From the Director

For the Division of Emergency Management (DEM), 2013 was a year of improving overall emergency response as well as increasing the overall level of community preparedness in Fayette County.

Working with all of the Chemical Stockpile Emergency Preparedness Program (CSEPP) communities, Kentucky Emergency Management and FEMA, emergency preparedness education received a major emphasis in television, radio, print, outdoor and electronic media. This half-million dollar campaign encourages residents to visit our BeReadyLexington.com website and get involved with our social media outreach messages.

Planning and training continue as major points of emphasis for DEM. In 2013, division staff took part in 360 hours/95 sessions of training. This ranged from technical training on systems used to respond during a chemical accident to public affairs and communications workshops.

Every county is required to have an emergency operations plan (EOP) and Fayette County is no different. The EOP was updated in 2013 and adopted by the mayor and city-county council. This extensive document is available on the DEM website and documents response to threats, emergency situations, natural and man-made disasters that can affect Lexington.

This plan provides an outline for training that takes place throughout the year with emergency operations center (EOC) coordinators and DEM staff. These monthly trainings present different scenarios in emergency response, familiarization with new and existing systems in the EOC and guest speakers who range from homeland security specialists to experts in managing volunteers and public communications.

DEM continues to work every day to ensure that the people of Fayette County are safe and prepared for any emergency or disaster.

Sincerely,

Patricia L. Dugger, RS, MPA
Director
Division of Emergency Management
Vision Statement

The Lexington-Fayette County Division of Emergency Management works before, during and after emergencies to minimize impacts on the community. Our work depends upon coordination with others in government, the private sector and the wider community to promote risk reduction, readiness, response, and recovery. Our goal is a resilient community that can endure all hazards, adapt quickly to disruptions and return to normal activities as soon as possible.

This strategy acknowledges the importance of a shared responsibility between public and private sectors and the community to strengthen resilience. To the greatest extent possible, specific objectives will identify opportunities for increased cooperation and coordination among government agencies, the private sector, and nongovernmental community organizations to improve emergency preparedness and hazard risk reduction.

There is an oft-spoken adage that “all disasters are local.” This is not so much a statement about the role of local response agencies as much as it is an acknowledgment that every disaster ultimately belongs to individuals and communities. They are the ones left picking up the pieces in the aftermath of an event. Therefore, institutionalizing meaningful opportunities for community participation in a shared decision-making process is critical because residents’ expectations will shape how Lexington recovers from an emergency.
Mission Statement

To enhance the public safety of Lexington-Fayette County residents and businesses through emergency planning, preparedness, mitigation, response and recovery.

Desired Outcome

A resilient city that significantly reduces social, economic, and environmental losses from hazards through strategic investment in land use planning, environmental protection, asset management, training, partnerships and community preparedness efforts.

Statutory Requirements

The Kentucky Revised Statues (KRS) Chapter 39B requires each county in the Commonwealth to have an Emergency Management agency with a director. The agency shall develop, implement and maintain a local comprehensive emergency management program, including a local emergency operations plan. This emergency operations plan must be updated annually. The local agency shall be an integral component of the statewide emergency management system. The agency shall maintain a primary and at least one backup local emergency operations center.

The director’s duties under state statutes include budgeting, maintaining an emergency management organization and keeping appropriate records of expenditures. The emergency management director is responsible for notifying the county executive authority of the occurrence, or threatened or impending occurrence, of any emergency or disaster and recommend any emergency actions that should be executed.

The director will then advise the chief executive of the necessary response to a disaster or community emergency and carry out all other emergency management-related duties as required by KRS Chapters 39A to 39F, including administrative regulations, local orders or ordinances.
Key Accomplishments

In 2013, the Division of Emergency Management (DEM) was involved with many programs, events, activities and services associated with its mission of community planning, preparedness, response, recovery and mitigation.

There are four key accomplishments for 2013:

**DEM/EOC Integration**

While the physical move into the former juvenile detention center on Cisco Road took two weeks, the integration and systemization of the facility lasted well into 2013. HVAC issues were resolved and the facility provides adequate resources for training, planning and emergency response.

