Pima County Emergency Operations Plan

Pima County Office of Emergency Management and Homeland Security

(FINAL VERSION)
January 2014

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Promulgation

To: Officials and Employees of Pima County

The preservation of life and property is an inherent responsibility of all levels of government. As disasters may occur in devastating form at any time, Pima County must provide safeguards, which will save lives and minimize property damage through planning, preparedness measures, training and, most importantly, decisive and effective action. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize losses.

The Pima County Emergency Operations Plan (PCEOP) establishes an Emergency Management Organization and assigns functions and tasks consistent with the National Incident Management System (NIMS). It provides for the integration and coordination of planning efforts of multiple local jurisdictions within Pima County.

This plan was developed for each Pima County department and local jurisdictions and agencies with emergency response and management responsibilities. The plan content is in accordance with the Arizona State Emergency Response and Recovery Plan (AzSERRP).

The Pima County Emergency Operations Plan establishes a comprehensive, county-wide, all-hazards structure to provide for successful and well-organized coordination of Pima County regional emergency management activities. The PCEOP covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or other acts of terrorism, major disasters, catastrophic events, and other emergencies that may exhaust impacted county, local or tribal jurisdictions.

Once adopted, the PCEOP will provide a strategic, overarching emergency management structure which will be supported by internal department operating procedures. It will be reviewed and tested periodically and revised as necessary to remain compliant with changing legal, state and federal guidance.

The Pima County Board of Supervisors gives its full support to this Pima County Emergency Operations Plan, and urges all public employees and individuals to prepare for times of emergency before they occur.

Approved:

Sharon Bronson JAN 21 2014

Honorable Sharon Bronson
Chair
Pima County Board of Supervisors

Robin Brigode

Robin Brigode
Clerk of the Board of Supervisors

Date JAN 21 2014
(Seal of the Clerk of the Board of Supervisors)

Executive Summary

The Pima County Emergency Operations Plan, hereafter also referred to as the PCEOP or Plan, is a multi-discipline, all-hazards plan that establishes a single, comprehensive framework for the management of major emergencies and disasters within the County. The Plan is implemented when it becomes necessary to mobilize the resources identified herein in order to save lives, and to protect property and infrastructure. The PCEOP incorporates the National Incident Management System (NIMS) as the County standard for incident management and reflects other changes resulting from the adoption of the National Response Framework in 2008. The Plan has also been developed to be in accordance with the Arizona State Emergency Response and Recovery Plan (AzSERRP) and the Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide 101 (CPG-101).

The PCEOP, and supplemental Emergency Support Functions and annexes, outlines the roles and responsibilities assigned to County departments and agencies for response to disasters and emergencies. Pima County departments and agencies will work together to undertake the necessary preparedness activities to ensure that they are ready to carry out their assigned emergency management responsibilities in the event of an emergency. The PCEOP also commits the departments and agencies to develop and maintain viable Continuity of Operations Plans (COOP) to ensure that they are able to continue operations in the event their primary facilities become unavailable or staffing levels are unduly impacted. The PCEOP is not intended as a stand-alone document but rather establishes the basis for more detailed planning by the individual departments and agencies. The PCEOP is intended to be used in conjunction with more detailed internal department and agency plans and operating procedures.

The successful implementation of the PCEOP is contingent upon a collaborative approach with a wide range of partner agencies and organizations that provide crucial support during emergency operations. The Plan recognizes the significant roles these partner agencies and organizations perform during emergencies and disasters and their specific roles and responsibilities are also included in the Plan. Separate memoranda of understanding will be established with these organizations, as needed. The Plan also integrates with and supports the emergency plans of local jurisdictions, as well as, other County, Tribal, State and Federal emergency/disaster plans.

Emergency Operations Plan Approval and Implementation

Pima County, in accordance with Homeland Security Presidential Directive (HSPD) 5, and the Homeland Security Act of 2002 and Arizona Revised Statutes (ARS), Title 26, Chapter 2, Article 1, is required to prepare for and respond to emergencies/disasters in order to save lives and protect public health and property. This Pima County Emergency Operations Plan, upon adoption by the Pima County Board of Supervisors, supersedes any previous Pima County Emergency Response and Recovery Plans or Emergency Operations Plans.

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Introduction

The nation's domestic incident management landscape changed dramatically following the terrorist attacks of September 11, 2001, and the devastating hurricanes of 2005. Today's threat environment includes the traditional manmade and natural hazards; wildland and urban fires, floods, oil spills, hazardous materials releases, earthquakes, hurricanes, tornadoes, pandemics and potential disruptions to the region's energy and information technology infrastructure. Additionally, we are now faced with the deadly and devastating terrorist arsenal of chemical, biological, radiological, nuclear and high-yield explosive weapons.

These complex and emerging 21st century threats and hazards demand a unified and coordinated approach to domestic incident management. The federal government responded with the introduction of the National Response Framework (NRF) of 2008, which is predicated upon the National Incident Management System (NIMS). Pima County has developed its Emergency Operations Plan (hereafter referred to as the PCEOP or Plan) based upon the structure of the NRF, using the management techniques of NIMS and the Emergency Support Function (ESF) format. This Plan supports the potential for flexible, tiered response to emergency situations that begin at the local level and can expand in scope to regional, national or even international concerns.
The PCEOP considers all-hazards and provides the structure and controls for local and regional level policy and operational coordination for incident management. Consistent with the NIMS model, the Plan can be partially or fully implemented in the context of a threat, in anticipation of, or in response to, a significant event. The Plan is designed so that one or more of its components can be activated independently of the others, thereby responding to the situation with a maximum of flexibility. Together, the Plan and the NIMS integrate the capabilities and resources of various governmental jurisdictions, incident management and emergency response disciplines, non-governmental organizations (NGO), and the private sector for local or regional incident management.

Purpose

The PCEOP establishes a comprehensive, county-wide, all-hazards structure to provide for effective and efficient coordination of Pima County regional emergency management activities. The Plan covers the full range of complex and constantly changing requirements in anticipation of, or in response to, threats or other acts of terrorism, major disasters, catastrophic events and other emergencies that may exhaust impacted county, local or tribal jurisdictions.

The Base Plan section of the PCEOP establishes fundamental policies and assumptions for county-wide emergency management activities, outlines the County's vulnerabilities to potential hazards, establishes a comprehensive emergency management model for operations and outlines federal, state and local relationships and responsibilities. The Base Plan includes planning assumptions, roles and responsibilities, the concept of operations, incident management actions and plan maintenance instructions. The incident management actions incorporate the updated requirements of the National Incident Management System.

The PCEOP accomplishes the following:

- Provide an overall framework for County departments/agencies to coordinate with each other and other local government agencies, the private sector and non-governmental organizations (NGO) during larger scale incidents requiring multi-agency and multi-jurisdictional response.

- Provide a foundational, coordinating mechanism to ensure that all standard operating procedures (SOPs) may become synchronized and operate without conflict.
- Provide assistance to participating jurisdictions, agencies and organizations (whether government, NGO, volunteer or private sector) in augmenting their emergency resources and maximizing their emergency response capabilities.
- Incorporate best practices and procedures from various incident management disciplines—homeland security, emergency management, law enforcement, firefighting, hazardous materials response, public works, public health, emergency medical services, and responder and recovery worker health and safety—and integrate them into a unified coordinating structure.
- Contain pre-determined, disaster-specific procedures which provide guidelines outlining agency roles, responsibilities and limitations following an Emergency Support Function (ESF) Plan format.
- Serve as the foundation for the development of detailed supplemental plans and procedures to implement County incident management activities and assistance in the context of specific types of incidents.
- Describe capabilities and resources and establish operational processes, procedures and protocols to ultimately:
- Protect the County from terrorist attacks and other natural and human-caused hazards
- Save lives, protect public health, safety, economy, critical infrastructure, property and the environment
- In any event causing damage and/or interruptions, hasten the restoration of public services and the return of all segments of the community, if feasible, to pre-disaster conditions or to more disaster resistant standards for chronic risks.
- Describe local/state/federal/private programs for individual and public disaster assistance.

Scope

The Pima County EOP describes the basic strategies, assumptions and mechanisms through which the Pima County Office of Emergency Management and Homeland Security (PCOEMHS) will mobilize resources and conduct coordination activities to guide and support local and regional emergency management efforts.

The EOP provides a ready framework for Pima County to conduct effective emergency response management and coordination of county-wide, state-wide and national incidents of varying scope and impact, as well as the preparation for, mitigation of and recovery from events within Pima County.

The EOP establishes interagency and multi-jurisdictional mechanisms for County government response and EOC coordination of local and regional emergency management operations. The Plan may be activated for any event, emergency or disaster which may require or benefit from the management and coordination structure afforded by the NIMS and ICS.

This Plan may be activated for small or large scale disasters or emergencies, of natural, technological or human origin, requiring any level of activation of the EOC in response to or in anticipation of an impending or projected event or hazard. Plan activation may be initiated by request of the Pima County Board of Supervisors or at the request of the Director PCOEMHS or any impacted jurisdiction, either, local, tribal, state or federal.

The PCEOP distinguishes between:

- Incidents of sufficient impact that PCOEMHS emergency management and coordination is warranted, such as, an overwhelmed, or potentially overwhelmed, local jurisdiction, or a County, State or national declared emergency
- Catastrophic events which occur with little or no warning that require immediate, expedited response activities
- The majority of incidents, not requiring resource augmentation, that are handled by responsible jurisdictions, departments or agencies through other established local authorities and existing plans, including unincorporated Pima County communities
- The PCEOP is an overarching, regional plan which recognizes and incorporates the various jurisdictional and functional emergency operations and incident management plans and the authorities of:
- State, County, Local and Tribal governments
- Private-sector, voluntary, faith-based and other non-governmental organizations (NGOs)
- State and Federal government

The PCEOP is strategic and responsibility/task oriented, and:

- Provides guidance to County departments/agencies by presenting official policies, program strategies and planning assumptions for disaster preparedness, mitigation, response and recovery.
- Defines responsibilities for Pima County departments, agencies, jurisdictions and other organizations through an Emergency Support Function (ESF) approach to planning and operations.
- Provides an all-hazards organizational structure for emergency management operations.
- Establishes basic direction and control for all levels of emergency management creating a consistent and unified approach.
- Assigns specific functional responsibilities to appropriate departments and agencies, as well as private sector groups and volunteer organizations and defines the means of coordinating with state and federal partners to maximize resource utilization.
- Is supplemented by function-specific, internal standard operating procedures (SOPs) and operational plans of the responsible organizations that are referenced throughout the document.
- Is in accordance with the State of Arizona Emergency Response and Recovery Plan (AzSERRP), in compliance with ARS § 26-308 - Each county and incorporated city and town of the state shall establish and provide for emergency management within its jurisdiction in accordance with state emergency plans and programs

Mission

To provide all County residents, property owners, businesses, institutions, government departments and emergency support organizations with a comprehensive emergency management system that can:

- Reduce community and government vulnerability to known hazards

- Encourage a preparedness mindset among the general population and specific communities, such as, access and functional needs, animal owners, etc.
- Foster cooperative planning at all levels to enable a uniform and rational approach for coordinating multi-agency and multi-jurisdictional actions — before, during and after any threat to the public welfare
- Regularly evaluate Pima County's capacity to effect a coordinated community and public response and recovery effort that is focused on protecting and saving lives, lessening human suffering, minimizing property, economic and environmental losses, and reestablishing a normal state of affairs
- Hasten the restoration of public services and the return of all segments of the community to pre-disaster conditions or to more disaster-resistant standards for chronic risk or repetitive loss situations.

Emergency Planning Guidelines

Elected and appointed leaders are responsible for ensuring that necessary and appropriate actions are taken to protect people, property, the environment and natural/historic resources from any threat or hazard; residents and citizens also have a critical role and shared responsibility to take appropriate actions to protect themselves, their families and their property. This results in a more *resilient community*[1].

The PCEOP is a component of Pima County's comprehensive emergency management program. The National Preparedness Goals[2] (NPG) concept of "All-of-Nation" is defined as: A focus on enabling the participation in national preparedness activities of a wider range of players from the private and non-profit sectors, including non-governmental organizations and the general public, in conjunction with the participation of Federal, state and local governmental partners in order to foster better coordination and working relationships.

1. **All Hazards:** The PCEOP is meant to address all of the hazards that may require disaster response in Pima County. The hazards are identified through a thorough risk assessment and are prioritized on the basis of the impact and likelihood of occurrence. This approach allows the County to address the specific considerations of unique hazards, while strengthening of the functions common to most disasters.
2. **All Phases:** The County's comprehensive emergency management program is organized to address the five phases of emergency management as defined in the National Preparedness Goals:
    a. ***Prevention***: Prevention includes those capabilities necessary to avoid, prevent or stop a threatened or actual act of terrorism. Prevention also includes the intelligence, law enforcement and homeland defense activities conducted in the event of an act of terrorism in the homeland to determine if follow-on attacks are planned and to thwart and/or apprehend the adversary.

[1] Per the *Department of Homeland Security Risk Lexicon*, resiliency is the ability for governments, infrastructures, systems, businesses and citizenry to resist, absorb, recover from or adapt to an adverse occurrence that may cause harm or destruction to our health, safety, economic well-being, essential services or public confidence.
[2] National Preparedness Goals (September 2011)

b. ***Protection***: Protection includes capabilities to safeguard the homeland against acts of terrorism and man-made or natural disasters. It is focused on actions to protect the citizens, residents, visitors and critical assets, systems and networks against the greatest risks to our Nation in a manner that allows our interests, aspirations and way of life to thrive.

c. ***Mitigation***: Mitigation includes those capabilities necessary to reduce loss of life and property by lessening the impact of disasters. It is focused on the premise that individuals, the private sector, communities, critical infrastructure and the Nation as a whole are made more resilient when the consequences and impacts, the duration, and the financial and human costs to respond to and recover from adverse incidents are all reduced.

d. ***Response***: Response includes those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred. It is focused on ensuring that the Nation is able to effectively respond to any threat or hazard, including those with cascading effects, with an emphasis on saving and sustaining lives and stabilizing the incident, as well as rapidly meeting basic human needs, restoring basic services and community functionality, establishing a safe and secure environment, and supporting the transition to recovery.

e. ***Recovery***: Recovery includes those capabilities necessary to assist communities affected by an incident in recovering effectively. It is focused on a timely restoration, strengthening and revitalization of the infrastructure; housing; a sustainable economy; and the health, social, cultural, historic and environmental fabric of communities affected by a catastrophic incident.

3. **All Impacts**: The concepts identified in the PCEOP are meant to be used to address all types of disaster impacts, regardless of their cause, severity or complexity – no matter how unprecedented or extraordinary. While the Plan focuses primarily on disasters, it addresses and distinguishes between the following types of incidents when appropriate:

   a. ***Emergencies***: Routine events which make up the majority of incidents and are handled by responsible jurisdictions or agencies through other established authorities and plans.

   b. ***Disasters***: Non-routine events which exceed the capability of local jurisdictions or agencies (or exhaust their resources) requiring county-wide coordination and/or assistance from the county, state, or federal governments.

   c. ***Catastrophes***: Extremely rare events where most, if not all, of the conditions exist:

      - Most or all of the unincorporated county, cities and towns are destroyed or heavily impacted
      - Jurisdictions, organizations and agencies are quickly overwhelmed.
      - County, local and tribal government is unable to perform its usual services
      - Help from nearby jurisdictions is limited or cannot be provided
      - Most or all of the critical services and infrastructure are interrupted

4. **All Stakeholders**: Effective emergency management requires trust and close working relationships among all levels of government, non-governmental organizations, the private

sector and the general public. To this end, the PCEOP and the planning process utilized to develop and maintain it are designed to facilitate communication, build consensus, advocate a team atmosphere, encourage trust, and create and sustain broad and sincere relationships among individuals and organizations. Developing and integrating this team approach is the foundation of an effective disaster response.

5. **All People**: A key element of effective emergency planning is to consider the whole community, all individuals and population segments that may be impacted by disaster. This planning encompasses as many communities and population groups as practically possible. Access and functional needs groups are included as they represent those whose needs may not be fully addressed by service providers or who feel they cannot comfortably or safely access and use the resources offered in disaster preparedness, response and recovery. Functional needs populations may include:

   a. Economically disadvantaged
   b. Limited language proficiency
   c. People with disabilities – physical, mental, cognitive or sensory
   d. Age vulnerable (under 5 or over 65)
   e. Culturally/geographically isolated

   The Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide (CPG) 101 v2 provides federal emergency planning guidance for state and local planning. CPG-101 establishes the federal government's guidelines on developing emergency operations plans and promotes a common understanding of the fundamentals of planning and the decision making to help emergency planners produce integrated and coordinated plans.

   In addition to being aligned with the various federal, state, county, and other local jurisdiction's planning regulations and requirements, this PCEOP takes into account all current national standards, planning guidelines and best practices.

   Before, during and after a disaster, plans should consider inclusion of additional response and recovery needs in one or more of the following functional areas:

   - Maintaining independence
   - Communication
   - Transportation
   - Supervision
   - Medical care

6. **Accessibility and Non-discrimination:** The Civil Rights Act of 1964[3] prohibits discrimination on the basis of race, color, religion, sex and national origin in programs and activities receiving federal financial assistance. The Stafford Act[4] states that the distribution of supplies and other relief and activities shall be accomplished in an equitable and

[3] The Civil Rights Act of 1964, Public Law P.L. 88-352, 78 STAT 241: http://www.eeoc.gov/laws/statutes/titlevii.cfm.
[4] The Robert T. Stafford Disaster Relief and Emergency Assistance Act PL 100-707 (1988); amended the Disaster Relief Act of 1974, PL 93-288. http:// fema.gov/pdf/about/stafford_act.pdf

impartial manner. The Post-Katrina Emergency Management Reform Act[5] added disability and limited English proficiency (LEP) to the list of classes protected by the Stafford Act.

- **Self-determination** – People with disabilities and LEP are the most knowledgeable about their own needs.
  - Whenever choices are available, people with disabilities and LEP have the right to choose their shelter location, what type of services they require and who will provide them.
- **No "one size fits all"** – People with disabilities do not require the same assistance and do not all have the same needs.
  - Many different types of disabilities affect people in different ways.
  - Preparations should be made for individuals with a variety of functional needs, including individuals who use mobility aids, require medication or portable medical equipment, use service animals, need information in alternate formats, or rely on a caregiver.
- **Equal Opportunity** – People with disabilities and LEP must have the same opportunities to benefit from emergency programs, services and activities as people without disabilities.
  - Emergency recovery services and programs should be designed to provide equivalent choices for people with disabilities as they do for individuals without disabilities.
  - This includes choices relating to short-term housing or other short- and long-term disaster support services.
- **Inclusion** – People with disabilities and LEP have the right to participate in and receive the benefits of emergency programs, services and activities provided by governments, private businesses and non-profit organizations.
  - Inclusion of people with various types of disabilities and LEP in planning, training and evaluation of programs and services will ensure that this population is given appropriate consideration during emergencies.
- **Integration** – Emergency programs, services and activities typically must be provided in an integrated setting.
  - The provision of services such as sheltering, information intake for disaster services and short-term housing in integrated settings keeps individuals connected to their support system and caregivers and avoids the need for disparate service facilities.
- **Physical Access** – Emergency programs, services and activities must be provided at locations that all people can access, including people with disabilities.
  - People with disabilities and LEP should be able to enter and use emergency facilities and access the programs, services and activities that are provided.
  - Facilities typically required to be accessible include:
    - Parking
    - Drop-off areas
    - Entrances and exits
    - Security screening areas
    - Toilet rooms

[5] Post-Katrina Emergency Management Reform Act of 2006, PL 109-295, http://www.govtrack.us/congress/bill.xpd?bill=h109-5441.

        - Bathing facilities
        - Sleeping areas
        - Dining facilities
        - Areas where medical care or human services are provided
        - Paths of travel to and between these areas
- **Equal Access** – People with disabilities and LEP must be able to access and benefit from emergency programs, services and activities equal to the general population.
    - Equal access applies to emergency preparedness, notification of emergencies, evacuation, transportation, communication, shelter, distribution of supplies, food, first aid, medical care, housing, and application for and distribution of benefits.
- **Effective Communication** – People with disabilities and LEP and must be given information comparable in content and detail to that given to the general public, as well as accessible, understandable and timely.
    - Auxiliary aids and services may be needed to ensure effective communication.
    - These may include pen and paper or sign language interpreters through on-site or video interpreting for individuals who are deaf, deaf-blind, hard of hearing or have speech impairments.
    - Individuals who are blind, deaf-blind, have low vision or have cognitive disabilities, or LEP, may need large print information or people to assist them with reading and filling out forms.
- **Program Modifications** – People with disabilities and LEP must have equal access to emergency programs and services, which may entail modifications to rules, policies, practices and procedures.
- **No Charge** – People with disabilities and LEP may not be charged to cover the costs of measures necessary to ensure equal access and non-discriminatory treatment.
    - Examples of accommodations which may be provided without charge to the individual may include:
        - Ramps
        - Cots (modified to address disability-related needs)
        - Visual alarm
        - Grab bars
        - Additional storage space for medical equipment
        - Lowered counters or shelves
        - Braille and raised letter signage
        - Sign language interpreter
        - Message board in alternate languages
        - Assistance completing forms in alternate languages
        - Documents in Braille
        - Large print
        - audio recording in alternate languages

Supplemental Plans

While the PCEOP is the foundational document establishing how Pima County will direct and coordinate response activities in disasters, a response relies on a suite of carefully integrated and implemented plans. These supplemental internal agency or interagency plans provide details on the organization's authorities, response protocols and technical guidance for responding to and managing specific situations (such as hazardous materials spills, civil disobedience, animal care,

etc.). These supplemental plans may be implemented concurrently with the Plan, but are subordinated to the overarching coordinating structures, processes and protocols detailed in it. Therefore, the department with primary responsibility for execution of their supplemental plan is also responsible for ensuring that all ongoing activities conform to the processes and protocols prescribed in this Plan.

Highlighted below are supplemental Pima County plans in use by county departments and agencies which include: continuity of operations plan, standard operating procedures, field operations guide and job aids:

- **Continuity of Operations Plan (COOP):** A COOP provides comprehensive policies, procedures, and provisions for alternate facilities, personnel, resources, interoperable communications, and vital records and databases.
- **Standard Operating Procedures (SOP)/Standard Operating Guidelines (SOG):** SOPs/SOGs are complete reference documents that provide purpose, authorities, duration, and details of the preferred method for performing a single function or a number of interrelated functions in a uniform manner. SOPs/SOGs may include checklists, call-down rosters, resource listings, supplies, vehicles, maps and charts.
- **Field Operations Guides (FOGs) or Handbooks:** FOGs are durable pocket or desk guides containing information required to perform specific assignments or functions.
- **Job Aids:** Job aids are checklists and other materials that help users perform a task. Job aids include telephone rosters, report templates, software or machine operating instructions and tasks lists.

The PCEOP is supplemented by other State, County, County Department, local jurisdiction, government agency, voluntary/NGO emergency plans and internal procedures including, but not limited to:

- The Pima County Emergency Operations Center (PCEOC) Standard Operating Procedures (SOP)
- The Pima County Multi-jurisdictional Hazard Mitigation Plan (MJHMP)
- The Arizona State Response and Recovery Plan (AzSERRP)
- Arizona State All-Hazards Mitigation Plan (HMP)
- Target Capabilities Assessment (TCA) Arizona Southern Region
- The Pima County Office of Emergency Management and Homeland Security Continuity of Operations Plan (COOP)
- The Pima County Tactical Interoperable Communications Plan (TICP)
- The Pima County Emergency Fuel Plan
- The Pima County Drought Response Plan
- The Pima County Mass Evacuation and Reception
- The Pima County Debris Management Plan
- The Pima County Mass Fatality Plan
- The Local Emergency Planning Committee (LEPC) and Tribal Emergency Response Commission (TERC) Plans

- EOPs of the City of Tucson, Town of Marana, Town of Oro Valley, Town of Sahuarita and the Tohono O'odham Nation.
- Hospital, school and site/facility specific plans, such as HAZMAT, LEPC, etc.

Basic Structure of the EOP

The Emergency Support Function (ESF) format is the basis for the PCEOP. This format was chosen because the State of Arizona's emergency operations plan is similarly structured resulting in smoother integration between the County and the State during emergencies. Another significant benefit to this model is that the agency/department roles and responsibilities are clearly assigned and delineated reducing the likelihood of inefficiency and the wasteful deployment of resources.

This section of the Plan is comprised of four main components:

1. **Base Plan**

   The Base Plan includes the federal, state and county doctrines, frameworks, strategies, guidelines, authorities and other references that provide the basis for this Plan. This section establishes the planning assumptions for the Plan and defines the emergency management roles and responsibilities for county executives, departments and agencies, and partner agencies and organizations.

2. **Emergency Support Functions**

   Emergency Support Functions (ESFs) identify the specific activities required to support each numbered ESF and specifies the agencies and organizations that are responsible for performing those activities. While the ESFs, Appendices and Annexes describe the specific tasks, they do not describe the detailed procedures required to perform them. The detailed procedures are to be developed internally by the designated primary agencies and support agencies in the form of Standard Operating Procedures (SOPs). ESFs are supplemental to the EOP Base Plan.

   - ESF-1 - Transportation
   - ESF-2 - Communications
   - ESF-3 - Public Works
   - ESF-4 - Firefighting
   - ESF-5 - Emergency Management
   - ESF-6 - Mass Care, Housing and Human Services
   - ESF-7 - Resource and Logistics Support
   - ESF-8 - Public Health and Medical Services
   - ESF-9 - Search and Rescue
   - ESF-10 - Hazardous Materials
   - ESF-11 - Agriculture, Animal Welfare and Natural Resources
   - ESF-12 - Energy and Utilities
   - ESF-13 - Public Safety and Law Enforcement
   - ESF-14 - Community Recovery

- ESF-15 - Public Information

3. **Support Annexes**

   Support Annexes describe the framework through which state and local governments, tribal entities, volunteer and non-governmental organizations coordinate and execute the common functional processes and administrative requirements necessary for efficient and effective incident management. Support Annexes are supplemental to the EOP Base Plan.

   - Financial Management
   - Logistics Management
   - Occupational Safety and Health Management
   - Private-Sector Coordination
   - Tribal Relations
   - Volunteer/Donations Management

4. **Incident-Specific Annexes**

   Incident-Specific Annexes address potential major hazards in Pima County requiring specialized application of the EOP. Incident Annexes are supplemental to the EOP Base Plan.

   - Biological Incident Annex
   - Cyber Incident Annex
   - Catastrophic Incident Annex
   - Nuclear/Radiological Incident Annex
   - Terrorism Incident Annex

Plan Applicability

This Plan applies to all County departments that have a duty, or may be requested, to provide assistance or conduct operations in the context of actual or potential emergencies or disasters of local or regional significance. The PCEOP also provides the foundation for establishing interagency and multi-jurisdictional mechanisms for County coordination and involvement in emergency incident response and recovery operations.

The PCEOP is applicable to:

- Any County department or agency which may:
  - Be tasked to provide response and recovery assistance; or,
  - Require emergency assistance to perform critical missions and services
- Local governments which require additional resources or their coordination and which may possess available resources which may be utilized to manage on-going response or recovery operations.
- Tribal nations located within Pima County who formally request County emergency assistance.
- Non-governmental, Voluntary and Faith-Based Organization which function as ESF primary or support organizations in the EOP.
- Private-sector utilities, businesses and/or organizations deemed to be critical infrastructure/key resource (CIKR) requiring or capable of providing emergency response assistance.

No provision of the Plan is intended to circumvent, alter or conflict with any state, local or federal laws. If any of the provisions of the Plan should inadvertently circumvent, alter or conflict with any state, local or federal laws, the laws shall prevail over the Plan.

Limitations

This Plan is adopted as an exercise of the statutory power of Pima County to protect and preserve the public peace, health, safety and welfare. Its provisions shall be liberally construed for the accomplishment of these purposes.

Pima County neither makes nor implies any guarantees by implementing this plan. Because local government assets and systems may be damaged, destroyed or overwhelmed during a catastrophic incident, Pima County can only endeavor to make reasonable efforts to respond based on the situation and information and resources available at the time.

This plan and its programs are subject to any limitations imposed by Pima County's budget appropriations and capacity and the availability of funds. If Pima County is unable to appropriate sufficient funds to fully fund the plan and its programs, the County may have to make adjustments to the services and capabilities envisioned under this plan.

Note: The inability of departments/agencies to carry out their responsibilities as indicated in the Base Plan, ESFs, Appendices and Annexes due to lack of staff and/or funding may lower the threshold at which to issue an "emergency declaration".

Since the Plan represents a capability that is constantly altered by changes in the law, public policy, organizations, programs, systems, processes and the environment, it is impossible to promise the delivery of a perfect emergency management system. County actions may also be constrained because hazards may create effects that impair access, availability and/or use of County assets, along with other essential services provided by other organizations and the private-sector. Despite these unavoidable limitations, Pima County will make every reasonable effort to deal with the dangers and hardships imposed, based on the situation, the information available and the resources then available.

No provision of or term used in this plan is intended to impose any duty whatsoever upon Pima County or any of its officers or employees, for whom the implementation or enforcement of this plan shall be discretionary and not mandatory. Moreover, nothing contained in this plan is intended to be nor shall be construed to create or form the basis for any liability on the part of Pima County or its 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 the part of Pima County by any of its 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.

Non-Liability

Statutory protection exists to safeguard emergency responders, volunteers and emergency management personnel against liability during emergencies. Such legislation is found in the Arizona Revised Statutes and the Federal Volunteer Protection Act of 1997.

1. Under ARS § 26-314 the state and its political subdivisions will not be liable for any claim based upon the exercise or performance, or the failure to exercise or perform, a discretionary function or duty on the part of the state or its political subdivisions or any employee of this state or its political subdivisions, excepting willful misconduct, gross negligence or bad faith of any such employee. This statute also covers volunteers and employees of another state rendering aid in this state.

2. Under ARS § 26-353 a licensed, certified or authorized emergency responder and its employees at the scene of an emergency, when the emergency response is provided in good faith, have the immunities provided in ARS § 26-314 in carrying out the provisions of this article. The immunities provided in ARS § 26-314, also apply to governmental entities, multi-jurisdictional planning organizations that encompass each district, members of each local emergency planning committee and their support personnel in carrying out the provisions of this article.
3. For volunteers, the Volunteer Protection Act of 1997 (Public Law 105-19) provides that: No volunteer of a nonprofit organization or entity shall be liable for harm caused by an act or omission of the volunteer on behalf of the organization or the entity if –
    a. the volunteer was acting within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity at the time of the act or omission;
    b. if appropriate or required, the volunteer was properly licensed, certified, or authorized by the appropriate authorities for the activities or practice in the State in which harm occurred, where the activities were or practice was undertaken within the scope of the volunteer's responsibilities in the non-profit organization or governmental entity;
    c. the harm was not caused by willful or criminal misconduct, gross negligence, reckless misconduct, or a conscious, flagrant indifference to the rights or safety of the individual harmed by the volunteer; and
    d. the harm was not caused by the volunteer operating a motor vehicle, vessel, aircraft, or other vehicle for which the State requires the operator or the owner of the vehicle, craft, or vessel to –
        i. Possess an operator's license; or
        ii. Maintain insurance."

Situation Overview

General

Pima County is vulnerable to the adverse effects of natural, man-made, technological disasters and enemy attack, which may result in loss of life, property damage and social disruption. Whether small or large, single jurisdiction or regional in impact, disasters and emergency situations are potentially dangerous and costly to communities in Pima County.

