Coordinating Agency: Johnson County Emergency Management and Communications - Emergency Communications Center

Support Agencies: Amateur Radio Emergency Service (ARES)/ Radio Amateur Civil Emergency Services (RACES)/ Metropolitan Emergency Communications Council (MECC)
Johnson County Emergency Communication Services (ECS)
Johnson County Emergency Management and Communications - Emergency Management Division
Johnson County Department of Technology and Innovation
Johnson County Sheriff’s Office
Public Safety Answering Points (PSAPs) Dispatch
  Johnson County Emergency Communications Center
  Johnson County Sheriff’s Dispatch
  Leawood PD
  Lenexa PD
  Overland Park PD
  Prairie Village PD
  Shawnee PD

INTRODUCTION

Purpose
The purpose of the *ESF-2 Communications Annex* is to establish how communications support activities will be coordinated to meet the needs generated by disasters affecting Johnson County.

Scope
This annex identifies the key policies, concepts of operations, roles and responsibilities, and capabilities associated with *ESF-2 Communications* in Johnson County. Specific operating procedures and protocols are addressed in documents maintained by the participating organizations.

*ESF-2 Communications* describes the systems and procedures to support communications during a disaster. It addresses:
• Ensuring for the provision and coordination of voice and data communications in support of response operations, and
• Facilitating the restoration of the communication infrastructure.

ESF-2 *Communications* applies to all individuals and organizations and the full range of communications and information system services that may be required to support disaster response and recovery operations in Johnson County. The *ESF-15 Public Information Annex* addresses the activities associated with communicating to the public.

**SITUATION & ASSUMPTIONS**

In addition to the “Situation and Assumptions” section in the Basic Plan, the Concept of Operations for ESF-2 is based on the following:

**Situation**

1. Communications is a support function for all other emergency capabilities. Effective and efficient communications are necessary to allow response agencies and organizations to receive all of the information they need to appropriately respond to a disaster.

2. Effective and efficient communications during a disaster requires both interoperable and redundant systems and methods. The systems and methods used to assist emergency response personnel in achieving both redundant and interoperable emergency communications vary throughout the county, but consist primarily of wireless voice (P25 radio), voice and data wire line and wireless telecommunications, and Internet (voice/data).

3. Additional communications resources are available through governmental agencies, amateur radio groups, volunteer organizations and private sector entities with auxiliary communications capabilities.

4. The Government Emergency Telecommunications Service (GETS) supports national leadership; Federal, State, local, tribal and territorial governments; and other authorized national security and emergency preparedness (NS/EP) users. It is intended to be used in an emergency or crisis situation when the landline network is congested and the probability of completing a normal call is reduced. A number of responders and public safety officials currently possess GETS cards.

5. The communications systems of Johnson County include a number of complex communication devices, information technology systems, infrastructure networks, and technology capabilities. Public Safety Common and Tactical Channels are available and utilized for multiple discipline radio operations for Johnson County. Regional talk groups are available for mutual aid response requests for the KC Metro Region.
6. Because of the complexity of the communications systems there is a vast group of stakeholders to include county departments, regional partners, equipment vendors, jurisdictional entities, and response agencies.

7. Johnson County has six public safety answering points (PSAPs): Johnson County Sheriff’s Office, Lenexa, Leawood, Shawnee, Prairie Village, and Overland Park. These PSAPs all operate their own law enforcement dispatch centers for their respective service areas. Within the county, all 911 calls are initially received by the law enforcement dispatch center for their respective area, then immediately routed to the ECC when fire and/or EMS assistance is needed. The Johnson County Emergency Communications Center (ECC) and the Johnson County Sheriff’s Dispatch Center are housed in the Johnson County Communications Center (CCC) and operate 24 hours a day. The CCC has a designated back-up facility that can support both ECC and Sheriff’s Dispatch operations if needed.

