

PINAL COUNTY  
2022  
EMERGENCY OPERATIONS PLAN

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## LETTER OF PROMULGATION

The Pinal County Emergency Operations Plan outlines how the County will respond to an emergency. For the purposes of this plan, an emergency is defined as any incident which requires immediate action by one or more county employee(s) to prevent grave harm to people, property, or the environment. The plan establishes the roles and responsibilities of county officials, how the County organizes and prioritizes tasks, and how county policies are applied during emergency incidents.

This Emergency Operations Plan is effective upon approval and resolution of the Board of Supervisors of Pinal County. It supersedes all previous emergency response plans. Concurrence with this promulgation letter constitutes the adoption of the 2022 revision of the Pinal County Emergency Operations Plan by Pinal County officials.

The plan serves as a reference and guidance document for developing operating procedures and employee training for emergencies and disasters. The plan will be regularly reviewed, tested, and revised to remain compliant with applicable guidelines, lessons learned, and best practices.

The Chairperson and the Board of Supervisors authorize the Pinal County Emergency Manager, as directed by the County Manager, to make changes and updates to the plan that do not materially affect the overall planning approach and do not fundamentally change responsibilities of senior county officials or county departments. Changes will be recorded in the Record of Revisions.

A copy of this plan has been filed in the Pinal County Clerk of the Board, under the provisions of Arizona Revised Statutes, Section 26-307B.

The Board of Supervisors for Pinal County gives its full support to this plan and urges all officials, employees, and residents, individually and collectively, to do their share in the total emergency preparedness, response, and recovery efforts of Pinal County.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Chair, Board of Supervisors

\_\_\_\_\_  
Clerk of the Board

\_\_\_\_\_  
Date



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## INTRODUCTION

### PLAN CONCURRENCE

As Pinal County elected officials and having reviewed this Pinal County Emergency Operations Plan, the following elected officials' signatures represent their approval of the plan and its contents.

Title	Signature	Date
Chair, Board of Supervisors		
County Attorney		
County Sheriff		
Superior Court Presiding Judge		
Clerk of the Court		
Treasurer		
Assessor		
Recorder		
County School Superintendent		



## PLAN ADOPTION RESOLUTION





## RECORD OF REVISIONS

The use of this Record of Revisions will manage modifications to the ERRP throughout the life of the document. All attempts have been made to ensure the accuracy of the information within this plan as of the initial distribution date.

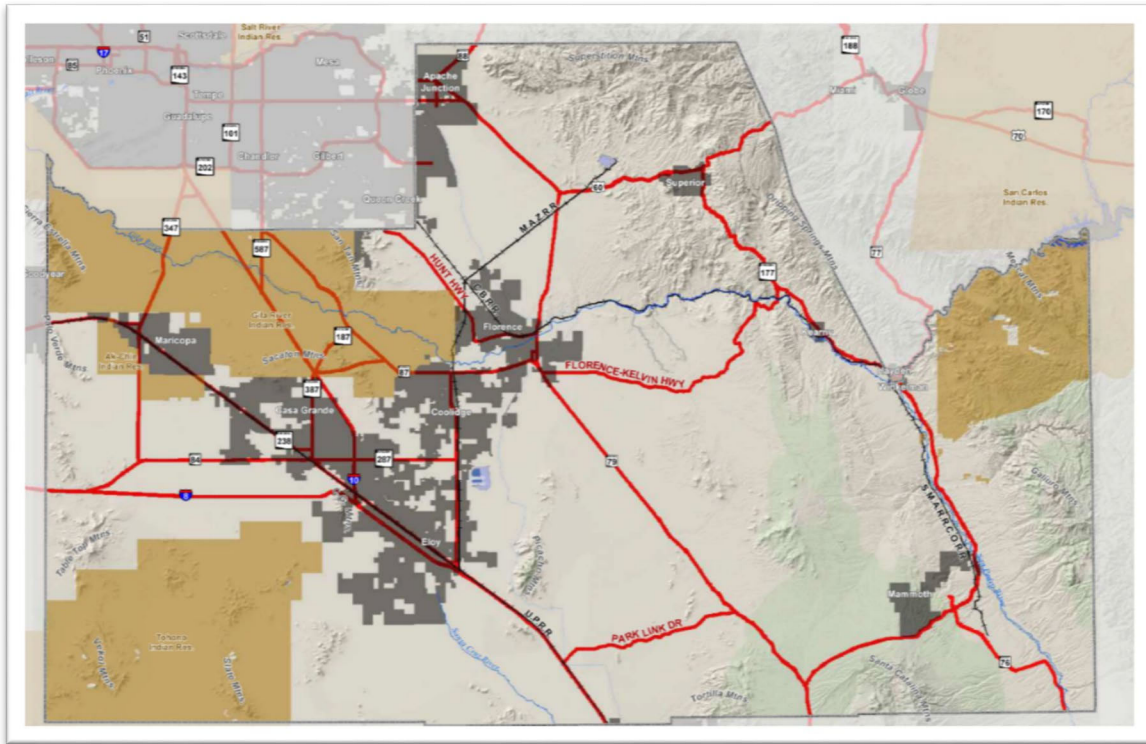
Change No.	Date	Page No.	Description	Revised By
1	2022	N/A	Update Title to Emergency Operations Plan	WB
2	2022	N/A	Reformat plan to Functional Annex Style, revise formatting, add photos and figures	WB
3	2022	N/A	Basic Plan Revision	WB
4	2022	N/A	Revise Annex names	WB
5	2022	N/A	Delete Transportation Annex	WB
6	2022	N/A	Add Public Works Annex	WB
7	2022	N/A	Retitle Energy Annex to Fuel and Energy	WB
8	2022	N/A	Delete Resource Support Annex	WB
9	2022	N/A	Delete Financial Management Annex	WB
10	2022	N/A	Delete Assumptions Section in Biological Annex due to errors	WB
11	2022	N/A	Delete "The Federal Bureau of Investigation (FBI), as the lead agency for counter-terrorism, will be able to prevent most terrorist incidents, where legally possible, and to react effectively after incidents occur" from Terrorism Annex	WB
12	2022	N/A	Add Public Health Services District	WB



## DISTRIBUTION LIST

The distribution list designates the departments and stakeholder agencies that received copies of the Pinal County Emergency Operations Plan. The plan was distributed in either an electronic form or printed version:

PLAN DISTRIBUTION		
FEMA Region IX	Sheriff	Town of Winkleman
DEMA	City of Apache Junction	Ak-Chin Indian Community
Board of Supervisors	City of Coolidge	Gila River Indian Community
County Manager	City of Casa Grande	Tohono O'odham Nation
Community Development	City of Eloy	Electrical District # 2
County Attorney	City of Maricopa	Electrical District # 3
Environmental Health	Town of Florence	Electrical District # 4
Finance and Purchasing	Town of Hayden	Johnson Utilities
Human Resources	Town of Kearny	Arizona Public Service
Information Technology	Town of Mammoth	Salt River Project
Library	Town of Marana	Southwest Gas Corporation
Public Health	Town of Queen Creek	Global Water Company
Public Works	Town of Superior	Arizona Water Company
School Superintendent		



## BASIC PLAN

### INTRODUCTION

#### Purpose

The Emergency Operations Plan (EOP) was developed to guide Pinal County's agencies and employees' management of emergencies and disasters in Pinal County in order to effectively save lives, property, and the environment. The plan serves as a foundation and resource for supplementary plans, policies, and procedures that enable the efficient, cost effective implementation of emergency management activities. The plan also serves to meet the requirements of ARS § 26-308.

#### Scope

The EOP is the County's foundational plan for managing the County's response to all-hazard emergencies, non-routine incidents, or pre-planned events. The plan covers the time period from the recognition of threat or emergency conditions through the initial transition to the recovery period. Although the other emergency management phases are referenced, these activities are outside the scope of this plan.



Federal acts and regulations, Arizona statutes, and Pinal County ordinances, resolutions, and Board adopted policies take precedence over the provisions of this plan. All other Pinal County plans and department procedures that guide the management of emergencies and disasters affecting Pinal County support and supplement this plan.

This plan is applicable to all Pinal County government departments, offices, and agencies. The plan identifies the roles and responsibilities of the Pinal County government, its officers, and its employees.

Each incorporated city and town within Pinal County is responsible for emergency management within its jurisdiction in accordance with ARS § 26-308(b) and state emergency plans. Unincorporated communities, political subdivisions, regulated industries, and quasi-governmental organizations may also establish emergency plans to serve their communities. The Pinal County Emergency Operations Plan serves as a guide to coordinating emergency response and support with those municipalities, political subdivisions, and organizations. However, the Pinal County policies and plans shall take precedence when making a determination regarding the emergency operations, actions, and activities of Pinal County Agencies and employees.

Pinal County is also home to lands belonging to the sovereign tribal nations of the Ak-Chin Indian Community, the Gila River Indian Community, the San Carlos Apache Nation, and the Tohono O’odham Nation. Each sovereign tribal nation may have established an emergency plan to serve their tribal nation. This plan will serve as a guide for coordinating and communicating emergency response activities with those communities.

#### Situation Overview

##### *Hazard Analysis Summary*

A detailed analysis of the hazards facing Pinal County and its political subdivisions was conducted as part of the Pinal County Multi-Jurisdiction Multi-Hazard Mitigation Plan, approved on July 12, 2017. The hazards determined to be the greatest risk within Pinal County are:

- Flooding
- Severe Wind
- Wildfire
- Drought
- Fissure
- Levee Failure
- Subsidence
- Dam Failure

The State of Arizona Hazard Mitigation Plan also recognizes the following additional hazards:

- Extreme Heat
- Hazardous Materials Incident
- Infectious Disease
- Terrorism, including cyber-attack incidents



For additional information and analysis about the threats and hazards facing Pinal County, refer to the Pinal County “Multi-jurisdictional Hazard Mitigation Plan”. The most current plan may be downloaded at the Pinal County Office of Emergency Management website.

#### *Planning Assumptions*

- An emergency or disaster may occur in the County at any time and with no warning
- An emergency or disaster may result in a large number of casualties, displaced persons, property loss, environmental damage, disruption of critical business and government functions, disruption of essential life sustaining services, and/or significant damage to the environment.
- An emergency or disaster may involve multiple hazards and/or jurisdictions
- Response priorities are life safety, incident stabilization, property conservation, and environmental conservation, in that order
- Pinal County will commit all available resources to achieve the emergency response priorities
- Stabilizing the delivery of critical lifesaving and life-sustaining services is necessary to achieve the emergency response priorities
- The continuous operations of critical business and government functions is essential to human health and welfare
- Assistance will be requested when resource requirements exceed Pinal County’s ability to meet them
- Emergencies are managed at the lowest practical organizational and jurisdictional level. Unresolved issues are elevated to the next level for resolution
- Emergencies may exceed the capabilities of municipalities, organizations, and tribal governments in the affected area(s)
- An emergency may require Emergency Operations Center (EOC) activation to coordinate operations and/or resource support
- The National Incident Management System (NIMS) and its components will be used when coordinating operations and/or resource support
- The County Board of Supervisors Chairperson may, by proclamation, declare an emergency or a local emergency to exist
- The Mayor of a city or town may, by proclamation, declare an emergency or a local emergency to exist
- Any impacted city or town will request assistance from the County. When needed, the County will request assistance from the State and the State will request assistance from the Federal Government
- Spontaneous volunteer services and support may be offered by individuals, organizations, and businesses
- Emergencies may require significant communication and information sharing within and across jurisdictional and organizational boundaries
- Incidents may require prolonged incident management operations and support activities
- Emergencies and disasters will challenge the Whole Community and may pose particular challenges to vulnerable individuals and communities, including children, the elderly, those with



disabilities, those with access and functional needs, diverse communities, and those with limited English proficiency

- The County Manager is responsible for the implementation and emergency management program and coordination of emergency management functions
- County employees may be personally impacted by the incident. Departments will support the efforts of employees to communicate with their families and return home as needed



*Figure 1: Deputy Sheriff Edward Landers Drew Pinal County Sheriff's Office.  
EOW: Monday, May 15, 1911*

*Deputy Sheriff Ed Drew was shot and killed while attempting to stop a robbery of a bar in Sonaratown, a suburban mining town just south of Ray, Arizona.*



## CONCEPT OF OPERATIONS

This section describes the County's overall intent regarding emergency operations and management. It outlines the County's primary emergency response goals and objectives and a methodology for achieving those goals.

### Emergency Response and Operations

All emergencies, regardless of scope or scale, should be managed using concepts based on the National Incident Management System (NIMS) and the Incident Command System (ICS). These management systems provide a standardized all-hazards incident management approach. All actions taken by county personnel should be based on achieving the objectives outlined below, while remaining within the statutory authority of the county.

Emergencies should be managed at the lowest level required to achieve the County's emergency management objectives. However, Pinal County will commit all available resources needed to achieve the response priorities. Incident Commanders and Emergency Managers should not hesitate to request resources and should err on the side of having too many resources and personnel respond, rather than not enough.

Although specific roles and responsibilities are outlined in each Annex contained in this plan, nothing in this plan alters or impedes the ability of responders to carry out their specific authorities or perform assigned responsibilities according to their department procedures. Nor does it prevent responders from taking any actions necessary to achieve the emergency response goals outlined in this plan.

### Declaration of Emergency

An emergency may be declared by the Board of Supervisors Chairperson when an emergency exists due to natural or man-made causes that endangers life or property in all or part of unincorporated Pinal County, pursuant to ARS § 26-311A and Resolution No. 022410-DOE.

Declarations should include, at a minimum, the following provisions:

- The nature, location, and extent of the emergency
- Effective date and duration of the declaration
- The agency or agencies leading the response activities
- Any ordinances, policies, or regulations that are suspended during the emergency
- Activation of the Emergency Operations Center and supplementary plans
- Authority to expend funds and deploy personnel, equipment, supplies, and stockpiles

### External Incidents

Emergencies and disasters may also affect one or more local jurisdictions within Pinal County and/or adjacent counties. In those instances, the County may provide:

- Mutual aid



- Technical Assistance
- EOC liaisons and/or staff
- Incident Command Post (ICP) liaisons
- Multi-Agency Coordination Center (MACC) activation and support

The county, through existing mutual aid agreements, may also provide aid, assistance, and resources to any local jurisdiction, county, or state whose emergency response and recovery needs exceed available resources.

#### Response Goals

The County's primary objectives in responding to any emergency or disaster, in order, are as follows:

1. Save lives, property, and the environment
2. Stabilize the incident
3. Stabilize community lifeline services (Lifelines are the most fundamental services in the community that, when stabilized, enable all other aspects of society to function.)
4. Rapidly resume regular business and community services
5. Provide accurate documentation and records

#### Recovery Goals

Planning for recovery begins as soon as the plan is activated. Therefore, recovery goals should be integrated into the initial planning and stabilization efforts. Planning for recovery should be flexible, collaborative, and engage the whole community. This may require a deviation from the standard Incident Command System (ICS) structure used in response.

Recovery operations will begin as soon as community lifeline stabilization is achieved. However, not all lifelines will be stabilized at the same time, therefore recovery operations may start sooner in some lifeline components than in others.

The County's initial recovery goals may include one or more of the following:

- Identify residual hazards
- Restore community lifeline services and demobilize contingency solutions
- Reinstate family and individual autonomy
- Establish and staff Local Assistance Centers and Disaster Assistance Centers
- Support social services programs for individuals and families affected by the incident
- Complete damage assessments
- Coordinate private and public assistance in cooperation with Arizona Department of Emergency and Military Affairs (DEMA) and the Federal Emergency Management Agency (FEMA)
- Recover costs associated with the incident

Long range goals, consistent with the National Disaster Recovery Framework, may include one or more of the following:





- Set conditions for the restoration and creation of adequate, resilient, and affordable housing
- Ensure the availability of sustainable and resilient health, education, and social services systems
- Restore agricultural and business activities to a state of health and develop new economic opportunities that result in a sustainable and economically viable community
- Facilitate the restoration of infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards
- Rehabilitate, restore, and conserve natural resources, open space, and historic property

#### Meeting the Essential Needs of the Whole Community

Access to Pinal County emergency services shall not be denied on the grounds of race, color, national origin, sex, age, or disability. Pinal County will make every effort to address the needs of people with disabilities or other access and functional needs. The priorities will be on alerting and warning, lifesaving operations, evacuations and sheltering to address the issues related to communications, mobility, and accessibility.

