



Utah

Emergency Operations Plan 2024

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 _____

Commission Chairman

County Commissioner

County Commissioner

ATTEST:

County Clerk

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.

DATE APPROVED: _____

County Commission Chairman

County Commissioner

County Commissioner

County Emergency Manager

PLAN IMPLEMENTATION

Once promulgated by the County Commission, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the County
- Emergencies within the County
- Non-routine life-safety issues affecting the County

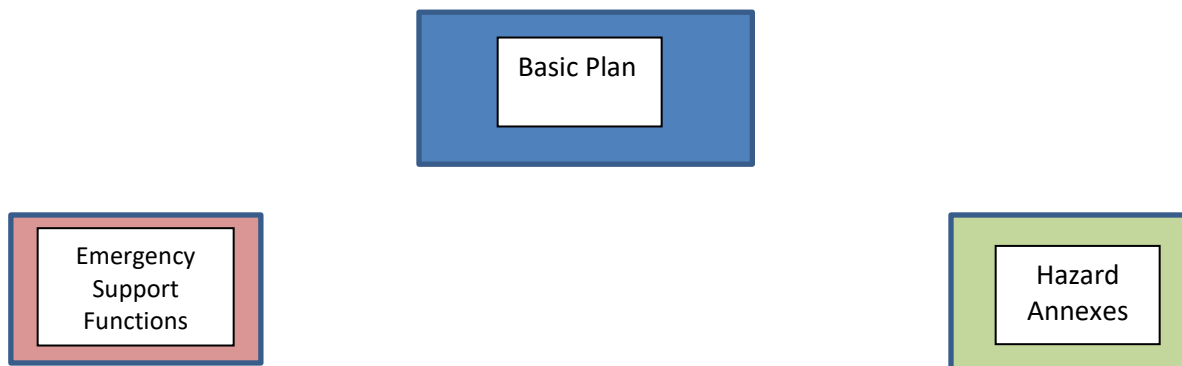
An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

PLAN ORGANIZATION

The County EOP is composed of three main elements:

- Basic Plan (with appendices)
- Emergency Support Functions (ESF's)
- Hazard-Specific Annexes (HA's)

San Juan County Emergency Operations Plan Organization



BASIC PLAN

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the County's emergency management structure. It serves as the primary document outlining roles and responsibilities of elected officials during an incident. Specifically, the Basic Plan identifies:

- A concept of operations for the County that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Roles and responsibilities for elected officials, County departments, and key response partners.
- The County's emergency response structure, including activation and operation of the County EOC and implementation of ICS.
- Hazards and threats facing the community, including planning assumptions based on the County's response capabilities.
- Disaster Intelligence
- Communications
- Administration, Finance, and Logistics
- The County's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.

ESF ANNEXES

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. In the event of an incident for which the County's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting additional resources from mutual aid agencies, followed by State agencies.

HAZARD SPECIFIC ANNEXES

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, HA's supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County's most current Hazard Identification and Vulnerability Assessment.

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 hazard annex appendices to this EOP.

RECORD OF PLAN CHANGES

The County Emergency Manager will coordinate review, revision, and re-promulgation of this plan every two years or when changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by Emergency Manager without formal County Commission approval. All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

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San Juan County Emergency Operations Plan

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Section 1 PURPOSE, SCOPE, SITUATIONS, AND ASSUMPTIONS

1.1 PURPOSE

The primary purpose of the EOP is to outline San Juan County's all-hazard approach to emergency operations in order to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP the County designates NIMS and the Incident Command System (ICS) as the framework within which all emergency management activities will be conducted.

1.2 SCOPE

The EOP is implemented whenever the County must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, County departments and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how emergency tasks will be performed. Training and equipment necessary for response operations should be maintained by County departments and agencies.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency operations. The general public is also welcome to review non-sensitive parts of this plan to better understand how the County manages emergency operations.

This plan is adopted to protect and preserve the public peace, health, safety, and welfare. Its provisions shall be liberally construed for the accomplishment of these purposes. No provision of or term used in this plan is intended to impose any duty whatsoever upon the County, or their officers, employees for whom the implementation or enforcement of this plan shall be, construed to create or form the basis of any liability on the part of the County, or their officers, employees, or agents, for any injury or damage resulting from failure of any public official or employee to comply with the provisions of this plan, or by reason or in consequence of any act or omission in connection with the implementation or enforcement of this plan on part of the County by any of their officers, employees or agents.

It is expressly the purpose of this plan to provide for and promote the health, safety, and welfare of the general public. It is not intended to create or otherwise establish or designate any particular class or group of persons who will or should be especially protected or benefited by its provisions.

1.3 SITUATION

San Juan County is located in southeastern Utah. The county borders 14 other counties, which is more than any other county in the United States. It is bordered on the north by Grand County; on the northeast by Mesa County, CO and Montrose County, CO; on the east by San Miguel County, CO, Delores County, CO, and

Montezuma County, CO; on the southeast by San Juan County, NM; on the south by Apache County, AZ and Navajo County, AZ; on the southwest by Coconino County, AZ; on the west by Kane County, Garfield County, and Wayne County; and on the northwest by Emery County. Total area of the county is 7,933 square miles, of which 113 square miles is water (U.S. Census QuickFacts, 2022). It is the largest county by area in Utah.



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.

History and settlement

San Juan County is originally named after the San Juan River, which was named by the Dominguez-Escalante party. Prehistorically, the Anasazi Basket makers inhabited the area and created many of the archeological ruins and items found throughout the county, such as cliff houses, pictographs, and petroglyphs. The Utes and Navajo Native Americans lived in the county after the Anasazi departed (SJ General Plan, 2018). The Navajo Nation still currently resides on a reservation in the southeast corner of the county on approximately 1.2 million acres. There is a portion of the Southern Utah Paiute Tribe and Ute Mountain Ute tribe within the county as well.

The first large group of white settlers came to the area in 1879 to scout out new land to settle. The expedition, made up of Latter-day Saint scouts, first opened up the Bluff area for settlement with the creation of Bluff Fort. After failing to irrigate effectively using the San Juan River, many people moved to Blanding and Monticello to raise cattle and livestock (SJ General Plan, 2018).

Gold, oil and gas, and uranium have been successfully mined throughout the county, providing many jobs for locals and boosting the county's economy. Tourism is also a primary resource in San Juan County.

Geography

San Juan County is in the semi-arid desert region of southeastern Utah. The county's terrain generally slopes to the west and the south, with its highest point, Mount Peale, at 12,726 feet above sea level. Blanding has an elevation of 6,106 feet, Monticello has an elevation of 7,070 feet, and Bluff has an elevation of 4,324 feet. The

Blue (Abajo) Mountains and the La Sal Mountains exceed 12,000 feet in elevation. Both ranges are covered with lush forests, contrasting the scenery below. The elevation change within the county is from nearly 13,000 feet in the La Sal Mountains to 3,000 feet at Lake Powell, a difference of about 10,000 feet.

The county’s western and southern borders lie deep within gorges carved by the Colorado and San Juan Rivers. Tributary canyons, cutting through rock layers of the surrounding deserts, have carved the land up with chasms, cliffs, and plateaus. In the center of the county are Cedar Mesa, Comb Wash, Natural Bridges, and Hovenweep National Monuments. Canyonlands National Park lies mostly within the county borders. The eastern side of Glen Canyon National Recreation Area/Lake Powell is also in the county.

Land Ownership

San Juan County has approximately 5.1 million total land acres. Federal land, administered by the Bureau of Land Management, holds the greatest land ownership in the county with 41% or approximately 2.1 million acres. The Navajo Nation has approximately 1.2 million acres (25%); the National Park Service has 589,000 acres (12%); the U.S. Forest Service encompasses about 450,000 acres (9%); the state of Utah owns 268,000 acres (5%); and State Parks have approximately 3,000 acres (less than 1%). Private ownership only makes up about 404,000 acres, which is just under 8% (SJ General Plan, 2018).

Since the county is 67% federal and state land, the land management policies of the corresponding governing agencies greatly impact the county’s economy (SJ General Plan, 2018).

San Juan County is in the far southeastern portion of Utah within the Colorado Plateau along the Colorado and Arizona borders. It is the largest county in Utah and the 24th largest in the United States with approximately 7,933 total square miles. Some of the more famous attractions within San Juan County are Monument Valley, Canyonlands National Park, Bears Ears National Monument, Lake Powell, Four Corners area, and the Navajo Indian Reservation. The following table lists the land use statistics in the county.

Land Use	Acres
Forest	1,890,662
Grain Crops	55,117
Conservation Reserve Program	36,079
Grass/Pasture/Hay lands	26,733
Orchards/Vineyards	71
Row Crops	26,557
Shrub/Rangeland	2,937,699
Water	45,629
Developed	4,488
County Total	5,023,035

The demographics and population of an area are important to understand what the impacts of a natural hazard may be on communities now and in the future. In 2021, San Juan County had a population of 14,489 (U.S. Census QuickFacts, 2021). This is a slight decrease from the population taken during the 2020 Census,

which was 14,518. The county saw a large uptick in growth in 2015 that lasted until 2019, reaching a peak of 15,358 in 2018. However, the population has been trending downward since 2020 when it dropped -5.16%.

The population trends for San Juan County and the three largest cities/town in the county are shown in the table below.

San Juan County Population Trends

Area in County	2010	2020	Percent Change 2010–2020
Entire County	14,746	14,518	-1.55%
Monticello	1,972	1,824	-7.51%
Blanding	3,375	3,394	0.56%
Bluff	258	240	-6.98%

Source: U.S. Census Bureau, 2010, 2020

Between 2010 and 2020, the county as a whole decreased in population by -1.55%, although there were periods of substantial growth and subsequent declines within that period. Monticello and Bluff both also decreased in population, with -7.51% and -6.98% declines respectively. The only city to experience growth in the county during this ten-year period was the city of Blanding, which grew by 0.56%.

