

**Kansas City, Missouri  
City Manager's Office**

**Office of Emergency Management  
Strategic Plan**

**September 2002**

## **Introduction**

The Office of Emergency Management is a division within the City Manager's Office. It is responsible for preparing the City to respond to and recover from non-routine hazards such as tornados, floods and acts of terrorism. The emergency management function is more than just a division of city government, it is a basic responsibility of city government. Through activities often overlooked, it has direct positive impact on our quality-of-life. When fully implemented, this plan will allow mission attainment and vision fulfillment as stated below.

Goals and Objectives identified herein are based on the current status of the emergency management program and staffing level. Response to actual hazardous events has not been considered in establishing objective milestones. Any significant real-world response, program or staffing changes, or new priorities will impact scheduling and attainment of strategic goals. Changes will be reflected in plan revisions following annual review.

New with this edition of the Office of Emergency Management Strategic Plan is recognition of staff reductions, budget reductions and new activities related to homeland security. Objectives with milestones of 'To Be Determined (TBD)' are included to document need only as staffing, budget or higher priority activities preclude near term scheduling.

## **Authority**

- Robert T. Stafford Emergency Assistance and Disaster Relief Act (Public Law 93-288), as amended.
- Missouri Revised Statutes, Chapter 44, Civil Defense, as amended.
- Code of Ordinances, City of Kansas City, Missouri, Chapter 2, Section 2-85, Office of All Hazard Emergency Management.

## **Vision**

All segments of our city are prepared for hazardous events, whether natural, technological or human-caused.

## **Mission**

To save lives, prevent injury and protect property, the environment and the local economy by taking reasonable and affordable measures to mitigate against, prepare for, respond to and recover from disasters.

## Connection to other plans

This plan, and the Emergency Management program in general, supports the principles and goals of other plans designed to improve productivity, safety and efficiency. Specifically, this plan supports the Mayor and City Council's Action Plan and Priorities, Service First (a basic service initiative), KC-GO (the *Kansas City Government Optimization Initiative*), the KC Safe City Initiative (a community-wide public safety improvement initiative), and FOCUS (*Forging Our Comprehensive Urban Strategy*). Because of its all-encompassing nature, the specific connection to FOCUS is amplified below.

### Connection to FOCUS

This Strategic Plan supports the FOCUS plan's Principles for Policy item 7, *Create a Secure City*<sup>1</sup> and the following building blocks: Citizen Access and Communication, Healthy Community, Investing in Critical Resources, Neighborhood Livability, and Quality Places to Live & Work.

The Emergency Management Program is divided into five primary subprograms: Preparedness, Response, Recovery, Mitigation and Administration. Specific FOCUS connections follow.

**PREPAREDNESS** is the process of ensuring that all segments of our community, public and private, are prepared to manage the threat and consequences of a hazardous and potentially disastrous event. Preparedness includes, but is not limited to, planning, liaison, coordination, education, training, exercises, facility maintenance, warning system maintenance, and development of human resources.

- **Emergency Planning** promotes public safety through development and implementation of a comprehensive program which effectively coordinates community resources to reduce death, injury, and damage to property, the environment and the local economy when disaster strikes. Emergency planning also supports the City Council's priority to promote a safer city.
- A robust **liaison** program builds the regional and community relationships necessary to have the citizenry and city government best prepared to minimize the impact of hazardous events.
- **Emergency Warning** makes the community a safer and more desirable place to live and work.
- **Training, Education and Exercise** supports development of a public education and information program through which citizens, civic groups and neighborhoods can be made aware of issues in local emergency management and be provided with an opportunity to influence them.
- A **Command and Control** facility (Emergency Operations Center), including appropriate operating procedures and qualified staff, facilitates the information management, decision making and coordination necessary to protect the lives and property of Kansas Citizens, safeguard the natural environment, and help protect the city's economic base when disaster strikes.

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<sup>1</sup> Personal comfort, safety, security and peace-of-mind are essential to residents and businesses in a livable city.

**RESPONSE and RECOVERY** are the manifestations of emergency management in the community. They protect the public by responding to the consequences of a hazardous event and implementing measures to restore the community to pre-disaster condition or better.

**MITIGATION** is the reduction or elimination of exposure to, or the negative impact of, any hazard which could lead to disaster. Mitigation activities make the community a safer and more desirable place to live and work.

**ADMINISTRATION** is the execution of program administrative and management activities in a responsive, responsible and cost-effective manner. This is particularly important in Emergency Management because of the need for the public to view it as a credible program so they will respond appropriately during major emergencies and disasters. It supports FOCUS by helping to remove the attitudinal barrier that city government is unresponsive.

