilized.
- C. **Levels of Activation:** Kootenai County uses an Activity Phase scale to identify changes in emergency management activity in the Kootenai County Emergency Operations Center (KCEOC). A change up or down in Activity Phase is an indicator for emergency management personnel and other officials that the number, size or complexity of an incident or a combination of incidents has changed.
1. During normal activity, all Kootenai County staff is involved in their day-to-day activities. The threat level is low with little or no commitment of resources.
  2. **Activity Phase III – KCEOC Activated:** Activity Phase III indicates that an incident has occurred and the KCEOC Manager has activated the KCEOC in a limited capacity (not 24/7 operations at this time). Increased monitoring and communication between the state and local government(s) is occurring, the Incident Action Planning (IAP) process has been initiated, situational reports are being generated, and an operational period has been designated. The potential exists for a disaster emergency declaration.
    - a. Indicators or triggers may include awareness of an incident(s) i.e., environmental factors, incident threatens large population, national threat level, special event, multiple ongoing events, locally declared disaster emergency or damage assessment, potential state declared disaster emergency, disruption of critical infrastructure, and/or other agencies at elevated preparedness levels.

- b. Actions: Kootenai County Office of Emergency Management updates the Board of County Commissioners and other county officials on the situation, as well as municipalities, adjacent counties and the Idaho Bureau of Homeland Security. Minimal Emergency Support Function (ESF) participation is anticipated. There may be requests for assistance from non-governmental and private organization partners. Selected staff may be alerted for assignment to KCEOC. Increased AFO support and coordination may be needed.
3. Activity Phase II – KCEOC Continuous Operations. Activity Phase II indicates that an incident has occurred requiring extended operations, possible 24/7 staffing of the KCEOC and significant ESF activation. At this time a County disaster emergency declaration is imminent.
  - a. Indicators or triggers may include all indicators in Activity Phase III, plus multiple ongoing incidents or a large scale incident, anticipated/potential event of significant consequence, and requests for assistance, including activation of mutual aid agreements.
  - b. Actions: Kootenai County Office of Emergency Management continues Activity Phase I actions, makes decision regarding continuing normal functions, activates the 24/7 personnel roster to staff KCEOC, commits county resources and assists in the development of a county emergency disaster declaration; establishes a Joint Information Center as needed.
4. Activity Phase I – KCEOC Continuous Operations beyond county capability. Activity Phase I indicates that an incident has occurred that has overwhelmed the county's ability to effectively respond without external assistance. The county is requesting assistance from the state government and other counties via mutual aid agreements. The county is preparing a request for a Governor's Disaster Emergency Declaration.
  - a. Indicators or triggers may include all indicators in Activity Phase III and II. The county needs outside assistance to support all requests for assistance. A Governor's Disaster Declaration is in process or declared. There is significant failure of critical infrastructure.
  - b. Actions: Encompass all activities in Activity Phase III and II. Prepare to participate in a Multiagency Coordination (MAC) Group and coordinate with a Joint Field Office (JFO).

D. Kootenai County Mission Assignment (MA) Process: The MA process is used by Kootenai County and the State of Idaho to manage requests for county and state assistance in support of jurisdictions and taxing entities during disaster emergencies.

The county process is summarized as follows:

1. After determining that a jurisdiction/taxing entity needs assistance from the county, the jurisdiction/entity submits a request for county assistance to the Kootenai County Emergency Operations Center (KCEOC).
2. The KCEOC analyzes the request and, if approved, determines whether the request will be fulfilled by a Mission Assignment to a county department or if state assistance is required.
3. If the Mission Assignment is accepted by a county department, that department will provide the resource support in coordination between the county department and the requesting jurisdiction/taxing entity.
4. If a Mission Request cannot be filled by a county department or mutual aid, the county will request state assistance.

E. Idaho State Mission Assignment (MA) / Project Agreement (PA) Process: The MA and/or PA process is used by the State of Idaho Bureau of Homeland Security to manage requests for state assistance in support of all levels of government during disaster emergencies.

The process is summarized as follows:

1. After determining that Kootenai County needs assistance from the State of Idaho, Kootenai County submits an Action Request Form to the Idaho Emergency Operations Center (IDEOC).
2. The IDEOC analyzes the request and, if approved, determines whether the request will be fulfilled by a Mission Assignment to a State agency or by a Project Agreement between the IDEOC and Kootenai County.
3. If the Mission Assignment is accepted by a State agency, that agency will provide the resource support in coordination between the agencies involved and Kootenai County.
4. Mission Requests that cannot be filled by a state agency are redirected to the Idaho Military Division's Purchasing Office for procurement from private vendors or contractors or will generate the creation of a Project Agreement.

