



# STATE OF UTAH



## EMERGENCY OPERATIONS PLAN

**Prepared and Maintained by**

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**The Utah Department of Public Safety  
The Division of Homeland Security**



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### BASIC PLAN



#### **I. Introduction**

The State of Utah, in accordance with Utah Code 53-2,63-5 entitled Emergency Management Act of 1981, is required to prepare for, respond to, and recover from emergencies, disasters or major catastrophes with the primary objectives to save lives and protect public health and property.

Having an effective and well coordinated incident management system in place, is critical to the success of the State of Utah in preparing for, responding to and recovering from a variety of complex and emerging threats. Utah's threat environment includes not only the traditional spectrum of manmade and natural hazards – wildland and urban fires, floods, oil spills, hazardous material releases, pandemics, drought and disruptions to energy and information technology infrastructure – but also the deadly and devastating terrorist arsenal of chemical, biological, radiological, nuclear, and high-yield explosive weapons.

These complex and emerging threats demand a unified and coordinated approach to incident management. The National Strategy for Homeland Security; Homeland Security Act of 2002; and Homeland Security Presidential Directive-5 (HSPD-5), directs the United States Department of Homeland Security (USDHS) to lead a coordinated national effort with other federal departments and agencies and State, local and tribal governments to establish a National Response Plan (NRP) and a National Incident Management System (NIMS).

The State of Utah recognizes these policies and utilizes NIMS as a basis for the Incident Command System (ICS) structure. NIMS create a standard incident management system that is scalable and modular, and can be used in incidents of any size or complexity. These functional areas include command, operations, planning, logistics and finance/administration. The NIMS incorporates the principle of Unified Command (UC), ensuring further coordination for incidents involving multiple jurisdictions or agencies at any level of government.

Homeland Security Presidential Directive 8 (HSPD 8) is a companion policy to HSPD 5, and will provide guidance and standards, through the NIMS Integration Center (NIC), for preparedness activities, to include training, exercising, employee certification, credentialing and national resource typing protocols.

The State of Utah Emergency Operations Plan (EOP), using NIMS concepts and principles, addresses the consequences of any emergency, disaster or incident, up to and including catastrophic, in which there is a need for State resources in providing prevention, preparedness, response and/or recovery assistance activities. It is applicable to natural disasters such as floods, heat, and earthquakes, technological emergencies involving hazardous material

releases, and other natural or human-caused incidents, including acts of terrorism requiring State assistance, guidance and/or recovery funding.

The State Emergency Operations Plan describes the methods the state will use to mobilize resources and conduct response and recovery activities. It uses a functional approach to group the types of assistance through sixteen Emergency Support Functions (ESF) as compared with fifteen (15) that are currently identified in the NRP. Each ESF is lead by one or more primary State agencies, which have been selected based on their statutory authorities, resources and capabilities. Other agencies have been designated as support or lead support agencies for one or more ESF(s) based on their resources and capabilities to support the functional areas. Each ESF serves as the primary mechanism through which state response and recovery assistance will be provided. State assistance will be provided under the coordination of the State Coordinating Officer (SCO), currently designated as the Director of the Utah Department of Public Safety, Division of Homeland Security.

The State EOP serves as the foundation for the development of detailed state agency plans and procedures to implement response activities in a timely and efficient manner. The State EOP may also be used as a model in the development and maintenance of local, county and tribal Emergency Operations Plans.

#### **A. Purpose**

1. Establish a comprehensive, statewide, all-hazards approach to providing consistent incident management and effective, efficient coordination across a spectrum of activities including prevention, preparedness, response and recovery.
2. Describe State response to and recovery from any emergency, disaster, major catastrophe or act of terrorism.
3. Describe the organization, assign responsibilities and provide planning guidance to State agencies for disaster response/recovery.
4. Provide a fundamental document to test the States' disaster preparedness capabilities and the effectiveness of this plan.
5. Describe State/federal/private programs for individual and public disaster assistance.

#### **B. Scope**

1. The State EOP establishes interagency and multi-jurisdictional mechanisms for State government involvement in, and the Division of Homeland Security coordination of, statewide and/or other multiple political subdivisions incident management operations as required or requested.
2. This includes coordinating structures and processes for incidents requiring:
  - a. State support to county, local and tribal governments as requested;
  - b. State-to-State support;
  - c. State-to federal coordination as required;

- d. The exercise of direct State authorities and responsibilities, as appropriate under law; and
  - e. Public and private sector incident management integration or coordination.
- 3. This plan distinguishes between emergencies, disaster, major catastrophes and incidents that require the Division of Homeland Security coordination, termed Incidents of State or National Significance. The majority of incidents occurring each year are handled by responsible jurisdictions and/or agencies through other established authorities and existing plans.
- 4. In addition, the State EOP recognizes and incorporates the various jurisdictional and functional authorities of State departments, divisions and agencies; county, local and tribal governments, private-sector organizations and volunteer groups or organizations in incident management.
- 5. The State EOP also establishes the multi-agency organizational structures and processes required to implement the authorities, roles, and responsibilities of the Director, Division of Homeland Security, as the State Coordinating Officer (SCO) and Governor's Authorized Representative (GAR) for statewide incident management.

### **C. Applicability**

- 1. The State EOP applies to all State agencies which are tasked to provide response and recovery assistance. It describes State actions to be taken in providing immediate response assistance.
- 2. County government applies to any of the 29 counties within the State of Utah. Local government means any incorporated community, unincorporated community or special district located within the counties. Tribal government refers to any of the federally recognized tribal nations located within the State of Utah.
- 3. Emergency response assistance includes those actions and activities that save lives, protect public health and safety, and protect property. The identified actions and activities in this plan, carried out under the ESF concept, are based on existing State and federal statutory authorities or specific functional mission assignments made under the provisions of HSPD-5; the NRP and NIMS, Utah Code, and as identified in the ESF Annexes and Appendices, Support Annexes and Incident Annexes to this plan.
- 4. This State EOP addresses State/federal recovery assistance programs as defined by the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act) 93 P.L. No. 288,88 Statute 143. Recovery activities may be conducted concurrently with response activities.

