

2018



SALT LAKE COUNTY EMERGENCY OPERATIONS PLAN

Salt Lake County Emergency Management
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EMERGENCY OPERATIONS PLAN IMPLEMENTATION

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

- An incident occurs or is imminent
- A local state of emergency is declared
- As directed by the Salt Lake County (SLCo) Mayor or designee
- As directed by SLCo Emergency Manager or designee

Becoming familiar with the Emergency Operations Plan (EOP) is an important responsibility. Familiarity with the EOP components will allow the user to locate guidelines, procedures and supplemental information to use as a reference to complete assignments in a timely manner during an event. The EOP will also provide guidance regarding official records to be kept on file after an actual emergency response.

Under the direction of the SLCo Mayor, the SLCo Emergency Manager or designee coordinates interdepartmental emergency operations and maintains responsibility for coordination of limited resources to a variety of concurrent emergency situations. Through statute, the SLCo Emergency Manager is the Fire Chief of the Unified Fire Authority. The SLCo Emergency Manager Designee is a Battalion Chief from the Unified Fire Authority.

The preservation of human lives will take precedence over property protection for decisions involving resource allocation and prioritization. Responsibility for coordination of emergency activities with regional, state and private partners resides with SLCo Emergency Management and will be accomplished through established liaison roles within the incident or unified command structure as outlined in the National Incident Management System.

RECORD OF REVISION

Section Title	Revision Summary	Date	Revised By (Name)
Entire Document	Grammar, verbiage changes due to the update of the EOP	2016-Various	E Fossum
1.1	Added Utah Code & Emergency Mgt Act	3.2016	E Fossum
1.5 Dec Process	Added this section	3.2016	E Fossum
2.1	Updated SLCo EM Mission and added Vision	3.2016	E Fossum
Section 3	Combined 'Technological Hazards' and 'Human-Caused Hazards' into 'Human-Caused Hazards'	4.2016	E Fossum
3.3.3	Added Cyber Terrorism	4.2016	E Fossum
Table 3.2	Added Natural Hazard Assessment Table	4.2016	E Fossum
3.3.5.2	Updated CSEPP	4.2016	E Fossum
Table 3.3	Updated Human-Caused Assessment Table	4.2016	E Fossum
Table 5.1	Deleted Table 5.1	5.2016	E Fossum
Entire Document	Updated Various State and Federal Codes for Disaster Response & Recovery Act	5.2016	E Fossum
Section 9	Updated Financial Information	6.2016	E Fossum
Entire Document	Reviewed and Updated, minor changes	6.2016	C Mecham
Entire Document	Reviewed and Updated, minor changes	1.2018	SLCo District Attorney
Entire Document	Reviewed and Updated, minor changes	1.2018	E Fossum

RECORD OF DISTRIBUTION

Name	Title	Agency	Date Delivered	Number of Copies

This plan applies to Salt Lake County (SLCo), through inter-local agreement with the Unified Fire Authority (UFA). Under the direction of the UFA Fire Chief, UFA's Emergency Management Division has been designated as the lead agency for SLCo Emergency Management. The Emergency Management Division Chief as the designee and under the direction of the UFA Fire Chief has been given the title of Emergency Manager and assignment as County Coordinating Officer and has the authority and responsibility for the administration and operations of SLCo Emergency Management.

The EOP consists of a base plan, fifteen Emergency Support Function (ESF) Annexes, Support and Incidents Annexes. The base plan provides guidance for response, roles and responsibilities, response actions, response organizations, and planning requirements to any incident that occurs. ESF Annexes group county resources and capabilities into functional areas that are most frequently needed in a county response. Support Annexes describe essential supporting aspects that are common to all incidents. Incident Annexes address the unique aspects of how the county responds to specific incident categories.

To support an effective response, all ESFs are required to have both strategic and detailed operational plans that include all participating organizations and engage the private sector and nongovernmental organizations as appropriate. Departments and agencies will be expected to develop and maintain standard operating procedures that outline specific responsibilities associated with these roles. Each department or agency involved will create a list of responsibilities that will serve as a guide for internal standard operating procedures.

Further, this plan describes the role of the county ECC and the coordination that occurs between the ECC, cities, townships, communities and other response agencies. The plan outlines how SLCo ECC will serve as the focal point between cities, towns, townships, communities and the state in times of disaster.

SLCo Emergency Management is responsible for updating the EOP on a regular basis to reflect and address the changing needs of SLCo. This EOP complies with the National Incident Management System, in accordance with the National Response Framework, the Incident Command System and the State of Utah Emergency Operations Plan.

Salt Lake County Council Approval and Promulgation (to be inserted)

PROMULGATION

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

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

WHEREAS, this plan will provide a framework for the departments of each jurisdiction, township, community, and the county to plan and perform their respective emergency functions during a disaster or national emergency. Tasked organizations within the plan have the responsibility to prepare and maintain standard operating procedures and commit to the training and exercises required to support this plan. Under the direction of Unified Fire Authority, and the Emergency Management Division this plan will be revised and updated as required. All recipients are responsible to submit to Salt Lake County Emergency Management any changes that might result in its improvement or increase its usefulness.

WHEREAS, in accordance with the Homeland Security Presidential Directive 5, all agencies, departments, and organizations having responsibilities delineated in this Emergency Operations Plan will use the National Incident Management System. This system will allow proper coordination between local, state and federal organizations. The Incident Command System, as a part of the National Incident Management System, will enable effective and efficient incident management by integrating a combination of facilities, equipment, personnel, procedures and communications operating with a common organizational structure. All on-scene management of incidents will be conducted using the Incident Command System.

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

NOW THEREFORE, BE IT RESOLVED by the Mayor of Salt Lake County, this Emergency Operations Plan as updated is officially adopted,

IN WITNESS WHEREOF;

Name / Title

Date

Name / Title

Date

APPROVAL AND IMPLEMENTATION

The Salt Lake County Emergency Operations Plan identifies and assigns disaster responsibilities for county personnel. It addresses the four goals identified in the National Strategy for Homeland Security:

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

By integrating planning efforts in those four areas, Salt Lake County can produce an effective emergency management and homeland security program.

This plan is designed to comply with all applicable Salt Lake County ordinances and provides the policies and procedures to be followed in response to emergencies, disasters and terrorism events and was developed to meet the requirements of the National Response Framework (NRF) and the National Incident Management System (NIMS). This plan supersedes all previous plans. Salt Lake County Emergency Management can make specific modifications of the plan without the senior official's signature.

I acknowledge that I, or a representative have reviewed this plan and agree to the tasks and responsibilities assigned herein. I also agree if necessary to upgrade this Emergency Operations Plan as it relates to responsibilities on a regular basis and submit any changes to Salt Lake County Emergency Management for their review and updates.

Name / Title

Date

Name / Title

Date

Salt Lake County Emergency Operations Plan

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Section 1 – INTRODUCTION

1.1 Purpose

Salt Lake County (SLCo), in accordance with SLCo ordinance, state, and federal law, is required to prepare for, respond to, and recover from emergencies or disasters with the primary objectives to save lives and protect public health and property.

The SLCo Emergency Operations Plan (EOP) establishes the framework for the effective and comprehensive integration and coordination of the emergency response and recovery actions of all levels of government, volunteer organizations and the private sector within the county. The EOP is a comprehensive plan that is risk-based and all-hazards in its approach. As such, it is the blueprint for all SLCo emergency and disaster operations, including natural disasters, human-caused accidental disasters and terrorist incidents.

The emergency response and recovery actions undertaken by different government agencies and volunteer organizations following a major disaster or emergency will ensure that the follow objectives are met:

- Reduce the vulnerability of citizens and communities within SLCo to loss of life, injury, damage and destruction of property during natural, technological or human-caused emergencies and disasters or during hostile military or paramilitary actions.
- Prepare for prompt and efficient response and recovery to protect lives and property affected by emergencies and disasters.
- Respond to emergencies using all systems, plans and resources necessary to preserve the health, safety and welfare of persons affected by the emergency.
- Assist communities and citizens within SLCo in recovering from emergencies and disasters by providing for the rapid and orderly restoration and rehabilitation of persons and property affected by emergencies.
- Provide an emergency management system encompassing all aspects of pre-emergency preparedness and post-emergency response, recovery, and mitigation.

SLCo Emergency Management is the lead agency for coordinating the response during a major disaster or emergency affecting SLCo and is responsible for the following:

- Assist families, businesses, and industry with developing their emergency plans
- Develop effective mitigation practices for the community
- Provide training and conduct exercises for the emergency response forces of the county
- Develop and implement emergency plans, operating procedures and checklists, systems, and facilities for response to community emergencies
- Work with local government and community agencies to develop plans and procedures to recover from a disaster
- Coordinate the county's response to disasters

1.2 Scope

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

The EOP consists of a base plan, ESF Annexes, Support, and Incidents Annexes. The base plan provides guidance for response, roles and responsibilities, response actions, response organizations, and planning requirements to any incident that occurs. ESF Annexes group county resources and capabilities into functional areas that are most frequently needed in a county response. Support Annexes describe essential supporting aspects that are common to all incidents. Incident Annexes address the unique aspects of how we respond to specific incident categories.

The EOP applies to the 18 cities, five (5) metro townships located within the boundaries of SLCo and unincorporated county.

The EOP addresses the various levels of emergencies or disasters likely to occur and, in accordance with the magnitude of an event, the corresponding short- and long-term response and recovery actions that the county will take in coordination with local jurisdictions and DEM.

