ESF-13 Public Safety and Security

JOHNSON COUNTY EMERGENCY OPERATIONS PLAN

Coordinating Agency: Johnson County Sheriff’s Office

Support Agencies:
Johnson County Emergency Management and Communications
- Emergency Communications Center
Johnson County Med-Act
Johnson County Park Police
Federal Bureau of Alcohol Tobacco, Firearms, and Explosives
Federal Bureau of Investigation
Jurisdictional Law Enforcement
Kansas Bureau of Investigation
Kansas City Terrorism Early Warning Center
Kansas Highway Patrol

INTRODUCTION

Purpose
The purpose of the ESF-13 Public Safety and Security Annex is to establish how Public Safety and Security 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-13 Public Safety and Security in Johnson County. Specific operating procedures and protocols are addressed in documents maintained by the participating organizations. Some of these activities may include:

1. Provision of security in support of response operations including:
   a. Response operations
   b. Emergency shelters
   c. Logistical staging areas
   d. Distribution/dispensing sites (Incl. Strategic National Stockpile)
   e. Temporary morgues
   f. Other critical facilities, functions, and/or assets
2. Evacuation and re-entry support
3. Law enforcement public information and risk communication
4. Support correctional facilities (jail, prison, or other place of incarceration)
5. Ensure the safety and well-being of responders.

ESF-13 Public Safety and Security applies to all individuals and organizations and the full range of Public Safety and Security services that may be required to support disaster response and recovery operations in Johnson County. Additional first responder functions are addressed in ESF-4 Firefighting Annex, and the ESF-9 Search and Rescue Annex.

SITUATION & ASSUMPTIONS

In addition to the “Situation and Assumptions” section in the Basic Plan, the Concept of Operations for ESF-13 is based on the following:

Situation

1. Johnson County has 17 law enforcement agencies including the Sheriff’s Office, 15 municipal Police Departments, and the Johnson County Park Police. Collectively, there are nearly 1500 personnel in law enforcement in the County; the vast majority being full-time employees. More than 475 of those personnel are employed with the Sheriff’s Office.
   a. Johnson County Sheriff’s Office
   b. Johnson County Park Police
   c. Bonner Springs Police Dept.
   d. Fairway Police Dept.
   e. Gardner Police Dept.
   f. Lake Quivira Police Dept.
   g. Leawood Police Dept.
   h. Lenexa Police Dept.
   i. Merriam Police Dept.
   j. Mission Police Dept.
   k. Olathe Police Dept.
   l. Overland Park Police Dept.
   m. Prairie Village Police Dept.
   n. Roeland Park Police Dept.
   o. Shawnee Police Dept.
   q. Westwood Police Dept.

2. There are six law enforcement public safety answering points (PSAPs) dispatch centers in Johnson County. The Sheriff’s Dispatch Center is responsible for dispatching law enforcement services for the unincorporated areas of Johnson County and the cities of DeSoto, Edgerton, Fairway, Gardner, Lake Quivira, Merriam, Mission, Mission Woods, Olathe, Roeland Park, Spring Hill, Westwood, Westwood Hills, as well as the Johnson County Park Police. 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. (See also ESF-2 Communications Annex).

3. Kansas has two fusion centers: The Kansas Threat Integration Center (KSTIC), a joint operation of the Kansas Bureau of Investigation, the Kansas Highway Patrol and the Kansas National Guard - - focuses on counterterrorism. The Kansas City Regional Terrorism Early Warning Group has an Interagency Analysis Center in Kansas City, Mo., that is responsible for Leavenworth, Wyandotte, Johnson and Miami counties. Fusion centers compile, analyze, and disseminate criminal, homeland security, and terrorist information and intelligence, as well as information regarding public safety, law enforcement, fire, public health, social services, public works, etc. This intelligence and information is both strategic (i.e. is designed to provide guidance on general trends) as well as tactical (i.e. is intended for a specific event) and is collected on an ongoing basis.

4. The Kansas City Joint Terrorism Task Force (JTTF) is also called the Heart of America Joint Terrorism Task Force (HOA JTTF); a Kansas JTTF annex is located in Wichita. The U.S. attorney chairs an Anti-Terrorism Advisory Council (ATAC) in Kansas City.