5. If the Project Agreement process is determined to be the best approach, Kootenai County's involvement is more detailed.
  - a. A Project Agreement (PA) is a negotiated agreement between the requesting jurisdiction or taxing entity (Kootenai County) and the State of Idaho. The PA allows the requesting jurisdiction or taxing entity to acquire and be reimbursed for the requested resource/service in accordance with the terms of the PA, to include any cost share provisions.
  - b. If and when a PA is determined to be the best solution to fulfill an Action Request Form, the required support is negotiated with the IDEOC and the jurisdiction or taxing entity (Kootenai County) and a Project Request is generated.
  - c. The jurisdiction or taxing entity (Kootenai County) receiving the Project Request will evaluate their own ability to provide the requested resources and respond back to the IDEOC with their determination.
  - d. Based on information provided by the jurisdiction or taxing entity, the IDEOC will issue a PA Number unique to the incident or disaster emergency.
  - e. A PA will include a detailed scope of work to be accomplished.
  - f. The IDEOC notifies the jurisdiction or taxing entity (Kootenai County) that their request for assistance is being filled and provides the estimated time of delivery along with a designated point of contact.
  - g. Any part of a request for assistance that is not filled by the jurisdiction or taxing entity may be redirected, in coordination with the IDEOC, to another state agency, jurisdiction, or taxing entity for evaluation and assignment. In addition, the IDEOC may also redirect to the Idaho Military Division's Purchasing Office for procurement from private vendors or contractors.
  - h. PAs are uniquely identified and tracked by the IDEOC. They allow reimbursement for eligible costs incurred by the supporting jurisdictions or taxing entities to provide the required materials or services.
  - i. Once the PA scope of work has been accomplished and all financial transactions are complete, the PA will be closed.

F. Situation Reporting: Situation Reports (SITREP) are compiled for use in emergency management planning and operational activities to create a common operating picture. The SITREP can help to provide a clear picture regarding the magnitude, complexity, potential impact of an incident, and resource needs. Data contained in the SITREP includes information and graphics gathered from a wide variety of sources (i.e., Incident Actions Plans, local/tribal/state/federal agencies, emergency management officials, first responders, damage assessment teams, amateur radio operators, news media, private sector, citizens, National Weather Service, etc.).

### **III. Response Actions**

#### **A. Initial Actions:**

1. During the initial period of an incident, the primary source of disaster emergency information (field assessments) is local government. Initial information is normally reported through law enforcement, fire services and transportation agencies to the KCOEM. A determination will be made to activate the KCEOC based on the severity of the situation.
2. The KCOEM will advise the Kootenai County Board of Commissioners of the emergency situation and recommend activation of the KCEOC.
3. If approved, KCOEM activates, sets up and provides initial staffing of KCEOC.
  - a. Coordinate all requests for disaster assistance and resource requests.
  - b. Coordinate the use of county and state emergency communications and warning systems for the issuance of information regarding impending or actual emergency/disaster conditions.
  - c. Coordinate collaborative efforts with other county agencies and state government.
  - d. Coordinate emergency response, recovery, and mitigation operations during emergencies and disasters. Provide technical support.

#### **B. Continuing Actions:**

1. The Kootenai County EOC Manager is responsible for coordinating information and planning activities within the KCEOC.

2. KCEOC prepares to staff the EOC for 24-hour operations if necessary.
3. KCEOC requests for state assistance are coordinated through the IDEOC.

## **RESPONSIBILITIES**

### **I. Primary Agency**

Kootenai County Office of Emergency Management.

- A. Coordinates overall county effort to collect, analyze, process, report, and display essential information, and facilitate support for planning efforts in disaster emergency operations.
- B. Coordinates overall county effort to provide response and recovery assistance.
- C. Conduct After Action Review. Following county response to a disaster emergency, Kootenai County will facilitate an after action review and coordinate the preparation of an after action report documenting the county response effort. The purpose of this review is to facilitate a professional discussion of the event to enable responders, managers, and officials to understand the progression of the event, why and how events unfolded, and to learn from that experience. Each agency involved will identify key problems and how they were or were not resolved and make recommendations for improving response and recovery operations in the future. Just as important as identifying problematic areas is to also identify and communicate the processes that went well. An after action report will document the review, capture lessons learned, and recommendations for improvement.

### **II. Support Agencies**

All Other Kootenai County Agencies

- A. Prepare for and respond to emergencies or disasters within the county in a manner consistent with the National Incident Management System (NIMS). Agency employees expected to respond to emergencies or disasters will have NIMS and ICS training commensurate with their expected roles in response to such emergencies or disasters.
- B. Develop and maintain agency Standard Operating Procedures to carry out the agency's response and recovery support functions. Agency plans will assign disaster emergency duties to all assigned subdivisions and personnel and will provide capability to support the Kootenai County Emergency Operation

Center (KCEOC), Kootenai County Emergency Operations Plan (KCEOP), and the National Incident Management System (NIMS). Such support includes:

1. Assign a KC-ESF coordinator to interface with the KCEOC;
  2. Provide situation reports, incident action plans, resource status, financial status, geospatial data, and organization/staffing/contact information to the KCEOC;
  3. Provide personnel and resources to staff the KC-ESF;
  4. Provide personnel to staff the KCEOC;
  5. Provide personnel and resources for field deployment; and
  6. If capable, accept KCEOC mission assignments to provide resources for response and recovery actions.
- C. Train personnel to meet emergency prevention, protection, response, and recovery objectives.
- D. Coordinate any mutual aid agreements or memorandums of understanding that incorporates emergency or disaster mitigation, preparedness, response, and recovery functions with the Kootenai County Office of Emergency Management.
- E. Ensure that all personnel assigned specific functional responsibilities in support of this plan are adequately trained and prepared to assume those responsibilities.

**KC-ESF #5 - Emergency Management**

Approved:

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Sandy Von Behren  
Kootenai County Emergency Manager

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Date