#### Animal Care Considerations

The County shall take into account the needs of individuals with pets and service animals after a major emergency or disaster, including the rescue, care and sheltering of household pets and service animals. The County shall also consider the need for the rescue, care and sheltering of livestock and other animals affected by a major emergency or disaster.

### DIRECTION, CONTROL, AND COORDINATION

Pinal County department and agency senior executives have overall authority and responsibility for the direction, control, and coordination of the County's response to any emergency. This authority is then delegated and responsibility assigned to the appropriate official or employee.

Routine direction, control, and coordination is accomplished through the application of NIMS and ICS principles. These principles provide a standardized, flexible and expandable approach for emergency management. Its use enables a coordinated response among various jurisdictions and functional agencies, both public and private.

The principles of NIMS and ICS shall be practiced by all County Departments, agencies, and offices to manage the response to any emergency, pursuant to Resolution No. 022410-NIMS.

County officials and employees shall implement these principles at all emergencies, as outlined in their respective departmental policy and procedure and according to their professional standards, training, and experience.

#### Incident Command

The Incident Commander is the person responsible for achieving the County's emergency response goals. They have the overall authority and responsibility for conducting incident operations and directing



on-scene activities. This authority and responsibility is delegated to Command by elected officials and executive officers through established policies and procedures.

Command is established at all emergency scenes, either implicitly or explicitly, with the first arriving responder. As an incident grows in scope and scale, the command organization will expand to meet the challenges of the incident. However, Command must remain at or near the incident.

Command is responsible for the following functions:

1. Ensure safety of responders and the public
2. Establish and achieve the incident objectives
3. Initiate, maintain, and control effective incident communications
4. Request and manage additional resources
5. Develop an effective ICS structure to decentralize and delegate geographic and functional responsibilities
6. Provide information to internal and external stakeholders
7. Coordinate with the Emergency Operations Center and Joint Information Center
8. Develop, review and revise the Incident Action Plan
9. Provide for the continuity, transfer, and termination of Command

#### Department Operations Center

Department Operations Centers (D.O.C.) are established and activated by individual county departments and agencies to manage their own personnel and resources during a response to an emergency. The D.O.C. has the overall authority and responsibility for overseeing and coordinating the department's resources and response strategy to the emergency. The D.O.C. does not conduct incident operations or direct on-scene activities. It operates under the authority of the department director or elected official overseeing the department.

The D.O.C. may be activated when an incident affects a large area or population, there is a high demand on resources due to several simultaneous incidents, the Continuity of Operations Plan has been activated, or when the department director determines that it is necessary. When activated, the D.O.C. will:

- Analyze the situation, prioritize response and resources, as necessary
- Determine what additional resources are needed
- Recall appropriate personnel
- Address internal logistics
- Deploy and track resources
- Approve department procurements and track department costs related to the emergency
- Make department policy regarding the department's response and management of the emergency
- Select and provide department liaisons to the EOC who will work within the EOC structure to:
  - Coordinate external logistics



- Provide situational awareness information and reporting, and
- Coordinate the Department's response with other agencies

A D.O.C. does not have minimum staffing levels. Staffing will be dependent on the size of the department and the demands of the particular incident. The organization of the D.O.C. should, to the extent possible, follow NIMS standards.

#### Emergency Operations Center

An EOC is the central physical or virtual location where key County staff will gather to coordinate and support an integrated, coordinated County response to disasters, emergencies, or pre-planned events. The EOC operates under the authority and direction of the County Manager. The EOC may be activated when an emergency or disaster exceeds the response capabilities of the on-scene Incident Command, the Department Operations Center, or when the capabilities of the EOC would aid in the management of an incident.

The EOC does not directly manage incidents, rather field-level responders are managed by on-scene incident commander(s). The two primary roles of the EOC are 1) the collection, analysis, and dissemination of information; 2) support emergency response and recovery through the provision and coordination of resources.

The EOC may work closely with a Multi-Agency Coordination Center (MACC) or an Area Command Team. The MACC is a location from which local governments can provide interagency coordination and executive decision making in support of incident response and recovery operations. An Area Command Team is a federal resource that supports regional incident(s) by providing strategic assistance and direction.

#### *Emergency Operations Center Goals*

The EOC's primary goals when activated for any incident or event are:

1. Develop and distribute public warnings
2. Develop and maintain a common operating picture of the incident(s)
3. Establish lifeline stabilization targets in collaboration with policy makers, stakeholders and incident managers
4. Identify, prioritize, and secure additional resources for response and recovery operations
5. Perform accounting and recordkeeping to track disaster costs

#### *Emergency Operations Center Activation*

The EOC may be activated by the Office of Emergency Management or when one of the following requests EOC activation:

- County Manager (or designee)
- County Sheriff (or designee)
- Information Technology Director (or designee)
- Chief Information Security Officer (or designee)



- Public Health Director (or designee)
- Public Works Director (or designee)

The Office of Emergency Management is typically responsible for activating and managing the County EOC. However, based on the nature of the incident, the County Manager may choose to appoint an alternative, qualified EOC Director from another department.

The EOC Director will activate and staff the EOC as needed to effectively manage the incident or pre-planned event. The EOC Director will notify the appropriate employees, officials, departments, and agencies of the activation and request assistance. The employees, officials, departments, and agencies will then take appropriate actions in accordance with their procedures.

#### Policy Group

The Policy Group, also called the Multiagency Coordination Group, provides overall, strategic-level management of emergency operations. Its role is to build unity of mission, establish strategic intent, encourage cross-departmental connectivity and collaboration, and to provide policy guidance as needed by the Incident Commander(s), Emergency Operations Center (EOC), and Department Directors. The Policy Group may recommend, but does not make or approve County policy, rules or regulations. The Policy Group is chaired by the County Manager and is coordinated by the EOC Director.

#### *Policy Group Goals*

The Policy Group's primary goals when activated for any incident or event are:

1. Recommend county emergency declarations, as needed, to the Board of Supervisors Chairperson
2. Establish Community Lifeline Stabilization targets in collaboration with stakeholders and incident managers
3. Establish strategic direction
4. Resolve cross-jurisdictional and cross-agency resource and policy issues
5. Identify legal, policy, and programmatic requirements that may potentially limit efficient emergency operations and eliminate those limitations to the extent possible
6. Monitor and evaluate situation status and trends; and
7. Establish recovery outcome targets in collaboration with citizens, private sector businesses and organizations, and government agencies

The Policy Group consists of the following Officials and Employees, as needed:

- Chairperson of the Board of Supervisors
- County Attorney or designee
- County Sheriff, or designee
- County Manager
- Deputy County Managers
- Information Technology Director



- Chief Information Security Officer
- Communications and Marketing Director
- Community Development Director
- Elections Director
- Finance Director
- Human Resources
- Risk Management Director
- Office of Management and Budget Director
- Public Health Director
- Public Works Director
- Other county officials, as needed

## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

This section identifies the roles and responsibilities of Pinal County officers and employees to prepare for and respond to a major emergency or disaster.

### Elected Officials

#### *Board of Supervisors*

The County Board of Supervisors, as the governing body of Pinal County, is responsible for the overall management of public safety and welfare for the people of the county.

On an ongoing basis the Board of Supervisors will:

- Elect a Board Chair
- Provide for emergency management in accordance with state emergency plans and programs

As required during an emergency or disaster the Board will:

- Consider a resolution declaring a state of emergency for approval or disapproval of any declaration of emergency made by the Board Chair within three (3) business days of the declaration or at the next scheduled Board Meeting, whichever comes first
- Represent constituents and their interests to the Board Chair and Policy Group
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *Board of Supervisors' Chairperson*

The Chairperson of the Board of Supervisors is elected by the board to fulfill certain administrative and statutory responsibilities for the Board.

On an ongoing basis the Chairperson will:

- Provide for emergency management in accordance with state emergency plans and programs



- Authorize, with the approval of the Board of Supervisors, negotiations and entrance into mutual aid agreements with other jurisdictions to facilitate resource sharing

As required during an emergency or disaster the Chairperson will:

- Provide leadership
- Issue a proclamation declaring an emergency exists
- Impose all County ordinances, regulations, and policies necessary to preserve the peace and order of unincorporated areas of the County
- Call special meetings of the Board of Supervisors and setting Board agendas
- Request state and federal assistance through the Governor when the jurisdiction's capabilities are insufficient or exhausted
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident
- Support, preserve, and protect the Constitution of the United States and the Constitution and laws of the State of Arizona

#### *County Attorney*

The County Attorney is Pinal County's chief legal counsel and public prosecutor.

- Develop and maintain internal procedures for accomplishing the Department's emergency operations responsibilities
- Develop and maintain continuity of operations program for the Department
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the County Attorney will:

- Provide leadership to constituents and members of the County Attorney's office during the emergency
- Act as the legal advisor to the Board of Supervisors and attend its meetings
- Act as the legal advisor to the Policy Group and the EOC in all legal matters relating to the emergency
- Prepare the documentation necessary for declaring a local emergency and in the implementation of emergency powers
- Serve on the Policy Group
- Channel department requests for assistance, operational status and situation updates to the EOC
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible reimbursement



- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *County Sheriff*

The County Sheriff, as Pinal County's chief law enforcement officer, is responsible for the public safety and welfare of the people of the county.

On an on-going basis the Sheriff will:

- Develop and maintain procedures for accomplishing the Sheriff's Office emergency operations responsibilities
- Develop and maintain continuity of operations plans for the Sheriff's Office
- Conduct and participate in relevant training and exercises
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the Sheriff will:

- Conduct and/or coordinate law enforcement emergency operations
- Perform tactical and strategic intelligence collection; analysis and dissemination to support to law enforcement operations
- Establish a volunteer posse to assist in law enforcement operations
- Request and /or provide aid to other law enforcement agencies as needed
- Coordinate evacuation and shelter-in-place recommendations with the EOC
- In collaboration with OEM, issue public alert notifications and warnings
- Serve on the Policy Group
- Activate the EOC
- Provide staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Log emergency related expenses, personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Communicate with constituents, public officials, and county employees regarding the event(s)

#### *Superior Court Presiding Judge*

The Superior Court presiding judge exercises administrative supervision over the County superior court, inferior and justice courts, officers of the court, and appointed judges. The Courts and its officers are members of the Arizona judicial branch, a separate and distinct branch of government.



On an ongoing basis the Presiding Judge will:

- Provide for emergency management in accordance with state Supreme Court emergency plans and programs

As required during an emergency or disaster the Presiding Judge will:

- Coordinate with the County Sheriff, County Attorney, Clerk of the Court, and others to complete judicial functions, as needed to meet constitutional and statutory requirements
- Log emergency related expenses, personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *Clerk of the Court*

The Clerk of the Court serves as the Superior Court's financial officer, jury commissioner, and administrator of court records. The Clerk of the Court is a member of the Arizona judicial branch.

On an ongoing basis the Clerk of the Court will:

- Provide for emergency management in accordance with state Supreme Court emergency plans and programs

As required during an emergency or disaster the Clerk of the Court will:

- Coordinate with the Presiding Judge, County Sheriff, County Attorney, and others to complete judicial functions, as needed to meet constitutional and statutory requirements
- Log emergency related expenses, personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of emergency public information through the EOC or Joint Information Center (JIC)
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *Treasurer*

The County Treasurer serves as the custodian of public monies. The Treasurer is responsible for collecting and disbursing funds for the County including the levies imposed by the Counties 140 special taxing districts and political subdivisions.

On an ongoing basis the Treasurer will:





- Provide for emergency management in accordance with State and County emergency plans and programs

As required during an emergency or disaster the Treasurer will:

- Coordinate with financial services with special districts and political subdivisions
- Ensure sufficient liquidity of county funds to meet emergency financial needs
- Ensure the timely disbursement of public funds
- Provide staff to the EOC, as needed
- Log emergency related expenses, personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *Assessor*

The County Assessor identifies and appraises real property for the purposes of taxation. The Assessor maintains records of parcel ownership and property improvements.

On an ongoing basis the Assessor will:

- Provide for emergency management in accordance with State and County emergency plans and programs

As required during an emergency or disaster the Assessor will:

- Assist with damage assessment and GIS efforts
- Provide staff to the EOC, as needed
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *Recorder*

The County Recorder keeps property maps, plats, descriptions, mortgages, and liens the Recorder also maintains other public records, such as powers of attorney, official bonds, contracts, and Agreements.

On an ongoing basis the Assessor will:

- Provide for emergency management in accordance with State and County emergency plans and programs

As required during an emergency or disaster the Assessor will:

- Provide staff to the EOC, as needed



- Log emergency related expenses, personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *County School Superintendent*

The County School Superintendent provides fiscal and election services for school districts, serves as school superintendent of county accommodation schools, and provides other educational program support to schools.

On an ongoing basis the County School Superintendent will:

- Provide for emergency management in accordance with State and County emergency plans and programs

As required during an emergency or disaster the County School Superintendent will:

- Log emergency related expenses, personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### Appointed Officials

##### *Chief Information Officer*

The Chief Information Officer (CIO) is responsible for the administration and management of information and communications infrastructure, including land mobile communications, telephone and internet access, and information technology

On an on-going basis the CIO will:

- In collaboration with OEM, assist with Continuity of Government planning
- Develop and maintain procedures for accomplishing the Information Technology Department's emergency operations responsibilities
- Develop and maintain continuity of operations program for the IT Department
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance



As required during an emergency or disaster the CIO will:

- Activate the EOC
- Serve on the Policy Group
- Provide operations and general staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)

*Chief Information Security Officer*

The Chief Information Security Officer (CISO), as Pinal County's chief cybersecurity officer, is responsible for responding to any cyber incident that affects Pinal County. On an on-going basis the CISO will:

- Work to prevent and mitigate against cyber security threats
- In collaboration with OEM, assist with Continuity of Government planning
- Develop and maintain procedures for accomplishing the Information Technology Department's emergency operations responsibilities
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the CISO will:

- Conduct and/or coordinate cybersecurity efforts
- Activate the Cyber Incident Response Plan
- Serve on the Policy Group
- Activate the EOC
- Provide operations and general Staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible reimbursement
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)

*Clerk of the Board*

The clerk of the board is appointed by the board of supervisors. The clerk is responsible for recording board proceedings, votes, and accounts acted upon by the board.

On an ongoing basis, the clerk of the board will:



- Develop and maintain continuity of operations plans for Pinal County Boards and Commissions
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency the clerk of the board will:

- Prepare board agendas for emergency meetings
- Ensure that all open meeting laws are observed and followed
- Record emergency declarations and resolutions
- Channel department requests for assistance, operational status and situation updates to the EOC
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible FEMA reimbursement

*Communications and Marketing Director*

The Communications and Marketing Director is appointed by the County Manager to administer the Communications and Marketing Department, which has the primary authority for the release of public information for the County Government.

