

San Juan County, Utah Emergency Operations Plan 2020



EMERGENCY OPERATIONS PLAN ACTIVATION

This Emergency Operation Plan (EOP) will be activated and implemented when San Juan County declares an emergency or when an emergency is imminent or probable and the implementation of this plan and the activation of the San Juan County Emergency Operations Center (EOC) is a prudent proactive response.

Execution of the Emergency Operations Plan

This EOP is effective for planning and operations purposes under the following conditions:

- An incident occurs or is imminent.
- The chief elected officials or designee declares a state of emergency.

EOC staff should be familiar with the EOP guidelines, procedures, and supplemental information so that in an emergency they can complete tasks in a timely manner. The EOP will also provide guidance regarding official records that will need to be kept on file after an emergency response.

Saving lives will take precedence over protecting property for decisions involving resource allocation and prioritization.

Responsibility for coordination of emergency activities with regions, state, and private partners resides with the San Juan County Emergency Management Team and will be accomplished through established liaison roles within the incident or unified command structure as outlined in the National Incident Management System (NIMS).

“The mission of San Juan County Emergency Management is to establish, coordinate, maintain county-wide Emergency Management activities and intergovernmental, private, and volunteer partnerships in order to establish sustainable communities and support responses to and recovery from emergencies, as well as collect and disseminate critical information.”

FOREWORD

This plan applies to San Juan County; The EOP consists of a base plan, fifteen Emergency Support Function (ESF) Annexes, Support and Incidents Annexes. The base plan provides guidance for response, roles and responsibilities, response actions, response organizations, and planning requirements to any incident that occurs. ESF Annexes group county resources and capabilities into functional areas that are most frequently needed in a county response.

Support Annexes describe essential supporting aspects that are common to all incidents. Incident Annexes address the unique aspects of how the county responds to specific incident categories. To support an effective response, all ESFs are required to have both strategic and detailed operational plans that include all participating organizations and engage the private sector and nongovernmental organizations as appropriate. Departments and agencies will be expected to develop and maintain standard operating procedures that outline specific responsibilities associated with these roles. Each department or agency involved will create a list of responsibilities that will serve as a guide for internal standard operating procedures.

Further, this plan describes the role of the county EOC and the coordination that occurs between the EOC, cities, townships, communities and other response agencies. The plan outlines how San Juan EOC will serve as the focal point between cities, towns, townships, communities and the state in times of disaster. San Juan Emergency Management is responsible for updating the EOP on a regular basis to reflect and address the changing needs of San Juan County. This EOP complies with the National Incident Management System, in accordance with the National Response Framework, the Incident Command System and the State of Utah Emergency Operations Plan.

San Juan County has a portion of the Navajo Nation within its boundaries as well as the Ute Mountain Ute Tribe and the Southern Paiute Tribe. The response to an Emergency or disaster on the Navajo Nation is coordinated through the Navajo Nation Department of Emergency Management in Window Rock. The Utah Navajo Chapters work with the Navajo Nation Department of Emergency Management for their needs. The Navajo Nation Department of Emergency Management then coordinates with the State of Utah for assistance. The same process is followed for the Ute Mountain Ute Tribe and the Southern Paiute Tribe. The State of Utah has a designated Tribal Liaison Officer who works with the Tribes, State and Local jurisdictions to help coordinate efforts in response to an emergency or disaster.

PROMULGATION

This plan was approved by the San Juan County Commission on _____

WHEREAS, San Juan County recognizes it is at risk to a wide range of natural, technological, and man-made hazards and there is a need for ongoing emergency operations planning by all jurisdictions of government within San Juan County; and

WHEREAS, the San Juan County Commission has directed the staff to utilize the resources of the county in a resourceful and effective manner in the provision of emergency management; and

WHEREAS, staff has drafted the 2020 Emergency Operations Plan to assist the county and its residents to be prepared for and effectively respond to an emergency; and

WHEREAS, this Emergency Operations Plan is needed to coordinate and support county response efforts in the event of an emergency or disaster and during the aftermath thereof; and

WHEREAS, this plan will provide a framework for the departments of the county to plan, and perform their respective emergency functions during a Local, County, State or National emergency or disaster.

WHEREAS, in accordance with the Homeland Security Presidential Directive 5, all agencies, departments, and organizations having responsibilities delineated in this Emergency Operations Plan will use the National Incident Management System; and

WHEREAS, this plan is promulgated as the San Juan County Emergency Operations Plan and designed to comply with all applicable San Juan County regulations and provides the policies and procedures to be followed in response to emergencies, disasters and terrorism events.

NOW THEREFORE, BE IT RESOLVED by the Commission of San Juan County, this Emergency Operations Plan as updated is officially adopted,

PASSED AND ADOPTED BY THE SAN JUAN COUNTY COMMISSION, STATE OF UTAH, THIS _____ DAY OF _____ 2020

Commission Chairman

ATTEST:

County Commissioner

County Clerk

County Commissioner

APPROVAL AND IMPLEMENTATION

This document is the updated integrated emergency operations plan (EOP) for San Juan County. This EOP supersedes any previous emergency management plans promulgated by San Juan County. It provides a framework for County departments to plan and perform their respective emergency functions during a disaster or national emergency. This EOP recognizes the need for ongoing emergency operations planning by all County departments. This plan addresses the four goals identified in the National Strategy for Homeland Security:

- Prevent and disrupt terrorist attacks.
- Protect the American people, our critical infrastructure, and key resources.
- Respond to and recover from incidents.
- Continue to strengthen the foundation to ensure our long-term recovery success.

By integrating planning efforts in these four areas, San Juan County can produce an effective emergency management and homeland security program. In accordance with the Homeland Security Presidential Directive (HSPD)-5, all agencies, departments, and organizations having responsibilities delineated in this EOP will use the National Incident Management System (NIMS). This system will allow proper coordination between local, state, and federal organizations. As part of NIMS, the Incident Command System (ICS) will enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure. All on-scene incident management will be coordinated using ICS. This EOP is in accordance with existing federal, state, and local statutes. The San Juan County Commission has approved this plan. The plan will be revised and updated as required.

Under Title 53-2a-208 the San Juan County Commission and officials are hereby vested with the authority to declare a local state of emergency. The San Juan County Emergency Operations Plan has been duly adopted by the San Juan County Commission.

Minor modifications of the plan can be made by San Juan County Emergency Manager through a delegation of authority by approval of this plan and acknowledged below without the senior official's signature during any emergency event. I acknowledge that I, or a representative have reviewed this plan and agree to the tasks and responsibilities assigned herein. It is also agreed upon if necessary to upgrade this Emergency Operations Plan as it relates to responsibilities on a bi-annual basis and submit any changes to San Juan County Commission for their review and updates.

DAT APPROVED: _____

County Commissioner

Commission Chairman

County Commissioner

County Emergency Manager

San Juan County Emergency Operations Plan

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Section 1

INTRODUCTION

1.1 Purpose

The San Juan County Emergency Operations Plan (EOP) establishes the framework for the effective and comprehensive integration and coordination of the emergency response and recovery actions of all levels of government, volunteer organizations and the private sector within the county. The EOP is a comprehensive plan that is risk-based and all-hazards in its approach. As such, it is the blueprint for all San Juan County emergency and disaster operations, including natural disasters, human-caused accidental disasters, epidemics, and terrorist incidents. The emergency response and recovery actions undertaken by different government agencies and volunteer organizations following a major disaster or emergency will ensure that the following objectives are met:

- Reduce the vulnerability and health of citizens and communities within San Juan County to loss of life, injury, damage and destruction of property during natural, technological or human-caused emergencies and disasters or during hostile military or paramilitary actions.
- Prepare for prompt and efficient response and recovery to protect lives and property affected by emergencies and disasters.
- Respond to emergencies using all systems, plans and resources necessary to preserve the health, safety and welfare of persons affected by the emergency.
- Assist communities and citizens within San Juan County in recovering from emergencies and disasters by providing for the rapid and orderly restoration and rehabilitation of persons and property affected by emergencies.
- Provide an emergency management system encompassing all aspects of pre-emergency preparedness and post-emergency response, recovery, and mitigation. San Juan County Emergency Management is the lead agency for coordinating the response during a major disaster or emergency effecting San Juan County and is responsible for the following:
 - Assist families, businesses, and industry with developing their emergency plans
 - Develop effective mitigation practices for the community
 - Provide training and conduct exercises for the emergency response forces of the county
 - Develop and implement emergency plans, operating procedures and checklists, systems, and facilities for response to community emergencies
 - Work with local government and community agencies to develop plans and procedures to recover from a disaster
 - Coordinate the county's response to disasters

1.2 Scope

This EOP establishes the fundamental policies, basic program strategies, assumptions, and mechanisms through which San Juan County will mobilize resources collect and disseminate critical information and conduct activities to guide and support local jurisdictions and to seek assistance when necessary from the State of Utah, Division of Emergency Management (DEM) during response, recovery, and mitigation.

This EOP consists of a base plan, ESF Annexes, Support, and Incidents Annexes. The base plan provides guidance for response, roles and responsibilities, response actions, response organizations, and planning requirements to any incident that occurs. ESF Annexes group county resources and capabilities into functional areas that are most frequently needed in a county response. Support Annexes describe essential supporting

aspects that are common to all incidents. Support Annexes address the unique aspects of how we respond to specific incident categories. This EOP applies to the communities located within the boundaries of San Juan County.

1.3 Phases of Emergency Management

This EOP describes basic strategies that will outline the mobilization of resources and emergency operation activities that support local emergency management efforts. This EOP addresses disasters through the four mission areas identified in the National Strategy for Homeland Security: to prevent, protect against, respond to and recover from natural, technological or human-caused emergencies.

- Prevention consists of actions that reduce risk from human-caused events. Prevention planning identifies actions that minimize the possibility that an event will occur or adversely impact the safety and security of a jurisdiction's critical infrastructures and its inhabitants.
- Protection reduces or eliminates a threat to people and places. The protection of critical infrastructure and key resources is vital to local jurisdictions, national security, public health and safety, and economic vitality. Protection safeguards citizens and their freedoms, critical infrastructure, property, and the economy from acts of terrorism, natural disasters or other emergencies. Protective actions may occur before, during, or after an incident and prevent, minimize, or contain the impact of an incident.
- Mitigation is a vital component of the overall preparedness effort and represents the sustained actions a jurisdiction takes to reduce or eliminate long-term risk to people and property from the effects of hazards and threats. The purpose of mitigation is twofold: (1) to protect people and structures and (2) to minimize the costs of disaster response and recovery.
- Response embodies the actions taken in the immediate aftermath of an event to save lives, meet basic human needs and reduce the loss of property and impact to the environment. Response planning provides rapid and disciplined incident assessment to ensure response is quickly scalable, adaptable and flexible.
- Recovery encompasses both short-term and long-term efforts for the rebuilding and revitalization of affected communities. Recovery planning must be a near seamless transition from response activities to short-term recovery operations, including restoration of interrupted utility services, reestablishment of transportation routes, and the provision of food and shelter to displaced persons. More specific information concerning prevention, protection, response and recovery is addressed in the emergency support function section and incident annex appendices to this EOP.

1.4 Disaster Condition

It is recognized that San Juan County is vulnerable to natural, technological and human-caused hazards that threaten the health, welfare and security of our citizens. The cost of response to and recovery from potential disasters can be substantially reduced when attention is turned to mitigation action and planning. Although San Juan County is vulnerable to snowstorms, and flooding, other hazards such as wildfires, drought, and landslides pose risks to San Juan County's population and property. In the event of a major disaster or emergency, a large number of fatalities and injuries may result.

Many people will be displaced and incapable of providing food, clothing and shelter for themselves and their families. Jobs will be lost with reduced prospect for future employment in the area. The economic viability of the affected communities may be jeopardized. Many private homes, businesses and major industries may be

damaged or destroyed. The structural integrity of many public buildings, bridges, roadways and facilities may be compromised. Water and utility infrastructure may be severely affected. Emergency response personnel may be hampered in the response efforts due to transportation problems, lack of electrical power, debris, and damaged, destroyed, or inaccessible local structures. Timely deployment of resources from unaffected areas of San Juan County and the State of Utah will be needed to ensure an effective and efficient response.

1.5 Planning Assumptions

- Emergency management coordination in San Juan County is based on a bottom-up approach to response and recovery resource allocation (that is, local response efforts followed by county response efforts, then state response efforts, and finally federal government assistance) with each level exhausting its resources prior to elevation to the next level. Homeland security statute or regulations may govern certain response activities. The recovery of losses and/or reimbursements of costs from federal resources will require preparation and compliance with certain processes.
- The county will make every reasonable effort to respond in the event of an emergency or disaster. However, county resources and systems may be damaged, destroyed or overwhelmed.
- The responsibilities and functions outlined in this plan will be fulfilled only actual agency capabilities and resources are available at the time.
- Damages to infrastructure will likely be manifested in direct physical and economic damages to facilities and systems, emergency response abilities will be diminished due to inaccessible locales, and may cause inconvenience or overwhelming distress due to temporary or protracted service interruptions and will result in long-term economic losses due to the economic and physical limitations of recovery operations.
- The San Juan County EOC will be staffed with representatives from county agencies and private organizations grouped together under the ESF concept. The primary agency for each ESF will be responsible for coordinating the planning and response activities of the support agencies assigned to that ESF.
- Effective preparedness requires ongoing public awareness and education programs so that citizens will be prepared, when possible, and understand their own responsibilities should a major disaster or emergency event occur.
- Time of occurrence, severity of impact, weather conditions, population density, building construction, and secondary events such as fires, explosions, structural collapse, contamination issues, loss of critical infrastructure and floods are a few of the significant factors that will affect casualties and damage.
- Disaster relief from agencies outside the county may take 72 hours or more to arrive.
- Residents living within the county boundaries are encouraged to develop a family disaster plan and maintain the essential supplies to be self-sufficient for a minimum of two (2) weeks.

1.6 Incident Command System

San Juan County has adopted the National Incident Management System (NIMS) as the standard incident management structure within the county. The Incident Command System (ICS) is the standard for on-scene emergency management throughout San Juan County. First responders in all organizations are encouraged to implement the training, exercising and everyday use of ICS. ICS is a combination of facilities, equipment, personnel, procedures and communications that operates with a common organizational structure and is designed to aid in the management of resources during incidents. ICS is applicable to small and large/complex incidents. All operations within the EOC will be conducted using ICS.

All operations under the San Juan County EOP will be undertaken in accordance with the mission statement of San Juan County Emergency Management:

“The mission of San Juan County Emergency Management is to establish, coordinate, maintain county-wide Emergency Management activities and intergovernmental, private, and volunteer partnerships in order to establish sustainable communities and support responses to and recovery from emergencies, as well as collect and disseminate critical information.”