## Goals and Objectives

### A. ***Preparedness Goal, Planning***

To complete and maintain appropriate plans and related documents consistent with state and federal requirements and community needs.

#### ***Objectives***

1. Review and revise, as necessary, the City of Kansas City Emergency Operations Plan (EOP) in accordance with the provisions contained in the basic plan.
  - a.
    - (1) Review the Basic Emergency Operations Plan (EOP). [*Following each activation or at least once annually in May*]
    - (2) Report results of Basic EOP review to the City Manager. [*Annually during the first quarter of the City Fiscal Year (May-June-July)*]
  - b.
    - (1) Complete revision or development of EOP Annexes as follows and in accordance with the annex development and review schedule maintained by the Office of Emergency Management.
      - (a) Damage Assessment [*December 2002*]
      - (b) Mass Care [*March 2003*]
      - (c) Direction and Control [*6 months following move to new EOC*]
      - (d) Resource Management [*October 2003*]
      - (e) Recovery and Restoration [*October 2004*]
      - (f) Financial Management [*April 2005*]
    - (2) Following each annex completion, review the annex development and review schedule to ensure program priorities are being addressed. [*Ongoing*]
    - (3) Review completed annexes, as appropriate, during and following hazard response activities and exercises, and incorporate lessons learned, as appropriate. [*Ongoing*]

- c. Develop an attachment to the Public Information Annex for augmenting Action Center Staff during emergencies to receive calls from the public and others and to make appropriate referrals. [TBD]
2. Develop a comprehensive factual risk analysis for the City.
  - a. Develop an objective hazard analysis for the City. [TBD]
  - b. Develop a vulnerability analysis for the City. [TBD]
  - c. Using the results of the hazard and vulnerability analyses, develop a risk analysis for each hazard which threatens the City. [TBD]
3. Review and revise the Office of Emergency Management Strategic Plan. [Second Quarter of each City Fiscal Year *as part of budget and grant application processes.*]
4. Support Homeland Security planning, training and exercise efforts as appropriate and feasible. [Ongoing]

**B. *Preparedness Goal, Liaison and Coordination***

To establish and maintain good working relationships and coordinating procedures with applicable public and private entities.

***Objectives***

1. Partnering
  - a. Identify mutual incentives for partnering. [Ongoing]
 

Partners include:

    - Regional, state and federal government and government affiliated agencies and organizations.
    - The business community and business associations.
    - Community, civic, professional and volunteer groups and organizations.
    - The media.
  - b. Involve partners in City emergency management activities. [Ongoing]
  - c. Promote program involvement in the relevant activities of partners. [Ongoing]

- d. Encourage partners to develop their own all hazard plans to reduce the impact of, enhance response to, and ensure recovery from disasters.
2. Work with the Kansas City Metropolitan Community Organizations Active in Disaster (KCMCOAD) to develop coordinating procedures and protocols for the provision of humanitarian services during and following a hazardous event. [*Ongoing*].
3. Work with partners to continually improve communications, information sharing and coordination. [*Ongoing*]
4. Improve citizen involvement in emergency management activities.
  - a. Identify roles for registered volunteers to play in supporting City emergency management preparedness, response, recovery and mitigation activities. [*TBD*]
  - b. Define a registered volunteer organization to support City emergency management activities. [*TBD*]
  - c. Recruit and train a volunteer coordinator to implement and manage a registered volunteer program within the City's Office of Emergency Management. [*TBD*]
  - d. Recruit, register and train volunteers to work with the City's Office of Emergency Management. [*TBD*]
  - e. Work with the American Red Cross and with KCMCOAD to develop a plan for utilizing emergent volunteers following a hazardous event. [*Ongoing*]
5. Review and update, as necessary, relevant Mutual Aid Agreements and identify the need for additional agreements. [*Ongoing*]
6. Respond to queries and requests for information related to homeland security when a specific City agency is not otherwise identified. [*Ongoing*]

C. ***Preparedness Goal, Public Information and Warning***

To save lives and protect property through speedy dissemination of information during and following disasters

***Objectives***

1. Complete upgrade and expansion of the outdoor warning (tornado siren) system.
  - a. Complete Phase I system upgrade as defined in the September 2000 Tornado Warning System Report. [*September 2002*]