1.3 Mission Areas of Emergency Management

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

- **Prevention** consists of actions that reduce risk from human-caused events. Prevention planning identifies actions that minimize the possibility that an event will occur or adversely impact the safety and security of a jurisdiction's critical infrastructures and its inhabitants.
- **Protection** reduces or eliminates a threat to people and places. The protection of critical infrastructure and key resources is vital to local jurisdictions, national security, public health and safety, and economic vitality. Protection safeguards citizens and their freedoms, critical infrastructure, property, and the economy from acts of terrorism, natural disasters or other emergencies. Protective actions may occur before, during, or after an incident and prevent, minimize, or contain the impact of an incident.
- **Mitigation** is a vital component of the overall preparedness effort and represents the sustained actions a jurisdiction takes to reduce or eliminate long-term risk to people and property from the effects of hazards and threats. The purpose of mitigation is twofold: (1) to protect people and structures; and (2) to minimize the costs of disaster response and recovery.
- **Response** embodies the actions taken in the immediate aftermath of an event to save lives, meet basic human needs and reduce the loss of property and impact to the environment.

Response planning provides rapid and disciplined incident assessment to ensure response is quickly scalable, adaptable and flexible.

- **Recovery** encompasses both short-term and long-term efforts for the rebuilding and revitalization of affected communities. Recovery planning must be a near seamless transition from response activities to short-term recovery operations, including restoration of interrupted utility services, reestablishment of transportation routes, and the provision of food and shelter to displaced persons.

More specific information concerning prevention, protection, response and recovery is addressed in the emergency support function section and incident annex appendices to this EOP.

1.4 Disaster Condition

It is recognized that SLCo is vulnerable to natural, technological and human-caused hazards that threaten the health, welfare and security of our citizens. The cost of response to and recovery from potential disasters can be substantially reduced when attention is turned to mitigation action and planning. Although SLCo is vulnerable to snowstorms, earthquakes, wildfires and flooding, other hazards such as tornadoes and avalanches pose risks to SLCo's population and property.

In the event of a major disaster or emergency, a large number of fatalities and injuries may result. Many people will be displaced and incapable of providing food, clothing and shelter for themselves and their families. Jobs will be lost with reduced prospect for future employment in the area. The economic viability of the affected communities may be jeopardized.

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

1.5 Disaster Declaration Process

The provisions of this plan are applicable to all emergencies or disasters that require a declaration of a State of Emergency by the Governor, typically following a declaration of a State of Emergency by the SLCo Mayor. State and local emergency/disaster activities and requests for disaster assistance will be made in accordance with the following procedures:

1.5.1 Local Jurisdictions

Emergency response agencies from town/city government will respond to an emergency or disaster within their corporate limits, coordinate activities in accordance with their emergency operations plan, SOPs/SOGs, and mutual aid agreements.

When an emergency is likely to exceed the response capabilities of the local jurisdiction, and the efforts of its political subdivisions, the county is considered essential for an effective

response/recovery. The mayor of the local jurisdiction may proclaim a Local Emergency. The Local Emergency Proclamation should be forwarded to the SLCo Emergency Manager (SLCo EM) in an expedient manner, i.e., voice followed by hard copy. The SLCo EM will then coordinate with the SLCo Mayor for consideration of a proclamation of a county-level Local Emergency.

When a Local Emergency has been proclaimed, the mayor has the authority to impose all necessary regulations to preserve the peace and order of the city/metro township, including but not limited to:

- Imposing curfews in all or portions of the city/metro township;
- 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; and obtaining commitments of local resources in accordance with emergency plans.

1.5.2 County Government

Upon receipt of an Emergency Proclamation from an incorporated city/metro township, the Salt Lake County Mayor or designee will:

- Provide available assistance requested to contain the incident (i.e., sheriff, public works, health, etc.);
- Notify SLCo Division of Emergency Management (SLCo DEM) that a situation exists which may require the county to issue an Emergency Proclamation.

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 all county government resources.

If the situation in either incorporated or an unincorporated portion of the county exceeds the resources or response capabilities of the county, the SLCo Mayor or designee may proclaim a Local Emergency.

The Local Emergency declaration and an Application for Assistance will be forwarded to the SLCo EM.

State Government

The Governor may proclaim a State of Emergency when emergency or disaster conditions exist and appear likely to overwhelm local government capabilities.

The SLCo Mayor or designee should forward a Local Emergency Declaration to the State of Utah Division of Emergency Management (DEM) Region 2 Liaison, or designee, requesting assistance.

The DEM Director or designee will advise the Governor of the situation and the Governor may proclaim a State of Emergency and execute all or portions of this plan.

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

Upon execution of this plan, the DEM Director will initiate State response by notifying the

appropriate agencies tasked as the ESF Primary Agency. These agencies will take appropriate actions in accordance with the State of Utah Emergency Operations Plan and agency SOPs.

In the event that the Governor is absent or inaccessible, a State of Emergency Proclamation may be issued based on the established line of succession (Utah [Code Article VII, Section 11](#), Utah Code §[63K-1-201](#) and [63K-1-502](#)):

Request for assistance from the Utah National Guard will be forwarded to the DEM Director, Region 2 Liaison, or designee. The Director will evaluate the request and make appropriate recommendations to the Governor.

1.6 Planning Assumptions

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

plan and maintain the essential supplies to be self-sufficient for a minimum of 72 hours and up to two (2) weeks.

1.7 Incident Command System

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

SECTION 2 – POLICIES

2.1 Policies

All operations under the SLCo EOP will be undertaken in accordance with the vision and mission statements of SLCo Emergency Management:

Salt Lake County Division of Emergency Management Vision Statement:

“A whole community approach to create a safer, less vulnerable and more resilient Salt Lake County”

Salt Lake County Division of Emergency Management Mission Statement:

“Salt Lake County Bureau of Emergency Management serves our citizens by directing and coordinating resources for disasters and emergencies through preparation, planning, mitigation, response and recovery.”

SLCo DEM is responsible for the development of this plan, and provides for the following:

- Municipal, state, and federal emergency plans and programs integrate with the SLCo EOP to provide effective and timely support to the citizens of SLCo in the event of a major disaster or emergency.
- County agencies will develop appropriate plans and procedures to carry out the emergency responsibilities assigned to them in the EOP.
- Local emergency response is primary during an emergency or disaster. SLCo will coordinate with local officials to augment local emergency resources as needed.
- All local governments and agencies must be prepared to respond to emergencies and disasters even when government facilities, vehicles, personnel and political decision-making authorities are affected. The SLCo Continuity of Operations Plan (COOP) may be used in conjunction with this EOP during various types of emergency situations. The COOP details the processes by which administrative and operational functions will be accomplished during an emergency that may disrupt normal business activities. As part of this plan, essential functions of county and local government, private sector businesses and community services are identified and procedures are developed to support them.
- When necessary, SLCo Emergency Management will initiate requests for assistance from the state government through the Division of Emergency Management (DEM). DEM may initiate requests for assistance from the federal government through the Federal Emergency Management Agency (FEMA) and other states through the Emergency Management Assistance Compact (EMAC).

All activity undertaken under the EOP shall be coordinated using ICS and the NIMS, in accordance with Homeland Security Presidential Directive (see section 1.7).

Section 3 – HAZARD ANALYSIS

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

3.1 Hazard Analysis

A disaster can occur anytime within the jurisdictions of SLCo or any of its municipalities. All areas of SLCo are at risk for two types of events:

- **Natural Disasters** – Avalanche; drought; earthquake; epidemic; flood; landslide; tornado; severe weather (rain, snow, wind, lightning, etc.); wildfires; etc.
- **Human-Caused Hazards** – Transportation incidents involving hazardous substances; transportation incidents involving air, rail or road assets; hazardous materials releases; major air and ground transportation accidents; civil disturbances; school violence; terrorists or bomb threats; sabotage; cyber-related attacks; radiological release; power failure; and conventional nuclear, biological, or chemical attack, etc.

3.2 Natural Hazards

Numerous natural hazards exist in the SLCo metropolitan area that can constrain land use. Active fault zones pose the threat of earthquakes. Steep mountains adjacent to human populations create a potential for landslides, debris flows, rock falls, snow avalanches, and urban-interface wildfires.

3.2.1 Avalanche

The Wasatch Range east of the Salt Lake Valley receives an average annual snowfall of 3.9 feet. Such heavy snowfalls—coupled with steep canyons—creates ideal conditions for avalanches. Because risk is generally confined to known avalanche paths in the Wasatch Range, SLCo ordinances prohibit building permanent structures in known avalanche hazard areas. However, older structures built prior to adoption of the ordinances are still exposed to damage or destruction by avalanches.

3.2.2 Landslide

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

3.2.3 Drought

Even in normal years, Utah has a limited water supply. It is the second driest state in the nation. Most of Utah is classified as a desert receiving less than 13 inches of annual precipitation. Drought is a normal and recurring feature of climate and is a result of a deficiency of

precipitation over an extended period of time, resulting in a water shortage that impacts normal water usage. The severity of a drought depends on the degree of moisture deficiency, its duration and the size of the affected area. Because it is so hard to develop a quantitative definition for drought, it is difficult to determine precisely when a drought starts and ends.

3.2.4 Earthquake

Earthquakes (magnitude 6.5 to 7.5) can occur on any of several active segments of the Wasatch fault between Brigham City and Levan. Such earthquakes can also occur on many other recognized active faults in Utah. The chance of a large earthquake in the Wasatch Front region during the next 50 years is about 1 in 4.

Earthquake-related hazards may include ground shaking, soil liquefaction, surface fault rupture, tectonic subsidence, slope failure, and problems related to changes in groundwater.

A major earthquake anywhere in northwestern Utah or a moderate earthquake in the immediate vicinity of the Great Salt Lake has the potential to generate destructive waves on the Great Salt Lake. Damage from this hazard will be extensive in the event of a moderate to large earthquake.

3.2.5 Epidemic and Public Health Emergency

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

3.2.6 Flooding

Although located in a semi-arid region, Salt Lake City is vulnerable to severe thunderstorms and snowmelt floods. Portions of Salt Lake City are also subject to flooding by the Great Salt Lake. Because it is a terminal lake with a nearly flat bottom, shoreline positions fluctuate considerably with changes in lake-level elevation.