5. The National Incident Management System (NIMS) Incident Command System (ICS) is utilized throughout the county for coordinating activities among local fire organizations and other first responders. All jurisdictional fire department personnel have completed the appropriate NIMS training for their level of responsibility. In addition, all responding law enforcement personnel are trained to at least the first responder awareness level in accordance with 29 CFR 1910.120 OSHA Hazardous Waste Operations and Emergency Response.

6. ESF-13 Public Safety and Security includes the coordination required for prevention, preparedness, response and recovery specific to terrorism and/or weapons of mass destruction incidents. The Code of Federal Regulations defines terrorism as “...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.” (28 C.F.R. Section 0.85). Acts of terrorism can come in many forms including the use of Weapons of Mass Destruction (WMD) involving Chemical, Biological, Radiological, Nuclear, or Explosive (CBRNE) weapons. As noted in the Basic Plan of the County Emergency Operations Plan, as a highly visible suburban/urban county in a major metropolitan area, the threat of terrorism is a concern for Johnson County. There are facilities, systems, special events, and population groups within Johnson County that could be considered potential targets for terrorist attacks.
Assumptions

1. Law enforcement agencies will work within their existing city, county, and regional plans and partnership agreements to meet the law enforcement needs of disasters.

2. Some disasters may require supplemental and/or specialized Public Safety and Security support.

3. In the event of a state or federally declared disaster, the Governor can provide National Guard personnel and equipment to support local Public Safety and Security operations.

CONCEPT OF OPERATIONS

1. The Johnson County Sheriff's Office is responsible for countywide coordinating Public Safety and Security response activities during multi-jurisdictional disasters or within a single jurisdiction when necessary or upon request. Local police chiefs retain responsibility for Public Safety and Security activities within their respective jurisdictions.

2. When Public Safety and Security needs cannot be met through existing plans and partnerships, requests for assistance will be forwarded to and managed by the Johnson County Sheriff's Office or ESF-13 Public Safety and Security when activated.

3. The mission of the County ESF-13 Public Safety and Security Team is to ensure the provision of Public Safety and Security support required to meet the needs generated by disasters affecting Johnson County. When the ESF-13 Public Safety and Security Team is activated in the Johnson County Emergency Operations Center (EOC), the ESF-13 Team will orchestrate the countywide coordination required to fulfill the mission of ESF-13. These activities will include:
   a. Establish and maintain operational awareness of Public Safety and Security through direct communications links with Public Safety and Security units in the field and/or their appropriate coordinating entities (DOCs, City EOCs, PSAPs, liaisons, etc.)
   b. Conduct Public Safety and Security disaster impact and needs assessments, prioritize ESF-13 operational objectives in alignment with the EOC Incident Support Plan, and coordinate ESF-13 county-wide response activities;
   c. Collect and analyze information relevant to ESF-13 and report in WebEOC and EOC documents including EOC Incident Support Plans and Situational Reports;
   d. Receive, manage, & track resource requests for ESF-13;
   e. Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.
4. Regardless of its origin, when threat information is received by any entity in Johnson County, it must be communicated to the appropriate jurisdictional law enforcement agency so that they may be warned of the potential threat. Once threat information is received by law enforcement, it is that agency’s responsibility to assess the information and act accordingly. As illustrated in the POLICIES, AUTHORITIES, AND REFERENCES section of this plan, the process flow titled “Johnson County Threat Information Notification” reflects how threat information should be disseminated to appropriate entities based on the assessed level of threat. Upon notification, each organization is responsible for notifying agencies on the state, regional, and national level based on each agency’s existing notification procedures. Due to the sensitive nature of the information, the law enforcement community may not be able to give specific details about a possible event without compromising intelligence operations. Much reflection and judgment must be exercised in weighing the consequences of compromise versus the possible threat to citizens with warning other agencies or the public.

5. Upon notification that a terrorist incident (or suspected terrorist incident) has occurred, the Johnson County Emergency Communications Center (ECC) will be notified and the appropriate responders will be dispatched. Additionally, the ECC will notify appropriate organizations of the event. Upon notification, each organization is responsible for notifying agencies on the state, regional, and national level based on each agency’s existing notification procedures. The process flow titled “Johnson County Terrorist Incident Notification” in the POLICIES, AUTHORITIES, AND REFERENCES section illustrates how notification should be made throughout the county in a suspected or actual terrorist event.