Of the total population in the county, 50.0% are female (American Community Survey, 2019). 0.8% of residents were foreign born. The population is ethnically diverse with 48.0% of county residents listed as white and 48.5% of residents listed as American Indian. The county’s racial and ethnic distribution is listed in the table below. Only the six most common ethnicities in the county are included, and some members of the population may identify as more than one race.

San Juan County Racial and Ethnic Distribution

Race	Percent of Population
White	48.0%
Black or African American	0.4%
American Indian and Alaska Native	48.5%
Asian	0.6%
Native Hawaiian and Other Pacific Islander	0.1%
Hispanic or Latino	6.1%

Source: U.S. Census Bureau, 2020; American Community Survey, 2022

As of 2017 San Juan County was the poorest county (per capita) in the state and one of the poorest in the United States

San Juan County has three mainland-based economic opportunities that are expected to lead growth. These are mineral (hard rock mining and oil/gas exploration), agriculture, and tourism. Other factors that affect economic enrichment involve mineral production, governmental operations (state and federal), tribal operation, oil and gas exploration, and wildlife recreation.

San Juan County's largest employment industry rests with federal, state, and local government, retail trade, and health and social services. Tourism and professional and technical services are also large employers that contribute to the county's economy. The adjusted unemployment rate is 4.2% for San Juan County as of October 2022 compared to the state of Utah unemployment rate of 2.1% and the United States unemployment rate of 3.7% for the same period (Utah Department of Workforce Services, 2022).

The median household income for San Juan County was reported to be \$49,690, and the median home value was reported to be \$128,700 in 2020. The poverty rate in the county is 18.6% (U.S. Census QuickFacts, 2020).

There are several airports in the County located at Monticello, Blanding, and Halls Crossing (Cal Black Memorial Airport). In addition, there is a paved strip at Bluff and Monument Valley. There are dirt/gravel strips at Montezuma Creek, Navajo Mountain and Hite.

The nearest commercial airline service is located at Moab Utah, Cortez, Durango, and Grand Junction, Colorado, and Farmington, New Mexico.

State Route 191 traverses San Juan County from the North to the South. State Routes 491, 163, 261, 262, 95, 46, and 276 are major traffic routes for tourists and commercial travel throughout the County. Either the Utah Department of Transportation or San Juan County almost exclusively maintain the public roadways within San Juan County.

Several bridges provide key access to portions of the county; these are the Mexican Hat Bridge on State Route 163, the bridge at Bluff/San Juan Island on State Route 191, the Montezuma Creek Bridge on State Route 163, and the bridge crossing the San Juan River at Montezuma Creek, the Oljato Bridge near Oljato, the Paiute Creek Bridge at Navajo Mountain and the bridges on State Route 95 near Hite. If the bridge crossing the Colorado River near Moab became dysfunctional, there would be a significant impact on the County.

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 winter storms, drought, and flooding, other hazards such as wildfires, and landslides pose risks to San Juan County's population and property.

1.4 IDENTIFIED HAZARDS

There are countless hazards that pose a threat to human life, health, and well-being, and no attempt is made here to compile an exhaustive list. Those that are addressed in disaster planning are generally categorized as "natural" or "technological" (sometimes "manmade"). The FEMA website contains a thorough discussion and list of hazards in the section entitled "National Risk Index for Natural Hazards" (FEMA, 2022). Some hazards are a threat to all geographic areas while others (e.g., flooding) are more limited in their extent. Studies were conducted to determine which hazards are of concern in San Juan County.

San Juan County hazards were identified and their frequency of occurrence evaluated using a number of resources, including:

- 2018 San Juan County Pre-Disaster Natural Hazard Mitigation Plan
- San Juan County 2018 General Plan

- Hazard planning documents developed by state, federal, and private agencies
- NOAA weather data from the past 72 years
- Data from the United States Geological Survey (USGS) and the Utah State Geological Survey (UGS)

Hazards that have been identified as significant in this county are listed below.

Natural Hazards

- Severe Summer Weather
 - Extreme Heat
 - Lightning
 - Hail
 - Tornado
 - Straight-Line Wind
- Severe Winter Weather
 - Extreme Cold
 - Winter Storm
 - Avalanche
- Wildfire
- Flood
 - River or Stream Flood
 - Flash Flood
 - Dam Failure
- Drought
- Infestation

Geological Hazards

- Earthquake
- Landslide
- Problem Soils

Technological (Manmade) Hazards

- Hazardous Material Incident

The occurrence of one or more of the previously listed emergency/disaster events could result in a catastrophic disaster situation, which could overwhelm local and state resources.

It is necessary for the County to plan for and to carry out coordinated disaster response and short-term recovery operations utilizing local resources; however, it is likely that outside assistance would be necessary in most major disaster situations affecting the County.

Emergency and disaster occurrences could result in disruption of government functions. This necessitates that all levels of local government and departments develop and maintain standard operating procedures to ensure continuity of government. These procedures will address depth of staffing, lines of succession, and mode of operation.

Most natural disasters will leave at least some part of the county isolated and on its own for a period of time. The County responds to Emergencies as they happen, providing resources that are available, then reaching out to our region, state and non-governmental organizations when we need more assistance

Officials of the County are aware of the threat of major emergency or disaster and will fulfill identified responsibilities as needed to the extent possible.

1.4.1 Natural Hazards

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

- **Wildland Fire:** 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.
- **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.
- **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.
- **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.
- **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.
- **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.

1.4.2 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.

1.4.3 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. 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 county. 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 utilized.
- **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 with 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.

1.5 Hazard Assessment

Each hazard included in this plan was assessed and ranked based on a pre-defined hazard risk methodology consistent with FEMA's mitigation plan requirements. Information from the hazard profiles and input from subject matter experts were used to inform the hazard risk assessment process. The following is a description of the key factors.

1.5.1 Probability

Probability/Likelihood of Occurrence: The probability of occurrence of a hazard is indicated by a probability factor based on the likelihood of annual occurrence:

High: Significant hazard event is likely to occur annually (Probability Factor = 3)

Medium: Significant hazard event is likely to occur within 25 years (Probability Factor = 2)

Low: Significant hazard event is likely to occur within 100 years (Probability Factor = 1)

Unlikely: There is little to no probability of significant occurrence, or the recurrence interval is greater than every 100 years (Probability Factor = 0)

1.5.2 Extent Intensity

The assessment of hazard frequency is generally based on past hazard events in the area.

Extent was assessed in two categories: extent/intensity and catastrophic potential of the hazard. Numerical impact factors were assigned as follows:

Extent/Intensity: Extent is defined as the range of anticipated intensities of the identified hazards. Extent is most commonly expressed using various scientific scales, such as the Saffir Simpson Scale or Enhanced Fujita scale.

High: Historical and/or probabilistic models/studies for this hazard indicate the possibility of a high-intensity incident (Extent Factor = 3)

Medium: Historical and/or probabilistic models/studies for this hazard indicate the possibility of a medium-intensity incident (Extent Factor = 2)

Low: Historical and/or probabilistic models/studies for this hazard indicate the possibility of a low-intensity incident (Extent Factor = 1)

Unlikely: Historical and/or probabilistic models/studies for this hazard indicate the possibility of little to no intensity (Extent Factor = 0)

Catastrophic: The potential that an occurrence of this hazard could be catastrophic.

High: High potential that this hazard could be catastrophic (Extent Factor = 3)

Medium: Medium potential that this hazard could be catastrophic (Extent Factor = 2)

Low: Low potential that this hazard could be catastrophic (Extent Factor = 1)

Unlikely: Virtually no potential that this hazard could be catastrophic (Extent Factor = 0)

Each category was assigned a weighting factor to reflect its significance, consistent with those typically used for measuring the benefits of hazard mitigation actions: a weighting factor of 3 was assigned for *Extent/Intensity* and its potential to be *Catastrophic*.

1.5.3 Vulnerabilities

Vulnerabilities were assessed in three categories: population exposure, property exposure, and exposure based on changes in development. Numerical impact factors were assigned as follows:

People: Values were assigned based on the percentage of the total population exposed to the hazard event.

High: 30% or more of the population is exposed to this hazard (Vulnerability Factor = 3)

Medium: 15% to 29% of the population is exposed to this hazard (Vulnerability Factor = 2)

Low: 14% or less of the population is exposed to this hazard (Vulnerability Factor = 1)

No Vulnerability: None of the population is exposed to this hazard (Vulnerability Factor = 0)

Property Exposed: Values were assigned based on the percentage of the total property value exposed to the hazard event.

High: 25% or more of the total assessed property value is exposed to the hazard (Vulnerability Factor = 3)

Medium: 10% to 24% of the total assessed property value is exposed to the hazard (Vulnerability Factor = 2)

Low: 9% or less of the total assessed property value is exposed to the hazard (Vulnerability Factor = 1)

No Vulnerability: None of the total assessed property value is exposed to the hazard (Vulnerability Factor = 0)

Changes in Development: Changes in development since the previous plan was approved have increased or decreased the community's vulnerability/exposure to this hazard.

High: Changes in development have significantly increased the vulnerability/exposure of the community to this hazard (Vulnerability Factor = 3)

Medium: Changes in development have increased the vulnerability/exposure of the community to this hazard, but not significantly (Vulnerability Factor = 2)

Low: Changes in development have minimally increased the vulnerability/exposure of the community to this hazard (Vulnerability Factor = 1)

No Vulnerability: Changes in development have had no effect and/or have decreased the vulnerability/exposure of the community to this hazard (Vulnerability Factor = 0)

Each category was assigned a weighting factor to reflect its significance, consistent with those typically used for measuring the benefits of hazard mitigation actions: a weighting factor of 3 was assigned for *People*, and a weighting factor of 1 was assigned for *Property Exposed* and *Changes in Development*. Vulnerability analyses included modeling based on identified critical asset inventories throughout the county including all participating jurisdictions. During the plan update process asset inventories did not include replacements cost, this has been identified as a data need for future plan updates.