5. An emergency, disaster or major catastrophe may result in a situation that affects the national security of the United States or termed an Incident of National Significance. For those instances, appropriate U.S. Department of Homeland Security authorities and procedures will be utilized to address national security and response requirements.
6. Any act or suspected act of terrorism utilizing Weapons of Mass Destruction (WMD) will require coordination with federal Homeland Security agencies and the Federal Bureau of Investigation (FBI).

#### D. Organization

The State Emergency Operations Plan consists of the following:

1. **The Basic Plan** provides an overview of the purpose, scope, applicability, situation and concept of operations of generic State response activities.
2. Similar to the NRP, the State EOP applies a functional approach that groups the capabilities of State of Utah departments and agencies, the American Red Cross, faith based organizations, the Salvation Army, volunteer organizations, etc. into **Functional Annexes** to the Basic Plan. These are identified as Emergency Support Functions (ESF) and each ESF describes the policies, situation, planning assumptions, concept of operations and responsibilities for the identified Primary and Support response organizations. The State response to a request for emergency assistance generally involves only a partial activation of the identified ESFs as necessary. Consistent with the model provided in the NIMS, the State EOP can be partially or fully implemented in the context of a threat, anticipation of a significant event, or the response to a specific event.
3. The Recovery Annex identifies State, county or local government, as well as voluntary and private organizations, involved in performing disaster recovery operation activities and describes their respective roles and responsibilities. This annex also describes procedures, roles and responsibilities in coordinating public and private, as well as federal aid activities and programs during and after a federally declared disaster in the State.
4. **The Appendices to the Functional Annexes/ESFs** describe supplemental and/or complementary response activities associated with the mission(s) of the parent ESF.
5. **The Support Annexes** to the Basic Plan describe the functional areas of Financial Management, Logistics Management, Donations Management, Occupational Safety & Health, Emergency Public Information, Community Relations Support and Government Relations in support of a state or federally declared disaster.

6. **Incident Annexes** address specific types of incidents, including acts of Terrorism, Drought, Pandemic Influenza and Mass Prophylaxis, Foreign Animal Disease and Catastrophic Incidents.
7. **General Information** includes acronyms, definitions, authorities and references.
8. The State EOP indicates “Who” will accomplish “Which” tasks, duties and responsibilities. **Implementing Instructions or Standard Operating Procedures (SOP’s)** must be developed by each State Primary and Support department or agency for each ESF. The Standard Operating Procedures or Implementing Instructions indicate “How” a department or agency will accomplish the tasks, duties and responsibilities they have accepted or been assigned in the State EOP.

## II. Policies

### A. Authorities

1. State:
  - a. Emergency Management Act of 1981, Utah Code 53-2, 63-5
  - b. Disaster Response Recovery Act, 63-5A
  - c. External DES Policy # 16 (Common Emergency Operations Plan Terminology)
  - d. External DES Policy # 17 (“State of Emergency”, “Emergency”, or “Major Disaster” requests for assistance.
2. Federal:
  - a. Emergency Interim Succession Act, 63-5B Title 44, CFR, Federal Emergency Management Agency Regulations, as amended.
  - b. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, amendments to Public Law 93-288, as amended.
  - c. Title 44, CFR, Federal Emergency Management Agency Regulations, as amended.
  - d. Homeland Security Presidential Directive 5 (HSPD-5) Disaster Response Recovery Act, 63-5A.

**B. Assignments**

This plan provides standing mission assignments to designated state agencies with Primary and Support responsibilities. State agencies designated as Primary agencies serve under the State Coordinating Officer (SCO) in accomplishing the ESF missions. Upon activation of an ESF, a Primary agency is authorized, in coordination with the SCO, to initiate and continue actions to carry out the ESF missions. This may include tasking of designated Support agencies to carry out assigned ESF missions.

**C. Response Requirements**

State assistance provided, supplements county or local government response efforts upon request. ESF Primary Agencies will coordinate with the SCO and the affected county or local government to identify specific response requirements and will provide State response assistance based on identified priorities.

**D. Resource Coordination**

1. Each ESF Primary Agency will provide resources using its authorities and capabilities, in coordination with other Support agencies. ESF agencies will allocate available resources based on identified priorities as requested and as available. If resources are not available within county or local government, the ESF Primary Agency will seek to provide them from another Primary or Support agency. If the resource is unavailable from an ESF Primary Agency, the requirement will be forwarded to the State Emergency Operations Center (EOC) Logistics Section for further action.
2. If a conflict of priorities develops as a result of more than one agency needing the same resource, the affected agencies will work directly with the SCO toward achieving resolution. If the SCO cannot resolve the conflict, the matter will be referred to the Governor's Emergency Response Team (Cabinet Council) for final resolution. The State EOC will serve as a central information source regarding availability of resources.

**E. Recovery Operations**

The SCO is responsible for coordinating recovery activities. Recovery operations will be initiated based on the availability of resources that do not conflict with response operations.

**F. Operating Facilities**

Several support facilities have been identified to facilitate the movement and utilization of personnel and resources within the State.

1. Single support facilities, (e.g., casualty collection points), are used primarily to support the operations of a single ESF.