- San Juan County Emergency Management is responsible for the development of this plan.
- Municipal, state, and federal emergency plans and programs will integrate with the San Juan County EOP to provide effective and timely support to the citizens of San Juan County in the event of a major disaster or emergency.
- County agencies will develop appropriate plans and procedures to carry out the emergency responsibilities assigned to them in the EOP.
- Local emergency response is primary during an emergency or disaster. San Juan County will coordinate with local officials to augment local emergency resources as needed.
- All local governments and agencies must be prepared to respond to emergencies and disasters even when government facilities, vehicles, personnel and political decision-making authorities are affected.
- When necessary, San Juan County Emergency Management will initiate requests for assistance from the state government through the Division of Emergency Management (DEM). DEM may initiate requests for assistance from the federal government through the Federal Emergency Management Agency (FEMA) and other states through the Emergency Management Assistance Compact (EMAC). All activity undertaken under the EOP shall be coordinated using the Incident Command System, and the National Incident Management System, in accordance with Homeland Security Presidential Directive.

Particularly in major disasters, the public looks to government at all levels for assistance through all available means. In addition to the increased potential for disasters, a number of other factors are also on the rise. These include property values, population growth and population density within hazard vulnerable zones. This sets the stage for increased impact and economic ramifications of catastrophic events.

1.7 Incident Response and Management

1.7.1 Initial Priorities

The first minutes and hours following an emergency situation or disaster can be disorganized and confusing and limit the ability of the county to provide an effective response. In order to avoid this scenario, initial priorities have been developed that include but are not limited to:

- Determination of the level of the incident and establishment Emergency Operating Center operational level.
- Preliminary damage assessment to provide critical post-disaster information.
- Creation of the Incident Action Plan (ICS Form 201) that includes initial incident period objectives.
- Assessment of critical facilities including hospitals, public safety facilities, schools and other mass gathering locations, and similar structures.

1.7.2 Communication, Information Dissemination and Media Relations

Perhaps the most important element of an effective response is the ability to communicate and disseminate information. The flow of information between emergency responders, media outlets and to the general public is vital to maintain stability and order during an emergency situation or disaster. Effective communication can

save lives and property while the lack of information can be life threatening or even fatal and increase the amount of damage to property.

All outgoing information will be approved by the County Administrator or designee. All public statements, requests for assistance, instruction to residents and businesses, and any other information shall be reviewed and approved by the County Administrator or designee in order to maintain good order. The County Administrator designee will inform the media and general public of measures underway to address the situation, including local government decisions and actions. Furthermore, the County Administrator or designee will provide information about relief services available if necessary. There are many methods to communicate to the public and the news media. At the present time County utilizes Twitter, Facebook, Website, Email, Cellular Phones, and Land Line Phones. Other methods may be used as they become available. If San Juan County requires additional communication assistance, they will utilize a Joint Information Center (JIC). This center will provide a back-up and assist during an emergency to help with media and provide call takers.

Section 2

Hazard Analysis

2.1 Hazard Analysis

A disaster can occur at any time within the jurisdiction of San Juan County or any of its municipalities. All areas of San Juan County are at risk for three types of events:

- Natural Disasters – Avalanche, drought, earthquake, epidemic, flood, landslide, tornado, severe weather (rain, snow, wind, lightning, etc.), wildfires, etc.
- Technological Incidents – Airplane crash, dam failures, hazardous materials release, power failure, etc.
- Human-Caused Hazards - Transportation incidents involving hazardous substances, ground transportation accidents, civil disturbances, school violence, terrorists or bomb threats, sabotage and conventional nuclear, biological, or chemical attack, etc.

2.2 Natural Hazards

Numerous natural hazards exist in San Juan County that can constrain land use. Severe Drought, Wildland Fire, Flooding and Winter Storms

Landslide: Are common natural hazards in Utah. They often strike without warning and can be destructive and costly. Common types of landslides in Utah are debris flows, slides, and rock falls. Many landslides are associated with rising groundwater levels due to rainfall, snowmelt and landscape irrigation.

Drought: Even in normal years, Utah has a limited water supply. It is the second driest state in the nation. Most of Utah is classified as a desert receiving less than 13 inches of annual precipitation. Drought is a normal and recurring feature of climate and is a result of a deficiency of precipitation over an extended period of time, resulting in a water shortage that impacts normal water usage. The severity of a drought depends on the degree of moisture deficiency, its duration and the size of the affected area. Because it is so hard to develop a quantitative definition for drought, it is difficult to determine precisely when a drought starts and ends.

Epidemic: Epidemics and Public Health Emergency Emerging and reemerging infections such as pandemics, mosquito-borne illnesses, hemorrhagic fevers, and the resurgence of tuberculosis and cholera in new, more severe forms, and the economic and environmental dangers of similar occurrences in animals and plants attest to our continuing vulnerability to infectious diseases throughout the world.

Flooding: Although located in a semi-arid region, San Juan County is vulnerable to severe thunderstorms and snowmelt floods.

Severe Weather

Snow: Snowstorms over southeastern Utah have a dramatic effect on regional commerce, transportation and daily activity.

Lightning: Each year, hundreds of Americans are hit by lightning, resulting in dozens of deaths and injuries. Lightning causes more deaths per year in the United States than those from tornados or hurricanes.

Wildfire: Utah's typical fire season is the dry period from May through October. A large number of wildfires are caused by lightning. The wildland/urban interface is defined as the area where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

2.3 Technological Hazards

Include hazardous materials incidents and nuclear power plant failures. Usually, little or no warning precedes incidents involving technological hazards.

Hazardous Materials: Incidents can occur anywhere there is a road, rail line, pipeline or fixed facility storing hazardous materials. Virtually the entire county is at risk to an unpredictable incident of some type.

Fixed Sites: The Emergency Management Department conducts annual review of facilities that store or use chemicals that are considered extremely hazardous substances by the U.S. Environmental Protection Agency. The Emergency Management Department maintains and updates the hazard analysis and facility emergency response information every two years.

Chemical Stockpile Emergency Preparedness Program: In December 1985, Congress directed the U.S. Department of Defense to destroy the United States stockpile of lethal unitary chemicals. Accidents involving explosions, fires and spills could have environmental consequences of major proportions, including human fatalities, destruction of wildlife and wildlife habitat, destruction of economic resources, contamination of water resources and water supplies, and degradation of the quality of life in affected areas.

Urban Fires: The risk of an urban conflagration has been reduced with the establishment and implementation of fire prevention codes and inspection programs. Arson and institutional fires may require major commitments of fire suppression resources leaving the community vulnerable to other emergency responses.

2.4 Human-Caused Hazards

San Juan County may not be able to prevent a human-caused hazard from happening, but it is well within the county's ability to lessen the likelihood and/or the potential effects of an incident

Transportation Incidents: Involve the interruption or failure of transportation systems, including air, rail, and ground vehicles. San Juan County has no public railway, bus, or passenger air transportation. The major U.S. Highways include 191 and 491 (formerly known as "The devil's highway" or route 666). State highway 191 extends from the northern San Juan County line south through Monticello, Blanding, Bluff, and Mexican Water on into Arizona. State highway 491 extends from the Colorado State line west through Monticello. State highway 163 runs perpendicular to US 191, extending from Montezuma Creek west through Bluff, and then southwesterly through Mexican Hat and on to the Arizona state line.

The movement of motorized vehicles in San Juan County is a common everyday occurrence. Due to the rural/frontier nature of the county, a majority of our residents depend on vehicular transportation as their primary mode of transportation. Due to the frequency of vehicular movement, there are a significant number of accidents that occur within the community. In the instance of an isolated incident or a "typical" multi-

vehicle incident, the normal emergency procedures of the County Sheriff's Department and Local Police Department(s) EMS, and Volunteer Fire & Rescue Departments will address the situation. However, in the instance of mass casualties, extended closure of major transportation routes, injuries that exceed the ability of local medical providers to provide adequate triage or similar disaster level instances, a more intensive response is necessary. If this situation occurs mutual aid agreements with other agencies will be requested.

Civil Unrest: While rare, incidents such as riots, protests, looting and other public displays can have an impact on a community. Typically, these incidents can be adequately addressed through normal public safety procedures. If an incident of civil unrest rises to a level that warrants a more intensive response from San Juan County. The County Emergency Manager with consultation public safety officials may take any measures necessary to protect the health, safety, property and general welfare of residents and businesses in the community. These situations are unique, very dynamic and can change very quickly. The County Emergency Manager is hereby authorized to use all resources to protect the interests of the residents and businesses of the county, as allowed by law. Each incident may require a unique response from San Juan County.

Domestic Terrorism

Terrorism is the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion or ransom. Terrorists often use threats to create fear among the public, to try to convince citizens that their government is powerless to prevent terrorism, and to get immediate publicity for their causes. The Federal Bureau of Investigation (FBI) categorizes terrorism in the United States as one of two types: domestic terrorism or international terrorism.

- Domestic terrorism involves groups or individuals whose terrorist activities are directed at elements of our government or population without foreign direction.
- International terrorism involves groups or individuals whose terrorist activities are foreign based and/or directed by countries or groups outside the United States or whose activities transcend national boundaries.

A terrorist attack can take several forms, depending on the technological means available to the terrorist, the nature of the political issue motivating the attack, and the points of weakness of the terrorist's target. Bombings are the most frequently used terrorist method in the United States. Other possibilities include an attack at transportation facilities, an attack against utilities, other public services or an incident involving chemical or biological agents.

Biological and Chemical Weapons: Biological agents are infectious microbes or toxins used to produce illness or death in people, animals or plants. Biological agents can be dispersed as aerosols or airborne particles. Terrorists may use biological agents to contaminate food or water because they are extremely difficult to detect. Chemical agents kill or incapacitate people, destroy livestock, or ravage crops. Some chemical agents are odorless and tasteless and are difficult to detect. They can have an immediate effect (a few seconds to a few minutes) or a delayed effect (several hours to several days).

Regional and National Incidents: The potential exists for an emergency situation or disaster, whether located in San Juan County or not, to occur that extends beyond the county boundaries but can have significant impact on the community. These regional or national incidents vary in severity and often involve interagency efforts. Each incident may require a unique response from San Juan County.

Utility Outages or Shortages: San Juan County Residents rely on public and private utility companies to satisfy their needs. Temporary or extended utility outages or shortages can cause significant disruptions in the operations of essential government services, public and private business operations, medical equipment and services, and the daily lives of residents. Although many critical facilities have emergency standby power supplies, they are designed for temporary events and subject to disruption or failure. One of the primary

concerns in relation to the potential loss of utilities is the harsh climate in our community. San Juan County can experience very hot summer conditions and very cold winter weather. Both of these extremes can be life threatening in a short period of time; sometimes within just hours. San Juan County will continue to make preparations for providing critical government services during a utility outage or shortage.

Communications Disruptions: On a constant basis, advances in communication devices allow people, business owners, and government to correspond in faster and more lifelike methods. Along with these improvements comes a heavier reliance on communication devices and traditional means of communication are discarded. Although providers go to great lengths to ensure reliability, there are instances when these methods are not available. Not surprisingly, the likelihood of these methods failing is significantly higher during an emergency situation or disaster, especially if the situation involves geologic or seismic hazards. For these reasons, San Juan County is working on implementing redundancy in the emergency preparedness communication devices used in emergency situations and in the emergency operations center (EOC) in the instance of prolonged loss of communication methods.

2.4.1 Hazard Assessment

San Juan County has conducted an all-hazards assessment of potential vulnerabilities to the county. This assessment will assist with prioritization and outlines a direction for planning efforts. San Juan County recognizes the pre-disaster mitigation plan developed by San Juan County Emergency Management. This pre-disaster mitigation plan serves to reduce the county’s vulnerability to natural hazards. The pre-disaster mitigation plan is intended to promote sound public policy and protect or reduce the vulnerability of the citizens, critical facilities, infrastructure, private property and the natural environment within the region. The hazard analysis table below provides information to understand risks and their corresponding likelihood and consequences in San Juan County.

Hazard	Date	Location	Critical Facility/ Area Impacted	Comments
Tornado	May 21, 1947	San Juan County		F0 on the Fujita Scale.
Tornado	May 23, 1947	San Juan County		F0 on the Fujita Scale.
Flash Flood	August 17, 1955	Monticello	Northeast Section of City	Damage to homes and businesses
Flash Flood	August 2, 1956	Monticello		City and some homes were flooded; one motel

				resulted in \$50,000 in damage.
Flash Flood	July 31, 1965	Monticello		Farmland and crop damage, Johnson Creek Road damaged.
Flood	August 1, 1968	Bluff		Residential and business property damaged. Damage estimated over \$16,000.
Winter Storm	1974	San Juan County		Runoff damage
Winter Storm	1986	Countywide		Road closures and property damage.
Landslide	October 17, 1986	Monticello		Impacted the construction of a sewer line. An engineering study was completed to mitigate the impact.
Earthquake	June 25, 1991	14 Miles from Oljato Monument		3.0 Mag No Damage Reported
Winter Storm	1992	Countywide		Road closures and property damage.
Blizzard	January 1, 1997	Countywide		3 deaths, 50 injuries and \$40 million in property damage.
Winter Storm	April 2, 1997	Countywide		No property damages or no loss of life
Winter Storm	October 15, 1998	Countywide		Several thousand dollars of property

				damage.
Rainstorm	October 30, 1998	Bluff		No severe damage.
Winter Storm	December 19, 1998	Countywide		Several thousand dollars in property damage.
Wildfire	June 16, 1999	Monticello		No property damage or loss of life.
Wildfire	July 17, 2000	Blanding		No property damage or loss of life.
Wildfire	July -August, 2000	Monticello		
Funnel Cloud	August 20, 2000	Mexican Hat		No Damage Reported
Funnel Cloud	August 21, 2000	Monticello		No Damage Reported
Earthquake	September 26, 2002	8 Miles from Halls Crossing		3.0 Mag No Damage Reported
Earthquake	April 8, 2005	20 Miles from Lake Powell		2.8 Mag No Damage Reported
Earthquake	June 6, 2008	7 Miles from White Mesa		3.7 Mag No Damage Reported
Earthquake	September 7, 2008	9 Miles from Navajo Mountain		2.6 Mag No Damage Reported
Earthquake	March 31, 2009	17 Miles from Lake Powell		3.0 Mag No Damage Reported
Earthquake	April 14, 2009	19 Miles from Lake Powell		2.9 Mag No Damage Reported
Earthquake	June 9, 2009	17 Miles from Lake Powell		2.7 Mag No Damage Reported
Earthquake	July 13, 2009	3 Miles from Navajo Mountain		3.3 Mag No Damage reported
Earthquake	January 18, 2011	9 Miles from		2.5 Mag