On an ongoing basis, the director will:

- Support campaigns to educate the public about potential local hazards, prevention, family preparedness, and response activities
- Develop and maintain procedures for accomplishing the Communications and Marketing Department's emergency operations responsibilities and the County Joint Information System
- Develop and maintain a continuity of operations program for the Communications and Marketing Department
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the Communications Director will:

- Coordinate the release of emergency public information
- Activate and direct the Joint Information Center (JIC), as needed
- Serve as the liaison between the Policy Group and the JIC
- Function as the principal media point of contact regarding county response and recovery activities
- Provide operations and general Staff to the EOC, as needed
- Serve on the Policy Group, as needed



- Channel department requests for assistance, operational status and situation updates to the EOC
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible reimbursement

#### *County Manager*

The County Manager is appointed by the Board of Supervisors to provide leadership and strategic direction to the County's non-elected official departments and organization

On an ongoing basis, the County Manager will:

- Provide for emergency management in accordance with state emergency plans and programs
- Appoint an Emergency Manager who shall be responsible for the organization, administration and operation of the emergency management program

As required during an emergency or disaster will:

- Carry out the intentions of the Board of Supervisors
- Advise the Chairperson of the need to declare a local emergency, which grants emergency authorities for committing county resources, expediting emergency operations and requesting state support
- Provide executive, administrative, and managerial direction to Pinal County Departments and their emergency management activities
- Provide strategic recommendations to Board of Supervisors
- Activate the EOC
- Chair the Policy Group
- Determine the frequency of Policy Group sessions and the members that should attend the briefing sessions
- Act as the liaison between the Policy Group and the Board of Supervisors
- Review, coordinate, and authorize the public release of information related to the incident
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### *Elections Director*

The Elections Director is appointed by the County Manager to administer the Department of Elections, the county's election agency. The Elections Director is responsible for the county's preparation for, communicating, facilitating and supporting the various election activities for the county.

On an ongoing basis, the Director will:

- Develop and maintain procedures for accomplishing the Department's EOP responsibilities
- Develop and maintain continuity of operations plans for Elections
- Conduct and participate in training and exercises of relevant capabilities



- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during election issue the Director will:

- Activate Elections Incident Response Plans
- Conduct and/or coordinate emergency operations to support response efforts
- Serve on the Policy Group
- Provide Operations Section and general Staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible FEMA reimbursement

#### *Emergency Manager*

The Emergency Manager is appointed by the County Manager to administer the Office of Emergency Management, the county's primary emergency management agency. The emergency manager is responsible for maintaining a comprehensive, coordinated, and cooperative county-wide emergency management system across all phases of emergency management.

On an ongoing basis, the emergency manager will:

- Maintain a comprehensive emergency management program that addresses mitigation, preparedness, response and recovery
- Maintain the EOP and support plans
- Maintain a 24-hour county warning capability to provide timely alert and notification to county government officials and the public
- Institute training, preparedness and public information programs to increase community readiness and resilience in coordination with the state, private-sector and NGOs
- Conduct interdepartmental and interagency training and exercises to develop and maintain necessary capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the Emergency Manager will:

- Immediately notify the County Manager of significant emergency situations
- When appointed as the EOC Director, activate and direct the county EOC to coordinate county emergency response efforts, and
  - Serve as the liaison between the Policy Group and the EOC
  - Facilitate the Policy Group
  - Coordinate the collection, analysis, and dissemination of information during an incident



- Advise the County Manager of the need to declare a local emergency
- Maintain cost and expenditure reports associated with emergency operations
- Implement protective measures, such as:
  - Issue timely notifications and warnings
  - Opening public emergency shelters for people and pets.
  - Request state assistance when it is apparent county capabilities will be exceeded
- Functions as the principal point of contact regarding local, county, tribal, and state activities, implementation of this plan, and state compliance with the Federal-State agreement and disaster assistance following a County or State Declaration of Emergency or Major Disaster

*Finance Director*

The Finance Director is appointed by the county manager to administer the Finance Department. The finance director is responsible for county procurement and ensuring that all financial resources are controlled, recorded and reported.

On an on-going basis the finance director will:

- Develop and maintain internal procedures for accomplishing the Department's emergency operations responsibilities
- Develop and maintain continuity of operations program for the Department
- Conduct and participate in training and exercises of relevant capabilities

As required during an emergency or disaster the finance director will:

- Serve on the Policy Group
- Provide general staff to the EOC, as needed
- Ensure that all financial resources are controlled, recorded, and reported throughout the emergency
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)

*Management and Budget Director*

The Management and Budget Director is appointed by the county manager to administer the County Budget.

On an on-going basis the Management and Budget Director will:

- Develop and maintain internal procedures for accomplishing the Department's emergency operations responsibilities
- Develop and maintain continuity of operations program for the Department
- Conduct and participate in training and exercises of relevant capabilities

As required during an emergency or disaster the finance director will:



- Serve on the Policy Group
- Provide general staff to the EOC, as needed
- Ensure that budget transfers are completed to meet the needs of the emergency, as approved by the County Manager
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)

#### *Public Health Director*

The Public Health Director is appointed by the County Manager to administer the Public Health Services District, the county's public health organization. The Public Health Director is responsible for the county's preparation for, and response to, public health threats and emergencies.

On an ongoing basis, the Director will:

- Develop and maintain a public health emergency preparedness and response program that addresses the mitigation, preparedness, response and recovery to public health emergencies
- Develop and maintain the Pinal County Public Health Services District (PCPHSD) All-Hazards Response Plan in support of the EOP
- Develop and maintain continuity of operations plans for the Health District
- Conduct and participate in training and exercises of public health capabilities
- Develop and maintain procedures for accomplishing the District's functional responsibilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the Director will:

- Activate applicable Public Health Emergency Preparedness and Response plans
- Activate the EOC in order to coordinate county public health emergency response efforts, if needed
- Inform the County Manager of data supporting the need to declare a local public health emergency, which grants emergency authorities for committing county resources, expediting emergency operations, and requesting state support
- Conduct and/or coordinate Public Health emergency response and recovery efforts
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Serve on the Policy Group
- Provide functional and general Staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Provide emergency related expenses, personnel time, and costs in a timely manner to the EOC for possible FEMA reimbursement





- Track and report emergency related expenses, personnel time and costs for possible reimbursement through federal and state public health agencies

*Public Works Director*

The Public Works Director is appointed by the County Manager to administer the Department of Public Works, the county's highway and transportation agency. The Public Works Director is responsible for the county's preparation for, and response to, emergencies that affect county roads; transportation corridors; and electric, natural gas, water, and sewer utilities.

On an ongoing basis, the Director will:

- Develop and maintain procedures for accomplishing the Department's EOP responsibilities
- Develop and maintain continuity of operations plans for Public Works
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster the Director will:

- Conduct and/or coordinate emergency operations to support response efforts
- Activate the EOC
- Serve on the Policy Group
- Provide Operations Section and general Staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)
- Log emergency related expenses and personnel time, and report costs in a timely manner to the EOC for possible FEMA reimbursement

*All County Department Directors*

All County Department Directors have a role in response and recovery operations.

On an on-going basis Department Directors will:

- Develop and maintain internal procedures for accomplishing the Department's functional responsibilities
- Develop and maintain continuity of operations program for the Department
- Conduct and participate in training and exercises of relevant capabilities
- Develop cooperative agreements and relationships with organizations and agencies that possess resources or capabilities for assistance

As required during an emergency or disaster department directors will:



- Conduct and/or coordinate emergency operations efforts within their discipline or area of responsibility
- Serve on the Policy Group, as needed
- Provide functional and general Staff to the EOC, as needed
- Channel department requests for assistance, operational status and situation updates to the EOC
- Log emergency related expenses and personnel time and report costs in a timely manner to the EOC
- Coordinate the release of departmental emergency public information through the EOC or Joint Information Center (JIC)

## INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

The timely collection, analysis, and dissemination of accurate information during an emergency is essential to achieving the county's emergency response goals. A common operating picture provides Incident Commanders and the Policy Group with a solid foundation for making sound strategic and tactical decisions that can have life and death consequences. A common operating picture with accurate, up-to-date information also facilitates the planning process, resource management, and effective collaboration.

When the EOC is activated, the EOC Director, in cooperation with Incident Command, is responsible for coordinating the collection, analysis, and dissemination of incident information to county leadership and partners. However, the Sheriff shall retain the authority and responsibility for the tactical and strategic intelligence collection, analysis, and dissemination to support law enforcement activities.

### Information Collection

When the EOC is activated, situation reports, progress reports, and agency operational status reports must be submitted by county departments and agencies to the EOC on a schedule determined by the EOC Director. The schedule will be based on the scope, scale, and progress of the incident. Although ICS forms 201 or 209 may be used to submit information to the EOC, the information that is shared is far more important than the method of sharing. Information may be shared with the EOC through any means available, including radio, phone, email, or instant messaging.

Critical information that may have important impacts on operations must be reported to the EOC as soon as the information is known or has changed. Critical information includes the following:

- Death, serious injury, or hospitalization of any county employee, county volunteer, or their family member as a direct result of the incident or response and recovery activities
- Death, serious injury, or hospitalization of any member of the public that occurs as a direct result of the county's response and recovery activities
- Any accident involving county vehicles, equipment or facilities that results in the loss or serious damage as a direct result of the incident or response and recovery activities



- The outage and restoration of critical infrastructure and communications systems
- The outage and restoration of public utilities (power, water, sewer,) infrastructure
- The opening and closing of arterial roads, highways, interstates, and airports
- The opening and closing of emergency shelters
- Any event that poses a significant and imminent threat to life, property, the environment, or lifeline services

### Briefings

Briefings are the primary method used to disseminate information to responders, leadership, and agencies. Briefings are an essential element of good supervision and emergency management. They form the basis for a common operating picture, communicate vital information, set expectations, and answer questions. The information presented in briefings should be clear, concise, current, and targeted to the audience.

Briefings may be given either in-person or virtually. Standard briefing types include:

- Operational Period Briefing. Given at the start of the operational period. This briefing presents the Action Plan to EOC Section Chiefs
- Policy Group Briefing. Given on a regular, scheduled basis to members of the Policy Group. May also be given at the start of any Policy Group meeting
- Agency Briefing. Given on a regular, scheduled basis to one or more agencies with interests in the response
- Coordinating Call Briefing. Conducted on a regular, scheduled basis with the Incident Commander, EOC Director, and other agencies (as indicated) to share information

### Leadership Summary Report

A summary report is used to provide county leadership situational awareness of an incident. The report should be clear, concise, and available across a variety of platforms, including text or email. The report should be brief (less than one page), use a bullet point format, and be delivered on a regular, predictable basis. Lifelines are to be used as the primary method of conveying impacts and considerations before, during, and after incidents to convey consistent and relevant information. For more information see the Community Lifeline Annex.

### Dashboard

The EOC Director may choose to set-up an electronic incident dashboard to help build a common operating picture. A dashboard can visually display real-time incident information including maps, charts, graphs, and other information. The information may be linked to databases and may be dynamically updated. The dashboard also gives users the opportunity to analyze component and subcomponent conditions and recovery requirements and progress. The dashboard may also include interactive features, such as the ability to download documents or post messages to other users.



## COMMUNICATIONS

### Coordination of Public Information

The County Manager has overall authority and responsibility for the coordination and release of Public Information during the County's response to any emergency. This authority is then delegated to the Communications and Marketing Director, Agency Public Information Officers, and Incident Commanders. Routine coordination of public information is accomplished through the application of NIMS and ICS principles to ensure that clear, consistent, and timely messaging is delivered to the public.

The Incident Commander is responsible for proactively delivering clear, consistent, and timely incident messaging to the public. Incident Commanders must follow County Policy and Department Standard Operating Procedures when releasing public information.

Urgent public warnings may be routed through the Sheriff's Office or the EOC for release.

When activated, the EOC will coordinate public messaging across multiple disciplines, Incidents, agencies, and private sector or NGOs involved in the response. The Incident Commander retains responsibility for all incident messaging.

The Communications and Marketing Director may establish a Joint Information Center (JIC) to improve public information management and coordination. When activated, the JIC will assume responsibility for coordinating public information from the EOC. The EOC does not need to be activated for a JIC to be established.

Public Information Officers, assigned to the Incident, EOC, and/or the JIC are responsible for the following:

- Proactively develop accurate, accessible, and timely information for use in press/media briefings, written media releases, or web and social media posts
- Monitor information from traditional media, the web, and social media that is relevant to incident planning and forward it as appropriate
- Understand and advise incident command on any necessary limits on information release
- Obtain the IC's approval of public materials
- Conduct and prepare officials for media briefings
- Arrange for tours, community outreach events, interviews, and briefings
- Make information about the incident available to incident personnel
- Participate in planning meetings
- Identify and implement rumor control methods

When activated the EOC or JIC is responsible for the following public information activities:

- Facilitating coordination among agency PIOs
- Working with the County Manager, County Attorney, Incident Commander, and EOC Director on the release of information



- Establishing an information release and press briefing schedule for the media. Preparing news releases and fact sheets
- Coordinating news conferences
- Responding to media inquiries
- Monitoring print, broadcast and social media to ensure the accuracy of information being reported and address rumors or misinformation
- Preparing Citizen Contact Center information and scripts

#### Public Alerts and Warnings

Public alerts and warnings are urgent, targeted messages to members of the public who are at-risk and need to take protective actions. The primary response agency is responsible for initiating and disseminating alerts and warnings using the departments or agency's established policies and procedures. Public alerts and warnings may be routed through the Sheriff's Office or the EOC for release.

##### *Integrated Public Alert and Warning System (IPAWS)*

Pinal County is authorized to issue imminent threat notifications through the IPAWS system. The notifications can be received on mobile phones, radio and television broadcasts, and weather radios. The notifications may also be sent to ADOT variable message signs and other participating public communication networks. IPAWS messages may be sent and accessed in multiple languages and by persons with functional needs.

##### *Mass Notification System*

The Emergency Manager administers a Mass Notification System that the public can subscribe to for text notifications and community information. The OEM, Sheriff's Office, and the Communication and Marketing Department are authorized to use the system per each department's policy and procedures.

#### Communications Systems

The Pinal County Information Technology Department supports the restoration of communications infrastructure and provides emergency communications restoration and support during emergency incidents.

Pinal County operates a 700/800 MHz radio system to facilitate incident communications. This system is interoperable with other public safety radio systems that serve surrounding counties, state response agencies, and emergency operations centers. The system is administered by the Pinal County Regional Wireless Consortium. County departments and agencies are responsible for managing their access to, and use of, the Pinal County Radio System. The Emergency Manager is responsible for maintaining base station radios with direct access to the Pinal County Radio System and other state-wide emergency radio systems in the EOC at all times.

## ADMINISTRATION, FINANCE, AND LOGISTICS

### Finance

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County departments and agencies are responsible for managing their own financial activities using established processes and resources during an emergency. County departments and agencies must also document and track personnel overtime and compensatory time related to that emergency.

County Departments are responsible for the timely submission of accounting records to the EOC, when requested. The EOC is responsible for:

- Timekeeping and tracking for employees assigned to the EOC
- Establishing account numbers and tracking for emergency expenditures in conjunction with Finance/Accounting
- Compiling costs and documentation associated with response and recovery from emergencies and disasters
- Performing cost and expenditure analysis
- Submit required Public Assistance documentation to DEMA

#### Procurement during an Emergency

All County policies, procedures, and practices must be adhered to for the proper control and use of public funds. County Departments are responsible for funding emergency response and recovery using their operational funds. In certain instances, additional funding may be made available by the Board of Supervisors.

During declared disasters, County Departments are responsible for coordinating emergency related purchases with the EOC.

#### Expenditure Tracking and Reimbursement

County departments and agencies are responsible for tracking and managing their own expenditures using their established processes and resources. For expenditures that exceed the capabilities of the Department or Agency, resource requests should be submitted to the EOC.

In the event of a declared disaster, the County may seek reimbursement of eligible costs by submitting records to DEMA through the EOC. County Departments and Agencies are responsible for coordinating the documentation and tracking of expenditures with the Emergency Manager.

#### Mutual Aid

County Departments are responsible for requesting mutual aid assistance using their established processes and procedures. Any costs associated with mutual aid requests are the responsibility of the requesting Department or Agency.

For resource needs that exceed the capabilities of those available through established procedures or when a department does not have established agreements, requests should be directed to the EOC. The EOC may request assistance directly from outside agencies or through DEMA using the Arizona Mutual Aid Compact (AZMAC). Any costs associated with requests routed through the EOC will be the



responsibility of the requesting agency, unless otherwise approved by the Board of Supervisors. The requestor will be notified of any costs by the EOC prior to the deployment of the requested resource.