2. Multiple support facilities used to support the operations of several ESFs and may include the following:
  - a. **State EOC** is maintained and operated by the Division of Homeland Security to coordinate State response. The State EOC is staffed with Division of Homeland Security personnel and representatives from the activated ESF(s) Primary Agencies. It serves as the initial point-of-contact for affected county and local governments, State response agencies, the national Joint Field Office (JFO) and other federal responding agencies. In the event the State EOC becomes inoperable or uninhabitable, the alternate State EOC may be established at Camp Williams.
  - b. **Point of Departure** is a designated location (normally as State EOC or ESF Primary Agency operating location) outside a disaster-affected area from which response personnel and resources will deploy in responding to a disaster.
  - c. **Point of Arrival** is the designated location (usually an airport), near the disaster area where incoming staff, supplies and equipment are to be directed. Upon arrival, personnel and resources are dispatched to the Joint Field Office, a Mobilization Center, Staging Area, or directly to a disaster site. The following airports/military installations located within the State can handle large cargo and passenger type aircraft. One or more of these sites will normally be designated as the Point of Arrival. Numerous smaller airfields that handle the smaller cargo and passenger type aircraft are located throughout the State and could be designated as Assembly Points or Base Camps.
    1. **Hill Air Force Base** can handle any cargo/passenger type aircraft up to and including the C-5. Numerous facilities can be made available for storage. Cargo handling equipment and personnel are readily available.
    2. **Salt Lake International Airport** can handle any cargo/passenger type aircraft, up to and including the C-5. Numerous facilities can be made available for storage. Cargo handling equipment and personnel are readily available.
    3. **Salt Lake Airport # 2** can handle cargo/passenger type aircraft up to and including the C-17. Limited storage space is available. Cargo handling equipment and personnel can be made available.
    4. **Ogden Airport** can handle cargo/passenger type aircraft up to and including the C-17. Limited storage space is available. Cargo handling equipment and personnel are not available.
    5. **Saint George Airport, Cedar City Airport and the Logan City Airport** can handle cargo/passenger type aircraft up to and including the C-17. Limited storage space is available. Cargo handling equipment and personnel are not available.

- d. **Arrival Point** is the designated location near the emergency, disaster or major catastrophe area where incoming personnel register, receive orientation regarding the situation and are assigned to a specific duty station. The Arrival Point could be located at the Point of Arrival or the Joint Field Office.
- e. **Mobilization Center** is the designated location at which response personnel and resources are received from the Point of Arrival and pre-positioned for deployment to a local staging area or directly to an incident site. The Mobilization Center also provides temporary support services, such as food and lodging for response personnel prior to their deployment. Mobilization Centers will normally be set up at the Point of Arrival. Responsibility for the Mobilization Center will be either State or local government, dependent upon location.
- f. **Staging Area** is the facility at the local level near the emergency/disaster site where personnel and equipment are assembled for immediate deployment to an operational site. Responsibility for designation and operation of the Staging Area belongs to county or local government.
- g. **Base Camp** is a designated location under State or local control within the disaster area. It is equipped and staffed to provide sleeping facilities, food, water and sanitary services to response personnel. Under most circumstances county or local government will organize and provide the Base Camp.
- h. **Joint Field Office (JFO)** is the primary location for the coordination of State/federal response and recovery operations. It houses the Federal Coordinating Officer (FCO) and staff comprising the Emergency Response Team (ERT). It will operate with a schedule sufficient to sustain the State and federal operations. Except where facilities do not permit, the FCO will be co-located with the State Coordinating Officer (SCO) at the JFO. The JFO will normally be a leased/rented facility within reasonable proximity to the Division of Homeland Security, if possible. Normally, the Emergency Response Team - Advanced (ERT-A) will assume the responsibility for procurement and equipping the JFO.

#### G. Multi-County Response

One or more emergencies, disasters or major catastrophes may affect a number of counties and local jurisdictions concurrently. In those instances, State government will conduct

multi-county response operations for each declared county. A Division of Homeland Security Liaison Officer will be appointed to coordinate the specific requirements for response and recovery within that county. Under multiple county declarations, ESF agencies will be required to coordinate the provision of resources to support the operations of all of the declared counties.

#### H. **Donations**

1. State government encourages financial contributions to private nonprofit voluntary organizations involved in disaster relief, rather than the specific donation of clothing, food and other goods. Should goods or services be offered, the State will coordinate the transportation and distribution of only those donations it accepts for use. To facilitate this policy, the State will issue appropriate press releases in conjunction with Utah Voluntary Organizations Active in Disaster (UVOAD) to establish a central phone number (or tie in with the FEMA toll-free number established for this purpose) for handling donations inquiries and set up a database for recording offers of goods and volunteers.
2. A State Donations Liaison has been designated by the Director of the Division of Homeland Security to work with UVOAD and the Emergency Support Function Primary Agency(s) in managing donations. The Division of Homeland Security and UVOAD will ensure that a database is made available to the ESFs to identify needed goods and services or to respond to offers of goods and services. Should an ESF Primary Agency wish to take advantage of the offer of donated items/service, that ESF Primary Agency will be responsible for contacting the potential donor and arranging for the receipt, transport and distribution or acquisition of the donated items or service.
3. Further information on the donation of goods and services can be found in the ESF 14 Volunteer and Donations Management annex.

#### I. **Mutual Aid**

1. Utah Code 63-5a-9 (3), establishes the following provisions for mutual aid:
  - a. The purpose of this law is to facilitate the rendering of aid to persons or property in areas within the State stricken by an emergency, disaster or major catastrophe. Any written emergency plans or agreements, duly adopted and approved, satisfy the requirement for a mutual aid agreement.
  - b. During an emergency or disaster, if the need arises for outside aid in any county or local government, such aid may be rendered in accordance with written and approved emergency plans or mutual aid agreements.
  - c. The Governor may, on behalf of this State, enter into reciprocal aid agreements or compacts, mutual aid plans or other interstate arrangements for the protection of

life and property with other states and the federal government. Such mutual aid arrangements may include the furnishing of supplies, equipment, facilities, personnel and services.