		Oljato Monument Valley		No Damage Reported
Earthquake	July 16, 2012	15 Miles from Lake Powell		2.6 Mag No Damage Reported
Flash Flood	September 12, 2012	Upheaval Canyon	White Rim Road	Road Damage to White Rim Road
Flash Flood	September 12, 2012	Bluff	Hwy 91	Debris flow 8 miles north of Bluff closes Hwy. 91
Heavy Rainfall	January 26, 2013	Montezuma Creek	Hwy 262	Rock slide and debris damages Hwy 262
Earthquake	March 2, 2013	5 Miles from Montezuma Creek		2.0 Mag No Damage Reported
Flash Flood	May 9, 2013	Canyonlands National Park	Portions of Salt Creek Road Impassable due the creation of Quicksand	Road Damage
Flash Flood	July 15, 2013	White Rock Point	Hwy 191 MM 17	Mudflow 4' deep traps one vehicle, no injuries
Earthquake	July 23, 2013	7 Miles from Lake Powell		1.8 Mag No Damage Reported
Flooding	August 5, 2013	Monticello	Street Flooding and Basement Flooding	Property Damage
Flash Flood	August 25, 2013	Bluff	Flooding along Hwy. 191	Sandbagging took place
Flash Flood	August 26, 2013	Kane Springs, Fry Canyon, Mexican Hat	Roads Closed, Campgrounds Evacuated	Road Damage No Injuries
Flash Flooding	September 9, 2013	Countywide	Elephant Hill Road washed out, Hwy. 191 near Church Rock closed due to a debris flow, Valley	No Injuries reported Road Damage

			of the Gods Road Closed	
Hail Storm	September 17, 2013	Blanding	Up to 4" Hail Fell on the Roadways, the plows were called out	Damages to vehicles estimated to be \$20,000
Hail Storm	September 22, 2013	Montezuma Creek	Golf ball size hail fell breaking windows and windshields	Estimated Property Damage \$20,000
Earthquake	October 3, 2013	2 Miles from Navajo Mountain		2.2 Mag No Damage Reported
Earthquake	October 6, 2013	13 Miles from Halls Crossing		1.7 Mag No Damage Reported
Winter Storm	October 10, 2013	Countywide		
Winter Storm	October 29, 2013	Countywide		
Winter Storm	November 20, 2013	Countywide		
Winter Storm	November 22, 2013	Canyonlands		
Earthquake	November 30, 2013	52 Miles from Blanding		1.7 Mag No Damage Reported
Winter Storm	December 4, 2013	Countywide		
Earthquake	December 6, 2013	51 Miles from Blanding		1.8 Mag No Damage Reported
Winter Storm	December 8, 2013	Countywide		
Winter Storm	January 30, 2014	Countywide		
Winter Storm	February 4, 2014	Countywide		
Earthquake	March 27, 2014	10 Miles from Monticello		2.0 Mag No Damage Reported
Winter Storm	April 2, 2014	Countywide		
Earthquake	April 3, 2014	9 Miles from Halls Crossing		2.1 Mag No Damage Reported
Earthquake	April 5, 2014	15 Miles from Lake		1.7 Mag No Damage

		Powell		Reported
Drought	April – Dec. 2014	4 Corners Area		
Flash Flood	May 11, 2014	Canyonlands National Park	Flooding caused secondary roads to be washed out in the Needles District	Search and Rescue Operations were required No Injuries Reported
Drought	June 1-30, 2014	Countywide		
Flash Flood	July 29,2014	Monticello Airport to North of Peters Hill	3 to 4 feet of water were reported covering areas alongside HWY 191	Road damage
Flash Flood	August 4, 2014	Monticello	Mud and water 6" deep flowing over Hwy 191	Road Damage
Flash Flood	August 14, 2014	Canyonlands National Park	Needles District local drainages and several roads flooded	Road Damage
Flash Flood	September 9, 2014	Canyonlands National Park	A county road and White Rim Road were flooded and up to a foot of mud deposited on the roads	Road Damage and back country campers were stranded
Winter Storm	November 3,2014	Countywide		
Winter Storm	November 16, 2014	Countywide		
Winter Storm	December 25, 2014	Countywide		
Winter Storm	December 31, 2014	Countywide		
Winter Storm	January 12, 2015	Countywide		
Winter Storm	January 31, 2015	Countywide		
Drought	Jan-Dec, 2015	4 Corners Area		
Debris Flow	February 10, 2015	Shafer Trail Road	Rockslide with boulders as large as cars	Significant Road Damage
Winter Storm	February 28, 2015	Countywide		
High Wind	April 14, 2015	Natural		

Event		Bridges		
Winter Storm	April 18, 2015	Countywide		
Funnel Cloud	May 14, 2015	Halls Crossing	Funnel Cloud Reported	No Damage Reported
Flooding	June 6, 2015	Elephant Canyon	Minor Flooding	No damage reported
Tornado	June 6, 2015	Comb Ridge	The tornado touched down east of Monument Valley	No Damage Reported
Hail Storm	June 6, 2015	Bluff	Quarter size hail reported 10 miles south of Bluff	No Damage Reported
Flash Flood	June 11, 2015	Canyonlands National Park	Several areas of debris filled water flowed up to a foot deep over Hwy 211	Road damage
Flash Flood	June 13, 2015	Arch Canyon	Heavy Rainfall resulted in fast moving water at least 4 feet deep moving down the canyon	An SUV parked on Arch Canyon Trail Road washed downstream about 2.2 miles. The owners were on higher ground and hiked out
Funnel Cloud	July 5, 2015	Halls Crossing	A funnel cloud was observed about four miles east of Hwy 276	No Damage Reported
Funnel Cloud	July 5, 2015	Monticello	A funnel cloud was observed and photographed on the east side of Monticello	No Damage Reported
Hail Storm	October 7, 2015	Blanding	Quarter size hail fell in the Blanding area	No damage Reported
Winter Storm	November 5, 2015	Countywide		
Winter Storm	December 15, 2015	Countywide		
Winter Storm	December 25, 2015	Countywide		
Winter Storm	January 7, 2016	Countywide		

Winter Storm	January 21, 2016	Countywide		
Drought	Jan.-Dec. 2016	4 Corners Area		
Winter Storm	February 2, 2016	Countywide		
Earthquake	March 17, 2017	50 Miles from Blanding		3.0 Mag No Damage Reported
Earthquake	April 21, 2017	26 Miles from Blanding		3.8 Mag No Damage Reported
Thunderstorm	July 22, 2017	Mexican Hat	Heavy Rain Fall Minor Street Flooding	No Damage Reported NOAA
Flash Flood	July 25, 2017	Valley of the Gods	Valley of the Gods Road flooded	Several Visitors Stranded NOAA
Flash Flood	August 6, 2017	La Sal Junction	Culvert blocked by debris, water over a foot deep ran over the roadway	Temporary road closure, minor road damage
Earthquakes	September 7, 2017	35 Miles from Blanding	2 earthquakes were recorded from the same location, same day	4.3 Mag No Damage Reported
Drought	January- June 2018	Countywide		Drought Disaster Declaration signed

2.4.2 Mitigation

Based on the hazard analysis and hazard assessment above, San Juan County has designed mitigation activities to reduce or eliminate risks to persons or property and to lessen the actual or potential effects or consequences of an incident. These mitigation activities are detailed in the San Juan County Pre-Disaster Hazard Mitigation Plan. Mitigation activities may be implemented prior to, during, or after an incident, as appropriate, and can be conducted at the federal, state, county, or jurisdictional level. This section outlines the mitigation activities at each level of government as they pertain to the San Juan County mitigation strategy to reduce exposure to, probability of or potential loss from hazards. The plan is intended to promote sound public policy designed to protect citizens, critical facilities, infrastructure, private property and the natural environment.

2.4.2.1 Mitigation Planning Process and Coordination

The San Juan County Emergency Manager is responsible for coordinating the development of the San Juan County Pre-Disaster Mitigation Plan. The county plan is a result of a planning process that involved entities from local, city, county, state, and federal partners. Every attempt was made to coordinate other planning efforts to reduce duplication of effort. The plan was posted to the Web site upon completion and comments were solicited. The plan was also submitted to FEMA region VIII for approval.

2.4.2.2 Mitigation Goals Identified in the Pre-Disaster Mitigation Plan



Image provided by San Juan County

Wildland fire

Goal 1	Priority: High
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Objective 1: WF1	To Mitigate damage to the Communication Tower on Abajo Peak, Cedar Mesa and Colorado Communication Sites	
Action project: 1	Create Defensible Space	
	Location:	Abajo Peak, Cedar Mesa
	Time Frame:	2018-2019
	Funding:	State, Federal, Local
	Estimated Cost:	\$40,000
	Staff:	Division of Forestry Fire and State Lands, Forest Service, County
	Background	Overgrowth of vegetation at communication sites presents danger of wildfire risk and loss of communication capabilities.

Countywide Problem Identification 1: Communication towers in the following areas: Abajo Peak, Cedar Mesa and Colorado Border need to have defensible space implemented to keep the communications for Law Enforcement and Emergency Medical Services operating within the county.

Wildland fire

Goal 2	Priority: High
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Objective 1: WF2	To Mitigate damage to homes within the county that are in the wildland interface	
Action project: 2	Create Defensible Space	
	Location:	San Juan County
	Time Frame:	Ongoing
	Funding:	County, Federal
	Estimated Cost:	\$60,000
	Staff:	County Volunteer Fire Departments
	Background	Homes have been built in the wildland interface

Countywide Problem Identification 1: Throughout the years more and more homes have been built within the wildland interface.

Wildland fire

Goal 3	Priority: High
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Objective 1: WF3	To Mitigate homes being built in the wildland interface without defensible space	
Action project: 3	Provide Firewise Workshop and Firewise Brochure in new building permit applications	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County, Federal
	Estimated Cost:	\$5,000
	Staff:	County Fire
	Background	No Educational Materials have been provided for new building within the wildland fire interface.

Countywide Problem Identification 1: Homes have been built without providing educational materials on defensible space

Wildland fire

Goal 4	Priority: High
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Objective 1: WF4	To mitigate damage to the Monticello Watershed on Abajo Mountain	
Action project: 4	Groom watershed of dead and down vegetation	
	Location:	Abajo Mountain
	Time Frame:	2019-2021
	Funding:	State and Federal
	Estimated Cost:	\$50,000
	Staff:	State, Forest Service
	Background	Vegetation overgrowth within the watershed

Countywide Problem Identification 1: There is a lot of dead and down vegetation and overgrowth within the Monticello watershed that is posing a wildland fire hazard.

Wildland fire

Goal 5	Priority: Medium
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Objective 1: WF5	To Mitigate Tamarisk growth on San Juan River	
Action project: 5	Clear the overgrowth of tamarisk on San Juan River banks	
	Location:	San Juan river
	Time Frame:	2020-2021
	Funding:	Federal
	Estimated Cost:	\$40,000
	Staff:	BLM
	Background	Tamarisk growth on river are overgrown.

Countywide Problem Identification 1: Tamarisk growing along San Juan River is crowding access, water consumption and presenting a high fuel load. Concerns for the community and fire.



Image provided by San Juan County

Problem Soils: Erosion

Goal 1	Priority: Medium
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Objective 1: E1	To Mitigate Erosion of Roads at 3 Step Area and Kane Creek	
Action project: 1	Develop Mapping and Education Materials Showing problem areas	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$3,000
	Staff:	County
	Background	Weather conditions have caused erosion on county roads and byways

Countywide Problem Identification 1: Roads in the Spanish Valley area and 3 Step have deteriorated with erosion due to weather conditions



Image provided by San Juan County

Flood

Goal 1	Priority: High
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Objective 1: F1	To Mitigate Saint Christopher Mission/ Bluff Area Flooding	
Action project: 1	Improve and sustain current levee	
	Location:	St. Christopher Mission and Bluff, UT
	Time Frame:	Ongoing
	Funding:	Federal, State, County
	Estimated Cost:	\$1,200,000
	Staff:	County
	Background	Community by St. Christopher Mission flooding issues

Countywide Problem Identification 1: During spring runoff there is the risk of flooding to the St. Christopher Mission area from the San Juan River.

Flood

Goal 2	Priority: High
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Objective 1: F2	To Mitigate washouts and improve the low water crossings at Mill
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	Creek in Spanish Valley, Pack Creek Bridge Flooding, North Cottonwood, South Cottonwood, and Butler Wash areas	
Action project: 1	Mitigate road flooding in Spanish Valley Pack Creek, North Cottonwood, South Cottonwood and Butler Washes by adding rip rap covered by wire to the stream bed banks to stabilize the banks of the stream beds.	
	Location:	Spanish Valley Pack Creek
	Time Frame:	Ongoing
	Funding:	County
	Estimated Cost:	\$200,000
	Staff:	County
	Background	Heavy rainstorms create road flooding in the Spanish Valley Pack Creek Area, North Cottonwood, South Cottonwood and Butler Wash Areas. Influx of tourism due to Bears Ears National Monument Designation and Flashfloods create road washouts.

Countywide Problem Identification 1: When heavy rains are encountered there are roads in Spanish Valley and Pack Creek that are flooded.

Flood

Goal 3	Priority: High
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Objective 1: F3	Define the Flood Plain for Spanish Valley	
Action project: 1	Contract with an engineering firm to study and establish the boundaries of the flood plain in Spanish Valley caused by Ken's Lake, Pack Creek, and storm water runoff.	
	Location:	Spanish Valley
	Time Frame:	2019-2020
	Funding:	Private Property Developers, Local, State
	Estimated Cost:	\$250,000
	Staff:	County, Private Contractor
	Background	The Spanish Valley Area is expected to experience significant growth. (Appendix 8) Identifying the flood plain does impact building codes and zoning regulations.

Flood

Goal 4	Priority: Medium
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Objective 1: F4	To Mitigate Damage to Home owners due to flooding	
Action project: 1	Create outreach documents for Flood Awareness and Insurance	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$2,000
	Staff:	County
	Background	Not a lot of outreach for flooding and flood insurance currently available.

Countywide Problem Identification 1: Flood information is not readily available in brochure format for residents.

Earthquake

Goal 1	Priority: High
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Objective 1: EQ1	To Mitigate loss due to earthquakes	
Action project: 1	Prepare a brochure for earthquake awareness	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$2,000
	Staff:	County
	Background	Limited earthquake awareness information available.

Countywide Problem Identification 1: Earthquakes are thought to not be very common in San Juan County in the past year we have experienced 2 in the same location.

Goal 1	Priority: High
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Objective 1: EQ2	Mitigate loss due to earthquakes	
Action project: 1	Encourage participation in the Great Shake Out	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$1,000
	Staff:	County
	Background	Low Participation in the Great Shake Out Drill

Countywide Problem Identification 1: Earthquakes are thought to not be very common in San Juan County in the past year we have experienced 2 in the same location.

Severe Weather: High Winds

Goal 1	Priority: High
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Objective 1: HW1	To Mitigate Damage due to high winds	
Action project: 1	Promote Tree Trimming for power lines	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$1,000
	Staff:	County
	Background	Power Outages due to high winds and people burning on high wind days

Countywide Problem Identification 1: There have been instances of power outages due to high winds and tree limbs in the power lines. Locals burn without knowing the dangers of burning on Red Flag High wind days.