Across the United States, natural and human-caused emergency and disaster events have led to increased levels of injury, property damage, interruption of business and government services, and many injuries and death. The rising cost of natural disasters has led to a renewed interest in identifying effective ways to reduce vulnerability.

The impact of emergencies and disasters on families and individuals can be immense, and damages to businesses can result in regional economic consequences. The time, money and effort to respond to and recover from these emergencies and disasters divert public resources and attention from other important programs and problems.

An additional factor to consider when addressing and planning against the potential magnitude of a hazard is related to functional needs populations and their representation within the community. Special attention is given in the PCEOP to strategies providing for emergency alert and notification, transportation and sheltering needs of people with access and functional needs.

Each year, these hazards also cause damage that is not significant enough for a disaster declaration but nonetheless results in great expense to County residents, businesses and taxpayers. The risks posed by these hazards increases as the County's population continues to grow. Local jurisdictions within Pima County also recognize the consequences of disasters and the need to reduce the impacts of natural and human-caused hazards across the region.

The Situation Overview of the PCEOP outlines the purpose and need for pre-incident emergency planning, the scope and authority of the planning effort, and the relationship of this effort to effective emergency management activities, interagency cooperation and resource sharing through mutual aid.

Hazard Analysis Summary

Hazard analysis begins with hazard identification and then assesses the risk based on history and probability of an event within a jurisdiction or area. Finally, the vulnerability is assessed based on aspects of population and property locations within potential risk areas.

Hazard analysis is based upon several factors, including:

- Nature of a potential event
- History of previous occurrences of a particular hazard
- Probability and potential magnitude of a hazard
- Warning time associated with a hazard that allows consideration for the time available for preparation

The Pima County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP), or Mitigation Plan, was drafted in 2011 and after review by FEMA was approved in 2012. According to the Mitigation Plan the County is at risk for natural hazards; it does not address human-caused hazards. The Mitigation Plan identifies the hazards that pose the greatest exposure and risk of loss to people and critical facilities to be floods and flash floods, wildfires, disease, HazMat, drought and severe winds.

The Mitigation Plan identifies exposure and loss due to hazardous material releases as a risk in Pima County. Transportation of extremely hazardous substances and other toxic chemical materials through Pima County, as well as the storage and use of these substances within the County also provides a potential for disaster. Detailed assessment of this risk must take the plans and activities of Pima County's Local Emergency Planning Committee (LEPC) into consideration. The Pima County LEPC Coordinator maintains files and plans at the Pima County Office of Emergency Management and Homeland Security.

Localized flooding, due to thunderstorms during the monsoon season (July through September) and possibly post-tropical storm events (September through November), as well as more general flooding from winter storms (December through February), provides potential natural hazards in Pima County. Flooded road crossings and localized flooding are possible. Windstorms, with wind speeds up to tornado strength (called microbursts), frequently occur in connection with the monsoon season thunderstorms. Straight-line winds and haboobs (severe dust storms) also represent significant hazards. Wildfires are also a constant threat during hot, dry seasons.

Besides natural causes, there are a number of threats that are human caused. Urban fires, civil disturbances and terrorism may also create emergency or disaster situations. A nuclear attack on the United States could occur through accident, miscalculation, an irrational act, an unplanned escalation of a conventional war, or as a deliberate act. Pima County could be subjected to the direct effects of a nuclear attack and/or receive the effects of radiation fallout from nuclear bursts in other

areas. Located within Pima County are a number of high profile potentially strategic targets, such as, a military base, aircraft storage facility and defense contractor facilities.

Commercial carrier events, such as aircraft, train, large truck and bus crashes, represent potential for transportation disasters. Additionally, trucks and trains traveling through Pima County provide a potential for hazardous materials incidents. The County is transected by intra- and inter-state highways and railroad tracks, carrying both domestic and international traffic and cargo.

Civil disturbances, as well as other police or public safety oriented, human-caused threats. Any of these threat events would require expanded coordination with other emergency responders and agencies.

Disease has the potential to impact Pima County, and part of the extended emergency response planning function must take pandemic disease, particularly pandemic influenza, into consideration. Pandemic influenza has, in past outbreaks, caused many fatalities and left many sick with the capability to be spread quickly regionally and trans-nationally.

The Critical Infrastructure and Key Resources (CIKR) profile, while unique to each jurisdiction, shares common hazard vulnerabilities, potential impacts and interdependencies within the region. The CIKR of a community are those assets that are most important to protect, and there is no universal definition of what constitutes a CIKR item. The loss of CIKR in one jurisdiction often leads to a cascading effect of diminished CIKR capabilities to failure in another. Pima County identified many assets on their CIKR list submitted for the 2011 Mitigation Plan.

Measuring Risk

Pima County is vulnerable to the adverse effects of hazards, including natural and man-made disasters, which may result in the loss of life, property damage, and social disruption. They are as follows:

- **Natural Hazards:** In general, the greatest hazards to the County are natural events such as: flooding/flash flooding; extreme temperature; drought; winter storms; and severe wind.
- **Technological Hazards:** Pima County is also to vulnerable to manmade and technological hazards. Risks from HAZMAT accidents are possible along any of the major transportation routes in Pima County. There are also several facilities that store and use hazardous materials, making the County vulnerable to these types of hazards.
- **Terrorism and Weapons of Mass Destruction (WMD): Acts** of terrorism can come in many forms including the use of WMD involving Chemical, Biological, Radiological, Nuclear, or Explosive (CBRNE) weapons.

Capability Assessment

Capability is a structured element as identified through the Target Capabilities List (TCL), published by US Department of Homeland Security (2007). The Arizona Division of Emergency Management (ADEM) sponsored a study of the Southern Region counties, Pima County included. These results were published in a regionally based document, the Target Capabilities Assessment (October 2009) South Region, and indicate broad levels of capabilities within Pima County to perform tasks across the spectrum (preparedness, response, recovery, mitigation) associated with the Universal Task List (UTL), which are then connected to the TCL.

As it relates to Pima County, one assessment of capability is related to hazard mitigation, and is generally based upon a review of Pima County's legal and regulatory capability within Pima County, as well as administrative, technical, and fiscal capacity. This information is located in the Pima

County Multi-Jurisdictional Hazard Mitigation Plan and the State of Arizona Multi-Hazard Mitigation Plan.

Another assessment of capabilities is identified as skilled staff and physical resources within County government to respond to hazards, threats, and incidents. As it relates to County employees and emergency management skills, Pima County has progressed through a planned training program for employees and elected officials whose positions might place them into Incident Command System (ICS) or NIMS oriented management functions in times of emergencies.

County physical resources available for use during a local emergency are identified and categorized in WebEOC for tracking purposes. This information is then available for regional deployment of County assets based upon agreements and understandings that exist related to mutual aid. Similarly, during the development of internal plans, ESFs and supporting annexes to this plan, PCOEMHS will identify skill and resource gaps that require the development of agreements and memoranda of understanding with other governments, private industry and NGOs.

Mitigation Strategy

Mitigation is generally defined as efforts to reduce the impact, threat or vulnerability to potential hazards. Pima County, along with local jurisdictions, participated in the development of the Mitigation Plan and several activities that would improve the region's capacity to withstand certain threats have been identified therein. These activities have been further supported by other mitigation efforts undertaken in specific areas as a result of other plans, or as a result of several incidents that have occurred in the recent past.

The Mitigation Plan provides a framework for current and future mitigation actions that continuously improve the community's disaster preparedness over time.

Mitigation programs and activities, when implemented, have a high return on investment because of the reduction in potential losses and related costs. Mitigation planning also enhances public safety, emergency response and recovery, and helps protect life, health, welfare, economy, quality of life and critical infrastructure.

Certain assumptions apply specifically to mitigation planning, and they are as follows

1. Natural and man-made disasters are inherent to the geographic area. Disasters will continue to occur and affect people, businesses, government functions, and other community activities, functions and processes.
2. Pro-active comprehensive preparedness and mitigation programs involving County entities, in partnership with other agencies, other partners and the public is in the best interest of the community by helping to reduce the effects of a disaster as well as reducing the time and resources required for response and recovery.
3. The long-term strategy and vision for the Mitigation Plan is to sustain successful measures that reduce exposure to future disaster losses and implement other measures that strengthen the disaster preparedness of the Community.
4. The *Pima County Multi-Jurisdictional Hazard Mitigation Plan (PCMJHMP)* details natural hazards in Pima County. The Plan identifies the following goal and objectives:

   Goal: Reduce or eliminate the risk to people and property from natural or human caused hazards.

   1) **Objective 1:** Reduce or eliminate risks that threaten life and property in the incorporated, unincorporated, and Tribal jurisdictions within Pima County

2) **Objective 2:** Reduce risk to critical facilities and infrastructure from natural and human caused hazards.
3) **Objective 3:** Promote hazard mitigation throughout the incorporated, unincorporated, and Tribal jurisdictions within Pima County.
4) **Objective 4:** Increase public awareness of hazards and risks that threaten the incorporated, unincorporated, and Tribal jurisdictions within Pima County.

The complete hazard analysis can be found in the *Pima County Multi-Jurisdictional Hazard Mitigation Plan (PCMJHMP).*

Consequences of Disasters

All-hazards disaster planning is based on the premise that all disasters, whether natural or human-caused, present similar consequences. These consequences may demand multi-agency/discipline response at all levels of government and the private sector. Dealing with these consequences is an important part of the PCEOP in the response and recovery phases. By identifying potential consequences, stakeholders and actions needed to address them may be identified. The following is a list of the primary consequences anticipated in any disaster. Specific hazards may present unique consequences that require more tailored response and recovery efforts.

The scale of these consequences may vary significantly depending on the nature of the disaster. Therefore, a flexible but coherent structure of clear actions and relationships is required. The fifteen Emergency Support Functions (ESFs) listed in the National Response Framework and incorporated into this PCEOP, provide this structure.

- **Displaced People:** Disasters often produce large numbers of displaced people who need a wide range of services (i.e. housing, food, clothing, financial assistance, child and special needs care, information, employment assistance, medical assistance, etc.) during both response and recovery.
- **Access and Functional Needs People:** Within the ranks of displaced people will be those who have disabilities, health conditions, mental/behavioral health issues, cognitive disorders, mobility and transportation challenges and limited English proficiency.
- **Injured/Ill People:** Rapid events, such as tornadoes, technical industrial accidents, crime or terrorist attack, generally do not allow people time to escape the event. The result can be a wide range of injuries or illnesses requiring significant coordination of fire, police, Hazardous Materials (Hazmat), EMS, medical and public health and environment agencies.
- **Fatalities:** The deaths of citizens and responders are the greatest tragedy associated with disasters. The Pima County Chief Medical Examiner has the statutory responsibility and authority to determine cause of death, transport, provide for decedent identification, store decedents and their personal effects, and release remains to family members. Law enforcement agencies may assist with death/crime scene investigation and processing, removal of remains, storage/release of effects and notification of next of kin. In the event of criminal or terrorist events, investigation and evidence preservation must also be considered. The effective management of fatalities is essential to the emotional and mental needs of the families, the community recovery and well-being, prosecution and the prevention of potential public health and environmental crises.
- **Damaged or Destroyed Property:** These are among the most common results of all disasters. Property damage and destruction may be limited by pre- or post-disaster mitigation. Responsibilities for damaged property vary based on ownership (public

property versus private property). The rapid assessment of property to determine the loss of critical infrastructure (public and private), homes, business, cultural, historic and natural sites is critical to the disaster declaration process and the prioritization of recovery efforts.

- **Loss of Emergency/Essential Services:** Loss of services is closely linked to the disaster's impact on critical infrastructure, business and government. The preservation and continuity of government, fire, law enforcement, EMS, water and wastewater services, emergency management and public health and environment services are immediate priorities.
- **Loss of Critical Infrastructure:** The preservation and restoration of power, communications, transportation and other critical infrastructure, are essential to sustained response and recovery operations. The restoration of services requires close coordination of the public and private sectors.
- **Economic Damage:** The loss of population, crops, property and critical infrastructure can produce both immediate and long-term economic damage to our community. This impact must be accurately assessed and integrated into recovery planning and activities.
- **Financial Impact/Unplanned Expenses:** Response, mitigation and recovery from disasters can produce significant expenses that are not part of routine budget planning. Addressing these expenses is often a shared responsibility if the event qualifies as a legally declared emergency/disaster at the local, state and federal levels. Eligibility for mitigation project funds is also contingent on maintaining a current Hazard Mitigation Plan. It is essential to have procedures and authorities in place that enable essential spending authority and effective documentation and accounting of these expenses.
- **Environmental Damage/Increase Health and Safety Hazards:** Disasters can damage the environment both directly and indirectly. Fires, floods, storms and technical/industrial disasters can impact broad geographic areas in a variety of ways. They may also have secondary impacts such as causing the release of sewage, hazardous materials or other cascading events that can pollute the air, surface and sub-surface water, watersheds, the land, or kill/injure our plant and wildlife resources. Assessing this damage and implementing strategies for mitigation and recovery requires broad coordination between the private sector and all levels of government.
- **Psychological Impact and Behavioral Health:** Disasters produce a wide range of immediate and long-term mental/behavioral trauma for both the general public and our response community. This impact must be recognized and addressed from the onset of a disaster and often continued through an extended recovery period.
- **Household Pets and Service Animals (HPSA) Issues:** The collection, rescue, transportation, sheltering, care, feeding, tracking and potential disposal of HPSA are often significant elements of disaster response. Effectively addressing these issues can be essential to ensuring the physical and mental well-being of their owners. This is a broadly shared responsibility.
- **Livestock and Wildlife Issue:** Disasters can produce large numbers of displaced, injured and dead animals. Failure to protect these resources can have significant impacts on the environment, public safety and public health. This is a broadly shared responsibility.
- **Debris:** Large amounts of debris on public and private property are a common consequence of disasters. Debris may be organic or inorganic, often hampers response and recovery operations, and possess significant public health and safety concerns. Debris management and removal requires an effective combined effort of the public and private sectors as well as the general public and property owners.

- **Litigation:** Disasters raise issues related to liability, responsibility, accountability, negligence and criminal culpability. These can lead to a wide range of legal proceedings involving both the public and private sector.
- **Loss of Confidence in Public and Private Institutions:** Failure to effectively prepare for, mitigate, respond to or recover from disaster events can result in a loss of confidence in public and private institutions. This complex consequence is best addressed through effective preparedness and public engagement/education prior to disaster events.

Planning Assumptions

The PCEOP is based on the following planning assumptions and considerations as presented in this section:

- Incidents are typically best managed at the lowest possible geographic, organizational and jurisdictional level.
- Incident management activities will be initiated and conducted using the ICS principles contained in the NIMS.
- The combined expertise and capabilities of County government at all levels, the private-sector and NGOs may be requested to assist overwhelmed jurisdictions and tribal nations in preparing for, responding to and recovering from disastrous incidents.

Incidents may:

- Require activation of the PCEOC to coordinate operations and/or resources for incidents occurring within unincorporated Pima County and/or local jurisdictions.
- Occur at any time with little or no warning in the context of a general or specific threat or hazard.
- Require significant information-sharing at the unclassified and classified levels across multiple jurisdictions and between the public and private sectors.
- Involve single or multiple geographic areas simultaneously and have significant international impact or require significant international information-sharing, resource coordination and assistance.
- Involve multiple, highly varied hazards or threats on a local, regional, state, national or international scale.
- Result in numerous casualties; fatalities; displaced people; property loss; disruption of power, fuel and energy sources; disruption of essential life-support systems, food and water; essential public services; basic infrastructure (banking, cyber); and significant damage to the environment.
- Displace populations needing sheltering which will include children, those with access and functional needs, disabilities, limited English proficiency and those with household pets and service animals.
- Result in an influx of citizens and foreign nationals from neighboring regions which may also be adversely affected by wide-spread disaster and critical resource shortages.
- Impact critical infrastructures across sectors.
- Immediately or rapidly overwhelm capabilities of County, Local and Tribal governments, and private-sector infrastructure owners and operators.

- Attract a sizeable influx of independent, spontaneous volunteers and supplies.
- Require prolonged, sustained incident management operations and support activities.
- Require long-term recovery, individual and family assistance activities.

Concept of Operations

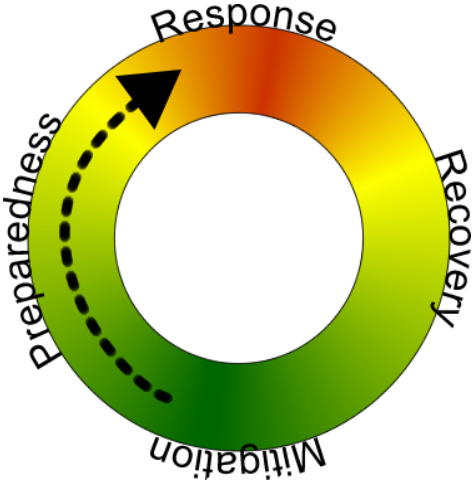
General

Incident management activities will be initiated and conducted using the concepts and principles identified by the National Incident Management System (NIMS). The Incident Command System (ICS) will be used as the on-scene incident management system to direct and control response activities. Local resources provide the first line of emergency response and incident management support in order to save lives, protect property and the environment. During routine incidents, the on-scene Incident Commander will be able to follow normal response procedures and will resolve the situation without need for expanded resources. However, when an incident or potential incident is of such severity, magnitude and/or complexity, the County may initiate actions to mitigate, prepare, respond to and recover from the incidents, which may require additional resources and support.

The basic premise of this plan is that emergency response should occur at the lowest level of government. Situations which require responses or resources beyond the immediate local level, however, must be communicated to the next higher level of government. One primary principle is that the control of the situation remains the responsibility of the local jurisdiction regardless of the level of augmentation provided by outside entities. Ultimate responsibility and authority within any local jurisdiction resides with the duly elected officials of that jurisdiction; command, control and coordination structures during all phases of emergency management will be designed to exercise that responsibility.

A County declaration of emergency may be proclaimed by the Chairperson, Board of Supervisors, in accordance with Pima County Code and state law. Such a declaration should then be communicated to the Pima County Office of Emergency Management and Homeland Security (PCOEMHS) and/or Pima County Emergency Operations Center (PCEOC), which may necessitate notification to the state and federal levels and could result in a Presidential Emergency Declaration. Notification of an emergency through successive layers of government may also provide additional resources needed to respond and recover.

All-Hazards/Comprehensive Emergency Management



Pima County's philosophy of emergency management is based upon the National Response Framework (NRF), namely that emergency management is an all-hazards, comprehensive process. This process allows Pima County to discharge its responsibilities by taking four inter-related actions which comprise the concept of emergency management and are designed to:

- Mitigate/Prevent hazards
- Prepare for hazards that cannot be fully mitigated
- Respond to emergencies that occur

- Recover and restore the community to its pre-emergency condition

County efforts related to the four actions will take place on a continuous and scalable level based upon hazard identification, threat, vulnerability and risk to people, property, CIKR and the environment.

The overall goal is to minimize the impact caused by a disaster or an emergency in the jurisdiction. However, it is important to remember that the emergency management process is cyclical – it is not a one-time task – and it begins well before the onset of an emergency or a disaster. Emergency management is a continual and developing process using lessons learned from previous incidents and events to improve the Plan, and improve Pima County's capacity to manage future incidents and events.

Operational Objectives

The PCEOP is based on the following operational considerations:

- Initially, incidents are appropriately managed at the lowest possible level.
- Pima County will use all available resources to save lives, minimize injury to persons and minimize damage to property and the environment.
- Incident management activities will be initiated and conducted using the principles contained in the NIMS.
- In the event of a major disaster, it is likely that outside assistance would not be immediately available. Until additional assistance arrives, Pima County will initially carry out disaster response and short-term recovery operations on an independent basis.
- The combined expertise and capabilities of government at all levels, the private sector and non-governmental organizations will be required to prevent, prepare for, respond to and recover from incidents of local or regional significance.

Initial Emergency/Disaster Response

Some incidents and potential incidents allow advance notice and some time to prepare; i.e. some weather related incidents provide alerts, etc. In these situations Pima County can deliberate over response procedures and decisions using a selected County department or PCOEMHS. Other incidents are primarily reaction-oriented, and have no little or no advance notice or time to deliberate. In these situations Pima County will generally be notified through existing communications systems, usually the Pima County Sheriff's Department (PCSD) dispatch center. Although other communications centers may be involved depending on the situation, they will generally relay information to the PCSD dispatch center, which will then follow appropriate, internal protocols for notifying a first responding agency and/or PCOEMHS. Therefore, at the outset of an incident a first responding agency will be notified and will respond in accordance with internal procedures and protocols.

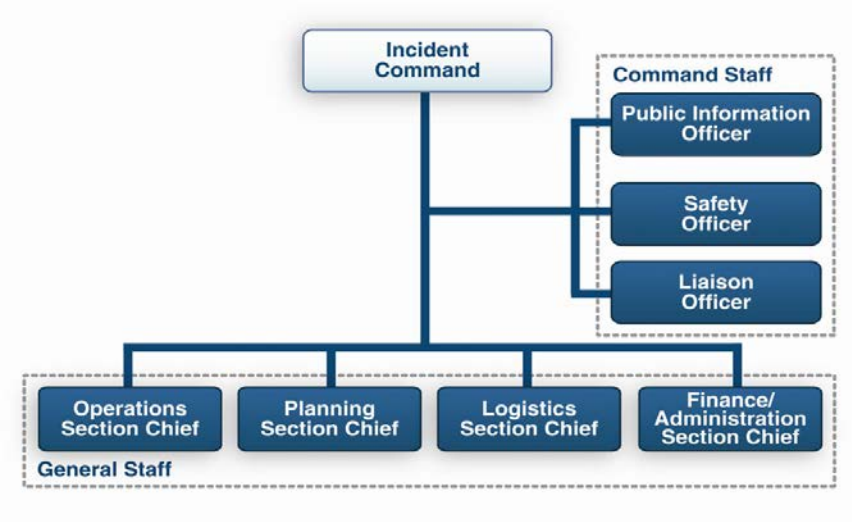
If necessary, the primary responding agency will establish "incident command" in keeping with the NIMS and ICS principles and concepts. In certain circumstances it may be prudent to establish an "area command"; when several incidents of a like nature are spread over a larger geographical area, or a "unified command"; when more than one primary responder agency or discipline is performing a significant role in the incident. Each County department or responsible agency that has initial

responder capacities and duties (Sheriff/Law Enforcement, Fire, EMS, public works and utilities) is required to have department level response plans or procedures. These plans shall include ICS principles and be coordinated with other County response agencies and departments, and they will be incorporated into applicable ESFs.

When an incident occurs Pima County's first response generally comes from the PCSD, one of the regional fire departments/districts, or from another County department. Incident Command (IC) may be established based upon responding agency internal policy and procedure and shall conform to the principles of NIMS and ICS.

Incident Command (IC) and/or Unified Command (UC) will be organized in accordance with ICS principles as necessary to confront the variables of the specific incident or event. The staff and organization of an IC/UC generally follows the following chart. (Not all positions are filled during all incidents. It is possible that one person within the command structure may fill two or more positions.)

Incident Command System (ICS) Structure



First responders and EOC staff should be trained in the NIMS and ICS. Recommended training specifics are identified based on potential response position and can be obtained through the PCOEMHS National Incident Management System Compliance Assistance Support Tool (NIMSCAST) coordinator. Further training needs include EOC specific position and WebEOC for those who might be assigned duties at an emergency operations center (EOC) or incident command post (ICP).

Initial response to an incident may be sufficient to resolve the situation. However, when initial response is not sufficient or adequate based on skills, capacities, jurisdiction, authority or other reasons, then it is incumbent upon the incident commander to consider expanding the response by requesting appropriate support. Such support may come through mutual aid agreements, intergovernmental agreements and/or coordination via activation of the Plan and PCEOC.

County Disaster Response Considerations

Pima County recognizes that there may be delays in the local, state or federal government's ability to deliver the requested services/assistance. Pima County may need to be self-sufficient for up to 72 hours or more before assistance arrives.

An unforeseen emergency/disaster, such as an earthquake or terrorist incident may occur with little or no warning and produce maximum casualties and widespread damage. Under such catastrophic circumstances, this plan assumes that Pima County's response capability will be quickly overwhelmed. The large number of casualties and/or the significant damage to buildings, structures and the basic infrastructure will necessitate county, state and likely federal government assistance to support local authorities in conducting lifesaving and life-support efforts.

As the result of persons being injured and others being trapped in damaged or destroyed structures, the likelihood of a significant number of deaths will require the immediate response of local, county, state and federal search and rescue personnel, medical personnel, and supplies and equipment to minimize deaths and injuries.

County agencies may need to respond on short notice to provide effective and timely assistance to local citizens. This plan designates pre-assigned missions for County agencies to expedite the provision of response assistance to save lives, alleviate suffering and protect property.

Activation of the Emergency Operations Plan

The authority to activate the Emergency Operations Plan (PCEOP) is not limited to any one County leadership position, but may vary depending on an incident and authority over the incident. Therefore, the decision to implement the Plan may be made by any of the indicated departments, or authorized deputy or designee:

- Board of Supervisors
- County Administrator/Deputy Administrator
- Sheriff
- Fire Chief
- Director, Office of Emergency Management and Homeland Security
- County Department Head/Director
- Incident Commander

Implementation of the Plan is scalable and is dependent upon variable disaster conditions, phase of operations and resource coordination needs. The level of activation of County resources through the Emergency Support Functions (ESF) and the staffing levels of the PCEOC are also flexible.

Additional EOP implementation circumstances include:

- When the Governor has proclaimed a State of Emergency affecting Pima County or a local jurisdiction
- A Presidential declaration of a National Emergency
- Proclamation of a State of War Emergency by the federal government
- Receipt of an attack warning or actual attack on the United States

Pima County Emergency Declaration

The Chairperson, Pima County Board of Supervisors, may, by proclamation, declare that a condition of emergency exists, pursuant to ARS § 26-311. Upon declaration of an emergency, all County department heads will be notified and they will ensure that the emergency response needs of the County are fully supported with available resources. Activation of internal, department emergency plans and SOPs will immediately occur. Department heads will assess and compile an inventory of their resources and provide it to the Director, PCOEMHS, if requested.

A County emergency is declared when, in the judgment of the Chairperson, Board of Supervisors,

the threat or actual occurrence of an emergency or disaster is of sufficient severity and magnitude to warrant a coordinated response by the various County departments, agencies and voluntary organizations.

The declaration of a County emergency activates the PCEOP, PCEOC and provisions of applicable County emergency plans and contingencies. Additionally, following an emergency declaration, certain emergency powers of local government become lawful to impose, per ARS § 26-311.

When, in its judgment, all emergency activities have been completed, the Board of Supervisors will take action to terminate the declared emergency.

All County departments and agencies will receive notification of emergency declarations and terminations through the PCOEMHS.

The provisions of this plan are applicable to all emergencies/disasters that require a proclamation of a state of emergency by the Pima County Board of Supervisors (BOS).

Levels of Emergencies and Declarations

A. Non-Declared County Emergencies/Disasters

1. The Chairperson, Pima County Board of Supervisors, or designee, may direct County departments and agencies to respond to emergencies or disasters as outlined in this plan without a formal declaration of an emergency when the expectation is that local resources will be sufficient and that no reimbursement of costs will be requested.
2. For significant events in Pima County or a neighboring jurisdiction, the Pima County EOC may be activated to monitor the situation, coordinate activities among the departments and agencies, and to ensure that the County is positioned to rapidly respond in the event of an incident.

B. General Emergency Declarations

There are three levels of emergency declarations that may apply to a disaster or emergency within Pima County depending upon the scope and magnitude of the event:

1) **County/Local Declaration**: A local emergency declaration automatically activates the Pima County Emergency Operations Plan, the Emergency Operations Center and provides for the expeditious mobilization of County resources to respond to a major incident.
2) **State Declaration**: A declaration of an emergency by the Governor of Arizona that includes Pima County provides the County access to the resources and assistance of the departments and agencies of the State, including the National Guard, in the event local resources are insufficient to meet the needs. These requests for assistance are coordinated through the Arizona Division of Emergency Management (ADEM), the State Emergency Operations Center (SEOC) and the State Emergency Response and Recovery Plan (AzSERRP).
3) **Federal Declaration**: The Governor of Arizona may request a federal emergency or major disaster declaration. In the event that Pima County is declared a federal disaster area, the resources of federal departments and agencies are available to provide resources and assistance to augment those of the County and the State. The state will

coordinate state and federal assistance to Pima County and the County EOC will coordinate that assistance regionally in Pima County.

- **Three types of Presidential Declarations[6]:**
  - **Major Disaster Declaration** - defined as, any natural disaster (hurricane, earthquake, flood, tornado, tsunami, volcanic eruption, mudslide, snowstorm and drought) or, regardless of cause, any major fire, flood or explosion. The full complement of federal assistance is available under a major disaster declaration, including recovery assistance.
  - **Emergency Declaration** – defined broadly by the Stafford Act as any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement State and local efforts and capabilities. Emergency declaration may be issued before an incident occurs. Federal assistance is more limited in scope without the long-term recovery programs and is capped at $5,000,000.
  - **Fire Management Assistance Grant (FMAG) Program Declaration** – when fires threaten destruction that might become a major disaster, the President (or FEMA) can assist a State in the form of grants, equipment, personnel and supplies.

Other Local Jurisdiction Emergency Declaration

A local jurisdictional emergency is declared when, in the judgment of the city or town Mayor, the threat or actual occurrence of an emergency or disaster is of sufficient severity and magnitude to warrant a coordinated response by the various city/town departments, agencies, and voluntary organizations.

The declaration of a city/town emergency activates the jurisdictional EOP, EOC and other applicable provisions of their emergency plans. Whenever a local jurisdiction opens an EOC or declares an emergency, the Pima County EOC will automatically activate in order to render any necessary assistance in supplying resource, logistics and/or communications coordination support.

Arizona State Emergency Declaration

The Arizona Revised Statutes ARS § 26, Chapter 2 Emergency Management, Article 1, as amended, prescribes the authority and implications of a declaration of a state of emergency by the Governor when disaster conditions exist and appear likely to overwhelm local governments. The Governor may declare a state of emergency to exist whenever the safety and welfare of the people of the State require the exercise of emergency measures due to a threatened or actual disaster.

In the event that Pima County declares an emergency, the following procedure applies to receive state assistance:

- The officials of the affected political subdivision should forward a Local Emergency Proclamation/Resolution and an Application for Assistance to the Director ADEM.

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[6] Source: Legal Issues and Disasters: Things You Should Know; University of the District of Columbia 2012, FEMA MGT-366 Manual, p. 174.

- The Director ADEM, will advise the Governor of the situation and the Governor may proclaim a State of Emergency and execute all or portions of the SERRP.

The Governor may declare an Emergency in the absence of a county/local request. In that case, the Director ADEM, will initiate state response by notifying the appropriate agencies. These agencies will take appropriate actions in accordance with the SERRP.

In the event that the Governor is absent or inaccessible, the State Emergency Council may issue a State of Emergency proclamation. This action will be taken at a meeting of the council called by the Director ADEM, and if not less than three council members, at least one of whom is an elected official, approves the action.

Specific liabilities and expenses may be incurred to meet contingencies and emergencies arising from incidents relating to hazardous materials and search and rescue operations without the proclamation of a State of Emergency by the Governor.