2. Utah is signatory to the national Emergency Management Assistance Compact (EMAC) and will respond in accordance with established directives.
3. Utah supports the concept of statewide mutual aid. The program was developed to assist political subdivisions and tribes to more effectively and efficiently exchange services and resources, especially in response to an emergency, disaster or major catastrophe where emergency assistance needs to be provided from one area or region of the State to another. The Statewide Mutual Aid Program is supplemental to, and does not affect, existing day-to-day mutual aid agreements between adjacent or nearby localities.
4. Utah is signatory to the Southwestern Interstate Compact which is a mutual aid compact among the following states:
  - a. Arizona
  - b. New Mexico
  - c. Nevada
  - d. Colorado
  - e. Utah

**J. Emergency Public Information**

1. Emergency public information activities will be undertaken to ensure the coordinated, timely and accurate release of a wide range of information to the news media and to the public about emergency/disaster related activities. These activities will be carried out from the State EOC or from the Joint Information Center (JIC). They will be staffed with federal (in the event of an Emergency or Major Disaster declaration by the President), State, local and volunteer organizations and in some instances commercial public information representatives. Information intended for the news media and the public will be coordinated prior to release with the Federal Coordinating Officer (FCO)/State Coordinating Officer (SCO), other State/federal agencies and local officials.
2. Procedures regarding emergency public information are described in the ESF 15 Public Information annex.

**K. Government Relations**

1. A government relation's liaison will be established to provide information to members of the Utah State Legislature and to respond to questions, concerns and problems raised by their constituents. These activities will be managed through the Governor's Office, which will be supported by liaison personnel from State agencies involved in the response.

2. Information to be released to members of the Utah State Legislature and constituents will be coordinated among participating State agencies and with local officials, as appropriate, prior to release.

L. **After-Action Reports**

1. Following State response to an emergency, disaster or major catastrophe, the Division of Homeland Security will coordinate the preparation of an after-action report, documenting the State response effort. Within seven workdays following the termination of a declared disaster, each State agency involved in the response effort will provide the Division of Homeland Security with an after-action report outlining that agency's involvement in the disaster.
2. The Division of Homeland Security will compile a summary After-Action Report and submit a copy of the completed Report to each of the involved agencies, outlining best practices and lessons learned.

### III. SITUATION AND ASSUMPTIONS

A. **SITUATION**

The State of Utah and its population are at risk from a variety of threats and potential emergencies, disasters, or catastrophic incidents (Note: a detailed list of identified Risks and Hazards can be found in the State of Utah Hazard Mitigation Plan). Preparedness efforts in the areas of planning, training, exercises and funding for infrastructure and equipment is ongoing. The occurrence of any of these emergencies, disasters, or catastrophic incidents may require the activation of extraordinary response and recovery activities, as detailed in this Emergency Operations Plan.

**Earthquakes.** Earthquakes are considered to be one of Utah's greatest hazards. Utah lies in a zone that is considered to be seismically active. The last major earthquake occurred on the Wasatch Fault approximately 400 years ago. The average interval between major occurrences is 350 years, and affirms the potential for a devastating earthquake resulting in personal injuries and property damage.

**Floods.** Flooding is common in various parts of Utah as a result of a rapid spring snowmelt, and violent thunderstorms.

**Severe Storms.** Severe thunderstorms with hurricane force winds and hail has caused property damage to homes and businesses. Funnel clouds have been associated with some severe storms. Heavy snowfall from winter storms are common in Utah and may cause power outages or result in the widespread loss of communications.

**Wildland Fires.** Uncontrolled wildland fires cause extensive damage to watershed and rangeland each year in Utah. Fighting these fires is a financial burden on state and county budgets.

**High Winds.** Property damage caused by high winds is not uncommon near the mouths of canyons. Wind speeds exceeding 75 mph have occurred.

**Hazardous Material Accidents.** Most hazardous material incidents result from transportation accidents. Since principle highways and rail lines pass through populated communities, potential threats to life and for property damage exist. HAZMAT incidents could require large-scale evacuations or protective sheltering in place.

**Chemical Stockpile (CSEPP).** Over forty percent of the nations chemical munitions are stored at the Deseret Chemical Depot in Tooele County. This aging stockpile of military chemical agents, currently being destroyed, presents a potential hazard for the communities surrounding the depot. Extensive local plans and procedures have been developed to mitigate this threat.

**Landslides, Debris Flows and Avalanches.** These natural phenomena are associated primarily with seismic events, but often occur due to the instability of ground, snow conditions or soil saturation. Landslides and debris flows include flow, slides or rock falls. Avalanches occur each winter due to the unstable snow pack on steep mountain slopes.

**Dam Failure.** The State of Utah has numerous dams that could present a potential threat to downstream life and property in the event of a sudden failure. A library of Emergency Action Plans for each high hazard dam are available in the State Emergency Operations Center and outline protective measures and anticipated flood inundation maps.

**Terrorism and Civil Disturbance.** The threat of terrorism in Utah is increasing. Terrorism may include Weapons of Mass Destruction, Bio-Terrorism, Agro-Terrorism or Cyber-Terrorism. State and local government, as well as public and private businesses should establish procedures to follow in the event of terrorism, or civil unrest.

**Drought.** Utah is situated in one the dryer regions of the United States. Drought conditions have reoccurred over the years. Drought is one of the State's more common disasters and is devastating to water supplies, agriculture and cause an increase in severity of forest and range fires.

**Health.** Health and medical emergencies are of great concern to the State of Utah. The safety, welfare and economic well being of the residents and visitors to Utah are greatly dependent on the State's ability to prepare for, respond to and recover from health and medical emergencies.

**Animal Disease.** Livestock production is an important part of the economy of Utah. Animal disease emergencies are a growing concern and could have extensive economic impact on the State.