6. During response, ESF-13 Team will evaluate and coordinate with the Johnson County Sheriff’s Office and local law enforcement to provide security in disaster operations locations such as Staging Areas, Shelters and Feeding Sites, Morgues, Hospitals, Strategic National Stockpile sites, Field Command Posts, etc. This security function may include locking down locations and managing access control in and out of the area. It may also require specialized knowledge or safety gear depending on the type of environment, such as terrorism situations or HAZMAT events.

7. In the event that National Guard resources are deployed to Johnson County to augment law enforcement and security, the ESF-13 Public Safety and Security Team will coordinate and manage the use of those resources.

8. Local law enforcement will coordinate its support in incidents on state or federal property as local law enforcement has limited jurisdiction at these incidents.

9. Public Safety and Security agencies have the major responsibility for providing traffic control. The KHP will assist local Public Safety and Security if requested. Rerouting of traffic on state or interstate highways will be in accordance with the KDOT/ MoDOT Kansas City Area Incident Management Program Manual.
works departments (city & county) will provide materials for closing streets and signage for rerouting traffic.

10. ESF-13 Public Safety and Security will coordinate with ESF-4 Firefighting, ESF-1 Transportation, and ESF-3 Public Works and Engineering (debris removal), and other ESFs as needed to designate primary and alternate transportation routes, and evaluate and ensure access requirements to meet response needs.

11. Evacuations may be initiated by local officials in situations where evacuation is critical to the safety & health of the population.

   a. On-scene Incident Commanders (IC) are responsible for making evacuation decisions related to a specific incident, especially when the timeliness of such decisions is a matter of immediate life safety. In the case of a more widespread disaster, or when the decision to evacuate is not a matter of immediate life safety, such decisions will normally be made by or in coordination with senior local government officials such as the respective police chief, fire chief, emergency manager, city/county manager, mayor, and/or the Chairman of the Board of County Commissioners (BOCC).

   b. In general, evacuation criteria will take into account variables such as the specific hazard; immediacy, seriousness & expected duration of the threat; vulnerable populations at risk; and adequacy/availability of evacuation routes and resources.

   c. Chief executives of jurisdictions being evacuated should be advised as soon as possible, according to established protocols. The IC and/or cities will keep Johnson County Emergency Management (JCEM) informed of evacuation situations with the potential to require countywide coordination or County EOC activation. Upon becoming notified, JCEM will provide necessary support and activate the County EOC as required. When activated ESF-1, ESF-4, ESF-9, ESF-10, ESF-15 and ESF-13 will coordinate countywide evacuation activities.

   d. The entity issuing an evacuation has the primary responsibility for notifying and informing the public of the evacuation. JCEM and/or the County EOC (when activated) can assist in information dissemination when needed.

   e. When the disaster situation has stabilized and it is again safe to return to a previously evacuated area, the authorization to allow reentry will be given by the director of the county or city EOC, the IC, or as otherwise directed.

12. Local law enforcement may provide mobile units to assist with warning the public. (See also ESF-15 Public Information Annex).
13. Local Public Safety and Security may be asked to assist with damage assessment activities after a disaster.

14. Law enforcement agencies have a number of specialized capabilities for search & rescue, explosive ordinance disposal, tactical response, etc. (See also ESF-4 and ESF-9: Fire Suppression / Search & Rescue) The following are types of specialized capabilities related to law enforcement, a full resource list is available through the EOC:

   f. Patrol Dogs
   g. Aerial Search/Surveillance
   h. Underwater Rescue
   i. Explosive Ordnance Disposal (EOD)
   j. Tactical Response Teams
   k. Tactical Medical Team
   l. Investigative Resources

15. Most resource requirements beyond the capability of local law enforcement agencies can be supplied through mutual aid using existing state statutes via verbal request.

16. 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-13 Public Safety and Security Team**

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### Core Capabilities

**On-scene Security and Protection**

**Mission Area:** Response

**Description:** Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and also for all traditional and atypical response personnel engaged in lifesaving and life-sustaining operations.

- Provide general and specialized law enforcement resources to support local, state, tribal, territorial, insular area, and Federal law enforcement departments and agencies overwhelmed by disasters or acts of terrorism.
- Protect critical infrastructure during prevention activities or disaster response, when requested.
- Protect emergency responders.
- Determine the role, if any, of private sector/nongovernmental organizations in the overall public safety and security response.
- Manage the development of pre-scripted mission assignments to address known and anticipated disaster response public safety and security short falls.
- Give priority to life safety missions first, followed by missions that address security and the protection of infrastructure/property.
- Consider the availability of safety and security resources within the requesting department or agency when providing ESF-13 support to other ESFs.