1.5.4 Impact

Hazard impacts were assessed in five categories: underserved/equity, property damages, economic, future development, and climate change. Numerical impact factors were assigned as follows:

Underserved/Equity: Values were (1) assigned based on best available data for underserved populations vulnerable to the hazard event and (2) are likely to experience adverse/disproportionate impacts from the hazard incident resulting in greater disparity in equity.

High: Underserved populations exposed to this hazard are likely to experience significant adverse/disproportionate impacts (Impact Factor = 3)

Medium: Underserved populations exposed to this hazard are likely to experience some adverse/disproportionate impacts (Impact Factor = 2)

Low: Underserved populations exposed to this hazard are likely to experience minimal adverse/disproportionate impacts (Impact Factor = 1)

No impact: Underserved populations exposed to this hazard are not likely to experience significant adverse/disproportionate impacts (Impact Factor = 0)

Property Damages: Values were assigned based on the expected total property damages incurred from a hazard incident. It is important to note that values represent estimates of the loss from a major incident based on historical data or probabilistic models/studies.

High: More than \$5,000,000 in property damages is expected from a single major hazard event, or damages are expected to occur to 15% or more of the property value within the jurisdiction (Impact Factor = 3)

Medium: More than \$500,000 but less than \$5,000,000 in property damages is expected from a single major hazard event, or expected damages are expected to more than 5%, but less than 15% of the property value within the jurisdiction (Impact Factor = 2)

Low: Less than \$500,000 in property damages is expected from a single major hazard event, or less than 5% of the property value within the jurisdiction (Impact Factor = 1)

No impact: Little to no property damage is expected from a single major hazard event (Impact Factor = 0)

Economic: An estimation of the impact, expressed in terms of dollars, on the local economy is based on a loss of business revenue, crops, worker wages, and local tax revenues or on the impact on the local gross domestic product (GDP).

High: Total economic impact is likely to be greater than \$10,000,000 (Impact Factor = 3)

Medium: Total economic impact is likely to be greater than \$100,000 but less than or equal to \$10,000,000 (Impact Factor = 2)

Low—Total economic impact is not likely to be greater than \$100,000 (Impact Factor = 1)

No Impact: Virtually no significant economic impact (Impact Factor = 0)

Future Development: The potential that future development will have on increasing or decreasing the impact/consequence of this hazard.

High: Future development trends will significantly increase the impact/consequence of this hazard (Impact Factor = 3)

Medium: Future development trends will increase the impact/consequence of this hazard, but not significantly (Impact Factor = 2)

Low: Future development trends will minimally increase impact/consequence of this hazard (Impact Factor = 1)

No Impact: Future development trends will not increase the impact/consequence of this hazard and/or may even decrease the impact/consequence of this hazard (Impact Factor = 0)

Climate Change: The potential that climate change will increase the risk of this hazard (e.g., type, location, and range of anticipated intensities of the identified hazard and impacts).

High: Climate change trends will significantly increase the risk of this hazard and its impacts (Impact Factor = 3)

Medium: Climate change trends will increase the risk of this hazard and its impacts, but not significantly (Impact Factor = 2)

Low: Climate change trends will minimally increase the risk of this hazard and its impacts (Impact Factor = 1)

No Impact: Climate change trends will not increase the risk of this hazard and its impacts (Impact Factor = 0)

Each category was assigned a weighting factor to reflect its significance, consistent with those typically used for measuring the benefits of hazard mitigation actions: a weighting factor of 3 was assigned for *Underserved/Equity*, and a weighting factor of 2 was assigned for *Property Damages*. A weighting factor of 1 was assigned for *Economic, Future Development, and Climate Change*.

1.5.5 Social Vulnerability

Social Vulnerability measures the susceptibility of social groups to the adverse impacts of natural hazards, including disproportionate death, injury, loss, or disruption of livelihood.

Social Vulnerability for San Juan County, UT | FEMA National Risk Index

Census Tract	Communities in Census Tract	Social Vulnerability Score	Rating
942100	Unincorporated San Juan County	61.35	Very High
942000	Unincorporated San Juan County	58.40	Very High
978200	City of Blanding and Town of Bluff	36.69	Relatively High
978100	City of Monticello	34.08	Relatively Moderate

Social Vulnerability is measured using the Social Vulnerability Index (SoVI) published by the University of South Carolina's Hazards and Vulnerability Research Institute (HVRI). Source: National Risk Index, 2023d; 2023e

1.5.6 Community Resilience

Community Resilience measures a community’s ability to prepare for anticipated natural hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions.

Community Resilience for San Juan County, UT | FEMA National Risk Index

Census Tract	Communities in Census Tract	Community Resilience Score	Rating
942100	Unincorporated San Juan County	49.47	Very Low
942000	Unincorporated San Juan County	49.47	Very Low
978200	City of Blanding and Town of Bluff	49.47	Very Low
978100	City of Monticello	49.47	Very Low
<i>Community Resilience is measured using the Baseline Resilience Indicators for Communities (HVRI BRIC) published by the University of South Carolina’s Hazards and Vulnerability Research Institute (HVRI). Source: National Risk Index, 2023a; 2023d</i>			

1.5.7 Expected Annual Loss

The table below shows the overall expected annual loss score for the entire county based on all natural hazards. Hazard-specific scores are included in each hazard chapter under *Impacts & Loss Estimates*.

Expected Annual Loss for San Juan County, UT | FEMA National Risk Index

Census Tract	Communities in Census Tract	Expected Annual Loss Score	Rating
942100	Unincorporated San Juan County	16.33	Relatively Low
942000	Unincorporated San Juan County	15.53	Relatively Low
978200	City of Blanding and Town of Bluff	18.88	Relatively Low
978100	City of Monticello	17.47	Relatively Low
<i>Expected Annual Loss scores are calculated using an equation that combines values for exposure, annualized frequency, and historic loss ratios (Expected Annual Loss = Exposure × Annualized Frequency × Historic Loss Ratio). Source: National Risk Index, 2023c; 2023d</i>			

1.5.8 Overall NRI Score

The table below shows the overall FEMA National Risk Index Score for the entire county based on all natural hazards. Hazard-specific scores are included in each hazard chapter under *FEMA NRI Score*.

Overall National Risk Index Score for San Juan County, UT

Census Tract	Communities in Census Tract	FEMA National Risk Index Score	Rating
942100	Unincorporated San Juan County	32.57	Relatively High
942000	Unincorporated San Juan County	29.49	Relatively High

Census Tract	Communities in Census Tract	FEMA National Risk Index Score	Rating
978200	City of Blanding and Town of Bluff	22.53	Relatively Moderate
978100	City of Monticello	19.36	Relatively Moderate

Risk Index scores are calculated using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability, and Community Resilience (Expected Annual Loss x Social Vulnerability / Community Resilience = Risk Index). Source: National Risk Index, 2023b; 2023d

1.5.8 Overall Risk Scores

2023 Hazard Risk Scores for San Juan County

Hazard Event	Probability	Consequence				Total Risk Score (Probability x Consequence)
	Probability Factor	Sum of Weighted Extent Factors	Sum of Weighted Vulnerability Factors	Sum of Weighted Impact Factors	Consequence Score	
Wildfire	3	12	8	13	33	59
Winter Storm	3	6	15	11	32	57
Drought	3	15	6	9	30	54
Flash Flood	3	9	8	12	29	53
Straight-Line Wind	3	9	10	7	26	48
Extreme Cold	3	6	9	10	25	46
Earthquake	2	9	15	6	30	38
Hazardous Material Incident	3	9	5	3	17	33
Hail	2	6	10	5	21	28
Infestation	3	9	0	4	13	26
Avalanche	2	6	5	2	13	18
Landslide	2	3	6	3	12	17
Dam Failure	1	9	6	8	23	16
Extreme Heat	1	3	9	8	20	14
Lightning	2	3	5	2	10	14
River or Stream Flood	1	3	6	5	14	10
Tornado	1	3	5	6	14	10
Problem Soils	1	3	6	0	9	7

Hazard Risk Scores Legend

Probability Factor		Sum of Weighted Extent Factors		Sum of Weighted Vulnerability Factors		Sum of Weighted Impact Factors		Consequence Score		Total Risk Score	
1	Low (L)	0–6	Low (L)	0–6	Low (L)	0–8	Low (L)	0–25	Low (L)	0–25	Low (L)
2	Medium (M)	7–12	Medium (M)	7–12	Medium (M)	9–16	Medium (M)	26–45	Medium (M)	26–60	Medium (M)
3	High (H)	13–18	High (H)	13–18	High (H)	17–24	High (H)	46–60	High (H)	61–100	High (H)

**The legend—specifically the assignment of low, medium, and high—provides an additional means to qualitatively assess the Probability Factor, sum of Weighted Extent, Vulnerability, and Impact Factors, and the Total Risk Scores for each hazard. The Consequence Score represents the sum of the Extent, Vulnerability, and Impact Factors. The Total Risk Score is a measure of Probability and Consequence.*

1.5.9 PROTECTION OF CRITICAL INFRASTRUCTURE AND KEY RESOURCES

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the county. CIKR includes the assets, systems, networks, and functions that provide vital services to cities, states, regions, and, sometimes, the nation, disruption to which could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