## **B. Disaster Condition**

1. An emergency, disaster, major catastrophe or terrorist incident may overwhelm the capabilities of local government to provide a timely and effective response. For example, the occurrence of a catastrophic earthquake in a high-risk, high population area, will cause casualties, property loss, and a disruption of normal life support systems and impact the regional economic, physical and social infrastructures.
2. An emergency, disaster, major catastrophe or terrorist incident has the potential to cause substantial health and medical problems, with the possibility of hundreds of deaths or injuries, depending on factors such as time of occurrence, severity of impact, existing weather conditions, area demographics and the nature of local building construction. Deaths and injuries could occur from the collapse of manmade structures and collateral events, such as fires and mudslides.
3. An emergency, disaster, major catastrophe or terrorist incident may cause significant damage to the economic and physical infrastructure. An earthquake may trigger fires, floods or other events that will multiply property losses and hinder the immediate response effort. An earthquake or catastrophic dam failure may significantly damage or destroy highway, airport, railway, communications, water, waste disposal, electrical power, natural gas and petroleum transmission systems.

## **C. Planning Assumptions**

1. An unforeseen emergency, disaster or major catastrophe, such as an earthquake or terrorist incident may occur with little or no warning and produce maximum casualties and widespread damage. This plan assumes that the response capability of the affected local government will be quickly overwhelmed.
2. The large number of casualties and/or the significant damage to buildings, structures and the basic infrastructure will necessitate State and possibly federal government assistance to support local authorities in conducting lifesaving and life-

support efforts.

3. As the result of persons being injured and others being trapped in damaged or destroyed structures, the likelihood of a significant number of deaths will require the immediate response of city, county, State and federal search and rescue personnel, medical personnel, and supplies and equipment to minimize deaths and injuries.
4. State agencies may need to respond on short notice to provide effective and timely assistance to local governments. This plan designates pre-assigned missions for State agencies to expedite the provision of response assistance to save lives, alleviate suffering and protect property.

#### **IV. CONCEPT OF OPERATIONS**

##### **A. General**

1. State agencies, when directed by the Governor, will take actions to mobilize and deploy resources to assist in life, safety and property protection efforts.
2. All State agencies are mandated under this Plan to carry out assigned activities related to mitigating the effects of an emergency, disaster, or catastrophic incident and to cooperate fully with each other, the Division of Homeland Security, and other political subdivisions in providing emergency assistance.
3. Each State agency will develop and maintain current its own internal emergency operations plan, specific procedures and checklists necessary for accomplishing assigned tasks. Agency plans may delegate authority and assign responsibility to divisions, bureaus, offices, or other components of the agency. Such agency plans and checklists should be written consistently with this Plan.
4. State agencies retain administrative control of their personnel and equipment when tasked to support other State agencies or local jurisdictions.
5. State agencies will maintain detailed logs of personnel and other costs for possible reimbursement.
6. All State agencies, within their authority, will monitor and coordinate with their federal counterparts during the implementation of emergency assistance programs in Utah. As this occurs, the SEOC will be kept informed of this coordination.
7. State agencies will notify the Division of Homeland Security of any information regarding possible/pending incidents or disasters.
8. Agencies have been grouped together under the ESFs to facilitate the provision of response assistance. If State response assistance is required under this plan, it will be provided using some or all of the ESFs as necessary.
9. Each ESF has been assigned a number of missions. The designated primary

agencies are responsible for managing the activities of the ESF and ensuring that missions are accomplished. Primary agencies have the authority to execute response operations.

10. Agency missions, organizational structures, response actions and primary and support agency responsibilities are described in the ESFs.
  11. Primary agencies will coordinate directly with their functional counterpart at the local level. Requests for assistance will be channeled from city/town government through county government to the State EOC. Based on local government's identified requirements, appropriate State response assistance will be provided.
  12. Primary agencies will work with their support agencies to provide assistance. Primary agencies will use the ESF Annexes of the plan as a basis for developing Standard Operating Procedures (SOPs).
  13. Support agencies will assist the primary agencies in preparing and maintaining SOPs and will provide support for ESF operations. Each support agency will:
    - a. Designate two agency staff members responsible for coordination with the primary agency for all actions related to this plan;
    - b. Participate in the process of exercising, reviewing, maintaining and implementing this plan; and
    - c. Provide representatives to the State EOC operational locations as required.
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8. An SCO (usually the Director/Deputy Director, Division of Homeland Security) is appointed by the Governor to coordinate State activities. The SCO works with the local emergency management director to identify all response and recovery requirements. The SCO will coordinate public information, legislative liaison, community liaison, outreach, donation activities, etc. The SCO will provide data for reporting purposes.
  9. The SCO directs the State EOC response and supports field operations.
  10. Response under this plan will be based on situational needs to provide response and recovery utilizing ESFs.
  11. All disaster response organizations within the State operate under an Incident Command System (ICS) that is based on the principles of the National Incident Management System (NIMS). State agencies will be prepared to assume an appropriate role within the local government's ICS.
  12. In addition to assigned functional responsibilities, all State agencies will take the following general actions, as appropriate and in accordance with the phases of emergency operations:
    - (a) Preparedness and Prevention Stages

- (1) Appoint an Emergency Response Coordinator, and (at least) two alternates, to act on behalf of the agency and to provide representation at the State EOC during activations and exercises. The Emergency Response Coordinator will be knowledgeable of and will represent all divisions and programs within the agency. The Emergency response Coordinator will be empowered to make decisions and expend resources in providing operational and technical support to local governments or other State agencies. The Emergency Response Coordinator will report all actions taken by their agency to the Operations Section of the State EOC. Names and 24-hour contact phone numbers will be furnished to the Operations Section Chief at the Division of Homeland Security.
- (2) Develop and maintain agency plans, standard operating procedures or guidelines (SOPs/SOGs), and checklists that prescribe in detail how the agency will implement its assigned responsibilities. Instructions will be included for notification of key personnel, setting up 24-hour shifts and other appropriate measures. Plans and checklists will be written consistently with this Plan.
- (3) Primary agencies that have a lead role in an Emergency Support Function will develop and maintain the appropriate attachments to this Plan.
- (4) Maintain a current resource database of all agency equipment, specialty personnel, and materials available to perform assigned functions.
- (5) Ensure that all personnel assigned specific functional responsibilities in support of this Plan are adequately trained and prepared to assume those responsibilities.
- (6) Coordinate plans, procedures, and preparations with participating federal, State, local, and private and volunteer agencies. As appropriate, enter into working agreements with these agencies in order to promote effective and efficient emergency response and relief efforts.
- (7) Coordinate the release of agency emergency public information through the Joint Information Center, if one is activated.

