

ESF 7 – Resource Support

Purpose

This Emergency Support Function (ESF) Annex provides guidance to assist in coordinating the provision of personnel, equipment, supplies, facilities and services to support emergency operations. Effective response to any emergency or disaster requires the ability to find, obtain, allocate, and distribute resources to meet the needs of the event. Specifically, ESF-7 addresses:

- Resource identification
- Resource procurement
- Resource coordination
- Facilities and logistics
- Personnel augmentation
- Logistics management
- Volunteer and donations management

The purpose of this annex is to provide procedural information on the deployment and proper coordination of resources during the response phase of an emergency/disaster situation as well as providing for the organized receipt and distribution of donated goods and services during the recovery phase.

The Sumner County Hazard Analysis (see Basic Plan) identified a number of conditions that could result in the need to utilize resources. Sumner County has sufficient resources to support activities associated with local emergency or disaster operations for a short period of time including resources procured through mutual aid agreements with surrounding counties and private vendors. A catastrophic event will quickly overcome our local resources making it necessary to call upon aid from State and/or Federal agencies. The Sumner County Emergency Management Agency is the single point of contact for State and Federal resources per State statute.

Scope

ESF-7 provides a flexible organizational structure capable of meeting the varied requirements of many emergency scenarios with the potential to require activation of the Emergency Operations Center (EOC) and implementation of the Sumner Emergency Operations Plan (SuCoEOP).

This document is a functional component of the SuCoEOP and to the extent possible, information contained in other sections of the plan will not be repeated in ESF-7.

Policies

ESF-7 applies to all county, city and participating volunteer and private agencies with assigned emergency responsibilities in the SuCoEOP.

Many county and city departments and participating private agencies involved in resource support activities have existing emergency plans and procedures. ESF-7 is not designed to take the place of these plans, rather it is designed to complement and support the departmental resource management guidelines already in place.

The County's Financial Officer (Treasurer) shall be responsible for monitoring the expenses incurred by the county due to a disaster/emergency situation and shall develop procedures for identifying costs associated with such situations. Additionally, the County's Financial Officer shall establish emergency procurement procedures to ensure that resources required during an emergency/disaster situation may be rapidly obtained.

Local (county, city and mutual aid) resources must be exhausted before state or federal assistance is available through a Governor's or Presidential declaration. State declarations will be requested by the Chairman of the Board of County Commission (BOCC) through the Sumner County Emergency Management Department to the Kansas Division of Emergency Management (KDEM). The state is able to provide physical assistance through the various state agencies, but provides no funds to reimburse local governments during emergencies/disasters. Federal declarations activate both physical as well as monetary resources; however, state & local cost sharing is normally required.

Concept of Operations

General

The Sumner County Department of Emergency Management is responsible for coordinating critical resource management during an emergency or disaster. Individual county departments & agencies will maintain listings of critical resources with respect to their own operations. Those departments/agencies will also "flag" any resources that may require expedited procurement and/or some formal arrangements with vendors (i.e., memorandums of agreement/understanding) for the County Board of Commissioners through its Financial Officer. Cities will also maintain lists of their critical resources, and provide these lists to Sumner County Emergency Management upon request.

For smaller emergencies, resource management will be handled by the cities and/or individual county departments/agencies. For larger scale emergencies, where limited local resources may require centralized coordination & prioritization, the Sumner County Emergency Operations Center will be activated. (See ESF-5 Emergency Management)

The Sumner County Emergency Management Agency has secured agreements with city and county entities as well as private and non-governmental organizations to expedite the resource process.

The County and its municipalities will use the system established by the National Incident Management System's (NIMS) National Mutual Aid and Resource Management Initiative to identify, request, receive, and track resources.

Response Phase

In the immediate aftermath of a disaster, initial damage assessments from first responders will give a verbal picture of the effects of the event. The EOC will be activated based upon the situation. As the response proceeds, the Incident Commander will determine the resources needed to promptly stabilize the situation, protect the lives of citizens and responders, and establish staging areas.

The priority for allocation of resources in the response phase will be based on life safety situations. Preservation of existing life will take precedence over body recovery. Essential resources (personnel, critical supplies, heavy equipment, etc.) will be relocated if it is determined that an immediate or potential threat exists to the area.