**CSEPP/DEM Public Education Plan**

The result of a collaborative effort among the ten-county CSEPP working group, the FEMA-funded campaign encourages residents to prepare for emergencies of all sorts, including those that may involve hazardous chemicals. The campaign has been deployed on multiple platforms, including over-the-air television, cable, radio, billboards, print and electronic media.

**Emergency Operations Plan**

The Lexington-Fayette County Emergency Operations Plan (EOP) was approved by the LFUCG city-county council and provides direction for emergency response to natural and man-made disasters that may affect residents. The EOP also provides the basis for preparedness, planning and training for staff, coordinators and volunteers.

**Training**

DEM staff participated in nearly 100 training sessions which ranged from online webinars to multi-day classroom and hands-on exercises. Some training was event specific; like the pre-NCAA regional multi-jurisdiction exercise or the annual CSEPP exercise in September. The entire DEM staff completed the FEMA professional series training.
Funding for many of these positions comes partially or completely from federal and state grants. While the total annual payroll for the division is $664,370, 48% or $204,340 comes from funds allocated from the Chemical Stockpile Emergency Preparedness Program (CSEPP) and those state and federal grant programs.

The total budget for division programs, events, activities and services is $1,202,594. CSEPP funding accounts for $857,300.

Of the total budget, 46% of department funding comes from federal, state and local grant activities.
Facilities

During 2013, planning continued on the design and re-construction of the facility at 115 Cisco Road. Working with FEMA consultants Mission Critical, tentative plans have been drawn to remove cellblocks and other non-load bearing structures in the building so that it can be renovated to accommodate the Division of Emergency Management as well as LexCall, police and fire dispatchers, E-911 operators and a data center for city operations.

The EOC is in use for meetings, classes and exercises throughout the year, including the annual CSEPP ten-county exercise, quarterly CIARA exercises, WebPuff chemical accident modeling exercises and monthly EOC coordinator training sessions. The EOC is also used for specific Emergency Support Function coordinator trainings throughout the year.

Planning Activities

The Division of Emergency Management works with the following local and regional agencies in order to formulate coordinated response plans in case of a local emergency or disaster:

- Regional Healthcare Planning Committee
- Bluegrass Emergency Response Team
- Medical Quality Improvement Team
- Fayette Local Emergency Planning Committee
- CSEPP Blue Grass Integrated Process Team (IPT)
- LFUCG Emergency Planning Task Force
- Local Disaster Emergency Service Organization

DEM staff participates in these and other planning organizations in leadership positions. In addition to keeping plans updated, staff members maintain a familiarity with key healthcare and public safety staff members – both in Fayette County and around the Bluegrass Region. This familiarity results in a higher rate of cooperation in exercises which will lead to better cooperation during an actual emergency or disaster.

Specific planning events included preparations for the NCAA regional tournament held in Lexington.
Additionally, DEM is the lead agency for the following Fayette County initiatives:

- Fayette County Disaster/Emergency Mitigation Plan implementation
- Fayette County Emergency Operations Plan implementation
- DEM strategic plan
- Emergency Support Function (ESF) realignment
- ESF strength and weakness evaluation with training recommendations
- Pet/animal plan – coordinated with Lexington Humane Society
- Fayette County emergency preparedness assessment

In 2014, additional emphasis will be placed on emergency planning for events taking place in Fayette County. This includes parades, fairs, athletic tournaments, shows, concerts and competitions at the Kentucky Horse Park, Masterson Station Park, the Athens softball complex and other similar venues in Fayette County.
Warning and Preparedness

The main emphasis for DEM is community preparedness, as a prepared community is better able to respond and recover from any natural or man-made emergency or disaster. Everyone can take steps to be prepared and through the efforts of DEM, residents are touched by a variety of messages and materials that encourage them to take action.

Preparedness information is always available through the primary DEM website at www.BeReadyLexington.com. This website now features extensive preparedness and response information that refers to the significant threats that can affect Fayette County every day or seasonally. An added feature allows DEM staff to quickly post news and information updates to the website as well.