Request for assistance from the National Guard will be forwarded to the Director ADEM. The Director will evaluate the request and make appropriate recommendations to the Governor, or if the National Guard has been activated, relay the request to the Arizona Department of Emergency and Military Affairs (DEMA).

Expanding Pima County Emergency/Disaster

Expanding and cascading incidents require an adaptive approach and these eventualities must be planned for by County emergency management and responders. As incidents expand in magnitude, size and scope, they require greater amounts of resources and increased levels of coordination by the PCEOC.

In such cases this Plan is integrated with and complementary to other regional, jurisdictional and state plans and can accept expansion through the activation of the PCEOC and appropriate ESFs tailored to the situation and needs of any area to the limits and stipulations of Pima County's capacities, commitments and agreements.

The degree of County involvement in incident operations depends largely upon specific County authority or jurisdiction.

Other factors that may be considered include:

- A county department or agency, local or tribal jurisdiction needs or requests external support.
- The economic ability of the affected entity to recover from the incident.
- The type or location of the incident.
- The severity and magnitude of the incident.
- The need to protect the public health, welfare and the environment.

County departments and agencies will support emergency management in accordance with local, state and national authorities and guidance by providing:

- Initial and/or ongoing response, when warranted, under their own authorities and funding;
- Alert, notification, pre-positioning and timely delivery of resources to enable the management of potential and actual County-declared disasters; and

- Proactive support for catastrophic or potentially catastrophic incidents using protocols for expedited delivery of resources.

The Chairperson, Board of Supervisors, may activate the Catastrophic Incident Annex according to the criteria established in the PCEOP when an incident or potential incident is of such severity, magnitude and complexity that it:

- Occurs instantaneously or with little warning.
- Immediately or rapidly overwhelms the County's ability to mount and sustain an emergency response.
- Creates significant disruption of County government.

Pima County Emergency/Disaster Support to Local Jurisdictions

Upon receipt of the proclamation of a Local Emergency from an incorporated town/city within the county or tribe, the Chairperson, Board of Supervisors, will:

- Provide available assistance requested to contain the incident (i.e., Sheriff, Public Works, Health, etc.);
- Notify ADEM that a situation exists which may require the declaration of a Pima County Local Emergency.

In the event a situation exists in the unincorporated portions of the County which may affect lives and property, the County will take necessary measures to bring the situation under control utilizing county government resources.

If the situation in either incorporated or unincorporated portions of the County is beyond the capability and resources of the County to control it, the Board of Supervisors may proclaim a Local Emergency to exist in accordance with ARS §26-311.

The Local Emergency Resolution and an Application for Assistance will be forwarded to the Director ADEM – refer to PCEOP, page 35, Arizona State Emergency Declaration.

Pima County Emergency Operations Center (PCEOC)

The PCEOC is the primary hub for County incident management, operational coordination and situational awareness in county-wide disasters or emergencies. The PCEOC can maintain a sustained 24/7 inter-agency, coordination operation; fusing public safety, incident intelligence, emergency response, public information, communication support, public health/medical support, mass care support and private-sector reporting.

Primary Pima County EOC	Alternate Pima County EOC
Pima County Emergency Communications and Operations Center (PECOC) 3434 E. 22nd Street Tucson, AZ 85713	Pima County Sheriff's Department (SOC) 1750 E. Benson Highway Tucson, AZ 85714-1758

EOC coordination and support functions include:

- Support to local incident/unified/area command which, according to ICS, maintains tactical and operational control of an incident.
- Facilitation of cooperative, regional inter-jurisdictional emergency support, as well as County-to-State coordination serving as the primary point of contact (POC) to the State EOC (SEOC).
- Facilitation and coordination of County and State emergency mutual aid and assistance, and Federal emergency support to overwhelmed County, Local and Tribal governments
- Establishing and maintaining real-time communications links with departmental, jurisdictional and agency EOCs, as well as appropriate Tribal, State, Federal and non-governmental and relevant private-sector EOCs;
- Enhancement of incident management communications in order to increase situational awareness and common operating picture across jurisdictions and between the public and private sectors;
- Maintaining communications with private-sector critical infrastructure and key resources;
- Providing coordination of emergency alerts and notifications to the public utilizing the most effective combination of emergency alert systems, media and methods to reach the greatest number of affected residents and communities, with attention to reaching functional needs populations;
- Promoting efficient acquisition, deployment, prioritization and utilization of resources needed for effective incident management, sometimes operating as a Multi-Agency Coordination Center (MACC).
- Emergency Management Assistance Compact (EMAC) coordination during catastrophic events.

PCEOC Structure

The Pima County EOC is structured after the standard ICS model while incorporating ESFs under the Support Section Chiefs resulting in an efficient, NIMS approved hybrid ICS/ESF structure.

For overall functionality, the PCEOC is divided into five EOC functions, whereas each function will have specific roles and responsibilities during each phase of the disaster situation. The five functions are as follows: Command/EOC Management (Policy Group), Operations Support Section, Planning Support Section, Logistics Support Section, and Finance/Administration Support Section. (A sixth area, Intelligence Support Section, may be activated if required.)

PCEOC functions are staffed as needed so not every position will be filled in every emergency or disaster. The situation at hand will dictate the functions and elements to be activated. Minimum staffing levels will be at the discretion of the Director PCOEMHS or EOC Manager

PCEOC Structure

Role	Functions
Command/EOC Management (Policy Group)	▪ Overall emergency policy and coordination ▪ Public information and media relations ▪ Agency liaisons ▪ Safety officer ▪ Proper safety/security procedures through the joint efforts of government agencies and private organizations.
Operations Support Section	▪ Coordination of all jurisdictional operations in support of the emergency response through implementation of the jurisdiction's Incident Action Plan (IAP).
Planning Support Section	▪ Collection, evaluation and dissemination of information ▪ Developing the jurisdiction's Incident Action Plan and Situational Status in coordination with other functions ▪ Maintaining all EOC documentation.
Logistics Support Section	▪ Providing support for facilities, services, personnel, equipment and materials.
Finance/Administration Support Section	▪ Financial activities, procurement, business policy compliance and other administrative aspects.

PCEOC Staff

The PCEOC will be staffed by qualified department, agency and organization representatives.

- All department and agency points-of-contact will be notified of the PCEOC activation through the PCOEMHS. Department/agency EOC representatives will be notified through the respective department/agency's internal notification process.
- Upon notification, internal department/agency policies and procedures will be implemented as necessary and the appropriate agency EOC representative(s) shall report to the PCEOC at the appointed time and be prepared to carry out their agency roles and responsibilities. Departments and agencies will provide appropriate representation to the PCEOC based upon the level of activation. Agency representatives shall be prepared to staff the PCEOC until they are relieved by other agency personnel or the PCEOC is demobilized.
- Depending on the situation, other organization or agency personnel with responsibilities under the PCEOP will either be directed to report to the PCEOC, be alerted and placed on a stand-by status, or directed to perform their required responsibilities from their home, office, or alternate locations.
- If a further expansion of the PCEOC staff is required by a re-evaluation or a change in the extent of a specific emergency or disaster, appropriate stand-by personnel will be notified and directed to report to the PCEOC to assist in either the emergency response or recovery phases.
- County departments and agencies providing staff to the PCEOC will have the capability to maintain 24 hours per day/7 days a week (24/7) operations for the duration of the emergency. Each department, agency and organization in the PCEOC is expected to have at least three qualified personnel identified to staff their EOC position. It is the responsibility

of each department, agency and organization to ensure the position is staffed as required for the duration of the emergency.

- Organization and agency representatives must have the authority to make decisions, coordinate resources, provide information and advise the County Executives, their respective department heads and PCEOC management and support staff.
- Any agency head or cooperating organization leadership may request that the PCEOC be activated to support emergencies being managed by their agency or organization. This may include monitoring activations to support non-emergency or special events
- Any incorporated jurisdiction or tribe may request PCEOC activation through the Director PCOEMHS.
- All PCEOC activation requests will be made through the Director PCOEMHS.

PCEOC Activation Levels

The activation of the Plan will also trigger the activation of the PCEOC and activation of some or all of the Plan's ESFs. The PCEOC may be partially activated during emergencies of lower magnitude as needed. The extent to which the PCEOC and/or ESFs are activated depends upon the decisions of the Board of Supervisors, County Manager, Director PCOEMHS, Department Head, or an Incident Commander (IC), and is dependent upon the type of emergency situation, its potential for escalation, geographic impact and resources necessary to respond and recover from the incident. Whenever the Plan is activated, either fully or partially, the Director PCOEMHS must be notified.

The PCEOC may be activated at one of five (5) levels depending upon the nature and scope of the incident or potential incident. The EOC may also be activated for a significant planned event in order to monitor events and provide for an effective response if necessary. The Director PCOEMHS will designate the level of activation and will ensure appropriate notifications are completed.

- **Monitoring (Levels 1-5)**: Provides for increased monitoring capability and typically involves PCOEMHS staff and representatives from key public safety agencies. Activities will focus on collecting, analyzing and disseminating information and conducting appropriate contingency planning. At the discretion of the Director PCOEMHS, or designee, monitoring activities may be conducted virtually via teleconference, phone, WebEOC, email, etc.
- **Partial Activation (Levels 1-3)**: Provides for selective activation of ESF functions and, if necessary, primary agencies and key support agencies that may be or will be engaged in the emergency situation.
- **Full Activation (Levels 1-2)**: Includes all primary and support agencies identified within the PCEOP. Full PCEOC Activation may operate the EOC 24 hours per day.

When activated, the Pima County EOC will serve as the County/multi-agency support and coordination facility for county officials during major emergencies.

When emergency activities have resolved the emergency and ongoing demobilization and recovery actions may be adequately managed without continued emergency declaration powers, the Director PCOEMHS, or designee, shall recommend to the Board of Supervisors a termination of the declared emergency.

PCEOC Activation Levels

Level	Description	General Actions
5	• No imminent hazard or threat • No severe weather pending	• Normal day-to-day operations • Steady-state reporting and monitoring • Minor incidents controlled by first response agencies
4	• Heightened hazard or threat level • Localized incident • Potential County-wide Incident	• Localized incidents controlled by first response agencies • Continued monitoring • Use of department/agencies authorities & resources to assess and deter threats • Weather advisories • Alerting PCEOC teams • Warning order • PCEOC activated • Pre-deployment of teams
3	• Incident of County-wide significance managed at PCEOC level	• County level monitoring and countywide involvement • Countywide assets deployed • PCEOC activated • ADEM/SEOC Notified
2	• Imminent hazard or threat • Overwhelming County-wide Incident • Potential Catastrophic Incident	• County level assets deployed • PCEOC activated • ADEM/SEOC notified and briefed • State EOC fully staffed • Consideration of requesting of essential resources and extensive state assets
1	• Catastrophic Incident	• Deployment of appropriate essential resources and extensive state and federal assets

The Plan may continue to remain in operation beyond the emergency declaration permitting an orderly incident response demobilization and transition to Recovery Management. Additional information about the PCEOC can be found in *ESF-5 Emergency Management*.

The levels of activation, in the preceding matrix, are consistent among the following Regional Planning Cooperative (RPC) jurisdictions which collaborated in the development of their EOP's:

- Pima County
- City of Tucson
- Town of Oro Valley
- Town of Marana
- Town of Sahuarita
- Tohono O'odham Nation

Pima County EOC Role in Multi-Agency Coordination System

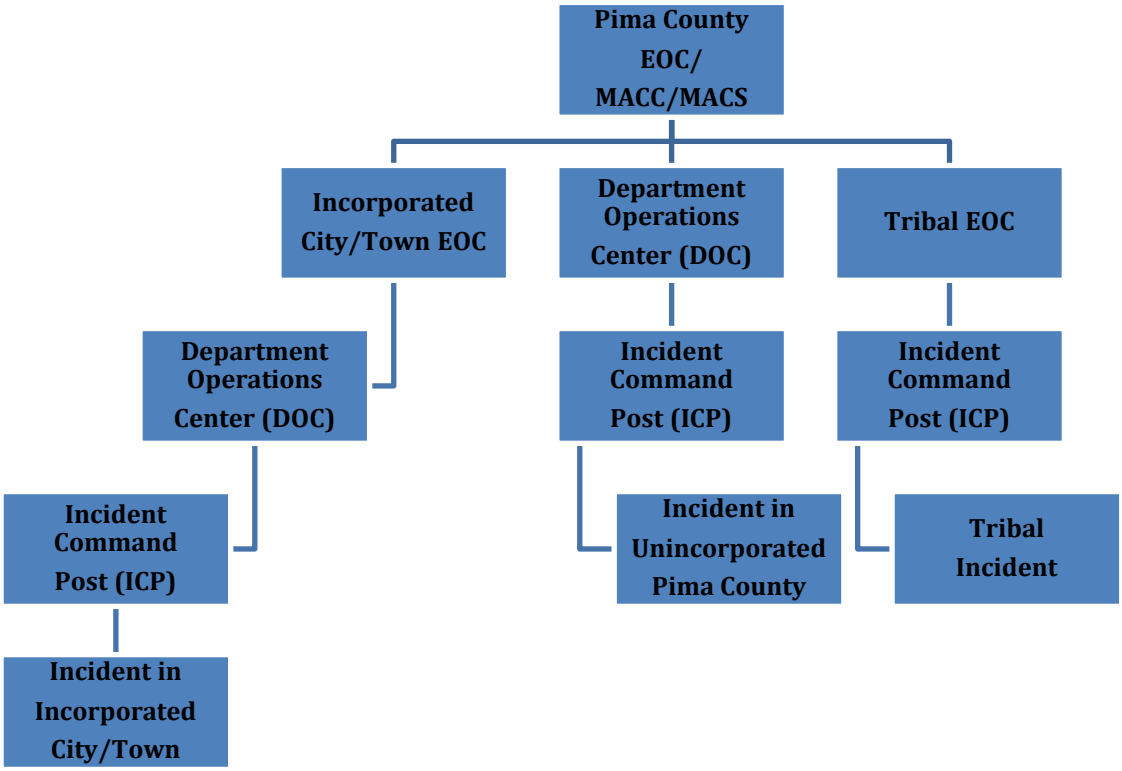
A Multi-Agency Coordination System (MACS) is a system and process that allows all levels of County and local government and all disciplines to work together more efficiently and effectively. Multi-agency coordination occurs across the different disciplines involved in incident management, across jurisdictional lines or across levels of government. Multi-agency coordination can and does occur on a regular basis whenever personnel from different agencies interact in such activities as

preparedness, response, recovery and mitigation.

The primary function of MACS is to coordinate activities above the field level and to prioritize the incident demands for critical or competing resources, thereby assisting the coordination of the operations in the field. A MACS consists of a combination of elements:

- Personnel
- Procedures
- Protocols
- Business practices
- Communications integrated into a common system

Pima County Multi-Agency Coordination System (MACS)



The Pima County EOC utilizes the NIMS, Multi-Agency Coordination System (MACS) and Multi-Agency Coordination Center (MACC) models to better define how they will work together with local jurisdictions and the State more effectively. Initially the Incident Command/Unified Command and the Liaison Officer may be able to provide all needed multi-agency coordination at the scene. However, as the incident grows in size and complexity, off-site support and coordination may be required.

Integral elements of MACS are dispatch procedures and protocols, the incident command structure and the coordination and support activities taking place within the activated Pima County EOC/MACC. Fundamentally, MACS provides resource support, coordination and assistance with policy-level decisions to the ICS structure managing an incident.

Consideration of Other Jurisdictional /Local Emergency Plans

Within the context of emergency or disaster response, other emergency plans exist. Some plans support this plan and others stand alone in their purpose, scope and activity pertinent to a particular jurisdiction, agency or other entity.

Strategic, regionally-oriented emergency operations plans were developed, integrated and de-conflicted through the Tucson Urban Area Security Initiative (TUASI) Regional Emergency Response Planning Cooperative (RPC). Jurisdictional plans were drafted in accordance with NIMS and NRF, with consideration for compatibility with the Arizona State Emergency Response and Recovery Plan (AzSERRP) and the Pima County Emergency Operations Plan (PCEOP).
The PCEOP and local emergency plans describe what the jurisdictions will do when conducting emergency operations. The emergency plans developed within the RPC:

- Identify the departments and agencies designated to perform response and recovery activities and specifies tasks they must accomplish;
- Outline the integration of assistance that is available to local jurisdictions during disaster situations that generate emergency response and recovery needs beyond what the local jurisdiction can satisfy;
- Specify the direction, control and communications procedures and systems that will be relied upon to alert, notify, recall and dispatch emergency response personnel; warn the public; protect residents and property; and request aid/support from other jurisdictions and/or the Federal Government;
- Provide coordinating instructions and provisions for implementing Mutual Aid Agreements (MAAs), as applicable;
- Describe the logistical support needed for planned operations;
- All RPC Plans have been integrated horizontally and vertically to conform to NIMS standards and have been de-conflicted.

The County Plan, and RPC Plans, utilize an ESF plan format and are coordinated through the ESF structures and their respective coordinator, primary and support agencies as part of the preparedness effort. Regional planners drafted jurisdictional EOPs ensuring compatibility with neighboring jurisdictions whenever possible and with due consideration for County requirements, capabilities and capacities.

Since Pima County is served by several fire districts, the emergency response plans, mutual aid plans and other support plans related to fire service have been coordinated with those agencies via the Pima County Fire Chief's Association (PCFCA).

Regional EOPs are supported by internal departmental procedures, response plans, evacuation plans, continuity of operations plans, continuity of government plans and essential records retention and recovery plans. Efforts will be made to coordinate the operation of the Pima County EOP with those of other jurisdictions, schools, NGO, private-sector, utilities, faith-based, and non-profit organizations and agencies.

Demobilization

As the emergency situation resolves, there will come a time when the disaster declaration process will reverse itself; assets and resources will demobilize. Each government jurisdiction that

activated in response to an incident will make coordinated decisions with other affected jurisdictions about whether and when to reduce participation and activities.

Generally, demobilization and deactivation will be planned and coordinated to ensure that proper closure to jurisdictional events is accomplished. Some government agencies may remain active during long-term recovery processes.

Eventually the situation will reach a point when the local government can make decisions to end extraordinary activities associated with an emergency or disaster. Within Pima County it will be left to the Chairperson, Board of Supervisors, to make the determination to deactivate the PCEOC.

This will generally be done in consultation with the Director PCOEMHS, affected first response agency managers, and any specially designated County employees related to documentation and communication with ADEM.

After an emergency incident has returned to local control without the need for continued PCEOC coordination, County emergency management protocols will remain in effect at appropriate levels to ensure continuous resolution of the situation.

Evacuations

Pima County is susceptible to both natural and man-made events such as floods, severe storms, hazardous material incidents and acts of terrorism that may necessitate an evacuation of nearby residents, businesses and other facilities in order to save and protect lives. The County is prepared to relocate people within the County, to evacuate people out of the jurisdiction and to receive evacuees from other jurisdictions, as necessary. The Pima County EOP supports and is based on the State of Arizona Mass Evacuation and Reception Plan.

Pima County defines three types of evacuations:

1. **Selected/Limited:** An evacuation event limited to a specific building or neighborhood requiring a limited number of residents being evacuated and possibly sheltered.
2. **Staged/Sequential:** An evacuation event requiring multiple neighborhoods or communities being evacuated and possibly moved to various shelter sites within the county.
3. **Full-Scale:** An evacuation event requiring all persons within an entire geographical area being evacuated to other locations or locales.

The Incident Commander of an emergency which necessitates evacuation and/or shelters to be opened will establish the zone around the impacted or potentially impacted area that will require evacuation in order to ensure public safety. If the nature of the incident is escalating rapidly or large areas are impacted, the Pima County EOC may be activated to support the Incident Commander. The IC will be supported by the PCEOC and other Departments as required to:

- Establish temporary shelters or reception centers
- Provide emergency public information/notification to the affected area
- Coordinate transportation resources to support the evacuation of all affected people to safe areas, taking into consideration the functional needs population and service/guide animals
- Provide traffic management/control for ingress/egress routes
- And other specific support, as necessary.

Depending upon the scope and magnitude of the incident a Unified Command including Fire, Law Enforcement and EMS may be established to direct and control the evacuation of the area specified and to implement and coordinate notification to area residents and businesses and provide

direction for the orderly evacuation of the area. After the emergency has passed and before the areas evacuated are deemed safe, plans for re-entry for residents must be developed.

Evacuation Notice/Warning

Evacuation Notices/Warnings must be announced in very specific terms. Evacuation Notices/Warnings are totally voluntary on the part of the public and this decision to request evacuation must be carefully weighed by Incident Commanders and departments/agencies whose duty it will be to execute such actions.

- **Voluntary Evacuation Warning:** A warning to persons within a designated area that a threat to life and property exists or is likely to exist in the immediate future. Individuals are not required to evacuate, but it would be to their advantage to do so.

Law enforcement and fire agencies should have written internal SOPs and directives in place prior to issuing an evacuation notice/warning and should include prepared statements and procedures to explain the potential dangers and consequences to those citizens who refuse to evacuate. This must be established prior to the announcement of any evacuation notice and there must be consistency between agencies in procedures and contingency actions. Ideally, evacuation agencies should conduct pre-incident training as a matter of preparedness.

Adequate transportation and shelter resources should be of prime concern with any potential evacuation with special attention to relocating those with functional needs, children, household pets and service animals.

Shelters

When an evacuation notice is given, or when it is likely that people will self-evacuate, the population affected must be provided with safe destinations and information about where and how to obtain shelter services. Shelters can be of several types, depending upon advance notice and resources available. The following are general definitions and guidelines for shelter operations:

Types of Shelters and Potential Uses for Public Assembly Facilities in Response to Disasters:[7]

Facilities used for shelters may be used for multiple purposes simultaneously as defined below:

Emergency Shelters:

Provide a safe, sanitary and secure environment and life-sustaining services to disaster survivors displaced from their primary residences due to natural or man-made disasters

- ***Congregate Shelters**: Private or public facilities that provide contingency congregate refuge to evacuees, but that day-to-day serve a non-refuge function such as schools, stadiums and churches. Congregate shelters provide a means to a safe, sanitary, and secure environment to temporarily house people displaced by disasters and emergencies as quickly as possible.*
    - ***Evacuation shelter:** Provides initial and immediate safety and refuge from or during a threatened or actual incident. The primary function of these shelters is to keep*

[7] International Association of Venue Managers(IAVM) and the American Red Cross (2010) Mega-Shelter Planning Guide, Coppell, TX: International Association of Venue Managers, p. 14-15, http://www.fema.gov/pdf/emergency/disasterhousing/mspg.pdf

people out of harm's way. After the incident occurs, this type of shelter may evolve into other types of sheltering.

- ***General population shelter:*** *Serves everyone in the community that does not require the level of medical care provided by a Federal Medical Station (FMS) and/or a State/locally operated medical support shelter.*
- ***Mega-shelter:*** *Generally necessary when the number of people requiring shelter support is large and extensive damage to structures and community infrastructure limits sheltering options and results in longer shelter operational periods.*
- ***Spontaneous/ad-hoc shelter:*** *Unplanned shelters that are opened by organizations that may not be part of the community's disaster response operations. These shelters may or may not be open to the public.*
- ***Medical needs shelters:*** *Shelters that support individuals who have medical issues requiring care beyond the capability of a general population shelter. They are established by local, State, or tribal governments in coordination with public health and social services agencies.*
- ***Household pet shelters:*** *Specialized shelters to meet the needs of people with household pets.*

- ***Non-Congregate Shelters:*** *Private or public facilities that, by design, provide a short-term lodging function and an increased degree of privacy over congregate shelters. Non-congregate sheltering provides alternatives for incidents when congregate sheltering is unavailable, overwhelmed, or longer term temporary sheltering is required. This also includes individuals and households who make their own sheltering arrangements without assistance, commonly known as self-sheltering.*
  - ***Modified vacant buildings*** *- Such as shopping centers or factories divided into units with common bathrooms and/or kitchens*
  - ***Temporarily constructed facilities*** *- Including base camps, industrial tents, or individually sited structures*
  - ***Cruise ships and/or other berthing vessels***
  - ***Dormitories, barracks, or other pre-existing housing facilities Individual tents*** *- Provided for use on site of damaged property during dwelling repair*
  - ***Self-sheltering*** *- When those seeking refuge from an incident or event are able to identify and secure temporary accommodations without assistance (i.e. motels, hotels, homes of friends or family, or in survivor's own damaged home)*

- ***Shelter-In-Place*** *- Populations that are directed by local officials to "shelter-in-place" or stay indoors to reduce exposure to whatever hazard is threatening the area. This may take place in a private dwelling, office, public building, or other isolated setting.*

Non-Shelter Potential Uses for Public Assembly Facilities:

- ***Evacuation Embarkation Site:*** *Pre-identified location where individuals from a threatened or affected area gather to seek government transportation to comply with an evacuation order. These sites may offer mass care (nourishment and hydration), sanitation, first aid, processing, and vehicle staging and boarding. Or, evacuees may be transported to locations where these can be offered in a safe environment.*

- ***Reception Processing Sites:*** *Initiated following a catastrophic event that displaces a significant number of individuals who will likely be displaced for at least six months with the possibility of permanent displacement. These are facilities where evacuees are entered into an evacuation tracking system for eventual placement into sustainable, non-congregate sheltering.*
- ***Respite Centers:*** *Facility that provides support and services to first responders and others working in a disaster area.*
- ***Disaster Recovery Center:*** *Facility where FEMA provides status information on client applications and general information on FEMA disaster assistance. Other Federal, State, local, and voluntary agencies may also use the facility to provide information on their disaster assistance programs.*
- ***Staging Area:*** *Area used for the logistical staging of emergency supplies, commodities, equipment, or staff.*
- ***Point of Distribution (POD):*** *Facility or area where emergency supplies and commodities are distributed to the public.*

Functional Needs Populations

Pima County recognizes that there is a portion of the County's population who may not be able to successfully plan for and respond to an emergency with resources typically accessible to the general population.

This Plan aims to meet the emergency needs of people who may be able to function independently under normal situations, but who may need assistance in an extraordinary situation.

The PCEOP integrates functional needs considerations throughout the Plan components and within each applicable ESF. Integrating provisions for various function-based needs into each ESF ensures functional needs considerations are part of overall planning. This Plan is modeled after the National Response Framework (NRF) and the National Incident Management System (NIMS) guidelines related to this subject matter.

Defining "Functional Needs"

The definition of "functional needs populations" as it appears in the Federal guidance document *National Response Framework (NRF)* is as follows:

Individuals in need of additional response assistance may include those who:

- Have disabilities (physical, cognitive, intellectual, emotional, behavioral, etc.)
- Live in institutional settings (medical, behavioral, correctional, etc.)
- Are elderly
- Are children
- Are from diverse cultures
- Have limited English proficiency (LEP)
- Are transportation disadvantaged

Populations whose members may have additional needs before, during and after an incident in functional areas, including but not limited to:

1. **Maintaining Independence** – Individuals requiring support to be independent in daily activities may lose this support during an emergency or a disaster. Such support may include consumable medical, durable medical equipment, service animals and/or

attendants or caregivers. Supplying support to these individuals may enable them to maintain a pre-disaster level of independence.

2. **Communication** – Individuals who have limitations that interfere with the receipt of and response to information will need that information provided in methods they can understand and use. They may not be able to hear verbal announcements, see directional signs or understand how to get assistance due to hearing, vision, speech, cognitive or intellectual limitations, and/or limited English proficiency.
3. **Transportation** – Individuals who cannot drive or who do not have a vehicle may require transportation support for successful evacuation. This support may include accessible or information about how and where to access transportation during an evacuation. In addition, some people will be unable to evacuate without assistance.
4. **Supervision** – Before, during and after an emergency, individuals may lose the support of caregivers, family or friends or may be unable to cope in a new environment. If separated from their family or caregivers, young children may be unable to identify themselves; and when in danger, they may lack the cognitive ability to assess the situation and react appropriately.
5. **Medical Care** – Individuals who are not self-sufficient or who do not have adequate support from caregivers, family, or friends may need assistance with a wide variety of conditions. These individuals may require the support of trained medical professionals.

The above examples illustrate function-based needs that may exist within the community.

The term "Functional Needs," is a function-based definition which reflects the capabilities of the individual, not the medical condition or label.

Functional Needs Planning Considerations

1. Planning Networks and Roles

a. Consistent with FEMA Comprehensive Preparedness Guide (CPG) 101, associations will be solicited and developed from amongst a diverse group of organizations and individuals representing functional needs communities.

b. This inclusive planning approach will be utilized to capitalize on expertise from the individuals, organizations and agencies appropriate to this section.

c. Pima County will look to members of the various functional needs communities to assess how emergency management efforts can be most effectively coordinated and services delivered.

d. The Functional Needs Task Force is comprised of Pima County government, private sector and other organizations which serve the functional needs community representing various groups. There are regular meetings to discuss matters affecting emergency response, communication, evacuation, registries, sheltering, and transportation issues. This task force is led by the Pima County Health Department and is supported by PCOEMHS.

e. The Primary Agency (PA) for coordinating functional needs considerations is the Pima County Health Department which supports a functional needs advisory committee under *ESF-6 Mass Care, Emergency Assistance, Housing and Human Services.*

2. Functional Needs Registries

a. Assessments are based on information collected from multiple relevant sources wherein individuals with functional needs are represented.

b. Registries are typically incomplete databases of individuals who voluntarily sign up and meet the eligibility requirements for receiving emergency response services based on a need.

c. Registries are difficult to keep current and costly to maintain in a large urban area. The PCEOP suggests that this data may be better solicited, quantified, maintained and updated by assigned representative organizations and should be prioritized based on the greatest needs relative to safety. (The Functional Needs Task Force continues work on this among organizations which support and advocate for access issues.)

d. It should never be assumed that any registry contains the name of every person who needs assistance; therefore, they should not be relied upon as a master tool for emergency responses.

e. Participation in a functional needs registry program does not take the place of personal preparedness as all functional needs registry participants—and everyone in general—should have a personal preparedness plan.

f. It is a generally held opinion that HIPAA does not prohibit the use of information about a person's capabilities as long as it is separated from their specific medical condition. For instance, it may be appropriate to list in a functional needs registry, information that a person cannot drive, uses a wheelchair, is cannot hear or hear well, cannot see, uses a service animal, etc. These general descriptors correlate to capabilities that must be considered in order to arrange for transportation, assistance and sheltering resources necessary to meet their needs. These issues must be reviewed and compliance with the laws, policies and guidelines affecting the collection, storage and dissemination of this information remain the responsibility of the individual agencies or organizations using it.

g. The National Emergency Family Registry and Locator Service (NEFRLS) is available to assist those who:

    1) Have become separated from family members or children

    2) Need to locate a separated or missing child or individual

    3) The NEFRLS toll-free number allows disaster victims without access to the Internet to register or search the system on their own or with the help of NEFRLS call center staff.

    4) In the absence of a presidentially-declared disaster, the NEFRLS hosts a recorded message that refers callers to appropriate local authorities, the American Red Cross, the National Center for Missing and Exploited Children or the National Emergency Child Locator Center for further assistance.

    5) Information on NEFRLS will be communicated by on-going public outreach and education.