Severe Weather: Lightning

Goal 1	Priority: High
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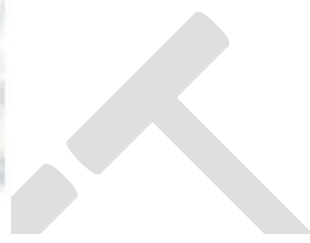
Objective 1: L1	Mitigate loss due to lightning
Action project: 1	Produce lightning brochures for lightning awareness
	Location: San Juan
	Time Frame: 2018-2020
	Funding: County
	Estimated Cost: \$1,000
	Staff: County
	Background: Lightning storms are very frequent in San Juan County during the summer months.

Countywide Problem Identification 1: High probability of lightning storms in San Juan County due to monsoon season.





Image provided by San Juan County



Severe Weather: Hail

Goal 1	Priority: Medium
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Objective 1: H1	Mitigate loss due to hail storms
Action project: 1	Produce brochure for hail awareness

	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$1,000
	Staff:	County
	Background	Hail storms are encountered several times a year and cause damage to property

Countywide Problem Identification 1: Hail storms have caused damage to vehicles, property and crops in San Juan County.



Image provided by San Juan County

Severe Weather: Tornadoes

Goal 1	Priority: Low
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Objective 1: T1	Mitigate loss due to Tornadoes	
Action project: 1	Promote Severe Weather Safety and monitoring NOAA Weather Radio	
	Location:	San Juan County
	Time Frame:	2018-2020
	Funding:	County
	Estimated Cost:	\$1,000
	Staff:	County
	Background	Residents do not think that tornados are an issue during the past few years funnel clouds have been encountered more often.

Countywide Problem Identification 1: Thunderstorms with the potential to produce funnel clouds/tornados have been encountered more frequently in San Juan County.



Image provided by San Juan County

Severe Weather: Winter Weather

Goal 1	Priority: High
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Objective 1: WW1	Mitigate effects of winter weather
Action project: 1	Educate on Family and Traveler emergency preparedness during winter months by continuing to participate in the Weather Nation Ambassador Program.
	Location: San Juan County
	Time Frame: 2018-2020
	Funding: County
	Estimated Cost: \$2,000
	Staff: County
Background	San Juan County frequently encounters heavy winter storms. The Weather Nation Ambassadors partner with the National Weather Service to improve readiness, responsiveness, and overall resilience against extreme weather, water, and climate events in their communities. WRN Ambassadors agree to promote WRN messages, collaborate on outreach and education efforts, share success stories, and serve as an example.

Countywide Problem Identification 1: San Juan County encounters heavy winter storms every year sometimes stranding community members and travelers.



Image provided by San Juan County

Severe Weather: Winter Weather

Goal 1	Priority: High
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Objective 1: WW2	Mitigate personal injury during winter months	
Action project: 1	Promote CO2 Detector Awareness	
	Location:	San Juan County
	Time Frame:	Ongoing
	Funding:	County
	Estimated Cost:	\$1,000
	Staff:	County
	Background	San Juan County encounters winter storms which requires heaters increasing the risk of Carbon Monoxide poisoning

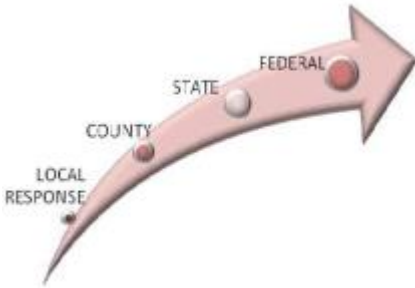
Countywide Problem Identification 1: San Juan County has experienced Carbon Monoxide poisoning at one of the elementary schools due to a faulty water heater



Section 3

Concept of Operations

3.1 Normal Operations



In the absence of a declared disaster or state of emergency, the emergency response forces of the community (EMS, fire, law enforcement and public works) will respond to emergencies within their jurisdictions with the authorities vested to them by law and local policy. Mutual aid and shared response jurisdictions are addressed through local agreements and do not require a local declaration of a state of emergency to enable them. San Juan County Emergency Management monitors local emergencies and provides EOC operational assistance as required. Notifications of reportable events are made to the appropriate agencies and warning points. Severe weather watches and warnings are relayed to agencies when issued by the National Weather Service. The county EOC levels may be escalated without a local declaration of a state of emergency to support local agencies in normal response or community emergencies.

3.2 Emergency Operations Plan Implementation

This plan is continually operational with changes in levels occurring under the following conditions:

- An incident occurs or is imminent
- A state of emergency is declared
- As directed by the County Emergency Manager or designee

3.3 Declaring a Local State of Emergency

The Robert T. Stafford Disaster Relief and Emergency Assistance Act (referred to as the Stafford Act - 42 U.S.C. 5721 et seq.) authorizes the president to issue major disaster or emergency declarations before or after catastrophes occur. Emergency declarations trigger aid that protects property, public health and safety, and lessens or averts the threat of an incident becoming a catastrophic incident.

An incident may start out small and escalate quickly or a major incident may occur at any time. The following is an example of steps leading to a disaster declaration.

- As soon as an incident occurs, San Juan County Emergency Management begins monitoring the situation.
- The EOC may be put on standby or minimally staffed.
- An initial assessment of damages is provided if available.

When conditions warrant, the San Juan County Emergency Manager, will request a declaration that a local state of emergency exists in San Juan County. Under Title 53-2a-208 authorizes the County Commission to declare an emergency and is the elected official(s) charged with overall responsibility for the response and recovery during a declared local state of emergency. After 30 days, the declaration will expire unless it is ratified by the County Commission. Nothing in this section is intended to preclude the declaration of an

emergency and the exercise of emergency powers as long as those actions are consistent with the requirements of declaring an emergency outlined herein.

The proclamation declaring an emergency situation will be filed with the County Clerk and will include, at a minimum, the following:

- The nature of the emergency
- The area or areas of the community that are threatened
- The various conditions which cause the emergency to be declared
- The anticipated or initial period of the emergency

The declaration will be kept on file with the Clerk Auditor's office including other supporting documentation of the need for a declaration, which will be the official record of the situation and may be used to justify the disbursement of disaster assistance funds or a reallocation of available funding to meet the needs of the disaster.

The San Juan County EOP will be fully activated upon declaration of a local state of emergency. Damage assessment updates from the affected areas should follow at regular intervals to the State EOC. As specific assistance requests are received, San Juan County departments may respond with available resources to assist in response, recovery, and mitigation efforts.

The federal disaster law restricts the use of arithmetical formulas or other objective standards as the sole basis for determining the need for federal supplemental aid. As a result, FEMA assesses a number of factors to determine the severity, magnitude, and impact of a disaster. In evaluating a governor's request for a major disaster declaration, a number of primary factors along with other relevant information are considered in developing a recommendation to the president for supplemental disaster assistance. Primary factors considered include the following:

- Amount and type of damage (number of homes destroyed or with major damage)
- Impact on the infrastructure of affected areas or critical facilities
- Imminent threats to public health and safety
- Impacts to essential government services and functions
- Unique capability of federal government
- Dispersion or concentration of damage
- Level of insurance coverage in place for homeowners and public facilities
- Assistance available from other sources (federal, state, local, voluntary organizations)
- State and local resource commitments from previous, undeclared events
- Frequency of disaster events over recent time period
- The very nature of disasters—their unique circumstances, the unexpected timing, and varied impacts—precludes a complete listing of factors considered when evaluating disaster declaration requests. However, the above lists most primary considerations.

3.3.4 Local Government Resources

Local governments shall use their own resources first in an emergency or disaster situation and may call for assistance from San Juan County Emergency Management during events that overwhelm or threaten to overwhelm their own response and recovery resources.

State and Federal relief may be overwhelmed when damage is widespread and severe therefore, the local jurisdiction must develop and maintain an ongoing program of mitigation preparedness, response and recovery.

Federal Emergency Management Agency (FEMA) coordinates the Federal government's role the State coordinates their role in preparing for, preventing, mitigating the effects of, responding to and recovering from all domestic disasters, whether natural or human-caused, including acts of terror.

When required, the county's declaration will take into account the primary factors required by FEMA for their declaration process.

3.5 Emergency Operations Center

The San Juan County EOC will serve as the county's coordination center for all disaster response operations it is located at 881 E Center Street, Monticello, UT. If a disaster or emergency situation prevents the use of the primary facility, an alternate EOC will be activated at the 684 Hideout Way in Monticello in the shared building with the City of Monticello.

The EOC serves as a centralized management and command center during an emergency situation or disaster. EOC personnel will keep the County Commission updated with all information so decisions and plans can be made based on up to date information. An emergency situation is not an ideal time for debate and discussion. Therefore, the direction of the County Commission should be implemented without delay and discussion should only occur if the safety of responders is in jeopardy.

The Emergency Manager is responsible to ensure that the EOC is properly equipped and that the equipment operates correctly. The Emergency Manager will submit an annual budget that indicates the items needed to maintain the proper function of the EOC. The Emergency manager shall also seek any grant funding available which may assist in purchasing equipment or supplies to successfully operate an EOC. The Emergency Manager will maintain an inventory of all EOC equipment and a schedule of replacement and regular maintenance. On at least an annual basis, the EOC will be completely assembled and each Emergency Response Team will participate in an EOC training exercise. Following the exercise, the list of necessary items will be reviewed, updated, and submitted for consideration.

3.5.1 Escalation of Levels in the Emergency Operations Center

The EOC activation level may be elevated by the Commission, the County Emergency Manager, or their designees during any situation where the need for EOC-level coordination is evident. Escalation of levels may also extend to the following:

San Juan County Emergency Management may also utilize the EOC in preparation for planned events in which EOC-level coordination is needed. If a department recognizes a need for EOC support during pre-event planning, a request may be submitted to the Emergency Manager. Examples of planned events may include, but are not limited to, protests and demonstrations, political event parades, fairs, concerts, rodeos and holiday events.

3.5.2 EOC Levels of Operation

Emergencies or disasters that can potentially affect San Juan County are divided into three levels of readiness to establish emergency operations. These levels are outlined below.

San Juan County is constantly monitoring events within the county. How severe an event is will directly affect the level of activation. Increasing or decreasing levels of activation will be directly decided by The San Juan County emergency manager. The EOC activation levels provide a means for a centralized response and recovery, with operational plans and activities focused on efficiency, quality and quantity of resources. There are three levels of activation:

- Level I: Full-Scale Activation.
- Level II: Limited Activation.
- Level III: Daily Operations / Monitoring

See below for a concise depiction and summary of the levels of emergencies or disasters and corresponding San Juan County Emergency Management EOC operational level.

Levels of Emergencies/Disaster and Corresponding Actions

Full Activation: 24/7 staffing of command, general staff, and ESF agencies as needed for event/incident coordination, determined by operational needs. Incidents that overwhelm local response capability; requiring county assistance and requiring full activation. Widespread threats to the public safety; large-scale County, State and Federal response anticipated.

Limited Activation: Extended staffing with selected command, general staff and ESF agency representation as needed.

Monitoring and assessment of incidents: Emergency incident for which local response capabilities are likely adequate. Emergency Management staff monitors situations 24/7

3.5.3 Level I – Full-Scale Activation

In a full-scale activation, all primary and support ESF agencies under the county plan are notified. San Juan County Emergency Management staff and all primary ESFs will report to the county EOC. When an event warrants a Level I activation, the EOC will be activated on a 24-hour, 7 day schedule due to the severity of the event or an imminent threat. All staff and all ESFs are activated and will be contacted to provide representatives at the EOC. ICS is implemented and all sections and branches are activated, the EOC Planning Section initiates the incident support planning process to establish operational objectives and priorities. It is expected at this level of activation that response and recovery operations will last for an extended period. As county resources are exhausted, the state Division of Emergency Management (DEM) will be contacted for assistance and the State will then notify FEMA of the response operations and status of needs.

3.5.4 Level II - Limited Activation

Level II is limited agency activation. Coordinators of primary ESFs that are affected will be notified by San Juan County Emergency Management staff to report to the EOC. All other ESFs are alerted and put on standby. All agencies involved in the response will be requested to provide a representative to the county EOC. Some ESFs may be activated to support response/recovery operations. Emergency Management staff will report to the EOC as well as the local agencies involved in the response and recovery. This level can warrant a 24-hour

schedule. The ICS system is activated and all sections and branches are activated as required.

3.5.5 Level III – Monitoring

Level III is typically a monitoring phase in which events are typically handled by jurisdictional response agencies. San Juan County Emergency Management Staff monitor and follow-up on situations, threats or events and report to the EOC as needed to assess the situation and escalate activation level when necessary. Notification will be made to those local agencies and ESFs who would need to take action as part of their everyday responsibilities. This level typically involves observation, verification of appropriate action, and follow-up by San Juan County Emergency Management staff. Most events can be resolved in a small amount of time using small amounts of resources. The day-to-day operations are typically not altered and the management structure stays the same. Emergency Management Staff apprised of the event evaluate the situation and, if conditions warrant, appropriate individuals and agencies are alerted and advised of the situation and instructed to take appropriate action as part of their everyday responsibilities. At the conclusion of the event, the staff verifies completion of the actions taken and document the incident. Incident action planning is not necessary, although it may be necessary to provide briefings or meetings for response or mitigation efforts for the event.

3.5.5.2 Level III – ICS Forms

In the event of an incident progressing beyond normal day-to-day operations or elevation in the EOC activation an Incident Support Plan (ISP) should be prepared. This ISP should be created as the transition is made from initial response to operational periods and incident support objectives are established. The initial EOC incident response activities should be documented on an ICS 201 form.

3.5.6 Emergency Support Functions

The EOC is organized based on the Incident Command System (ICS) structure, which provides EOC staff with a standardized operational structure and common terminology. The EOC is organized into 15 Emergency Support Function (ESF) annexes. ESFs are composed of local agencies and voluntary organizations that are grouped together to provide needed assistance.

These 15 categories or types of assistance constitute San Juan County ESFs and will serve under a section as designated under ICS, within the EOC structure. ESFs, in coordination with San Juan County Emergency Management, are the primary mechanism for providing response and recovery assistance to local governments through all disaster levels. Assistance types are grouped according to like functions.

- County agencies and organizations have been designated as primary and support agencies for each ESF according to authority, resources and capability to coordinate emergency efforts in the field of each specific ESF.
- Primary agencies, with assistance from one or more support agency, are responsible for coordinating the activities of the ESF and ensuring that tasks assigned to the ESF by San Juan County Emergency Management are completed successfully.
- ESF operational autonomy tends to increase as the number and complexity of mission assignments increases following an emergency event. However, regardless of circumstance, the ESFs will coordinate within the EOC in executing and accomplishing their missions.