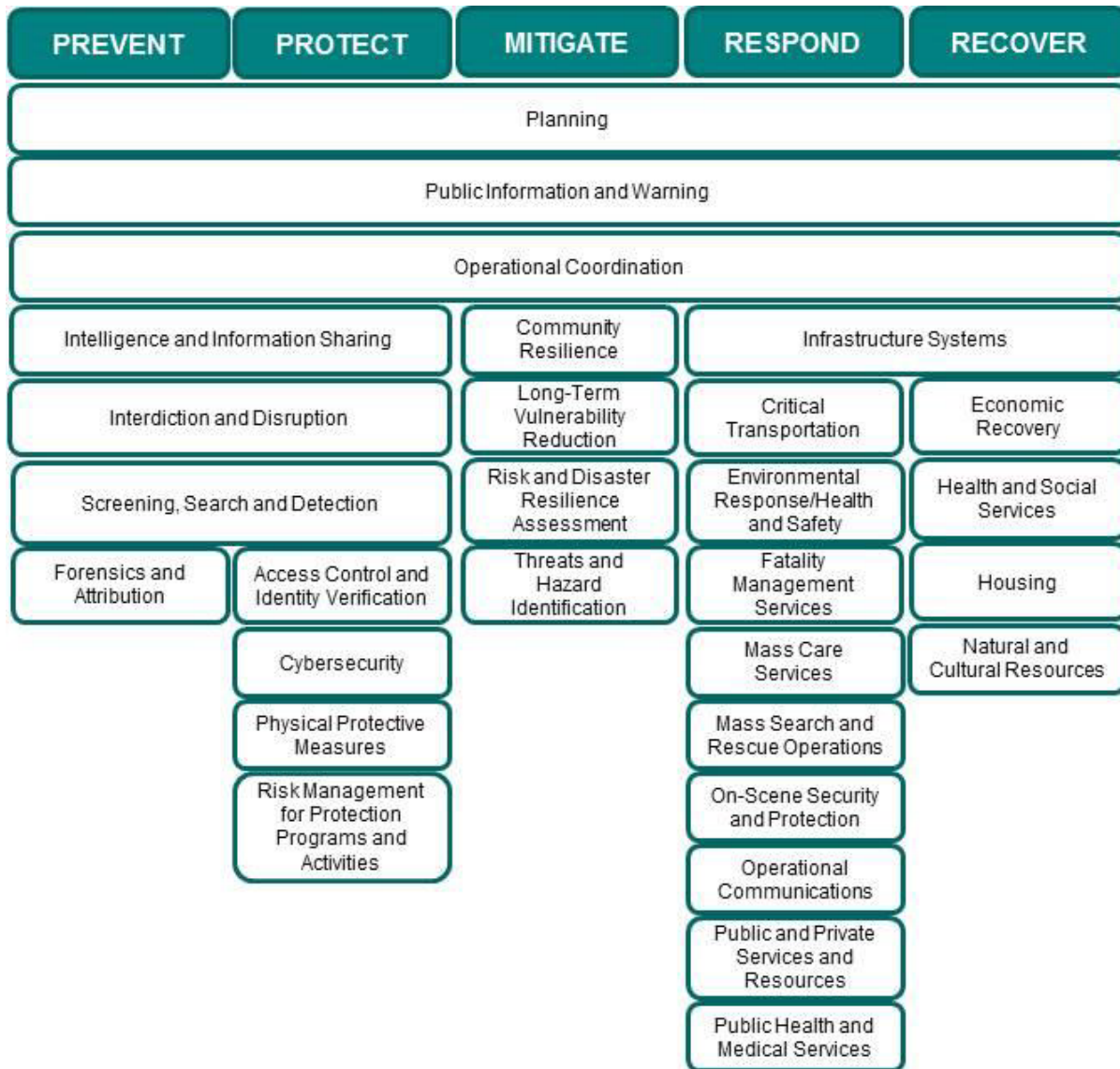
Key facilities that should be considered in infrastructure protection planning include:

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.
- Government facilities, such as departments, agencies, and administrative offices.
- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
- Police stations, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
- Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events
- Communications and cyber systems, assets and networks such as secure servers and fiber optic communications lines.

1.6 CAPABILITY ASSESSMENT

The availability of the County’s physical and staff resources may limit its capability to conduct short- and long-term response actions on an independent basis. County response capabilities are also limited during periods when essential staff is on vacation, sick, or under furlough due to budgetary constraints.

CORE CAPABILITIES LIST



1.7 MITIGATION OVERVIEW

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.

1.7.1 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. Please see the Hazard Mitigation Plan to see the goals identified within the plan.

1.8 PLANNING ASSUMPTIONS

This EOP is based on the following assumptions and limitations:

- It is possible for a major disaster to occur at any time and any place in or near San Juan County. While in some cases, timely dissemination of warnings and increased readiness measures may be possible, many disasters occur with little or no warning;
- Incidents begin at the County or local government level (this includes special districts) and will remain the responsibility of the local government throughout the incident and through the recovery phase. Higher levels of government may agree to share some of the responsibility within an agreed upon scope. Generally, local jurisdictions (up through the county) should not plan on the arrival of significant State resources ordered for 24 to 36 hours after the incident. Federal resources may not arrive until 48-72 hours after the incident.
- An emergency or disaster can occur at any time and any location. It may create a significant degree of human suffering and loss of life, property damage and economic hardship to individuals, government, public services, the environment and the business community.
- Collaborating and sharing information across multiple levels of government, the response community and the private sector is essential for the successful stabilization and common operating picture of any emergency or disaster.
- The public Depending upon the magnitude and catastrophic nature of the emergency and disaster there is a potential that any and all county offices and departments could be mission tasked to respond and perform certain functions during an emergency or disaster event. The transition to emergency work would be under the direction of the Board of County Commissioners and managed by the County Administrator.
- Hazardous conditions may continue for some time following a major disaster thereby increasing the risk of casualties or fatalities.
- Evacuation plans lend themselves to events that are predictable and have adequate warning time. All other events are impromptu and situation dependent requiring evacuation or shelter-in-place decisions based on the hazard. Effective evacuation plans should be phased or tiered based on at-risk populations, and should include trigger points, pre-designated routes and timelines. They may also include pre-designated safe areas for specific hazards (such as flood), which could be reached on foot when evacuation routes are damaged, impassable or gridlocked with traffic. Many of the County's disasters and emergencies are non-predictable with little to no warning time. When a local evacuation order is given, the City, Town, County and localities shall provide available assets to support that evacuation. Some mitigating factors in a mass evacuation include the physical location of the incident and the timeframe of the incident.
- Essential County services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by County emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.

- Each responding County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- The County will be responsible for utilizing all available local resources, along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the State.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours, days, or weeks following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the County may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the County could be subject to radioactive fallout or other hazards related to weapons of mass destruction
- Outside assistance will be available in most major emergency/disaster situations that affect the County. It is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis until outside assistance can arrive.
- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control in a State-declared emergency.
- County communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - Familiar with established policies and procedures
 - Assigned pre-designated tasks
 - Provided with assembly instructions
 - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.
- 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 by actual agency capabilities and resources that 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 up to 2 weeks to arrive.
- The County response to emergencies will be as immediate as possible, outside resources will take longer. We strongly encourage families to prepare to provide for themselves for the basic human needs, for at least two weeks after a disaster.

1.9 Individuals with Access and Functional Needs

At-risk individuals are people with access and functional needs that may interfere with their ability to access or receive medical care before, during, or after a disaster or emergency. Irrespective of specific diagnosis, status, or label, the term “access and functional needs” is a broad set of common and cross-cutting access and function-based needs.

- Access-based needs require resources that are accessible to all individuals, such as social services, accommodations, information, transportation, medications to maintain health, etc.
- Function-based needs refer to restrictions or limitations an individual may have that requires assistance before, during, and/or after a disaster or public health emergency.

The 2013 Pandemic and All-Hazards Preparedness Reauthorization Act defines at-risk individuals as children, older adults, pregnant women, and individuals who may need additional response assistance. Examples of these populations may include but are not limited to individuals with disabilities, individuals who live in institutional settings, individuals from diverse cultures, individuals who have limited English proficiency or are non-English speaking, individuals who are transportation disadvantaged, individuals experiencing homelessness, individuals who have chronic medical disorders, and individuals who have pharmacological dependency.

At-risk individuals may have a number of additional needs that must be considered in planning for, responding to, and recovering from a disaster or emergency. A recommended approach for integrating the access and functional needs of these individuals is as follows:

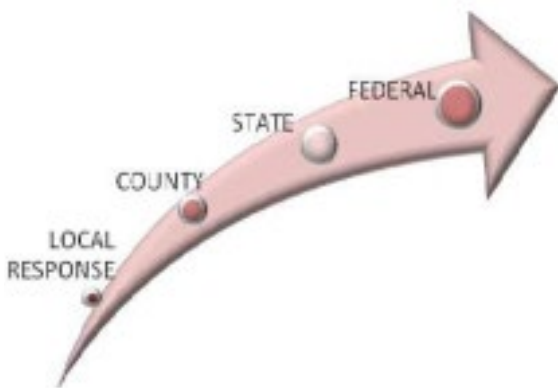
- **Communication** – Individuals who may have limitations that interfere with the receipt of and response to information require information be provided in an appropriate and accessible format. This can include individuals who are deaf or hard of hearing, individuals who speak American Sign Language, individuals who have limited or no English proficiency, individuals who are blind or have low vision, and individuals who have cognitive or physiological limitations.
- **Maintaining Health** – Individuals who may require Personal Assistance Services (or personal care assistance) in maintaining their activities of daily living such as eating, dressing, grooming, transferring, and toileting. Independence – Includes individuals who function independently if they have their

assistive devices, such as consumable medical supplies (diapers, formula, bandages, ostomy supplies, etc.), durable medical equipment (wheelchairs, walkers, scooters, etc.), and/or service animals.

- **Services and Support** – Includes support for individuals with behavioral health needs, those who have psychiatric conditions (such as dementia, Alzheimer's disease, Schizophrenia, severe mental illness), pregnant women, nursing mothers, and infants, and children.
- **Transportation** – Includes individuals with transportation needs because of age, disability, temporary injury, poverty, addiction, legal restriction, or those who do not have access to a vehicle. This requires coordination to ensure access to accessible vehicles.

While most individuals with access and functional needs do not have acute medical needs requiring the support of trained medical professionals, many will require assistance to maintain health and minimize preventable medical conditions. These individuals may require more time and assistance during an evacuation. According to the US Census Bureau, 12.5% of the County's population under the age of 65 has some form of disability. This number warrants special attention from planners and emergency managers.