During a State declared emergency, DEMA may request aid from other states through the Emergency Management Assistance Compact (EMAC). The State is responsible for any reimbursement.

#### Documentation

All county departments are responsible for recording and documenting their actions and expenses using timecards, forms, purchase orders, messages, and cost receipts. Additional items such as incident command logs, cost recovery, damage assessment, personnel and resource logs, etc., should be retained to record the actions taken by the county during an emergency or disaster.

The EOC is responsible for:

- The implementation of a record keeping system to document all related costs, actions, decisions, and communications
- Tracking equipment purchases, rentals, and usage, and personnel hours, including overtime or backfill
- Coordinating and tracking damage assessments
- Maintaining records of the County's damages and expenses
- Ensure that all the records are properly maintained

#### After Action Reports

The Emergency Manager shall coordinate the preparation of an After-Action Report (AAR) and Corrective Action Plan (CAP) following every activation and exercise. The AAR reviews the actions taken and captures areas of strength and recommendations for improvement. The CAP addresses the findings of the AAR. It identifies, prioritizes and assigns responsibility for sustaining strengths and improving on weaknesses.

The after action review and improvement process is arranged as part of demobilization planning. The maximum level of participation by personnel at all levels is encouraged. This level of participation allows candid insights into specific strengths and weaknesses from various perspectives.

Each County department or agency involved in the response effort will participate in the AAR/CAP process, including follow up and reporting on the Corrective Action Plan.

## PLAN DEVELOPMENT AND MAINTENANCE

The Emergency Manager is responsible for the development and maintenance of the Emergency Operations Plan. Each department is responsible for developing and maintaining supporting policies and procedures.

#### Review Cycle



The Emergency Manager will review and revise the Emergency Operations Plan annually. Revisions may address any of the following:

Minor revisions:

- Correction of typographical errors
- Revisions to terms, definitions, titles, or agency names
- Update the hazard analysis and current capabilities sections to reflect changes

Substantial revisions:

- Updates to address changes in statutes, policies, and emergency management standards or best practices
- Incorporate substantive lessons learned from exercises, incident analysis or program evaluations

Revision Authority

Minor revisions may be approved by the Emergency Manager.

Substantial revisions must be approved by the Board of Supervisors.





## AUTHORITIES AND REFERENCES

### Federal

- Homeland Security Act of 2002, 6 USC Section 101, et seq., as amended
- Homeland Security Presidential Directive 5 (HSPD 5), February 28, 2003
- Homeland Security Presidential Directive 7 (HSPD 7), December 17, 2003
- Homeland Security Presidential Directive 8, National Preparedness, March 30, 2011
- National Fire Protection Association, Safer Act Grant; NFPA 1710, 2010
- Americans With Disabilities Act (ADA) 1990, Public Law 101-336
- ADA Amendment Act (ADAAA) of 2008, Public Law 110-325
- Post-Katrina Emergency Reform Act of 2006, Public Law 109-295
- The Pets Evacuation and Transportation Standards Act of 2006, Public Law 109-308
- Disaster Assistance Program, Federal Emergency Management Agency- Eligible Costs Related to Pet Evacuations and Sheltering, Federal Emergency Management Agency (DAP 9523.19)
- Disaster Mitigation Act of 2000, Public Law 106-390
- Presidential Policy Directive (PPD) 8, March 30, 2011, National Preparedness
- Public Law 84-99 (U.S. Army Corps of Engineers-Flood Control Act)
- Federal Civil Defense Act of 1950 (Public Law 920), as amended
- Public Law 81-920 and Title 44 Code of Federal Regulations (CFR) Part 205 and 205.16, Federal Disaster Assistance
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, Public Law 93-288
- Superfund Amendments and Reauthorization Act of 1986 (SARA), Title III, Emergency Planning and Community Right-to-Know (Promulgated as Public Law 99-499)
- 40 CFR Parts 300 and 355. Extremely Hazardous Substances List
- NRT-1, Hazardous Materials Emergency Planning Guide and NRT-1A Plan Review Guide (Environmental Protection Agency's National Response Team)
- Superfund Amendments and Reauthorization Act (SARA) of 1986, Public Law 99-499, Title III, Emergency Planning and Community Right-To-Know Act (EPCRA)
- Volunteer Protection Act of 1997, Public Law 105-19
- Clean Air Act of 1970, as amended in 1977 and 1990, 42 USC, Sections 7401-7671
- Clean Water Act of 1948, as amended in 1972, 1977, and 1987, 33 USC Section 1251 et seq.
- Consolidated Appropriations Act, 2008, Public Law 110-161
- Fair Housing Act as amended in 1988, 42 USC 3601
- Federal Safe Drinking Water Act of 1974, as amended in 1996, 42 USC Sections 300j-9(i)
- Public Law 920, Federal Civil Defense Act of 1950, as amended

### State

- ARS § 11-952 Intergovernmental agreements and contracts
- ARS § 23-1022 Compensation as exclusive remedy for employees
- ARS § 26-301 Emergency Management, et seq.



- ARS § 26-308(B) Powers of local government
- ARS § 26-401 Emergency Management Assistance Compact, et seq.
- State of Arizona, Emergency Response and Recovery Plan 2012
- Chapter 2, Title 26, Arizona Revised Statutes (ARS) as amended
- Chapter 1, Title 35, Arizona Revised Statutes as amended

#### County

- Pinal County Office of Emergency Management (PCOEM) created by the Board of Supervisors as the Civil Defense Organization, November 1951
- Resolution adopting the National Incident Management System, February 24, 2010, Resolution No. 022410-NIMS
- Pinal County Floodplain Management Ordinance, August 2006
- Other resolutions as applicable



Figure 2: Coolidge Dam Circa 1926



## APPENDIX A: ACRONYMS

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<i>AAR</i>	After Action Report
<i>ADA</i>	Americans With Disabilities Act
<i>ADAAA</i>	Americans With Disabilities Amendment Act
<i>AIRS</i>	Arizona Interagency Radio System
<i>APS</i>	Arizona Public Service
<i>ARES</i>	Amateur Radio Emergency Services
<i>ARS</i>	Arizona Revised Statutes
<i>AZMAC</i>	Arizona Mutual Aid Compact
<i>CAP</i>	Corrective Action Plan
<i>CERT</i>	Community Emergency Response Team
<i>CFR</i>	Code of Federal Regulations
<i>CPG101</i>	Comprehensive Preparedness Guide 101
<i>DEMA</i>	Department of Emergency and Military Affairs
<i>DOC</i>	Department Operations Center
<i>DPS</i>	Department of Public Safety
<i>EAS</i>	Emergency Alert System
<i>EMAC</i>	Emergency Management Assistance Compact

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<i>EOC</i>	Emergency Operations Center
<i>EPCRA</i>	Emergency Planning and Community Right-to-Know Act
<i>ERRP</i>	Emergency Response and Recovery Plan
<i>ESF</i>	Emergency Support Function
<i>FAST</i>	Functional Assessment Service Teams
<i>FEMA</i>	Federal Emergency Management Agency
<i>FCC</i>	Federal Communications Commission
<i>GIS</i>	Geographic Information System
<i>HAZMAT</i>	Hazardous Materials
<i>HSPD</i>	Homeland Security Presidential Directive
<i>ICP</i>	Incident Command Post
<i>ICS</i>	Incident Command System
<i>IPAWS</i>	Integrated Public Alert and Warning System
<i>JIS</i>	Joint Information System
<i>MACC</i>	Multi-Agency Coordination Center
<i>MHz</i>	Megahertz
<i>NAWAS</i>	National Warning System
<i>NIMS</i>	National Incident Management System

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<i>NGO</i>	Non-Governmental Organization
<i>NRF</i>	National Response Framework
<i>NWS</i>	National Weather Service
<i>OA</i>	Operational Area
<i>PCOEM</i>	Pinal County Office of Emergency Management
<i>PETS</i>	Pets Evacuation and Transportation Standards
<i>PPD</i>	Presidential Policy Directive
<i>PSIC</i>	Public Safety Interoperable Communications
<i>RACES</i>	Radio Amateur Civil Emergency Services
<i>SARA</i>	Superfund Amendments and Reauthorization Act
<i>SEOC</i>	State of Operations Center
<i>SOG</i>	Standard Operating Guideline
<i>SOP</i>	Standard Operating Procedure
<i>UHF</i>	Ultra-High Frequency
<i>VHF</i>	Very High Frequency
<i>WEA</i>	Wireless Emergency Alerts

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## APPENDIX B: GLOSSARY

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All Hazards	Any incident, natural or manmade, that warrants action to protect life, property, environment, public health or safety, and minimize disruptions of government, social, or economic activities.
American Red Cross	The American Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.
Attack	A hostile action taken against citizens for political purposes, resulting in the destruction of or damage to military targets, injury or death to the civilian population, or damage or destruction to public and private property.
Common Operating Picture	Collating, gathering, and disseminating information—such as traffic, weather, actual damage, resource availability—of any type (voice, data, etc.) from agencies/organizations in order to make decisions during an incident.
Community	A political entity which has the authority to adopt and enforce laws and ordinances for the area under its jurisdiction. In most cases, the community is an incorporated town, city, or unincorporated area of a county.
Community Lifelines	A standard method of reporting the status of community functions that are critical to human health and safety, or economic security.
Cyber Security	The prevention of damage to, unauthorized use of, or exploitation of, and, if needed, the restoration of electronic information and communications systems and the information contained therein to ensure confidentiality, integrity, and availability. Includes protection and restoration, when needed, of information networks and wireline, wireless, satellite, public safety answering points, and 911 communications systems and control systems.
Dam	A barrier built across a watercourse for the purpose of impounding, controlling, or diverting the flow of water.
Damage Assessment	The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and the status of key facilities and services such as hospitals and other health care facilities, fire and police stations, communications networks, water and sanitation systems, utilities, and transportation networks resulting from a man-made or natural disaster.

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Department Operations Center	The site from which an individual department coordinates and controls actions specific to that department during an emergency.
Disaster	An incident that has resulted in severe property damage, deaths, and/or multiple injuries. As used in the Stafford Act, a “major disaster” is “any natural catastrophe [...] or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under [the] Act to supplement the efforts and available resources or States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”
Drought	(1) Prolonged absence or marked deficiency of precipitation. (2) Period of abnormally dry weather sufficiently prolonged for the lack of precipitation to cause a serious hydrological imbalance.
Earthquake	The sudden motion or trembling of the ground produced by abrupt displacement of rock masses, usually within the upper 10 to 20 miles of the earth's surface.
Emergency	Any incident that warrants immediate action to prevent to people, property, the environment, preserve the peace, and maintain good order.
Emergency Alert System	A broadcast system administered by the Federal Communication Commission that provides national, State, and local officials the means to broadcast emergency information to the public before, during, and after disasters.
Emergency Management	The coordination and integration of activities and tasks to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual emergencies and disasters.
Emergency Manager	The person who has the day-to-day responsibility for emergency management programs and activities. The role coordinates all aspects of the county’s mitigation, preparedness, response, and recovery capabilities.
Emergency Medical Services	Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition.
Emergency Operations Center	The site from which State and local civil government officials monitor, support, and coordinate response activities during an emergency.
EOC Director	The person with the overall responsibility and authority of the EOC during an emergency.



Emergency Operations Plan	The County’s plan for responding to any emergency incident where the county must take immediate action to prevent further harm to people, property, the environment, preserve the peace, and maintain good order.
Evacuation	Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.
Event	A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g. parades, concerts, or sporting activities. The event IAP usually includes contingency plans for possible incidents that might occur during the event.
Fissure	Pervasive cracks in the ground that occur on valley floors associated with extensive groundwater withdrawal. Fissures can be as much as 15 to 25 feet wide and 90 feet deep.
Flash Flood	A sudden flood, typically occurring in a formerly dry wash during or after a heavy rain.
Flood	Flooding is a temporary overflow of water onto land that is normally dry.
Hazard Mitigation	Any action taken to reduce or eliminate the long-term risk to human life and property from hazards.
Hazardous Material	Any substance or material that when involved in an accident and released in sufficient quantities, poses a risk to people's health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.
Incident Command System	A standardized organizational structure used to command, control, and coordinate the use of resources and personnel that have responded to the scene of an emergency. The concepts and principles for ICS include common terminology, modular organization, integrated communication, unified command structure, consolidated action plan, manageable span of control, designated incident facilities, and comprehensive resource management.
Intelligence	The gathering of information by police agencies to anticipate, prevent, or monitor possible criminal activity by individuals or groups.
Infectious Disease	An illnesses caused by germs (such as bacteria, viruses, and fungi) that enter the body, multiply, and can cause an infection. Some infectious diseases are contagious (or communicable), that is, spread from one person to another.

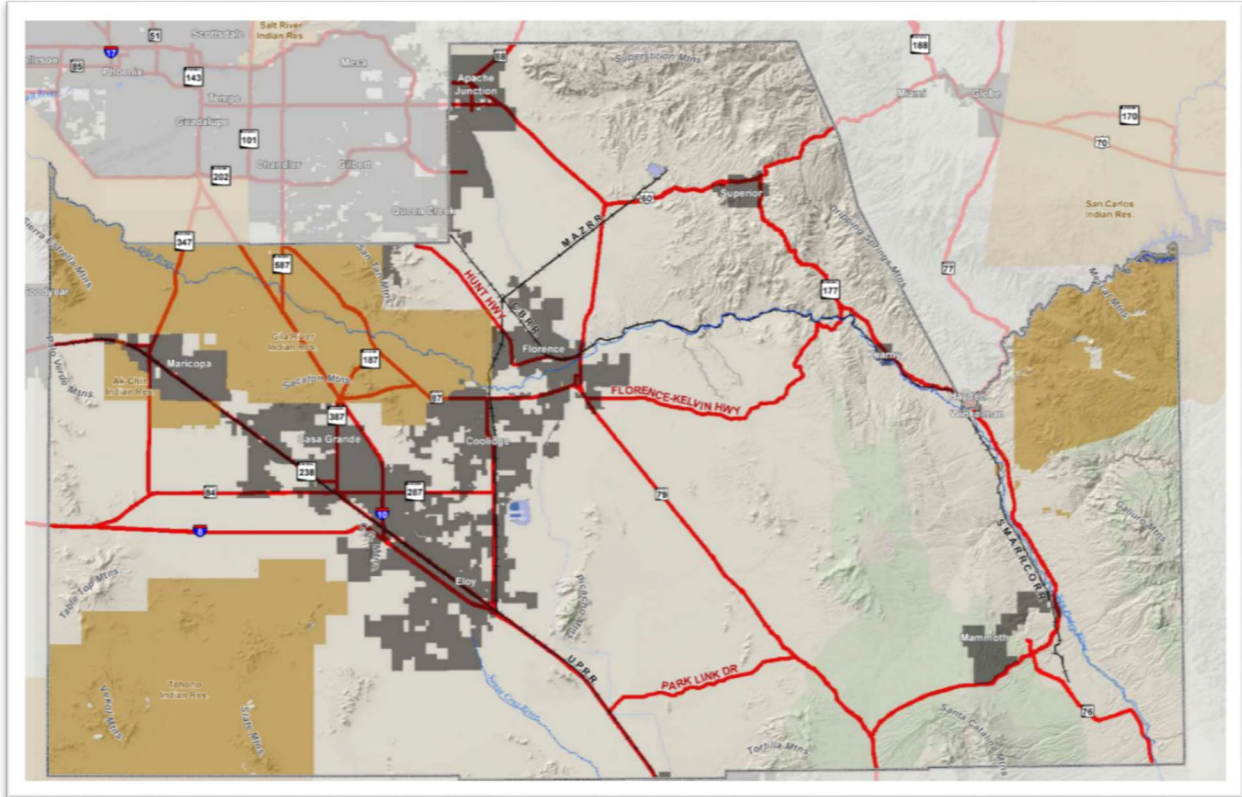




Joint Information Center	A joint information center is a physical location where public affairs professionals from organizations involved in incident management activities can co-locate to perform critical emergency information, crisis communications, and public affairs functions. It is important for the center to have the most current and accurate information regarding incident management activities at all times. The center provides the organizational structure for coordinating and disseminating official information.
Joint Information System	Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during a crisis or incident operations.
Levee	An embankment built to prevent the overflow of a river.
Public Information Officer	An agency or county official responsible for preparing and coordinating the dissemination of emergency public information.
Preliminary Damage Assessment	A mechanism used to determine the impact and magnitude of damage and the resulting unmet needs of individuals, businesses, the public sector, and the community as a whole. Information collected is used by the State as a basis for the Governor’s request for a Presidential declaration, and by FEMA to document the recommendation made to the President in response to the Governor’s request. PDAs are made by at least one State and one Federal representative. A local government representative familiar with the extent and location of damage in the community often participates; other State and Federal agencies and voluntary relief organizations also may be asked to participate, as needed.
Public Alert	Emergency and life-saving information, regardless of form or format that is disseminated and broadcast to the public.
Public Information	Any information, regardless of form or format, that is or is required to be, disclosed, disseminated, or made available to the public.
Public Warning	Emergency and life-saving information, regardless of form or format that is disseminated and broadcast to the public.
Response	Immediate actions taken to save lives, protect property, preserve the environment, and stop the forward progress of the incident.
Recovery	The process of assisting households, restoring institutions, promoting economic restoration and confidence, rebuilding destroyed property, and reconstituting normal government services.
Secondary Hazard	A threat whose potential would be realized as the result of a triggering event that of itself would constitute an emergency. For