3.2.7 Severe Weather

3.2.7.1 Snow: Snowstorms over northern Utah have a dramatic effect on regional commerce, transportation and daily activity. Snowfall is also influenced by the Great Salt Lake, which produces localized snow bands several times each winter. These snow bands are known locally as lake-effect bands. Lake-effect bands produce some of the region's worst winter storms and have the potential to increase transportation problems and power failures.

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

3.2.7.3 Tornado: SLCo is subject to severe damage resulting from tornados and extremely high winds. On August 11, 1999, a category F2 tornado touched down in downtown Salt Lake City area, killing one person and injuring at least 100 people. This tornado caused widespread power outages as well as large-scale debris mainly from downed tree limbs. Estimated costs were over \$150 million.

3.2.8 Wildfire

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

3.3 Human-Caused Hazards

SLCo may not be able to prevent a human-caused hazard from happening, but it is well within the county's ability to lessen the likelihood and/or the potential effects of an incident. As with many large metropolitan areas across the county, the Salt Lake metropolitan area is also vulnerable to a variety of human-caused hazards.

3.3.1 Transportation Incidents

Transportation incidents involve the interruption or failure of transportation systems, including air, rail, and ground vehicles. With daily domestic and international flights—and an extensive highway and rail system—the potential for serious injuries or a mass casualty incident is an ever-looming threat.

The county is traversed by three interstate highways, one U.S. highway and numerous additional main thoroughfares. U.S.-89 enters from Davis County to the north and traverses the county arrow-straight until merging with I-15 in north Draper. It is known as State Street along most of the route and is the primary surface road in the valley. I-15 and I-80 intersect just west of downtown Salt Lake City, merging for approximately 3 miles (5 km) north- to-south. I-80 continues west past the Salt Lake International Airport and east through Parley's Canyon and into the Wasatch Range. I-15 traverses the valley north-to-south, providing access to the entire urban corridor.

I-215 directly serves many of the suburbs of Salt Lake City in the western, central and eastern portions of the valley in a 270° loop. It enters from Davis County, intersecting I-80 just east of the airport and I-15 in Murray, and ending after intersecting with I-80 at the mouth of Parley's Canyon. From the southern I-80/I-15 split on the border of Salt Lake City and South Salt Lake, SR-201 heads west as a freeway along the border with West Valley City, eventually becoming an expressway and ending at I-80 near the Tooele County border. Bangerter Highway (SR-154) is an expressway that traverses the entire western end of the valley from the airport, ending at I-15 in southern Draper. SR-68, or Redwood Road, is the only surface street that traverses the entire valley from north-to-south.

A light rail system, known as TRAX, is operated by the Utah Transit Authority (UTA) and runs from the Salt Lake Central Station in downtown Salt Lake City south to Sandy, with another line east to the University of Utah; the system currently has 28 stops. Extensions to the airport, West

Valley City, South Jordan and Draper have been completed and have tied several of the areas of the valley together. A commuter rail line, FrontRunner, began operation in April 2008 between the Salt Lake Central Station in downtown Salt Lake City and Pleasant View, a northern suburb of Ogden. UTA also operates bus routes to nearly every location in the valley and routes to the ski resorts in winter. The Legacy Parkway section of the Legacy Highway project intersects with I-215 near the northern border of the county.

With all of the roadways and railways within the valley, transportation incidents can cause major issues within the area, as well as within the Western U.S. due to I-15 being a critical roadway for commerce to the West coast.

3.3.2 Terrorism

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

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

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

3.3.3 Cyber Terrorism

Cyber terrorism is the act of Internet terrorism in terrorist activities, including acts of deliberate, large-scale disruption of computer networks, especially of personal computers attached to the Internet, by the means of tools such as computer viruses. Cyber terrorism can be also defined as the intentional use of computer, networks, and public internet to cause destruction and harm for personal objectives. Objectives may be political or ideological since this can be seen as a form of terrorism.

3.3.4 Biological and Chemical Weapons

Biological agents are infectious microbes or toxins used to produce illness or death in people, animals or plants. Biological agents can be dispersed as aerosols or airborne particles. Terrorists may use biological agents to contaminate food or water because they are extremely difficult to detect.

Chemical agents kill or incapacitate people, destroy livestock, or ravage crops. Some chemical agents are odorless and tasteless and are difficult to detect. They can have an immediate effect (a few seconds to a few minutes) or a delayed effect (several hours to several days).

3.3.5 Hazardous Materials

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

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

3.3.5.2 Chemical Stockpile Emergency Preparedness Program (Disbanded): From 1989 to 2012, there was a Chemical Stockpile Emergency Preparedness Program (CSEPP). Once all of the stockpile of lethal unitary chemicals were destroyed in the Winter of 2012, CSEPP was subsequently concluded and defunded.

3.3.6 Nuclear Power Plant

The University of Utah Reactor, located in the Engineering Building on the main campus of the University of Utah, is the only nuclear reactor in the state of Utah. The reactor is a low-power training reactor with a minimal possibility of any off-site releases. SLCo ECC will provide support as needed in the event of a release.

3.3.7 Utility Outages/Shortages

Temporary or long-term utility outages/shortages can cause massive disruptions in the operations of essential services. Many critical facilities have emergency standby power supplies; however, they are designed for short-term events and are subject to failure as well.

3.3.8 Urban Conflagration

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

3.4 Hazard Assessment

SLCo has conducted an all-hazards assessment of potential vulnerabilities to the county. This assessment will assist with prioritization and outlines a direction for planning efforts. SLCo DEM is responsible to maintain and update the Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan. This pre-disaster mitigation plan serves to reduce the region's vulnerability to natural hazards. The pre-disaster mitigation plan is intended to promote sound public policy and protect or reduce the vulnerability of the citizens, critical facilities, infrastructure, private property and the natural environment within the region.

The hazard analysis table below provides information to understand risks and their corresponding likelihood and consequences in SLCo and the Wasatch Front.

Section 3 HAZARD ANALYSIS

Hazard Analysis Table Legend

Rating	Frequency	Consequences
Low	Occurrence less frequent than every 25 years	Some community-wide impact possible. Usually handled with available community resources.
Medium	Occurrence frequency between 1 and 25 years	Localized damage may be severe, community-wide impact minimal to moderate. Handled with community resources and some mutual aid.
High	Annual event	Moderate to high community-wide impact. May require state or federal assistance.

Table 3.1-Hazard Analysis Table Legend

Natural Hazard Table Rating

	Avalanche	Dam Failure	Drought	Earthquake	Flood	Infestation	Landslide	Pandemic	Problem Soils	Radon	Severe Weather	Wildfire
Alta	High	Low	Low	Mod	Mod	Mod	Mod	Low	Low	Low	High	Mod
Bluffdale	Low	Low	Low	High	High	Mod	Low	Low	Mod	Low	Mod	Mod
Cottonwood Heights	Low	Low	Low	High	Low	Low	Low	Low	Low	Low	Mod	Low
Draper	Low	Low	Mod	High	Low	Low	Mod	Low	Mod	Mod	High	High
Herriman	Low	Mod	Low	Mod	High	Low	L/M	Low	Low	Low	Low	High
Holladay	Low	Low	Mod	Low	Mod	Low	Mod	Low	Low	Low	Low	Mod
Midvale	Low	Low	Mod	High	Mod	Low	Low	High	High	Low	Mod	Low
Murray	Low	Mod	Low	High	Mod	Low	Low	Low	Low	Low	Mod	Mod
Riverton	Low	Low	Mod	Mod	High	Low	Low	Low	Mod	Mod	High	Mod
Sandy	Mod	Mod	High	High	Low	Low	High	Mod	Low	Mod	Mod	High
Salt Lake City	Low	Low	Mod	High	High	Low	Low	Low	Low	Low	Mod	High
South Salt Lake	Low	Mod	Mod	Mod	High	Mod	Low	Mod	Low	Mod	High	Low
South Jordan	Low	Low	Low	High	Low	Low	Low	Mod	Low	Low	High	Low
Taylorsville	Low	Low	Mod	Mod	Mod	Low	Low	Low	Low	Low	Low	Low
West Jordan	Low	Low	Low	High	High	Low	Low	Mod	Low	Low	High	Low
West Valley	Low	Low	Low	High	Mod	Low	Low	Mod	Low	Low	Mod	Mod
Unincorporated SL County	Mod	Low	High	High	Mod	Low	Mod	High	Mod	Low	High	Mod

Table 3.2-Natural Hazard Table

Human-Caused Hazard Table Rating

Hazard	Frequency	Warning Lead Times	Consequences	Population/Area at Risk
HazMat	Medium	Occurrence	High	Site
Radiological Incidents	Low	Occurrence	Medium	Site
Utility Outages/Shortages	Low	Months - weeks	High	Countywide
Telecommunications Disruptions	Low	Days - hours	High	Countywide
Transportation Accidents	High	Occurrence	Low	Site
Domestic Terrorism	Low	Days - hours	High	Locale
Biological/Chemical Weapons	Has not occurred	Days - hours	High	Locale

Table 3.3-Human-Caused Hazard Table

3.5 Mitigation Plan

Based on the hazard analysis and hazard assessment above, SLCo has designed mitigation activities to reduce or eliminate risks to persons or property and to lessen the actual or potential effects or consequences of an incident. These mitigation activities are detailed in the Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan as well as within the State of Utah Hazard Mitigation Plan. Mitigation activities may be implemented prior to, during, or after an incident, as appropriate, and can be conducted at the federal, state, county, or jurisdictional level. This section outlines the mitigation activities at each level of government as they pertain to the SLCo mitigation strategy to reduce exposure to, probability of or potential loss from hazards.