3. Emergency Alerts, Communication and Public Information

a. Delivery mechanisms may include:

1) Emergency Alert System (EAS)
2) Commercial Mobile Alert System (CMAS)
3) Integrated Public Alert and Warning System (IPAWS)
4) Non-EAS alert broadcasts
5) Social media – Twitter and Facebook
6) Television – Broadcast and cable
7) Print media
8) 911 emergency calling, and reverse 911
9) Automated Dialing Programs (Emergency Telephone Notification)
10) Phone Trees (Call-down lists)
11) Text messaging
12) E-mail notification
13) Web sites
14) Radio stations – English, Spanish and native languages.
15) Door-to-door warning - by neighbors, functional needs organizations and/or public safety personnel
16) Public address (PA)
17) Other language, multi-lingual messages

4. Message Content

a. Emergency communication involves two closely interrelated aspects—delivery mechanisms and content messaging.

b. Message content should include appropriate incident facts, health risk concerns, pre-incident and post-incident preparedness recommendations and where to access assistance in a format or language that a broad spectrum of the community can understand.

c. Messages should provide specific information about transportation, evacuation, embarkation points and sheltering locations, if applicable.

5. Mass Care and Sheltering

a. Life safety and the health of individuals are the primary goals of emergency sheltering under the PCEOP. These goals will be accomplished while simultaneously respecting

civil rights. For individuals with functional needs in particular, this means focusing on appropriate assistance and "full integration"[8] into the system.

b. Disability civil rights laws require physical accessibility of shelter facilities, effective communication using multiple methods, full access to emergency services, and reasonable modification of programs where needed. In accordance with Title II of the Americans with Disabilities Act (ADA), general population shelters should offer individuals with disabilities the same benefits[9] or, "full integration," provided to those without disabilities. These benefits include safety, comfort, food, medical care, and the support of family and friends. For detailed information on the ADA's application to emergency sheltering, see the guidance issued by the Department of Justice in July 2007.

c. Under the Plan, the American Red Cross is responsible for establishing and operating shelters for residents and visitors who have been evacuated from a high-risk area or in response to an actual emergency incident. This includes the coordination of services to address functional needs and companion animal sheltering.

d. Under the *ESF-6 Mass Care*, roles and responsibilities will be defined for VOADs to manage shelter staff and volunteers, including a process for identifying and training personnel, verifying credentials and screening for security risks. Shelter staff should have access to language assistance services to assist persons with limited English proficiency and individuals who are deaf or hard of hearing. Agreements, created ahead of time, and critical partnerships and roles will be established between relevant agencies and service providers having duties under *ESF-6 Mass Care*.

e. Based on the nature of the emergency and the needs of the community, specialized shelters that provide a level of service beyond the general population shelter level of care may be established. Specialized shelters may be co-located within a general population shelter, a unit within a medical shelter or a stand-alone entity. These specialized operations will offer assistance to individuals who require extensive assistance with daily life activities and individuals who have needs for on-site professional medical care.

f. Individuals needing acute medical care will be taken to medical shelters or hospitals. Consideration will be given to mechanisms for transferring patients to the appropriate location, taking into account the transportation and sheltering needs of their caregivers and/or family members.

Types of Functional Needs Auxiliary Aids and Services

Disabilities[10] are varied and people may have one or more disabilities affecting their mobility, hearing, vision and cognitive capabilities. A variety of auxiliary aids and services will be needed to maintain optimum levels of communications with those who have disabilities from the alert/warning phase through the response and recovery phases of emergencies and disasters.

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[8] FEMA (2010) Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters, Washington, DC: FEMA, http://www.fema.gov/pdf/about/odic/fnss_guidance.pdf

[9] Americans With Disabilities Act – ADA Checklist for Emergency Shelters (2007): http://www.ada.gov/pcatoolkit/chap7shelterchk.htm

[10] Term taken from Section 504 of the Rehabilitation Act of 1973, as amended, 29 USC Sec. 794; and the Americans with Disabilities Act of 1990 (ADA), including changes made by the ADA Amendments Act of 2008 (PL 110-325)

The following list of examples covers what may be available under "best-case" or non-emergency circumstances and may be limited by a lack of resources and/or the emergency or disaster itself:

- ***For individuals who are deaf or hard of hearing****: qualified sign-language and oral interpreters, note takers, computer-aided-transcription services, written materials, telephone headset amplifiers, assistive listening systems, telephones compatible with hearing aids, open and closed captioning, videotext displays, and TTYs (teletypewriters).*
- ***For individuals who are blind or have low vision****: qualified readers, taped texts, Braille materials, large print materials, materials in electronic format on compact discs or in emails, audio recordings, and service animals.*
- ***For individuals with speech impairments****: TTYs, computer stations, speech synthesizers, and communications boards.*
- ***For individuals with mobility impairments****: accessible buildings, vehicles, bathrooms, lower signage, and durable medical equipment.*
- ***For individuals with cognitive impairments****: depending on the type and extent, pictograph signage, attendants and/or caregivers.*[11]

Auxiliary aids and services may be provided by government, voluntary, faith-based, NGOs and the private sector as the circumstances permit and resources are/become available. Every effort will be made to provide these resources to permit universal access to all people to all aspects of emergency services, transportation, sheltering, education, evacuation, etc.

Animals and Disasters

For many reasons, including safety, health, economic, environmental and emotional concerns, care of animals in times of disaster is important to the care of people.

According to the American Veterinary Medical Association, about 60 percent of all U.S. households own at least one animal and 60 percent of those animal owners consider them to be very important to them. Animal welfare is a human responsibility that encompasses all aspects of animal well-being.

In disasters, emergency management teams face an array of management challenges, including the care of animals impacted by the disaster. While the care of animals in disasters should never take precedence over the care of people, providing care for animals may facilitate the personal safety and care of a large segment of the human population.

Planning for household pets, service animals and livestock in case of disaster are also a human safety issue, ensuring that animal owners and local jurisdictions are well prepared provides additional safeguards and options for them and their animals.

Owners' Concern for Animals

Some people are so concerned for their household pets and service animals that they may endanger themselves during a disaster. This concern may impair their ability to make decisions about their own safety and that of rescue workers. Household pet owners have been injured or killed attempting to rescue their animals from burning buildings, or refusing to evacuate hazardous areas. Following Hurricane Katrina, 27% of people surveyed said they didn't evacuate because of pets.

[11] Source: Legal Issues and Disasters: Things You Should Know; University of the District of Columbia 2012, FEMA MGT-366 Manual, p. 46.

Animal Care and Incident Management

The Robert T. Stafford Disaster Relief Act (as amended by the Pets Evacuation and Transportation Standards [PETS] Act of 2006 and Post Katrina Emergency Management Reform Act) requires that state and local emergency preparedness operational plans address the needs of individuals with household pets and service animals, prior to, during and following a major disaster or emergency. Furthermore, the PETS Act authorizes FEMA to provide rescue, care, shelter and essential needs for individuals with household pets and service animals, and to the household pets and service animals themselves following a major disaster or emergency.

The EOP recognizes the special requirements of individuals who require and utilize the assistance of family members, personal assistants and/or service animals. Effective emergency management ensures that:

- The physical and mental health needs of these individuals are addressed
- The individuals and assistance providers remain together to the maximum extent possible during evacuation, transport, sheltering or the delivery of other services.
- Service animals shall be treated as required by law (e.g., the Americans with Disabilities Act (ADA) of 1990). By law, they must be permitted entry into shelters and must remain with the person they serve. Only dogs are officially recognized under ADA as service animals.[12]
- While the ADA guarantees a service animal may remain with the person served in any public accommodation (e.g., a shelter set up in response to a disaster), the ADA does not ensure other aspects of caring for a service animal during disasters. Owners of service animal(s) should prepare to provide food and water for their service animal during an emergency, both at home and if staying in an emergency shelter. Access to veterinary care is also not guaranteed during an evacuation.

Pima County PCEOP and Animals

The Pima County PCEOP addresses the following:

- Sheltering of Household Pets and Other Animals: When possible, household pets and other animals will be co-located adjacent to or near a human shelter, ideally allowing people to help care for their own household pets. Human shelters may restrict animal sheltering locations for reasons of hygiene, safety, public health, animal phobias or facility features. (See *ESF-6 Mass Care*)
- Only service animals and their owners may be co-mingled in a shelter, which means that they will share a living space (PETS Act of 2006).
- Working Animals: Although not addressed under the PETS Act, working animals, such as search and rescue dogs, are important to incident management officials. Rescue workers need to be prepared for working animals at the incident scene.
- Dangerous Animals: Responders may encounter dangerous animals. Plans should include training first responders on safety issues regarding animals and assign animal professionals to support the initial response, and to deal effectively with a variety of animal issues, including dangerous animals.
- Wild Animals: Matters concerning wild animals will be directed to Arizona Game and Fish Department (AzGFD) as they fall under their jurisdiction.
- Livestock: These animals fall under the jurisdiction of the Arizona Livestock Sanitary Board.

[12] Per DOJ (3/15/2011), ADA Standards for Accessible Design: http://www.ada.gov/regs2010/ADAregs2010.htm

Animal Response Policies

- Animal evacuation and sheltering will be conducted in conjunction with human evacuation and sheltering efforts. Animals may be sheltered near their owners to the extent possible. Owners are expected to provide food, water, husbandry and exercise for their pets during the time they are in emergency shelters.
- Businesses where animals are integral to operations (e.g., pet shops and veterinary hospitals) are encouraged to have contingency plans in place for those animals in the event of a disaster or emergency.

Individual Animal Owner Responsibilities

Household pet, service animal and/or livestock owners have the ultimate responsibility for their animals. As a result of legislation, State and local emergency preparedness operational plans must now account for the needs of individuals with household pets and service animals prior to, during and following a major disaster or emergency. While this plan may coordinate care for livestock, it is not required to supply resources for it. Livestock care is the responsibility of the owner.

Through public outreach and education, the public will be encouraged to create personal emergency plans that include provisions to care for household pets, service animals and/or livestock.

Animal-Related Emergency Support Functions

Other Emergency Support Functions with missions that pertain to animals include:

- *ESF-6 Mass Care, Housing, and Human Services* ensures coordination of emergency assistance required by individuals, families and their communities to ensure that immediate needs beyond the scope of the traditional mass care services provided at the local level are addressed, such as evacuation, sheltering and other emergency services for household pets and services animals.
- *ESF-8 Public Health and Medical Services* provides for the sheltering, health and safety of household pets and service animals.
- *ESF-9 Search and Rescue* integrates animal search and rescue services provided by animal control agencies and humane organizations.
- *ESF-11 Agriculture, Animal Welfare and Natural Resources* provides for the security of livestock and food supply, including animal feed. The *Animal Welfare Appendix*, attached to ESF-11, covers the role of the Pima Domestic Animal Rescue Team (PDART) and various animal welfare actions to be taken during emergencies or disasters.
- *ESF-14 Community Recovery* coordinates with animal welfare and agricultural stakeholders and service providers in long-term community recovery efforts.

Organization and Assignment of Responsibilities

This plan provides standing mission assignments to designated County departments and agencies with primary and support responsibilities. Such agencies designated as primary agencies serve under the direction of their respective management structures in accomplishing their respective ESF missions. Upon activation of an ESF a primary agency is authorized, in coordination with the Director PCOEMHS, to initiate and continue necessary actions to carry out the ESF missions outlined in this Plan. This may include tasking of designated support agencies to carry out assigned ESF missions.

County agencies, when directed by the Chairperson, Board of Supervisors, will take actions to mobilize and deploy resources to assist in life, safety and property protection efforts as prescribed and coordinated under the Emergency Operations Plan (PCEOP).

Emergency Roles and Coordination Responsibilities

Senior Elected/Appointed County Officials

The elected and appointed leaders in Pima County are responsible for ensuring that necessary and appropriate actions are taken to protect people and property from any threat or hazard. When threatened by any hazard, citizens will expect elected or appointed leaders to take immediate action to help them resolve the problem. Citizens will expect that County government will marshal its resources, channel the efforts of the whole community—including voluntary organizations and the private sector—and, if necessary, solicit assistance from outside the jurisdiction.

When the assets and resources of any local government jurisdiction become scarce or, when a jurisdiction becomes overwhelmed, the County will notify the State to provide emergency mutual aid assistance. This assistance will be coordinated through the Pima County Office of Emergency Management and Homeland Security according to the NRF and NIMS structure.

The following section provides a brief overview of the roles and responsibilities of key County executives involved in emergency management activities.

A. Chairperson, Board of Supervisors:

- Has the responsibility to provide and oversee emergency management in Pima County.
- Serves as, or appoints, a chief spokesperson for the County during emergency events.
- Confers with the County Administrator and other agency heads as appropriate on policy issues related to the response and recovery operations.
- Coordinates with other elected officials at the regional, local, state and federal level.
- Performs duties assigned to other board members (see B below).

B. Pima County Board of Supervisors:

- Collectively the Board of Supervisors may establish policy and provide guidance to the County Administrator and senior staff.
- Collectively reviews and ratifies local declarations of emergency.

- Individually or collectively, may communicate with the public and provides guidance on responding to an emergency or disaster.
- Individually or collectively, hosts community meetings to ensure needs are being addressed, and to provide information to residents.
- Individually or collectively, serves as an advocate for constituent recovery efforts.
- Individually maintains notification and Continuity of Operations Plans (COOPs) for their respective office and staff.
- Individually or collectively, coordinates with other elected officials at the regional and state level including the Congressional Delegation.

C. County Administrator:

- Appoints, with the consent of the Board of Supervisors, the Director PCOEMHS to manage the day–to-day functions of emergency management and the Emergency Operations Center.
- Approves local/regional mutual aid or reciprocal assistance agreements with public and private agencies within the state, or other states, or jurisdictions within other states.
- Directs and reallocates County assets and resources during an emergency.
- The Director PCOEMHS may assume command of an incident or appoint incident commanders to carry out his/her directives.

D. Deputy County Administrators:

- Deputy County Administrators may assume and execute emergency management roles and responsibilities as assigned to the County Administrator when necessary due to designation or under order of succession, per County COOP plans.
- May serve as the acting County Administrator if designated by the County Administrator to assume this role in his/her absence.
- Manage identified aspects of an emergency event if authority to do so is delegated by the County Administrator. In the event of an emergency, Deputy County Administrators shall continue to maintain their organizational responsibility and ensure departments and agencies under their supervision carry out identified roles and responsibilities assigned to them in the EOP or by law.

Pima County Office of Emergency Management and Homeland Security (OEMHS)

The Pima County Office of Emergency Management and Homeland Security under the direction of the Director, Pima County OEMHS, is responsible for:

- The development and maintenance of a County-wide emergency management program incorporating all applicable government, private and volunteer organizations;
- The development and maintenance of a County emergency operations plan known as the Pima County Emergency Operations Plan (PCEOP);
- Supporting the emergency management needs of all local jurisdictions by developing reciprocal local, regional, inter-county and state mutual aid agreements;

- Requesting and coordinating assistance from the State of Arizona and the Federal government;
- The establishment and maintenance of the PCEOC;
- Coordinating the cooperative effort of all governmental agencies, including Pima County and its political subdivisions, and provide the necessary emergency management of county personnel and equipment to alleviate suffering and loss resulting from a disaster;
- The maintenance of an emergency management program that mitigates the effects of hazards through the enforcement of policies, standards and regulations and maintaining a current Pima County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) and inclusion in the State of Arizona Multi-Hazard Mitigation Plan (MHMP);
- The implementation of all policy decisions relating to emergency management and homeland security matters in Pima County;
- Directing and maintaining a relationship of cooperation and assistance with local and state governmental agencies and officials, NGOs, private sector and volunteer organizations;
- Coordinating EOC activities to determine appropriate ESF coordination through primary and support agencies;
- Executing all other emergency management and homeland security duties, not specifically listed herein, pursuant to state law and County policy.

Emergency Support Functions - ESFs

To facilitate an expanded response, and for specifically identified assistance, the County and other, applicable agencies have been grouped together within one or more ESFs. If County department response or assistance is required under this plan, it will be provided based on situational needs for specific functions using some or all of the ESFs as necessary and as identified and coordinated through the PCEOC. Each ESF can be assigned missions to be accomplished in response to an emergency and aligned to the named function. ESFs, which are supplemental annexes to the Base Plan, may and will be revised as necessary by PCOEMHS.

Each ESF has a designated coordinating agency responsible for managing the activities of the ESF and ensuring that missions are accomplished. This includes all planning and preparation activities related to the function prior to any response situation.

Further, each ESF has designated primary and secondary support agencies. These agencies are identified based upon their authority, resources, and capabilities linked to the functional area. Organizational structures, assignments, response actions and primary and support agency responsibilities are described in the ESFs. Together with the coordinating agency, these agencies will accomplish the County emergency response to the limits of their capacity.

Primary agencies will work with identified support agencies to establish plans to accomplish the functional mission. Primary and support agencies will use the ESF Annexes of this plan as a basis for developing Standard Operating Procedures (SOPs).

Support agencies will coordinate with primary agencies in preparing and maintaining SOPs and provide support for ESF operations. Each support agency will:

- Designate two agency staff members responsible for coordination with the primary agency for all actions related to this plan

- Participate in the process of exercising, reviewing, maintaining and implementing this plan
- Provide representatives to the PCEOC operational locations as required

When applicable, primary agencies will coordinate directly with functional counterparts at regional or other governmental levels. Appropriate response assistance will be provided based on the EOCs identified requirements.

Pima County Departmental EOP/EOC Roles and Responsibilities

Each department has assigned functions that are generally related to its day-to-day activities. Some departments may share response functions in common with other departments.

A more comprehensive accounting of primary and supporting local and regional agencies and their tasked responsibilities can be found in the individual ESF sections of this plan.

ESF Member Roles and Responsibilities

1. ESF Coordinating Agency (CA)

The ESF coordinator has ongoing coordination responsibility through all phases of emergency management. Responsibilities of the ESF coordinator include:

- Overall coordination before, during and after an emergency
- Incident planning and coordination
- Maintain ongoing contact with ESF primary, support agencies, non-governmental and private sector agencies/organizations
- Conduct periodic ESF meetings
- Recruit new planning team members for the ESF planning team, from public and private sectors
- Coordinate with EOC, during activation, to provide ESF representation at EOC
- Coordinate efforts with applicable private sector organizations
- Act as coordination point for the collection of post disaster information as or if required
- Provide representative to participate in the PCEOP Planning Team
- Provide representative to participate in the PCMJHMP
- Coordinate ESF activities relating to catastrophic incident planning and critical infrastructure preparedness, as appropriate

2. ESF Primary Agencies (PA)

An ESF primary agency has significant authorities, roles, resources or capabilities for a particular function within an ESF, and will usually be the coordinating agency. However, some ESFs may have multiple primary agencies, and their specific responsibilities will be articulated within the ESF. An agency designated as an ESF primary agency is responsible for:

- Supporting the ESF coordinator and coordinating closely with the other primary and support agencies
- Providing staff for the operations functions at fixed and field facilities

- Notifying and requesting assistance from support agencies
- Managing mission assignments and coordinating with support agencies, as well as appropriate officials, operations centers, and agencies
- Working with appropriate private-sector organizations to maximize use of all available resources
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities
- Conducting situational and periodic readiness assessments
- Executing contracts and procuring goods and services as needed
- Ensuring financial and property accountability for ESF activities
- Planning for short- and long-term incident management and recovery operations
- Maintaining trained personnel to support interagency emergency response and support teams
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats

3. ESF Support Agencies (SA)

Support agencies are those entities with specific capabilities or resources that support the primary agency in executing the mission of the ESF. When an ESF is activated, support agencies are responsible for:

- Conducting operations, when requested by the designated ESF primary agency, consistent with their own authority and resources
- Participating in planning for short- and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards
- Assisting in the conduct of situational assessments and providing input to periodic readiness assessments
- Furnishing available personnel, equipment, or other resource support as requested by the ESF primary agency
- Maintaining trained personnel to support interagency emergency response and support teams
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats
- Major emergency activities will be undertaken by agencies via ESFs when activated

The NIMS states in the Command and Management chapter that "EOCs may be organized by major discipline (e.g., fire, law enforcement or emergency medical services); by emergency support function (e.g., transportation, communications, public works and engineering or resource support); by jurisdiction; or, more likely, by some combination thereof." To alleviate any span of control issues, the sections may be subdivided into branches.

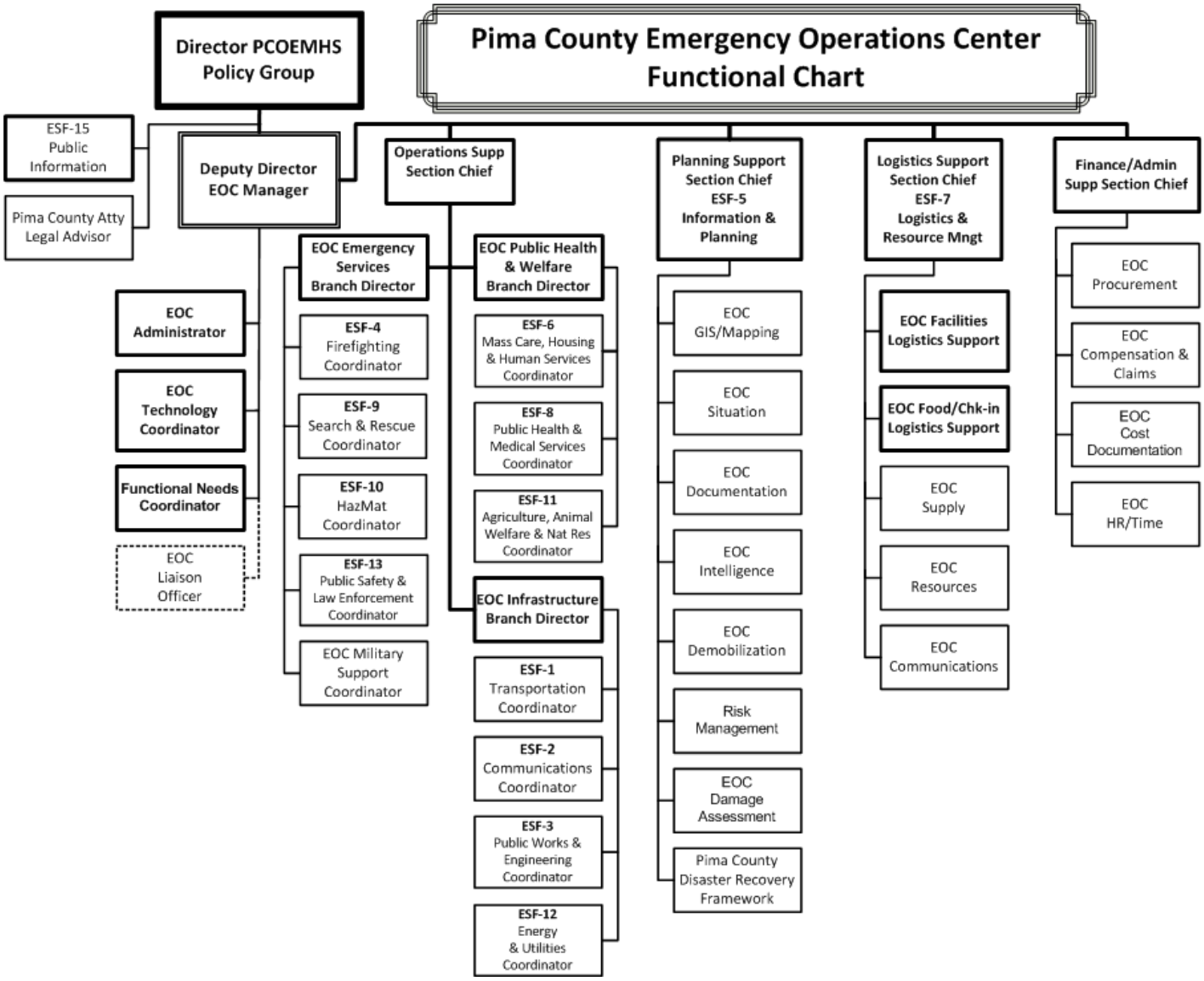
Pima County ESF Primary and Support Departments/Agencies

Emergency Support Function (ESF)	Primary Agency	Support Agency	Scope	Related ESFs, Appendices and Annexes
ESF-1 - Transportation	PCDOT	PCPW PCITD PCSD PCNRPR Jurisdictional LE Airports Union Pacific RR	Civil transportation support; Transportation safety; Restoration/recovery of transportation infrastructure; Movement restrictions; Damage and impact assessment.	ESF-1, 3, 5, 6, 7, 8, 13, 14 &15
ESF-2 - Communications	PCITD	PCOEMHS RACES PCSD	Coordination with telecommunications industry; Restoration/repair of telecommunications infrastructure; Protection, restoration, and sustainment of cyber and information technology resources.	ESF-2, 5, 6, 7, 8, 13, 14 & 15 Cyber Incident Annex
ESF-3 – Public Works	PCPW – Bldg Insp.	PCDOT PCWRD PCRFCD PDEQ PCFM PCNRPR	Infrastructure protection and emergency repair; Infrastructure restoration; Engineering services, construction management; Critical infrastructure liaison.	ESF-3, 1, 5, 7, 9, 13, 14 & 15
ESF-4 – Firefighting	Jurisdictional Fire Departments/ Districts	Pima Fire Chief's Association	Firefighting activities; Resource support to rural and urban; firefighting operations.	ESF-4, 5, 13 &15 Wildland Fire Appendix
ESF-5 – Emergency Management	PCOEMHS	PCHD PCITD PCNRPR PCDOT PCSD	Coordination of incident management efforts; Issuance of mission assignments; Resource and human capital; Incident action planning; Financial management.	All ESFs All Appendices and Annexes
ESF-6 – Mass Care, Housing and Human Services	PCNRPR ARC	PCOEMHS PCHD PCPW PCFM PCSD PCDOT PACC Salvation Army Volunteer So. AZ	Mass Care; Disaster Shelters/Housing; Human Services.	ESF-6, 1, 2, 3, 5, 8, 11, 13, 14 & 15 Functional Needs Appendix Mental/Behavioral Health Appendix Animal Welfare Appendix (ESF-11)
ESF-7 – Logistics and Resource Management	PCOEMHS	PC Finance PC Procurement	Resource Support (facility, space, office equipment and supplies, contracting services, etc.).	All ESFs Fin Mngt and Vol/Don Mngt Support Annex

Emergency Support Function (ESF)	Primary Agency	Support Agency	Scope	Related ESFs, Appendices and Annexes
ESF-8 – Public Health and Medical Services	PCHD	ARC PCOME Hospitals Pima Community Partnership of So. AZ (CPSA)	Public Health; Medical; Mental Health Services; Mortuary Services.	ESF-8, 1, 2, 3, 5, 6, 7, 10, 11, 13, 14 & 15 Mass Fatalities and Base X Appen Biological and Nuc/Rad Incident Annex
ESF-9 – Search and Rescue	PCSD	Law Enforcement Fire Dept/Dist PCPW PCNRPR	Coordinate Search and Rescue Efforts Structural Collapse Waterborne Inland/Wilderness Urban/Rural Aeronautical	ESF-9, 3, 4, 5, 7, 10, 11, 13, 14 & 15
ESF-10 – Oil and Hazardous Materials	Jurisdictional Fire Department/District HAZMAT Teams	PCOEMHS Law Enforcement Fuel/Pipeline Providers	Oil and hazardous materials (chemical, biological, radiological, etc.) response; Environmental safety and short- and long-term clean-up.	ESF-10, 1, 2, 3, 4, 5, 7, 8, 9, 11, 12, 13, 14 & 15 LEPC
ESF-11 – Agriculture, Animal Welfare and Natural Resources	PCHD	PCNRPR PACC PCOEMHS	Nutrition assistance; Water safety and security; Food safety and security; Natural and cultural resources/ Historic properties protection and restoration.	ESF-11, 1, 2, 3, 4, 5, 6, 7, 8, 10, 13, 14 & 15 Foreign Animal Disease and Animal Welfare Appendix
ESF-12 – Energy	PCOEMHS	RWRD PCITD PCDEQ Utilities (gas, electric, fuel, telecomm, water)	Energy infrastructure assessment, repair, and restoration; Energy industry utilities coordination Energy forecast.	ESF-12, 2, 3, 5, 6, 7, 8, 13, 14 & 15
ESF-13 – Public Safety and Security	PCSD	Law Enforcement County Security	Facility and resource security; Security planning and technical and resource assistance; Public safety/security support; Support to access, traffic, and crowd control.	ESF-13, 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14 & 15 Terrorism Incident Annex CBRNE Annex

Emergency Support Function (ESF)	Primary Agency	Support Agency	Scope	Related ESFs, Appendices and Annexes
ESF-14 – Community Recovery	PCOEMHS	All County Departments	Social and economic community impact assessment; Long-term community recovery; assistance to other regional governments and the private sector.	All ESFs
ESF-15 – External Affairs	OEMHS/County Administrator's Office	PCITD PCSD PCHD ARC	Emergency public information and protective action guidance; Media and community relations VIP, and other dignitary affairs.	All ESFs

Pima County EOC - ESF Structure



Emergency Management Activities

Emergency management actions must begin during periods of stability to accomplish the strategic levels of preparation (including training and exercising) and planning. Strategic levels of planning include the development of agency-level emergency response policies and procedures, SOPs, COGs/COOPs, and ongoing revisions for improvement of this Plan.

The more tactical levels of planning and emergency response actions often begin with threat notification or the onset of an incident and continue through recovery operations, (although some tactical plans can and should be developed well prior to and in consideration of potential hazards). Emergency management actions do not necessarily occur in sequential order; many may be undertaken concurrently in response to single or multiple threats or incidents. Potential emergency management actions, aligned with the four functions (mitigation, preparedness, response and recovery) can include, but are not limited to the following:

A. Preparedness - Pre-Incident Actions

1. The spectrum of pre-incident actions (Prevention and Protection) involves every aspect of preparation for both the possibilities and the probabilities, against all of the variables that will attach to any incident and may include prevention and protection. The challenge in an "all-hazards" incident is ensuring that Pima County is prepared and capable of responding to any of the possibilities while at the same time being aware of what else might happen throughout the jurisdiction that might be separate from or related to the incident.
2. Pima County is responsible to be prepared for emergencies and disasters. Routine, daily business of governance, economics and operations must be on-going and continue even after disaster. Pre-incident activities include developing COOP/COG plans, training, exercise, evaluation, inventory and 'typing' resources, as well as hazard mitigation.