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Essential resources will be reallocated based upon need and the amount of immediately available resources. Specific needs will be determined by the number of people injured and protection of critical facilities. Resources required from outside of the county will take longer to acquire and deploy. No local resource (such as a fire department) will be required to leave their area unprotected. If, in the opinion of the department head or local official, an area is secure and there is adequate manpower and equipment to protect that jurisdiction, then the response of local resources may occur. It is not the intent of this plan to provide for assistance at the expense of any local agency or jurisdiction. Each jurisdiction must follow their primary directive of providing the resources necessary to protect the lives and property of their citizens.

Recovery Stage

When the initial response has been completed, the assistance of other local groups and all outside resources may be required. These requests will be directed to the SuCoEOC. Non-governmental organizations such as local church and civic groups have historically provided and will continue to provide additional assistance. These groups will assist with unmet needs after the larger assistance is over.

Organization

The types and amounts of resources needed to support emergency operations will vary greatly depending on the event. Some examples of typical emergency resources include, but are not limited to:

- Personnel
- Communications Equipment
- Potable Water
- Vehicles for passengers, cargo, and debris removal
- Portable toilets and other sanitation supplies
- Pumps and sandbags
- Fuel and fueling stations
- Heavy equipment for public works applications (e.g., cranes) and materials handling (e.g., forklifts)
- Materials and tools such plastic sheeting, shovels, picks, chain saws, axes/hatchets, flashlights, etc.
- Mass care supplies such as food, bedding, blankets and cots
- Industrial lighting equipment (for nighttime search and rescue operations)
- Portable generators
- Medical supplies and pharmaceuticals
- Technology to support emergency operations

Determining what types of resources and how many of them are needed is critical to providing a rapid, effective and coordinated response to an emergency or disaster.

The Incident Commander in consultation with the chief executive will perform needs assessments within the cities and the unincorporated areas.

The ESF-7 Resource Support Coordinator will work to ensure that essential information is requested from and provided by those making resource requests including:

- **S**ize
- **A**mount
- **L**ocation
- **T**ype
- **T**ime

Sumner County Emergency Operations Plan

In general, resource management activities will be geared to support life saving and public safety as its first priority. Specific priorities will be set by the Incident Commander or EOC Director in consultation with the appropriate Chief Executive or a designated official in the EOC.

Sumner County has mutual aid agreements in place with surrounding jurisdictions to augment critical resources during emergencies. Additionally, there are numerous private sector resources available to support emergency operations and agreements are in place with vendors and suppliers that can be activated for emergencies.

Once received, resource requests will be logged, prioritized and passed on to those responsible for obtaining and committing resources.

Sumner County and its jurisdictions will use the standards and definitions established by the National Mutual Aid and Resource Management Initiative as the basis for identifying and categorizing resources.

Procurement and Hiring

When requests are of a high priority, an emergency procurement and/or hiring process may be necessary.

Emergency procurement may involve contacting suppliers, negotiating terms, and making transportation and distribution arrangements.

Depending on types and numbers of personnel needed, volunteers may be used to quickly fill needed positions. The Resource Support Coordinators will work to ensure volunteer resources are appropriately utilized.

When making procurements, an effort should be made to ensure that suppliers also have the ability to transport the resources.

Facilities

In a major emergency with an extensive influx of resources, supplies and personnel, the ESF-7 Resource Support Coordinator in coordination with the EOC Team may direct that facilities be designated for emergency use such as:

- **Mobilization Center**
A designated location for receiving and processing resources and personnel prior to their deployment to a Staging Area or incident site. The Mobilization Center may also be required to provide briefings, lodging and feeding for arriving personnel.
- **Staging Areas**
Used to assemble personnel and equipment for immediate deployment to an operational site in the affected area(s). Potential Staging Areas will be dictated by the locations and the scope of the incident but may include the county fairgrounds, camping sites, schools and recreational facilities.
- **Warehouses and other facilities**
Store or stage supplies and equipment for both short and long-term emergency use.

Criteria used for the selection of resource staging areas will include proximity to the affected area, transportation access, communications capability, storage space & conditions, security, etc.

Distribution

The ESF-7 Resource Support Coordinator will work with the other members of the EOC Team to determine the appropriate facilities and methods for the timely distribution of resources.

High priority resources as identified by the EOC Team will be distributed as quickly as possible. When required by the situation, distribution points may be established to provide supplies the public.

The ESF-7 Resource Support Coordinator will determine what facilities will be needed to handle the flow of resources into and through the jurisdiction (i.e., warehouses, receiving areas, checkpoints, etc.).