3.5.1 Mitigation Planning Process and Coordination

The SLCo DEM is the lead agency responsible for coordinating the development of the Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan. The initial pre-disaster mitigation planning process involved the sixteen jurisdictions as well as the unincorporated county (seventeenth). The county plan and process used to create it relied on mitigation and program experts from Federal, state and local agencies.

In collaboration, the 18 jurisdictions—under the guidance of the SLCo DEM—each created their own plans that folded into the Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan. The five (5) metro-townships were folded under Unincorporated Salt Lake County. The Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan was then posted on SLCo DEM website and comments were solicited from the community. The plan was submitted to the State of Utah DEM, as well as to FEMA Region VIII for approval. The Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan was approved on March 18, 2015 by FEMA Region VIII, making it valid until March 17, 2020. All jurisdictions subsequently adopted through resolution the Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan.

3.5.2 Mitigation Programs

3.5.2.1 Single Jurisdictional Areas

- Jurisdictions will develop and implement programs designed to avoid, reduce and mitigate the effects of hazards through the development and enforcement of policies, standards and regulations.
- Jurisdictions will promote mitigation efforts in the private sector by encouraging the creation of continuity components in a COOP and identifying critical infrastructures vulnerable to disasters or required for emergency response.

3.5.2.2 Salt Lake County

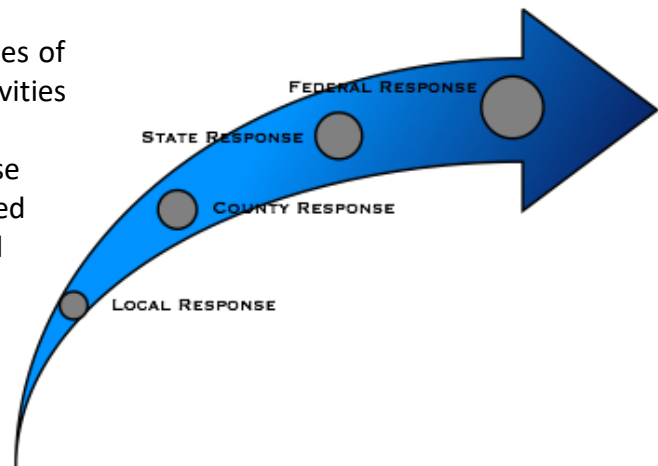
- SLCo has identified six operational areas (divisions) located in the Salt Lake Valley for ease of deployment and coordination of resources, as well as for the establishment of division commands during a large-scale incident.
- Salt Lake County will:
 - Develop and implement short- and long-term programs designed to avoid, reduce, and mitigate the effects of hazards through the development and enforcement of policies, standards, and regulations, such as the removal of homes and businesses from floodplains, the establishment and enforcement of zoning/building codes, the installation of surveillance cameras, and the screening and surveillance of cargo.
 - Enhance public education on relevant topics, including severe weather warning systems, home safety, personal preparedness checklists, evacuation routes and weather safety procedures such as flooded roads, winter storm conditions and electrocution hazards.
 - Review, exercise, and re-evaluate severe weather emergency plans, policies, and procedures.
 - Review resource lists to ensure availability of properly functioning road-clearing equipment, four-wheel drive vehicles, emergency generators, fuel, chainsaws, etc.
 - Review shelter availability and procedures to ensure that basic procedures are in place for rapid procurement of services, equipment, and supplies.
 - Test emergency communications systems and generators.
 - Promote mitigation efforts in the private sector with emphasis on local infrastructure. Identification of critical infrastructures that may be impacted by disasters or required for emergency response efforts.
- SLCo promotes mitigation efforts of local governments and businesses by emphasizing Continuity of Government (COG) and COOP plans
- The Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan identifies priorities, objectives and mitigation activities for the following high-threat hazards for SLCo: dam failure, drought, wildfire, earthquake, flooding, landslide and severe weather.

3.5.3 Capability Assessment

SLCo DEM has conducted a risk analysis and capability assessment. The assessment focused on assessing, prioritizing and managing specific risks in SLCo. Risks facing SLCo were prioritized and investments have been built on those key capabilities where SLCo can mitigate specific risks.

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S�Co utilizes a bottom-up approach in all phases of emergency management, with emergency activities being resolved at the lowest possible level of response. Thus, the resources of local response agencies, state and federal agencies are utilized in this sequential order to ensure a rapid and efficient response.



4.1 Normal Operations

In the absence of a declared disaster or state of emergency, the emergency response forces of the community (EMS, fire, law enforcement and public works) will respond to emergencies within their jurisdictions with the authorities vested to them by law and local policy. Mutual aid and shared response jurisdictions are addressed through local agreements and do not require a local declaration of a state of emergency to enable them.

S�Co Emergency Management monitors local emergencies and provides ECC operational assistance as required. Notifications of reportable events are made to the appropriate agencies and warning points. Severe weather watches and warnings are relayed to agencies when issued by the National Weather Service. The county ECC levels may be escalated without a local declaration of a state of emergency to support local agencies in normal response or community emergencies.

4.2 Emergency Operations Plan Implementation

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

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

4.3 Declaring a Local State of Emergency

The ECC will serve as the county’s coordination center for all disaster response operations. It is located at 3380 South 900 West, Salt Lake City, UT. If a disaster or emergency situation prevents the use of the primary facility, an alternate ECC will be activated in accordance with S�Co DEM Continuity of Operations Plan (COOP). Currently the secondary ECC is located at Unified Fire Authority Fire Station 123, located at 4850 West Mount Ogden Peak Drive (14620 S.), Herriman, UT. The tertiary ECC is at Tooele County EOC, 15 E. 100 South Tooele, UT.

An event may start out small and escalate quickly or a major event may occur at any time. The following is an example of steps leading to a county disaster declaration. As soon as an incident occurs, SLCo DEM begins monitoring the situation; activates to the appropriate level and staffs the ECC accordingly. The affected jurisdiction notifies SLCo DEM of the incident and requests assistance. An initial assessment of damages is provided if available. SLCo Emergency Management will:

- Make assistance available as necessary.
- When conditions warrant, assist the Mayor or designee in declaring that a local state of emergency exists. (The Mayor has the authority to declare an emergency and is the elected official charged with overall responsibility for the response and recovery during a declared local state of emergency. After 30 days, the declaration will expire unless it is ratified by the County Council.) The county may make a declaration of an emergency or disaster strictly in accordance with local ordinances, state statute or federal law.
- Request damage assessment updates from the affected areas at regular intervals to the county ECC to affix costs to the declaration.
- County agencies may respond with available resources to assist in response, recovery and mitigation efforts as specific requests are received.

FEMA assesses a number of factors to determine the severity, magnitude and impact of a disaster event. In evaluating a governor's request for a major disaster declaration, a number of primary factors along with other relevant information are considered in developing a recommendation to the president for supplemental disaster assistance. Primary factors considered include:

- Amount and type of damage (number of homes destroyed or with major damage)
- Impact on the infrastructure of affected areas or critical facilities
- Imminent threats to public health and safety
- Impacts to essential government services and functions
- Unique capability of Federal government
- Dispersion or concentration of damage
- Level of insurance coverage in place for homeowners and public facilities
- Assistance available from other sources (federal, state, local, voluntary organizations)
- State and local resource commitments from previous, undeclared events
- Frequency of disaster events over recent time period

The very nature of disasters, their unique circumstances, the unexpected timing, and varied impacts, precludes a complete listing of factors considered when evaluating disaster declaration requests. However, the above lists most primary considerations.

4.3.1 Local Government Resources

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

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

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

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

4.4 Emergency Coordination Center (ECC)

The SLCo ECC will serve as the county's coordination center for all disaster response operations. If a disaster or emergency situation prevents the use of the primary facility, an alternate EOC will be activated.

4.4.1 Escalation of Levels in the Emergency Coordination Center

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

- SLCo DEM on-call duty officers may independently increase the level of activation when SLCo DEM representatives are unavailable and it has been determined by the personnel commanding an emergency event that SLCo interdepartmental coordination is required.
- Any senior official, department/division head or city/metro-township Emergency Manager may request SLCo ECC assistance for a local emergency by contacting SLCo DEM during business hours or an on-call duty officer after hours. Such requests should be related to the facilitation of interdepartmental coordination for the purposes of managing an emergency or planned event. If the ECC mission is unclear or if such a response is not evident, the matter will be referred to the SLCo EM, who may request policy group input prior to authorizing the activation level be escalated.

Individuals will be notified of an escalation in levels using communication methods that are most functional and available.

SLCo DEM may also utilize the ECC in preparation for planned events in which ECC-level coordination is needed. If a department recognizes a need for ECC support during pre-event planning, a request may be submitted to the County Emergency Manager or designee. Examples of planned events may include, but are not limited to, protests and demonstrations, political events, parades, and holiday events.

4.4.2 ECC Levels of Operation

Emergencies or disasters that can potentially affect SLCo are divided into three levels of activation to establish emergency operations. These levels are outlined below.

SLCo DEM is constantly monitoring events within the county. Emergency Management Duty Officers are on-call at all times to monitor and follow up on situations, threats or events within the county. How severe an event is will directly affect the level of activation. Increasing or decreasing levels of activation will be directly decided by SLCo Mayor and the SLCo EM. The ECC

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activation levels provide a means for a centralized response and recovery, with operational plans and activities focused on efficiency, quality and quantity of resources. There are three levels of activation:

- **Level I:** Full-Scale Activation
- **Level II:** Partial Activation
- **Level III:** Daily Operations / Monitoring

See Table below for a concise depiction and summary of the levels of emergencies or disasters and corresponding SLCo Emergency Management ECC operational level.