Social media plays a large part in DEM’s preparedness activities. DEM maintains an active presence on Facebook, Twitter, Flickr and other social media platforms. DEM also publishes a quarterly electronic newsletter that highlights important preparedness topics.

Starting in March 2013, the CSEPP Blue Grass Public Affairs Working Group launched a multi-media awareness and preparedness action campaign. Titled “Be Aware – Be Prepared,” this campaign targeted the ten-county CSEPP community as well as other counties in Central and Eastern Kentucky. The campaign utilizes television, radio, billboards, newspaper and transit advertising to increase awareness toward the need to be prepared for emergencies and provide information on how to achieve a greater level of individual and family preparedness. The campaign continued through 2013 and into 2014.

There is increased emphasis on preparedness during March and September. March is designated as Severe Storms Preparedness month and September is National Preparedness Month. During both months, there is an increase in DEM advertising and outreach efforts, including appearances on radio and television outlets, outdoor billboards, transit, theatrical, highway message boards, online and magazine advertising. DEM personnel also staff exhibits at local grocery stores and other venues.

DEM also facilitates risk assessments at industrial and other facilities across the county. These assessments assist the facility to measure its level of preparedness for emergencies and improve areas of concern. One such assessment took place in 2013 at the city’s Town Branch Wastewater Treatment Plant.
A DEM program that specifically increases the level of Fayette County’s preparedness is the Community Emergency Response Team (CERT) initiative. More than 250 residents have been trained in basic first aid, search and rescue and other emergency response skills. In 2013, two groups attended eight 3-hour classes that included a real-world response exercise. These CERT team members live throughout Fayette County and are ready to respond to an emergency.

Other activities that support community preparedness include:

- Educational attendance at Free Friday Flicks events
- Educational attendance at Little Goblins Galore event
- Distribution of Spanish-language preparedness materials in September 2013 LaVoz newspaper
- Preparedness displays at Lexington Public Library locations
- Educational attendance at Dog Paddle event

Kentucky Emergency Management conducted its annual assessment of Lexington’s Emergency Management planning and preparedness initiatives and found them in compliance with state standards.

DEM has several systems in place to warn residents of an emergency or threat.

**Outdoor Warning Siren Network**

Located at city parks and golf courses throughout Fayette County, the siren network can sound in case of a severe thunderstorm warning, tornado warning or other community emergency. Many sirens have the capability of sounding voice alerts as well. It should be noted that the siren network is designed to alert persons outdoors only – It is NOT an indoor residential or business warning system.

**ALERTUS Beacons**

These devices are located in public buildings and are triggered by the National Weather Service in case of a severe weather warning or alert. They will also be triggered in case of a community emergency.
**IPAWS/WEA System**

This system is part of a national warning system that can send a 90-character messages to mobile phones. This system is in the final testing phase and should be active sometime during 2014.

**AM 1620 network**

DEM manages a network of low-power AM radio stations that cover most of the major highway system in Fayette County, including I-75, I-64, New Circle Road, Georgetown Road, Newtown Pike, Winchester Road, Versailles Road and Harrodsburg Road. Normal programming includes tourism information, highway information and other emergency preparedness information. Emergency programming includes weather alerts, shelter-in-place, evacuation, response and recovery information. The audio programming is also available to the public via streaming audio service.

**Amateur Radio volunteers**

DEM maintains contact with groups of amateur radio (HAM radio) operators in Fayette County. Should conventional communication networks fail, these radio operators are capable of providing point-to-point communications for DEM and other response operations.

**DEM staff/coordinator alert system**

DEM maintains a system so that in case of emergency, it can trigger telephone, text and email alerts to its staff and volunteer coordinators.