   a. The Emergency Communications Center (ECC) is responsible for dispatching and tracking all fire and EMS units in the county. Each of the county’s fire departments has implemented automatic aid agreements with the other departments for both fire and critical medical calls. Incoming 911 and calls for service are entered into a CAD (computer assisted dispatch). The response area is determined and units are assigned based on the resource required and capabilities needed for the incident(s) via P25 Radio Communications, Paging, Mobile Data Terminals, and Locution.

   b. Wireless data technology installed on most of the units allows ECC staff to dispatch the closest ambulance and fire unit to calls.

   c. The Johnson County Emergency Communications Center is responsible for providing emergency notification to the public, including people with visual and hearing impairments, low literacy skills, and/or non-English speaking. The ECC also serves as the initial alert and warning point for a number of other response agencies, including Johnson County Emergency Management.

   d. The Sheriff’s Dispatch Center is responsible for dispatching and tracking all law enforcement events for the unincorporated areas of Johnson County, the cities of DeSoto, Edgerton, Fairway, Gardner, Lake Quivira, Merriam, Mission, Mission Woods, Olathe, Roeland Park, Spring Hill, Westwood, Westwood Hills, and Johnson County Park Police.

   e. The cities of Leawood, Lenexa, Overland Park, Prairie Village (covering Mission Hills), and Shawnee operate their own law enforcement dispatch centers for their respective service areas.

   f. If the primary 911 service should fail or be unavailable, incoming 911 and calls for service are routed to a back-up facility. The calls are then entered
into CAD if operational. If CAD is not operational, the call information is taken manually. The response area is determined manually and resources assigned based on availability via portable and/or mobile radios. If CAD is not operational, Paging, Mobile Data Terminals and Locution are not operational.

g. PS DISP is an available radio talk group for PSAPs to relay call information via radio if phone communications are not available.

8. There are a number of information sharing resources that may be used to facilitate and manage disaster response, including the following:

   a. The Tactical Interoperable Communications Plan (TICP) is designed to document the interoperable communications systems and resources available in the region; identify who controls these resources; and document what operational procedures, protocols or rules of use exist for the activation and deactivation of these interoperable communications resources.

   b. Regional Area Multi Band Integrated System (RAMBIS) is a system developed to enhance and expand current interoperability methods by allowing interconnection of various shared channels throughout the region. RAMBIS will include the three major radio frequency bands used by public safety (UHF and 800 MHz) and provide first responders with an immediate resource for communicating with other agencies.

   c. A Regional Radio Communication system is in place and usable through a Regional Zone on the P25 system. Multi Area Regional Radio System (MARRS) is available for Regional Resource Response and Communication.

   d. The Mid-America Regional Council Emergency Rescue Committee (MARCER) radio system is utilized by emergency medical services in Johnson County and throughout the bi-state region, which includes over 24 hospitals and 40 EMS agencies.

   e. The EMSystem is a Web-based program providing real-time information on hospital emergency department status, hospital patient capacity, availability of staffed beds and available specialized treatment capabilities. The EMSystem links all acute care hospitals and many EMS agencies in Region A. It is the region’s primary method of communicating hospital status and capabilities and coordinating patient routing.

   f. The Hospital Emergency Administrative Radio (HEAR) system links all acute care hospitals and many area EMS agencies on a single channel radio system in Johnson County and throughout the region. The HEAR system serves as a backup to the EMSystem.
g. The Metropolitan Emergency Radio System (MERS) is used by the National Weather Service (NWS), Emergency Management Agencies and other emergency response agencies in Johnson County and throughout the metro region to exchange severe weather information and to help improve communications between agencies and jurisdictions.

h. NotifyJoCo is a mass notification system that can be used to keep Johnson County residents and businesses informed of emergencies and certain non-emergency events. By registering with NotifyJoCo and customizing the alert preferences, residents receive time-sensitive messages directly from the County, city, and participating public utilities. Customize your contact information to get messages at home, work, on your cell, by text or email, and more. - See more at: http://www.notifyjoco.org

i. The County utilizes a number of warning systems that include outdoor warning sirens, NotifyJOCO, radio/TV announcements, CAD paging, and the Emergency Alert System (EAS).