   Preparation actions include:

   - Planning - generating policies, protocols, Base Plans and annexes, SOPs, COOPs/COGs and evacuation plans
   - Hazard Identification - - Threat, Risk and Vulnerability Analysis
   - Mitigation planning and activities
   - Identifying critical infrastructure and key resources (CIKR) within Pima County
   - Establishing and coordinating CIKR protection plans
   - EOC development, staffing, equipment, SOPs, job aids and checklists
   - Inventorying skills of County employees related to emergency response roles
   - Identifying the skill levels and training needed to fill gaps
   - Training for NIMS, ICS, position-specific roles during emergencies
   - Coordination of ESFs
   - Communication with stakeholders, partners, and actors in response to emergencies
   - Coordination and communication with fusion centers and other agencies with emergency response or planning functions; i.e. LEPC, ACTIC, JTTF, ASIS
   - Identifying avenues for private industry support during emergency situations

- Exercise, from drills and seminars to table-top and full scale exercises based on plans, SOPs, protocols, etc.
- Evaluation of exercises leading to re-writing Base Plans and annexes based on lessons learned
- Inventory of County resources
- Typing of County resources in conformance with NIMSCAST standards
- Establishing appropriate County codes and resolutions
- Establishing intergovernmental agreements with neighboring jurisdictions as needed
- Establishing mutual aid agreements
- Establishing agreements with appropriate NGOs and non-profit agencies with roles during emergencies/disasters
- Ensuring redundant and reliable communications systems

B. Response Actions

1. Once an incident occurs, the priorities shift from prevention, preparedness, and incident mitigation to immediate and short-term response activities that will preserve life, property, the environment, and the social, economic, and political structure of Pima County. In the context of a terrorist threat, simultaneous activities are initiated to assess regional and national level impacts, as well as to assess and take appropriate action to prevent and protect against other potential threats.
2. Reinforcing the initial response to an incident, County departments will operate at an Incident Command Post utilizing the ICS structure. Depending upon the scope and magnitude of the incident, the Management Team may activate appropriate ESFs to mobilize assets and deploy resources to support the incident.
    - Immediate law enforcement, fire, ambulance, and emergency medical service actions
        - Decontamination following a chemical, biological or radiological attack
        - Removal of threats to the environment
    - Emergency restoration of critical services and restoration of critical infrastructure (Electric power, water, sewer, telephone)
        - Transportation, logistics, evacuation, and other emergency services;
        - Emergency shelter, housing, food, water and ice
        - Search and rescue
        - Emergency medical examiner and mortuary services
        - Public health and safety
        - Private sector provision of needed goods and services through contracts or donations
        - Secure crime scene, investigation and collection of evidence

  - Unique activities related to special needs groups (i.e. children and people with functional or access disabilities), animals (i.e. livestock, pets and service animals), family reunification, etc.
- Emergency flood control
- Emergency public information dissemination
- Actions taken to minimize additional damage
- Debris clearance
- Control, containment and removal of environmental contamination
- Protection of responder health and safety

In the context of a single incident, once immediate response missions and life-saving activities conclude, the emphasis shifts from response to recovery operations and, if applicable, hazard mitigation. The PCEOC Planning Support Section will likely be tasked with developing a demobilization plan for the release of appropriate components.

C. Recovery Actions - Post-Incident Actions

1. Recovery involves actions needed to help individuals and the community return to normal when feasible. The PCEOC is the central coordination point for County, regional, state, and federal departments/agencies and voluntary organizations to deliver recovery assistance programs.
2. Recovery actions include:
   - Crisis counseling
   - Damage assessment
   - Debris clearance
   - Decontamination
   - Disaster Recovery Centers
   - Disaster insurance payments
   - Disaster loans and grants
   - Disaster unemployment assistance
   - Public information
   - Reassessment of emergency plans
   - Reconstruction
   - Expedited permitting and review
   - Temporary housing
   - Full-scale business resumption

During the Recovery Phase, the PCEOC Operations Support Section may include the Human Services Branch, the Infrastructure Support Branch, and the Community Recovery and Mitigation Branch. The Human Services and Infrastructure Support Branches of the EOC Operations Support Section assess County and regional recovery needs at the outset of an incident and develop relevant timeframes for program delivery. These branches ensure that county, state and federal agencies which have relevant recovery assistance programs are notified of an incident and share relevant applicant and damage information with all involved agencies as appropriate, and at the same time ensure that the privacy of individuals is protected.

The above branches coordinate with one another to identify appropriate agency assistance programs to meet applicant needs, synchronizing assistance delivery and encouraging incorporation of hazard mitigation measures where possible. Hazard mitigation measures are identified in concert with congressionally-mandated, locally-developed plans. Hazard mitigation includes risk analysis, technical assistance from the federal government to state and local governments, as well as citizens and businesses and grant assistance. Additionally, these branches work together to track overall progress of the recovery effort, particularly noting program deficiencies and potential problem areas.

Long-term environmental recovery may include cleanup and restoration of public facilities, businesses, and residences. Recovery also may include re-establishment of habitats and prevention of subsequent damage to natural resources, protection of cultural or archeological sites, and protection of natural, cultural, and historical resources from intentional damage during other recovery operations.

D. Mitigation Actions

Hazard mitigation involves reducing or eliminating long-term risk to people and property from hazards and their side effects. Pima County departments responsible for community recovery and mitigation within an affected area shall support, coordinate, monitor, work with, or provide:

- Grant programs for loss reduction measures (if available)
- Delivery of loss reduction building-science expertise
- Coordination of federal flood insurance operations and integration of mitigation with other program efforts
- Flood recovery mapping to permit expedited and accurate implementation of both recovery and mitigation programs
- Predictive modeling to protect critical assets
- Early documentation of losses avoided due to previous hazard mitigation measures
- Community education and outreach necessary to foster loss reduction.

Other mitigation measures and strategies include:

- Building codes
- Flood/Disaster insurance (NFIP)
- Land use management
- Hazard analysis
- Land acquisition
- Monitoring and inspection
- Public education
- Research
- Relocation
- Risk mapping
- Safety codes
- Statutes and ordinances
- Tax incentives and disincentives
- Stocking of emergency supplies

Prevention: When considered as a part of mitigation, consists of actions:

- Taken to avoid, prevent or to intervene to stop an incident from occurring
- Taken to protect lives, property and the environment
- Applying intelligence and other information to a range of activities that may include countermeasures such as:
    - Deterrence operations
    - Heightened inspections
    - Improved surveillance
    - Interconnections of health and disease prevention among people, domestic animals and wildlife.

Direction, Control and Coordination

General

Management of an emergency incident is a collection of activities related to ensuring that the Incident Commander (IC) possesses the resources to accomplish the goals of the incident action plan (IAP) for any given operational period. Because ICS dictates that direct command and control of an incident should be at the lowest level possible, local ICs are in charge. When the IC/IAP requires more resources than are available, this may necessitate that the Pima County EOC be activated and that some or all of the ESFs are activated in support of the IC. When incidents expand to involve multiple agencies and/or jurisdictions, county-level resource management and coordination become a critically important function of the PCEOC staff.

Coordination of Pima County/Regional Incident Management Activities

A. Non-Declared County Emergencies/Disasters

1. The Chairperson of the Pima County Board of Supervisors, or designee, may direct County departments and agencies to respond to emergencies or disasters as outlined in this plan without a formal declaration of an emergency when the expectation is that local resources will be used and that no reimbursement of costs will be requested.
2. For significant events in Pima County or a neighboring jurisdiction, the Pima County EOC may be activated to monitor the situation, coordinate activities among the departments and agencies, and to ensure that the County is positioned to rapidly respond in the event of an incident.

B. General Emergency Declarations

County Government

Emergency response agencies from Pima County will respond to emergencies/disasters within the County, establish incident command, maintain tactical control of response assets and

resources, and undertake activities in accordance with their standard operating procedures (SOP) and this Plan.

When an emergency/disaster situation is, or is likely to, expand beyond the scope of control of Pima County, the Chairperson - Board of Supervisors, may declare a County Emergency. A written emergency proclamation should be forwarded immediately to the Director PCOEMHS. An initial voice transmission (radio or telephone) must be followed by hard copy (messenger, email, facsimile). The PCEOC will be activated, and County emergency response will be coordinated through the EOC in accordance with this Plan and appropriate annexes and appendices.

When an emergency has been proclaimed, the Chairperson - Board of Supervisors, will govern by proclamation and has the authority, by ARS § 26-311, to impose all necessary regulations to preserve the peace and order of Pima County, including but not limited to:

- Imposing curfews in all or portions of Pima County
- Ordering the closure of any business
- Closing to public access any public building, street or other public area
- Calling upon regular and/or auxiliary law enforcement agencies and organizations
- Providing/requesting mutual aid to/from other political subdivisions
- Obtaining commitments of local resources in accordance with emergency plans

Multiple incidents occurring throughout the greater Pima County/Tucson metropolitan region will likely result in the activation of the Pima County Emergency Operations Center (EOC).

Upon receipt of a local emergency declaration from any incorporated city/town or Tribe within Pima County, the Chairperson - Board of Supervisors will:

- Provide appropriate assistance as requested and as available to contain the incident (i.e., Sheriff, public works, health, etc.)
- Alert the Arizona Division of Emergency Management (ADEM) that a situation exists which may require the proclamation of a County Local Emergency
- If the situation is beyond the capability and resources of the County to control, the local emergency declaration and an application for assistance will be forwarded to the Director ADEM.

State Government

A State of Emergency may be proclaimed by the Governor when disaster conditions exist and appear likely to overwhelm local governments (ARS §26-301, Paragraph 11).

The Director ADEM will advise the Governor of the situation, and the Governor may proclaim a State of Emergency and execute all or portions of the State Emergency Response and Recovery Plan (SERRP).

The Governor may declare an Emergency in the absence of a county/local request.

The Director ADEM will initiate state response by notifying the appropriate agencies. These agencies will take appropriate actions in accordance with the State Emergency Response and Recovery Plan (SERRP).

(See PCEOP - Appendix 3 for Arizona Revised Statutes regarding Emergency Management laws.)

Federal Government

The U.S. Department of Homeland Security – Federal Emergency Management Agency (FEMA) monitors developing or actual disasters. When federal aid is needed, the Governor or Director of ADEM will contact the FEMA Regional Director for advice and assistance.

Only the Governor or Acting Governor can originate the request for a Presidential Declaration. The Governor's request for a Major Disaster declaration must be based upon a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the state and the affected local governments and that federal assistance is necessary.

The President may declare an Emergency in the absence of a Governor's request when the emergency involves a subject area for which the federal government exercises exclusive or preeminent responsibility and authority.

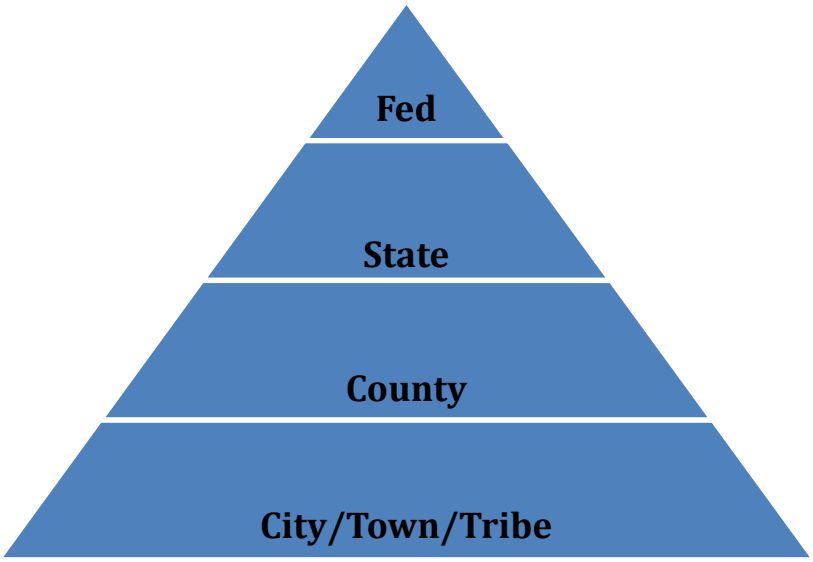
In such a case, although the identification of need may come from a local government or other source, the recommendation must be initiated by the FEMA Regional Director or transmitted through him/her by another federal agency.

Hierarchical Plans

This Plan is intended to be integrated into the operations plans of similar nature that are prepared at local, county, state and federal levels. As events develop relative to an incident that has regional or national significance, it is important to consider the plans prepared at those levels and be prepared to integrate response and recovery resources from Pima County with those of other jurisdictions.

The Pima County EOP is an overarching regional plan which provides procedures for the request, acquisition and coordination of state and federal assistance to support emergency response and recovery in Pima County.

Arizona/NIMS Hierarchical Jurisdictional Structure for State and Federal Assistance



Supplemental Plans

Within Pima County the Plan is the core plan for managing serious incidents and details the coordinating structures and processes used during incidents. Each department or agency within Pima County will produce plans in support of the Plan including COOP plans and office area evacuation plans. Agencies that are identified as initial responders (law enforcement, public works, and utilities) to situations within Pima County must have appropriate, written procedures for response to actual or potential emergency incidents. Department or agency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, civil disobedience incidents, etc.).

These plans may be implemented concurrently with the Plan, but are subordinated to the overarching, core coordinating structures, processes, and protocols detailed in this Plan. In this case, the department with primary responsibility for execution of the supplemental agency or interagency plan is also responsible for ensuring that all ongoing activities conform to the processes and protocols prescribed in this Plan. This helps enable effective and coordinated local incident management operations that are consistent with individual department authorities and references.

Information Collection and Dissemination

General

Information and information sharing are critical to command decision making, emergency resourcing support and coordination. This is true throughout the emergency management cycle. Efforts to ensure the collection and dissemination of timely and accurate information are needed during preparation, response, recovery and mitigation phases. The critical aspects of this element are:

- Mechanisms that ensure communications within the emergency management system inclusive of other jurisdictions and public/private organizations
- Types of information that must travel through these systems and mechanisms
- Ensuring that the public is provided appropriate and timely information
- Information delivered to the public in multiple formats and media to reach the full spectrum of populations represented in the community (general broadcast, functional needs, etc.)

Every effort must be taken to ensure a complete flow of information relative to the incident. Information must be regularly passed top to bottom, bottom to top, and side to side. In order for this to occur during emergency situations, there must be reliable communications systems with redundancy along with processes and insurances that vital information is appropriately shared in a timely manner.

An effective information and intelligence sharing and dissemination system will provide durable, reliable, timely and effective exchanges (both horizontally and vertically) between those responsible for gathering information and the analysts and consumers of hazard or threat-related information. It will also allow for feedback and other necessary communications in addition to the regular flow of information and intelligence.

Collecting information will be the responsibility and duty of everyone with a role in the management of an emergency. Sources of information include people involved in the event itself

(victims, witnesses and perpetrators), first responders, communications dispatchers, media and social media.

IC/EOC Internal Communications/Sharing Information

The primary entity within the ICS system for collection and dissemination of information is the Planning Support Section, when such a section exists within an incident. Within an ICP or the PCEOC all communications shall be routed through the Planning Section to ensure proper recording and dissemination. For those incidents where a Planning Support Section is not activated, the commander or the coordinator must ensure that proper information collection, sharing and maintenance are accomplished.

Within the context of emergency management several tools are available to ensure information is appropriately collected, analyzed and shared.

- WebEOC is a computer based system that will be used to manage multiple aspects of the incident. It can also be used as a mechanism for sharing information. EOC protocols and procedures will establish the use of WebEOC.
- Standard ICS forms can also be used as a method of sharing information. The use of ICS forms within the PCEOC is encouraged as a method of ensuring compatibility with forms used at the ICP level. Again, first responder agencies must ensure that the use of ICS forms is standard procedure when an incident command post is established under the auspices of their authority and operational jurisdiction. Record copies of all forms used within an ICP or the PCEOC shall be maintained by the commander or coordinator through the Planning Support Section when it is active to ensure record of requests, orders, and other decisions.
- Information briefings will be conducted on a periodic basis and always at the beginning of each operational period within the ICP and the PCEOC.

Common Operating Picture (NIMS)

According to NIMS, a common operating picture is established and maintained by gathering, collating, synthesizing, and disseminating incident information to all appropriate parties. Achieving a common operating picture allows on-scene and off-scene personnel—such as those at the Incident Command Post, Emergency Operations Center, or within a Multiagency Coordination Group—to have the same information about the incident, including the availability and location of resources and the status of assistance requests.

Additionally, a common operating picture offers an incident overview that enables the Incident Commander, Unified Command, and supporting agencies and organizations to make effective, consistent, and timely decisions. In order to maintain situational awareness, communications and incident information must be updated continually. Having a common operating picture during an incident helps to ensure consistency for all emergency management/response personnel engaged in an incident.

Establishing and maintaining a common operating picture during an incident:

- Improves incident safety.
- Provides the basis for informed predictions and proactive response.
- Allows effective, consistent, and timely tactical and strategic decisions.
- Supports a coordinated response among all response participants.

- Helps ensure consistency of messages shared with the agency leaders, the media, the public, all levels of government and others.

Situational Awareness (NIMS)

Developing a common operating picture makes situational awareness possible. Situational awareness is pulling together information into an understanding of the larger picture.

Situational awareness provides the basis for prediction or, analysis of the factors within the incident environment to predict how the situation is likely to unfold. Regular monitoring of conditions and events allows the EOC to project resource needs and enhances planning for subsequent operational periods.

Essential Elements of Information (EEI)

The US Department of Defense (DoD) defines Essential Elements of Information (EEI) as the critical items of information needed by a commander by a particular time to relate with other available information and intelligence to assist in reaching a logical decision. This disciplined methodology for focusing information efforts during preparations for potential disaster operations or during actual incidents is no less critical within the context of emergency management operations.

Generally, EEI revolve around critical data, focused on the operational objectives established by the decision makers and section chiefs at the IC and/or the Management Team/EOC levels. For example, EEI necessary during immediate response efforts may relate to the status of medical facilities, number of patients by categories, status of transportation systems, status of specific resources, and status of utility infrastructure.

To assist decision makers and information gathering and processing, it is important establish appropriate joint objectives based on a common operating picture. A formal reporting methodology must be provided to all levels, including operational areas, branches, divisions, and any state or federal organizations, to focus collection efforts on EEI. It is also necessary to prioritize the kinds of information that are required.

Obtaining accurate information quickly through rapid assessment is key to initiating response activities and needs to be collected in an organized fashion. Critical information, EEI, includes information about:

- Accurate plot of the impact and magnitude of the affected area
- Demographics (including individuals displaced, self-evacuees, injured, and killed) and information on Functional Needs populations (access, mobility, disability, language, age, poverty, service and pet animal populations)
- Lifesaving needs, such as evacuation plans, timelines and instructions (to include the evacuation of critical facilities such as hospitals and nursing homes), and search and rescue
- Information on damage to residential dwellings, temporary housing plans and power restoration timeline
- The risk of damage to the community (e.g., dams and levees, facilities producing or storing hazardous materials) from imminent hazards and anticipated spread of fires and hazmat contamination
- Information on damage to farm land and effects on farm animal populations

- The status, capacities, and the commodities of shelters, including Special Medical Needs Shelters and animal shelters
- Ability of government organizations to continue essential functions and services
- The status of critical infrastructure such as transportation, utilities, communication systems, and fuel and water supplies
- Damage to and status of critical facilities such as police and fire stations, medical providers, water and sewage treatment facilities, airfields, and media outlets
- Requests and/or need for state and federal assistance
- Status of declarations and ESF activations
- Identification of federal and state level priorities
- Location, capabilities, and number of all deployed response resources including equipment, commodities, and personnel
- Potential chemical, physical, and natural hazards that may affect the safety and health of response and recovery workers
- Factors that have a significant economic impact

EEI also include information about the potential for cascading events. Cascading events are events that occur as a direct or indirect result of an initial event. For example, if a flash flood disrupts electricity to an area and, as a result of the electrical failure, a traffic collision involving a hazardous materials spill occurs, the traffic collision is a cascading event. If, as a result of the hazardous materials spill, a neighborhood must be evacuated and a local stream is contaminated, these are also cascading events. Taken together, the effect of cascading events can be crippling to a community.

Information Gathering

Information Sources

Sources of information may include the following:

1. **On-scene Information**. Generally, the most accurate information is obtained from those on the ground closest to the potential or actual incident site. Incident commanders and the Planning Support Sections within their incident management teams are often the most reliable source of information. Planning Support Sections at various levels analyze information and turn the information into useful intelligence for managers and senior leaders. This step is vital in terms of providing data that decision-makers need to be able to prioritize activities and to deploy and use critical, but often limited, resources.

2. **Predictive Modeling**. Technological advances in predicting the number and type of casualties and the damage to infrastructure (e.g., bridges, roads, hospitals and public buildings) and housing stocks must be fully embraced by members of the emergency management community, specifically the Planning Support Section Chief. The speed of advances in this area make it imperative that responsible individuals and teams make every effort to fully understand all available systems and develop plans and programs to integrate these capabilities into analytical efforts.

3. **Imagery**. Both the number of overhead imagery products and their quality have increased almost exponentially. Responsible individuals must be fully cognizant of all available systems as well as how to access them. Collection of imagery should include both pre- and post-incident products. The analysis of the impact of incidents against pre-incident products can be very useful in both response and recovery efforts. For example, the acuity and detail of present-day imagery may facilitate analysis that will enable managers of Stafford Act programs to more effectively determine both individual and public facility losses.

4. **Fusion Centers**. There are several entities within Arizona which provide collective information and intelligence services that could be useful to the IC, EOC Coordinator, or a Planning Section: the Arizona Counter-Terrorism Information Center (ACTIC), High Intensity Drug Trafficking Area (HIDTA) locations, the National Weather Service, and other science and weather-related centers for information about specific natural hazards. Efforts must be made to establish communication and coordination with applicable centers via established protocols.

Information Processing System

Information processing involves five steps:

1. **Monitor/Gather**
2. **Verify**
3. **Synthesize/Analyze**
4. **Report/Disseminate**
5. **Obtain Feedback**

Step 1: Monitor/Gather

Identified information sources should be continually monitored, looking for relevant data that can help incident managers stay abreast of changing conditions.

Step 2: Verify

The next step is to verify the relevance, reliability, and validity of the information and the credibility of the source by:

- Using trusted sources as the primary sources of information.
- Collating and cross-checking against baseline data and against reports received from other sources.
- Talking to secondary sources.
- Receiving positive verification that the information is accurate.
- Any discrepancies should be reconciled to ensure that accurate data are being used.

Step 3: Synthesize/Analyze

Verified information must then be merged, synthesized, and interpreted to produce usable intelligence. The goal is to provide a clear picture of what changes have occurred and their significance to the response effort.

During this step, information received from multiple sources is blended, reconciled, and de-conflicted. Data is reviewed for patterns and trends that may indicate emerging, immediate, or long-term threat conditions and/or solutions.

Step 4: Report/Disseminate

The intelligence must be reported or disseminated to those who need it. Reported information is what keeps the common operating picture current and accurate so that appropriate actions can be taken.

Information must flow to the appropriate personnel to ensure that needed resources are made available. Depending on the size and scope of the incident, reporting may be:

- **Local**. In an incident involving local response units, the common operating picture is established at the local level, within the jurisdiction. Reporting mechanisms should be in place to ensure that all involved agencies and local officials are in the information loop.
- **State, Tribal or Regional**. In an incident of limited size and complexity that requires outside assistance from mutual aid partners, the common operating picture may be established at the State, tribal, or regional level. Reporting mechanisms should channel information to the appropriate State, tribal, or regional officials.
- **Federal**. In a very large, complex incident, a common operating picture will have to be established at a national level, and reporting information upward to the Federal level helps to build that picture.

Accurate and properly vetted information is critical to keep decision makers, emergency management, responders, and the public fully informed. Any release of inaccurate or incorrect information may affect the credibility of future releases. The Joint Information Center (JIC) and Public Information Officers (PIO) should be particular attention to verification of information prior to release.

Step 5: Obtain Feedback

Feedback allows emergency personnel to evaluate response actions and identify lessons learned for continual improvement.

Feedback should be obtained before, during, and after the incident. It is important to be proactive in asking whether information is meeting the needs of users.

In today's cyber environment, with the availability of social networking services, it will not be difficult to monitor what information is being circulated and whether that information is misinformation or breaking developments posted by witnesses. Rumor control and corrections should be made promptly listing credible information sources to prevent panic or under-reaction..

External Communications/Emergency Public Information

Public confidence is an important aspect in emergency management. It is critical to ensure that public confidence in the government and in first responders is maintained throughout all phases of the emergency management cycle and during an emergency/disaster incident.

One of the first supporting elements to public confidence is the sharing of accurate and timely information about the incident and its ramifications and expectations regarding the public's actions and responses. For this to occur, it is imperative that officials and emergency management personnel have accurate information to share with the public.

This responsibility will be shared by the EOC Planning Support Section which is responsible for collecting, corroborating, cataloging, and sharing appropriate information with all members of the emergency response operation, and by the Public Information Officer(s) (PIO) who will generally be the spokesperson(s) for the County in an emergency situation. The EOC Planning Support Section will be responsible for working with the PIO and providing internal briefings, reports and/or alerts tailored to recipients.

ESF-15 Public Information will provide details regarding external communications and emergency public information.

Emergency Communications

General

Communications capability is the fundamental ability to talk to one another. This capability includes:

- Operability - sufficient communications resources for response agencies to meet routine internal and emergency communication requirements.
- Interoperability - the ability to communicate across agency and jurisdictional lines to exchange voice, data, and/or video on demand, in real time, when needed, and when authorized.

Communication during emergency incidents is critical. As incidents expand and more assets or resources are deployed, ensuring interoperable communications is even more challenging and necessary. Efforts must be taken to ensure common understanding of terms and language, as well as to ensure the fundamental capacity to transmit across diverse systems, through diverse jurisdictions, and among diverse work groups.

Not all incidents will originate as a police concern; however the major communications systems are within the PCSD. It is possible that staff from Pima County Departments of Public Works and/or Utilities may be the first responders in emergency incidents related to their fields. Should that occur, it is important to take steps to ensure that critical communications are appropriately shared to resolve the incident and to ensure communications are recorded for historical and recovery purposes.

As established under ICS, communications and incident action plans need to be integrated to capture management goals and operational objectives. Integration of supporting services and technologies is critical to effective incident response. Since responder safety and effectiveness are closely related to how well communications supports them, the capabilities and capacity of systems to support operations will be continuously taken into account during incident action planning.

ESF-2 Communications will provide the details for emergency support communications during an emergency or disaster.

PCSD Communications - PSAP

Pima County has one primary **Public Safety Answering Point (PSAP)** and it is the 911/Dispatch Center within the Pima County Sheriff's Department (PCSD). Therefore Pima County uses the dispatch and communications system of the PCSD for 24 hour tactical communications operations. The PCSD 911/Dispatch Center is responsible for, but not limited to, the following:

- Activate dispatch/notification protocols for appropriate responders
- Maintain communication with the ICs
- Relay critical information to responders on their operating channels
- Maintain a log of communications including requests for and efforts to coordinate obtaining resources
- Maintain 911/Dispatch Center communication services for the duration of the incident

The PCSD communications system includes, law enforcement radio dispatch to individual patrol cars and portable radios, telephonic communications, and computer aided dispatch (CAD) and mobile data computers (MDC). PCSD radios communicate dispatch to car, car to car and portable to portable; CAD and MDC communicate dispatch to MDC and MDC to MDC.

PCSD radios use the 800 Megahertz secured and unsecured trunked systems, and have a backup ultra-high frequency (UHF) capability. These systems have wide interoperable capacity although some limitations within the Pima County region do exist. The Pima County Wireless Integrated Network (PCWIN) project will address regional communications and data interoperability issues when implemented in 2012/13.

Tactical Communications during an Emergency

Because interoperable communications resources are limited, a priority order must be established. The Incident Commander has the authority to apply resources as the situation and the Incident Action Plan requires.

The Tactical Interoperable Communications Plan (TICP) will be the guiding plan for all incident communications. This will be the foundation of incident Communications Plans (ICS 205) which will support the Incident Action Plan (IAP).

As with all critical incident response and management, communications management should occur on a bottom-up basis with decisions made at the lowest level. Immediately upon notification of a threat or an imminent or actual incident with County implications, the IC should consider activating *ESF-2 Communications*. ESF-2 provides for staff to coordinate incident communications and acquire resources necessary to fulfill mission assignments. Implementation of any or all parts of ESF-2 will be based on NIMS and ICS and overseen by the IC or designee. The IC should base a decision to activate *ESF-2 Communications* on information from initial incident reports and anticipated needs.

Tactical Communications during a State Emergency

When response efforts require coordinating expanded communications resources and capabilities, county and state communications systems may be used. County and state emergency communications protocols and policies will be used.

The TICP supports AIRS and the Arizona Statewide Communications Interoperability Plan (SCIP).

Interoperability capabilities:

- **PCWIN** will procure, deploy and operate a regional public safety voice communications network; improve public safety radio interoperability; and to design, construct and operate a regional communications center. Capabilities include enhanced data exchange capabilities.
- **Gateway** is a capability that provides interoperability between public safety service and support providers (i.e., law enforcement, firefighters, EMS, emergency management, public utilities, transportation and others). Gateway allows public safety agencies to communicate with staff from other responding agencies, to exchange voice and/or data communications on demand and in real-time. The greatest advantage of Gateway is that it connects dissimilar audio sources or radio systems.
- **Arizona Interagency Radio System (AIRS)** is a suite of full-time, cross-banded mutual aid channels managed by the Arizona Department of Public Safety and designed to provide interoperable communications capability to first responders of police, fire and EMS agencies, as well as other personnel of municipal, county, state, tribal, and federal agencies performing public safety or public service activities. These radio frequencies are to be used in the event of a multi-agency operation requiring the use of the common state radio channel(s), specifically for the use of coordinating activities during identified incidents. AIRS frequencies are not designed to be used by a single agency for routine public safety operations.
- Another source of communications interoperability exists among personnel who have special assignments, and therefore special communications equipment. Personnel assigned to the Pima County Regional Special Weapons and Tactics Team (SWAT), terrorism liaison officers (TLO), HAZMAT Teams, canine officers and others may have unique communications capacity with interoperability. This equipment is normally restricted to special use situations; however, it can be put to use when needed during an emergency to establish inter-agency communications.

County Communications – Information Technology Dept. (ITD)

ITD is involved in computer center operations, network services, business application support, end-user computer system support, technology innovation, standards development and enforcement, and technology investigation. The Department also provides contract administration for hardware/software acquisition and maintenance and County telecommunications delivery.

The ITD serves to acquire, construct, install and maintain equipment used in all County point-to-point and multi-point communication systems. The Mobile Radio Shop installs and maintains the mobile/vehicle radio, hand-held radios and mobile computer/modem communications equipment in County vehicles. Communications equipment maintenance is also an integral part of the ITD responsibilities which includes ensuring that the radio systems and data connections are reliable by researching and testing of the proper fixture of support infrastructure such as repeater stations, antennae and other necessary equipment.

Systems in place within the County include:

- Internet communications
- Mobile computers and modems
- Radio and microwave networks
- Telephones, satellite/cellular phones
- Local television and AM/FM radio stations
- Couriers or runners may also be used if necessary

Joint Information Center (JIC)

The JIC will be the focal point for all media interface. The PCEOC and IC will immediately be notified when the JIC is ready for operation. All incident Public Information Officers (PIOs) will be notified of the JIC location, and they will be encouraged to participate with the JIC operation.

PCEOC Communications

Effective communications within the PCEOC is essential for successful management of an incident. Communications within the PCEOC should include:

- Message documentation and routing procedures.
- Communicating major events.
- Documenting actions taken.

The following practices will promote effective communications within the PCEOC:

- Document decisions. To the extent possible, document decisions concerning communications and information sharing in writing. Be sure written agreements include details about procedures that must be followed to request, activate, assign, track, deactivate, recondition and pay for resources.
- Document resource requests and status. Ensure that resource requests are carefully documented to ensure the desired resource is located and provided. Documentation makes it easier to track the status of the request so that it can be closed when filled or identified as still open.
- Share documentation. Give all entities that are affected by the decisions made an opportunity to review documentation.
- Communicate directly. Direct communication among key personnel—either face-to-face or by phone or radio—is always preferable to communicating through an intermediary. Direct communication allows people to ask questions and gain clarification to resolve issues.
- Document date and time. Have a mechanism for time-stamping all incoming information and recorded actions. This will create a valuable record of incident activities that can be used during post-incident evaluation.
- Pima County uses these practices to keep PCEOC personnel informed throughout an incident:
- Record messages and actions on an electronic log (WebEOC), automatically stamping them with the date and time of receipt. Some data, such as Emergency Alert System messages and National Weather Service feeds, are automatically posted to WebEOC.
- Allow computer access to WebEOC and other information by all EOC personnel.
- Display information about major events and other priority information on a multi-panel projection screen at the front of the EOC.
- Hold regular status meetings of the disciplines present in the EOC to share operational updates.