Level of Emergency or Disaster	Initiating Events	Salt Lake County ECC Operational Level	Corresponding Actions
I	Widespread threats to the public safety; large-scale County, State and Federal response anticipated.	Full Activation	24/7 staffing of command, general staff, and ESF agencies as needed for event/incident coordination, determined by operational needs.
II	Incidents that overwhelm local response capability; requiring county assistance.	Limited Activation	Extended staffing with selected command, general staff and ESF agency representation as needed.
III	Monitoring and assessment of incidents. Emergency incident for which local response capabilities are likely adequate.	Emergency Management staff monitors situations 24/7	SLCO Emergency Management provides full time ECC staff, on-call ECC staff (after hours and weekends) to monitor 24/7 and, if needed, elevate activation level.

Table 4-1 Levels of Emergencies or Disasters and Corresponding Actions

4.4.2.1 Level I – Full-Scale Activation

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

4.4.2.2 Level II - Limited Activation

Level II is limited agency activation. Coordinators of primary ESFs that are affected will be notified by SLCo Emergency Management staff to report to the ECC. All

other ESFs are alerted and put on standby. All agencies involved in the response will be requested to provide a representative to the county ECC. Some ESFs may be activated to support response/recovery operations. Emergency Management staff will report to the ECC as well as the local agencies involved in the response and recovery. This level can warrant a 24-hour schedule. The ICS system is activated and all sections and branches are activated as needed.

4.4.2.3 Level III – Monitoring

Level III is typically a monitoring phase in which events are typically handled by jurisdictional response agencies. SLCO duty officers monitor and follow-up on situations, threats or events and report to the ECC as needed to assess the situation and escalate activation level when necessary.

Notification will be made to those local agencies and ESFs who would need to take action as part of their everyday responsibilities. This level typically involves observation, verification of appropriate action, and follow-up by SLCo Emergency Management staff. Most events can be resolved in a small amount of time using small amounts of resources. The day-to-day operations are typically not altered and the management structure stays the same. Emergency Management on-call duty officers apprised of the event evaluate the situation and—if conditions warrant—appropriate individuals and agencies are alerted and advised of the situation and instructed to take appropriate action as part of their everyday responsibilities. At the conclusion of the event, the duty officers verify completion of the actions taken and document the incident. Incident support planning is not necessary, although it may be necessary to provide briefings or meetings for response or mitigation efforts for the event.

4.4.2.3.1 Level III – ICS Forms

In the event of an incident progressing beyond normal day-to-day operations or elevation in the ECC activation an Incident Support Plan (ISP) should be prepared in accordance with Section 4.4.5 utilizing ICS forms and the ICS Incident Support Plan format. This ISP should be created as the transition is made from initial response to operational periods and incident support objectives are established. The initial ECC incident response activities should be documented on an ICS 201 form. For the most recent and up-to-date forms, you can refer to

<https://training.fema.gov/emiweb/is/icsresource/icsforms.htm>.

4.4.3 Emergency Support Functions

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

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These 15 categories or types of assistance constitute SLCo ESFs and will serve under a section as designated under ICS, within the ECC structure. ESFs, in coordination with SLCo Emergency Management, are the primary mechanism for providing response and recovery assistance to local governments through all disaster levels. Assistance types are grouped according to like functions. See Table 4-2 for a summary of all ESFs and the services each provides.

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

Summary of Emergency Support Functions

Annex	Scope	Responsible Division
ESF #1 – Transportation	Transportation Safety Restoration/recovery of transportation infrastructure Movement restrictions Damage and impact assessment	Greater Salt Lake Municipal Services District (GSLMSD)
ESF #2 – Communications	Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of county cyber and information technology resources Oversight of communications within the county incident management and response structures	Information Services UFA Information Technology Unified Police Department UPD Dispatch
ESF #3 – Public Works and Engineering	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services	GSLMSD-Operations GSLMSD-Engineering

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Annex	Scope	Responsible Division
ESF #4 – Firefighting	Coordination of county firefighting activities Support to wild-land, rural, and urban firefighting operations	Unified Fire Authority
ESF #5 – Emergency Management	Coordination of incident management and response efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management	SLCo Division of Emergency Management
ESF #6 – Mass Care, Emergency Assistance, Housing, Human Services	Mass care Emergency assistance Disaster housing Human services	SLCo Human Services American Red Cross
ESF #7 – Logistics Management and Resource Support	Comprehensive county incident logistics planning, management, and sustainment capability Resource support (facility space, office equipment and supplies, contracting services, nutrition assistance etc.)	SLCo Contracts & Procurement UFA Logistics
ESF #8 – Public Health and Medical Services	Public Health Food Safety and Security Medical Mental health services Mass fatality management	SLCo Salt Lake Valley Health
ESF #9 – Search and Rescue	Life-saving assistance Search and rescue operations	Unified Fire Authority Utah Task Force 1 (UTTF1)
ESF #10 – Oil and Hazardous Materials Response	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environmental short- and long-term cleanup	Unified Fire Authority
ESF #11 – Animal Services, Agriculture and Natural Resources	Animal and plant disease and pest response Safety and well-being of household pets and livestock Natural Resources	SLCO Animal Services

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Annex	Scope	Responsible Division
ESF #12 – Energy	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast	SLCO Solid Waste Management Public Utilities
ESF #13 – Public Safety – Law Enforcement and Security	Facility and resource security Security planning and technical resource assistance Public safety – Law Enforcement and security support Support to access, traffic, and crowd control	Unified Police Department
ESF #14 – Long-Term Community Recovery	Social and economic community impact assessment Long-term community recovery assistance to local governments, and the private sector Analysis and review of mitigation program implementation Historic properties protection and restoration Cultural Resources	Planning & Development Services Community Resources & Development Economic Development
ESF #15 – External Affairs	Emergency public information and protective action guidance Media and community relations	SLCo Division of Emergency Management

Table 4-2 Summary of Emergency Support Functions

4.4.4 ECC Coordination

SLCo DEM is responsible for emergency operations and coordination before, during and after an event. Resource management and policy coordination take place in the ECC.

SLCo’s response to, and recovery from, an emergency and/or pending disaster is carried out through the Salt Lake County Emergency Management Organization. (See Image 4-3)

ESFs are grouped by the types of assistance provided. Each ESF is led by a primary agency or agencies and is supported by other county agencies and volunteer organizations.

Section 4 CONCEPT OF OPERATIONS

Emergency Support Functions in Salt Lake County Emergency Management

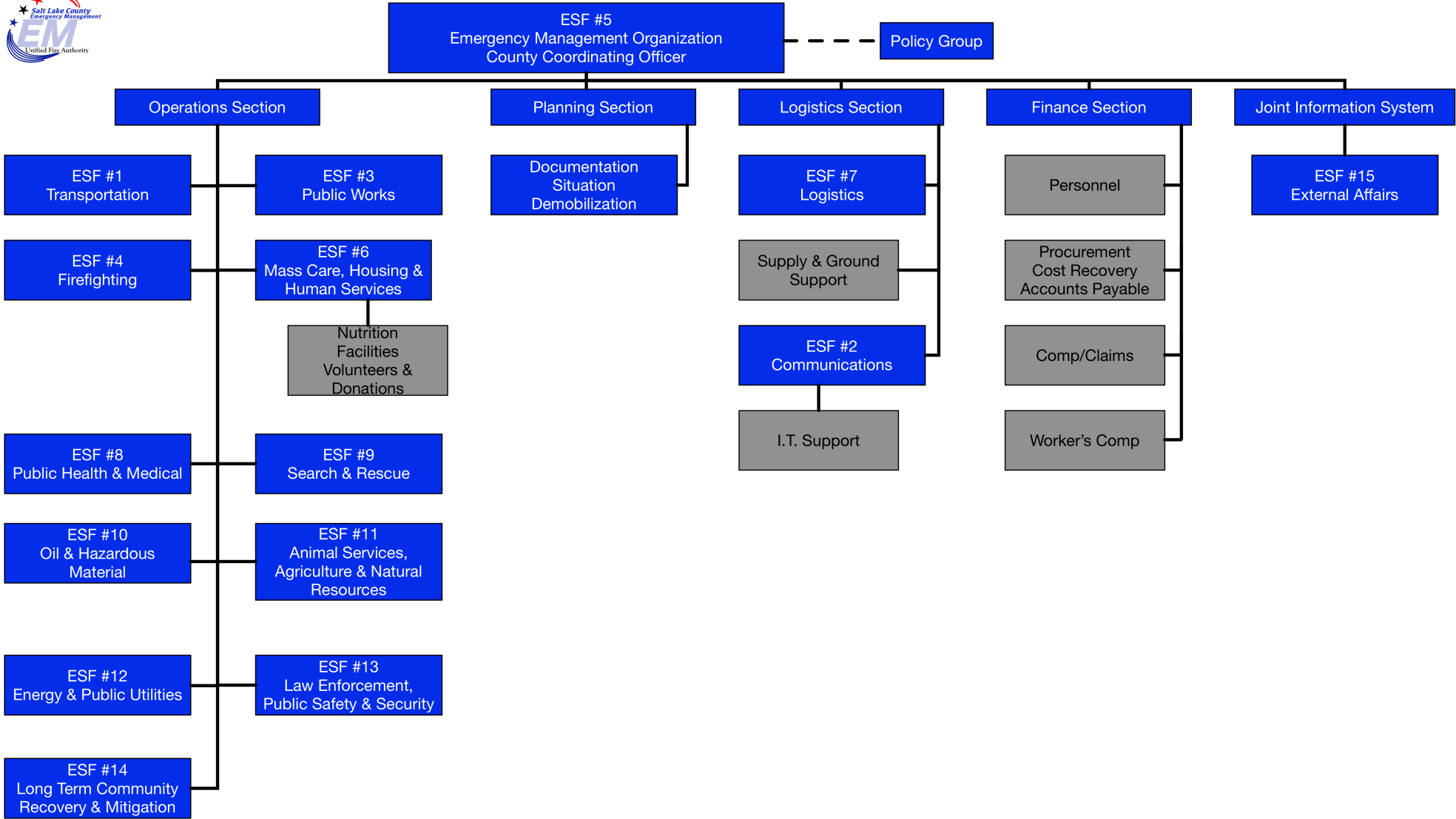


Image 4-3- Salt Lake County Emergency Management Organization

The principles of this plan conform to the National Incident Management System (NIMS), which provides a core set of common concepts, principles, and terminology. The ECC will especially be needed when incidents cross-disciplinary boundaries or involve complex scenarios.