- b. Complete Phase II system expansion to cover areas where people may congregate outdoors such as parks, transportation hubs, malls, schools, sporting facilities, hospitals and high pedestrian traffic areas as defined in the September 2000 Tornado Warning System Report. [*September 2003*]
  - c. Complete Phase III system expansion to cover areas left uncovered after Phase II, primarily residential areas, as defined in the September 2000 Tornado Warning System Report. [*September 2004*]
2. Collect information to characterize local streams at various flow rates and incorporate into EOC decision making procedures to more efficiently and effectively respond to flood and flash flood events. [*Ongoing*]
  3. Work with City Communications and Information Technology Department to improve Emergency Management information on Cable Channel 2 and the City's Web site, including the use of web cams or other technology to broadcast live or near-real-time images from key monitoring locations. [*Ongoing*]
  4. Establish working relationships with media partners to disseminate emergency information to key audiences. [*Ongoing*]
    - a. Include the capability to 'go live' on local commercial TV and radio outlets from the Emergency Operations Center to expedite delivery of urgent public safety information. [*Summer 2003*]
    - b. Execute an agreement with the National Weather Service, Pleasant Hill to provide access to the Emergency Alert System (EAS) for disseminating emergency information via Civil Emergency Messages. [*Spring 2003*]
    - c. Work with media partners to allow local government activation of EAS during emergencies. [*TBD*]
    - d. Include the capability to activate EAS from the EOC. [*TBD*]
  5. Support Project Community Alert (PCA) to make NOAA Weather Radios (all hazard radios) available to at risk populations at reduced cost. [*Ongoing*]

D. ***Preparedness Goal, Education, Training and Exercises***

To prepare emergency management staff, city government and its constituents to respond to disastrous events in a way that minimizes death, injury, damage and other negative consequences.

## *Objectives*

1. Emergency Operations Plan (EOP)
  - a. Develop and implement a comprehensive employee training program, consistent with the EOP, which supports EOC activation and operation.
    - (1) Provide awareness level training to all city employees and advanced training to those involved with emergency management operations. [TBD]
    - (2) Develop a list of recommended courses for departmental representatives to complete in support of emergency operations. Include course descriptions, costs, application procedures, and recommended number of graduates per department. [TBD]
    - (3) Sponsor local offerings of emergency management related courses and training available from outside agencies and organizations. [Ongoing]
    - (4) Budget for and sponsor selected out-of-area training that supports and/or enhances city wide response capabilities or coordination. [TBD]
    - (5) Develop an interdepartmental training management system to help ensure necessary training has been conducted and documented and that continuing education is provided. [TBD]
  - b. Develop and implement a comprehensive drill and exercise program that promotes familiarity with the EOP, EOC operations and local training objectives and also meets state and federal exercise requirements. [TBD]
    - (1) Design and conduct an exercise to familiarize staff with the new EOC. [Spring 2003]
    - (2) Prepare and submit a proposal for the State Emergency Management Agency (SEMA) to revise exercise requirements to better meet the needs of state and local government. [Fall 2002]
    - (3) Develop policy for assisting city departments, other government entities, businesses and others when they request support for designing, controlling or evaluating exercises not included in the drill and exercise schedule. [TBD]
    - (4) Apply for a Community Specific Integrated Emergency Management Course (IEMC) [Look at federal fiscal year 2004 or 2005]

2. Community Outreach and Public Education

- a. Develop and implement a comprehensive all hazard emergency management educational strategy focusing on the readiness and self-reliance of vulnerable populations.
  - (1) Support expansion of Project Community Alert (PCA) to become the regional Outreach and Public Education program.
    - (a) Obtain or develop a series of standardized lesson plans, presentations and training aids to promote hazard awareness and preparedness to schools, the business community and the public. [*Ongoing through PCA*]
    - (b) Design and implement a hazardous weather Poster Contest. [*Ongoing through PCA*]
    - (c) Participate in community events, such as the Spring Home Show, encouraging residents to be informed and prepared. [*Ongoing through PCA*]
    - (d) Develop a program for using volunteers to provide public education presentations. [*Ongoing through PCA*]
  - (2) Develop an internal public education program to complement PCA including web based learning tools. [*TBD*]
- b. Work with the Metropolitan Emergency Management Committee (MEMC) to develop and implement a Marketing Plan for PCA. [*Ongoing*]

3. Emergency Management Staff Professional Development

- a. Promote an environment that supports responsible risk taking. [*Ongoing*]
- b. Develop a functional (emergency management) and managerial (leadership and management) professional curriculum for EM staff.
  - (1) Complete the FEMA Professional Development Series of courses within four years of accepting employment. [*Ongoing*]
  - (2) Participate in state and federal training and exercise activities, as scheduled and appropriate. [*Ongoing*]
  - (3) Promote staff completion of the City's Human Resources Management Academy series of courses as scheduling allows. [*Ongoing*]

- (4) Attend appropriate EM related conferences and symposia to maintain or improve knowledge and skill levels, develop important contacts to enhance working relationships and coordination, learn from case study presentations, share information with peers and colleagues, obtain new training and productivity material and information. [*Ongoing*]
- (5) Identify additional training and educational opportunities from any source and encourage staff participation as scheduling and budget allow. [*Ongoing*]

E. ***Preparedness Goal, Facilities and Equipment***

To ensure that EM facilities can accommodate mission and program requirements and provide a safe and secure work environment.