9. Amateur radio operators are a valuable resource with the ability to augment communications during emergency incidents in the region. In addition to their communications capabilities during incidents, many amateur radio operators serve as weather spotters during imminent severe weather events. Within Johnson County there are two primary groups, Johnson County Amateur Radio Emergency Service (ARES) and Emergency Communications Service, the Radio Amateur Civil Emergency Service (RACES). Both organizations perform the radio communications services, but they have different reporting structures regarding who provides them direction and who they support. Johnson County ECS is the non-profit organization that provides the RACES function in the county. In addition, both of these groups are part of the Metropolitan Emergency Communications Council (MECC), a group established to promote cooperation and coordination among amateur radio groups (e.g., ARES and RACES), volunteer organizations (e.g., Community Emergency Response Teams [CERT]) and private sector entities with auxiliary communications capabilities. The MECC members may be available to assist both government entities and not-for-profit organizations with a need to utilize auxiliary communications during emergencies. The MECC serves as a mutual aid resource for the county and region and may assist affected jurisdictions in identifying and utilizing available communications capabilities. There is a Memorandum of Understanding between Johnson County Emergency Management, ECS, and ARES for further reference filed in the EOC.

a. RACES- A FEMA program that provides an organization of amateur radio operators, who report to the Johnson County Emergency Management agency. Agencies served by RACES are typically governmental entities, counties, cities, and the National Weather Service.
i. Johnson County ECS (Emergency Communications Services) is the non-profit organization that fulfills RACES function within Johnson County Kansas. The ECS is activated at the discretion of the duty officer. The membership requires annual training, written testing every two years, and an active HAM radio license, among other things.

b. ARES- A volunteer based team who serves (at their own discretion) non-governmental and non-profit organizations such as ARC, The Salvation Army, faith-based community groups, etc. Through their formal structure, the Emergency Coordinator will be contacted for assistance.

Assumptions

1. A disaster may have negative impacts on the existing communications infrastructure requiring the use of alternative communications systems.

2. Response activities may require the utilization of enhanced and/or specialized communications solutions.

3. Expanded response activities may require the provision of supplemental communications capabilities.

4. Response organizations will work within their existing city, county, and regional plans and partnership agreements to meet the communications needs of disasters.

5. Critical infrastructure protective actions have been implemented to ensure communications systems remain operable.

CONCEPT OF OPERATIONS

1. When communications needs cannot be met through existing plans and partnerships, requests for assistance will be forwarded to and managed by the ECC (or the ESF-2 Team when activated). When ESF-2 is activated, the ECC will be the Coordinating Agency.

2. The mission of the County ESF-2 Communications Team is to ensure the provision of communications support required to meet the needs generated by disasters affecting Johnson County. When activated, the ESF-2 Team in the County EOC will orchestrate the countywide coordination required to fulfill the mission of ESF-2. These activities will include:

   a. Establish and maintain operational awareness of communications through direct communications links with operational units (DOCs, City EOCs,
PSAPs, liaisons, etc.) in the field and/or their appropriate coordinating entities;
b. Conduct communications disaster impact and needs assessments, prioritize ESF-2 operational objectives in alignment with the EOC Incident Support Plan, and coordinate ESF-2 county-wide response activities;
c. Collect and analyze information relevant to ESF-2 and report in WebEOC and EOC documents including EOC Incident Support Plans and Situational Reports;
d. Receive, manage, & track resource requests for ESF-2;
e. Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.

3. When the EOC is activated, the ECC will provide an ECC liaison to Operations Section in EOC to provide operational dispatch information.

4. The county uses WebEOC, a web-based secure information sharing system, to facilitate the exchange of real-time emergency management information between response organizations on the city, county, state, and regional level.

5. The ECC (or ESF-2 Communications when activated) will coordinate the development and implementation of a county-wide communications management plan (in coordination with PSAPs and/or regional plans) to support response operations as required.