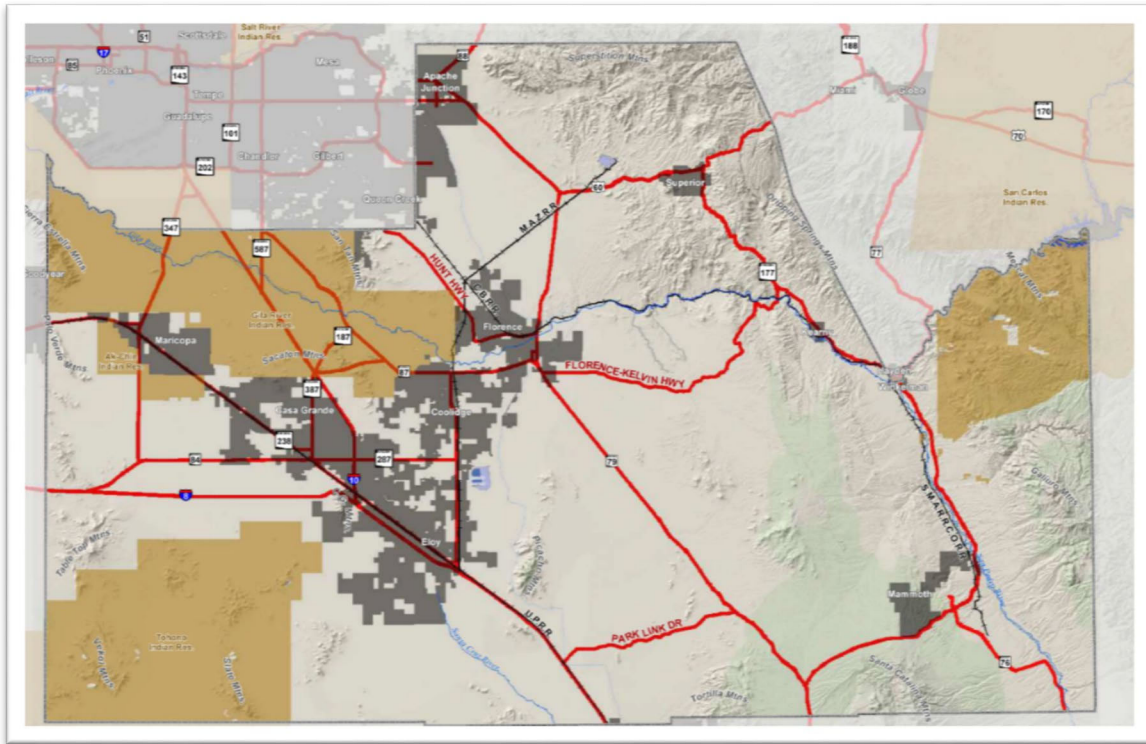
	example, dam failure might be a secondary hazard associated with earthquakes.
Severe Wind	Wind gusts that are 58 mph or greater.
Situational Awareness	The sharing, monitoring, and verification of information and intelligence to support informed decisions on how to best manage emergencies, threats, potential threats, or events of concern.
Standard Operating Procedure	A set of instructions constituting a directive, covering those features of operations which lend themselves to a definite, step-by-step process. SOPs supplement EOPs by detailing and specifying how tasks assigned in the EOP are to be carried out.
Strategy	The general direction selected to accomplish incident objectives set by the Incident Commander. The appropriate strategy will match conditions, allow the use of appropriate tactics, and manage risk.
Subsidence	The sinking of the ground because of underground material movement—is most often caused by the removal of water, oil, natural gas, or mineral resources out of the ground by pumping or mining activities.
Tactics	Deploying and directing resources during an incident to accomplish the objectives designated by strategy.
Terrorism	The use of—or threatened use of—criminal violence against civilians or civilian infrastructure to achieve political ends through fear and intimidation, rather than direct confrontation. Emergency management is typically concerned with the consequences of terrorist acts directed against large numbers of people (as opposed to political assassination or hijacking, which may also be considered "terrorism").
Warning	The alerting of emergency response personnel and the public to the threat of extraordinary danger and the related effects that specific hazards may cause. A warning issued by the NWS (e.g., severe storm warning, tornado warning, tropical storm warning) for a defined area indicates that the particular type of severe weather is imminent in that area.
Watch	Indication by the NWS that, in a defined area, conditions are favorable for the specified type of severe weather (e.g., flash flood watch, severe thunderstorm watch, tornado watch, tropical storm watch).
Wildfire	Any non-structure fire that occurs in vegetation or natural fuels. Includes Wildfires and Prescribed Fires.



PINAL COUNTY  
2022  
EMERGENCY OPERATIONS PLAN:  
FUNCTIONAL ANNEXES



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## AGRICULTURE AND NATURAL RESOURCES (R. 2016)

Lead Agency:	Arizona Department of Agriculture
Support Agencies:	<p><u>County Agencies</u></p> <p>Pinal County Animal Control Department Pinal County Office of Emergency Management Pinal County Public Health Services District Pinal County Open Space and Trails</p> <p><u>State Agencies</u></p> <p>Arizona State Veterinarian's Office Arizona Department of Game and Fish Arizona Department of Natural Resources</p> <p><u>Other</u></p> <p>University of Arizona/County Extension Office</p>

### INTRODUCTION

The Agriculture and Natural Resources Functional Annex supports the State of Arizona Emergency Response And Recovery Plan (SERRP) ESF #11 Annex to control and eradicate any outbreak of a highly



contagious or economically devastating animal/zoonotic diseases, or any outbreak of an economically devastating plant pest or disease; ensure the safety and security of the commercial food supply; protect natural and cultural resources and historic property resources.

NOTE: Minor revisions to this annex were made in 2022 to match updated formatting, agency names, and response strategies.

#### Purpose

The purpose of this annex is to coordinate resources to prevent and address environmental health risks. Agriculture and Natural Resources operates in conjunction with Health and Medical Services, to ensure that food and public water supplies are safe throughout the county and to monitor, in coordination with federal and state agencies, plant and animal diseases. The Agriculture and Natural Resources function also supports incidents in which animal, veterinary or wildlife issues arise, and to the public's health.

#### Scope

This annex addresses the control and eradication of an outbreak of a highly contagious or economically devastating animal and plant disease, assurance of food safety and food defense and the prevention, detection and response to food borne illnesses.

It also provides for collaboration with federal and state agencies responsible for inspection, detection, prevention and eradication of highly pathogenic exotic plant disease, or economically devastating plant pest infestation. Of key importance is the safety of livestock and crops against the introduction of contaminants and the protection of wildlife, public land as well as natural, cultural and historic properties.

#### Assumptions

- The transportation of plants, animals and animal products in and out of Pinal County, the ease of international travel, the ongoing threat of agro-terrorism and the consequences of an outbreak of a significantly impacting plant or animal disease within Pinal County indicates our vulnerability and need for vigilance
- Within Pinal County there are important natural, cultural and historic properties that must be protected in times of disaster
- County infrastructure may sustain damage. This damage may influence the means and accessibility for relief services and supplies
- Disaster responses may be difficult to coordinate effectively during the immediate post-disaster phase. Additional resources and federal resources, if needed may not be available for up to 72 hours
- Gradual clearing of access routes and resumption of services will permit a sustained flow of emergency relief, although localized distribution patterns may be disrupted for a significant period
- Several jurisdictions, agencies and disciplines will compete for the same resources



- Local livestock producers, dairymen, feedlot operators, poultry farmers, equine, and swine producers within Pinal County will be the first to notice an unusual condition/disease in their animals. Many of these producers will consult with their veterinarian. Others may contact the State Department of Agriculture, the State Veterinarian's Office, or the Arizona Veterinary Diagnostic Laboratory at the University of Arizona County Extension, or a private laboratory
- A widespread outbreak of disease or infestation in this industry would have a major impact on the economy of Pinal County and surrounding counties as well as the state
- Any plant or animal diseases have the potential to adversely affect wildlife, domestic pets or public health and welfare
- There are significant historical, cultural and natural resources, especially water, within Pinal County. In addition, Native American communities cultivate and harvest non-commercial crops that have cultural or religious significance which must be protected

## CONCEPT OF OPERATIONS

Standard Operating Procedures (SOPs) will be developed and maintained by the Arizona Department of Agriculture, which has primary functional responsibility for this function in cooperation with Pinal County. This function will be coordinated with and involve other support agencies and organizations.

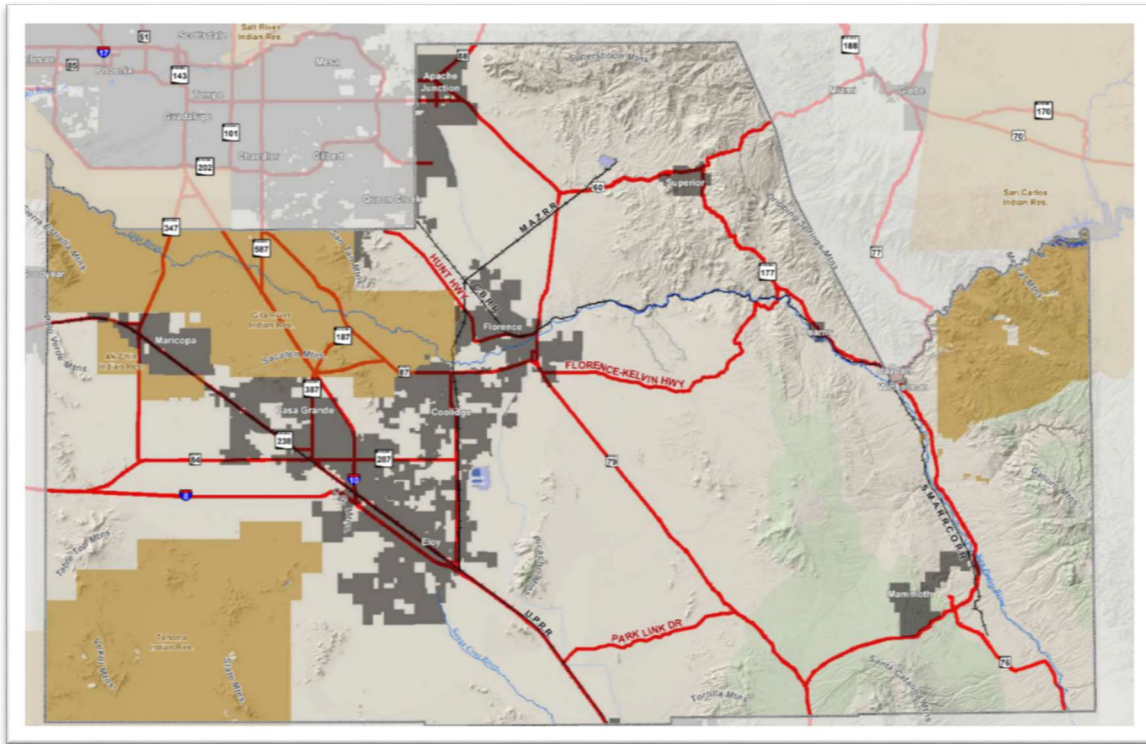
An aggressive and proactive response by the primary agencies ensures the safety and security of Pinal County's commercial supply of food products following an incident. They support, in a liaison role, the state and/or federal government should the situation necessitate such actions, as may occur if the situation impacts the State of Arizona or beyond.

The Arizona Department of Agriculture will:

- Work with other agencies to determine whether the impact is on public health, food- or water-borne, or wildlife to engage the appropriate entities
- Begin plan implementation as expeditiously as possible
- Provide accurate public information to assist with public education, awareness, and safety; and
- Monitor food and/or water for contamination and issuance of health-related public service announcements, as necessary

Support Agencies will:

- Establish sites for food and water service, distribution, and issuance
- Coordinate community resources and personnel to assist with food and water services and/or distribution
- Establish a liaisons to facilitate the sharing of information and data
- Collect, compile, and report information and data, as appropriate
- Provide assistance to the Incident Commander, EOC, as appropriate, and make resources of their respective organizations available, as possible
- Track the use of resources from their respective organizations and share that information with the EOC



### COMMUNITY LIFELINES (R. 2022)

Lead Agency:	Pinal County Office of Emergency Management <u>County Agencies</u> Pinal County Manager Pinal County Communications Department Pinal County Public Health Services District (PCPHSD) Pinal County Public Works Department Pinal County Sheriff's Office (PCSO)
Support Agencies:	<u>State Agencies</u> Arizona Department of Health Services (ADHS) Arizona Department of Emergency and Military Affairs (DEMA) Arizona National Guard (ANG) Arizona Department of Transportation (ADOT) Arizona Department of Public Safety (DPS)
	<u>Other Agencies</u> American Red Cross (ARC) – Grand Canyon Chapter Salvation Army Utilities





## INTRODUCTION

### Purpose

This Support Annex establishes the use of Community Lifelines by Pinal County Departments and Agency during the response and recovery to any emergency incident requiring a county coordinated response.

### Scope

This Support Annex provides guidance to Pinal County Departments, Agencies, and employees who respond to or manage emergencies or disasters that may affect an indispensable service that enables the continuous operation of critical business and government functions, and is essential to human health and safety, or economic security. This Annex describes how response objectives and priorities will be established and progress will be reported. The Annex supplements policies and guidance found elsewhere in this plan and supports the use of the National Incident Management System (NIMS) during all emergency response activities.