***Objectives***

- 1. Complete the move to Century Towers (old University Hospital).
  - a. Identify office and operational furnishings to be installed in the new facility. Configure the facility to meet the needs of responding agencies and to facilitate collaboration and coordination [*October 2002*]
  - b. Contract for purchase and installation of office and operational furnishings. [*December 2002*]
  - c. Identify technologies and equipment to facilitate training, information management, emergency public information, decision-making, and quick and effective communications with internal and external partners. [*November 2002*]
  - d. Develop RFPs for technology components and contract for purchase and installation. [*February 2003*]
  - e. Complete move to the new facility. [*March 2003*]
- 2. Investigate the feasibility of key jurisdictional EOCs being connected by audio, video and data sharing technologies to support their combined use as a virtual EOC and JIC during regional disasters. [*TBD*]
- 3. Evaluate the Locust Street facility as an alternate EOC. Review layout and equipment for appropriate functionality. Recommend changes as appropriate. [*Ongoing*]
- 4. Evaluate other facilities as alternate EOCs. These may include the Health Department, Aviation Department, and selected Community Centers. [*TBD*]

5. Develop and implement check-lists for EOC activation. [Ongoing]

**F. *Response and Recovery Goal***

To respond to and recover from hazardous situations in such a way as to minimize death, injury and damage to property, the environment and the economy.

***Objectives***

1. Establish positions for optimal Emergency Operations Center (EOC) staffing.
  - a. Define positions. [June 2003]
  - b. Recruit and train sufficient staff to activate and operate the EOC. [December 2003]
  - c. Design and implement a rapid EOC activation procedure. [As soon as feasible]
2. Develop and implement EOC standard operating procedures (SOP's) consistent with the EOP. [Ongoing]
3. Assist city organizations in the development of departmental plans to support both the EOP and departmental continuity of operations. [TBD]
4. Provide training to departments regarding state and federal documentation standards and requirements with a view toward maximizing reimbursement of disaster response costs and recovery assistance. [TBD]

**G. *Mitigation Goal***

To assist city departments in planning for mitigation activities and in identifying, implementing and securing funding for beneficial mitigation strategies.

***Objectives***

1. Promote the use of insurance as a mechanism to reduce risk of economic loss. Submit an application for the Community Rating System which will result in lower flood insurance premiums for the citizens of Kansas City, MO. [TBD]
2. Advise city departments of the availability of beneficial mitigation programs, as identified and appropriate. [Ongoing]

3. Maintain appropriate liaisons with all levels of government to identify relevant grant sources. [*Ongoing*]
4. Assist city departments in the development of a natural hazard mitigation plan as required by SEMA/FEMA. [*TBD*]
5. Take the lead on facilitating a discussion regarding the appropriate location within City government for the Flood Plain Manager. [*TBD*]

#### H. ***Administration and Management Goal***

To create a motivating and challenging work environment and to complete program administration and management activities in a responsive, responsible and cost-effective manner.

##### *Objectives*

1. Develop near term and long term staffing patterns and have new positions authorized. Recruit a capable, motivated and diverse work force. [*Ongoing*]
2. Develop budget in accordance with guidance from the Office of Management and Budget. [*Annually in August*]
3. Capture all appropriate costs in the annual Emergency Management Program (EMP) Grant application. [*Annually in August or as requested by SEMA*]
4. Investigate SEMA distribution of EMP funds to determine if Kansas City is getting its fair and equitable share. Take measures to address any disparities. [*TBD*]
5. Identify and apply for, as appropriate, other Emergency Management Grant opportunities. [*Ongoing*]
6. Review and revise, as necessary, program performance measures to identify those that best measure program productivity and efficiency. [*Annually in August*]
7. Develop an annual work plan/scope of work for use in budget planning and grant applications. [*Annually in August*]
8. Assess potential initiatives using business case tools and methods before making investment decisions. [*TBD*]
9. All written and verbal communications with the public will be courteous, timely and professional. [*Ongoing*]

10. EM staff will strive to identify inefficient or unproductive processes and methods and eliminate them. [*Ongoing*]
11. EM staff will strive to identify efficient, effective and productive processes and methods and develop them. [*Ongoing*]
12. Incorporate overhead required to deal with routine, day-to-day administrative and program activities (Administrivia) into all other planned activities. [*Ongoing*]