WebEOC

This proprietary, internet-based communications and coordination software will be used to support Pima County IC and PCEOC activities where possible. Local agencies and the State of Arizona ADEM have standardized and are now also using WebEOC. This improves communications, common operating picture, situational awareness and integration of emergency management efforts across the region and state.

NIMS Communications Protocols

Plain Language and Common Terminology

One of the most important elements of the Plan is effective incident communications through the use of plain language (clear text) and common terminology. A common problem during emergency incidents is a lack of mutual understanding pertinent to unique terms, codes and jargon. To eliminate that potential as much as possible "common language" will be used in all communications beginning when an incident command is established and concluding at a point when the emergency is resolved, responding assets and resources are demobilized, or for police operations, a command or order to resume "normal" communications protocols has been given.

Common language is further described as not including the use of ten-codes, other abbreviation codes, acronyms and language unique to a profession, trade or occupation. Badge numbers, radio call signs or other designator terms are not used. Staff will be called by name, descriptions will be provided using appropriate terms and in consideration for ensuring that "listeners" will be able to understand without making reference to other documents, lists, code sheets or other similar devices.

- Plain language is the use of standard phrases and common terms and definitions that can be understood by individuals from all responder disciplines.
- This simplifies the communication process and reduces the chance of error during an emergency situation regardless of the size, scope, location or complexity of the incident.

Using Standard Forms

During an incident, it is important to be able to record incident information and access it later for analysis, planning and reimbursement of expenditures. Using standard forms for this purpose:

- Saves time for the person(s) reporting the information.
- Saves time for those who use the information.
- Makes it easier to compare data from different operational periods and to recognize patterns and trends.
- Filing and retrieval is easier.
- Format is familiar to all using ICS/NIMS.

ICS forms are the standard for written incident documentation of emergencies and disasters in Pima County. The format is designed to assist in planning and reporting incident information. (WebEOC may also be used as a documentation tool and it does provide access to ICS forms.)

Plan Administration, Finance and Logistics

A. Administration

The cycle of emergency management includes preparedness (including prevention/protection), mitigation, response and recovery. Each aspect of this cyclical approach to emergency incidents and events requires administrative, financial and logistical support.

Administration for each aspect is foremost a function of the County's governmental structures. The Pima County Office of Emergency Management and Homeland Security oversees the development of response plans, capabilities and resources, as well as to resolve administrative issues leading up to and during incidents and/or events.

Of utmost importance related to administration of this plan will be documentation of events, decisions, expenses, and follow through issues, needs, and requirements. The need for detailed, accurate documentation is pervasive through the entire emergency management cycle.

Preparedness:

Administrative issues related to preparedness include establishing training requirements, keeping training records, determining an exercise schedule, maintaining exercise records, and allocating appropriate emergency response staffing in preparation for any potential event. Each County department or agency should maintain records appropriate to emergency planning, training, and exercises. As a part of preparedness all County elements should have a completed COOP plan that provides for certain decisions, actions or relocations in the event a disaster or emergency debilitates service provision or capability.

Financial issues related to preparedness include determining a training and exercise budget, assessing resource costs, assessing staff costs and fees, and maintaining expenditure records related to preparation.

Logistical issues related to preparedness include ensuring that proper supplies, tools and equipment are on hand or available through other sources, inventorying resources, skills and capabilities within the County and/or available through outside sources, and ensuring adequate stocking levels and pipeline status of significant supplies or other resources.

Investigative and intervention activities are a collaborative, coordinated set of on-going activities conducted by law enforcement agencies at all levels of government.

Mitigation:

Administrative issues related to mitigation include keeping records of plans, assessments, and activities, especially related to previously approved grants for projects undertaken prior to an incident, and potential disaster recovery funding for mitigation activities taken after an incident.

Financial issues related to mitigation include determining costs and fees associated with mitigation plans, assessments and activities. Also, determining candidacy for federal and state grant processes related to mitigation.

Logistical issues related to mitigation include ensuring proper supplies are on hand for mitigation activities, keeping separate inventories pertinent to grant and non-grant activities.

Response:

Administrative issues related to response include maintaining records of activities, staffing, execution details, situational awareness records, decisions and other aspects of response to emergencies.

Financial issues related to response include maintaining records of costs associated with response through deployed County staff, equipment and other resources. Costs associated with activated mutual aid or other agreements and payments for emergency items should be made through expedient measures in accordance with County procedures and state statutes.

Logistical issues related to response include tracking the arrival and deployment of response equipment, supplies, and other track-able resources, and ensuring proper maintenance, and clean-up of equipment prior to re-deployment.

Should the County need additional resources during an emergency, requests can be made to other jurisdictions for mutual aid. Mutual aid is a supporting response developed and approved through intergovernmental agreements (IGA) or memoranda of understanding (MOU), or through the Arizona Mutual Aid Compact (AzMAC). Similar agreements with external agencies or businesses may be established through contracts that may be put in place during the emergency. Such assistance may include the provision of equipment, supplies, or personnel. All agreements must be entered into by duly authorized County officials and whenever possible should be in writing. All agreements and contracts should identify the County official(s) authorized to request assistance pursuant to those documents.

Recovery:

Administrative issues related to recovery include ensuring documentation sufficient to respond to state and federal guidelines, as well as ensuring proper development of this plan through after-action reviews and reports.

Financial issues related to recovery include follow-through on funding support from the state or federal governments, accounting for post-event mitigation efforts and other recovery cost issues which arise.

Logistical issues related to recovery include ensuring the proper “draw-down” operations related to staff, equipment and other resources.

Reports, records and other documentation related to emergencies will be maintained in accordance with standard record keeping requirements by the department of primary response. For incidents that involve other jurisdictions and agencies or that invoke a declaration of emergency at any level, the documentation shall be coordinated and maintained by a person designated by the County Finance Department.

Required Reporting

Documentation:

Documentation is an administrative process by which the County keeps record of the preparation, mitigation, response and recovery from a disaster. It may be maintained by using any or all of the following means:

1. Photography:

An important aspect of documentation of an emergency or disaster will be photographs of the impacted area, both prior to an incident and after the incident. Whenever possible photographs of County assets, critical infrastructure, retail centers, waterways, roadways and other locations open to risk and vulnerability should be taken to establish the picture of the area before an incident. All County departments should have and maintain photographic evidence of their assets and work within the jurisdiction.

Response and recovery photography will also be important to help in establishing the effect of any damage, the relative cost of damage and the efforts undertaken by the County to resolve the situation. Responding agencies should be prepared to take and maintain photographic evidence of their response efforts as well as the results of any disaster or emergency upon the structures, people and environment during their work.

2. Reports:

Agency level reports must be initiated and completed regarding emergency incidents and disasters in accordance with internal procedures and protocols. As an example, for all criminal and most other incidents, the Pima County Sheriff's Department will ensure documentation through a case report following internal reporting requirements and procedures.

3. Situation Reporting:

During active disasters, participating County departments will submit daily Situation Reports (SITREP) to the PCEOC.

Each SITREP should contain pertinent information regarding agency response/recovery operations and be submitted to the Incident Commander, EOC Coordinator, and when activated to the Policy Section and the Planning Section within the EOC. Distribution should also be made to all departments or agencies involved in the event response.

When applicable, a SITREP for the previous day may be forwarded to the County and State EOC Planning Support Sections to arrive by 1200 hours of the subsequent day.

ICS Form 209, Incident Status Summary, may be used as a SITREP format.

4. After-Action Reports (AAR):

All participating departments, jurisdictions and organizations, including the Incident Commander and staff, will make information available to the Director PCOEMHS for an after-action report which includes;

- A review of actions taken
- Identification of equipment shortcomings
- Recommendations on improving operational readiness
- A highlight of strengths and initiatives that would be beneficial and which details operational successes, problems, and key issues affecting the incident management.
- The AAR will include:
    - The methods and resources used to organize and conduct a review of the incident, including recommendations to improve local readiness (e.g., change

plans/procedures, acquire new or replace outdated resources, retrain personnel, etc.).

- A description of how the deficiencies and recommendations identified in the AAR are to be corrected or completed and identify a timeline and method for assuring the corrections are done.
- A description of the links and connections between the processes used to critique the response to an emergency/disaster and the processes used to document recommendations for the jurisdiction's exercise program
- The report will include appropriate feedback from all local, regional, state, federal, nongovernmental and private sector partners participating in the incident. The PCOEMHS and other applicable County departments will incorporate information from these reports to update plans and procedures as required. Each County department involved will keep records of its activity to assist in preparing its own after-action report to be shared with PCOEMHS.

5. Hot-Wash:

As a part of the AAR process, each agency or department that is involved or impacted by the emergency or disaster should perform a "hot-wash". A hot-wash is a brief discussion with all participants to elicit information about three basic issues; what was the planned activity, what actually occurred, and what improvements could be made for future incidents. A hot-wash is usually conducted immediately after an incident is resolved, or after a particular activity or operation has taken place within an incident or event.

Hot-wash results and information are recorded and submitted to the IC and the EOC Manager, or the Planning and Policy Sections when activated, to be incorporated into AARs.

6. Hazardous Materials Spills Reporting:

If Pima County is responsible for a release of hazardous materials of a type or quantity that must be reported to state and federal agencies, Pima County department responsible for the spill shall make the required report. If the party responsible for a reportable spill cannot be located, it will be the responsibility of the Incident Commander to ensure that the required reports are filed.

7. Incident Action Plan (IAP):

The IAP, which may be either verbal or written, is intended to provide supervisory personnel with a common understanding of the situation and with direction for future action.

The IAP includes a statement of objectives, organizational description, assignments and support materials. This Plan is generally prepared at the outset of an incident's organized response or the beginning of an operational period for extended events. It describes the intended course of action(s) to be undertaken by IC or EOC staffs for a specified period. An Incident Briefing Form (ICS 201) may be used on smaller incidents. Written IAPs must be maintained as part of the historical record for an incident; therefore, a copy must be forwarded to the responsible agency record keeping element, and another copy submitted to the PCEOC if activated.

8. Activity Logs

The ICP and the EOC shall maintain accurate logs recording key response activities including:

- ICS forms
- Activation or deactivation of emergency facilities

- Emergency notifications to local governments and to state and federal agencies
- Significant changes in the emergency situation
- Major commitments of resources or requests for additional resources from external sources
- Issuance of protective action recommendations to the public
- Evacuations
- Casualties
- Containment or termination of the incident

Preservation of Records

In order to continue normal government operations following an emergency situation or disaster, pro-active measures must be taken to protect vital records before the incident occurs. Typically, vital records are those records that specify how an agency will operate in a disaster, are necessary for continued government operations, or that protect the legal or financial rights of the government and citizens. Vital records may be in paper or electronic format, or both. The principal causes of damage to records are fire, water and technological failure; therefore, appropriate protective actions should be taken.

If records are damaged during an emergency, the County will seek assistance to preserve and restore the records; records managers shall maintain active vendor lists to assist in the recovery of records.

Further procedures and details including a list of the County's essential records for emergency record preservation will be established based upon guidance from the Arizona Secretary of State's Office regarding records storage and retention.

B. Finance

Timely financial support of emergency activities will be critical to successful emergency response. Innovative and expeditious means may be used to achieve financial objectives. It is mandatory that Pima County financial policies and procedures be employed to ensure against fraud, waste and abuse, and to achieve proper control and accountability in the use of public funds.

Tracking Emergency Expenditures

Expenditure tracking should commence immediately upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials, and other expenses. The IC and EOC staffs are responsible for maintaining written records of all disaster-related personnel overtime, requests for supplies, equipment and contract personnel, and receipts for emergency purchases of supplies, equipment, and other disaster related expenses.

- Incident Costs – All County departments shall maintain records summarizing their use of personnel, equipment, and supplies during the response to daily incidents – in order to estimate annual emergency response costs. The estimates can be used to forecast future department budgets
- Emergency or Disaster Costs – For all major emergencies or disasters, all County departments that participate in the emergency shall maintain detailed reports of costs for emergency operations. Examples of emergency and/or disaster costs include:
    - Personnel costs (including overtime or backfill)
    - Equipment operations costs

- Costs for leased or rented equipment
- Costs for contract services to support emergency operations
- Costs of specialized supplies expended for emergency operations

The Pima County Finance Department or Finance/Administration Support Section of the PCEOC will maintain detailed reports of costs for emergency operations. These records may be used to submit cost recovery requests to responsible parties or insurers.

These records may be used to submit cost recovery requests to responsible parties or insurers. They can also provide the basis for requesting financial assistance for certain allowable response and recovery costs from the State and/or Federal government.

The Finance Support Section in the PCEOC will compile reports, including total expenditures by category. The Finance Support Section Chief will submit a summary report on total costs to the EOC Manager as requested. This information will be used for state and federal disaster assistance applications. The expenditure data and documentation is vital to state and federal agencies for requesting financial assistance during and after the disaster. Tracking procedures are as follows:

- Prescribed administrative, fiscal and procurement procedures will be followed.
- Extraordinary financial obligations will be assumed only with the prior approval of County Administrator or Board of Supervisors.
- Documentation to substantiate reimbursement for emergency expenditures, including both time and materials will be maintained by each involved department or agency.
- Priority for the use of resources will be given to activities essential for survival and well-being of people, protection of property and the conduct of necessary governmental operations.

Documentation of Costs

The state and federal government require very specific information for cost reimbursement after an incident. The following guidelines should be followed when documenting disaster-related, reimbursable expenses:

1. Costs and revenues associated with emergency operations should be segregated from normal operating expenses.
2. Separate records should be maintained for each vehicle and piece of heavy equipment used for emergency operations.
3. Vehicle and equipment documentation should include the miles and/or hours operated by location and by operator.
4. Vehicle operating expenses should include fuel, oil, lubricants, tires, tubes and other related maintenance.
5. Labor costs should be compiled separate from vehicle and/or equipment expenses, i.e. operators separate from equipment..
6. Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator if applicable.
7. Revenues and subsidies for emergency operations must be subtracted from any costs claimed.

8. Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed.
9. Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
10. All non-competitive procurements must be justified.

Cost Recovery Programs

Financial procedures used to recover appropriate costs incurred during an emergency operation.

- Federal reimbursement programs
- Response and recovery operations (overtime, equipment, contracts)
- Education of responders and local officials about cost of recovery process
- Insurance
- Pre and post-declaration funding for the pet and service animal preparedness and emergency response program

There are various programs that allow the County, State and other supporting agencies to recover the costs incurred during and after an emergency operation. There are also cost recovery programs that provide assistance to individuals and families. The amount of assistance available depends on the size and type of the incident. A Presidentially declared disaster for example would provide more assistance than for example a locally declared disaster. Several of the core cost recovery programs are highlighted below:

1. State and Federal Public Assistance Program. Public assistance provides supplemental aid to State, County, and local government agencies to help them recover from disasters as quickly as possible.
    a. Pets Evacuation and Transportation Act of 2006 (PETS Act). Reimburses states and counties for work done in association with disaster mitigation, regulations associated with the PETS Act that authorizes FEMA to provide rescue, care, shelter and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency.
    b. Donated Resources. Donated resources used on eligible work that is essential to meeting immediate threats to life and property resulting from a major disaster may be credited toward the non-federal share of grant costs under the Public Assistance Program. Donated resources may include volunteer labor, donated equipment and donated materials.
2. Hazard Mitigation Grant Program (HMGP). This FEMA program provides grants to state and local governments to implement long-term hazard mitigation measures after a Presidential declaration in order to reduce the loss of life and property due to natural disasters.
3. Individual and family assistance:
    a. Small Business Administration (SBA). The SBA provides low interest, long-term loans for physical and economic damage caused by a declared disaster. It offers loans to homeowner, renters, businesses of all sizes and private, nonprofit organizations to repair or replace real estate, personal property, machinery and

equipment, inventory and business assets that have been damaged or destroyed in a declared disaster.

b. Individual and Households Program (IHP). Assistance covers temporary housing needs, home repairs, and losses to personal property, transportation expenses, funeral and medical expenses upon a Presidential declaration.

c. Disaster Unemployment Assistance. This program may be implemented by the Department of Labor upon a Presidential declaration. It allows those unemployed due to a disaster access to unemployment benefits.

d. Worker's Compensation. The Department of Labor administers several compensation programs which provide wage replacement benefits, medical treatment, vocational rehabilitation and other benefits to federal workers or their dependents that are injured at work or acquire an occupational disease.

Insurance and Recovery

The insurance industry plays an important role in recovering costs after a disaster and the rebuilding of communities after a disaster.

1. Self-insurance. Access to self-insurance provides organizations, individuals, and businesses to insure their livelihood through a variety of different insurance plans. This type of insurance is paid for by each entity that chooses to carry the insurance policy.
2. Homeowner policies. Individual homeowners have access to a variety of private insurance companies to insure their home and its contents. Depending on the location of the home, there may be caveats about the type of coverage homeowners have in the event of a disaster.
3. National Flood Insurance Program (NFIP). The NFIP is a federal program enabling property owners in participating communities to purchase insurance protection against losses from flooding. This insurance is designed to provide an insurance alternative to disaster assistance to meet the escalating costs of repairing damage to buildings and their contents caused by floods. Participation in the NFIP is based on an agreement between local communities and the Federal Government.

Mutual Aid Agreements

Many state, tribal and local governments and private nonprofits enter into mutual aid agreements to provide emergency assistance to each other in the event of disasters or emergencies. These are generally written, but are occasionally arranged verbally after a disaster or emergency occurs. To be eligible for reimbursement by FEMA, the mutual aid assistance has to meet the criteria identified in the Disaster Assistance Policy (DAP9523.6).

Approval to Expend Funds

The approval to expend funds for response operations will be given by officials of the primary and support agencies as authorized by the Pima County policies, Pima County Code and the authority of the Board of Supervisors. Each department/agency is responsible for establishing administrative controls of funds and segregation of duties for proper internal controls. Each department/agency should ensure that actions taken and costs incurred are consistent with missions identified in the plan and validate the request for reimbursement of eligible costs.

Under Chapter 9 of the Pima County Code:

1. The Chairperson of the Board of Supervisors may declare an emergency arising from such major disasters as provided in this section and incur liabilities therefore.
2. All liabilities incurred under the provisions of this section will be subject to the following limitations:
    a. Paragraph F.1. No liability will be incurred against the monies of Pima County without the approval of the Chairperson of the Board of Supervisors or the Director PCOEMHS for each contingency or emergency.

Logs, formal records and file copies of expenditures to provide clear and reasonable accountability and justification for reimbursement must be maintained. This will facilitate the final closeout and support audits of financial records.

Further information regarding financial management is available in the Financial Management Annex to this plan.

Procurement

The procurement of resources will be in accordance with statutory requirements and established procedures regarding emergency/non-emergency conditions. Pima County Procurement Code will be adhered to as relates to emergency procurement matters.

Financial Records and Supporting Documentation

All agencies must maintain records, receipts and documents to support claims, purchases, reimbursements and disbursements. Reimbursement requests will be documented with specific details on personnel services, travel and other expenses.

Applicants requesting reimbursement will maintain all:

- Financial records.
- Supporting documents.
- Statistical records.
- Other records pertinent to the provision of services or use of resources by that agency.
- Cost Estimates for Additional Appropriations

After the state agencies and political subdivisions begin their initial response operations, it may be necessary to make an estimate of the total funding needs for the duration of the emergency response. The purpose of the estimate is to help gauge the need for additional allocations.

Audit of Expenditures of State/Federal Funds

Expenditures of state/federal funds related to emergencies/disasters, may be subject to audit in accordance with state/federal statutes and audit procedures.

C. Logistics

The essence of logistics is to ensure that sufficient resources (equipment, tools, and other resources) are on hand or available to respond to the various types of emergency incidents that Pima County might experience. This challenge is made complex by the different types of emergencies for which Pima County is at risk, the probable need to move resources to sites during

times of stress and with reduced capability, and certainty that needed resource items will not be on hand within Pima County's inventory at the time they are needed.

Such challenge can be overcome in several fashions; have and store any potentially needed item in event of a disaster, arrange for just-in-time delivery of needed resources by contract vendors, and/or arrange for mutual aid from neighboring jurisdictions or private enterprises that might have needed resources. In practice it will be a management practice to ensure a proper combination of these fashions has been pre-planned, negotiated, and ensured as much as possible prior to an incident.

In order to accomplish this, each County department is required to have and maintain an inventory of equipment, tools and other resources that can be used during an emergency. Working with the EOC Team, each department will undertake an assessment of capabilities against various hazards based on risk and vulnerability to best establish a proper logistics train. From these assessments a reasonable determination can be made to identify gaps in necessary resources within Pima County's authority after which efforts to resolve the gaps can be made through mutual aid or other resourcing methods.

Another logistics issue is related to the maintenance of resources. County departments will be required to ensure that resources identified as critical to certain emergencies is properly maintained at appropriate intervals to prevent "downed" equipment at inappropriate times as much as possible.

When in response to an emergency incident, an agency will be required to track usage and expenditure of resources as they occur. If County resources are shared in response to another jurisdiction's incident through mutual aid, the "owning" department will maintain records of deployment, will ensure proper accounting of resources, and will ensure proper maintenance of equipment.

Resource Management Overview

Emergency management and incident response activities require carefully managed resources (personnel, teams, facilities, equipment and/or supplies) to meet incident needs. Utilization of the standardized resource management concepts such as typing, inventorying, organizing and tracking will facilitate the dispatch, deployment, and recovery of resources before, during and after an incident.

Resource management should be flexible and scalable in order to support any incident and be adaptable to changes. Efficient and effective deployment of resources requires that resource management concepts and principles be used in all phases of emergency management and incident response.

The resource management process can be separated into two parts: resource management as an element of preparedness and resource management during an incident. The preparedness activities (resource typing, credentialing, and inventorying) are conducted on a continual basis to help ensure that resources are ready to be mobilized when called to an incident. Resource management during an incident is a finite process, as shown in the below figure, with a distinct beginning and ending specific to the needs of the particular incident. This area will be covered in more detail in *ESF-7 Logistics and Resource Management.*

Resources

Resources should be obtained by using standard protocols for as long as possible. PCOEMHS will work to ensure that all necessary supplies and resources are provided for the various operating

departments/agencies. Special powers and authorities may be used to rent, lease, procure or contract for such resources or services as are essential for maintaining the safety and well-being of the population of Pima County and effecting the expeditious restoration of vital services.

Resource Management Flowchart

Procedures

Some administrative procedures dealing with property acquisition and expenditures may be suspended, relaxed, or made optional under threat of disaster. Such action should be carefully considered, and the consequences should be projected realistically.

Documentation

All disaster related expenditures will be documented using generally accepted accounting procedures. The documentation will be used following a Disaster Declaration to qualify for reimbursement of eligible expenditures and to ensure compliance with applicable regulations.

Plan Development and Maintenance

General

A plan such as this is often described as a "living" document. This means that once developed, changes are anticipated and encouraged based on experience, reason and deliberation. Changes must be made to ensure document practicality, currency, and compliance with ever-changing doctrine.

Plan Development

The Plan is developed in accordance with FEMA's Comprehensive Preparedness Guide (CPG) 101, Version 2, "Developing and Maintaining Emergency Operations Plans, November 2010.

Training and Exercise

The Pima County OEMHS will coordinate and facilitate regional training courses for emergency responders and emergency management personnel. This is accomplished by scheduling local training from state, federal and private sources, on a variety of subject matter, with the intent of increasing overall regional capabilities.

The Training and Exercise function of the PCOEMHS maintains a 3-Year Multi-Year Training and Exercise Program (MYTEP) Calendar which documents scheduled exercises, training and events. The Homeland Security Exercise and Evaluation Program (HSEEP) standards are maintained on all official exercises, including necessary AARs and corrective actions. NIMSCAST establishes minimum suggested levels of training in NIMS/ICS for different disciplines in the County and this Plan recommends gradual full compliance.

PCOEMHS will coordinate and conduct periodic exercises of this plan in order to test its effectiveness and department preparedness and capabilities.

Regional Collaboration

The Plan has been de-conflicted and integrated with the development of similar local jurisdiction plans across a regional plane. Other jurisdictions' plans have been coordinated with the Plan. As such, it is important to ensure continued collaboration and coordination with regional entities whenever changes, updates, or other items that impact emergency management procedures identified in this plan are made.

Plan Maintenance and Changes

The Plan will be reviewed annually and revised as necessary to maintain maximum adaptability and flexibility in response to a changing emergency management and homeland security landscape. Changes in any of the below variables may necessitate adjustments to administrative and/or procedural provisions of the PCEOP:

1. Actual incident (s)
2. After-action reports (AARs)
3. Community profile and trends
4. Demographics
5. Infrastructure
6. Legislation

7. Policies
8. Risk assessment
9. Technology
10. Threat environment
11. Training and exercising
12. Vulnerability assessments

Additionally, departments and/or agencies with assigned responsibilities may propose changes to the PCEOP. PCOEMHS will coordinate all proposed modifications to the Plan with each stakeholder as required by the change. No proposed change should contradict or override authorities or other plans contained in state statute, county code, or other laws or regulations.

Coordination and Approval

Any department or agency with assigned responsibilities under the Plan may propose a change. PCOEMHS will accomplish the process of collecting and coordinating all proposed modifications to the Plan as well as coordinating with primary and support agencies and other stakeholders, re-drafting proposals to the Plan, and forwarding proposed changes for approval, as required. OEMHS will review and approve the changes and forward the updated document(s) to County Administrator or Board of Supervisors, as necessary.

Notice of Change

After coordination has been accomplished and necessary signed approval process is accomplished, the County Administrator or Director PCOEMHS will issue an official Notice of Change.

The notice will specify the date, number, subject, purpose, background and action required, and provide the change language on one or more numbered and dated insert pages that will replace the modified pages in the Plan. Once published, the modifications will be considered part of the Plan for operational purposes pending a formal revision and reissuance of the entire document. Interim changes can be further modified or updated using the above process.

Distribution

The Office of Emergency Management and Homeland Security will distribute the initial plan upon approval, and future Notices of Change to all participating County departments, regional agencies and state emergency management offices.

Public Requests

The Base Plan is generally available to the public and will be posted on the PCOEMHS website. Specific operational plans, as well as ESF, incident-specific, and support annexes will be protected from disclosure to the public based upon their nature and as a result of including sensitive material related to policing, homeland security, and criminal investigations. Notices of Change to the public and other organizations will be provided upon request dependent upon consideration relative to disclosure concerns.

All public inquiries for information can be made to emergency management staff that will coordinate the request with the Pima County Attorney's Office and any other applicable departments. A response will be provided accordingly based on the parameters and/or exceptions provided through the Freedom of Information Act (FOIA) and issues of homeland security.

Authorities and References

Federal Laws

Americans with Disabilities Act of 1990 Public Law 101-336, as amended by the American Disabilities Act Amendments Act of 2008, Public Law 110-325

Architectural Barriers Act of 1968, as amended, 41 U.S.C. 4151 et seq.

Clean Air Act of 1970, as amended in 1977 and 1990, 42 USC, Sections 7401-7671q,

Clean Water Act of 1948, as amended in 1972, 1977 and 1987, 33 USC, Section 1251 et seq.

Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2008.

Consolidated Appropriations Act, 2008, Public Law 110-161

Defense Against Weapons of Mass Destruction Act of 1996, Public Law 104-201.

Disaster Assistance Program, Federal Emergency Management Agency - Eligible Costs Related to Pet Evacuations and Sheltering, Federal Emergency Management Agency (DAP 9523.19)

Disaster Mitigation Act of 2000, Public Law 106-390.

Executive Order 13347, *Individuals with Disabilities in Emergency Preparedness,* July 26, 2004.

Fair Housing Act as amended in 1988, 42 U.S.C. 3601.

Federal Safe Drinking Water Act of 1974, as amended in 1996, 42 USC, Sections 300f-300j-26.

Public Law 920, Federal Civil Defense Act of 1950, as amended

Freedom of Information Act Disclosure Exemption, 5 U.S.C. Section 552(b) (7) (E).

Hazardous Materials Transportation Act of 1994, 49 U.S.C. Section 5101-127

Homeland Security Act of 2002, 6 U.S.C. 101, et seq, as amended.

Homeland Security Presidential Directive (HSPD) - 3 (March 11, 2011) - Homeland Security Advisory System. Establishes a comprehensive and effective means to disseminate information regarding the risk of terrorist acts to Federal, State, and local authorities and to the American people.

Homeland Security Presidential Directive (HSPD) - 4 (September 17, 2002) - National Strategy to Combat Weapons of Mass Destruction. Applies new technologies, increased emphasis on intelligence collection and analysis, strengthens alliance relationships, and establishes new partnerships with former adversaries to counter this threat in all of its dimensions.

Homeland Security Presidential Directive (HSPD) - 5, *Management of Domestic Incidents,* February 28, 2003. HSPD 5 enhances the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system.

Homeland Security Presidential Directive (HSPD) - 7 (December 17, 2003) - Critical Infrastructure Identification, Prioritization, and Protection. Establishes a national policy for federal departments and agencies to identify and prioritize United States critical infrastructure and key resources and to protect them from terrorist attacks.

Health Insurance Portability and Accountability Act of 1996 (HIPAA), Public Law 104-191, August 21, 1996.

Homeland Security Presidential Directive 7, *Critical Infrastructure Identification, Prioritization, and Protection,* December 17, 2003.

Homeland Security Presidential Directive 8, *National Preparedness,* March 30, 2011.

National Security Presidential Directive 51/Homeland Security Presidential Directive 20, *National Continuity Police,* May 4, 2007.

Payment Card Industry Data Security Standard (PCI-DSS), version 2.0 released on 26 October 2010.

Pets Evacuation and Transportation Standards Act of 2006 (PETS Act), Public Law 109-308.

Post-Katrina Emergency Management Reform Act of 2006, Public Law 109-295.

Presidential Decision Directive (PDD) - 39 - United States Policy on Counterterrorism (June 21, 1995)

(PDD) - 62, Protection Against Unconventional Threats to Homeland and Americans Overseas (May 22, 1998)

Presidential Decision Directive (PDD) - 63, Protecting America's Critical Infrastructure (May 22, 1998)

Presidential Policy Directive (PPD) -8 (March 30, 2011) – National Preparedness. Aimed at the systematic preparation to strengthen security and resilience. Establishes the requirements for a national preparedness goal and system aimed at facilitating an integrated, all-of-Nation, capabilities-based approach to preparedness.

Public Law 96-342, Improved Civil Defense 1980

Rehabilitation Act of 1973, Public Law 93-112 – Section 504.

Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Superfund Amendments and Reauthorization Act (SARA) of 1986, Public Law 99-499, Title III, Emergency Planning and Community Right-to-Know Act (EPCRA)

Volunteer Protection Act of 1997, Public Law 105-19

Note: An incident may result in a situation that affects the national security of the United States. For those instances, appropriate U.S. Department of Homeland Security authorities and procedures will be utilized to address national security and response requirements. Any act or suspected act of terrorism utilizing weapons of mass destruction (WMD) will require coordination with U.S. Department of Homeland Security agencies and the Federal Bureau of Investigation (FBI).

State Laws

ARS § 11-952: Intergovernmental agreements and contracts

ARS § 23-1022: Compensation as exclusive remedy for employees

ARS § 26-301: et seq., 35-192 et seq.