(b) Response Stage

- (1) Implement agency emergency plans and procedures, as appropriate and when requested by the Division of Homeland Security.
- (2) Alert personnel and mobilize resources in affected and adjacent areas.

- (3) Upon request, provide Emergency Response Coordinators (State Emergency Response Team, SERT) to the State EOC.
- (4) Coordinate emergency response activities with local, State, federal and other agencies.
- (5) Coordinate the release of agency emergency public information through the Joint Information Center, if one is activated.
- (6) Assist in assessing and reporting damages to any State-owned facility or property under agency jurisdiction. Report this information to the SEOC along with the Department of Administrative Services.
- (7) Record and report to the Division of Homeland Security all costs incurred in carrying out emergency operations. Best practices must be followed on all financial/logistical record keeping.

(c) Initial Recovery Stage

Upon request, provide personnel, equipment and other required resources to support initial recovery/relief operations.

**B. Organization**

The organization to implement procedures under this plan is composed of State/county/tribal/local government and private agencies and organizations. The structure is designed to be flexible to accommodate any incident response and recovery requirements regardless of size, cause, or complexity. State agencies provide support to the local agencies that are responsible for implementing on-scene response operations. (Note: See Emergency Support Functions (State Agency Assignments) and State Agency Assignments (Emergency Support Functions) located in the Introduction portion of the Table of Contents).

**1. State Response Structure**

The State Response Structure is composed of the following agencies:

- Office of the Governor
- Department of Administrative Services
- Department of Agriculture and Food
- Department of Commerce
  - Division of Public Utilities
- Department of Community and Culture
- Department of Corrections
- Department of Environmental Quality
- Department of Health
- Department of Human Resource Management

- Department of Human Services
- Department of Natural Resources
  - Division of Forestry, Fire and State Lands
  - Utah Geological Survey
- Department of Public Safety
  - Division of Homeland Security
  - State Fire Marshal
- Department of Transportation
- Department of Workforce Services
- Utah National Guard
- State Office of Education
- State Tax Commission

**2. County Response Structure**

Each county within the State will produce an EOP in support of this plan that is ICS based. The county response structure will be outlined in the county plan and within the capabilities of the county’s resources. The county response structure is ordinarily composed of the following organizations:

- a. County Commissioners
- b. Emergency Management
- c. Sheriff
- d. Fire
- e. Health Department
- f. Engineering/Public Works

**3. Incorporated Community Response Structure**

Each incorporated city/town located in Utah will produce an EOP in support of the county EOP. Local jurisdictions will be responsible for providing the initial responders to any incident located within their corporate limits. The response structure of each community will be outlined in its EOP within the capabilities of the community's resources. Ordinarily, an incorporated community response structure will contain the following:

- a. Mayor or City/Town Council
- b. Emergency Management
- c. Fire Department
- d. Police Department
- e. Public Works
- f. Emergency Medical
- g. Transportation

- h. Schools
- i. Parks/Recreation

4. **Voluntary/Private Organization Response Structure**

Utah has a number of faith based and voluntary organizations that provide assistance in responding to emergencies, disasters or major catastrophes. Generally, the Church of Jesus Christ of Latter Day Saints and the American Red Cross take the lead in most voluntary efforts. A large number of voluntary organizations, including the American Red Cross and Salvation Army have aligned themselves with the Utah Voluntary Organizations Active in Disaster (UVOAD). Although each voluntary organization is a stand-alone group, they readily communicate with each other, exchange ideas, supplies, equipment and volunteers. UVOAD is not a controlling group and membership is completely voluntary by the organizations. In addition to the voluntary/private individuals and organizations, there is a very large group of individuals throughout the State that actively participate on Community Emergency Response Teams (CERTs). As a local resource, these qualified and trained CERT members may be used in a number of support roles to augment required emergency support functions. Local jurisdictions will maintain a listing of certified CERT members and where possible provide training and equipment to ensure operational readiness.

5. **Private Sector Support**

The private sector represents a large percentage of the economic activity of the State of Utah. Considering and engaging the private sector in all stages of planning and implementation is critical for a successful response by State and local government to emergencies, disasters or catastrophic incident. In addition, business is in the unique position of understanding the impact during and after an incident to supply chains, and the massive re-leveraging of resources and assets to recover, stabilize, restore confidence in, and reconstitute parts of the economy. This annex elaborates on the coordination and involvement of the private sector in sharing best practices and procedures for incident management and actions to prevent, prepare for, respond to, and recover from incidents (See Annex T, Private Sector Support).

C. Disaster Declaration Process

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

- a. **Local Jurisdictions**

- (1) Emergency response agencies from town/city government will respond to an emergency, disaster or major catastrophe within their corporate limits, coordinate activities in accordance with their standard operating procedures (SOP), emergency operations plan and mutual aid agreements.
- (2) When an emergency, disaster or major catastrophe situation is, or is likely to exceed the response capabilities of the local jurisdiction, and the combined efforts of the county, town/city, and possibly the State are considered essential for an effective response/recovery, the mayor, or town/city council of an incorporated city/town may proclaim a Local Emergency. The Local Emergency proclamation should be forwarded to the county emergency services/management director in an expedient manner, i.e., voice followed by hard copy.
- (3) When a Local Emergency has been proclaimed, the mayor will govern by proclamation and has the authority to impose all necessary regulations to preserve the peace and order of the town/city, including but not limited to:
  - (a) Imposing curfews in all or portions of the town/city;
  - (b) Ordering the closure of any business;
  - (c) Closing to public access any public building, street or other public area;
  - (d) Calling upon regular and/or auxiliary law enforcement agencies and organizations;
  - (e) Providing/requesting mutual aid to/from other political subdivisions; and
  - (f) Obtaining commitments of local resources in accordance with emergency plans.