Annex	Scope	Primary Agency	Support Agency
ESF #1-	Transportation Safety	Road	UDOT

Transportation	Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment	Department	
ESF #2 Communications	Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration and sustainment of county cyber and information technology resources Oversight of communications within the county incident management and response structures	Communications Department, IT	UCA, DTS, South Easter Utah Association Of Local Governments
ESF #3 Public Works and Engineering	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services	Road Department	Local Public Works
ESF #4 Firefighting	Coordination of county firefighting activities. Support to wild-land rural firefighting operations	County Fire	Local Fire Departments
ESF #5 Emergency Management	Coordination of incident management and response efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management	County Emergency Manager, County Administrator, County Clerk/Auditor, County Treasurer	Neighboring Counties, State of Utah
ESF #6 Mass Care	Mass Care Emergency Assistance Disaster Housing Human Services	County EMS, Public Health, Local Faith Base Organizations, Health District, Local Homeless Coordinating	Red Cross State of Utah

		Committee, Aging & Adult Services	
ESF #7 Resource Support	Comprehensive county incident logistics planning, management and sustainment capability Resource support (facility space, office equipment and supplies, contracting services, nutrition assistance etc.)	County Emergency Manager, County Administrator, County Clerk/Auditor,	State of Utah
ESF #8 Public Health	Public Health Food Safety and Security Medical Mental Health Services Mass fatality management	County Public Health, EMS, Hospitals, Clinics, Health District, UNHS	State of Utah
ESF #9 Search and Rescue	Life-saving assistance Search and rescue operations	San Juan Sheriff's Office	State of Utah
ESF #10 Hazardous Materials	Oil and hazardous materials response Environmental short and long-term clean up	County EM, County Fire	State of Utah
ESF #11 Agricultural and Natural Resources	Animal and plant disease and pest response Safety and wellbeing of household pets and livestock Natural Resources	San Juan Sheriff's Office, San Juan County Conservation District	Agriculture and Natural Resources
ESF #12 Energy	Energy infrastructure assessment, repair and restoration Energy industry utilities coordination Energy forecast	Local Utilities	
ESF #13 Law Enforcement	Facility and resource security Security planning and technical resource assistance Public safety-Law Enforcement and security support Support to access, traffic, and crowd control	San Juan Sheriff's Office	Local Law Enforcement, Utah Highway Patrol, National Guard
ESF #14 Long Term Recovery	Social and economic community impact assessment Long term community recovery assistance to local governments, and the private sector Analysis and review of	San Juan County	State of Utah, FEMA

mitigation program
implementation
Historic properties protection
and restoration
Cultural Resources

ESF #15 Public
Information

Provide timely, accurate and
useful information and
protective action instructions to
San Juan County residents in
times of emergency; and in
Provide Emergency
Preparedness Educational
Materials

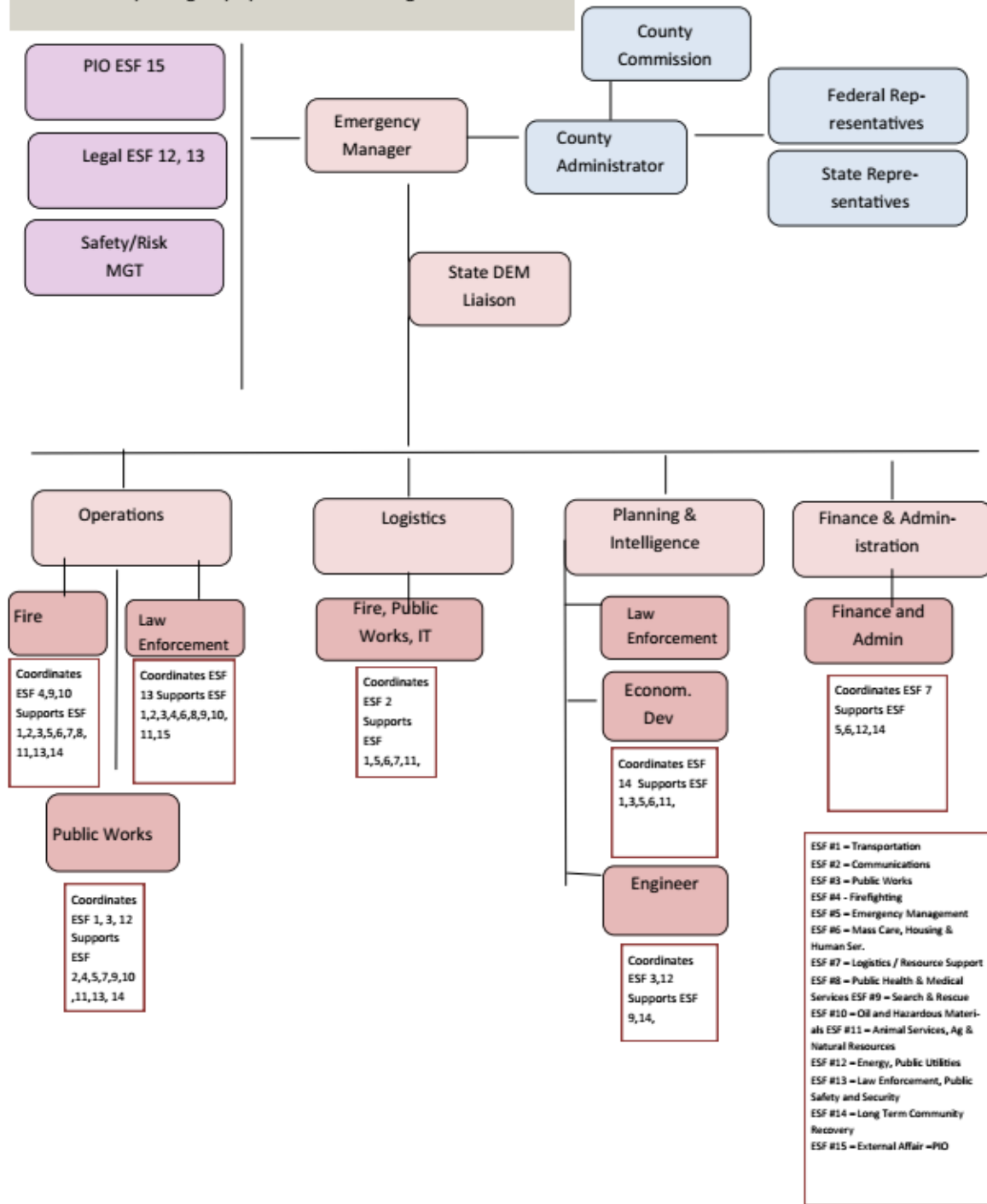
County
Administrator or
Designee

State Of Utah

DRAFT

3.5.7 EOC Coordination

San Juan County Emergency Operations Center Organization Chart



San Juan County Emergency Management is responsible for emergency operations and coordination before, during and after an event. Resource management and policy coordination take place in the EOC. San Juan County's response to and recovery from an emergency and/or pending disaster is carried out through the County Emergency Management Organization. ESFs are grouped by the types of assistance provided. Each ESF is led by a primary agency or agencies and is supported by other county agencies and volunteer organizations. The principles of this plan conform to the National Incident Management System (NIMS), which provides a core set of common concepts, principles, terminology and technologies. The EOC will especially be needed when incidents cross disciplinary boundaries or involve complex scenarios.

The EOC utilizes ICS to develop a structured method for identifying priorities and objectives to support an incident or event. These priorities serve as guidance for the allocation of resources and enable the EOC to coordinate requests. The EOC utilizes ICS to manage ESF coordination. The use of distinct titles for ICS positions allows for filling ICS positions with the most qualified individuals rather than by seniority. Standardized position titles are useful when requesting qualified personnel. Local and county agencies and responders may have various roles and responsibilities throughout the duration of an emergency. Therefore, it is particularly important that the local command structure established to support response and recovery efforts maintain significant flexibility in order to expand and contract as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources. It is imperative to develop and maintain depth within the command structure and response community.

3.5.8 EOC Support Planning

The planning section is responsible for developing the ISP and facilitating planning meetings. EOC support plans are developed for a specified operational period, which may range from a few hours to 24 hours. The operational period is determined by establishing an initial set of priority actions to be performed. A reasonable timeframe is then determined for the accomplishment of those actions. EOC support plans should be sufficiently detailed to guide EOC elements in implementing the priority actions but do not need to be complex. EOC support plans provide designated EOC personnel with knowledge of the objectives to be achieved and the steps required for their achievement. EOC support plans also provide a basis for measuring achievement of objectives and overall system performance. Planning is an important management tool that involves the following:

3.6 After Action Reports Prepared

As immediate threats to life and property subside and the need for sustained ESF operations diminishes, the debriefing of responsible individuals and the documentation of lessons learned will begin. Resulting information will be consolidated and reviewed by San Juan County Emergency Management personnel and a written report will be prepared. Matters requiring corrective action will be forwarded to San Juan County Emergency Management planning staff to be addressed as needed.

3.7 Notification and Warning

San Juan County response agencies are dispatched by the San Juan County Sheriff's Office a 24/7 Dispatch Center. San Juan Dispatch is responsible for after-hours notification of the Emergency Management staff, responders. The County Commission and Emergency Manager may request notifications and warnings take place if conditions warrant. Conditions to be considered include threat to life and property and safety of the responders. The Dispatch Center is equipped with an emergency generator, computers and uninterrupted

power supplies. For redundancy there is an alternate dedicated dispatch space located in the EOC at 881 E Center Street, Monticello Utah.

Section 4

ORGANIZATION AND RESPONSIBILITIES

Local and county agencies and response partners may have various roles and responsibilities throughout the duration of an emergency. Therefore, it is particularly important that the local command structure established to support response and recovery efforts maintain significant flexibility in order to expand and contract as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources. Each agency and department is responsible for ensuring that critical staff are identified and trained at levels that enable effective Implementation of existing response plans, procedures and policies. Agencies and organizations tasked by this plan with specific emergency management responsibilities should complete the following:

Maintain current internal personnel notification rosters and standard operating procedures to perform assigned tasks (notifications, staffing, etc.).

- Negotiate, coordinate and prepare mutual aid agreements, as appropriate.
- Analyze need and determine specific communication resource needs and requirements.
- Provide the San Juan County Emergency Manager with current contact information. Identify potential sources of additional equipment and supplies.
- Provide for continuity of operations by taking action to:
 - Ensure lines of succession for key management positions are established to ensure continuous leadership and authority for emergency actions and decisions in emergency conditions.
 - Protect records, facilities, and organizational equipment deemed essential for sustaining government functions and conducting emergency operations.
 - Ensure, if practical, that alternate operating locations are available should the primary location suffer damage, become inaccessible, or require evacuation.
 - Protect emergency response staff. Actions include:
 - Obtain, as required, personnel protective equipment for responders
 - Provide security at facilities
 - Rotate staff or schedule time off to prevent fatigue and stress
 - Make stress counseling available
 - Encourage staff to prepare family disaster plans including arrangements for the safety and welfare of emergency worker's families if sheltering is required

The following are county agencies tasked with primary or support responsibilities as detailed by the Emergency Operations Plan. More specific assignments can be found in the emergency support function section and incident annex appendices to this EOP.

The Operations Section will be determined by the emergency or incident, it could be Sheriff's Office, Fire, EMS or Public Works. In the event of an emergency situation or disaster, the Operations Section Chief is hereby authorized to use all authority provided by federal, state, and local law to protect the lives and property of citizens.

4.1 Operations Section:

- Provide regular updates to the Emergency Manager or designee about the safety conditions of the community
- Provide advice to the Emergency Manager or designee about actions that should be taken to protect life and property in the county
- Coordinate public safety efforts of local, county, state, and federal law enforcement from a local government perspective
- Identify and provide emergency services to special needs residents including the elderly and physically challenged persons

4.2 Logistics Section

In addition to the assigned daily duties the Road Department shall have specific responsibilities during an emergency situation or disaster:

- Complete tasks as assigned by the Emergency Manager or designee
- Provide the Emergency Manager or designee with an initial damage assessment of municipal infrastructure and facilities including all roads and bridges.
- Identify and properly indicate traffic control and evacuation routes, and manage all other transportation-related issues in cooperation with the Sheriff's Department, including procurement of fuel for municipal and emergency vehicles.
- Provide equipment and resources as assigned by the Emergency Manager or designee
- Provide assistance to other departments with the compilation of emergency-related financial information.
- Assist in identifying sources of emergency funds if departmental budgets are exceeded.
- Coordinate emergency-related purchases and expenditures.
- Coordinate the disposal of solid waste and other tasks to ensure a clean and sanitary environment in the community during an emergency situation or disaster.

The Road Department shall work with the Emergency Manager to create a complete list of municipal resources that could be used in the case of an emergency situation or disaster. The list will include items already owned by the county and those needed to provide effective emergency response and mitigation. The Public Works Director will also coordinate mitigation efforts with the Emergency Manager in an effort to prevent disasters or minimize their impact.

4.3 Finance and Administration Section

In addition to the assigned daily duties, the County Administrator/County Clerk/Treasurer/Recorder shall have specific responsibilities during an emergency situation or disaster. These duties include:

- Complete tasks as assigned by the Emergency Manager or designee
- With the assistance of the County Recorder, identify and preserve essential records of all local emergency situations. In order to create final reports, all records, messages and logs will be compiled and submitted to the Emergency Manager following deactivation of the EOC.
- The provision of assistance to other departments with the compilation of emergency-related financial information including all accounting/reimbursement items.
- Assistance in identifying sources of emergency funds if departmental budgets are exceeded.
- Coordination of emergency-related contracts, purchases and expenditures.

The Finance and Administration Section shall work with the Emergency Manager to create an emergency finance plan for review by the County Administrator and consideration by the County Commission. The plan will include emergency contingencies for emergency operations, payroll and hospitality during emergencies and other emergency finance-related matters.

4.4 Planning and Intel / Community Development Section

In addition to the assigned daily duties, the Planning and Intel Section shall have specific responsibilities during an emergency situation or disaster.

- Complete tasks as assigned by the Emergency Manager or designee
- With the assistance of the Building Official, conduct initial damage assessment for all affected structure and determine if structures are inhabitable or if building should remain unoccupied until further assessment can be completed.
- Provide expertise and recommendations for reconstruction, demolition, condemnation and structural mitigation during emergency recovery and response.
- Provide maps, plans, and other information that will allow rapid identification of municipal infrastructure, roads, neighborhoods, and other specific locations.
- Create a streamlined permit process for disaster recovery efforts.
- Coordinate land use, environmental protection, and economic development mitigation issues during emergency recovery.

Planning and Intel / Community Development Section will review the development ordinances of the county to ensure that all practicable regulations that will eliminate or reduce the impact of disasters have been included and are implemented.