**Geographic alerting system**

DEM maintains a system that can call landline telephones within a certain geographic area and broadcast an alerting message to those users.
Training

As part of its preparedness mission, DEM conducts internal/external training for staff, volunteers and residents. DEM organizes and participates in hundreds of hours of training each year. This includes, but is not limited to the following:

- Severe weather response
- I-75 closure/diversion due to disaster/emergency
- Specialized WebEOC instruction
- Local Emergency Planning Committee responsibility classes
- CSEPP Annual Meeting
- NDPTC Social Media for Emergency Response and Recovery class
- Regional Emergency Services conference
- WebPuff Hazard analysis training
- Public affairs “best communications practices” training
- FEMA toxic chemical response training
- Statewide 2014 earthquake exercise preparation
- Fayette LEPC conference for chemical emergency preparedness
- US Postal Service biohazard training exercise – Nandino Post Office
- Active Shooter training
- Healthcare facility evacuation training course

All DEM staff have completed the FEMA recommended advanced emergency management and response coursework. This represents more than 20 hours of training per staffer during 2013. This is in addition to the 360 hours of specialized training taken by DEM staff over the past year.
Response Activities

DEM staff are on alert 24 hours a day, 7 days a week so as to be aware of and respond to threats that endanger community safety. Through staff “on call” assignments, at least one trained staff member maintains situational awareness of weather conditions and other possible community threats.

If those threats increase, or if there is an event that can lead to a community emergency, the on-call staffer with guidance from the director, can order a partial or full activation of the emergency operations center to coordinate warning and response to the threat.

The Emergency Operations Plan (EOP) provides guidance for managing and coordinating the response to a community emergency. It follows Department of Homeland Security (DHS) National Incident Management System (NIMS) standards for assigning responsibilities and tasks during an emergency response and recovery period.

The EOP provides background information and specific directions for the following actions:

- Declaration of an emergency for the county
- Procedures for the request of aid from other counties and jurisdictions
- Supervision and control standards
- Reimbursements
- Plan scope
- Response structure and specific plans
- Fayette County overview
- General threat assessment
- Communication systems
- Coordination with Kentucky State Emergency Management
- Continuity of government operations plan
- Definition of Emergency Support Functions (ESF)
- Identification of secondary support agencies
- Organization of Emergency Operations Center functions
- Operational roles and responsibilities
- Incident Specific Plans (ISPs)

The entire EOP is available for review at: http://www.lexingtonky.gov/index.aspx?page=718
**Recovery**

As part of the emergency operations plan, DEM serves as the agency which coordinates community recovery efforts after a man-made or natural disaster. This recovery effort also includes tracking expenses for services and manpower which – with proper documentation – may be reimbursed from state and federal emergency funds.

The most recent recovery efforts in Fayette County include the ice storms of 2003 and 2009.

In 2014, DEM will develop a more detailed county recovery plan utilizing FEMA National Response and Recovery frameworks.

**Mitigation**

In 2013, the Lexington Urban County Government approved the most recent county mitigation plan. This plan identified the following community hazards:

- Dam Failure
- Drought
- Earthquake
- Flood
- Extreme heat
- Hailstorm
- Hazardous material release
- Ice storm
- Mine subsidence
- Karst/sinkhole
- Landslide
- Severe storm/tornado
- Severe winter storm/blizzard
- Wildfire

The priorities for the plan include:

- Implement a program that targets environmentally sensitive land.
- Review and implement a greenway manual that aligns with stormwater management best practices.
- Develop a mitigation outreach program for the planning commission and planning department.
- Develop a mitigation outreach program for land use planning and development entities.
- Build a culture of mitigation among partners.

The complete mitigation plan is available at: [www.lexington-mitigation.com](http://www.lexington-mitigation.com).

FEMA has approved a grant to construct a severe storm/tornado shelter at the Versailles Road campus of LFUCG. The initiative requires additional funding and other guidance which has been requested.
Public Outreach and Education

In cooperation with CSEPP program, DEM created, participated in and deployed a variety of public education and outreach programs, designed to improve overall community awareness of preparedness and increase positive activities which make individuals and family units better prepared for any man-made or natural disaster. These outreach initiatives include:

- Through the ten-county CSEPP program, a “Be Aware – Be Prepared” multi-media campaign was deployed. In Fayette County, much of the advertising effort was designed to increase awareness of the DEM website, www.BeReadyLexington.com, and its resource materials.