6. Depending on the event and local EOC activation status, the county EOC will work with the ECS representative to identify and deploy amateur radio operators and equipment to support the event. When needed, an amateur radio liaison may operate from the EOC.

7. The ECC (or ESF-2 Communications when activated) will support the Emergency Operations Center as required to meet communications needs.

8. When response efforts require coordinating the provision of expanded communication resources and capabilities, the following county communications assets may be utilized:
   a. The ECC’s and Sheriff’s department Mobile Command Posts have the capability to be a direct-connect communication link between fire services, EMS, and law enforcement first responders throughout the metro area. They can be used as a unified command post for incident management for significant events that occur in Johnson County or in the Kansas City region.
   b. The Mobile Command Posts are operated and maintained by the Tactical Communications Team (TCT). This is a small group of dispatchers within the ECC and Sheriff Operations staff that are specially trained in all aspects of
incident management and scene operations. The teams and Mobile Command Posts are capable of providing unified command support during large scale events.

c. The ECC maintains a cache of standby radios available for deployment to support regional incidents. Swap radios allow all responders to use a common, compatible set of radios to communicate during an emergency incident.

9. EMC staff utilize Phone/Radio/ and Support Systems for communications. At the onset of system failure, notifications are made to technical/radio staff. Technical/Radio staff determine the problem and repair required as well as allotted time to be fully functional. Communications staff utilize back up operations as specified in procedure and make appropriate announcement/notification to user/response agencies of technical/radio failure. Technical/radio staff will advise Communications staff when operations are restored. Communications staff will make appropriate announcement/notification to user/response agencies of normal operations resuming.

10. All individuals/organizations involved in disaster response should collect and record information on the utilization of labor, materials, equipment, and disaster-related costs.
ROLES AND RESPONSIBILITIES

ESF-2 Communications Team

The mission of the ESF-2 Communications Team is to ensure the provision of Communications Support required to meet the needs generated by disaster affecting Johnson County.

<table>
<thead>
<tr>
<th>Coordinating Agency</th>
<th>Johnson County Emergency Communications Center</th>
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<tbody>
<tr>
<td>Support Agencies</td>
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Operational Communications
Mission Area: Response
Description: Ensure the capacity for timely communications in support of security, situational awareness, and operations by any and all means available, among and between affected communities in the impact area and all response forces.

- Ensure the capacity to communicate with both the emergency response community and the affected populations and establish interoperable voice and data communications.
- Re-establish sufficient communications infrastructure within the affected areas to support ongoing life-sustaining activities; provide basic human needs, including the needs of individuals with disabilities and others with access and functional needs; and transition to recovery.

Preparedness
- Review the ESF-2 Annex annually and update as needed
- Continually evaluate the capabilities required to accomplish the ESF-2 mission, identify any gaps, and leverage resources to address them
- Manage the resolution of ESF-2 after-action issues
- Develop and/or participate in relevant ESF related planning, training, and exercise activities at the local, regional, state, and/or federal level
- Ensure necessary supplements to the ESF annex are developed and maintained (including emergency contact lists, resource lists, departmental/functional plans, procedures, protocols, & EOC job aids)
- Ensure representatives from the Coordinating Agency and Support Agencies are fully trained and prepared to respond to the County EOC as ESF-2 Team Members
### Response
- Establish and maintain operational awareness of communications through direct communications links with operational units (DOCs, City EOCs, PSAPs, liaisons, etc.) in the field and/or their appropriate coordinating entities;
- Conduct communications disaster impact and needs assessments, prioritize ESF-2 operational objectives in alignment with the EOC Action Plan, and coordinate ESF-2 county-wide response activities;
- Collect and analyze information relevant to ESF-2 and report in WebEOC and EOC documents including EOC Action Plans and Situational Reports;
- Receive, manage, & track resource requests for ESF-2;
- Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.