ARS § 26-307: Power of counties, cities, County and state agencies designated by the governor to make orders, rules and regulations; procedure

ARS § 26-308: Powers of local government; local emergency management establishment; organization

ARS § 26-309: Mutual aid; responsibilities of agencies and officials; agreements; definition

ARS § 26-311: Local emergency; power of political subdivision; state agency assistance

ARS § 26-312: Authority of executive officers and governing bodies to accept materials or funds

ARS § 26-314: Authority of executive officers and governing bodies to accept materials or funds

County

Pima County Code Administration and Personnel 2.04.010: General provisions, Powers, duties and responsibilities of the Board of Supervisors

Pima County Procurement Code 11.12.060: Emergency and other limited competition procurement

Pima County Board of Supervisors Resolution 2005-179; related to adopting NIMS

Other References

National Disaster Recovery Framework, 2011

National Response Framework, 2008

National Incident Management System, 2008

National Preparedness Goal, 2011

National Preparedness Guidelines, 2007

National Preparedness System 2011

Target Capabilities List, 2007

Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 2, 2010

Guidance on Planning for Integration of Functional Needs Support Services in General Population Centers, 2010

Arizona State Emergency Response and Recovery Plan (AZSERRP), 2010

Pima County Emergency Operations Plan, 2011

Pima County Multi-Jurisdiction Hazard Mitigation Plan (MJMHP), 2011

Pima County Local Emergency Planning Commission (LEPC) HAZMAT Plan, 2011

Appendix 1 – Glossary of Terms

Agency. A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

Agency Representative. A person assigned by a primary, assisting, or cooperating federal, state, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

Arizona Interagency Radio System (AIRS). A suite of full-time, cross-banded mutual aid channels designed to provide interoperable communications capability to first responders of police, fire, and Emergency Medical Service agencies, as well as other personnel of municipal, county, state, tribal, and federal agencies performing public safety or public service activities managed by Arizona Department of Public Safety.

Annex. Additions to this plan that provide guidance on how a broad function or support activity will be carried out, such as, volunteer management, donations management, financial management and logistics management.

Appendix. An **appendix** is a supplement to an annex that adds information about how to carry out the function in the face of a specific hazard. Thus every annex may have several appendices, each addressing a particular hazard. Which hazard-specific appendices are included depends on the community's hazard analysis. For example, a community in California would probably include earthquake appendices in its EOP; a community in Florida would probably include hurricane appendices; and a community in the Midwest would undoubtedly include appendices that address tornadoes. The decision about whether to develop an appendix rests with the authority creating the attachment.

Area Command (Unified Area Command). An organization established (1) to oversee the management of multiple incidents which are each being handled by an ICS organization; or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an EOC facility or at some location other than an ICP.

Available Resources. Resources assigned to an incident, checked in, and available for use; normally located in a Staging Area.

Awareness. The continual process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively.

Casualty. Any person who is declared dead or is missing, ill, or injured.

Catastrophic Disaster. The term implies an event or incident, which produces severe and widespread damages of such a magnitude as to result in the requirement for significant resources from outside the affected area to provide the necessary response.

Catastrophic Incident/Event. Any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time; almost immediately exceeds resources normally available to state, local, tribal, and private-sector authorities in the impacted area; and significantly interrupts governmental operations and emergency services to such an extent that national security could be threatened. All catastrophic events are Incidents of National Significance.

Chain of Command. A series of command, control, executive, or management positions in hierarchical order of authority.

Command Staff. In an Incident Command System (ICS), the Command Staff consists of the Incident Commander and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, which report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Common Operating Picture (COP). A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Community Recovery. In the context of the Pima County Emergency Operations Plan and its annexes, the process of assessing the effects of an incident of local or regional significance, or an incident of national significance, defining resources, and developing and implementing a course of action to restore and revitalize the socio-economic and physical structure of a community.

Consequence Management. Predominantly an emergency management function and includes measures to protect public health and safety, restore essential government services, and provide emergency relief to governments, businesses, and individuals affected by the consequences of terrorism. See also **Crisis Management.**

Credible Threat. A potential terrorist threat which, based on a threat assessment, is credible and likely to involve WMD.

Crisis Management. Predominantly a law enforcement function and includes measures to identify, acquire, and plan the use of resources needed to anticipate, prevent, and/or resolve a threat or act of terrorism. The requirements of consequence management and crisis management are combined in the NRP. See also **Consequence Management.**

Critical Infrastructures. Systems and assets, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters. See also **Key Resources**. Local jurisdictions can also identify critical infrastructure (or key resources) pertinent to local security, economy, or health maintenance.

Cultural Resources. Cultural resources include historic and prehistoric structures, archeological sites, cultural landscapes, and museum collections.

Cyber. Pertaining to computers and their support systems, such as servers, routers, and switches which support critical infrastructure.

Deputy. A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

Disaster. The occurrence of widespread or severe damage, injury, loss of life or property, or such severe economic or social disruption that supplemental relief assistance is necessary for the County to recover and alleviate the damage, loss, hardship, or suffering caused thereby. Also see **Major Disaster.**

Disaster Field Office (DFO). The office established in or near the designated area of a Presidentially declared major disaster to support federal and state response and recovery operations. The DFO houses the FCO and ERT, and where possible, the SCO and support staff.

Disaster Recovery Center (DRC). A facility established in a centralized location within or near the disaster area at which disaster victims (individuals, families, or businesses) apply for disaster aid.

Disaster Severity. These categories were developed based on the County's capabilities:

Negligible: Minor injuries, no deaths; Shutdown of critical facilities for less than 3 days; Less than 10% property damage; No effect on economy; No effect on ecological system; No effect on response system.

Limited: Less than 10 injuries/deaths; Shutdown of critical facilities for 3-7 days; 10-25% property damage; Temporary effect on economy; Temporary/minimal effects on ecological systems; No effect on response system.

Critical:10-50 injuries/deaths; Shutdown of critical facilities for 8-30 days; 25-50% property damage; Short-term effect on economy; Short term effects on ecological systems; Temporarily (24-48 hours) overwhelms response resources.

Catastrophic: More than 50 injuries/deaths; Complete shutdown of critical facilities for 30 days or more; More than 50% property damage; Severe long-term effects on economy; Severe effects on ecological systems; Severely affects state/local/private sectors capabilities to begin or sustain recovery activities; Overwhelms local and state response resources.

Emergency. The occurrence or imminent threat of a condition, incident, or event which requires immediate response actions to save lives; prevent injuries; protect property, public health, the environment, and public safety; or to lessen or avert the threat of a disaster.

Emergency Operations Center (EOC). The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, county, County, tribal), or by some combination thereof.

Emergency Operations Plan (PCEOP). The "steady-state" plan maintained at various jurisdictional levels for managing a wide variety of potential hazards.

Emergency Public Information. Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also provides frequent directive actions required to be taken by the general public.

Emergency Response Provider. Includes federal, state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. Also known as "emergency responder."

Emergency Response Team (ERT) An interagency team consisting of the lead representative from each federal department or agency assigned primary responsibility for an ESF and key members of the FCO's staff, formed to assist the FCO in carrying out his/her coordination responsibilities. The

ERT may be expanded by the FCO to include designated representatives of other federal departments and agencies as needed. The ERT usually consists of regional-level staff.

Emergency Support Function (ESF). A grouping of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are most likely to be needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal. The ESFs serve as the primary operational-level mechanism to provide assistance to local, regional, or tribal governments.

ESF Coordinator. The ESF coordinator has ongoing responsibilities throughout the prevention, preparedness, response, recovery, and mitigation phases of incident management. The role of the ESF coordinator is carried out through a "unified command" approach as agreed upon collectively by the designated primary agencies. Responsibilities of the ESF coordinator include:

- 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

Emerging Infectious Diseases. New or recurring infectious diseases of people, domestic animals, and/or wildlife, including identification, etiology, pathogenesis, zoonotic, potential, and ecological impact.

Environment. Natural and cultural resources and historic properties as those terms are defined in this glossary and in relevant laws.

Environmental Response Team. Established by EPA, the Environmental Response Team provides expertise in biology, chemistry, hydrology, geology, and engineering. The Environmental Response Team provides technical advice and assistance for both planning and response to discharges and releases of oil and hazardous substances into the environment.

Equipment. Equipment is tangible, non-expendable, personal property having a useful life of more than one year and an acquisition cost of $5,000 or more per unit. A grantee may use its own definition of equipment provided that such definition would at least include all equipment defined above.

Evacuation. Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care into safe areas.

Event: A planned, non-emergency activity. The Incident Command System (ICS) can be used as the management system for a wide range of events, e.g., fairs, parades, concerts or sporting events.

Extremely Hazardous Substance. Those substances or chemicals listed and defined in Section 302 of the US Emergency Planning and Community Right-to-Know Act (42 USC 11002), and at the appendix to 40 CFR 355

Facility Management. Building selection, acquisition, and provision of utilities, services, information systems, communications, and physical security.

Federal. Of or pertaining to the federal government of the United States of America.

Federal Coordinating Officer (FCO). The federal officer who is appointed to manage federal resource support activities related to Stafford Act disasters and emergencies. The FCO is responsible for coordinating the timely delivery of Federal disaster assistance resources and programs to the affected State and local governments, individual victims, and the private sector.

First Responder. Local governmental and non-governmental police, fire, and emergency personnel who, in the early stages of an incident, are responsible for the protection and preservation of life, property, evidence, and the environment. These personnel include emergency response providers as well as emergency management, public health, clinical care, public works, and other skilled support personnel (such as equipment operators) who provide immediate support services during prevention, response, and recovery operations. First responders may include personnel from federal, state, local, tribal, or non-governmental organizations.

Hazard. Something that is potentially dangerous or harmful; often the root cause of an unwanted outcome.

Hazard Mitigation. Any cost-effective measure which will reduce the potential for damage to a facility from a disaster event.

Hazardous Material. For the purposes of ESF #1, hazardous material is a substance or material, including a hazardous substance, which has been determined by the Secretary of Transportation to be capable of posing an unreasonable risk to health, safety, and property when transported in commerce and which has been so designated (see 49 CFR 171.8). For the purposes of ESF #10 and the Oil and Hazardous Materials Incident Annex, the term is intended to mean hazardous substances, pollutants, and contaminants as defined by the National Oil and Hazardous Substances Pollution Contingency Plan (NCP).

Hazardous Substance. As defined by the National Oil and Hazardous Substances

Pollution Contingency Plan (NCP), any substance designated pursuant to section 311(b)(2)(A) of the Clean Water Act; any element, compound, mixture, solution, or substance designated pursuant to section 102 of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA); any hazardous waste having the characteristics identified under or listed pursuant to section 3001 of the Solid Waste Disposal Act (but not including any waste the regulation of which, under the Solid Waste Disposal Act [42 U.S.C. § 6901 et seq.], has been suspended by act of Congress); any toxic pollutant listed under section 307(a) of the Clean Water Act; any hazardous air pollutant listed under section 112 of the Clean Air Act [42 U.S.C. § 7521 et seq.]; and any imminently hazardous chemical substance or mixture with respect to which the EPA Administrator has taken action pursuant to section 7 of the Toxic Substances Control Act [15 U.S.C. § 2601 et seq.].

Historic Property. Any prehistoric or historic district, site, building, structure, or object included in or eligible for inclusion in the National Register of Historic Places, including artifacts, records, and remains which are related to such district, site, building, structure, or object [16 U.S.C. § 470(w)(5)].

Homeland Security Advisory System (HSAS). The Homeland Security Advisory System, created by HSPD-3 and administered by DHS/IAIP, is a comprehensive and effective means for disseminating information regarding the risk of terrorist attacks and coordinating appropriate response measures across jurisdictions and with the private sector. The HSAS is composed of two separate elements: threat products and threat condition.

Homeland Security Presidential Directives. Homeland Security Presidential Directives are issued by the President on matters pertaining to Homeland Security.

Incident. An occurrence or event, natural or human caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies,

terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies and other occurrences requiring an emergency response.

Incident Action Plan. An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

Incident Command Post (ICP). The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System (ICS). A standardized, on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure which reflects the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating with a common organizational structure designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, for organized field-level incident management operations.

Incident Commander (IC). The individual with overall, incident authority, responsible for all incident activities, including the development and approval of strategies and tactics and the ordering and release of resources.

Incident Management Team (IMT). The Incident Commander and appropriate command and general staff personnel assigned to an incident.

Incident Mitigation. Actions taken during an incident designed to minimize impacts or contain the damages to property or the environment.

Incident of Local or Regional Significance. An actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of local, regional, state, federal, non-governmental, and/or private sector entities in order to save lives, minimize damage, and provide the basis for long-term community recovery and mitigation activities.

Incident of National Significance. Based on criteria established in HSPD-5 (paragraph 4), an actual or potential high-impact event that requires a coordinated and effective response by an appropriate combination of federal, state, local, tribal, non-governmental, and/or private-sector entities to save lives and minimize damage and provide the basis for long-term community recovery and mitigation activities.

Information Officer. See **Public Information Officer.**

Infrastructure. The man-made physical systems, assets, projects, and structures, publicly and/or privately owned, that are used by or provide benefit to the public. Examples of infrastructure include utilities, bridges, levees, drinking water systems, electrical systems, communications systems, dams, sewage systems, and roads.

Infrastructure Liaison. Assigned by DHS/IAIP, the Infrastructure Liaison serves as the principal advisor to the JFO Coordination Group regarding all national- and regional-level critical infrastructure and key resources incident-related issues.

Initial Actions. The actions taken by those responders first to arrive at an incident site.

Initial Response. Resources initially committed to an incident.

In-Kind Donations. Donations other than cash (usually materials or professional services) for disaster survivors.

Joint Field Office (JFO). A temporary federal facility established locally to provide a central point for federal, state, local, and tribal executives with responsibility for incident oversight, direction, and/or assistance to effectively coordinate protection, prevention, preparedness, response, and recovery actions. The JFO will combine the traditional functions of the JOC, the FEMA DFO, and the JIC within a single federal facility.

Joint Information Center (JIC). A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS). Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operation. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

Joint Operations Center (JOC). The JOC is the focal point for all federal investigative law enforcement activities during a terrorist or potential terrorist incident or any other significant criminal incident, and is managed by the SFLEO. The JOC becomes a component of the JFO when the NRP is activated.

Jurisdiction. A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authorities. Jurisdictional authority at an incident can be political or geographical (e.g., County, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health).

Key Resources. Publicly or privately controlled resources essential to minimal operation of the economy and the government. Most often linked in terminology with Critical Infrastructure.

Liaison Officer. A member of the Command Staff responsible for coordinating with agency representatives from cooperating and assisting agencies.

Local Emergency Planning Commission (LEPC). Required by both federal and state laws, this commission maintains hazardous materials information within the county and prepares an emergency response plan. See the Arizona State Emergency Response Commission (AzSERC) at their website: www.azserc.gov

Major Disaster. As defined by the Stafford Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion in any part of the United States which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Materiel Management. Requisitioning and sourcing (requirements processing); acquisition, asset visibility (resource tracking), receipt, storage, and handling; security and accountability; inventory, deployment, issue, and distribution; and recovery, reuse, and disposition.

Mitigation. Activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often developed in accordance with lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public regarding measures they can take to reduce loss and injury

Mobilization. The process and procedures used by all organizations - federal, state, local, and tribal – for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

Mobilization Center. An off-site temporary facility at which response personnel and equipment are received from the Point of Arrival and are pre-positioned for deployment to an incident logistics base, to a local Staging Area, or directly to an incident site, as required. A mobilization center also provides temporary support services, such as food and billeting, for response personnel prior to their assignment, release, or reassignment and serves as a place to out-process following demobilization while awaiting transportation.

Multiagency Command Center (MACC). An interagency coordination center established by DHS/USSS during NSSEs as a component of the JFO. The MACC serves as the focal point for interagency security planning and coordination, including the coordination of all NSSE-related information from other intra-agency centers (e.g., police command posts, Secret Service security rooms) and other interagency centers (e.g., intelligence operations centers, joint information centers).

Multiagency Coordination Entity. Functions within a broader multi-agency coordination system. It may establish priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination System. Provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, EOCs, specific multiagency coordination entities, personnel, procedures, and communications. The systems assist agencies and organizations to fully integrate the subsystems of NIMS.

Multijurisdictional Incident. An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual Aid Agreement. Written agreement between agencies, organizations, and/or jurisdictions that they will assist one another on request by furnishing personnel, equipment, and/or expertise in a specified manner.

National. Of a nationwide character, including the federal, state, local, and tribal aspects of governance and policy.

National Counterterrorism Center (NCTC). The NCTC serves as the primary federal organization for analyzing and integrating all intelligence possessed or acquired by the U.S. government pertaining to terrorism and counterterrorism, except purely domestic counterterrorism information. The NCTC may, consistent with applicable law, receive, retain, and disseminate information from any federal, state, or local government or other source necessary to fulfill its responsibilities.

National Disaster Medical System (NDMS). A coordinated partnership between DHS, HHS, DOD, and the Department of Veterans Affairs established for the purpose of responding to the needs of victims of a public health emergency. NDMS provides medical response assets and the movement of patients to health care facilities where definitive medical care is received when required.

National Incident Management System (NIMS). A system mandated by HSPD-5 that provides a consistent, nationwide approach for federal, state, local, and tribal governments; the private sector; and non-governmental organizations (NGOs) to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Infrastructure Coordinating Center (NICC). Managed by the DHS Information Analysis and Infrastructure Protection Directorate, the NICC monitors the nation's critical infrastructure and key resources on an ongoing basis. In the event of an incident, the NICC provides a coordinating vehicle to share information with critical infrastructure and key resources information-sharing entities.

National Interagency Fire Center (NIFC). A facility located in Boise, ID, which is jointly operated by several federal agencies and is dedicated to coordination, logistical support, and improved weather services in support of fire management operations throughout the United States.

National Preparedness Guidelines. Develop the national domestic, all-hazards, preparedness goal and related tools. The Guidelines with the supporting Target Capabilities List define what it means for the nation to be prepared for all hazards. There are four critical elements of the Guidelines (1) the National Preparedness Vision; (2) the National Planning Scenarios; (3) the Universal Task List; and (4) the Target Capabilities List.

National Planning Scenarios. Depict a diverse set of high-consequence threat scenarios of both potential terrorist attacks and natural disasters. Collectively, the 15 scenarios are designed to focus contingency planning for homeland security preparedness work at all levels of government and with the private sector.

National Response Center. A national communications center for activities related to oil and hazardous substance response actions. The National Response Center, located at DHS/USCG Headquarters in Washington, DC receives and relays notices of oil and hazardous substances releases to the appropriate Federal OSC.

National Response Framework. A concerted national effort to prepare for emergencies, disasters, and terrorist attacks within the United States; reduce America's vulnerability to terrorism, major disasters, and other emergencies; respond to any such situations, and minimize the damage and recover from attacks, major disasters, and other emergencies that occur.

National Response System. Pursuant to the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), the mechanism for coordinating response actions by all levels of government [40 CFR § 300.21] for oil and hazardous substances spills and releases.

National Response Team (NRT). The NRT, comprised of the 16 federal agencies with major environmental and public health responsibilities, is the primary vehicle for coordinating federal agency activities under the National Oil and Hazardous Substances Pollution Contingency Plan (NCP). The NRT carries out national planning and response coordination and is the head of a highly

organized federal oil and hazardous substance emergency response network. EPA serves as the NRT Chair, and DHS/USCG serves as Vice Chair.

National Security and Emergency Preparedness (NS/EP) Telecommunications. NS/EP telecommunications services are those used to maintain a state of readiness or to respond to and manage any event or crisis (local, national, or international) that causes or could cause injury or harm to the population or damage to or loss of property, or could degrade or threaten the NS/EP posture of the United States.

National Special Security Event (NSSE). A designated event that, by virtue of its political, economic, social, or religious significance, may be the target of terrorism or other criminal activity.

Natural Resources. Natural resources include land, fish, wildlife, domesticated animals, plants, biota, and water. Water means salt and fresh water, surface and ground water, including water used for drinking, irrigation, aquaculture, and recreational purposes, as well as in its capacity as fish and wildlife habitat. Land means soil, surface and subsurface minerals, and other terrestrial features.

Non-governmental Organization (NGO). A nonprofit entity that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

Nuclear Incident Response Team (NIRT). Created by the Homeland Security Act to provide DHS with a nuclear/radiological response capability. When activated, the NIRT consists of specialized federal response teams drawn from DOE and/or EPA. These teams may become DHS operational assets providing technical expertise and equipment when activated during a crisis or in response to a nuclear/radiological incident as part of the DHS federal response.

On-Scene Coordinator (OSC). See **Federal On-Scene Coordinator.**

Pollutant or Contaminant. As defined in the National Oil and Hazardous Substances Pollution Contingency Plan (NCP), includes, but is not limited to, any element, substance, compound, or mixture, including disease-causing agents, which after release into the environment and upon exposure, ingestion, inhalation, or assimilation into any organism, either directly from the environment or indirectly by ingestion through food chains, will or may reasonably be anticipated to cause death, disease, behavioral abnormalities, cancer, genetic mutation, physiological malfunctions, or physical deformations in such organisms or their offspring.

Preparedness. The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and non-governmental organizations to identify threats, determine vulnerabilities, and identify required resources.

Prevention. Actions taken to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions taken to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Primary Agencies. A County department designated as an ESF primary agency serves to accomplish the ESF mission. When an ESF is activated in response to an incident of local or regional significance, the primary agency is responsible for:

- Orchestrating Pima County support within their functional area for an affected location
- Providing staff for the operations functions at fixed and field facilities
- Notifying and requesting assistance from support agencies
- Managing mission assignments and coordinating with support agencies, as well as appropriate regional, County and State agencies
- Working with appropriate private-sector organizations to maximize use of all available resources
- Supporting and keeping other ESFs and organizational elements informed of ESF operational priorities and activities
- Executing contracts and procuring goods and services as needed
- Ensuring financial and property accountability for ESF activities
- Planning for short-term and long-term incident management and recovery operations
- Maintaining trained personnel to support interagency emergency response and support teams

Principal Federal Official (PFO). The federal official designated by the Secretary of Homeland Security to act as his/her representative locally to oversee, coordinate, and execute the Secretary's incident management responsibilities under HSPD-5 for Incidents of National Significance.

Private Sector. Organizations and entities that are not part of any governmental structure. Includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, private emergency response organizations, and private voluntary organizations.

Public Assistance Program. The program administered by FEMA which provides supplemental federal disaster grant assistance for debris removal and disposal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private nonprofit organizations.

Public Health. Protection, safety, improvement, and interconnections of health and disease prevention among people, domestic animals and wildlife.

Public Information Officer (PIO). A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

Public Works. Work, construction, physical facilities, and services provided by jurisdictional governments for the benefit and use of the public; also a County department.

Radiological Emergency Response Teams (RERTs). Teams provided by EPA's Office of Radiation and Indoor Air to support and respond to incidents or sites containing potential or known radiological hazards. These teams provide expertise in radiation monitoring, radionuclide analyses, radiation health physics, and risk assessment. RERTs can provide both mobile and fixed laboratory support during a response.

Recovery. The development, coordination, and execution of service- and site-restoration plans for impacted communities and the reconstitution of government operations and services through individual, private-sector, non-governmental, and public assistance programs which: identify needs

and define resources; provide housing and promote restoration; address long-term care and treatment of affected persons; implement additional measures for community restoration; incorporate mitigation measures and techniques, as feasible; evaluate the incident to identify lessons learned; and develop initiatives to mitigate the effects of future incidents.

Regional Response Teams (RRTs). Regional counterparts to the National Response Team, the RRTs comprise regional representatives of the federal agencies on the NRT and representatives of each state within the region. The RRTs serve as planning and preparedness bodies before a response and provide coordination and advice to the federal OSC during response actions.

Resources. Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Response. Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of incident mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include (1) applying intelligence and other information to lessen the effects or consequences of an incident, (2) increased security operations, (3) continuing investigations into the nature and source of the threat, (4) ongoing public health and agricultural surveillance and testing processes, (5) immunizations, isolation, or quarantine, (6) specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity and apprehending perpetrators and bringing them to justice.

Senior Federal Official (SFO). An individual representing a federal department or agency with primary statutory responsibility for incident management. SFOs utilize existing authorities, expertise, and capabilities to aid in management of the incident working in coordination with other members of the JFO Coordination Group.

Shared Resources (SHARES) High Frequency Radio Program. SHARES provides a single, interagency emergency message handling system by bringing together existing HF radio resources of federal, state, and industry organizations when normal communications are destroyed or unavailable for the transmission of NS/EP information.

Situation Assessment. The evaluation and interpretation of information gathered from a variety of sources (including weather information and forecasts, computerized models, GIS data mapping, remote sensing sources, ground surveys, etc.) that, when communicated to emergency managers and decision makers, can provide a basis for incident management decision making.

State. Any state of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the U.S. Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. (As defined in section 2(14) of the Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135, et seq. (2002).

State Coordinating Officer (SCO) The person appointed by the Governor to coordinate state, commonwealth, or territorial response and recovery activities with FRP-related activities of the federal government, in cooperation with the FCO.

Strategic. Strategic elements of incident management that are characterized by continuous, long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategic Plan. A plan that addresses long-term issues such as impact of weather forecasts, time-phased resource requirements, and problems such as permanent housing for displaced disaster victims, environmental pollution, and infrastructure restoration.

Subject-Matter Expert (SME). An individual who is a technical expert in a specific area or in performing a specialized job, task, or skill.

Subsidence. A hazard associated with the loss of ground water, or underground erosion that results in the collapse of surface earth; as in sink holes or earth fissures.

Support Agencies. When an ESF is activated in response to an incident, support agencies are responsible for:

- Conducting operations, when requested by Incident Commander or the designated ESF primary agency, using their own authorities, subject-matter experts, capabilities, or resources
- Participating in planning for short-term and long-term incident management and recovery operations and the development of supporting operational plans, SOPs, checklists, or other job aids, in concert with existing first-responder standards;
- Assisting in the conduct of situational assessments
- Furnishing available personnel, equipment, or other resource support as requested by the Incident Commander or the ESF primary agency
- Providing input to periodic readiness assessments
- Participating in training and exercises aimed at continuous improvement of prevention, response, and recovery capabilities
- Identifying new equipment or capabilities required to prevent or respond to new or emerging threats and hazards, or to improve the ability to address existing threats
- Providing information or intelligence regarding their agency's area of expertise

Target Capabilities List (TCL). A FEMA document that, coupled with the National Preparedness Guidelines, provides doctrine, priorities, and targets to guide preparedness capabilities. The TCL identifies long-term goals for national preparedness, and defines 37 specific capabilities that communities, the private sector, and all levels of government should collectively possess in order to respond effectively to disasters. The TCL describes the capabilities related to the four homeland security mission areas: Prevent, Protect, Respond, and Recover. It defines and provides the basis for assessing preparedness. It also establishes national guidance for preparing the nation for major all-hazards events, such as those defined by the National Planning Scenarios.

Telecommunications. The transmission, emission, or reception of voice and/or data through any medium by wire, radio, other electrical electromagnetic or optical means. Telecommunications includes all aspects of transmitting information.

Terrorism. Any activity that (1) involves an act that (a) is dangerous to human life or potentially destructive of critical infrastructure or key resources; and (b) is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and (2) appears to be intended (a) to intimidate or coerce a civilian population; (b) to influence the policy of a government by intimidation or coercion; or (c) to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat. An indication of possible violence, harm, or danger.

County Emergency Management Team (Management Team). The group of County senior management officials who are responsible for making strategic decisions regarding Incidents of Local or Regional Significance. The Management Team is made up of the Executive Group and the Policy Group.

Transportation Management. Transportation prioritizing, ordering, sourcing, and acquisition; time-phasing plans; fleet management; and movement coordination and tracking.

Tribe. Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Native Americans because of their Indian status.

Unaffiliated Volunteer. An individual who is not formally associated with a recognized voluntary disaster relief organization; also known as a "spontaneous" or "emergent" volunteer.

Unified Command. An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the Unified Command to establish their designated Incident Commanders at a single ICP and a common set of objectives and strategies and a single Incident Action Plan.

Universal Task List (UTL), which is a menu of some 1,600 unique tasks that can facilitate efforts to prevent, protect against, respond to, and recover from the major events that are represented by the National Planning Scenarios. It presents a common vocabulary and identifies key tasks that support development of essential capabilities among organizations at all levels.

Unsolicited Goods. Donated items offered by and/or sent to the incident area by the public, the private sector, or other source, that have not been requested by government or nonprofit disaster relief coordinators.

Urban Search and Rescue. Operational activities that include locating, extricating, and providing on-site medical treatment to victims trapped in collapsed structures.

Volunteer. Any individual accepted to perform services by an agency that has authority to accept volunteer services when the individual performs services without promise, expectation, or receipt of compensation for services performed. (See, for example, [16 U.S.C. § 742f(c)] and [29 CFR § 553.101]).

Volunteer and Donations Coordination Center. Facility from which the Volunteer and Donations Coordination Team operates. It is best situated in or close by the state EOC for coordination purposes. Requirements may include space for a phone bank, meeting space, and space for a team of specialists to review and process offers.

Weapon of Mass Destruction (WMD). As defined in Title 18, U.S.C. § 2332a (1) any explosive, incendiary, or poison gas, bomb, grenade, rocket having a propellant charge of more than four ounces, or missile having an explosive or incendiary charge of more than one-quarter ounce, or mine or similar device; (2) any weapon that is designed or intended to cause death or serious bodily injury through the release, dissemination, or impact of toxic or poisonous chemicals or their precursors; (3) any weapon involving a disease organism; or (4) any weapon that is designed to release radiation or radioactivity at a level dangerous to human life.

Weather - Related Definitions/Terminology Issued by the National Weather Service:

- WATCH: Severe weather or flash flood WATCH means that conditions are such that a storm or flood of significant magnitude is likely to occur but its occurrence, location, and/or

timing is still uncertain. It is intended to provide enough lead-time so persons within the area alerted can take precautionary steps.

- WARNING: Announcement that threatening conditions (thunderstorm, high winds, tornado, flooding, dam or levee failure) are occurring or are imminent, and are expected to have a harmful effect and pose a threat to life and/or property to those in the area alerted. Persons within the area must take immediate steps to protect themselves.
- SEVERE WEATHER STATEMENT: A brief release used to provide specific information on observed severe weather and to convey imminent danger, to cancel all or part of a short-term WARNING, or to extend a WATCH for an hour or two.
- SHORT TERM FORECAST: Commonly referred to as a NOWcast product, it is used to convey information regarding weather or hydrologic events that are expected to occur within the next few hours. NOWcasts eliminate the need for short-term applications of SPECIAL WEATHER STATEMENTS and most SEVERE WEATHER STATEMENTS.
- SPECIAL WEATHER STATEMENT: Only used to describe long-fused weather and hydrologic events, including an appropriate meteorological reasoning, and to clear counties from a WATCH.
- REDEFINING STATEMENT: Issued after a tornado/severe thunderstorm watch. Areas affected are expressed in terms of sections with whole counties, large cities and well-known landmarks included.
- DOWNBURST: A thunderstorm down-rush of air with an affected outflow area. This down force rush of air can generate tornado-force winds, which can adversely affect aircraft performance and cause property damage.
- URBAN AND/OR SMALL STREAM FLOOD ADVISORY: Notification that expected rainfall will cause ponding and/or significant but not life-threatening runoff conditions in low-lying, poorly drained areas such as roadways, washes, and/or small streams.
- URBAN AND/OR SMALL STREAM FLOOD WARNING: Notification that expected rainfall will cause life-threatening runoff conditions in low-lying, poorly drained areas such as roadways, washes, and/or small streams.
- EXCESSIVE HEAT ADVISORY: Issued when the temperature is forecast to be excessive but not life threatening. The advisory is based on temperature, humidity, sky coverage and duration of the conditions.
- EXCESSIVE HEAT WATCH: Issued when conditions are likely to result in a life-threatening heat emergency within the next 24 to 48 hours.
- HIGH HEAT WARNING: Issued when heat conditions are forecast to be life threatening. The warning is based on temperature, humidity, sky coverage and duration of the conditions.