The ECC utilizes ICS to develop a structured method for identifying priorities and objectives to support an incident or event. These priorities serve as guidance for the allocation of resources and enable the ECC to coordinate requests.

The ECC utilizes ICS to manage ESF coordination.

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

4.4.5 ECC Support Planning

The planning section is responsible for developing the ISP and facilitating planning meetings. ECC support plans are developed for a specified operational period, which may range from a few hours to 24 hours. The operational period is determined by establishing an initial set of priority actions to be performed. A reasonable timeframe is then determined for the accomplishment of those actions. ECC support plans should be sufficiently detailed to guide ECC elements in implementing the priority actions but do not need to be complex.

ECC support plans provide designated ECC personnel with knowledge of the objectives to be achieved and the steps required for their achievement. ECC support plans also provide a basis for measuring achievement of objectives and overall system performance. Planning is an important management tool that involves the following:

- Identification of emergency response priorities and objectives based on situational awareness
- Documentation of established priorities and objectives as well as the associated tasks and personnel assignments

4.4.6 After Action Reports Prepared

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

4.5 Notification and Warning

SLCo response agencies are dispatched by three separate dispatch centers. The Salt Lake Valley Emergency Communications Center (VECC) is the 24/7 Unified Fire Authority Dispatch Center. VECC is responsible for after-hours notification of the Emergency Management staff, responders, and the media if conditions warrant. The Unified Police Department (UPD) operates a 24/7 dispatch center. Salt Lake City Fire/PD and the Sandy City Fire are operated by a separate 24/7 dispatch center. The County Mayor, emergency management staff, UFA fire chief officers or UPD Command-Level personnel may request notifications and warnings take place if conditions warrant. Conditions to be considered include threat to life and property and safety of the responders. VECC, the UPD, and the Salt Lake City Dispatch Center are equipped with emergency generators, computers and uninterrupted power supplies. These dispatch centers have emergency plans to rely on in a major event.

4.6 Salt Lake County ECC ConOps

SLCo EM also outlines in more detail the concept of operations for the SLCo ECC. For further information and reference, refer to the Unified Fire Authority/Salt Lake County Emergency Coordination Center (ECC) Concept of Operations (2015).

Section 5 ORGANIZATION AND RESPONSIBILITIES

Local and county agencies and response partners may have various roles and responsibilities throughout the duration of an emergency. Therefore, it is particularly important that the local command structure established to support response and recovery efforts maintain significant flexibility in order to expand and contract as the situation changes. Typical duties and roles may also vary depending on the severity of impacts, size of the incident(s), and availability of local resources.

Each agency and department is responsible for ensuring that critical staff are identified and trained at levels that enable effective Implementation of existing response plans, procedures and policies. Agencies and organizations tasked by this plan with specific emergency management responsibilities should complete the following:

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

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

5.1 County

Mayor's Office /County Council

The SLCo Mayor as the jurisdiction's chief executive officer is responsible for ensuring the public safety and welfare of the people of that jurisdiction. The SLCo Mayor does this by enforcing policies established by the County Council and by assigning work in the executive branch including Public Works, Human Services, and Community and Support Services as well as exercising power of veto.

Additionally, the SLCo Mayor provides strategic guidance and resources during preparedness, response, and recovery efforts. Emergency management, including preparation and training for effective response, is a core obligation of local leaders.

Chief elected and/or appointed officials (the SLCo Mayor and County Council) must have a clear understanding of their roles and responsibilities for successful emergency management and response. At times, these roles may require providing direction and guidance to constituents during an incident, but their day-to-day activities do not focus on emergency management and response. On an ongoing basis, elected and appointed officials may be called upon to help shape or modify laws, policies, and budgets to aid preparedness efforts and to improve emergency management and response capabilities.

5.2 State

The State of Utah has laws mandating establishment of a State Emergency Management Agency—the Utah Division of Emergency Management (Utah DEM)—and the emergency plans coordinated by that agency. The Director of Utah DEM ensures that the state is prepared to deal with large-scale emergencies and is responsible for coordinating the state response in any incident.

This includes supporting local governments as needed or requested and coordinating assistance with other states and/or the Federal Government.

5.3 Federal

When an incident occurs that exceeds or is anticipated to exceed local or state resources the Federal Government uses the National Response Framework (NRF) to involve all necessary department and agency capabilities, organize the Federal response, and ensure coordination with response partners.

5.4 Delegation of Authority/Scope of Work

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

Section 6 – DIRECTION, CONTROL & COORDINATION

The emergency response forces of the community (EMS, fire, law enforcement, public works, public health) are the primary forces of the county in response to community emergencies and disasters. When the local emergency response forces are unable to meet the immediate demands of the event or require ECC functions, the ECC will be activated to the appropriate level.

S�Co Emergency Management coordinates resources to support response to major events when required. The County Emergency Manager, in collaboration with the County Mayor, will focus on a declaration of a local state of emergency when county resources are inadequate. If the emergency exceeds locally available resources of the emergency response forces, SŁCo will request mutual aid under the statewide mutual aid agreement. The County Emergency Manager may also request state assistance from Utah DEM, which is the state agency charged with coordinating the State of Utah’s response to disasters.

Coordination of the EOP components will be as follows:

1. This promulgated EOP is effective immediately upon approval and implementation.
2. All departments, agencies and organizations involved in the implementation of this EOP will be organized, equipped and trained to perform all designated responsibilities contained in this plan and it is implementing instructions for preparedness, response and recovery activities.
3. All organizations are responsible for the development and maintenance of their own internal operating and notification procedures.
4. All responding organizations are responsible for filling any important vacancies; recalling personnel from leave, if appropriate; and alerting those who are absent due to other duties or assignments.
5. Unless directed otherwise, existing organization/agency communications systems and frequencies will be employed.
6. Unless directed otherwise, the release of information to the public or media will be handled through the county's Joint Information System (JIS), using the concepts outlined in Emergency Support Function (ESF) #15 - External Affairs.
7. Personnel designated to the ECC will make prior arrangements to ensure that their families are provided for in the event of an emergency to ensure a prompt, worry-free response and subsequent duty.
8. At the ECC, organizational and agency representatives will:
 - i. Report to ECC check-in immediately upon arrival for an update on the situation and to confirm table/telephone assignments.
 - ii. Provide name, agency and contact information on ICS 211 for placement on ECC staffing chart.
 - iii. Ensure adequate 24/7 staffing for long-term ECC activations.
 - iv. Ensure that their departments/agencies are kept constantly informed of the situation, including

DIRECTION, CONTROL, & COORDINATION

major developments, decisions and requirements.

- v. Maintain coordination with other appropriate organizations/agencies.
 - vi. Thoroughly brief incoming relief personnel and inform the ECC appropriate section chief of the changeover prior to departing. The briefing will include, at a minimum, information on what has happened, problems encountered, actions pending, and the location and phone number of the person being relieved.
9. The safety of both the affected population and response or recovery personnel will be a high priority throughout an emergency. All actions contemplated will consider safety prior to any implementing decision, and safety will be constantly monitored during the operation itself.

6.1 Rapid Damage Assessment

A rapid damage assessment (RDA) is a rapid assessment that takes place within hours after an incident and focuses on lifesaving needs, imminent hazards, and critical lifelines. This is also referred to as a 'window assessment' and will be gathered by any and all means available. It may be done by tasking volunteers; utilizing the Community Emergency Response Team (CERT) program; or through other programs and best practices. Initial RDA's will focus on high-hazard areas, (i.e. hospitals, schools, churches, etc.) and those RDA's will be provided to SLCo EM through the call center at the JIC or by messenger.

6.2 Preliminary Damage Assessment

A preliminary damage assessment is conducted within the framework of a declaration process and identifies and affixes a dollar amount to damages. The preliminary damage assessment assists the County's Mayor and Council in determining resources available and additional needs that may be required. Damage assessments are to be conducted in cities affected by the disaster and relayed to the ECC through the call center located within the JIC. Cities working with SLCo Emergency Management assemble assessments in the ECC environment.

A preliminary damage assessment team may be composed of personnel from FEMA, the state emergency management agency, county and local officials, and the U.S. Small Business Administration (SBA). The team's work begins with reviewing the types of damage or emergency costs incurred by the units of government, and the impact to critical facilities, such as public utilities, hospitals, schools and fire and police departments. They will also look at the effect on individuals and businesses, including the amount of damage and the number of people displaced as well as the threat to health and safety caused by the event. Additional data from the American Red Cross (ARC) or other local voluntary agencies may also be reviewed. During the assessment, the team will collect estimates of the expenses and damages compiled by the ECC GIS personnel and given to the CCO.

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

6.3 Response Procedures

SLCo EM will monitor impending emergencies and actual occurrences. If the activation level indicates, the SLCo Emergency Management staff will notify any key response organizations. When events are such that normal response procedures and/or local resources are inadequate, SLCo Emergency Manager will direct the operations of the ECC and activate the appropriate response personnel in order to support the incidents.

For those situations where response is beyond the capability of SLCo due to the severity or the need for special equipment or resources, SLCo will declare a State of Emergency and request assistance from the state through State DEM. For such, the Governor of Utah may declare a state of emergency activating state assistance (pursuant to the State of Utah EOP, SLCo ordinance, state and federal law).