- The DEM Mascot, Ready Kat, made several community appearances and was universally complimented for improving interaction with adults and children on topics related to preparedness.

- DEM emergency planning and resource “flipcharts” were updated and printed.

- DEM created Family Emergency Planning kits

- Regular preparedness messages are broadcast on the network of AM radio stations operating at 1620AM.

- Regular social media interaction on Facebook, Twitter and Flickr.

- A quarterly EM email newsletter is sent out to registered residents.

- Through the Fayette Local Emergency Planning Committee, five family emergency kits were purchased and distributed to organizations for their own outreach/fundraising efforts.
As part of the outreach program, DEM participated in a variety of community events where staff and volunteers interacted with residents, explaining the benefits of preparedness and family emergency readiness. The events include:

- I Know Expo
- Fayette County Science Fair
- Free Friday Flicks
- Woodland Park Pool Dog Paddle
- Stonewall Elementary Science Night
- Little Goblins Galore
- Fire Prevention Festival and Parade

Outreach efforts also include presentations on community preparedness. In 2013, DEM staff interacted with the following groups:

- Mayor’s Senior Service Commission
- Senior Interns
- Bluegrass Aging Consortium
- UK College of Public Health
- Habitat for Humanity
- Rural Metro Ambulance Staff
- United Methodist Church Women’s Club

DEM also organized a preparedness workshop at Lexington’s Imperial Mobile Home Park on Loudon Avenue. More than 40 residents received a NOAA weather radio and preparedness information.

In December, DEM held a community open house for coordinators, division directors and community leadership.
**Programs**

DEM has a leadership role or partnership with many community programs that provide for or result in greater resident awareness and preparedness.

**Chemical Stockpile Emergency Preparedness Program (CSEPP)**

CSEPP is a cooperative agreement among the Department of the Army, FEMA and the cities, counties and states that are home to the remaining stockpiles of chemical weapons.

For Fayette County, CSEPP has two points of emphasis. First, in case of an accident involving the release of chemical agents, Fayette County will act as a host community, providing shelter and aid to persons who relocate from affected areas. Second, in the rare case where chemical agents may reach Fayette County through airborne distribution, certain areas in southern and eastern Fayette County have been designated at-risk. Persons who live or work in those areas are targeted for special outreach programs and education initiatives.

In case of a community emergency, Jacobson Park would become a reception area with the capability of medical screening, decontamination, appropriate care and sheltering information. Fayette County schools and other facilities would provide temporary shelter for children and adults from select Madison County daycare centers, schools, nursing homes and assisted living and adult day care residents.

CSEPP also provides a point of coordination for emergency managers and their respective staff members. Organized as Integrated Process Teams (IPTs), the group meets several times a year to work on exercise protocols, to be briefed on progress at the Blue Grass Army Depot and to discuss other relevant issues.
CSEPP provides funding for a variety of personnel, training and equipment needs in Fayette County, including the following:

- Partial funding of Lexington Police, Fire and public safety radio communication system upgrade.
- Complete funding of CPR-assist devices for Lexington Fire Department response units.
- Complete funding of all-terrain vehicle for Lexington Fire Department.
- Complete funding of decontamination equipment for Lexington Fire Department.
- Partial funding of medical supplies for Lexington Fire Department.
- Purchase of upgraded DEM equipment/asset inventory system.
- Purchase of upgraded WebEOC servers/computer equipment.
- Purchase of replacement command staff computers.
- Purchase of AM radio transmitter at Crawford Middle School.

**Community Emergency Response Team (CERT)**

Nearly 300 people in Fayette County area are members of the Community Emergency Response Team. Created in 2004 and part of the national Citizens Corps program, CERT consists of 24 hours of training developed by the Federal Emergency Management Agency (FEMA).