4.5 Authority and Role of Support Staff

In addition to normal department functions, each department in the county will have specific emergency functions. Under the direction of the Department Head, each department is responsible for developing and maintaining its own emergency management procedures. These procedures will be coordinated with the Emergency Manager and shall consider the elements of the EOP. In any instance where a department procedure is in conflict with the provisions of this document, the provisions of this document shall take precedent. Each Department Head is responsible to educate their employees on the procedures of the EOP and the emergency management procedures of the department.

With assistance from the Emergency Manager, each department will conduct training and preparation exercises that will familiarize employees with the EOP and the procedures of the department. In addition to departmental training, designated employees elected and appointed officials of San Juan County shall complete a minimum of the ICS-100- and ICS-700 training in the National Incident Management System (NIMS). Some employees will be required to complete additional training depending on their emergency role and responsibilities.

4.6 Direction and Control

Notwithstanding the contents of this chapter, during an emergency situation or disaster, the elected official(s) will be available to interact with constituents and forward community concerns, provide emergency policy direction and enact emergency legislation.

General Responsibilities of County Departments Under the direction of the Emergency Manager, each department will create internal emergency management standard operating procedures (SOPs) which are consistent with the provisions of this EOP.

The SOPs for each department will include, at a minimum:

- Specific departmental and individual responsibilities and tasks coordinated with other departments in the county to avoid redundancy and enhance cooperation
- Specific education and training programs and exercises that will result in adequate knowledge of responsibilities and tasks and the ability to perform such without hesitation in an emergency situation
- A complete list of all department resources that could be of benefit in an emergency situation or disaster and information on all personnel trained to utilize the resources of the department
- Specific procedures for inter-department communication and reporting to the Emergency Manager or designee. These procedures will include notification and employee activation methods, suspension of normal business activities, release of non-essential employees, evacuation procedures and similar communication challenges
- A checklist identifying the working order or damage to all department assets
- An updated line of succession for key management positions to ensure continuous leadership and authority for emergency actions and decisions in emergency conditions
- Methods to protect records, facilities, and organizational equipment deemed essential for sustaining government functions and conducting emergency operations
- A budget plan to obtain necessary equipment to protect employees in an emergency situation and funding to rotate staff to prevent fatigue and stress, and make stress counseling available

Coordination with Outside Agencies and External Parties If it is determined that County resources have been exhausted or that the County is not able to adequately respond to a disaster, assistance from outside agencies will be requested. Requests for assistance from outside agencies and/or external parties shall be consistent with all negotiated mutual aid agreements; memorandums of understanding; established local, state, and federal emergency assistance protocols; and any other governing agreements. In the absence of an effective agreement, the County Attorney shall negotiate expense and reimbursement agreements for emergency consideration by the County Commission. The Emergency Manager, with assistance from the County Administrator shall determine the extent of aid necessary to address the emergency situation or disaster. The following sections identify the general roles of federal, state, county, nonprofit, and other potential partners in an emergency situation. The roles and responsibilities listed herein are for reference only in recognition that San Juan County has no jurisdiction or authority to compel adherence to the responsibilities listed herein

State Agencies Consistent with the emergency declarations of the County Commissioners, the Emergency Manager may choose to request assistance from the State of Utah when local resources have been exhausted or the significance of the emergency situation or disaster warrants a request for services beyond the capacity of San Juan County. Requests for assistance will be forwarded to the Utah Department of Emergency Management through the Liaison Officer, who can orchestrate outside resources and materials to meet the situation at hand.

4.7 Utah Division of Emergency Management

- Coordinate the State's response to disasters.

- Supports San Juan County Emergency Management efforts when local resources are fully committed and found to be inadequate to cope with the situation and when a particular capability or resource is required and not available.
- Contact the Federal Government for assistance if the State is unable to fulfill the request.

4.8 Federal Agencies/Federal Emergency Management Agency

- Coordinate the federal government's role in preparing for, preventing, mitigating the effects of, responding to, and recovering from all domestic disasters, whether natural or human-caused, including acts of terror.
- When warranted, federal agencies will provide assistance to San Juan County through established protocols and recognized programs.

National Weather Service

- Issue severe weather watches and warnings.

4.9 Non-governmental Organizations/American Red Cross

Immediately following a disaster, the American Red Cross (ARC) provides emergency shelter, food, medicine, and first aid to provide for basic human needs. ARC workers distribute food and home clean-up items throughout the affected areas in an effort to enable victims of disasters to resume living independently. ARC also helps when all other resources, such as insurance benefits and government assistance, are not available or are inadequate to meet disaster-related needs. ARC aid is provided on an individual basis, based on verified disaster-caused needs, and, at no cost. ARC disaster relief work also includes the following:

- Feeding emergency workers
- Referring those affected by disaster to other available resources
- Handling inquiries from concerned family members outside the disaster area
- Providing disaster-related mental health services and specialized counseling
- Providing staff to work daily at the EOC in support of mass care and sheltering activities
- Providing subject-matter expertise on regulations, policies, and all relevant ARC issues, including general mass care planning, preparedness, response, and recovery activities as ARC-specific activities in these areas
- Providing information on current ARC mass care activities as required
- Supporting reunification efforts through its Safe and Well website and in coordination with government entities as appropriate
- Provide public health and safety, and lessen or avert the threat of an incident becoming a catastrophic incident.

External Parties

Because each emergency situation or disaster is different, there is a wide array of external parties that may be asked for assistance. The parties listed below are not intended to be a complete list, but are included herein as a resource and reference.

4.10 General Public

The general public is responsible for their individual and family disaster preparedness. Each family should be prepared to survive and provide for basic human needs, for at least two weeks after a disaster, with little outside assistance.

4.11 Business and Industry

Businesses and Industries based in San Juan County are responsible for the development of their own Emergency Operating Plan and Continuity of Operations Plan. Business and industry should be prepared to survive the immediate consequences of disasters, initially take care of on-site employees, and take necessary steps to ensure the long-term viability of their organization.

4.12 County

Commission's Office: The Commission is responsible for ensuring the public safety and welfare of the people of that jurisdiction. Specifically, they provide strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders. Chief elected or appointed officials must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

4.13 Delegation of Authority

If the County Commission determines that all or portions of the Incident Management should be managed by a third party, a specific Delegation of Authority shall be negotiated and executed in written form by the County Commission or designee and the responsible official of the proposed managing entity. Transfer of authority may occur through a documented transfer of all or part of the operational command but shall be supported by a specific written Delegation of Authority.

Section 5

DIRECTION, CONTROL, AND COORDINATION

The emergency response forces of the community (EMS, fire, law enforcement and public works, public health) are the primary forces of the county in response to community emergencies and disasters.

When the local emergency response forces are unable to meet the immediate demands of the event or require EOC functions, the EOC will be activated to the appropriate level. San Juan County Emergency Management coordinates resources to support response to major events when required. The County Emergency Manager, in collaboration with the County Commission, will focus on a declaration of a local state of emergency when county resources are inadequate.

If the emergency exceeds locally available resources of the emergency response forces, San Juan County will request mutual aid under the statewide mutual aid agreement. The County Emergency Manager may also request state assistance from DEM, which is the state agency charged with coordinating the State of Utah's response to disasters.

Coordination of the EOP components will be as follows:

- This promulgated EOP is effective immediately upon approval and implementation.
- All departments, agencies and organizations involved in the implementation of this EOP will be organized, equipped and trained to perform all designated responsibilities contained in this plan and it is implementing instructions for preparedness, response and recovery activities.

- All organizations are responsible for the development and maintenance of their own internal operating and notification procedures.
- All responding organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and alerting those who are absent due to other duties or assignments.
- Unless directed otherwise, existing organization/agency communications systems and frequencies will be employed.
- Unless directed otherwise, the release of information to the public or media will be handled through the county's joint information system, using the concepts outlined in Emergency Support Function (ESF) #15 – Public Information.
- Personnel designated to the EOC will make prior arrangements to ensure that their families are provided for in the event of an emergency to ensure a prompt, worry-free response and subsequent duty.

At the EOC, organizational and agency representatives will:

- Report to EOC check-in immediately upon arrival for an update on the situation and to confirm table/telephone assignments.
- Provide name, agency and contact information on EOC staffing chart.
- Ensure adequate 24/7 staffing for long-term EOC activations.
- Ensure that their departments/agencies are kept constantly informed of the situation, including major developments, decisions and requirements.
- Maintain coordination with other appropriate organizations/agencies.
- Thoroughly brief incoming relief personnel and inform the EOC appropriate section chief of the changeover prior to departing. The briefing will include, at a minimum, information on what has happened, problems encountered, actions pending, and the location and phone number of the person being relieved.

The safety of both the affected population and response or recovery personnel will be a high priority throughout an emergency. All actions contemplated will consider safety prior to implementing any decision, and safety will be constantly monitored during the operation itself.

5.1 Rapid Damage Assessment

Is a rapid assessment that takes place within hours after an incident and focuses on lifesaving needs, imminent hazards, and critical lifelines.

5.2 Preliminary Damage Assessment

Is conducted within the framework of a declaration process and identifies and affixes a dollar amount to damages. The preliminary damage assessment assists the Commission in determining resources available and additional needs that may be required. Damage assessments are to be conducted in areas affected by the disaster and relayed to the EOC through the call center. Cities working with San Juan County Emergency Management assemble assessments in the EOC environment.

A preliminary damage assessment team may be composed of personnel from FEMA, the state emergency management agency, county and local officials, and the U.S. Small Business Administration. The team's work begins with reviewing the types of damage or emergency costs incurred by the units of government, and the impact to critical facilities, such as public utilities, hospitals, schools and fire and police departments.

They will also look at the effect on individuals and businesses, including the amount of damage and the number of people displaced as well as the threat to health and safety caused by the event. Additional data from the American Red Cross may also be reviewed. During the assessment, the team will collect estimates of the expenses and damages compiled by the EOC.

This information can then be used by the governor to support a declaration of a state of emergency request that will outline the cost of response efforts, such as emergency personnel overtime, other emergency services shortfalls, community damage and citizenry affected, and criteria to illustrate that the needed response efforts are beyond state and local recovery capabilities. The information gathered during the assessment will help the governor certify that the damage exceeds state and local resources.

5.3 Response Procedures

San Juan County Emergency Management will monitor impending emergencies and actual occurrences. If the readiness level indicates, the San Juan County Emergency Management staff will notify any key response organizations. When events are such that normal response procedures and/or local resources are inadequate, the San Juan County Emergency Manager will direct the operations of the EOC and activate the appropriate response personnel.

For those situations where response is beyond the capability of San Juan County due to the severity or the need for special equipment or resources, the county will declare a State of Emergency and request assistance from the State through DEM. For such, the governor may declare a state of emergency activating state assistance Title 53-2a-206. Further, where response is beyond the capability of the state and county, the governor will request assistance from the federal government.

Title 53-2a-208 authorizes San Juan County to declare a state of emergency within its boundaries. All executive proclamations or resolutions shall indicate the nature of the emergency, the area or areas (including countywide) threatened or involved, and the conditions creating the threat or emergency. The contents of such proclamations or resolutions shall be promptly disseminated to the public and filed with the county clerk. Copies shall be maintained in the San Juan County Emergency Management office and the county attorney's office.

The EOC serves as the central location for coordination of resources and information sharing activities. When the EOC is fully activated, it will be staffed by the county's emergency management staff and personnel from each of the emergency support functions that are activated. Each ESF will designate a lead who will direct that ESF operation. These individuals will report to the County Emergency Manager. Emergency response actions may be undertaken and coordinated on-scene or at the County EOC, depending on the severity of the impending or actual situation. The decision to escalate the level of activation will be made by the San Juan County Emergency Manager in conjunction with field command staff. The priorities of response will focus on life safety; then basic survival issues (water, food, basic medical care, shelter); restoration of the community's vital infrastructures (water/waste systems, electric, phones, roads); clean up and emergency repairs; and then recovery.

When the county requires shelter facilities, ESF #6 will be notified to coordinate sheltering operations. The Joint Information Center (JIC) will organize notifications to the public, business community, and other parties of developments and activities via all available communication systems. Local resources will be utilized fully

before requesting mutual aid or state/federal assistance. If county resources are overwhelmed and become inadequate to cope with an emergency, the county will request mutual aid or state assistance.

San Juan County is a participant in the Statewide Mutual Aid Act. All requests for mutual aid and State/Federal assistance will be coordinated by the county EOC and forwarded to the state EOC. The State liaison will assist the county with appropriate procedures to accomplish these efforts.

5.4 Response Recovery

County Emergency and the Road Department personnel, volunteers, humanitarian organizations, and other private interest groups provide emergency assistance required to protect the public's health and safety and to meet immediate human needs.

The county EOC will conduct a preliminary damage assessment immediately after a disaster occurs. This assessment shall identify resources required to respond and recover from the disaster. This will form the basis for the request of state and federal assistance. ESF agencies shall report to the county EOC as their first priority. They will prioritize their needs as quickly as possible accordingly:

- 1. Life Safety**
- 2. Property Preservation Environmental Preservation.**

An important success factor is the ability of the County to efficiently and effectively access and analyze the level and magnitude of damage resulting from an emergency situation and how quickly recovery efforts are underway. Early assessments are important in order for the Incident Commander to evaluate the potential impact on the community and the socioeconomic system of San Juan County. The damage assessment will also determine the declared level of emergency and whether outside resources are necessary.

Initial damage assessment will be focused on critical life safety facilities such as hospitals, roads and bridges, public safety buildings, and similar locations. If more detailed assessments are necessary to determine the status of these facilities, a concentrated effort will be placed on this task. Where possible, pictures or videotape media will be used in compiling the preliminary damage assessment. State, and federal teams may be dispatched to assist in completing the damage assessment if the preliminary damage assessment indicates that the damage is severe and widespread or if a financial estimate (best completed by experienced personnel) is necessary.

In some instances, a walk-through inspection may be required. A walk-through inspection involves a structure-by-structure damage assessment, which will be completed by county/city building inspectors who may engage the assistance of county and state inspectors.

Determining the extent and level of damage is important in supporting a disaster declaration. County records, appraisals, real estate records and other means may be used to determine monetary damage and to assess economic injury.

5.5 Incident Reporting

During an emergency, situation reports should be forwarded to the EOC as quickly as they become available. The information provided in the initial and subsequent reports should outline a sequential record of actions taken from the point of first response through restoration activities. Although the degree of detail will vary

with the type and severity of the incident, reports should include enough detail to create an accurate record of the emergency. The information should be consistent, non-inflammatory, and complete. In general, initial situation reports should include:

- The location and nature or degree of the damage
- The anticipated economic impact on the community
- The type of response actions necessary to address the situation and if San Juan County is capable of providing the assistance or if supplemental state and federal assistance is needed

All members of the EOC staff will maintain and complete an ICS Form 214 Activity log. This process may be repeated several times to allow the Incident Commander to modify and coordinate the response as conditions change.