Further, where response is beyond the capability of the state and county, the governor will request assistance from the federal government.

Title 53, Chapter 2a, Part 2, Section 208 of the Utah Code (Disaster Response and Recovery Act), authorizes SLCo to declare a state of emergency within its boundaries. All executive proclamations or resolutions shall indicate the nature of the emergency, the area or areas (including countywide) threatened or involved, and the conditions creating the threat or emergency. The contents of such proclamations or resolutions shall be promptly disseminated to the public and filed with the Salt Lake County Clerk. Copies shall be maintained in the SLCo Emergency Management office and the Salt Lake County Attorney's office.

The ECC serves as the central location for coordination of resources and information sharing activities. When the ECC is fully activated, it will be staffed by the SLCo Emergency Management staff and personnel from each of the ESF's that are activated. Each ESF will designate a lead who coordinates that ESF's operations. These individuals will report to the SLCo Emergency Manager/County Coordinating Officer or designee.

Emergency response actions undertaken on-scene may be coordinated at the site or at the Salt Lake County ECC, depending on the severity of the impending or actual situation. The decision to escalate the level of activation will be made by SLCo Emergency Manager or designee in conjunction with field command staff.

The priorities of response will focus on life safety; then basic survival issues (water, food, basic medical care, shelter); restoration of the county's vital infrastructures (water/waste systems, electric, phones, roads); clean up and emergency repairs; and then recovery.

When displaced citizens within Salt Lake County require shelter facilities, ESF #6 will be notified to coordinate sheltering operations. The JIC will organize notifications to the public, the business community, and other parties of developments and activities via all available communication systems. Local resources will be utilized fully before requesting mutual aid or state/federal assistance.

If county resources are overwhelmed and become inadequate to cope with an emergency, the county will request mutual aid or state assistance. SLCo is a participant in the Statewide Mutual Aid Act. All requests for mutual aid and State/Federal assistance will be coordinated by the SLCo ECC and forwarded to the State EOC. The State Region 2 Liaison will assist the county with

appropriate procedures to accomplish these efforts. The Emergency Management Assistance Compact (EMAC) may also be utilized with the direction of the state.

6.4 Response Recovery

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

The county ECC will conduct a preliminary damage assessment of the community immediately after a disaster occurs. This assessment shall identify resources required to respond and recover from the disaster. This will form the basis for the request of state and federal assistance. This information will be collected from various sources, including local emergency management, volunteers, first responders and others.

ESF agencies shall report to the county ECC as their first priority. They will prioritize their needs as quickly as possible accordingly:

1. Life Safety
2. Property Preservation Environmental Preservation

The ECC will compile damage assessment information to determine the fiscal impact and dollar loss associated with a disaster. Damage assessment information is needed to secure a presidential disaster declaration (not normally required before federal assistance is requested in a catastrophic disaster).

Emergency public information and rumor control is coordinated by Emergency Support Function #15 – External Affairs. The SLCo JIC in conjunction with the SLCo Emergency Manager monitors events and will staff according to the established level of activation.

Under a county-declared state of emergency, the county JIC will release all emergency public information. Other public information officers from the municipalities and volunteer organizations will coordinate their efforts through the county JIC or within the boundaries of the Joint Information System (JIS) and the ESF #15 EOP Annex.

Mutual aid agreements will be used for support from other local governments. Mutual aid requests will be coordinated with the state EOC to ensure coordination with other impacted counties.

In a major or catastrophic disaster, the county may be divided into operational divisions with a division commander for each division. The division commander will be responsible for coordination. Refer to the Salt Lake County Staging Area Reference Guide (2016).

When the emergency has diminished to the point where the normal day-to-day resources and organization of the local governments can cope with the situation, the Salt Lake County Mayor terminates the state of emergency. The SLCo ECC may continue to function in support of limited emergencies and the recovery process.

The SLCo Mayor may determine—after consulting with local government officials that the recovery appears to be beyond the combined resources of both the county and local governments—that state assistance may be needed. The mayor must certify that the severity and magnitude of the disaster exceed county and local capabilities; certify that state assistance is necessary to supplement the efforts and available resources of the county and local governments, disaster relief organizations, and compensation by insurance for disaster related

losses; confirm implementation of the county's EOP; and certify adherence to cost-sharing requirements.

If the county receives a presidential disaster declaration, a recovery team will be implemented to address long-term issues in recovery. These will be coordinated through ESF #14 – Recovery—and the Recovery Support Functions outlined in the Salt Lake County Recovery Plan.

6.5 Requesting State and Federal Resources

Requests for assistance will be forwarded to Utah DEM from the SLCo Coordinating Officer or designee when local resources are exhausted or local capabilities are unable to meet the need. DEM can orchestrate and bring to bear outside resources and materials to meet the situation. The State of Utah is able to implement EMAC or to contact the federal government for assistance if it is unable to fill the request.

6.6 Continuity of Government

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

Section 7 – DISASTER INTELLIGENCE

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

ESF #5 – Emergency Management is responsible for establishing procedures for coordination of overall information and planning activities in the ECC. The ECC supports local emergency response and recovery operations, provides a nerve center for collection and dissemination of information to emergency management agencies in order to qualify for state and federal assistance. It also gauges required commitment of resources, and supports other emergency response organizations in their assigned roles.

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

- Information Elements
- Specific Requirements
- Collection Methods
- Responsible Elements
- Deliverables Required
- When Deliverables are Needed
- Where the Deliverables are to be Distributed to

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

SLCo Emergency Management staff monitors events 24/7, which provides immediate information management. The county will coordinate preliminary damage assessment following any event where disaster intelligence is needed. This assessment involves teamwork and requires personnel who are in place and know their responsibilities. This assessment will be

Section 7

DISASTER INTELLIGENCE

organized using the call-down resources of the JIC or through the coordination of SLCo Emergency Management.

Assessment is accomplished in three phases:

1. Rapid assessment, which takes place within hours and focuses on life-saving needs, hazards, and critical lifelines.
2. Preliminary damage assessment, reviewed by SLCo Geographical Information System (GIS), SLCo DEM GIS and the County Surveyor, which affixes a dollar amount to damage.
3. Combined verification, which includes a detailed inspection of damage to individual sites by specialized personnel made up of teams of structure specialists and/or building inspectors.

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

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

Development of preliminary assessment forms will assist pre-identified personnel as they collect intelligence. These checklists will ensure uniformity for information gathered, disseminated and collected. Some forms that may be utilized as-is or used as a template are the [FEMA 90-80 Preliminary Damage Assessment Summary](#) and the [FEMA 90-81 Preliminary Damage Assessment Site Estimate](#).

Section 8 – COMMUNICATIONS

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

Emergency communications consists of three primary elements:

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

8.1 Common Operating Picture

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

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

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

Critical aspects of local incident management are as follows:

- Effective communications
- Information management
- Information and intelligence sharing

A common operating picture (COP) and systems interoperability provide the information necessary to complete the following:

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

The SLCo ECC uses a combination of networks to disseminate critical information that

constitutes a common operating picture, including the following:

- Indications and warnings
- Incident notifications
- Public communications

Notifications are made to the appropriate jurisdictional levels and to private sector and nongovernmental organizations through the various best practices defined in emergency operations and COOP at all levels of government.

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

Internal Communications:

- Landline
- Cellular phone
- Satellite phone
- Message/Bulletin Boards
- Texting
- Paging/notification
- 800 MHZ
- Internet/WebEOC
- Couriers/Runners
- Amateur Radio Emergency Service (ARES)/Auxiliary Communications Service (AuxCom)

External Communications:

- Landline
- Fax
- Cellular phone
- Satellite phone
- Couriers/Runners
- Text
- 800 MHZ
- Internet/WebEOC
- Joint Information System/Joint Information Center
- Emergency Alert System
- 9-1-1 Emergency Notification System
- Amateur Radio Emergency Service (ARES)/Auxiliary Communications Service (AuxCom)
- Press Releases
- News Media

- Social Media

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

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

Prior to an incident—primarily during planning, training and exercise—entities responsible for taking appropriate pre-incident actions use communications and information management processes and systems to inform and guide various critical activities.

These actions may include the following:

- Mobilization or pre-deployment of resources
- Strategic planning by:
 - Preparedness organizations
 - Multiagency coordination entities
 - Agency executives
 - Jurisdictional authorities
 - Gathering of relevant intelligence and information
 - ECC personnel

Section 9 ADMINISTRATION, FINANCE, AND LOGISTICS

9.1 Administration Information

- The ECC monitors continuously 24/7 and is administered by SLCo Emergency Management. Day-to-day operations are under the direction the County Coordinating Officer.
- The operational readiness of the ECC is the responsibility of SLCo Emergency Management.
- Narratives and operational journals of response actions will be kept—to include electronic entries within WebEOC or any other tool/technology currently utilized by SLCo EM.
- All written records, reports, and other documents will follow the principles of the National Incident Management System (NIMS).
- Agreements and understandings must be entered into by duly authorized officials and should be formalized in writing whenever possible prior to emergencies.
- Organizations tasked with responsibilities in the implementation of this plan are responsible for providing their own administrative and logistical needs and for the preparation and maintenance of a resource list for use in carrying out their emergency responsibilities.

9.1.1 Records Preservation and Restoration

All affected governments in SLCo must ensure protection of their records so normal operations can continue after the emergency. Such records may also be vital to the rapid recovery from the effects of an emergency, with the maintenance of plans for the safety, recovery and restoration of the county's data and telecommunication systems during a disaster. These plans and policies are outlined in each entities' COOP.