b. **Indian Nations/Tribes**

Indian nations/tribes located within the State are recognized as sovereign nations. The residents of these Indian nations/tribes are also citizens of the State and county within which they reside. An emergency, disaster or major catastrophe may occur for which the members of the nation/tribe cannot provide satisfactory resolution. County/State/federal involvement for resolution of the situation requires that the Indian nation/tribe assume the same configuration as an incorporated community within a county. The Indian nation/tribe will issue a Local Emergency declaration to the associated county/counties for resolution of their problem. If the county cannot resolve the problem, the following county government procedures will be followed: (Note: In the event a Tribe makes the determination to go directly to the federal government for assistance, the federal government will be the primary provider of resources)

c. **County Government**

- (1) Upon receipt of the proclamation of a Local Emergency from an incorporated town/city or Indian nation/tribe within the county, the senior elected official or designee of the affected county will:
  - (a) Provide available assistance requested to contain the incident (i.e., sheriff, public works, health, etc.);
  - (b) Notify the Division of Homeland Security that a situation exists which may require the proclamation of a county Local Emergency.
- (2) 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.
- (3) If the situation in either incorporated or unincorporated portions of the county exceeds the resources or response capabilities of the county, the senior elected county official or designee may proclaim a Local Emergency.
- (4) The Local Emergency declaration and an Application for Assistance will be forwarded to the Director of the Division of Homeland Security.

d. **State Government**

- (1) The Governor may proclaim a State of Emergency when emergency, disaster or major catastrophe conditions exist and appear likely to overwhelm local government capabilities.
  - (a) The officials of the affected political subdivision should forward a Local Emergency declaration to the Director of the Division of Homeland Security, requesting assistance.
  - (b) The Director of the Division of Homeland Security will advise the Governor of the situation and the Governor may proclaim a State of Emergency and execute all or portions of this plan.
  - (c) The Governor may declare an Emergency in the absence of a county/local request.
  - (d) Upon execution of this plan, the Director of the Division of Homeland Security will initiate State response by notifying the appropriate agencies tasked as ESF Primary Agency to the activated ESFs of this plan. These agencies will take appropriate actions in accordance with this plan and agency SOPs.

- (2) In the event that the Governor is absent or inaccessible, a State of Emergency proclamation may be issued based on the following line-of-succession:
  - (a) If the governor is unavailable, and if the lieutenant governor, president of the Senate, and the speaker of the House of Representatives are unavailable to exercise the powers and duties of the office of governor, the attorney general, state auditor, or state treasurer shall, in the order named, exercise the powers and duties of the office of governor until:
    - i. the governor, lieutenant governor, president of the Senate, or speaker of the House of Representatives becomes available; or
    - ii. a new governor is elected and qualified.
  - (b) Notwithstanding the provisions of Subsection (a), no emergency interim successor to the lieutenant governor, president of the Senate, speaker of the House of Representatives, attorney general, state auditor, or state treasurer may serve as governor.
- (3) The Governor may incur specific liabilities and expenses to meet contingencies and emergencies arising from incidents relating to hazardous materials and search and rescue operations without the proclamation of a State of Emergency.
- (4) Request for assistance from the National Guard will be forwarded to the Director of the Division of Homeland Security. The Director will evaluate the request and make appropriate recommendations to the Governor.

e. **Federal Government**

- (1) The U.S. Department of Homeland Security - Federal Emergency Management Agency (FEMA) and the Homeland Security Operations Center (HSOC) monitor developing or actual disaster occurrences. Before, during and after an emergency, disaster or major catastrophe, the FEMA Regional Director is in close contact with the Governor's office and the Division of Homeland Security, as well as with federal agencies having disaster assistance responsibilities and capabilities. When federal aid is needed, the Governor or Director of the Director of Homeland Security will contact the FEMA Regional Director for advice and assistance.
- (2) If the Governor is considering asking the President of the United States to declare a Major Emergency or Disaster, the Division of Homeland Security officials, in accordance with PL 93-288, and in coordination with other State and local officials, will:

- (a) Survey the affected areas, jointly with FEMA staff if possible, to determine the extent of private and public damage;
  - (b) Estimate the types and extent of federal disaster assistance required;
  - (c) Consult with the FEMA Regional Director on eligibility for federal disaster assistance; and
  - (d) Advise the FEMA Regional Director if the Governor requests or intends to request a declaration by the President.
- (3) Only the Governor or Lieutenant Governor can originate the request for a Presidential Declaration. The Governor's request for a Major Disaster declaration must be based upon a finding that the situation is of such severity and magnitude that effective response is beyond the capabilities of the State and the affected local governments and that federal assistance is necessary. The Governor must furnish information on the extent and nature of State resources that have been or will be used to alleviate the conditions of the disaster. The request must also contain a certification by the Governor that State and local governments will assume all applicable non-federal share of costs required by the Stafford Act. It should also include an estimate of the types and amounts of supplementary federal assistance required. As a prerequisite to a Governor's request for a Major Disaster or an Emergency Declaration, the Governor must take appropriate action under State laws and direct the activation of this plan.
- (4) The completed request, addressed to the President, is sent to the FEMA Regional Director. The Regional Director evaluates the damage and requirements for federal assistance and makes a recommendation to the DHS, Under Secretary – Emergency Preparedness and Response, who in turn, recommends a course of action to the President.
- (5) For events that do not qualify under the definition of a Major Disaster, the Governor may request an Emergency declaration to provide assistance to save lives, protect property, public health and safety, or to lessen or avert the threat of a catastrophe. The procedures for requesting and declaring an Emergency are similar to those for Major Disaster declarations. As with the request for a Major Disaster declaration, the Governor's request should contain specific information describing State and local efforts and resources used to alleviate the situation and a description of the type and extent of federal aid required. Examples of emergency assistance are temporary housing, mass care (food, water, medical care), debris removal and emergency repairs to keep essential facilities operating.
- (6) If a request for a declaration or approval of certain kinds of assistance or

designation of certain affected areas is denied, the Governor has the right to appeal.