5.6 Reports and Record Keeping

During a declared emergency, an accurate record of conditions, expenses, actions, and mitigation must be maintained at all times. Although state and federal agencies may assist San Juan County or retain redundant records, they will often rely on the initial assessment and situation reports generated at the local level. These documents will be important in the identification of state and federal financial assistance, declaration of a state or national emergency as well as for incident review and mitigation.

Federal Records: The Federal Emergency Management Agency (FEMA) is responsible for coordinating and administering all federal disaster relief programs subsequent to a presidential declaration. The Federal Coordinating Officer will establish a field office in the disaster area to administer disaster relief programs according to Public Law 93-288, the Robert T. Stafford Disaster Relief and Emergency Assistance, and the Code of Federal Regulations, Title 44, Part 206. All contracts must follow the procurement guidelines found in Title 44 of the Code of Federal Regulations Part 13.36. 6.4.3.2.

State Records: The Governor's Authorized Representative is responsible to execute all necessary documents on behalf of the State of Utah for state and federal disaster assistance including the certification of any applications for public assistance. In addition, the Governor's Authorized Representative will provide guidance and assistance to city officials involved in the preparation and maintenance of their required reports and records.

5.7 Post Assessment Communication and Reporting

Following the initial damage assessment and implementation of the appropriate and measured response, communication between the various Emergency Response Teams is critical. It is during this period that plans are established to return the county to a state of normalcy and residents are allowed to engage in the activities of daily life. Each Emergency Response Team is assigned to a specific and important element of emergency management and is responsible to report their findings to the Incident Commander in a timely and complete fashion.

The Incident Commander will organize a meeting between Emergency Response Team leaders to discuss the most current status of the incident and the existing efforts of San Juan County. At these meetings, suggestions and analysis for addressing particular issues may be provided to the Emergency Manager. Following the meetings, new instructions and direction will be provided to team leaders and future meetings times will be scheduled.

Requesting State and Federal Resources Requests for assistance will be forwarded to the Liaison of the Utah Division of Emergency Management from the County Emergency Manager or designee. When County resources are exhausted or capabilities are unable to meet the need. The Utah Division of Emergency Management can orchestrate and bring to bear outside resources and materials to meet the situation. The State of Utah is able to contact the federal government for assistance if it is unable to fill the request.

5.8 Determination of Recovery Strategy

Each emergency situation or disaster is unique and an appropriate recovery strategy is highly dependent on the damage that occurs during the emergency. The general concept for San Juan County recovery operations is based upon a coordinated effort of county, state, federal, and private resources during the recovery phase. In some instances, outside assistance may not be necessary and in a more catastrophic situation, significant federal resources may be needed.

The Emergency Manager, with consultation with the County Administrator, County Commission, and outside officials will create an appropriate and measured recovery strategy. The strategy will include cost estimates, equipment needed to complete the work, anticipated staff hours, a projected time line, and any other information necessary to ensure there is a clear scope of work and obligations.

5.9 Continuity of Government

Continuity of government is an essential function of emergency management and is vital during a community emergency or disaster situation. All levels of government (federal, state, and local) share a constitutional responsibility to preserve life and property of its citizenry. Local continuity of government is defined as the preservation and maintenance of the local civil government ability to carry out its constitutional responsibilities. Ordinances, administrative rules, and departmental procedures address continuity of government in San Juan County.

The County Administrator is appointed to provide oversight to the administrative functions of the county. Under the direction of the County Administrator the Emergency Manager will be assigned to administer the emergency management program of San Juan County. The Emergency Manager will complete all training necessary to function as an effective Emergency Manager and recommend all training, purchases, and other actions necessary to prepare the community for a potential emergency situation or disaster.

Section 6

DISASTER INTELLIGENCE

Disaster intelligence relates to collecting, analyzing and disseminating information and analyses that describe the nature and scope of hazards and their impacts. Intelligence and information sharing in the EOC is important, especially for each emergency support function (ESF) that is activated. It will be vital in evaluation of ESF resources, capabilities and shortfalls (for example, availability of trained personnel, equipment and supplies) and will help to determine the level of assistance that is needed, according to each ESF group. This information will become part of the planning and response process as ESF shortfalls are relayed to the county EOC command staff.

ESF #5 - Emergency Management is responsible for establishing procedures for coordination of overall information and planning activities in the EOC. The EOC supports local emergency response and recovery operations, provides a nerve center for collection and dissemination of information to emergency

management agencies in order to qualify for state and federal assistance. It also gauges required commitment of resources, and supports other emergency response organizations in their assigned roles.

Disaster intelligence incorporates essential elements of information, which include but not limited to the following:

- Information element
- Specific requirements
- Collection method
- Responsible element
- Deliverables

The Rapid assessment includes all immediate response activities that are directly linked to preliminary damage assessment operations in order to determine life-saving and life-sustaining needs. It is a systematic method for acquiring life-threatening disaster intelligence after a disaster has occurred. In an event that occurs without warning, this assessment must be conducted, at least initially, with county resources. This assessment will lay the foundation for determining immediate response efforts and provide adequate local government response. Coordinated and timely assessments allow for prioritization of response activities, allocation of resources, criteria for requesting mutual aid and state and federal assistance.

San Juan County Emergency Management staff monitors events 24/7, which provides immediate information management. The county will coordinate preliminary damage assessments following any event where disaster intelligence is needed. This assessment involves teamwork and requires personnel who are in place and know their responsibilities. This assessment will be organized for information flow to the Joint Information Center (JIC).

Assessments are accomplished in three phases:

- Rapid assessment, which takes place within hours and focuses on life-saving needs, hazards, and critical lifelines
- Preliminary damage assessment, reviewed by legal authority, which affixes a dollar amount to damage
- Combined verification, which includes a detailed inspection of damage to individual sites by specialized personnel

Development of preliminary assessment procedures will provide guidance to all participating agencies that will be involved in the process. Procedures will include:

- Development of a county profile
- Sectoring the county and performing an assessment by sector
- Look at county staffing patterns and possible resource needs
- Develop communication procedures
- Testing and exercising

Development of preliminary assessment forms will assist pre-identified personnel as they collect intelligence. These checklists will ensure uniformity for information gathered, disseminated and collected.

Section 7

COMMUNICATIONS

Emergency communications is defined as the ability of emergency responders to exchange information via data, voice and video. Emergency response at all levels of government must have interoperable and seamless communications to manage emergencies, establish command and control, maintain situational awareness, and function under a common operating picture for a broad spectrum of incidents. Emergency communications consists of three primary elements:

- Operability - The ability of emergency responders to establish and sustain communications in support of the operation.
- Interoperability - The ability of emergency responders to communicate among jurisdictions, disciplines and levels of government using a variety of communication mediums. System operability is required for system interoperability.
- Continuity of communications - The ability of emergency response agencies to maintain communications in the event of damage to or destruction of the primary infrastructure.

7.1 Common Operating Picture

A common operating picture is established and maintained by the use of integrated systems for communication, information management, intelligence and information sharing. This allows a continuous update of data during an incident and provides a common framework that covers the incident life cycle across jurisdictions and disciplines.

A common operating picture accessible across jurisdictions and functional agencies should serve the following purposes:

- Allow incident managers at all levels to make effective, consistent decisions.
- Ensure consistency at all levels of incident management.

Critical aspects of local incident management are as follows:

- Effective communications
- Information management

Information and intelligence sharing a common operating picture and systems interoperability provide the information necessary to complete the following:

- Formulate and disseminate indications and warnings
- Formulate, execute, and communicate operational decisions
- Prepare for potential requirements and requests supporting incident management activities
- Develop and maintain overall awareness and understanding of an incident within and across jurisdictions

An Emergency Operations Center uses a combination of networks to disseminate critical information that constitutes a common operating picture, including the following:

- Indications and warnings
- Incident notifications
- Public communications

Notifications are made to the appropriate jurisdictional levels and to private sector and nongovernmental organizations through the mechanisms defined in the Emergency Operations Plan, Continuity of Operations Plan and the Communications Plan.

The types of communication used in an incident or event will vary depending on the complexity of the incident or event and consist of both internal communications and external communications. They may cross a broad spectrum of methods such as:

Internal Communications

- Landline
- Cellular phone
- Texting
- Paging/notification
- 800 MHZ
- Internet/WebEOC
- Amateur Radio Emergency Service (ARES)

External Communications

- Landline
- Fax
- Cellular phone
- Text
- 800 MHZ
- Internet/WebEOC
- Joint Information System/Joint Information Center
- Emergency activation system
- Reverse 911
- Press releases
- News media
- Facebook
- Twitter

Agencies must plan for the effective and efficient use of information management technologies such as computers and networks for the following purposes:

- Tie together all command, tactical, and support units involved in incident management
- Enable these entities to share information critical to mission execution and the cataloguing of required corrective actions prior to an incident.

Entities responsible for taking appropriate pre-incident actions use communications and information management processes and systems to inform and guide various critical activities. These actions include the following:

- Mobilization or pre-deployment of resources
- Strategic planning by:
 - Preparedness organizations
 - Multiagency coordination entities
 - Agency executives

- Jurisdictional authorities
- EOC personnel

During an incident, incident management personnel use communications and information processes and systems to inform preparedness organizations, multiagency coordination entities, agency executives, jurisdictional authorities, and EOC personnel of the formulation, coordination, and execution of operational decisions and requests for assistance. Sustained collaborative effort over time will result in common communication and data standards and systems interoperability.

Section 8

ADMINISTRATION, FINANCE, AND LOGISTICS

8.1 Administration Information

The EOC monitors continuously 24/7 and is administered by San Juan County Emergency Manager. Day-to-day operations are under the direction the County Emergency Manager.

The operational readiness of the EOC is the responsibility of San Juan County Emergency Manager.

- Narratives and operational journals of response actions will be kept.
- All written records, reports, and other documents will follow the principles of the National Incident Management System (NIMS).
- Contracts, agreements and memorandums of understandings must be entered into by duly authorized officials and should be formalized in writing whenever possible prior to emergencies.

Organizations tasked with responsibilities in the implementation of this plan are responsible for providing their own administrative and logistical needs and for the preparation and maintenance of a resource list for use in carrying out their emergency responsibilities.

8.1.1 Records Preservation and Restoration

All affected governments in San Juan County must ensure protection of their records so normal operations can continue after the emergency. Such records may also be vital to the rapid recovery from the effects of an emergency, with the maintenance of plans for the safety, recovery and restoration of the county's data, network, and telecommunication systems during a disaster.

8.1.2 Reports and Records

General - The planning and activation of an effective emergency response requires timely and accurate reporting of information and the maintenance of records on a continual basis.

Reporting guidelines - San Juan County will submit consolidated reports to DEM to include information from local municipalities. Local governments will submit situation reports, requests for assistance, and damage assessment reports to San Juan County Emergency Management by the most practical means and in a timely manner. Municipal and county governments will use pre-established bookkeeping and accounting methods to track and maintain records of expenditures and obligations. Narrative and written log-type records of response actions will be kept by the municipal emergency management agency. The logs and records will form the basis for status reports to the county and state.

Initial reports (needs assessment) are the necessary basis for the governor's decision to declare a state of emergency and to request a presidential disaster declaration. These reports determine the specific types and extent of assistance made available to the affected area.

Updates - Situation reports outlining new developments and more complete information will be forwarded as often as necessary in the most expeditious manner available. At a minimum, a daily situation report will be forwarded to the state EOC duration a local activation.

Post emergency reports – San Juan County Emergency Management will submit the appropriate post emergency reports to the:

Utah Division of Emergency Management
Department of Public Safety 1110 State Office Building
Salt Lake City, Utah 84114 801 538-3400

8.1.2.3 Reports and Record Keeping

Record keeping is a key element of effective emergency management. Accurate records are needed for the county to be eligible for emergency funding or reimbursement.

Reports and Records the planning and activation of an effective emergency response requires timely and accurate reporting of information and the maintenance of records on a continuous basis. San Juan County will submit comprehensive reports that address, at a minimum, the following items:

Training of personnel and exercises completed to prepare the community for an effective response to an emergency; list of trained personnel, equipment and other emergency resources shall be filed with the County Emergency Manager

- Initial damage assessments and reports of the severity of the incident
- Initial needs assessments necessary to declare the appropriate emergency declaration and to request assistance from the state and federal government
- Approved Incident Response Plans and mitigations plans
- Situation reports outlining new developments and more complete information as a situation progresses
- Post-emergency reports that include a complete review of the situation which will also be submitted to the Utah Department of Emergency Management and Homeland Security as appropriate

8.2 Financial Management

The San Juan County EOP assigns Primary and support agencies for 15 functional areas of disaster response. Each agency assigned to an emergency support function (ESF) is responsible for mobilizing existing personnel, equipment, materials, supplies and other resources under their control. When agencies require additional resources, these requests will be referred to ESF #7 – Logistics Management and Resource Support in the county EOC. ESF #7 is tasked with identifying the most appropriate and economical method of meeting the resource request. There are several basic methods of meeting a resource request as follows:

- Local forces are those resources under direct control of the county EOC. They can be assigned based on priorities established by the EOC organizational response agencies.

- Mutual aid can be requested by the county EOC to augment local forces during a locally declared state of local emergency.
- San Juan County is a signature party of the Utah Mutual Aid Agreement for Catastrophic Disaster Response and Recovery. All requests for mutual aid must follow the procedures established by the State Division of Emergency Management (DEM) under this agreement.
- A preferred method of meeting temporary disaster demands is utilizing the County Administration Office, who can issue contracts to meet resource requirements.
- State and federal agencies' response may be required when either mutual aid or contracting can meet the resource request. It is anticipated that this response would occur early in the disaster for short time periods.
- All ESF procurements and expenditures will be documented. All receipts and invoices with explanations and justifications will be forwarded to the Clerk Auditor's office in a timely fashion. The Clerk Auditor will ensure all documentation is complete, recorded on appropriate forms and proper in all respects. If the County was federally declared, the Clerk Auditor will submit for reimbursement. If the County was not declared, the documentation will serve as a recorded history of activity with expenditures.

Emergency Procurement: As anticipated in the County's Purchasing Policy, emergency procurement is appropriate when an emergency condition exists that limits the capability of the County to obtain competitive bids and to follow the financial limit without going to Commission for approval. An emergency condition is a situation which creates a threat to public health, welfare, or safety such as may arise by reason of floods, epidemics, riots, equipment failures, or such other reason as may be proclaimed by the Emergency Manager. During such an event Emergency procurements using other than normal bid or price quotation procedures may be made only by the County Administrator, Emergency Manager or his/her designee. Procurements shall be made according to policy as near as possible and still assure that the required supplies, services, or construction items are procured in time to meet the emergency. During times of Emergency there is no spending limit for the Emergency Manager however care will be taken to only purchase or procure needed and essential items. This will ensure that the emergency situation can be taken care of in a timely manner. All expenditures and anticipated procurements shall be requested and tracked using requests made on the ICS-209 form.