SECTION 2 CONCEPT OF OPERATIONS



Phases of Emergency Management
Emergency operations involve much more than merely responding to an incident when it occurs. Regardless of the type of hazard, there are five stages in the emergency management process: prevention, mitigation, preparedness, response, and recovery.



In the absence of a declared disaster or state of emergency, the emergency response forces of the community (EMS, fire, law enforcement, emergency management 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.

2.1 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

2.2 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.

2.3 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.

2.4 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 a bi-annual basis, the EOC will be 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.

2.5 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.

2.6 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: Partial Activation.
- Level III: Limited
- Level IV: 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.

2.7 Levels of Emergencies/Disaster and Corresponding Actions

2.7.1 Level 1: Full Activation: Full activation of the EOC. All ICS EOC support positions and Emergency Support Functions (ESFs) report to the EOC. Major natural or manmade event – All departments assisting in response. Citizens in need of assistance and/or sheltering. Recovery may be long-term. TYPE I and II events.

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.

2.7.2 Level 2: Partial Activation: Partial activation of the EOC, only requested ICS EOC support positions and ESF's report to the EOC for short term operations involving limited agencies, such as Public Works, Fire and Law Enforcement agency representation as needed. Type II and III Events.

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.

2.7.3 Level 3: Limited Activation

Emergency Management staff and ICS EOC support positions as needed, monitoring potential hazard development when there is advance notice and/or a planned event. Center is open; gaining situational awareness and monitoring the event(s). Conference calls may be occurring with Emergency Management and/or other county agencies. Type III and IV Events

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.

2.7.4 Level 4: Monitoring

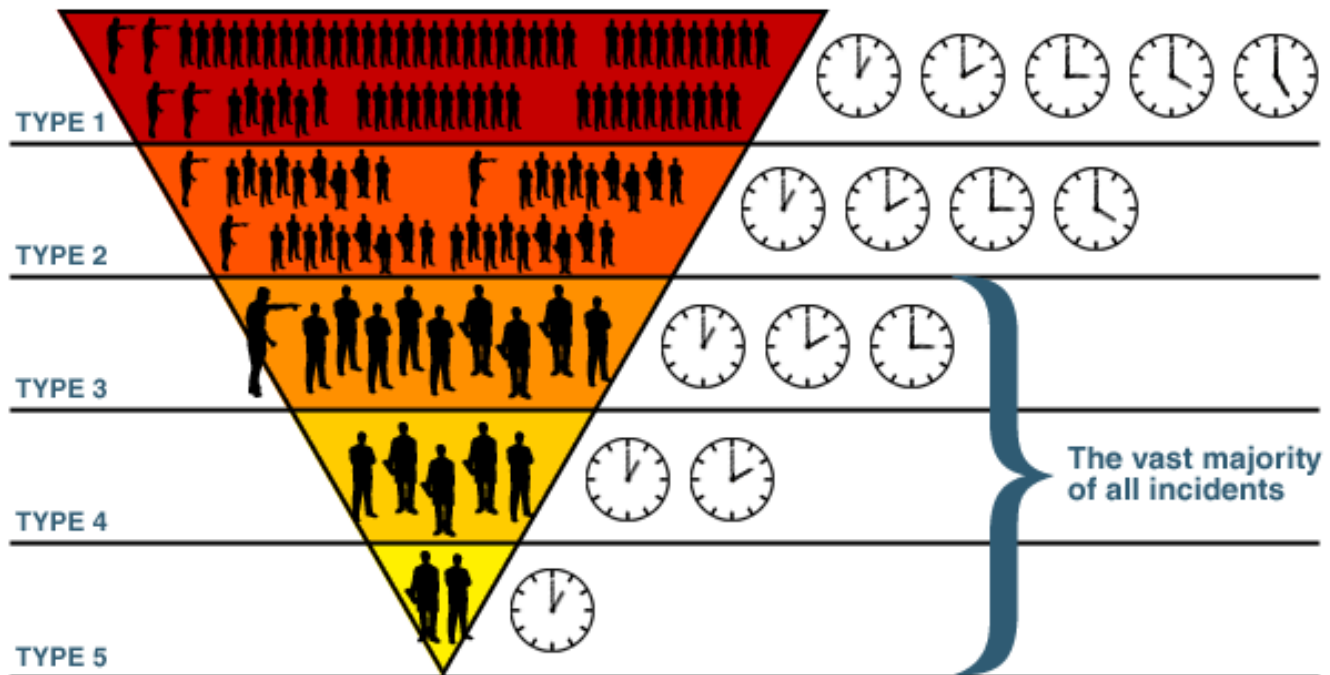
Activation is virtual Gaining situational awareness and monitoring the event(s). Type IV and V Events

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.

The Federal NIMS/ICS: System establishes a typing system for incident response as an aid to categorize the size and magnitude of an emergency/disaster. San Juan County will utilize these levels when describing an incident to responders, state and federal officials and the media.

A Type 5 incident is the smallest and least complex incident, and a Type 1 incident is the most complex. These types illustrate the different levels of responsibility for the emergency and are based on the premise that unless the incident is an act of terrorism under investigation by the Federal Government or occurs on State and/or Federal lands, the local agency and first responders will be supported by state and federal agencies.

FEMA Incidents Types



Type 5 Incident

Local first responders and on-scene incident commander if any.

Characteristics

- One or two single response resources with up to 6 response personnel, the incident is expected to last only a few hours, no ICS and General Staff positions activated other than Incident Commander;
- Emergency Manager may be notified and monitor response and assist with coordination and/or dispatch efforts and notifications to Command Staff and Elected Officials;
- Everyday incidents and response to emergencies throughout San Juan County. This may involve fire, EMS and law enforcement. The incident is typically resolved within a few hours;
- Examples: Two Vehicle Accident Scene, Trapped Person, Isolated Power Outages from Storms, Minor police investigation;
- San Juan County EOC may be activated at a level 4 to monitor the incident.
- Written Incident Action Plan (IAP) is not generated or required.

Type 4 Incident

Command Structure

- Several single response resources required, select ICS Command and General Staff activated only as needed;
- On-Scene Incident Commander;
- First Responders;
- Additional Responders requested;
- San Juan County EOC may be activated at a level 4 to monitor the incident.
- San Juan County Incident Management Team may be activated

Characteristics

- Incident Commander runs scene and additional positions are only activated if needed;

- Emergency Manager should be notified and Emergency Manager monitor response and assist with coordination and/or dispatch efforts and notifications to Command Staff and Elected Officials;
- Incident is limited to one operational period;
- A written IAP is not generated but the incident should be documented and a log of all personnel generated.
- An agency administrator may have briefings, and complete a complexity analysis on the event. The agency administrator is responsible for operational planning such as objectives and priorities for the Incident.
- Example: Multi-Vehicle accident, small grass fires, minor search and rescue call out for injured or missing person.

Type 3 Incident

Command Structure

- Some or all ICS Command and General Staff are activated;
- First Responders;
- Additional resources requested;
- Mutual Aid agreements activated;
- San Juan County EOC may be activated at limited level. Emergency Management staff and ICS EOC support positions as needed

Characteristics

- Resource requirements will exceed the initial response resources;
- May extend into multiple operational periods;
- Incident is likely to have significant community impact and is likely to cause local municipalities and/or the county to declare a local emergency disaster;
- ICS positions are added to match the complexity of the incident;
- San Juan County EOC is activated and PIO is handling incident public affairs and the JIC may be established;
- The incident is extending into multiple operational periods;
- Mutual aid is required and state or federal partners are requested to assist;
- A written IAP is required for each operational period;
- Examples: Large Wildfire/grass fire, winter storm, widespread power outage, domestic water outage or boil orders, hostage situation, officer involved shooting, school shooting, etc.

Type 2 Incident

Command Structure

- All ICS Command and General Staff positions are filled;
- San Juan County EOC is at partial or full activation;
- PIO is handling incident public affairs and the JIC shall be established;
- Initial Responders;
- Additional Responders;
- Mutual Aid is activated.

Characteristics

- Regional or National resources will be required;
- The incident will extend into multiple operational periods;
- Incident exceeds the capabilities for local control and is expected to last an extended duration and multiple operational periods;

- May become a declared state emergency or disaster;
- The Joint Information Center is activated full time and staffed by local, county, state and possibly federal partners. A designated JIC manager is appointed;
- A written IAP is required for each operational period and a large incident command post is required to support the incident;
- If on private/county owned property, the Board of County Commissioners and Policy group retain oversight for the incident. There will be County management briefings and a delegation of authority from the County to the IMT for management of the incident (except for duties that can't be delegated by law);
- If on state or federal land, the agency with jurisdiction will maintain oversight for the incident and will involve the County Commissioners and Administration in briefings (i.e. – Fire on BLM or USFS lands that then spreads to private lands);
- Guideline for operations personnel is less than 200 per operational period and typically less than 500 personnel on the incident total;
- Examples: large wildfire that is threatening structures, uncontained and possibly already burned structures. Acts of terrorism, major flooding where a large number of citizens are affected and/or damage to critical infrastructure.

Type 1 Incident

Command Structure

- National level resources are required;
- All ICS Command and General Staff positions are utilized and Branches shall be established;
- Local responders are assisting agencies requested for mutual aid and regional and state-wide resources are hired to assist;
- San Juan County EOC is fully activated.

Characteristics

- This incident is the most complex and is an incident of national significance and requires federal assistance and resources to safely and effectively manage;
- The incident will extend into multiple operational periods;
- The incident will have a significant impact on the County and additional staff are needed to support Emergency Management, administrative and support functions;
- Evacuations of large areas and large shelter activations are likely with significant threat to human life and personal property;
- Operations personnel often exceed 500 per operational period or total;
- Examples: massive wildfire burning thousands of acres with no containment, national pandemic, major dam failure, major act of terrorism.

2.8 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.