### Recovery
- Coordinate the ESF-2 support of recovery activities
- Coordinate the restoration of ESF-2 resources and/or capabilities as needed
- Ensure ESF-2 Team Members and/or their agencies provide appropriate records of costs incurred
- Conduct an ESF-2 after action review

### Mitigation
- Identify and implement mitigation activities to prevent or lessen the impact of future incidents

## ESF-2 Communications Coordinating Agency Responsibilities

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<tr>
<th>Johnson County Emergency Communications Center (ECC)</th>
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<tr>
<td><strong>Preparedness</strong></td>
</tr>
<tr>
<td>• Maintain primary and redundant systems to ensure communications systems remain operable.</td>
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<tr>
<td>• Ensure each of the preparedness responsibilities identified for the County ESF-2 Team (listed above) are accomplished</td>
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<tr>
<td>• Maintain an inventory of agency resources</td>
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<tr>
<td>• Provide current emergency contact information to Johnson County Emergency Management</td>
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<tr>
<td><strong>Response</strong></td>
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<tr>
<td>• Provide dispatching services and communications support in emergency/disasters, in accordance with departmental operations guides &amp; protocols, existing MOUs &amp; agreements, and the ESF-2 Communications Annex</td>
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<tr>
<td>• Receive, manage, and track request for communications assistance until activation of the ESF-2 Team in the County EOC</td>
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<tr>
<td>• Provide technical communications support for the primary and back-up county EOC when activated</td>
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<tr>
<td>• Provide an ECC liaison to Operations Section in EOC when activated to provide operational dispatch information</td>
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<tr>
<td>• Ensure each of the response responsibilities identified for the County ESF-2 Team (listed above) are accomplished regardless of the activation/staffing level of the County EOC</td>
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<td>• Arrange for appropriate staffing of the County ESF-2 Team in the EOC throughout activations</td>
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<tr>
<td>• Coordinate the activities of ESF-2 Team Members in the County EOC</td>
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<tr>
<td><strong>Recovery</strong></td>
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<td>• Coordinate the ESF-2 support of recovery activities</td>
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</table>
| Mitigation | • Conduct an ESF-2 after action review  
| Mitigation | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

### ESF Support Agency Responsibilities

#### Amateur Radio Emergency Service (ARES) / Radio Amateur Civil Emergency Services (RACES) / Metropolitan Emergency Communications Council (MECC)

| Preparedness | • Assist with the ESF-2 Team preparedness activities (listed above)  
| Preparedness | • Maintain an inventory of agency resources  
| Preparedness | • Provide current emergency contact information to Johnson County Emergency Management |

| Response | • Provide point-to-point radio communications to the county EOC, and other local government and/or nongovernmental organizations to support emergency/disaster operations, in accordance with ESF-2 (Communications), existing MOUs, and organization by-laws  
| Response | • Coordinate response activities with the ESF-2 Team in support of the ESF-2 mission  
| Response | • Send agency representatives to the County EOC as part of the ESF-2 Team when requested |

| Recovery | • Coordinate the restoration of agency resources and/or capabilities as needed  
| Recovery | • Participate in countywide recovery planning and activities  
| Recovery | • Prepare the documentation required to become eligible for reimbursement  
| Recovery | • Participate in after action reviews |

| Mitigation | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

#### Johnson County Emergency Communication Services (ECS)

| Preparedness | • Assist with the ESF-2 Team preparedness activities (listed above)  
| Preparedness | • Maintain an inventory of agency resources  
| Preparedness | • Provide current emergency contact information to Johnson County Emergency Management |

| Response | • Provide net controllers and storm spotters, point-to-point radio communications, and other emergency/disaster services to the county, in accordance with ESF-2 Communications Annex, existing MOUs, and organization by-laws  
| Response | • Act as the Radio Amateur Civil Emergency Service (RACES) organization for the county as detailed in the county RACES plan  
| Response | • Coordinate response activities with the ESF-2 Team in support of the ESF-2 mission  
| Response | • Send agency representatives to the County EOC as part of the ESF-2 Team when requested |