## TERMS

<i>Component</i>	The system of critical infrastructure and related service providers which provides a lifeline of services. A lifeline consists of two or more components.
<i>Essential Elements of Information (EEI)</i>	A standard information requirement that provides context, informs decision making, and contributes to analysis. EEIs can inform status, impacts, actions, and limiting factors for lifelines, components, or subcomponents.
<i>Functional Needs Populations</i>	Individuals that may have additional needs before, during, and after an incident in functional areas, including but not limited to, maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; who are transportation disadvantage; who have economic limitation; who are homeless; or who are culturally isolated.
<i>Lifeline</i>	A lifeline provides indispensable service that enables the continuous operation of critical business and government functions, and is critical to human health and safety, or economic security.
<i>Limiting Factor</i>	A condition that either temporarily or permanently impedes the accomplishment of a mission. (Examples include a disruption of a



	transportation network, lack of facilities or resources, extreme climatic conditions or distance, etc.).
<i>Mitigation</i>	The effort to reduce loss of life and property by lessening the impact of disasters.
<i>Outcome Driven Recovery</i>	A problem-solving approach that promotes unity of effort among stakeholders to identify recovery needs, vision, and goals, and to resource holistic recovery solutions.
<i>Resilience</i>	The ability to adapt to changing conditions and withstand and rapidly recover from disruption because of emergencies.
<i>Senior Leadership Brief (SLB)</i>	A situational awareness product that discusses lifelines and the interdependencies between them. The goal of the SLB is to allow users at all levels to interact with each other to share and digest the most authoritative information on an incident.
<i>Shortfall</i>	Resource-specific limitations which can be determined by identifying the total requirement and subtracting available (organic, mutual aid, and external support) resources from that total requirement.
<i>Stabilization</i>	Occurs when basic lifeline services or capabilities are provided to survivors. The provision may be temporary solutions requiring sustainment.
<i>Stabilization Target</i>	The dynamic desired end-state of response for each lifeline created during the deliberate planning process and modified on a per-incident basis to match incident circumstances.
<i>Subcomponent</i>	A sub-system of critical infrastructure and related service providers necessary for providing a particular service within a lifeline component. A component consists of one or more subcomponents.

## SITUATION AND ASSUMPTIONS

### Situation

Pinal County is located between Phoenix and Tucson, which are the largest population centers in Arizona. It encompasses an area of approximately 5,374 square miles with a population of 375,770. There are twelve (12) law enforcement agencies, twenty-three (23) fire departments/districts, one (1) transcontinental railroad, four (4) short-line railroads, and three (3) federal highways (I-8, I-10 and U.S. 60).

The county has two distinctive geographical regions. The eastern region is mountainous with rural communities. The lead hazards of this area consist of thunderstorms, flooding, harsh winter weather,



high winds, wildfires and severe heat. These communities have restricted evacuation routes, sheltering options, and have limited resources to manage disasters.

The western region consists of industry, agriculture, transportation corridors, and medium size population centers. These communities may experience such hazards as hazardous materials releases, thunderstorms, flooding, high winds, wildfires and severe heat. Due to their geographical locations, they may be affected by incidents occurring in the Phoenix or Tucson Metro Areas.

#### Assumptions

- An emergency or disaster can disrupt the regular delivery of critical lifesaving and life-sustaining services
- The continuous operations of critical business and government functions is essential to human health and welfare
- Stabilizing the delivery of critical lifesaving and life-sustaining services is one of the County's highest priorities when responding to emergencies
- The use of the lifeline construct gives executives, managers, and responders a standard method for recognizing, assessing, and restoring these life-saving or life-sustaining functions
- The lifeline construct will be used by responders, incident managers, emergency managers, NGOs, DEMA, and FEMA

## CONCEPT OF OPERATIONS

### General

Lifeline services are lifesaving or life sustaining business and government functions whose disruption may result in immediate threats to life and property. Stabilizing the delivery of lifelines services is the County's highest priority when responding to emergencies. The lifeline framework gives executives, managers, and responders a standard method for recognizing, assessing, and restoring these life-saving or life-sustaining functions.

Lifeline services are organized into seven lifelines: (1) safety and security; (2) food, water, shelter; (3) health and medical; (4) energy; (5) communications; (6) transportation; and (7) hazardous materials. Each of the seven lifelines represent functioning of multiple component services that must be delivered to stabilize the lifeline. These component services are fixed, predetermined capabilities (see Appendix A). They may be further divided into subcomponents which may expand or contract to meet the needs of the incident.

### Emergency Management by Objective

The primary mission of the County's Emergency Response efforts are the stabilization and recovery of lifeline services. Therefore, response objectives and priorities must first focus on the stabilization of critical services. Incident management teams and emergency managers should establish and prioritize incident objectives that reflect lifeline stabilization targets.



Stabilization targets for each lifeline are goals set by policy makers in collaboration with stakeholders and emergency managers. The targets should reflect the desired end-state, not describe the methods, steps, or processes to be used. They will describe goals that must be achieved in order to stop the forward progress of the incident. (See Appendix B) for targets that can be adapted to specific incidents). As the incident stabilizes, Stabilization Targets will transition to Recovery Targets.

Stabilization Targets are developed through the planning process and validated and refined throughout the incident. Progress towards achieving outcomes is measured by Stabilization Targets for each lifeline and its accompanying components. Progress towards achieving objectives and lifeline stabilization is then shared with managers, policymakers, stakeholders, and responders. This performance feedback loop allows individuals, groups, teams, and organizations to monitor and correct their actions in order to achieve the identified objectives and lifeline Stabilization Targets.

#### Lifeline Status and Reporting

The Incident Commander(s) and EOC Director will collaborate to determine the status of each lifeline and component. However, if a consensus cannot be reached, the EOC Director will make the final determination.

Generally, when State and National agencies are providing assistance, the determination will be made collaboratively and reported by the State to the Regional Response Coordination Center. However, if a consensus cannot be reached, the County may report a different assessment than either the State or the Region.

Lifeline status assessment and analysis should begin as soon as possible and continually reassessed. Lifeline statuses are reported at each operational period and represent a single snapshot in time. Community Lifeline Statuses are reported as follows:

1. The Lifeline Status is not known, there is not a clear understanding of the extent of the disruption and impacts
2. The Lifeline is disrupted and no requirements or solution have been identified
3. The Lifeline is disrupted but a solution has been identified and a plan of action is in progress
4. The Lifeline has been stabilized either by contingency response solutions or the re-establishment of lifeline services has been achieved

Current National and State recommendations are to use four color assessment statuses (grey, red, yellow, and green) in conjunction with the FEMA Lifeline Icons for reporting the status of Community Lifelines. The Community Lifeline color statuses are:

- Grey indicates no clear understanding of the extent of the disruption and impacts
- Red indicates lifeline services disrupted and no requirements or solution identified
- Yellow indicates a solution identified and plan of action in progress
- Green indicates stabilization of the lifeline (e.g., critical lifeline services are available to survivors and responders)
- Blue does not indicate an operational status or condition; it is used only for administrative purposes, such as presentations and briefings



## Leadership Brief

The Leadership Brief is a summary report used to provide county leadership situational awareness of an incident. The brief should be clear, concise, and available across a variety of platforms, including text or email. The report should be brief, less than one page and delivered on a regular, predictable basis. Lifelines are to be used as the primary method of conveying impacts and considerations before, during, and after incidents to convey consistent and relevant situational awareness.

## Incident Dashboard

The EOC Director may choose to set-up an electronic incident dashboard to help build a common operating picture using lifeline information. A dashboard can visually display real-time incident information including maps, charts, graphs, and other information. The information may be linked to databases and may be dynamically updated. The dashboard also gives users the opportunity to drill down further to analyze component and subcomponent conditions and re-establishment requirements and progress.

## ASSIGNMENT OF RESPONSIBILITIES

### General

The lead agency responsible for the conduct, support and management of this Annex shall be the Pinal County Office of Emergency Management. Support agencies are listed at the beginning of this Annex.

Pinal County Office of Emergency Management has lead responsibility to provide the following response functions:

- Collaborating with Incident Commanders to determine the status of each lifeline
- Reporting the status of each lifeline to the State
- Writing and distributing a Leadership Briefing for each operational period or as determined by the EOC Director

All departments assigned to provide assistance with emergency commodity distribution are responsible for the following actions:

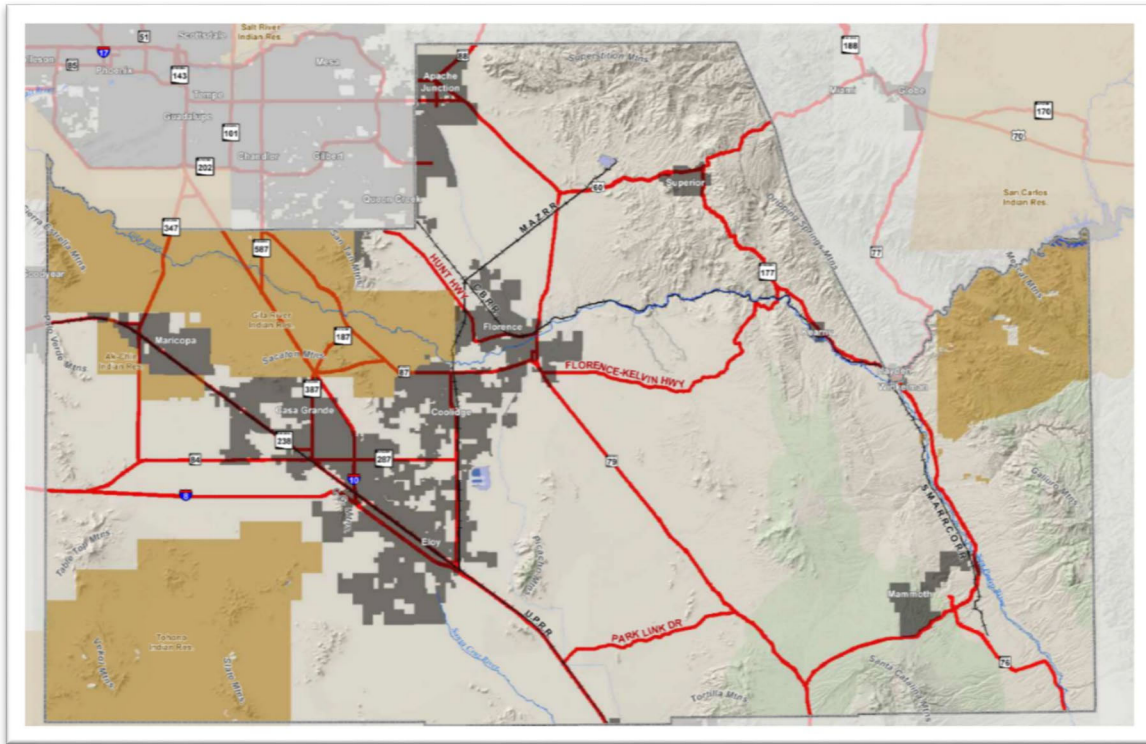
- Designate representatives of their agency to provide support and assistance during an emergency
- Provide National Incident Management System (NIMS) and Incident Command System (ICS) training to appropriate staff personnel
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the Emergency Operations Center and, as needed, in the field





## Emergency Functions

Pinal County Office of Emergency Management has lead responsibility to provide the following preparedness functions:







- Pre-incident planning, training, and coordination
- Maintaining ongoing contact with the support agencies of this Incident Annex
- Conducting periodic meetings and conference calls to review this Incident Annex



### APPENDIX A: LIFELINE COMPONENTS (R. 2022)

Lifeline	Components	Description
	<ol style="list-style-type: none"> <li>1. Law Enforcement/Security</li> <li>2. Fire Service</li> <li>3. Search and Rescue</li> <li>4. Government Service</li> <li>5. Community Safety</li> </ol>	<p>Law enforcement, government services, and associated assets that maintain community security, provide search and rescue and firefighting capabilities, and support public safety. Includes impending risks to impacted communities, public infrastructure, and national security concerns.</p>
	<ol style="list-style-type: none"> <li>1. Food</li> <li>2. Water</li> <li>3. Shelter</li> <li>4. Agriculture</li> </ol>	<p>Support systems that enable the sustainment of human life, such as food retail and distribution networks, water treatment, transmission and distribution systems, housing, and agriculture resources.</p>

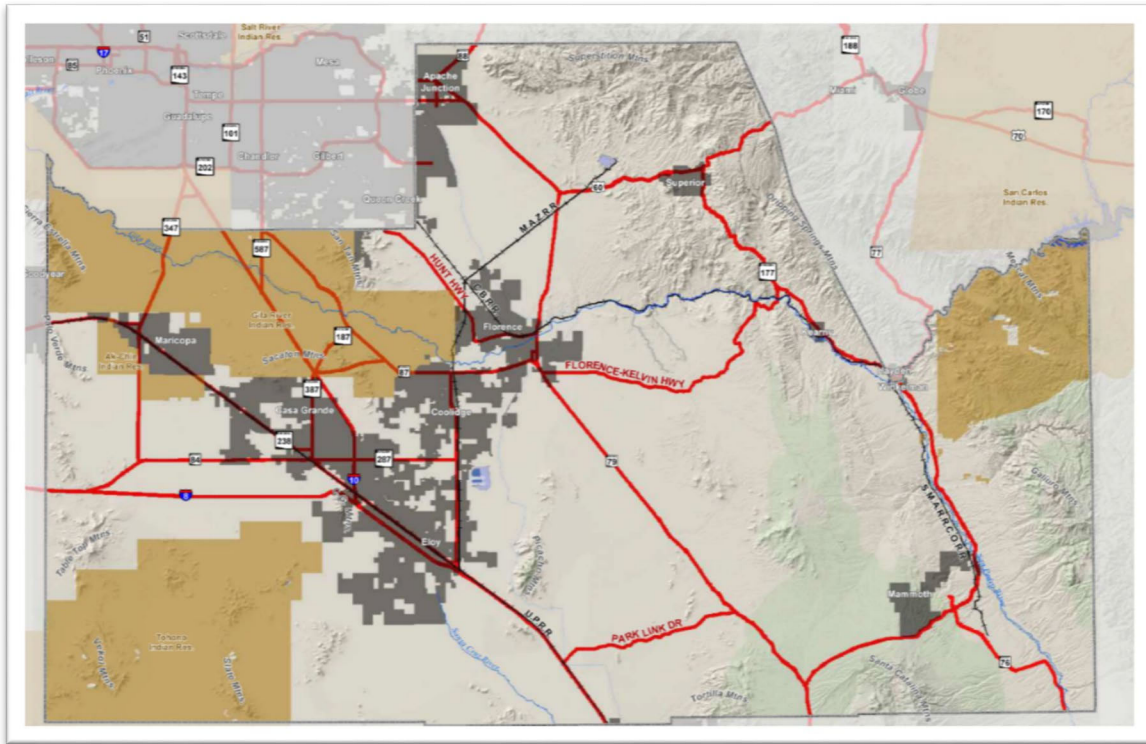


Lifeline	Components	Description
	<ol style="list-style-type: none"> <li>1. Medical Care</li> <li>2. Public Health</li> <li>3. Patient Movement</li> <li>4. Medical Supply Chain</li> <li>5. Fatality Management</li> </ol>	<p>Infrastructure and service providers for medical care, public health, patient movement, fatality management, behavioral health, veterinary support, and the medical industry.</p>
	<ol style="list-style-type: none"> <li>1. Power Grid</li> <li>2. Fuel</li> </ol>	<p>Infrastructure and service providers for medical care, public health, patient movement, fatality management, behavioral health, veterinary support, and the medical industry.</p>
	<ol style="list-style-type: none"> <li>1. Infrastructure</li> <li>2. Responder Communications</li> <li>3. Alerts, Warnings, and Messages</li> <li>4. Finance</li> <li>5. 911 and Dispatch</li> </ol>	<p>Broadband internet, cellular and landline telephone networks, cable services, satellite communications services, radio, and television. Services include alerts, warnings, and messages, 911 and dispatch, and access to financial services.</p>
	<ol style="list-style-type: none"> <li>1. Highway/Roadway/Motor Vehicle</li> <li>2. Mass Transit</li> <li>3. Railway</li> <li>4. Aviation</li> <li>5. Maritime</li> </ol>	<p>Multiple modes of transportation that often serve complementary functions and create redundancy, adding to the resilience in overall transportation networks. This includes roadway, mass transit, railway, aviation, maritime, and intermodal systems.</p>
	<ol style="list-style-type: none"> <li>1. Facilities</li> <li>2. HAZMAT, Pollutants, Contaminants</li> </ol>	<p>Systems that mitigate threats to public health or the environment. This includes facilities that generate or store hazardous substances, specialized conveyance assets and capabilities to identify, contain, and remove pollution, contaminants, oil, or other hazardous materials and substances.</p>
	<ol style="list-style-type: none"> <li>1. Law Enforcement/Security</li> <li>2. Fire Service</li> <li>3. Search and Rescue</li> <li>4. Government Service</li> <li>5. Community Safety</li> </ol>	<ul style="list-style-type: none"> <li>• Immediate threats to life and health are mitigated</li> <li>• Public safety organizations and government agencies can perform essential operations</li> <li>• Adequate [component] resources are available on-scene to effect timely, effective, and sustained [component] operations</li> </ul>