9.1.2 Reports and Records

9.1.2.1 General:

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

9.1.2.2 Reporting guidelines:

Salt Lake County will submit consolidated reports to Utah DEM to include information from local municipalities within Salt Lake County. Local governments will submit situation reports, requests for assistance, and damage assessment

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reports to SLCo Emergency Management by the most practical means and in a timely manner. Municipal and county governments will use pre-established bookkeeping and accounting methods to track and maintain records of expenditures and obligations. Narrative and written log-type records of response actions will be kept by the municipal emergency management agency. The logs and records from these municipal agencies will form the basis for status reports to the county and state. FEMA Project Worksheets and standard tracking may also be utilized when and where applicable.

9.1.2.3 Preliminary Damage Assessment (PDA):

Preliminary damage assessment reports are the necessary basis for the Governor's decision to declare a state of emergency and to request a Presidential disaster declaration. These reports determine the specific types and extent of assistance made available to the affected area.

9.1.2.4 Updates:

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

9.1.2.5 Post emergency reports:

SLCo Emergency Management will submit the appropriate post emergency reports to the:

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

The post emergency reports may also be emailed to the Utah DEM or supplied through WebEOC.

9.2 Financial Management

The SLCo EOP assigns primary and support agencies for 15 functional areas of disaster response. Each agency assigned to an ESF is responsible for mobilizing existing personnel, equipment, materials, supplies and other resources under their control.

When agencies require additional resources, these requests will be referred to ESF #7 – Logistics Management and Resource Support in the county ECC. ESF #7 is tasked with identifying the most appropriate and economical method of meeting the resource request. There are five basic methods of meeting a resource request as follows:

1. Local forces are those resources under direct control of the SLCo ECC. They can be assigned based on priorities established by the ECC organizational response agencies.
2. Mutual aid can be requested by the SLCo ECC to augment local forces during a locally declared state of local emergency. SLCo is a signature party of the Utah Mutual Aid

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Agreement for Catastrophic Disaster Response and Recovery. All requests for mutual aid must follow the procedures established by the State of Utah DEM under this agreement.

3. Salt Lake County Division of Contracts and Procurement utilizes best practices and current FEMA standards for meeting temporary disaster demands. SLCo Division of Contracts and Procurements can issue contracts to meet resource requirements.
4. State and Federal agencies' responses may be required when either mutual aid or contracting can meet the resource request. It is anticipated that this response would occur early in the disaster for short time periods. This may occur until the time that resources are overwhelmed or until certain declarations are implemented and in place.
5. All ESF procurements and expenditures will be documented. All receipts and invoices with explanations and justifications will be maintained by either the finance section, or the SLCo Mayor's Finance. The SLCo Mayor's Finance will ensure all documentation is complete, recorded on the appropriate forms and proper in all respects. If the disaster was Federally declared, the Mayor's Finance will submit for reimbursement. If the disaster was not declared, the documentation will serve as a recorded history of activity with expenditures and maintained by the SLCo Mayor's Finance with a backup provided to the SLCo Auditor.

9.2.1 Accounting

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

9.2.2 Fiscal Agreements

A clear statement of agreement between all major agencies responding to an emergency concerning payment or reimbursement for personnel services rendered, equipment costs and expenditures of materials used in response to an emergency is crucial for accurate cost accounting. These agreements will be maintained by the ESF #7 when they are entered into during an event or disaster. When they are entered into prior to an event or incident, a copy should be provided to ESF #7 and approved as to form through the SLCo District Attorney's Office and maintained with the record-keeping requirements in place within Salt Lake County.

9.3 Logistics

- SLCo Emergency Management maintains current resource information on supplies, equipment, facilities and skilled personnel available for emergency response and recovery operations.
- ESF #7 – Logistics Management and Resource Support provides logistical and resource support including locating, procuring, and issuing resources (such as food, water, ice, supplies, office space, office equipment, fuel and communications contracting services, personnel, heavy equipment and transportation) to local entities involved in the delivery of emergency response and recovery efforts. This typically happens when a request is made

ADMINISTRATION, FINANCE, & LOGISTICS

to the SLCo ECC following normal request procedures.

- The Mayor or designee has the authority to appropriate services and equipment from citizens as necessary in response to a disaster ([Utah Code 63K-4-402](#) and [SLCo Ordinance 2.86.050](#)).
- Detailed information on logistical assets may be found in the resource and logistics annex maintained within SLCo WebEOC.
- Unless covered in an automatic/mutual aid agreement and/or a memorandum of understanding, emergency resources may not be sent outside SLCo unless the Mayor, the SLCo Emergency Management director or other authorized designated representative grants approval.

Section 10 – PLAN MAINTENANCE

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

This EOP will be reviewed annually and updated (at a minimum) on a five-year cycle, based on deficiencies identified in simulated or actual use or due to organizational or technological changes. SLCo Emergency Management shall record all changes.

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

10.1 EOP Maintenance

The EOP will be reviewed and maintained by SLCo DEM, which provides a strategy to ensure that the entire EOP is reviewed, and provides a recommended timeframe for updating the basic plan and emergency support functions (ESF), functional, and incident Annexes. The entire plan is to be revisited annually.

10.1.1 EOP Multiyear Strategy

The EOP Multiyear Strategy includes the objectives and key strategies for developing and maintaining the EOP including the support for short- and long-term initiatives. The objectives, key strategies and short and long-term initiatives are summarized in Table 1.

EOP Multiyear Strategy

Objectives	Key Strategies
<ul style="list-style-type: none"> ▪ Ensure Salt Lake County is prepared for any emergency or disaster. ▪ Reduce loss of life and minimize damage and losses. ▪ Protect essential facilities, equipment, records and other assets. ▪ Reduce or mitigate disruptions to operations. ▪ Achieve timely and orderly recovery from an emergency and resumption of full services. 	<ul style="list-style-type: none"> ▪ Develop a clear understanding of Salt Lake County Emergency Management’s current emergency preparedness capabilities. ▪ Develop initial EOP capabilities outside current Salt Lake County Emergency Management locations

Initiatives	Critical Success Factors	
Short Term	<ul style="list-style-type: none"> ▪ Establish an effective ability to execute the EOP. ▪ Continue to work EOP ESF primary and support agencies 	
Long Term	<ul style="list-style-type: none"> ▪ Conduct training and exercises to reinforce knowledge of the EOP ▪ Perform regular reviews of plans and assessments. ▪ Ensure compliance with the National Incident Management System and the Incident Command System ▪ Standard operating procedures for ESF, incident, and functional annexes 	<ul style="list-style-type: none"> ▪ Conduct training and exercises. ▪ Coordinate plans and procedures with local, state and federal agencies.

Table 10-1 EOP Multiyear Strategy

Section 11 AUTHORITIES & REFERENCES

11.1 Authorities

Under the provisions of the National Strategy for Homeland Security, the Homeland Security Act of 2002, and Homeland Security Presidential Directive-5 ([HSPD-5](#)), the Secretary of Homeland Security is the principal federal official for domestic incident management.

11.1.1 Federal Authorities

Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288), as amended, [42 U.S.C. 5121-5207](#).

Title III, of the [Superfund Amendments and Reauthorization Act of 1986](#), (SARA), (PL 100- 700). [Title 44](#), Code of Federal Regulations (CFR), Emergency Management and Assistance, October 1, 2008.

[National Response Framework](#).

11.1.2 State of Utah

Utah Code Annotated (U.C.A.) [Section 53-2a](#), “Emergency Management Act”.

State of Utah, [Emergency Operations Plan](#).

11.1.3 Salt Lake County

Salt Lake County Code, [Chapter 2.86](#), “Emergency Response and Recovery”.

11.2 Supporting Documents/Plans

- FEMA 501, National Incident Management System
- FEMA 501-3, NIMS Basic - Preparedness
- FEMA 501-7, NIMS Basic - Ongoing Management and Maintenance
- Comprehensive Preparedness Guide (CPG) 101
- State of Utah Emergency Operations Plan
- State of Utah Hazard Mitigation Plan
- SLCo Government COOP Plan
- SLCo Emergency Management COOP Plan
- SLCo Multi-Hazard, Multi-Jurisdiction Mitigation Plan
- SLCo Emergency Management ConOPS
- SLCo Joint Information System/Center Standard Operating Procedures
- EMAP Standards

11.3 Agreements

Salt Lake County has entered into the Statewide Mutual Aid Act, [53-2a-3](#); the Emergency Management Assistance Compact, [53-2a-4](#); and the Interstate Emergency Responder Mutual Aid Agreement, [53-2a-5](#) for Catastrophic Disaster Response and Recovery.

The Interlocal Agreement between Unified Fire Authority and Salt Lake County that was put into place at the creation of the Unified Fire Authority outlines the responsibilities, authorities and duties of Salt Lake County Emergency Management and the Unified Fire Authority.

Section 12 GLOSSARY

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

County Coordinating Officer (CCO): The CCO is assigned to coordinate county resource support activities and information sharing following a major county emergency event or disaster. The CCO is responsible for all ECC coordination of resources, programs, and ESF groups for affected jurisdictions, individual victims, and the private sector. CCO is responsible for overseeing the preparation of the ISP—which would include identifying operational periods and for filling command and general staff positions as needed.

County Mayor: Chief Executive Officer of the county.

County Council: The elected legislative body of the county.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Incident Action Plan (IAP): The IAP includes the overall incident objectives and strategies established by the Incident Commander and Planning Section Chief from the field for field operations. The Planning Section is responsible for developing and documenting the IAP. For ECC planning, refer to the Incident Support Plan (ISP).

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

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

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

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

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

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

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

Metro-Township: A municipal corporation which is a body corporate and political subdivision of the State of Utah.

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

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

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

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

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

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

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

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

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

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

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

Section 13 – ACRONYMS

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

More acronyms may be found at FEMA’s website
http://www.fema.gov/pdf/plan/prepare/faatlist03_05.pdf

Section 14 ESF ANNEX MAINTENANCE

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