2.9 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 Emergency Support

Function (ESF) annexes. ESFs are composed of local agencies and voluntary organizations that are grouped together to provide needed assistance.

These 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.

2.10 Community Lifelines

San Juan County will utilize Community Lifelines during emergency response:

According to FEMA, a lifeline enables continuous operation of critical government and business functions and is essential to human health and safety or economic security. Lifelines are considered the most fundamental services in a community that, when stabilized, enable all other aspects of society to function. When disrupted, decisive intervention (e.g., rapid service re-establishment or employment of contingency response solutions) is required to stabilize an incident.

Community Lifelines consist of:

- Safety and Security
- Food, Water, Shelter
- Health and Medical
- Energy
- Communications
- Transportation
- Hazardous Materials (Not every incident will impact all lifelines or components.)

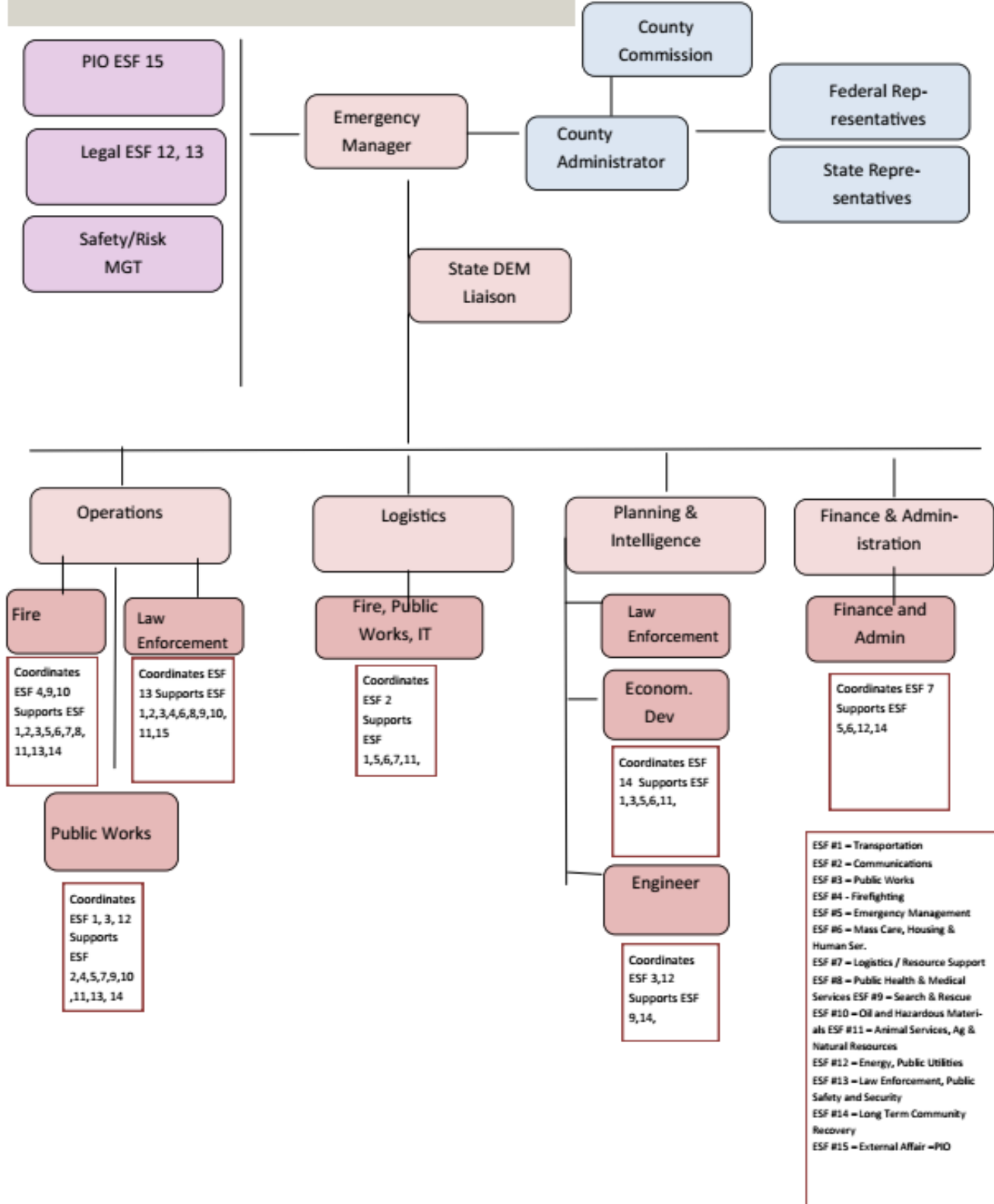
While lifelines were developed to support response planning and operations, the concept can be applied across the entire preparedness cycle. Efforts to protect lifelines, prevent and mitigate potential impacts to them, and building back stronger and smarter during recovery will drive overall resilience of the county, state and nation.

Community Lifelines Image



2.11 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.

2.12 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:

2.13 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.

2.14 Notification and Warning

San Juan County response agencies are dispatched by the Price Public Safety Dispatch Center 24/7. Price 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.

2.15 Response Functions

Routine emergencies will be managed using the Incident Command System. As an emergency escalates the Incident Commander will coordinate with County officials to ensure all public safety functions are being provided. When required by incident complexity, San Juan County will either assign an agency representative to command and/or open a County Emergency Operations Center (EOC). The EOC will manage issues including, but not limited to:

- Damage Assessment,
- Coordination of outside agencies and volunteers,
- Intergovernmental relations

As a result of an emergency or disaster event and declaration, county, state or federal **funding assistance is not guaranteed.**

SECTION 3 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 can 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 are 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. Sheriff's Office, Fire, EMS, Emergency Management, Road

Department, County Administration, Human Resource, County Clerk, County Treasurer, County Recorder, County Assessor, County Surveyor, County Attorney, County Health Department.

EOC Manager

- The EOC Manager is typically the Emergency Manager but in large incidents, may be delegated to a trained EOC manager from a Type III or larger Incident Management Team.
- The duties of the EOC Manager are to ensure the EOC is running smoothly, ESF leads and agency representatives have the equipment and supplies needed to accomplish their duties and collaborate with agencies and communicate the objectives of Incident/Unified Command to the EOC. The EOC Manager delegates tasks, receives requests for assistance/equipment from the field and assigns them to logistics or the appropriate ESF to fill. The EOC Manager provides leadership, direction and oversight to the EOC as it relates to activity tracking, objectives, document and records management, adhering to finance procedures and cost tracking, ensuring finance and legal and policy group members are involved in discussions. The EOC manager also serves as the point of contact for the policy group (County Administrator, Board of County Commissioners, Mayors, etc.) and communicates their needs, questions and complaints to the EOC and respective agencies;
- The EOC manager assesses information, runs complexity analysis and ensures information is correct and if additional assistance or activation levels are warranted requests additional assistance;
- The EOC/Emergency Manager assembles team members in the EOC and through virtual operations, sets meetings, and establishes a clear communication and command structure. The two top priorities for the EOC manager are: up to date information and a current operational plan.

Public Information Officer (PIO)

- As stated in more detail under roles and responsibilities, The PIO coordinates and manages the County's public information to internal and external messaging including local, regional and federal agencies and local, state and national media if required. The PIO develops press releases, coordinates information sharing through the JIC/JIS, clears official releases through incident command and manages media briefings and interviews as well as monitors/posts information's to social media.

EOC Safety Officer

An EOC Safety Officer has the same roles for the EOC and the ICS Safety Officer has for the Command Team:

- Identify and mitigate hazardous situations;
- Ensure safety messages and briefings are made;
- Exercise emergency authority to stop and prevent unsafe acts;
- Review the Incident Action Plan for safety implications;
Assign assistants qualified to evaluate special hazards;
- Initiate preliminary investigation of accidents within the incident area;
- Review and approve the Medical Plan;
- Participate in planning meetings.

Liaison Officer

- Liaisons should serve as the central point of contact with critical organizations that aren't necessarily ESF leads such as non-profits, the volunteer manager, public utility companies and medical facilities.
- Act as a point of contact for agency representatives;
- Maintain a list of assisting and cooperating agencies and agency representatives;
- Assist in setting up and coordinating interagency contacts;

- Monitor incident operations to identify current or potential interorganizational problems;
- Participate in planning meetings, providing current resource status, including limitations and capabilities of agency resources.

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.

3.1 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 medical, functional and access needs residents.

Operations Section Chief Responsibilities

- The Operations Section Chief is responsible for managing all tactical operations at an incident. The Incident Action Plan (IAP) provides the necessary guidance. The need to expand the Operations Section is generally dictated by the number of tactical resources involved and is influenced by span of control considerations. The Operations Section Chief is typically filled by the lead agency managing response activities for the specific type of incident. Major responsibilities of the Operations Section Chief are to:
 - Assure safety of tactical operations;
 - Manage tactical operations;
 - Develop the operations portion of the IAP;
 - Supervise execution of operations portions of the IAP;
 - Request additional resources to support tactical operations;
 - Approve release of resources from active operational assignments;
 - Make or approve expedient changes to the IAP;
 - Maintain close contact with IC, subordinate Operations personnel, and other agencies involved in the incident;
- The Operations Section Chief directs and receives reports from the seven (7) community lifelines which represent Operations Branches – Public Safety, Health & Medical, Communications, Transportation, Hazardous Materials, Energy and Food, Water and Shelter. Each of these Community Lifeline Branches is led by a lead Emergency Support Function (ESF) and supporting ESFs who will develop and implement plans for their respective fields of expertise.

3.2 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 Logistics Section is responsible for providing:

- Facilities;
- Transportation;
- Communications;
- Supplies;
- Equipment maintenance and fueling;
- Food services (for responders);
- Medical services (for responders);
- All off-incident resources.