### Preparedness

- Review the ESF-13 Annex annually and update as needed
- Continually evaluate the capabilities required to accomplish the ESF-13 mission, identify any gaps, and leverage resources to address them
- Manage the resolution of ESF-13 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-13 Team Members

### Response

- Establish and maintain operational awareness of Public Safety and Security through direct communications links with Public Safety and Security units in the field and/or their appropriate coordinating entities (DOCs, City EOCs, PSAPs, liaisons, etc.)
- Conduct Public Safety and Security disaster impact and needs assessments, prioritize ESF-13 operational objectives in alignment with the EOC Incident Support Plan, and coordinate ESF-13 county-wide response activities;
- Collect and analyze information relevant to ESF-13 and report in WebEOC and EOC documents including EOC Incident Support Plans and Situational Reports;
- Receive, manage, & track resource requests for ESF-13;
- Ensure full coordination of activities with other groups within the EOC to assist in the development and maintenance of a common operating picture.
**ESF-13 Public Safety and Security Coordinating Agency Responsibilities**

| **Recovery**          | • Coordinate the ESF-13 support of recovery activities  
                        | • Coordinate the restoration of ESF-13 resources and/or capabilities as needed  
                        | • Ensure ESF-13 Team Members and/or their agencies provide appropriate records of costs incurred  
                        | • Conduct an ESF-13 after action review  |
|-----------------------|--------------------------------------------------------|
| **Mitigation**        | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents  |

| **Preparedness**      | • Ensure each of the preparedness responsibilities identified for the County ESF-13 Team (listed above) are accomplished  
                        | • Maintain an inventory of agency resources  
                        | • Provide current emergency contact information to Johnson County Emergency Management  |
|-----------------------|--------------------------------------------------------|
| **Response**          | • Provide Public Safety and Security support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the *ESF-13 Public Safety and Security Annex* including:  
                        |   o Dispatching services and communications support  
                        |   o Establish perimeters and security for evacuated areas  
                        |   o Establish security for staging/reception areas  
                        |   o Provide security for existing and/or temporary morgues  
                        |   o Provide security at facilities used for emergency purposes  
                        |   o Providing necessary security on a temporary basis for hospitals and emergency centers  
                        |   o Provide necessary support to correctional facility staff, in the event the facility staff must be augmented  
                        |   o Ensure the safety and well-being of responders.  
                        | • Coordinate response activities with the County EOC in support of the ESF-13 mission  
                        | • Ensure each of the response responsibilities identified for the County ESF-13 Team (listed above) are accomplished regardless of the activation/staffing level of the County EOC  
                        | • Arrange for appropriate staffing of the County ESF-13 Team in the EOC throughout activations  
                        | • Coordinate the activities of ESF-13 Team Members in the County EOC  |
|-----------------------|--------------------------------------------------------|
| **Recovery**          | • Coordinate the ESF-13 support of recovery activities  
                        | • Coordinate the restoration of ESF-13 resources and/or capabilities as needed  
                        | • Ensure ESF-13 Team Members and/or their agencies provide appropriate records of costs incurred  
                        | • Conduct an ESF-13 after action review  |
| **Mitigation**        | • Identify and implement mitigation activities to prevent or lessen the impact of future incidents  |
## ESF Support Agency Responsibilities

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• Maintain an inventory of agency resources  
• Provide current emergency contact information to Johnson County Emergency Management | • Assist with the ESF-13 Team preparedness activities (listed above)  
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| **Response**    | • Provide back-up dispatching services and communications support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the ESF-13 Public Safety and Security Annex  
• Provide an ECC liaison to Operations Section in EOC when activated to provide operational dispatch information  
• Coordinate response activities with the ESF-13 in support of the ESF-13 mission  
• Send agency representatives to the County EOC as part of the ESF-13 Team when activated | • 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 |
| **Recovery**    | • Coordinate the restoration of agency resources and/or capabilities as needed  
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| **Response** | • Provide Public Safety and Security support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the *ESF-13 Public Safety and Security Annex* including:  
  - Dispatching services and communications support (city specific function)  
  - Establish perimeter security  
  - Establish security for evacuated areas  
  - Establish security for staging/reception areas  
  - Provide security for existing and/or temporary morgues  
  - Provide security at facilities used for emergency purposes  
  - Providing necessary security on a temporary basis for hospitals and emergency centers  
  - Provide necessary support to correctional facility staff, in the event the facility staff must be augmented  
  - Ensure the safety and well-being of responders.  
  - Coordinate response activities with the ESF-13 Team in support of the ESF-13 mission  
  - Send agency representatives to the County EOC as part of the ESF-13 Team when activated |