The ESF-7 Resource Support Coordinator will ensure checkpoints and facilities are notified of incoming supplies, equipment and other resources, as well as their priority designation.

Checkpoints and applicable facilities (e.g., warehouses, distribution points) will provide reports on resources passing through or arriving to allow the Resource Support Coordinator to track the location of resources and timeliness of delivery.

If necessary, traffic may be rerouted or delayed to accommodate the timely distribution of emergency resources and supplies.

Donations

Donated goods, services, and equipment will be coordinated through the Salvation Army per Memorandum of Understanding. All Volunteers and donations management must be closely coordinated with the Sumner County EOC to ensure complementary efforts and avoid unnecessary procurement. Public information announcements will be judiciously utilized to request the specific types of goods, services & equipment needed and to encourage monetary donations through existing relief organizations whenever possible. Key elements of volunteer and donations management will involve the receipt, inventory, organization & channeling of the following:

- **Donated Goods**
The Salvation Army will manage in-kind donations for individual assistance, including food, clothing, toiletries and household items.
- **Services**
Unaffiliated volunteers will be referred to a specific volunteer agency.
- **Equipment**
Procurement of donated equipment will be coordinated through the ESF-7 Resources Support Group.
- **Monetary Donations**
Funds donated to support emergency relief efforts will be collected by existing relief organizations.

If the event becomes a State Disaster, the Adjutant General's Department, Division of Emergency Management (KDEM) has a Memorandum of Agreement with the Salvation Army to manage the State's Donation's Management program. The county will coordinate closely with KDEM to facilitate an integrated system and to avoid duplication of services.

State and Federal Resources

When it becomes clear that local resources will be insufficient to handle the situation, the issuance of a local emergency/disaster declaration is the mechanism for obtaining assistance from other government agencies.

At any point during the development of an emergency situation, the local jurisdiction may determine it cannot handle the situation without the use of outside resources. Such resources may be obtained through the invocation of existing, routine mutual aid agreements without declarations of emergency/disaster; however, significant augmentation of resources or activation of state and federal assistance (as provided under K.S.A. 48-9, K.S.A. 12-16, 117 or the Stafford Act) must be accompanied by a properly executed emergency declaration by the chief elected official of the local jurisdiction.

This declaration may be made by the mayor of a city which operates under the current, recognized County Emergency Operations Plan. For situations existing in cities without such a plan or in the unincorporated areas of the county, the declaration will be made by the Chairman of the Board of County Commissioners (BOCC). State declarations are requested by the Sumner County Emergency Management office through the KDEM and are made by the Governor upon KDEM's recommendation, when significant involvement of state resources or personnel is anticipated.

Requests for federal assistance may be made only by the Governor through the Department of Homeland Security (DHS), Federal Emergency Management Agency (FEMA). Major disasters are declared by the President upon a request by the Governor and with the recommendation of FEMA. Presidential declarations activate the full range of disaster assistance outlined in the Stafford Act. Other federal declarations can be made by the Administrator of the Small Business Administration (SBA) for loan programs to persons affected by disasters and by the Secretary of Agriculture (agricultural disaster situations). Common to all requests for emergency/ disaster declarations is the requirement that the requesting jurisdiction has exhausted its available resources to handle the situation. (See ESF-14 Long-term Community Recovery and Mitigation.)

This ESF Annex was developed to complement the National Response Plan (NRP) dated December 2004. Where appropriate, ESF-7 also incorporates the elements of the National Incident Management System (NIMS) to help ensure a coordinated response effort if federal resources are involved in the event.

Assistance from state agencies may be available:

- Without a State declaration
 - State resources that would be available include personnel and resources near the disaster area. Funds to cover the costs are not included in this type of assistance.
- With a State Declaration
 - All state resources become available

Assistance from the federal government may be available:

- Without a Federal Declaration
 - To protect life, local commanders of Department of Defense (DOD) organizations have the authority to respond without a federal declaration. Otherwise, federal assistance is usually limited to providing technical expertise from agencies such as the United States Army Corps of Engineers (USACE).
- With a federal declaration
 - A variety of resources are available through different programs, including technical expertise.

Notifications

The Sumner County Emergency Management Department will notify the EOC Team of EOC activations and request that a representative report to the EOC to coordinate ESF-7 activities. As additional EOC staffing needs become apparent, other agency representatives may be asked to report to the EOC to assist with resource support activities.