Major responsibilities of the Logistics Section Chief are to:

- Provide all facilities, transportation, communications, supplies, equipment maintenance and fueling, food and medical services for incident personnel, and all off-incident resources;
- Manage all incident logistics;
- Provide logistical input to the IAP;
- Brief Logistics Staff as needed;
- Identify anticipated and known incident service and support requirements;
- Request additional resources as needed;
- Ensure and oversee the development of the Communications, Medical, and Traffic Plans as required;
- Oversee demobilization of the Logistics Section and associated resources.

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.

3.3 Finance and Administration Section

In addition to the assigned daily duties, the County Administrator/County Clerk/Treasurer/Recorder/Assessor 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.

Finance/Administration Section Chief Responsibilities

The Finance/Administration Section Chief is responsible for managing all financial aspects of an incident. Not all incidents will require a Finance/Administration Section. Only when the involved agencies have a specific need for finance services will the Section be activated. Major responsibilities of the Finance/Administration Section Chief are to:

- The Finance Section Chief and finance section receives all requests for equipment, personnel and specialized equipment/services and reviews the cost and budget and determines if the item(s) requested fall within purchasing policy for the County or if the item is the responsibility of another agency. If the responsibility of an agency, finance will coordinate with the agency head/representative with spending authority to approve or deny the request for the item(s) or personnel;
 - If requests are denied, Finance Section Chief should work with IC and the requesting Agency/ESF/Lifeline to come up with a budget to solve the solution for the problem being denied assistance;
- Provide financial and cost analysis information as requested;
- Ensure compensation and claims functions are being addressed relative to the incident;
- Gather pertinent information from briefings with responsible agencies;
- Develop an operating plan for the Finance/Administration Section and fill Section supply and support needs;
- Determine the need to set up and operate an incident commissary;
- Meet with assisting and cooperating agency representatives as needed;
- Maintain daily contact with agency(s) headquarters on finance matters;
- Ensure that personnel time records are completed accurately and transmitted to home agencies;
- Ensure that all obligation documents initiated at the incident are properly prepared and completed;
- Brief agency administrative personnel on all incident-related financial issues needing attention or follow-up;
- Provide input to the IAP.
- The default Finance Section Chief will be the County's Clerk Auditor. If multiple agencies/jurisdictions are involved in the incident response with financial obligations, each agency or special district should designate their finance director or another employee authorized to act on behalf of the agency with financial authority to serve in the EOC. Together, these individuals shall comprise the Finance Section and be responsible for reviewing and approving or denying financial purchases and maintaining documentation to FEMA standards. The purpose of shared finance section roles is each agency is responsible for the costs incurred by their agency or the costs per a signed cost-share agreement and a shared-finance section ensures proper review and approval/denial of purchase or contract requests.

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.

3.4 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 Section Chief Responsibilities

The Planning Section Chief is responsible for providing planning services for the incident. Under the direction of the Planning Section Chief, the Planning Section collects situation and resources status information, evaluates it, and processes the information for use in developing action plans. Dissemination of information can be in the form of the IAP, in formal briefings, or through map and status board displays. Major responsibilities of the Planning Section Chief are to:

- Collect and manage all incident-relevant operational data;
- Supervise preparation of the IAP;
- Provide input to the IC and Operations in preparing the IAP;
- Incorporate Traffic, Medical, and Communications Plans and other supporting materials into the IAP;
- Conduct and facilitate planning meetings;
- Reassign personnel within the ICS organization;
- Compile and display incident status information;
- Establish information requirements and reporting schedules for units (e.g., Resources and Situation Units);
- Determine need for specialized resources;
- Assemble and disassemble Task Forces and Strike Teams (or law enforcement Resource Teams) not assigned to Operations;
- Establish specialized data collection systems as necessary (e.g., weather);
- Assemble information on alternative strategies;
- Provide periodic predictions on incident potential;
- Report significant changes in incident status;
- Oversee preparation of the Demobilization Plan.

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.

3.4 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.

3.5 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, 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.

Local Control

Initial response is provided by local first responders and directed by on-scene incident command. Activities may include rescue, firefighting, emergency medical services, crime scene investigations, traffic control, evacuations, and emergency public information releases. On-Scene command may establish Unified Command to integrate jurisdictional authority and responsibilities of participating organizations such as fire, EMS and law enforcement.

Incorporated Areas

When an incident that occurs within the boundaries of an incorporated town/city, and falls within the legal authorities of an incorporated town; the town has the jurisdictional authority and primary incident management responsibility and is responsible for costs incurred during the incident.

Federal/State Public Lands

The state or federal agency with ownership/jurisdiction over public lands in unincorporated San Juan County will maintain management over any incident on their lands. County departments/agencies may provide initial response efforts until federal/state agency resources can arrive and relieve local resources.

Public Health Event

San Juan County Public Health has responsibility for all incidents that impact both personal and environmental health in San Juan County.

Regional Support

Regional support for incidents can be requested/come from organizations such Region 7 and Region 6 partners (Grand, Carbon, and Emery) Additionally, the Southeast Healthcare Coalition are available to provide support at a regional level during an incident.

During an incident affecting San Juan County, these entities may be called upon as an individual group or as a cohort to assist San Juan County agencies during the incident. Assistance may be in the form of logistical support, expertise, operational planning, resources or public information assistance.

Regional partners will be secondary to local jurisdictions and in a supporting role unless their agency/group has a stake in the incident and jurisdiction (such as regional public health) who will then be involved in Unified Command.

3.5.1 Utah Division of Emergency Management

The Utah Department of Emergency Management should be notified of an incident and coordinated with as the incident progresses during the response phase through the Liaison. Every disaster or emergency is different and the extent of state agency involvement will vary based upon the nature and severity of the incident.

- 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.

3.5.2 Federal Agencies/Federal Emergency Management Agency

During response to an incident, federal agencies may provide aid or have jurisdiction and control over response to an incident or emergency. Wildfires on Bureau of Land Management (BLM) or U.S. Forest Service Land (USFS) are emergencies that will be federal jurisdiction.

Other emergencies and disasters may fall under the jurisdiction of federal agencies, who are likely to have an extended response due to our geographic location. An example includes: plane crashes which fall under the Federal Aviation Administration (FAA) and National Transportation Safety Board (NTSB). Explosions or of terrorism fall within the jurisdiction of the ATF, FBI and Division of Homeland Security.

Most these agencies are located in Denver and/or Salt Lake City and some have satellite offices in Grand Junction. If an incident commander, elected official, emergency management or other responder believes an emergency/disaster falls within the jurisdiction of a federal agency, the appropriate agencies should be notified as soon as possible. Local law enforcement and first responders should be aware that an extended delay of up to 72-hours may take place before federal partners arrive on-scene.

Local jurisdictions should be aware that federal law dictates the response and involvement of federal agencies such as the Federal Emergency Management Agency (FEMA) in local and state emergencies. FEMA will NOT respond and provide assistance unless an emergency/disaster arises to the level of a major disaster and there is a Presidential Declaration.

The Federal Emergency Management Agency (FEMA) and other federal agencies will then work in support of the State and local jurisdictions.

- 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.

3.5.3 National Weather Service

- Issue severe weather watches and warnings.

3.5.4 Non-governmental Organizations/American Red Cross/VOAD (Volunteer Organizations Active in Disasters)

Volunteer organizations such as the American Red Cross, and other Voluntary Organizations Active in Disasters (VOAD) will coordinate with the EOC for operations and needs for volunteers.

During an emergency or disaster in San Juan County, the private sector will be critical to effective response and to minimize loss or destruction of property and life. The private sector includes public utilities, water companies, construction companies with heavy equipment, delivery companies, restaurants, hotels and more. The private sector will be critical to providing resources during the response and recovery phase and keeping businesses open during an emergency will be a priority.

The Regions 3 VOAD and ARC's nearest location to San Juan County is 4 hours away. A delayed response is expected.

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. The ARC's nearest location to San Juan County is 4 hours away. A delayed response is expected. 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.

3.5.7 General Public

As stated in the Assumptions portion of this plan: The County responds to Emergencies as they happen, providing resources that are available, then reaching out to our region, state and non-governmental organizations when we need more assistance. Our response will be as immediate as possible, outside resources will take longer. We strongly encourage families to prepare to provide for themselves for the basic human needs, for at least two weeks after a disaster.

3.5.8 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. Businesses and Industries 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.

3.5.9 County

An incident that occurs in unincorporated San Juan County will fall to the management of the County. If an incident impacts both unincorporated and incorporated areas of San Juan County, unified command will be established between the affect municipalities and the County and they will share responsibility.

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.

3.6 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 4 DIRECTION, CONTROL, AND COORDINATION

The emergency response forces of the community (EMS, fire, law enforcement, emergency management 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's 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.

4.1 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?

4.2 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

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. 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. At the time of the writing of this plan for an emergency to be declared within the County a threshold of \$57, 361.94 in damages needs to occur for a disaster declaration.

FEMA Disaster Declaration Process

- Disaster
- State identifies the disaster
- Damage Assessments are done
- Government Officials review the damage and determine the extent of the disaster and its impact.
- The Governor decides if the State has enough resources to respond to the disaster
- If not, they determine the type and amount of federal assistance they need.
- The State, Tribe or Territory submits a major disaster declaration request.
- The President reviews the request and determines whether the State and Local Government will need federal assistance to recover from the disaster
- A disaster is declared
- When the request is approved FEMA begins to support disaster response with funding, supplies and personnel
- FEMA and local authorities work together to help communities respond, recover and rebuild.

4.3 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.

4.4 Response Recovery

County Emergency Management and the County 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 assess 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.

4.5 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.

4.6 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.

4.7 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.

4.8 State Records 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 county officials involved in the preparation and maintenance of their required reports and records.

4.9 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.

4.10 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.

4.11 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 5 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 6 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.

6.1 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.

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.

Routine Information for Public

During routine, daily operations of emergency management, the Sheriff’s Office and county departments, information will be shared with the public via several sources. County departments have the ability to have information releases posted to the County website, to departmental Facebook/Instagram pages, through press releases to local media and articles or paid advertisements in the local newspaper.