| **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 |

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| **Response** | • Partners with local law enforcement agencies with case investigations, surveillance, and intelligence information in emergency/disasters, in |
### ESF-13 Public Safety and Security

#### Public Safety and Security – 2016

<table>
<thead>
<tr>
<th>Category</th>
<th>Tasks</th>
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</table>
| **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 |
| **KC Terrorism Early Warning Center** |  |
| **Preparedness** | - Assist with the ESF-13 Team preparedness activities (listed above)  
- Maintain an inventory of agency resources  
- Provide current emergency contact information to Johnson County Emergency Management |
| **Response** | - Partners with law enforcement to provide terrorism activity intelligence and support in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the *ESF-13 Public Safety and Security Annex*  
- Coordinate response activities with the ESF-13 Team in support of the ESF-13 mission  
- Send agency representatives to the County EOC as part of the ESF-13 Team when activated |
| **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 |
| **Kansas Highway Patrol** |  |
| **Preparedness** | - Assist with the ESF-13 Team preparedness activities (listed above)  
- Maintain an inventory of agency resources  
- Provide current emergency contact information to Johnson County Emergency Management |
| **Response** | - Assist Public Safety and Security with traffic control when requested in emergency/disasters, in accordance with departmental operations guides & protocols, existing MOUs & agreements, and the *ESF-13 Public Safety and Security Annex*  
- Coordinate response activities with the ESF-13 Team in support of the ESF-13 mission  
- Send agency representatives to the County EOC as part of the ESF-13 Team when activated |
| **Recovery** | - Coordinate the restoration of agency resources and/or capabilities as needed |
Mitigation

| • 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 |

POLICIES, AUTHORITIES, AND REFERENCES

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

State of Kansas

Kansas Attorney General’s Office

- K.S.A. 50-623 et seq.
- K.S.A. 50-640
- K.S.A. 50-6,106
- K.S.A. 50-626
- K.S.A. 50-627
- K.S.A. 19-2231 et seq.

KBI

- K.S.A. 75-711 K.S.A. 75-712
- K.S.A. 75-5247 (a)
- K.S.A. 75-5214
- K.S.A. 22-2202

KDWP

- K.S.A 32-807
- K.S.A 32-808

KHP

- K.S.A 74-2105 K.S.A 74-2106
- K.S.A 74-2107

KSFMT

- K.A.R. 22-24-1
- K.A.R. 22-24-2
- K.A.R. 22-24-3
- K.S.A. 31-133
- K.S.A. 31-143
- K.S.A. 31-157
- K.S.A. 31-165
Johnson County Threat Information Notification

New threat information received

Is it suspected a terrorist incident has already occurred?

NO

Local law enforcement agency is notified and assesses the information then notifies additional agencies accordingly.

Information identified as posing minimal to no threat

No notification needed beyond liaison notifications

Information identified as a possible threat

Notify local organizations (if necessary)

Information identified as a credible threat

Notify local organizations

Information identified as an actual terrorist incident

Notify local organizations

Local

Once notified, local organizations will coordinate activities with other local groups and notify state, regional, and federal organizations based on each agency’s existing operating procedures.

- Law Enforcement Agencies
  - KBI
  - KHP
  - KTIC
  - JTTF
  - KDEM

- Public Health
  - KDHE
  - JTTF
  - Other PH Depts.

- Local Hospitals

- Other affected local organizations

State and Regional

Once notified, state and regional organizations will coordinate activities with and notify other organizations based on each agency’s operating procedures.

- Federal
  - NJTTF
  - FBI
  - ITIC
  - FEMA
  - CDC

Figure T-1

Local law Enforcement and ECC are notified of the terrorist incident (See Terrorist Incident Notification Chart)