| Recovery | • Coordinate the restoration of agency resources and/or capabilities as needed  
| Recovery | • Participate in countywide recovery planning and activities  
| Recovery | • Prepare the documentation required to become eligible for reimbursement  
| Recovery | • Participate in after action reviews |

| Mitigation | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

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**Johnson County Emergency Management**
| Preparedness | Maintain communications readiness in the primary and backup county EOCs to include: wireless voice (radio), voice and data wire line and wireless telecommunications, and Internet (voice/data).  
| | Assist with the ESF-2 Team preparedness activities (listed above)  
| | Maintain an inventory of agency resources |
| Response | Coordinate response activities with the ESF-2 Team in support of the ESF-2 mission  
| | Assist the ECC (or ESF-2 when activated) in management of communications resource requests  
| | Ensure communications continuity in the County EOC during activations |
| Recovery | Coordinate the restoration of agency resources and/or capabilities as needed  
| | Participate in countywide recovery planning and activities  
| | Prepare the documentation required to become eligible for reimbursement  
| | Participate in after action reviews |
| Mitigation | Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

**Johnson County Department of Technology and Innovation**

| Preparedness | Maintain primary and redundant systems to ensure communications systems remain operable.  
| | Assist with the ESF-2 Team preparedness activities (listed above)  
| | Maintain an inventory of agency resources  
| | Provide current emergency contact information to Johnson County Emergency Management |
| Response | Supports the county departments and EOC during response operations for information management support  
| | Coordinate response activities with the ESF-2 Team in support of the ESF-2 mission  
| | Send agency representatives to the County EOC as part of the ESF-2 Team when requested |
| Recovery | Coordinate the restoration of agency resources and/or capabilities as needed  
| | Participate in countywide recovery planning and activities  
| | Prepare the documentation required to become eligible for reimbursement  
| | Participate in after action reviews |
| Mitigation | Identify and implement mitigation activities to prevent or lessen the impact of future incidents |

**Johnson County Sheriff’s Office**

| Preparedness | Assist with the ESF-2 Team preparedness activities (listed above)  
| | Maintain an inventory of agency resources  
| | Provide current emergency contact information to Johnson County Emergency Management |
| Response | Provide dispatching services and communications support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the ESF-2 Communications Annex  
| | Coordinate response activities with the ESF-2 Team in support of the ESF-2 mission  
| | Send agency representatives to the County EOC as part of the ESF-2 Team when requested |
### Recovery
- Coordinate the restoration of agency resources and/or capabilities as needed
- Participate in countywide recovery planning and activities
- Prepare the documentation required to become eligible for reimbursement
- Participate in after action reviews

### Mitigation
- Identify and implement mitigation activities to prevent or lessen the impact of future incidents

### Public Safety Answering Points (PSAPs) Dispatch

#### Preparedness
- Assist with the ESF-2 Team preparedness activities (listed above)
- Maintain an inventory of agency resources
- Provide current emergency contact information to Johnson County Emergency Management

#### Response
- Provide dispatching services and communications support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the ESF-2 Communications Annex
- Coordinate response activities with the ESF-2 Team in support of the ESF-2 mission
- Send agency representatives to the County EOC as part of the ESF-2 Team when requested

#### Recovery
- Coordinate the restoration of agency resources and/or capabilities as needed
- Participate in countywide recovery planning and activities
- Prepare the documentation required to become eligible for reimbursement
- Participate in after action reviews

#### Mitigation
- Identify and implement mitigation activities to prevent or lessen the impact of future incidents

### Polices, Authorities, and References

Please refer to the Basic Plan for additional Policies, Authorities, and References.

**National Emergency Communications Plan (NECP)**

**Tactical Interoperability Communication Plan (TICP)**

**ARES Communications Plan:** This plan provides the structure and concept of operations for ARES for the state.

**RACES (ECS) Communications Plan:** This plan provides the structure and concept of operations for ECS communications, policies and procedures.

**ARES/RACES MOU**

**ECC 8-100 Back up Facility Operations**

**CCC 9-119 Back up Facility Operations**