8.2.1 Accounting

Complete and accurate accounts of emergency expenditures and obligations, including personnel and equipment costs, will be maintained. Such records are essential to identify and document (1) costs for which no Federal reimbursement will be requested and (2) those costs eligible for reimbursement under major emergency project applications. When Federal public assistance is provided under the Disaster Relief Act, local projects approved by FEMA are subject to both state and Federal audit. The County Clerk Auditor will coordinate the reimbursement documentation for the FEMA Public Assistance program during a presidentially declared disaster for county government.

8.2.2 Fiscal Agreements

A clear statement of agreement between all major agencies responding to an emergency concerning payment or reimbursement for personnel services rendered, equipment costs and expenditures of materials used in response to an emergency is crucial for accurate cost accounting.

8.3 Logistics

San Juan County Emergency Management maintains current resource information on supplies, equipment, facilities and skilled personnel available for emergency response and recovery operations.

ESF # 7 - Logistics Management and Resource Support provides logistical and resource support, including locating, procuring, and issuing resources (such as food, water, ice, supplies, office space, office equipment, fuel and communications contracting services, personnel, heavy equipment and transportation) to local entities involved in delivery emergency response and recovery efforts.

The Commission or designee has the authority to appropriate services and equipment from citizens as necessary in response to a disaster.

Unless covered in a mutual aid agreement/memorandum of understanding, emergency resources may not be sent outside San Juan County unless the Commission, the San Juan County Emergency Manager or other designated representative grants approval.

8.4 Training and Mitigation

Disaster preparedness training and education is essential for public, private and volunteer disaster agencies and all residents and businesses in the county. The two primary goals of San Juan County emergency preparedness training are to 1) encourage individual and family preparedness, and 2) develop personnel expertise to become effective and responsive in an emergency. Individuals and agencies with assigned tasks under this EOP must receive preparatory training and participate in exercises reflective of situations that could occur in San Juan County. Effective training will be ongoing and current to ensure that San Juan County emergency responders are prepared and qualified to act in an emergency situation or disaster.

Training Opportunities: In addition to participating in the training necessary to administer the emergency management activities of the county, it is the responsibility of the Emergency Manager to organize training opportunities and exercises that mimic emergency situations and the challenges faced in these unique circumstances. Training can be accomplished through attendance at seminars and conferences, participation in exercises at the local, county, state, and federal level, emergency preparedness classroom and correspondence courses and similar opportunities. San Juan County will also train staff members in NIMS.

Emergency Exercises: On a semi-annual, annual or as need basis, the Emergency Manager will organize an emergency exercise design to mimic an emergency situation or disaster that could happen in San Juan County. The exercise will include participation from emergency and public safety providers, and any other appropriate public safety entity, medical service providers including hospitals and clinics, and any other entity that would increase the reality of the simulation.

The Emergency Manager will concentrate on emergency situations that are most likely to occur in the community rather than those with a low likelihood of occurrence. In addition to the emergency exercise, the Emergency Manager will evaluate yearly the Emergency Operations Center to test all equipment and update or replace what is needed.

Some, but certainly not all, of the purposes of emergency exercises include:

- To take every opportunity to prepare for an emergency that will serve to protect life and property.
- Opportunities for interaction and development of cooperation with other agencies in order to broaden emergency response and recovery capabilities.

- To increase familiarity with emergency management equipment and operations and allow personnel to gain experience in employing these tools during an actual incident.
- Evaluation of training exercises for effectiveness and clarity of purpose.
- Implementation of corrective actions and improvements to better respond in an emergency situation.

8.4.1 Public Education and Awareness

A high level of public consciousness, awareness and education are crucial to effective emergency management. Informed and knowledgeable residents respond in a more efficient and safer manner in emergency situations. Public education about the potential vulnerabilities and hazards will also result in an opportunity to develop individual and family preparedness plans. In cooperation with community volunteer organizations, the Emergency Manager will organize public education opportunities.

Public training opportunities may include public safety fairs, educational workshops and other public/private presentations and speaking engagements.

Preparedness activities develop response capabilities needed if an emergency situation or disaster occurs as well as the ability of individuals to be self-reliant for short periods of time during a disaster. Related to mitigation, preparedness differs because activities are focused on efforts to educate, organize, train and practice for emergencies rather than the completion of improvements intended to reduce or limit damage. Perhaps more than any other emergency management activity, preparedness requires participation from entities and individuals outside of the County structure. In particular, San Juan County will rely heavily upon the following groups and entities in order to be properly prepared to address an emergency situation:

- San Juan County Emergency Management
- San Juan County Commissioners
- Federal Emergency Management Administration (FEMA)
- Utah Department of Emergency Management and Homeland Security
- Local Fire Departments
- Religious and congregational

Although preparation includes many groups and individual residents, County employees must also be prepared to act in an emergency situation. Department heads should take necessary actions to educate and train appropriate staff members to coordinate and implement emergency and disaster procedures and instructions. The emergency management staff will schedule exercises, drills intended to simulate emergency situations that will allow staff and outside entities to become familiar with the emergency procedures, and protocols so that in the unfortunate event of a disaster, the response will be organized and effective.

Section 9

PLAN MAINTENANCE

San Juan County Emergency Management is responsible for the overall maintenance (review and update) of this EOP and for ensuring that changes and revisions are prepared, coordinated, published and distributed. Each functional annex and incident annex describes the organization or agency responsible for those documents.

This EOP will be reviewed annually and updated bi-annually based on deficiencies identified in simulated or actual use or due to organizational or technological changes. All changes shall be recorded by San Juan County Emergency Management.

Revisions to the EOP will be forwarded to all organizations or agencies assigned responsibilities in the plan. Contact names and telephone numbers (for EOC staff, departments, agencies, special facilities, schools, etc.) shall be maintained by appropriate departments and agencies.

9.1 EOP Multiyear Strategy

The EOP Multiyear Strategy includes the objectives and key strategies for developing and maintaining the EOP including the support for short- and long-term initiatives. The objectives, key strategies and short and long-term initiatives are summarized below:

EOP Multiyear Strategy

- Ensure San Juan County is prepared for any emergency or disaster.
- Protect essential facilities, equipment, records and other assets.
- Reduce or mitigate disruptions to operations.
- Reduce loss of life and minimize damage and losses.
- Achieve timely and orderly recovery from an emergency and resumption of full services.
- Develop a clear understanding of San Juan County Emergency Management's current emergency preparedness capabilities.
- Develop initial EOP capabilities outside current San Juan County Emergency Management locations.
- Establish an effective ability to execute the EOP.
- Continue to work on EOP ESF primary and support agencies.
- Conduct training and exercises.
- Conduct training and tabletop exercises to reinforce knowledge of the plan.
- Perform annual reviews of plans and assessments.
- Ensure compliance with the National Incident Management System and the Incident Command System.
- Standard operating procedures for ESF, incident, and functional annexes
- Coordinate plans and procedures with local, state and federal agencies.

Section 10

AUTHORITIES AND REFERENCES

10.1 Authorities

Under the provisions of HSPD-5, the Secretary of Homeland Security is the principal federal official for domestic incident management.

Federal Authorities: Federal Civil Defense Act of 1950, (PL 81 -950), as amended Disaster Relief Act of 1974, (PL 93-288) as amended. Title III, of the Superfund Amendments and Reauthorization Act of 1986, (SARA), (PL 100- 700). Code of Federal Regulations (CFR), Title 44. Emergency Management and Assistance October 1, 2008.

The authorities under which this plan is developed include the following:

State of Utah: Title 53, Chapter 2, “Emergency Management Act.”

Ordinance 2.86.010-120 State of Utah, Emergency Operations Plan National Response Framework

10.2 Supporting Documents/Plans

- State of Utah Emergency Operations Plan
- State of Utah Hazard Mitigation Plan
- FEMA 501, National Incident Management System
- FEMA 501-3, NIMS Basic – Preparedness
- FEMA 501-7, NIMS Basic - Ongoing Management and Maintenance
- Comprehensive Preparedness Guide (CPG) 101
- San Juan County Continuity Plan
- San Juan County Communications Plan
- San Juan County Pre-Disaster Mitigation Plan
- Emergency Preparedness Local Homeless Plan

10.3 Agreements

San Juan County has entered into the Statewide Mutual Aid Act, 53-2-501 for Catastrophic Disaster Response and Recovery

Section 11

GLOSSARY

All-Hazards: Describes all incidents, natural or human-caused, that warrant action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities

County Commission: Chief Executive Officer of the County

County Liaison Officer: Point of contact for assisting and coordinating county agencies. The Liaison Officer should establish relationships with county agencies and be able to communicate information effectively with them.

Emergency Management: The preparation for, the mitigation of, the response to, and the recovery from emergencies and disasters. Specific emergency management responsibilities include, but are not limited to the following:

- Reduction of vulnerability of people and communities of this state to damage, injury, and loss of life and property resulting from natural, technological, or human-caused emergencies or hostile military or paramilitary action
Preparation for prompt and efficient response and recovery to protect lives and property affected by emergencies
- Response to emergencies using all systems, plans, and resources necessary to preserve adequately the health, safety, and welfare of persons or property affected by the emergency
- Recovery from emergencies by providing for the rapid and orderly start of restoration and rehabilitation of persons and property affected by emergencies

Emergency Manager: Emergency Management Bureau Chief is assigned the role of Emergency Manager and has the responsibility of overseeing county emergency management programs, planning and activities, as well as coordinating all aspects of the county's mitigation, preparedness, response, and recovery capabilities. The Emergency Manager directs all county EOC coordination before, during and after an emergency.

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

Emergency Operations Center (EOC): A designated site from which public, private or voluntary agency officials can coordinate emergency operations in support of on-scene responders.

Emergency Operations Plan (EOP): Overview of San Juan County emergency response organization and policies. It cites the legal authority for emergency operations, summarizes the situations addressed by the EOP, explains the general concept of operations and assigns responsibilities for emergency planning and operations.

Emergency Support Function (ESF): A functional emergency management responsibility established to facilitate assistance required during mitigation, preparedness, response, and recovery to save lives, protect health and property, and maintain public safety.

Emergency Support Function (ESF) Assignment Matrix: Organizational grouping of all primary and support ESF agencies.

Emergency Support Function (ESF) Coordinator: The primary ESF coordinator is the entity with management oversight for that particular ESF. The coordinator has ongoing responsibilities throughout the preparedness, response and recovery phases of incident management. Responsibilities of the ESF coordinator include:

- Coordination before, during, and after an incident, including pre-incident planning and coordination

- Maintaining ongoing contact with ESF primary and support agencies
- Conducting periodic ESF meetings and conference calls
- Coordinating efforts with corresponding private-sector organizations
- Coordinating ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate

Emergency Support Function (ESF) Primary Agency: Agency assigned primary responsibility to manage and coordinate a specific ESF. Primary agencies are designated based on their having the most authorities, resources, capabilities or expertise relative to accomplishment of the specific emergency support function.

Emergency Support Function (ESF) Support Agency: Entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF.

Federal Emergency Management Agency (FEMA): Agency of the U.S. government tasked with disaster mitigation, preparedness, response and recovery planning.

Finance/Administration Section: Responsible for tracking incident costs and reimbursement accounting.

Homeland Security Presidential Directive (HSPD) 5: Enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive National Incident Management System.

Incident Command System (ICS): An all-hazard, on-scene functional management system that establishes common standards in organization, terminology and procedures.

Incident Support Plan (ISP): The ISP includes the overall incident objectives and strategies established by the Emergency Manager for EOC operations. The Planning Section is responsible for developing and documenting the ISP.

Joint Information Center (JIC): The primary location for the coordination of media relations located in or near the Emergency Operations Center.

Joint Information System (JIS): Provides the public with timely and accurate incident information and unified public messages. This system employs Joint Information Centers and brings incident communicators together during an incident to develop, coordinate and deliver a unified message. This will ensure that federal, state, and local levels of government are releasing the same information during an incident.

Local Government: Local municipal governments, the school board and other government authorities created under county or municipal legislation.

Local Nonprofits: Nonprofit agencies active in providing local community services that can either provide assistance during an emergency or would require assistance to continue providing their service to the community. United Way Agencies are an example of local nonprofits under this category.

Logistics Section: Provides facilities, services and materials, including personnel to operate the requested equipment for the incident support.

Municipality: Legally constituted municipalities are authorized and encouraged to create municipal emergency management programs. Municipal emergency management programs shall coordinate their activities with those of the county emergency management agency. Municipalities without emergency management programs shall be served by their respective county agencies. If a municipality elects to establish an emergency management program, it must comply with all laws, rules and requirements applicable to county emergency management agencies. Each municipal Emergency Operations Plan must be consistent with and subject to the applicable county Emergency Operations Plan. In addition, each municipality must coordinate requests for state or federal emergency response assistance with its county. This requirement does not apply to requests for reimbursement under federal public disaster assistance programs.

National Incident Management System (NIMS): A systematic, proactive approach to guide departments and agencies at all levels of government, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life and property and harm to the environment.

National Response Framework: The guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies. It establishes a comprehensive, national, all-hazards approach to domestic incident response.

Operations Section: Directs and coordinates all operations and assists the county coordinating officer in development of incident operations.

Planning Section: Responsible for the collection, evaluation, dissemination and use of information about the development of the incident and status of resources.

Policy Group: Consists of executive decision-makers that are needed to collaborate to manage the consequences of the disaster. This group makes critical strategic decisions to manage the emergency.

Policy Group Liaison: Individual assigned to act as liaison to coordinate county policy group and readiness and decision making processes. Effectively communicate executive level concerns and decisions during emergency operational periods to and from the County Coordinating Officer.

Public Information: Emergency information that is gathered, prepared, and coordinated for dissemination during a disaster or major event.

Safety/Security: Safety/security is monitored and measures are developed for ensuring a safe and secure environment in which to run emergency operations.

State Liaison: Individual appointed by the Utah Division of Emergency Management to act as liaison during emergency periods to coordinate state actions for providing effective coordination and communications during the event.

Standard Operating Procedures (SOPs): States in general terms what the guideline is expected to accomplish.

Section 12

ACRONYMS

ARES – Amateur Radio Emergency Service
COG – Continuity of Government
CFR – Code of Federal Regulations
COOP – Continuity of Operations
DEM – Division of Emergency Management
EMAC – Emergency Management Assistance Compact
EMS – Emergency Medical Service
EOC - Emergency Operations Center
EOP - Emergency Operations Plan
ESF - Emergency Support Function
FEMA - Federal Emergency Management Agency
HAZMAT - Hazardous Materials
HSPD – Homeland Security Presidential Directive
ICS - Incident Command System
ICP - Incident Command Post
ISP - Incident Support Plan
JIC - Joint Information Center
JIS – Joint Information System
NIMS – National Incident Management System
NRF – National Response Framework
SARA – Superfund Amendment and Reauthorization Act
San Juan County – San Juan County
SOP – Standard Operating Procedures

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