- (7) The President or the U.S. Secretary of Homeland Security may declare an emergency in the absence of a Governor's request when the emergency involves a subject area for which the federal government exercises exclusive or preeminent responsibility and authority. In such a case, although the identification of need may come from a local government or other source, the recommendation must be initiated by the FEMA Regional Director or transmitted through him/her by another federal agency. The Governor will be consulted, if practicable.

## **V. ORGANIZATIONAL ROLES AND RESPONSIBILITIES**

### **State Agencies**

- A. **Office of the Governor** may declare a statewide emergency arising from an emergency or disaster as provided in this plan.
- B. **Division of Homeland Security** will:
  1. Coordinate the cooperative effort of all governmental agencies, including the federal government, this State and its political subdivisions, and provide the necessary direction and control of State personnel and equipment to alleviate suffering and loss resulting from an emergency, disaster or major catastrophe.
  2. Work with the Federal Coordinating Officer (FCO), and be the principal point of contact regarding State/local activities, implementation of this plan, ensuring State compliance with the federal-state agreement and disaster assistance program following a Presidential Declaration of Emergency or Major Disaster.
- C. **All state agencies** tasked herein will:
  1. Appoint an emergency coordinator and an alternate to act on behalf of the agency during emergencies, disasters or major catastrophes.
  2. Appoint agency representatives to the State Emergency Response Team (SERT) to provide ESF activities in the State EOC or as directed by the Director of the Division of Homeland Security.
  3. Develop and maintain Implementing Instructions or Standard Operating Procedures (SOPs) for accomplishing Primary and/or Support Agency responsibilities assigned in the State EOP and ESF Annexes.
  4. Each State agency, in with conjunction with the development of Continuity of Operations Plans and Standard Operating Procedures, will ensure that secondary and tertiary response capabilities and processes are in place in case primary means are unavailable.

5. Develop cooperative agreements and relationships with private organizations and associations that possess resources or capabilities for assistance.
  6. Establish and maintain liaison with federal counterparts to ensure currency of their procedures and available resources.
  7. Assign and train personnel to meet State agency response and recovery responsibilities prior to emergencies/disasters.
  8. Conduct exercises/drills of SOPs and participate in statewide exercises/drills conducted by the Division of Homeland Security.
- D. **Continuity of Operations Planning:** By Executive Order from the Governor, all state agencies assigned emergency support responsibilities under the State Emergency Response Plan are required to develop agency specific Continuity of Operation Plans in support of emergency/disaster response and recovery operations. Continuity of Operations Planning will ensure that core state government business processes can continue, in the event of a full or partial failure of mission critical systems, whether caused by internal or external factors associated with an emergency, disaster or catastrophic incident. To support this objective, Support Annex O of the Plan describes an overall contingency strategy and presents specific, actions that can be used by state agencies to sustain essential core business process as defined in Utah Code.
- E. **Continuity of Government:** The overall purpose of Continuity of Government is to ensure the continuity of essential governmental functions under all circumstances that may disrupt normal operations. State government must be able to continue their essential functions across a broad spectrum of emergencies. Readiness requires that State government be able to continue meeting the needs of its people despite the fear, chaos, and suffering disasters breed. Discontinuity in the State's ability to conduct the public's business is reflected in lost information, revenue, programs, credibility, and confidence, with increased vulnerability, chaos, and human suffering. Continuity of Government will be ensured through effective Continuity of Operations Planning (See: D Continuity of Operations Plans above).
- F. **Private Sector and Volunteer Organizations** tasked herein will provide assistance within their capabilities and as outlined within their charter/bylaws. Tasking requirements are provided in the various ESFs to this plan.

## VI. ADMINISTRATION

- A. The Division of Homeland Security, in coordination with other State agencies, will review this plan annually and revise/update as needed. State agencies should review and update individual agency Emergency Operations Plans at least every two years or as needed.

- B. It is anticipated that Local, Tribal and County jurisdictions will review their respective Emergency Operations Plans at least every two years.
- C. Administration of State and federal disaster assistance will be in accordance with the State of Utah Administrative Plan for the Individual and Family Grant Program and the State Emergency Assistance Guide.
- D. State agencies will submit daily Situation Reports (SITREP) to the Director of the Division of Homeland Security. Each SITREP should contain pertinent information regarding response/recovery operations. Each SITREP will be addressed to the Director of the Division of Homeland Security, through the State EOC Planning Section Chief. A SITREP for the previous day may be faxed to the State EOC Planning Section, to arrive by 1200 hours of the subsequent day.
- E. Following the conclusion of a State of Emergency proclamation by the Governor, State agencies will submit an after-action report (AAR) to the Director of the Division of Homeland Security. AAR reports from participating agencies will be used to evaluate and improve existing plans and procedures.

## **VI. TRAINING AND EXERCISES**

- A. The Division of Homeland Security will provide training, advisory and technical assistance to State, county, tribal, local, private, and volunteer agencies.
- B. The Division of Homeland Security will coordinate and conduct periodic exercises of this plan in order to ensure that effective and complete planning efforts associated with preventive, preparedness, response to, and recover from an emergency, disaster, major catastrophe and/or terrorism incidents, and compliance with national emergency response (NIMS/NRP) standards are maintained.
- C. Training and exercises will be consistent with U.S. Department of Homeland Security and the Office of Domestic Preparedness guidelines and will include ICS training and will be used in exercises.