Information for the public during routine and emergency information will be shared on the following websites and social media pages:

- San Juan County website—sanjuancounty.org
- San Juan County Facebook—
- Sa Juan County Emergency Management Facebook—
- San Juan County Sheriff’s Office Facebook—
- San Juan County Public Health Facebook—
- San Juan County Aging Services Facebook—
- San Juan County will also request the Municipalities share information on their websites and Facebook pages:
 - City of Blanding:
 - City of Blanding Facebook—
 - Bluff Town:
 - Bluff Town Facebook—
 - Monticello City
 - Monticello City Facebook—

Emergency Alerts for Public

Integrated Public Alert and Warning System (IPAWS)

The IPAWS program was established in 2006 by Presidential Executive Order 13407. According to FEMA, there are now over 1,500 federal, state, local, tribal and territorial alerting authorities that can use the IPAWS console to send public alerts and warnings in their jurisdictions.

The Integrated Public Alert & Warning System (IPAWS) is FEMA's national system for local alerting that provides authenticated emergency and life-saving information to the public through mobile phones using Wireless Emergency Alerts, to radio and television via the Emergency Alert System, and on the National Oceanic and Atmospheric Administration's Weather Radio.

State, local, territorial, and tribal alerting systems such as emergency telephone networks, giant voice sirens, and digital road signs may also receive alerts from IPAWS-OPEN, and future alerting technologies and systems can easily be integrated into IPAWS.

Use of the IPAWS system by local jurisdictions is limited to life-threatening emergencies and only Emergency Management has access to the IPAWS console to launch alerts due to strict training and message composition requirements. The West Region Emergency Managers all have access to the console and can launch an IPAWS alert for a neighboring jurisdiction.

Emergency Alert System

The Emergency Alert System (EAS) is a national public warning system that requires radio and TV broadcasters, cable TV, wireless cable systems, satellite and wireline operators to provide the President with capability to address the American people within 10 minutes during a national emergency.

Broadcast, cable, and satellite operators are the stewards of this important public service in close partnership with state, local, tribal, and territorial authorities.

FEMA, in partnership with the Federal Communications Commission and National Oceanic and Atmospheric Administration, is responsible for implementing, maintaining and operating the EAS at the federal level.

EAS Details:

- Messages can interrupt radio and television to broadcast emergency alert information;
- Messages cover a large geographic footprint. Emergency message audio/text may be repeated twice, but EAS activation interrupts programming only once, then regular programming continues;
- Messages can support full message text for screen crawl/display, audio attachments in mp3 format, and additional languages;
- It is important for authorities who send EAS messages to have a relationship with their broadcasters to understand what will be aired via radio, TV and cable based on their policies. Policies vary from station to station.

Wireless Emergency Alerts

Wireless Emergency Alerts (WEAs) are short emergency messages from authorized federal, state, local, tribal and territorial public alerting authorities that can be broadcast from cell towers to any WEA-enabled mobile device in a locally targeted area. Wireless providers primarily use cell broadcast technology for WEA message delivery. WEA is a partnership among FEMA, the Federal Communications Commission (FCC) and wireless providers to enhance public safety.

WEAs can be sent to your mobile device when you may be in harm's way, without the need to download an app or subscribe to a service. WEAs are messages that warn the public of an impending natural or human-made disaster. The messages are short and can provide immediate, life-saving information.

Types of WEAs:

- **Presidential Alerts** are a special class of alerts only sent during a national emergency.
- **Imminent Threat Alerts** include natural or human-made disasters, extreme weather, active shooters, and other threatening emergencies that are current or emerging.
- **Public Safety Alerts** contain information about a threat that may not be imminent or after an imminent threat has occurred. Public safety alerts are less severe than imminent threat alerts.
- **America's Missing: Broadcast Emergency Response (AMBER) Alerts** are urgent bulletins issued in child abduction cases. Rapid and effective public alerts often play a crucial role in returning a missing child safely. An AMBER Alert instantly enables the entire community to assist in the search for and safe recovery of the child.
- **Opt-in Test Messages** assess the capability of state and local officials to send their WEAs. The message will state that this is a TEST.

FEMA Tips for EEAs:

- Follow the action advised by the alert. The message will show the type and time of the alert, any action you should take, and the agency issuing the alert. The message will be no more than 360 characters. You can get more details from your local authorities, local news or trusted social media sources;
- WEAs have a unique tone and vibration, both repeated twice. WEA messages are free and will not count towards texting limits on your wireless plan;
- Wireless providers are selling devices with WEA capability included. To find out if your phone can receive
- WEA alerts, contact your wireless provider. All the major providers participate in WEA on a voluntary basis;
- If you are on a phone call when a WEA is sent in your area, the message will be delayed until you finish your call;
- WEAs do not track your location. They are broadcast from area cell towers to mobile phones within the defined geographic location. Every WEA-capable phone within range receives the message;
- WEAs are not affected by network congestion.

NOAA Weather Radio

NOAA Weather Radio All Hazards (NWR) is a nationwide network of radio stations broadcasting continuous weather information directly from the nearest National Weather Service office. NWR broadcasts official Weather Service warnings, watches, forecasts and other hazard information 24 hours a day, 7 days a week.

Working with the Federal Communication Commission's (FCC) Emergency Alert System, NWR is an "All Hazards" radio network, making it your single source for comprehensive weather and emergency information. In conjunction with Federal, State, and Local Emergency Managers and other public officials, NWR also broadcasts warning and post-event information for all types of hazards – including natural (such as earthquakes or avalanches), environmental (such as chemical releases or oil spills), and public safety (such as AMBER alerts or 911 Telephone outages).

Known as the "Voice of NOAA's National Weather Service," NWR is provided as a public service by the National Oceanic and Atmospheric Administration (NOAA), part of the Department of Commerce. NWR

includes more than 1000 transmitters, covering all 50 states, adjacent coastal waters, Puerto Rico, the U.S. Virgin Islands, and the U.S.

Pacific Territories. NWR requires a special radio receiver or scanner capable of picking up the signal. Broadcasts are found in the VHF public service band at these seven frequencies (MHz): 162.400 MHz ; 162.425 MHz ; 162.450 MHz ; 162.475 MHz ; 162.500 MHz ; 162.525 MHz ; and 162.550 MHz.

Local Emergency Notification System (ENS)

San Juan County has subscribed to an Emergency Notification System (ENS) provider to send telephone, text message and email-based emergency notifications for local emergencies. Our contract is with AlertSense to provide emergency notifications. Emergency Notifications can be launched by Emergency Management 24/7 when a public threat, life safety or other emergency is occurring in Ouray County and critical, timely information needs to be communicated to residents within a defined area of the County or the entire County.

Emergency alerts are sent by San Juan County to the public for:

- Missing/endangered children or adults;
- Law enforcement activity such as shots fired, barricaded suspects, an armed suspect fleeing from law enforcement, dangerous individuals, etc.;
- Gas leaks ;
- Major water main breaks or domestic water boil orders;
- Emergency road closures;
- Wildfire evacuations and pre-evacuation notices;
- Flooding or potential for flooding;
- Public Health Orders affecting a large group of residents (Stay at home orders)
- Other emergency situations which may affect life safety or personal property.

The local ENS System sends alerts to all landline telephones in San Juan County but residents, business owners and visitors with cell phones and VOIP phones must register their devices and addresses with AlertSense to receive alerts. Registration for alerts is free and available online at sanjuancounty.org. Residents without access to the internet or who require assistance in registering, can contact Emergency Management or the Sheriff's Office front desk in person or via telephone for assistance during normal business hours.

San Juan Ready APP

San Juan County has also worked with a technology firm to develop the San Juan Ready App that is available free for download to apple or android. This has emergency information specific to San Juan County Utah as well as alerting capabilities. It also includes a See Something Say Something reporting element.

SECTION 7 ADMINISTRATION, FINANCE, AND LOGISTICS

7.1 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/mutual aid agreements 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.

7.1.2 Records Preservation and Restoration

All affected departments 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.

7.1.3 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.

7.1.4 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. San Juan County 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.

7.1.5 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.

7.1.6 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.

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

Utah Division of Emergency Management
4315 S 2700 W 2nd Floor, Suite 2200
Taylorsville, Utah 84129 801 538-3400

7.1.8 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.

7.1.9 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

7.2 Financial Management

For each agency assigned to an emergency support function (ESF) that agency 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.

7.3 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 procurement 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.

7.4 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.

7.5 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.

7.6 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.

7.8 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.

7.9 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.

7.10 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 Sheriff
- San Juan County Commissioners

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

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.

SECTION 8 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.

8.1 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 9 AUTHORITIES AND REFERENCES

9.1 Authorities

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

9.2 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:

9.3 State of Utah: Title 53, Chapter 2, “Emergency Management Act.” Ordinance 2.86.010-120 State of Utah, Emergency Operations Plan National Response Framework

9.4 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 Pre-Disaster Mitigation Plan
- Navajo Nation Department of Emergency Operations Plan
- The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended. (42 U.S.C. §§ 5121-5206)
- National Incident Management System (NIMS).
- National Response Framework, 2008. Sets forth roles and responsibilities of Federal and certain non-Federal entities after catastrophes overwhelm State and local government. Transportation is found in the Emergency Support Function (ESF) #1.
- Homeland Security Act of 2002
- Presidential Policy Directive / PPD-8: National Preparedness
- Post-Katrina Emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act of 2006
- Americans with Disabilities Act (ADA) of 1990
- San Juan County Fire Policy for Approved Development

9.5 Agreements

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

SECTION 10 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 11

ACRONYMS

ARC-American Red Cross
ARES – Amateur Radio Emergency Service
COG – Continuity of Government
CFR – Code of Federal Regulations
CIKR -Critical Infrastructure and Key Resources
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
SJC – San Juan County
SOP – Standard Operating Procedures
VOAD-Volunteer Organizations Active in Disasters