Once ESF-7 is activated, all departments and agencies involved in the emergency response will be instructed to direct any resource needs they are unable to meet through their own channels to the ESF-7 Resource Support Coordinator.

Actions

Preparedness

- Maintain this ESF Annex as well as supporting operating procedures
- Review all portions of the EOP to ensure proper coordination of resource support activities
- Ensure resource support personnel receive appropriate emergency training
- Establish contact with private resources that could provide support during an emergency
- Participate in Emergency Management training and exercises

Response

- Obtain resources on a priority basis as determined by the EOC Team(s)
- Activate additional resource support personnel
- Work with the EOC staff to establish priorities
- If necessary, establish staging areas, distribution sites and mobilization centers from which resources may be distributed
- Activate mutual aid
- Maintain an inventory system to track supplies used in the disaster
- Maintain accurate records of resources utilized and funds expended and submit reports

Recovery

- Return staffing to normal levels as dictated by the event
- Identify unused resources in the community
- Stand down any facilities no longer in use
- Dispose of excess supplies
- Participate in after-action reports and critiques

Prevention

- Ensure emergency contracts are in place to prevent resource shortages in an emergency

Direction and Control

The Incident Commanders (s) will identify the resources required in the field and relay requests to the EOC. All Sumner County departments and outside agencies with responsibilities within this ESF will work with the EOC Team to rapidly assess emergency resource requests and recommend actions to acquire the necessary supplies, equipment and personnel.

Responsibilities

All tasked agencies will:

- Maintain updated resource inventories of supplies, equipment, and personnel resources, including possible sources of augmentation or replacement
- Develop applicable standard operating procedures, guidelines and/or checklists detailing the accomplishment of their assigned functions
- Deploy a representative to the Sumner County EOC to assist with ESF-7 activities
- Provide ongoing status reports as requested by the ESF-7 Resource Support Coordinators
- Document all costs and expenses associated with response and recovery activities taking care to clearly separate disaster related work from daily work in the event that reimbursement from the State and Federal government becomes available
- Maintain up-to-date rosters for notifying personnel and 24-hour EOC staffing capabilities
- Participate in Emergency Management training and exercises
- Perform other emergency tasks as assigned

Emergency Management

The Sumner County Emergency Management Department has overall responsibility for resource operations during disaster situations within Sumner County. This department has secured agreements with non-governmental agencies as well as private vendors for essential resources and services. An updated and detailed listing of available resources within the county is kept on file. This listing includes county equipment, township equipment, fire department equipment and local contractors.

Voluntary Organizations

Agencies such as the American Red Cross, Salvation Army and United Way of the Plains have written agreement with Sumner County to provide manpower and essential services to assist in the recovery process. These services include food, shelter, clothing and hygiene items, donations management, volunteer coordination, vouchers and mental health counseling.

Local Church and Civic Groups

Local church and civic groups provide day-to-day assistance to the citizens of Sumner County as the need arises. In the event of a catastrophic event, these groups will provide services and manpower that compliment the efforts of the professional voluntary organizations. These groups will also form the basis of unmet needs after the larger assistance is over.

County Departments

All county departments are required to assist the citizens of Sumner County in their efforts to return to a state of normalcy following a disaster. These efforts include, but are not limited to assistance in providing essential services such as debris clearance, damage assessment, staffing shelters, transport of the injured, security for affected areas and compiling costs associated with the disaster.

Administration and Support

Support

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

Agreements and Understandings

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

The Proclamation of a State of Local Emergency by the Board of County Commissioners or a State Disaster issued by the Governor may suspend selected rules and regulations that affect support operations. The primary agency will determine the specific impact of the situation and inform the ESF group members.

Status Reports

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

Expenditures and Record Keeping

Each ESF agency is responsible for establishing administrative controls necessary to manage the expenditure of funds and to provide reasonable accountability and justification for federal reimbursement in accordance with the established guidelines.

The first source of funds for expenditures by agencies in response to an emergency, imminent disaster, or recovery from a catastrophic incident, is to be from local budget funds such as the County General Fund.

Critiques

Following the conclusion of any significant emergency event/incident or exercise, the primary agency representative will conduct a critique of the group activities during the event/incident/exercise.

Support agencies will provide written and/or oral inputs for this critique and the primary agency representative will consolidate all inputs into a final report and submit it to the Sumner County Emergency Management Director.