WebEOC ®. A shared, internet based software program that allows interactive reporting, communications, resource inventory, and other command and control aspects among various users.

Wireless Priority Service (WPS). WPS allows authorized NS/EP personnel to gain priority access to the next available wireless radio channel to initiate calls during an emergency when carrier channels may be congested.

Appendix 2 – List of Acronyms/Abbreviations

ACTIC – Arizona Counter Terrorist Information Center
CDRG - Catastrophic Disaster Response Group
CERCLA - Comprehensive Environmental Response, Compensation, and Liability Act
CIKR - Critical Infrastructure/Key Resources
CSG - Counterterrorism Security Group
DMAT - Disaster Medical Assistance Team
DMORT - Disaster Mortuary Operational Response Team
DOC - Department of Commerce
DRC - Disaster Recovery Center
EAS - Emergency Alert System
EOC - Emergency Operations Center
EOP – Emergency Operations Plan
EPCRA - Emergency Planning and Community Right-to-Know Act
ESF - Emergency Support Function
FBI - Federal Bureau of Investigation
FCO - Federal Coordinating Officer
FEMA - Federal Emergency Management Agency
FOG - Field Operations Guide
GAR - Governor's Authorized Representative
GIS - Geographical Information System
HSPD - Homeland Security Presidential Directive
IC - Incident Command
ICP - Incident Command Post
ICS - Incident Command System
IMT - Incident Management Team
JFO - Joint Field Office
JIC - Joint Information Center
JIS - Joint Information System
JTTF - Joint Terrorism Task Force
MACC - Multiagency Command Center
MOA - Memorandum of Agreement
MOU - Memorandum of Understanding
NDRF – National Disaster Response Framework
NDMS - National Disaster Medical System
NEP - National Exercise Program
NGO - Nongovernmental Organization
NICC - National Infrastructure Coordinating Center
NICC - National Interagency Coordination Center
NIMS - National Incident Management System
NIPP - National Infrastructure Protection Plan
NOAA - National Oceanic and Atmospheric Administration
NRF - National Response Framework
OSC - On-Scene Coordinator
OSHA - Occupational Safety and Health Administration
PDA - Preliminary Damage Assessment
POC - Point of Contact

RRCC - Regional Response Coordination Center
RRT - Regional Response Team
SAR - Search and Rescue
SCO - State Coordinating Officer
SOG - Standard Operating Guideline
SOP - Standard Operating Procedure
USAR - Urban Search and Rescue
VMAT - Veterinarian Medical Assistance Team
WMD - Weapons of Mass Destruction

Appendix 3 – Arizona Revised Statutes

Local Emergency Authority, etc.

26-307. Power of counties, cities, County and state agencies designated by the governor to make orders, rules and regulations; procedure

A. State agencies when designated by the governor, and counties, cities and County may make, amend and rescind orders, rules and regulations necessary for emergency functions but such shall not be inconsistent with orders, rules and regulations promulgated by the governor.

B. Any order, rule or regulation issued by the governing body of a county or other political subdivision of the state is effective when a copy is filed in the office of the clerk of the political subdivision. Existing laws, ordinances, orders, rules and regulations in conflict with this chapter or orders, rules or regulations issued under authority of this chapter are suspended during the time and to the extent that they conflict.

C. In a state of war emergency, counties, cities and County may waive procedures and formalities otherwise required by law pertaining to the performance of public work, entering into contracts, incurring obligations, employing permanent and temporary workers, utilizing volunteer workers, renting equipment, purchasing and distributing supplies, materials and facilities and appropriating and expending public funds when such governmental entity determines and declares that strict compliance with such procedures and formalities may prevent, hinder or delay mitigation of the effects of the state of war emergency.

D. In the absence of specific authority in state emergency plans and programs, the governing body of each county, city and County of the state shall take emergency measures as deemed necessary to carry out the provisions of this chapter.

26-308. Powers of local government; local emergency management establishment; organization

A. Each county and incorporated city and County of the state may appropriate and expend funds, make contracts and obtain and distribute equipment, materials and supplies for emergency management purposes.

B. Each county and incorporated city and County of the state shall establish and provide for emergency management within its jurisdiction in accordance with state emergency plans and programs. Each unincorporated community may establish such emergency management programs.

C. The chief executive officer or governing body of each county, incorporated city or incorporated County may appoint a director who shall be responsible for the organization, administration and operation of local emergency management programs, subject to the direction and control of such executive officer or governing body.

D. State emergency plans shall be in effect in each such political subdivision of the state. The governing body of each such political subdivision shall take such action as is necessary to carry out the provisions thereof, including the development of additional emergency plans for the political subdivision in support of the state emergency plans.

E. Each county's emergency management organization shall:

1. Maintain a list of public and private organizations within the county which have personnel trained and available for assisting in meeting emergency needs.

2. Maintain an inventory of facilities, equipment, supplies and other resources within the county available for use in meeting emergency needs.

3. Provide a summary of the information required in paragraphs 1 and 2 to the state director of emergency management.

26-310. Use of professional skills

During a state of war emergency or a state of emergency, any person holding any license, certificate or other permit issued by any state evidencing the meeting of the qualifications of such state for professional, mechanical or other skills may render aid involving such skill to meet the emergency as fully as if such license, certificate or other permit had been issued in this state, if any substantially similar license, certificate or other permit is issued in this state to applicants possessing the same professional, mechanical or other skills.

26-311. Local emergency; power of political subdivisions; state agency assistance

A. In addition to the powers granted by other provisions of the law or charter, whenever the mayor of an incorporated city or County or the chairman of the board of supervisors for the unincorporated portion of the county, shall deem that an emergency exists due to fire, conflagration, flood, earthquake, explosion, war, bombing, acts of the enemy or any other natural or man-made calamity or disaster or by reason of threats or occurrences of riots, routs, affrays or other acts of civil disobedience which endanger life or property within the city, or the unincorporated areas of the county, or portion thereof, the mayor or chairman of the board of supervisors, if authorized by ordinance or resolution, may by proclamation declare an emergency or a local emergency to exist.

B. If an emergency is declared pursuant to subsection A, the mayor or the chairman of the board of supervisors shall, during such emergency, govern by proclamation and shall have the authority to impose all necessary regulations to preserve the peace and order of the city, County, or unincorporated areas of the county, including but not limited to:

1. Imposition of curfews in all or portions of the political subdivision.

2. Ordering the closing of any business.

3. Closing to public access any public building, street, or other public place.

4. Calling upon regular or auxiliary law enforcement agencies and organizations within or without the political subdivision for assistance.

5. Notifying the constitutional officers that the county office for which they are responsible may remain open or may close for the emergency.

C. In periods of local emergency, including an emergency declared pursuant to subsection A of this section, political subdivisions have full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans or agreements therefor.

D. State agencies may provide mutual aid, including personnel, equipment and other available resources to assist political subdivisions during a local emergency in accordance with emergency plans or at the direction of the governor.

26-312. Authority of executive officers and governing bodies to accept materials or funds

The governor on behalf of the state or the governing body of a political subdivision of this state may accept for purposes of emergency services an offer of the federal government or an agency or officer thereof, or an offer of any person, firm or corporation of services, equipment, supplies, material or funds, whether by gift, grant or loan and may designate an officer of the state or subdivision thereof to receive them on behalf of the state or subdivisions subject to terms, if any, of the offeror.

Liability

23-1022. Compensation as exclusive remedy for employees

D. An employee of a public agency, as defined in section 11-951, who works under the jurisdiction or control of or within the jurisdictional boundaries of another public agency pursuant to a specific intergovernmental agreement or contract entered into between the public agencies as provided in section 11-952 is deemed to be an employee of both public agencies for the purposes of this section. The primary employer shall be solely liable for the payment of workers' compensation benefits for the purposes of this section.

E. Every public agency as defined in section 11-951 for which an intergovernmental agreement or contract is in effect shall post a notice pursuant to the provisions of section 23-906, in substantially the following form:

"All employees are hereby further notified that they may be required to work under the jurisdiction or control of or within the jurisdictional boundaries of another public agency pursuant to an intergovernmental agreement or contract, and under such circumstances they are deemed by the laws of Arizona to be employees of both public agencies for het purposes of workers' compensation."

26-314. Immunity of state, political subdivisions and officers, agents and emergency workers; limitation; rules

A. This state and its departments, agencies, boards, commissions and all other political subdivisions are not liable for any claim based upon the exercise or performance, or the failure to exercise or perform, a discretionary function or duty by any emergency worker, excepting wilful misconduct, gross negligence or bad faith of any such emergency worker, in engaging in emergency management activities or performing emergency functions pursuant to this chapter or title 36, chapter 6, article 9.

B. The immunities from liability, exemptions from laws, ordinances and rules, all pensions, relief, disability workers' compensation and other benefits that apply to the activity of officers, agents, employees or emergency workers of this state or of any political subdivision when performing their respective functions within this state or the territorial limits of their respective political subdivisions apply to them to the same degree and extent while engaged in the performance of any of their functions and duties extraterritorially under this chapter or title 36, chapter 6, article 9, excepting willful misconduct, gross negligence or bad faith.

C. Emergency workers engaging in emergency management activities or emergency functions under this chapter or title 36, chapter 6, article 9, in carrying out, complying with or attempting to comply with any order or rule issued under this chapter, title 36, chapter 6, article 9 or any local ordinance, or performing any of their authorized functions or duties or training for the performance of their authorized functions or duties, shall have the same degree of responsibility for their actions, and enjoy the same immunities and disability workers' compensation benefits as officers, agents and employees of the state and its political subdivisions performing similar work. This state and its departments, agencies, boards and commissions and all other political subdivisions that supervise or control emergency workers engaging in emergency management activities or emergency functions under this chapter or title 36, chapter 6, article 9 are responsible for providing for liability coverage, including legal defense, of an emergency worker if necessary. Coverage is provided if the emergency worker is acting within the course and scope of assigned duties and is engaged in an authorized activity, except for actions of willful misconduct, gross negligence or bad faith.

D. No other state or its officers, agents, emergency workers or employees rendering aid in this state pursuant to any interstate mutual aid arrangement, agreement or compact are liable on account of any act or omission in good faith on the part of such state or its officers, agents, emergency workers or employees while so engaged, or on account of the maintenance or use of any equipment or supplies in connection with an emergency.

E. The division shall adopt rules prescribing the procedures for registration of emergency workers.

26-353. <u>Emergency response; immunity</u>

A licensed, certified or authorized emergency responder and its employees at the scene of an emergency, when the emergency response is provided in good faith, have the immunities provided in section 26-314 in carrying out the provisions of this article. The immunities provided by section 26-314 also apply to governmental entities, multi-jurisdictional planning organizations that encompass each district, members of each local emergency planning committee and their support personnel in carrying out the provisions of this article.

36-916. <u>Donation of food items; exemption from civil liability; definitions</u>

A. A person who makes a good faith donation of an apparently wholesome food item or an apparently fit nonfood grocery product to a charitable or nonprofit organization or to any other person is not liable for damages in any civil action for any injury or death due to the condition of the apparently wholesome food item or apparently fit nonfood grocery product unless the injury or death is a direct result of the intentional misconduct or gross negligence of the donor.

B. A person who harvests an apparently wholesome food item and makes a good faith donation of the apparently wholesome food item to a charitable or nonprofit organization or to any other person is entitled to the same exemption from civil liability as prescribed in subsection A.

C. A charitable or nonprofit organization or an officer, employee or volunteer of the organization that in good faith receives and distributes, without charge or any other person who in good faith receives and distributes, without charge, to an immediate family member, a donation of an apparently wholesome food item or an apparently fit nonfood grocery product is not liable for damages in any civil action for any injury or death due to the condition of the apparently wholesome food item or apparently fit nonfood grocery product unless the injury or death is a

direct result of the intentional misconduct or gross negligence of the donating person or organization or its officers, employees or volunteer workers.

D. If the owner or manager of property allows a person to glean food on that property for gratuitous distribution by that person or a charitable or nonprofit organization, the owner and manager are not liable for damages in any civil action for the injury or death of the person making the collection unless the injury or death is the direct result of the intentional misconduct or gross negligence of the owner or manager.

E. A person who makes a good faith donation to a charitable or nonprofit organization of a food item or a nonfood grocery product that does not meet all quality and labeling standards imposed by federal, state and local laws and regulations is entitled to the same exemption from civil liability as prescribed in subsection A if the person making the donation informs the charitable or nonprofit organization that the food item or nonfood grocery product does not meet those quality and labeling standards and the organization agrees to recondition the donation to comply with all applicable quality and labeling standards before its distribution.

F. A charitable or nonprofit organization or an officer, employee or volunteer of the organization that in good faith receives and distributes, without charge to the recipient, a donation of a food item or a nonfood grocery product that it knows or has reason to know does not meet all quality and labeling standards imposed by federal, state and local laws and regulations is entitled to the same exemption from civil liability as prescribed in subsection C if the organization or its officers, employees or volunteers recondition the food item or nonfood grocery product in accordance with all applicable quality and labeling standards.

G. The director may enforce the provisions of this section in any manner not specifically prohibited by this article.

H. For the purposes of this section:

1. "Donation" means an item that is given for a fee significantly less than the value of the item or without requiring anything of monetary value from the charitable or nonprofit organization or any other person if the item is ultimately intended for gratuitous distribution.

2. "Fit nonfood grocery product" means a nonfood grocery product that meets all quality and labeling standards imposed by federal, state and local laws and regulations including a product not readily marketable due to any condition such as packaging, appearance, age, surplus or size and includes any household or industrial cleaning product, disposable paper or plastic product, personal hygiene product, cleaning equipment or cooking utensil.

3. "Glean" means to gather or collect an agricultural crop that is donated by an owner or manager of property.

4. "Wholesome food item" means a raw, cooked, processed or prepared edible substance or beverage that is intended for human consumption and that meets all quality and labeling standards imposed by federal, state and local laws and regulations, including food not readily marketable due to any condition such as packaging, appearance, age, freshness, grade, surplus or size.

2. For volunteers, the Volunteer Protection Act of 1997 (Public Law 105-19) provides that: “No volunteer of a nonprofit organization or entity shall be liable for harm caused by an act or omission of the volunteer on behalf of the organization or the entity if – (1) the volunteer was acting within the scope of the volunteer’s responsibilities in the nonprofit organization or governmental entity at the time of the act or omission; (2) if appropriate or required, the volunteer was properly licensed, certified, or authorized by

the appropriate authorities for the activities or practice in the State in which harm occurred, where the activities were or practice was undertaken within the scope of the volunteer's responsibilities in the nonprofit organization or governmental entity; (3) the harm was not caused by willful or criminal misconduct, gross negligence, reckless misconduct, or a conscious, flagrant indifference to the rights or safety of the individual harmed by the volunteer; and (4) the harm was not caused by the volunteer operating a

motor vehicle, vessel, aircraft, or other vehicle for which the State requires the operator or the owner of the vehicle, craft, or vessel to – (A) possess an operator's license; or (B) maintain insurance."

Intergovernmental Agreements/Mutual Aid

11-952. Intergovernmental agreements and contracts

A. If authorized by their legislative or other governing bodies, two or more public agencies or public procurement units by direct contract or agreement may contract for services or jointly exercise any powers common to the contracting parties and may enter into agreements with one another for joint or cooperative action or may form a separate legal entity, including a nonprofit corporation, to contract for or perform some or all of the services specified in the contract or agreement or exercise those powers jointly held by the contracting parties.

B. Any such contract or agreement shall specify the following:

1. Its duration.

2. Its purpose or purposes.

3. The manner of financing the joint or cooperative undertaking and of establishing and maintaining a budget for the undertaking.

4. The permissible method or methods to be employed in accomplishing the partial or complete termination of the agreement and for disposing of property on such partial or complete termination.

5. If a separate legal entity is formed pursuant to subsection A, the precise organization, composition, title and nature of the entity.

6. Any other necessary and proper matters.

C. No agreement made pursuant to this article shall relieve any public agency of any obligation or responsibility imposed on it by law.

D. Except as provided in subsection E, every agreement or contract involving any public agency or public procurement unit of this state made pursuant to this article, before its execution, shall be submitted to the attorney for each such public agency or public procurement unit, who shall determine whether the agreement is in proper form and is within the powers and authority granted under the laws of this state to such public agency or public procurement unit.

E. A federal department or agency or public agency of another state that is a party to an agreement or contract made pursuant to this article is not required to submit the agreement or contract to the attorney for the department or agency unless required under federal law or the law of the other state.

F. Appropriate action by ordinance or resolution or otherwise pursuant to the laws applicable to the governing bodies of the participating agencies approving or extending the duration of the agreement or contract shall be necessary before any such agreement, contract or extension may be filed or become effective.

G. An agreement or contract may be extended as many times as is desirable, but each extension may not exceed the duration of the previous agreement.

H. Payment for services under this section shall not be made unless pursuant to a fully approved written contract.

I. A person who authorizes payment of any monies in violation of this section is liable for the monies paid plus twenty per cent of such amount and legal interest from the date of payment.

J. Notwithstanding any other provision of law, public agencies may enter into a contract or agreement pursuant to this section with the superior court, justice courts and police courts for related services and facilities of such courts for a term not to exceed ten years, with the approval of such contract or agreement by the presiding judge of the superior court in the county in which the court or courts that provide the facilities or services are located.

26-309. Mutual aid; responsibilities of agencies and officials; agreements; definition

A. The purposes of the provisions of this section are to facilitate the rendering of aid to persons or property in areas within the state stricken by an emergency and to make unnecessary the execution of written agreements in times of emergency. Any emergency plans duly adopted and approved satisfy the requirement for mutual aid agreements.

B. During an emergency, if any county, city, County, private water or wastewater utility or special taxing district requires outside aid, such aid may be rendered in accordance with approved emergency plans and mutual aid agreements.

C. The governor, on behalf of this state, may enter into reciprocal aid agreements or compacts, mutual aid plans or other interstate arrangements for the protection of life and property with other states and the federal government. Such mutual aid arrangements may include the furnishing or exchange on terms and conditions deemed necessary of supplies, equipment, facilities, personnel and services.

D. A county, city, County, private water or wastewater utility or special taxing district may enter into mutual aid agreements with other entities if the other entities provide water or wastewater services. The mutual aid agreements shall address responding to emergencies that affect water and wastewater services and specify how the costs of the responding service provider will be reimbursed by the service provider that requests aid.

E. For the purposes of this section, "special taxing district" means any district formed pursuant to title 48, chapter 6, article 4 or chapter 14, article 1.

Appendix 4 – Federal Disasters

Federal Emergency and Major Disaster Declarations

Under the provisions of the Robert T. Stafford Act, when federal aid is needed, the Governor or Director, ADEM, will contact the FEMA Regional Director for advice and assistance.

If the Governor is considering asking the President of the United States to declare a Major Disaster or Emergency, ADEM officials, in coordination with other state and local officials, and in accordance with Public Law, PL 93-288, will:

- Survey the affected areas, jointly with FEMA staff if possible, determine the extent of private and public damage;
- Estimate the types and extent of federal disaster assistance required;
- Consult with the FEMA Regional Director on eligibility for federal disaster assistance; and
- Advise the FEMA Regional Director if the Governor requests or intends to request a declaration by the President.

Only the Governor or Acting Governor can originate the request for a Presidential Declaration. The Governor's request for a Major Disaster declaration must be based upon a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the state and the affected local governments and that federal assistance is necessary.

A Presidential Major Disaster Declaration puts into motion long-term federal recovery programs, some of which are matched by state programs, and designed to help disaster victims, businesses, and public entities.

An Emergency Declaration is more limited in scope and without the long-term federal recovery programs of a major disaster Declaration. Generally, federal assistance and funding are provided to meet a specific emergency need or to help prevent a major disaster from occurring.

The major disaster or emergency declaration designates the political subdivisions within the state (normally counties and independent cities) that are eligible for assistance. There are three major categories of disaster aid available under a major disaster declaration:

1. **Individual Assistance:** Aid to individuals and households.
    a. **Disaster Housing** provides up to 18 months temporary housing assistance for displaced persons whose residences were heavily damaged or destroyed. Funding also can be provided for housing repairs and replacement.
    b. **Disaster Grants** may be available to help meet other serious disaster related needs and necessary expenses not covered by insurance and other aid programs. These may include replacement of personal property, transportation, medical, dental and funeral expenses.
    c. **Low-Interest Disaster Loans** may be available after a disaster for homeowners and renters from the U.S. Small Business Administration (SBA) to cover uninsured property losses. Loans may be for repair or replacement of homes, automobiles, clothing or other damaged personal property. Loans are also available to businesses for property loss and economic injury.

d. **Other Disaster Aid Programs** include crisis counseling, disaster-related unemployment assistance, legal aid and assistance with income tax, Social Security and Veteran's benefits. Other state or local help may also be available.

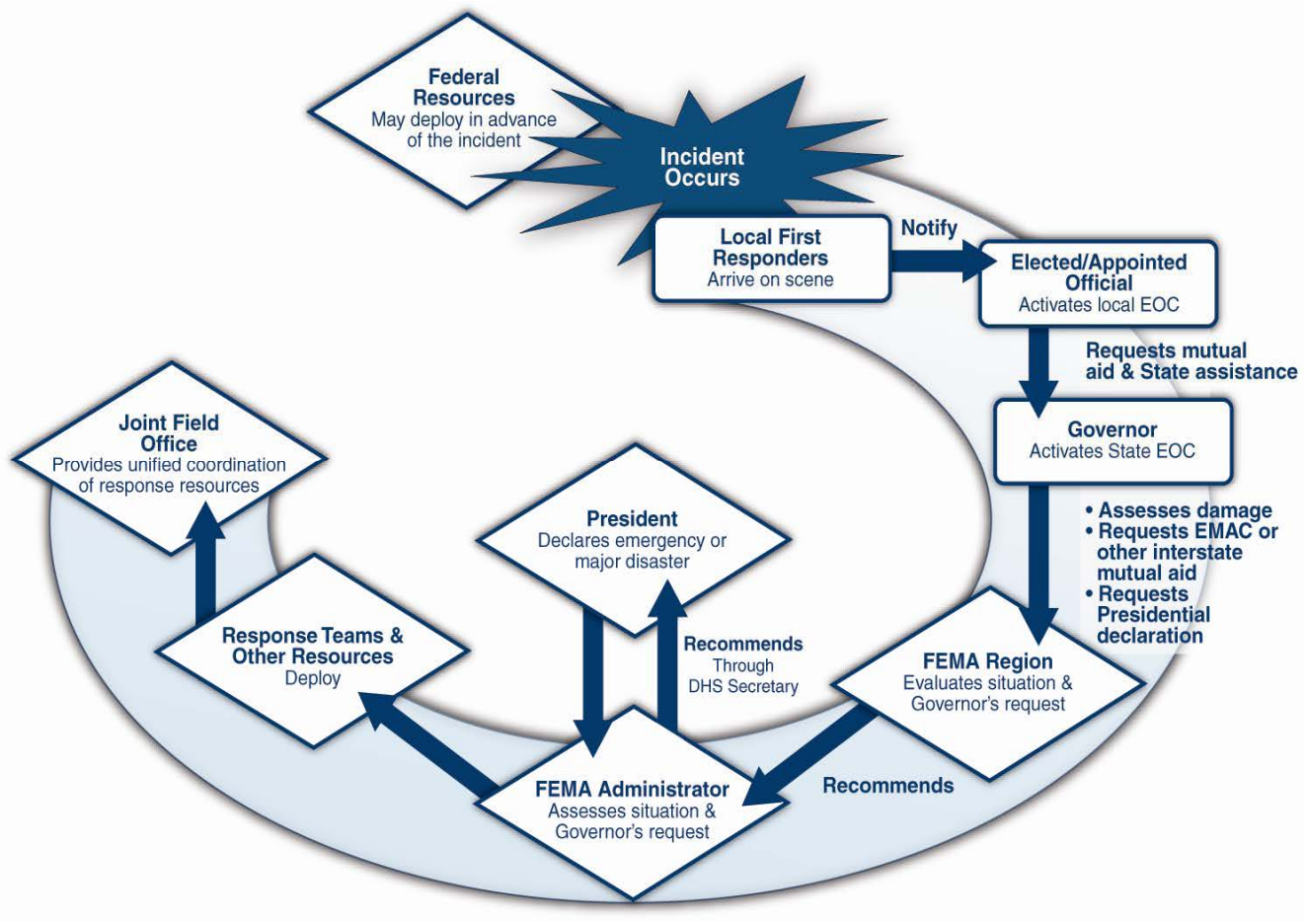
2. **Public Assistance**: Aid to state or local governments to pay part of the costs of rebuilding a community's damaged infrastructure. Public Assistance may include debris removal, emergency protective measures and public services, repair of damaged public property, loans needed by communities for essential government functions, and grants for repair of damaged public and private nonprofit schools and educational facilities.
3. **Hazard Mitigation:** Funding for measures designed to reduce future losses to public and private property.

Other Declarations

Several federal agencies have independent authorities to declare disasters or emergencies. These authorities may be exercised concurrently or become part of a major disaster or emergency declared under the Stafford Act. These other authorities include:

- The administrator of the U.S. Small Business Administration may make a disaster declaration based upon physical damage to buildings, machinery, equipment, homes, and other property as well as economic injury.
- The Secretary of the U.S. Department of Health and Human Services (HHS) may declare, after consultation with public health officials, a public health emergency in the event of a significant outbreak of infectious diseases or bioterrorist attack.
- The U. S. Army Corps of Engineers may issue a disaster declaration in response to flooding or coastal storms.
- The Secretary of the U.S. Department of Agriculture may declare a disaster in certain situations in which a County sustained a production loss of 30 percent or greater in a single major enterprise. Note that this authority is not applicable to Pima County since there is very limited agricultural activity within the County.
- A federal On-Scene-Coordinator (OSC) designated by the Environmental Protection Agency (EPA), U.S. States Coast Guard (USCG), or the Department of Energy (DOE), under the National Contingency Plan, has the authority to direct response efforts at the scene of a discharge of oil, hazardous substance, pollutants, or contaminants, depending upon the location and source of the release.

Federal Resource Flowchart



Appendix 5 – Presidential Policy Directive PPD-8

National Preparedness System and Presidential Policy Directive (PPD) – 8, November 2011

(Pending Full Implementation after November 1, 2012)

Changes in emergency management policy at the federal level will continue to occur and recently a number of new documents have emerged from FEMA which will affect response, recovery, planning, among other areas. The impacts of the proposed changes are yet to be determined as releases of a succession of documents are scheduled to occur over the next year. As of this writing, the National Preparedness System Overview, National Preparedness Goals Overview and National Disaster Recovery Framework have been released. These changes do not, at this point, replace or supersede NIMS or the NRF.

Introduction to PPD – 8

Our Nation faces a wide range of threats and hazards, including acts of terrorism, cyber-attacks, pandemics, and catastrophic natural disasters. Communities can address the risks these threats and hazards pose by working together using a systematic approach that builds on proven preparedness activities. The National Preparedness System (NPS) builds on these activities and enables the Nation to meet the National Preparedness Goal (NPG). This document summarizes the components of the National Preparedness System, which include: identifying and assessing risk, estimating the level of capabilities needed to address those risks, building or sustaining the required levels of capability, developing and implementing plans to deliver those capabilities, validating and monitoring progress, and reviewing and updating efforts to promote continuous improvement.

Presidential Policy Directive 8 (PPD-8) describes the Nation's approach to national preparedness. The National Preparedness Goal is the cornerstone for the implementation of PPD-8; identified within it are the Nation's core capabilities across five mission areas:

1. Prevention
2. Protection
3. Mitigation
4. Response
5. Recovery

The National Preparedness System is the instrument the Nation will employ to build, sustain, and deliver those core capabilities in order to achieve the goal of a secure and resilient Nation. The guidance, programs, processes, and systems that support each component of the National Preparedness System enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.

National Preparedness System Components

Capabilities are the means to accomplish a mission, function, or objective based on the performance of related tasks, under specified conditions, to target levels of performance. The most essential of these capabilities are the core capabilities identified in the National Preparedness Goal. Complex and far-reaching threats and hazards require the whole community to integrate preparedness efforts in order to build, sustain, and deliver the core capabilities and achieve the desired outcomes identified in the National Preparedness Goal. The components of the National Preparedness System provide a consistent and reliable approach to support decision making, resource allocation, and measure progress toward these outcomes. The maturation and use of the National Incident Management System (NIMS) will aid in ensuring a unified approach across all mission areas as the National Preparedness System is implemented.

Mission Area Components of the National Preparedness System

While the National Preparedness System builds on a number of proven processes, it will evolve to capitalize on new opportunities and meet emerging challenges. Many of the programs and processes that support the components of the National Preparedness System exist and are currently in use; others will need to be updated or developed. As the remaining PPD-8 deliverables are developed, further details will be provided on how the National Preparedness System will be implemented across the five mission areas in order to achieve the National Preparedness Goal.

This document describes a collaborative environment and living system whose components will be routinely evaluated and updated to ensure their continued effectiveness. This environment will be supported through collaboration and cooperation with international partners, including working closely with our neighbors Canada and Mexico, with whom we share common borders. In the end, the National Preparedness System's strength relies on ensuring the whole community has the opportunity to contribute to its implementation to achieve the goal of a secure and resilient Nation

National Preparedness Goal

The National Preparedness Goal (NPG) based upon the risk of specific threats and vulnerabilities, taking into account regional variations, and includes concrete, measureable, and prioritized objectives to mitigate the risks. The NPG will define the core capabilities necessary to prepare for the specific types of incidents that pose the greatest risks to the security of the Nation, and shall emphasize actions aimed at achieving an integrated, layered, and all-of-nation preparedness approach that optimizes the use of available resources.

National Preparedness System

The National Preparedness System (NPS) will be an integrated set of guidance, programs and processes that will enable the Nation to meet the National Preparedness Goal (NPG).

The NPS will be designed to guide all levels of government, private and non-profit sectors, and the public to build and sustain NPG capabilities. The NPS includes guidance to build and maintain domestic capabilities by bolstering the following areas:

- Planning
- Organization
- Equipment
- Training
- Exercises

National Disaster Recovery Framework

The NDRF provides guidance that enables effective recovery support to disaster-impacted States, Tribes and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop and revitalize the health, social, economic, natural and environmental fabric of the community and build a more resilient Nation.

The NDRF defines:

- Core recovery principles
- Roles and responsibilities of recovery coordinators and other stakeholders
- A coordinating structure that facilitates communication and collaboration among all stakeholders
- Guidance for pre- and post-disaster recovery planning
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter and safer

These elements will improve recovery support and expedite recovery of disaster-impacted individuals, families, businesses and communities. While the NDRF speaks to all who are impacted or otherwise involved in disaster recovery, it concentrates on support to individuals and communities. After full roll-out, changes will eventually be made to *ESF-14 Community Recovery.*

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