DEM coordinates the two CERT training classes in the Spring and Fall. The training includes sessions on disaster preparedness, disaster medical operations, light search and rescue, terrorism, disaster fire suppression, disaster psychology and team organization. The training ends with a disaster simulation where team members practice the skills they’ve learned in the course. The goal of the training is to develop neighborhood teams that are equipped with the skills they need to help themselves and their neighbors if a disaster occurs.
**Fayette County Local Emergency Planning Committee**

The primary mission of the Fayette Local Emergency Planning Committee (LEPC) is to develop and implement a community emergency response plan for releases of Extremely Hazardous Substances (EHS); provide an interface between facilities handling EHS and the public; and provide education on how the community can be prepared and take appropriate protective actions. The LEPC works closely with the Division of Emergency Management with its community outreach and education activities.

The Fayette LEPC also provides funding for equipment, supplies and materials used in education, outreach and EHS documentation.

More information about the LEPC is available from the website: www.FayetteLEPC.com.

**Bluegrass Hospital Preparedness Program (HPP)**

This federally funded program provides grants to health care, emergency response and medical support agencies to provide a coordinated response to the consequences of a mass casualty accident or disaster. These grants help improve local operational response systems before an incident occurs. The Division of Emergency Management provides administrative support for both HPP programs serving Lexington and central Kentucky.

**Local Disaster Emergency Services Organization (LDESO)**

This group, required by state statute, meets quarterly and brings together the lead coordinators of the Emergency Operations Center along with local utility and business partners. The division provides administrative support and an organizational focus for the group. The EM director chairs the group and organizes the quarterly meetings.
Opportunities & Challenges

Opportunities

- Additional funding through CSEPP will provide additional resources for community education projects. However, those projects must be directly related to CSEPP activities.

- Current outreach programs appear to have a positive effect. As the number and frequency of outreach and publicity programs increases, so will community awareness and preparedness.

- Training opportunities continue to be available for DEM, Lexington Police, Lexington Fire and associated staff members. More training will result in a better prepared, more resilient response unit.

Challenges

The reconstruction of the emergency operations center, joint information center and emergency management administrative offices will take at least two years after local funding is approved. Given the decision to relocate DEM offices and personnel to temporary facilities, the capabilities of the agency will be disrupted for a significant period of time. Given that man-made and natural disasters can happen any day, any time, the disruption in normal activities will increase the risk to residents.

The decision to relocate DEM staff and EOC during renovation of the former Juvenile Justice Detention Center should not be underestimated. DEM will relocate to the basement and garage area of the Lexington Police Gymnasium during the months of May and June. The relocation will last for the duration of the renovation – between 18 months to two years or longer. Limited physical space and environmental issues have the potential to affect and limit the DEM operations.
Challenges

- DEM maintains a proactive position towards community preparedness while being aware of man-made and natural threats. Other public safety agencies spend at least half – and up to 90% of their “on duty” time responding to emergency situations. DEM’s dual role provides for preparedness and prevention activities. At the same time, thanks to training and continuing education, DEM is able to switch quickly to a planning, warning and response mode before, during and after a community emergency. This dual role takes time, effort, resources and staff – both paid and volunteers.

- Among local public safety agencies, DEM is the only one which spends a majority of its time planning and preparing for community disasters. It also educates residents on how to be resilient and self-reliant during emergency/disaster situations.

- An attitude exists among some LFUCG employees that continuous emergency preparedness training isn’t necessary and or isn’t a responsibility. When the next natural or man-made disaster occurs, LFUCG will not be properly prepared in certain key areas for the necessary response and recovery actions.

- There continues to be an evolution in the way residents get emergency information. The number of adults who read a daily newspaper or watch television news is steadily declining. Radio news, except for a limited number of stations in the morning, is nearly non-existent in Lexington. On weekends, most AM and FM stations are automated, with no local personnel manning controls. As this trend continues, effectively reaching out to informing residents in Fayette County will become more difficult and expensive.

- Agency funding is more difficult to obtain. Even with access to local, state and federal funding, money is tight and resources are stretched to a near breaking point. It should be noted that local, state and federal requirements for emergency management and emergency managers have not decreased. In many cases, recordkeeping and paperwork requirements have increased, while staffing and administrative support has decreased.