Lifeline	Components	Description
	<ol style="list-style-type: none"> <li>1. Food</li> <li>2. Water</li> <li>3. Shelter</li> <li>4. Agriculture</li> </ol>	<ul style="list-style-type: none"> <li>• All survivors, companion, and service animals have access to food, water, and sanitation</li> <li>• Sheltering services are supporting the displaced population</li> <li>• Livestock have access to feed and water</li> <li>• Sufficient resources are in place to sustain agricultural requirements</li> </ul>
	<ol style="list-style-type: none"> <li>1. Medical Care</li> <li>2. Public Health</li> <li>3. Patient Movement</li> <li>4. Medical Supply Chain</li> <li>5. Fatality Management</li> </ol>	<ul style="list-style-type: none"> <li>• Survivors have access to all required medical care</li> <li>• All domestic animals have access to required veterinary care</li> <li>• The medical transportation system is capable of executing safe and timely patient transfers</li> <li>• Adequate fatality management support is available</li> </ul>
	<ol style="list-style-type: none"> <li>1. Power Grid</li> <li>2. Fuel</li> </ol>	<ul style="list-style-type: none"> <li>• Temporary emergency power is available at critical facilities as needed to stabilize other lifelines</li> <li>• Fuel is available for responders</li> <li>• Sufficient fuel is available for survivors, including to support individuals dependent on power for life-sustaining medical care</li> </ul>
	<ol style="list-style-type: none"> <li>1. Infrastructure</li> <li>2. Responder Communications</li> <li>3. Alerts, Warnings, and Messages</li> <li>4. Finance</li> <li>5. 911 and Dispatch</li> </ol>	<ul style="list-style-type: none"> <li>• Survivors have access to commercial communications infrastructure to contact or be contacted by emergency services</li> <li>• Public Safety radio network is operational</li> <li>• Public safety answering points are operational</li> <li>• Survivors have access to financial services</li> </ul>
	<ol style="list-style-type: none"> <li>1. Highway/Roadway/ Motor Vehicle</li> <li>2. Mass Transit</li> <li>3. Railway</li> <li>4. Aviation</li> <li>5. Maritime</li> </ol>	<ul style="list-style-type: none"> <li>• Transportation routes (air, rail, road, port) are clear of debris and accessible</li> </ul>
	<ol style="list-style-type: none"> <li>1. Facilities</li> <li>2. HAZMAT, Pollutants, Contaminants</li> </ol>	<ul style="list-style-type: none"> <li>• All contaminated areas are identified, isolated, and secured</li> </ul>



## COMMODITY DISTRIBUTION (R. 2022)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<p><u>County Agencies</u>                  Pinal County Public Health Services District (PCPHSD)                  Pinal County Public Works Department                  Pinal County Sheriff's Office (PCSO)</p> <p><u>State Agencies</u>                  Arizona Department of Health Services (ADHS)                  Arizona Department of Emergency and Military Affairs (DEMA)                  Arizona National Guard (ANG)                  Arizona Department of Transportation (ADOT)                  Arizona Department of Public Safety (DPS)</p> <p><u>Other Agencies</u>                  American Red Cross (ARC) – Grand Canyon Chapter                  Salvation Army</p>



## INTRODUCTION

### Purpose

This Support Annex establishes the roles and responsibilities for Pinal County governmental agencies, non-governmental organizations (NGO) and private sector to coordinate and manage commodity distribution for any emergency incident requiring a county coordinated response.

### Scope

Pinal County is not immune to emergencies or disasters that may disrupt normal supply chains, triggering the need for temporary relief supply chains that address critical emergency supplies such as food, water, and fuel. The County will collaborate with the DEMA, NGO’s, municipalities, and the private sector to move commodities to the locations deemed best to serve individuals at the regional or local level. Commodities may be distributed through any combination of direct distribution, mobile distribution, or point of distribution models. Public Health Points of Dispensing are outside of this Annex’s scope and should be addressed through the activation of the Public Health Services District and its associated plans.

## TERMS

<i>Commodity Points of Distribution</i>	Centralized, drive-through locations where the public picks up life sustaining commodities following a disaster or emergency. Commodities usually include shelf stable food and water.
<i>Community Lifelines</i>	A lifeline provides indispensable service that enables the continuous operation of critical business and government functions, and is critical to human health and safety, or economic security.
<i>County Staging Area (CSA)</i>	A pre-identified staging location capable of receiving large quantities of relief supplies within 24-hours post-event.
<i>Cross Docking</i>	Cross docking is the process of receiving products through an inbound dock and then transferring them across the dock to the outbound transportation dock.
<i>Direct Distribution</i>	The delivery of supplies directly to homes in the affected area. Delivery may be made by ground or air.
<i>Evacuation</i>	An organized, phased, and supervised removal of people and domestic animals from an endangered area, to their reception and care in a safe location.
<i>Functional Needs Populations</i>	Individuals that may have additional needs before, during, and after an incident in functional areas, including but not limited to, maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional



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	response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; who are transportation disadvantage; who have economic limitation; who are homeless; or who are culturally isolated.
<i>Mobile Delivery</i>	The distribution of food boxes and bulk commodities to local drop locations. Delivery may be made by ground or air.
<i>Stabilization</i>	Occurs when basic lifeline services or capabilities are provided to survivors. The provision may be temporary solutions requiring sustainment.

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## SITUATION AND ASSUMPTIONS

### Situation

Pinal County encompasses an area of approximately 5,374 square miles with a population of 375,770. It has twelve (12) law enforcement agencies, twenty-three (23) fire departments/districts, one (1) transcontinental railroad, four (4) short-line railroads, and three (3) federal highways (I-8, I-10 and U.S. 60).

The county has two distinctive geographical regions. The eastern region is mountainous with rural communities. The lead hazards of this area consist of thunderstorms, flooding, harsh winter weather, high winds, wildfires and severe heat. These communities are restricted to a single evacuation route and have limited resources to manage evacuation operations.

The western region consists of agriculture, industries, and medium size population centers. These communities may experience such hazards as hazardous materials releases, thunderstorms, flooding, high winds, wildfires and severe heat. Depending on the emergency, these communities can use numerous routes for evacuation operations. Due to their geographical locations, these communities may experience an influx of population when neighboring large population areas are evacuated.

Pinal County is located between Phoenix and Tucson, which are the largest population centers in Arizona. The county is also located within an eight (8) hour drive from the coastal cities of Los Angeles and San Diego. If a catastrophic disaster were to occur in any of these population centers, evacuees may flee to Pinal County for assistance and sheltering. The County and the local jurisdictions have limited resources, personnel and shelters to accommodate and/or manage the arrival of evacuees from these areas.

Pinal County and American Red Cross (ARC) have mutual aid agreements with the various school districts in the county to use the school facilities as evacuation reception centers and/or shelters. Additional information regarding sheltering can be found in Emergency Support Function #6 Mass Care Annex of the Pinal County Emergency Response Plan.



## Assumptions

- An emergency or disaster can disrupt the regular, private sector supply chain to all or to parts of the County creating a widespread need for food, water, and other basic commodities
- When normal supply chains are disrupted, the distribution of emergency commodities to the public is the responsibility of the County and local jurisdictions in coordination with the State
- It may take up to 24 -48 hours to establish and implement the capability to distribute emergency commodities
- Federal commodities may not be available for the first 72 hours, or longer
- The emergency incident may cause disruption of the area’s critical transportation infrastructure
- Conditions under which distribution takes place are blocked or expected to be adverse and may include widespread sustained power outages, debris impeded transportation network, excessive heat or cold weather conditions, high incidence of disease, lack of access to health care and general conditions of population insecurity
- The population that requires commodities may include the general population, stranded visitors, commuters or others
- Lead and support agencies of this Incident Annex shall operate consistent with National Incident Management System (NIMS) standards throughout the disaster event including the recovery and mitigation operations
- Utilities, private sector, and non-governmental organizations (NGO) may provide assistance
- Commodities will be pushed forward before logistical structures are in place
- The critical planning factor for ordering commodities is “distribution” capability, not people without power

## CONCEPT OF OPERATIONS

### General

The goal of County Commodity Distribution is to effectively distribute emergency supplies and commodities to the public in the aftermath of a disaster or other emergency where normal supply chains are disrupted. Emergency commodity distribution should not supplant or disrupt private supply chains and commodity distribution. Instead, it should leverage existing networks, such as the food bank distribution network to quickly expand the distribution network and reach as many residents as possible. When normal supply chains have been reestablished, commodity distribution should be discontinued.

The lead agency responsible for the conduct, support and management of this Incident Annex shall be the Pinal County Office of Emergency Management (PCOEM). Support agencies are listed at the beginning of this Incident Annex.

All County deployed services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation



- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations

Local jurisdictions, utilities and NGO's will respond to local emergencies such as power outages and house fires. Public needs that overwhelm the capabilities of local jurisdictions and agencies or when the disaster crosses jurisdictional boundaries, the Pinal County Office of Emergency Management (PCOEM) and the Arizona Department of Emergency and Military Affairs may provide assistance with the provisioning and distribution of commodities and supplies. The State may request assistance from FEMA and under a presidential declaration, FEMA will provide the State bulk commodities. The State will deliver these commodities to the County and/or local jurisdictions. FEMA does not staff or operate commodity points of distribution.

#### Community Lifelines

The Emergency Operations Center (EOC) should use commodity distribution operations to drive and inform Community Lifelines. Although the availability of essential supplies and commodities is a component of the Food, Water, Shelter lifeline, commodity distribution can inform key information points under other lifelines. For example, the need for emergency supplies can inform the Transportation, Health and Medical, and Energy lifelines. The use of community lifelines provides a standard, comprehensive way for decision makers to review impacts and prioritize resources and tasks.

#### Strategies

Emergency commodity distribution may be accomplished through any combination of direct, mobile, and point distribution strategies. Commodities may be received at a county staging location, C-PODs, or both.

##### *Direct Distribution*

Direct distribution is the delivery of supplies directly to homes in the affected area. This strategy can be used to serve populations with no means of transportation, such as confined persons, homeless, care home residents, or isolated homes. Serving these populations can be accomplished through collaboration with Community Emergency Response Teams, local fire and police departments, search and rescue teams, food banks, school districts, and the National Guard. Distribution may originate from County Staging Locations, Mobile Delivery Drop Locations, or C-POD. Delivery may be made by ground or air.

##### *Mobile Delivery*

Mobile delivery is the distribution of food boxes and bulk commodities to local drop locations. The delivery and distribution of the supplies is coordinated with local groups and facilities such as schools, food banks, cooling/warming stations, feeding kitchens, and fire departments. The public is provided emergency rations at the drop location. This type of distribution is less resource intensive, easier to implement in rural areas and where roads are damaged. Distribution may originate from County Staging Locations or Distribution Points. Delivery may be made by ground or air.

##### *Commodity Point of Distribution (C-POD)*

A C-POD is a location where emergency food, water, ice, and other life-saving rations are provided to the public. The public drives or walks to a distribution point where they are given their ration of



emergency supplies. A distribution point is expected to serve at least 5,000 people or more for at least 48 hours. Commodities may be received from County Staging Locations or directly from the State.

#### Requirements

##### *County Staging Area (CSA)*

A CSA is an optional, pre-identified staging location capable of receiving large quantities of relief supplies within 24-hours post-event. The County is responsible for the cross-docking and further distribution of the relief supplies.

Pinal Air Park has been identified as the primary CSA. San Manuel Airport and the Pinal County San Tan Public Works Yard are alternate locations. Contingency Sites could include the County Fairgrounds, other public works yards, or other small airports.

##### *Drive-Through Commodity Point of Distribution (C-POD)*

A Drive-Through C-POD is a location where the public can drive to and obtain critical emergency supplies during and after an emergency. Government agencies, non-government organizations, private sector organizations, or a combination of these groups can establish and operate these sites.

Public High School campuses have been identified as primary C-POD sites. Public High Schools are well known locations that have existing use agreements in place, emergency power, and have the needed space. They may also be the site of a congregant shelter. Contingency Sites could include public works yards, municipal airports, and retail shopping centers.

## ORGANIZATIONAL ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in an evacuation operation shall be carried out in the framework of the Basic Plan, and in accordance with the National Incident Management System (NIMS) protocols.

Upon official notification of an actual or potential need for emergency supplies, it is the responsibility of the Pinal County Office of Emergency Management (PCOEM) to receive and evaluate all requests for assistance and to disseminate such notification to all appropriate local, county and state agencies.

### Assignment of Responsibilities

#### *General*

Pinal County Office of Emergency Management (PCOEM) has lead responsibility to provide the following response functions:

- Making a determination to activate, operate, and demobilize an emergency commodity distribution operation
- Determining the type(s) and location(s) of emergency commodity distribution operations

All departments assigned to provide assistance with emergency commodity distribution are responsible for the following actions:



- Designate representatives of their agency to provide support, applicable regulatory compliance, and assistance during an emergency requiring emergency commodity distribution operations
- Provide National Incident Management System (NIMS) and Incident Command System (ICS) training to appropriate staff personnel
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the Emergency Operations Center (EOC) and, as needed, in the field

#### *Emergency Functions*

Pinal County Office of Emergency Management (PCOEM) has lead responsibility to provide the following preparedness functions:

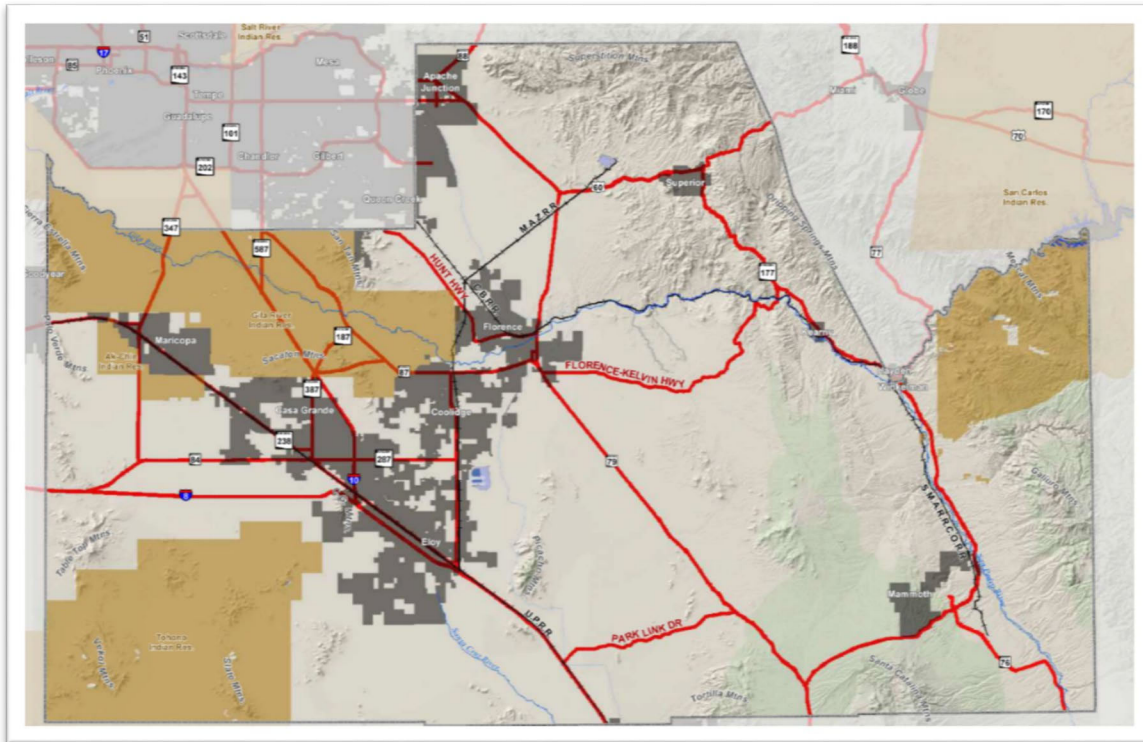
- Pre-incident planning and coordination
- Maintaining ongoing contact with the support agencies of this Incident Annex
- Conducting periodic meetings and conference calls to review this Incident Annex
- Coordinating effort with corresponding non-governmental organizations (NGOs) and private-



sectors

*Figure 3: A wagon train of three ore carts pulled by many mules hauls ore from the Silver King Mine to the Pinal City mill (circa 1880s) (2011-03-4270, ADMMR Photo Archive, Arizona Geological Survey).*





## COMMUNICATION INFRASTRUCTURE (R. 2016)

Lead Agency:	Pinal County Information Technology Department
Support Agencies:	<p><u>Local Agencies</u> Fire Districts Police Departments</p> <p><u>County Agencies</u> Pinal County Office of Emergency Management Pinal County Sheriff's Office</p> <p><u>State Agencies</u> Arizona Department of Emergency and Military Affairs Arizona Department of Public Safety</p>

### INTRODUCTION

The Communications Infrastructure Annex provides guidance for use, maintenance, and restoration of communications between and among responders, dispatch centers, operations centers, and the EOC during an emergency or disaster.



NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

#### Purpose

The purpose of this Annex is to establish a framework for the provision and coordination of all communications support to the County emergency response team and agencies as required.

#### Scope

Communications support includes providing equipment (e.g. computers, radios) and resources for emergency response. It is vital that all major population centers be able to communicate during a large-scale emergency when traditional lines of communication may be down.

Potential operations include:

- Receiving and transmitting messages
- Issuing alert and warning messages or notifications
- Ensuring technical support and equipment exists that enable functional countywide communications systems
- Implementing lease agreements for commercial services or equipment; and
- Identifying government or private sources that can render communications assistance from outside the affected area

#### Assumptions

- State, County, and Local communications agencies will maintain open, reliable, and redundant systems
- State, county, and local emergency management personnel will monitor local and national reporting services that indicate present and impending weather conditions that might impact the communications infrastructure
- The extent of damage to the communications infrastructure of the affected area, in addition to the peculiarities of the telecommunications network in the area, will influence the strategy for assistance offered by services providers
- The Emergency Alert System can be activated for local, county, or regional public announcements

## CONCEPT OF OPERATIONS

This Functional Annex plans, coordinates and assists in the communication support to County emergency response elements. This Annex will coordinate the communications assets (personnel, equipment, and services) available from County agencies, the telecommunications industry and other government entities.



The Pinal County Information Technology Department will:

- Staff the Emergency Operations Center (EOC) when notified by the EOC Director or designee
- Establish communication capability between and among the County EOC, agencies and organizations with emergency response responsibilities and other jurisdictions, as necessary
- Coordinate communications with response operations (e.g. dispatch centers/9-1-1, on-scene personnel), hospitals, shelters, lodging, and food facilities
- Provide a system for designated officials to communicate with the public, including people with special needs, such as visual, hearing impairments and non-English speaking
- Coordinate with private telecommunications industry to provide equipment, services, and systems necessary for communications with ESF agencies and the public
- Continue coordinated communications to achieve rapid recovery
- Establish contact with the County EOC and other regional EOCs; and
- Maintain records of expenditures and document resources utilized during the incident

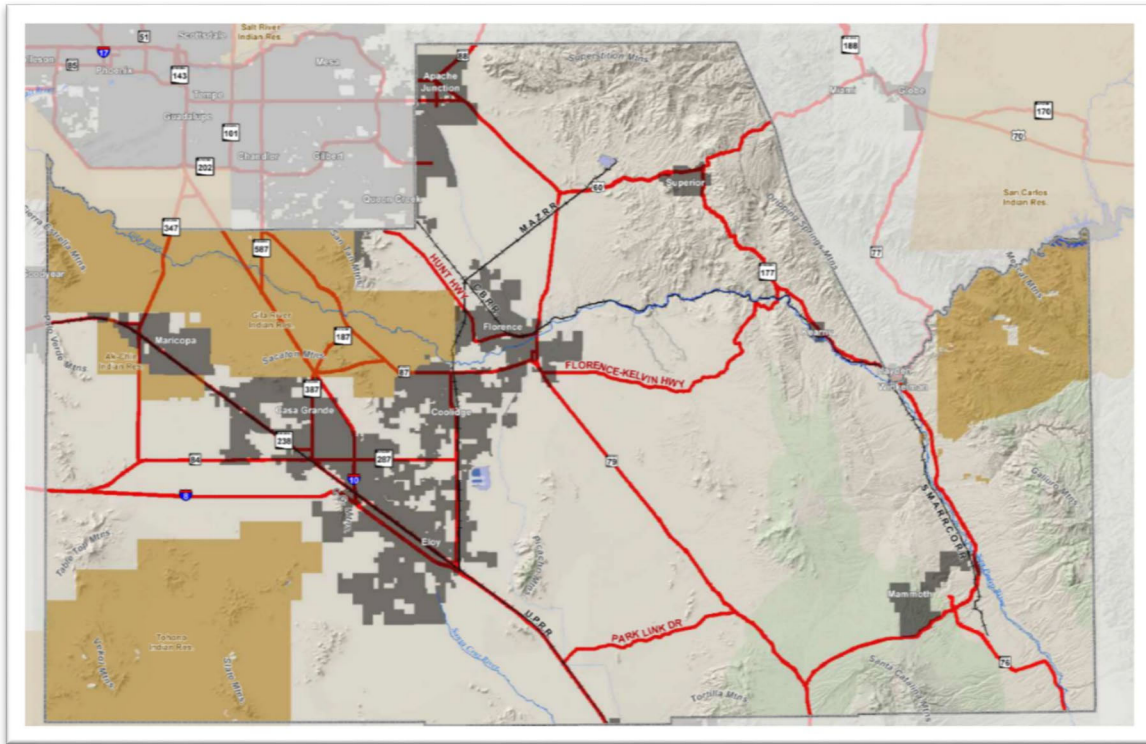
## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The Pinal County Information Technology Department will:

- Act as the Team Leader as well as the team's representative in policy discussions, negotiations with other ESF teams, and other matters
- Develop team procedures and policies, as necessary, in cooperation with team members
- Act as the coordinating agent for all communications resources, develop operations assignments, and direct development, in cooperation with team members
- Ensures team members receive shift relief from their respective departments or organizations at appropriate intervals, as additional personnel are available
- Establish liaison with the EOC to facilitate the sharing of information and data
- Collect, compile, and report information and data, as appropriate
- Appoint personnel to fulfill the roles and responsibilities as the EOC Communication Leader

Support Agencies will:

- Provide assistance to the Team Leader, as appropriate, and make resources of their respective departments or organizations available for communications operations, as possible
- Provide supplemental staff to support the team, as necessary; and
- Track the use of resources from their respective departments or organizations and share that information with the Team Leader



## EMERGENCY OPERATIONS CENTER (R. 2022)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<p><u>Local Agencies</u></p> <p>Fire Districts Police Departments</p> <p><u>County Agencies</u></p> <p>Pinal County Office of the County Manager Communications and Marketing Department Finance and Purchasing Department Information Technology Department Pinal County Attorney's Office Pinal County Public Health Services District Pinal County Sheriff's Office Pinal County Public Works</p> <p><u>State Agencies</u></p> <p>Arizona Department of Emergency and Military Affairs Arizona Department of Fire and Forestry Management</p>



## INTRODUCTION

### Purpose

The purpose of the Emergency Operations Center (EOC) Annex is to describe the organization and operation of the EOC and its role in supporting the County's response to an emergency incident or pre-planned event.

### Scope

This annex is applicable to all Pinal County government departments, offices, and agencies. It identifies the roles and responsibilities of the Pinal County government, its officers, and its employees when the EOC is activated.

Any Office of Emergency Management procedures that guide the operations of the EOC shall support and supplement this Annex.

### Objectives

1. Ensure that strong, direct, and visible leadership will be established from the onset of the incident
2. Provide an organized system to process information, support incident management, and make decisions
3. Establish an effective EOC organization, defining the activities and responsibilities assigned to the individuals operating within the County's Emergency Management System
4. Provide a system for the orderly transfer of responsibilities as the incident develops
5. Ensure a seamless transition from response to recovery

## CONCEPT OF OPERATIONS

The EOC is a physical or virtual location where County leadership and staff work to share information, establish strategic response goals and objectives, and provide requested resources to protect life, property, and the environment.

The EOC supports Incident Management Teams, it does not replace or supersede them.

### EOC Goals

The EOC's primary goals when activated for an incident or event are:

1. Develop and distribute public warnings
2. Develop and maintain a common operating picture of the incident(s)
3. Establish lifeline stabilization targets in collaboration with policy makers, stakeholders and incident managers
4. Identify, prioritize, and secure additional resources for response and recovery operations
5. Perform accounting and recordkeeping to track disaster costs



## EOC Activation

The EOC is not generally activated during normal, day-to-day operations. Responding agencies will determine emergency strategies, conduct emergency operations, coordinate resources, and provide information to county leadership in accordance with County plans, policies and procedures. However, the Office of Emergency Management may assist responding agencies with specific tasks, when requested.

The EOC may be activated to support an incident or local jurisdiction for an emergency or event. All strategic and tactical emergency management decisions continue to be made by the Incident Commander. The EOC will support Incident Command by:

- Identifying and securing additional resources for response and recovery operations
- Developing and distribute Public Information and Warnings
- Predicting outcomes and planning
- Providing information to executive staff and elected officials
- Performing administrative and financial management tasks to support on-scene operations
- Assigning qualified individuals to work under Incident Command, as requested

The EOC may be activated when a threat is imminent or foreseeable. The EOC may perform initial actions, such as developing incident action plans, developing and distributing public information and warnings, and identifying and securing additional resources for response and recovery operations. As the incident develops, incident management will be transitioned to an Incident Commander, who will assume responsibility for all strategic and tactical emergency response decisions.

The EOC shall be activated when a county-wide, multi-disciplinary response to an emergency or disaster is required. The EOC will provide overall strategic direction, establish lifeline stabilization targets, and identify, secure, and assign additional resources for response and recovery operations.

The EOC may be activated by the Office of Emergency Management or any of the following:

- County Manager (or designee)
- County Sheriff (or designee)
- Public Health Director (or designee)
- Public Works Director (or designee)
- Information Technology Director (or designee)
- Chief Information Security Officer (or designee)

The Office of Emergency Management is typically responsible for activating and managing the County EOC. However, based on the nature of the incident, the County Manager may choose to appoint an alternative, qualified EOC Director from another agency.

## Operational Tempo

The EOC Director is responsible for establishing, executing, and adjusting the operational tempo.



Operational tempo is the predictable, structured sequence of meetings needed to effectively manage the incident. Often referred to as the “Planning P”, the operational tempo provides the foundation for effective incident management. An appropriate and disciplined operational tempo allows leadership to plan, prepare, and execute operations in an orderly and proactive manner. A failure to effectively manage an emergency is often traceable to the failure of leadership to maintain a disciplined operational tempo, forcing responders to become reactive to events.

#### WebEOC

WebEOC is an information management system used by DEMA as their primary communication and situational awareness tool during incidents, events, and exercises. Local jurisdictions and other stakeholders, including Pinal County, also have access to WebEOC to allow the creation, viewing, and distribution of incident information and to request aid. WebEOC may be used by the County in any emergency. The County or the State may initiate an incident for any incident, event, or exercise.

- The Emergency Manager is responsible for the County’s access to, and use of WebEOC
- When the EOC is activated, an incident should be initiated
- When an incident is initiated, the WebEOC Event Log creates a legal document for the incident
- All situation reports and Incident Action Plans (IAPs) should be posted to WebEOC
- Any Critical Information (as listed below) reported to the EOC should be posted to WebEOC
- Any additional information that will assist in maintaining situational awareness of the incident for all who are responding to the disaster or emergency should be posted to WebEOC
- State and Federal Resource Requests will be routed through WebEOC. All County Departments will route Resource Requests through the EOC. The EOC will submit Resource Requests (ICS 213RR) to DEMA through WebEOC, as needed

## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The EOC organizational structure is adapted from the *National Incident Management Structure*. The term “Management” is substituted for the term “Command”.

The EOC has five (5) major functional sections: 1) Management, 2) Operations, 3) Planning, 4) Logistics, and 5) Finance/Administration.

The organizational structure builds from the top down and expands to meet the needs of the type, size, scope, and complexity of an incident. If one person can manage all major functional areas, no further expansion is required. However, as the need arises, the organizational structure should be expanded to match the functions and tasks that need to be performed.

Strengthening the EOC organization:

- Improves effectiveness
- Improves communication
- Improves accountability
- Improves management and supervision
- Maintains a manageable span of control



## Management Structure

It is the responsibility of the EOC Director to develop an organizational structure that effectively manages the EOC. The development of the organizational structure should begin with the activation of the EOC. Positions should be filled in a manner that allows the EOC to meet its primary goals, in priority order, and at a pace which stays ahead of the expansion of the incident.

The EOC Director should use the following rules of thumb to develop the EOC Management Structure:

- The organization should be built to match the functions or tasks that need to be performed
- One person may be assigned responsibility for more than one functional area
- Span-of-control guidelines should be followed when assigning responsibilities
- The responsibility for any non-activated function or element rests at the next highest level
- Only those positions that are required to perform a task should be staffed
- Functions and personnel should be deactivated when they are no longer required

Building an effective organization that follows these guidelines is the best support mechanism the EOC Director has to achieve the EOC's goals and meet the needs of the community.

## EOC Management

### *Purpose*

The purpose of the Management Section is to 1) carry out policies and priorities as determined by the Board of Supervisors and Policy Group, 2) manage the overall response within the boundaries of the unincorporated area, and 3) provide leadership and management in the EOC.

### *Roles and Responsibilities*

As the size and complexity of an incident grows, the number and complexity of leadership and management responsibilities will also grow. These responsibilities can quickly overwhelm any single individual, crippling the county's ability to effectively manage an incident. Building a management team gives organizational support to the individuals charged with the serious emergency management responsibilities inherent to any incident by reducing each member's span of control and improving internal and external communications. This results in a more effective and responsive organization.

The County Manager, the EOC Director, and the Deputy EOC Director form the management team that performs the functions of the Management Section. To maintain continuity and overall effectiveness they must communicate and coordinate with each other to make emergency management processes and functions more effective.

### **County Manager Responsibilities**

- Provide overall direction and coordination of emergency response operations
- Direct tasked departments to ensure personnel act in accordance with approved plans and procedures
- Chair the Policy Group, and call meetings as required
- Act as the liaison between the Policy Group and the Board of Supervisors
- Liaison with other government agencies, officials, and outside organizations





- Review and coordinate the public release of information related to the incident
- Play a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

#### **EOC Director Responsibilities**

- Initiate, maintain, and control effective communications with the IMT
- Review and evaluate the incident and the county's posture in the emergency operations plan
- Facilitate the Policy Group
- Act as a liaison between the Policy Group and the EOC
- Review the EOC incident action plan. Based on the review and evaluation of the incident, provide support for the current plan or ensure the appropriate changes are made within the decision making process
- Provide progress reports and briefings of the overall incident to county leadership
- Review the EOC organizational structure, initiate change or expansion to meet incident needs
- Initiate general staff and branch functions, as required
- Forecast and react to the effect this incident will have on surrounding neighborhoods, Public Officials, and county staffing
- Provide advice and guidance to the EOC Deputy Director

#### **EOC Deputy Director Responsibilities**

- Provide direct supervision and management to EOC personnel
- Issue timely public warnings needed to protect the public from harm
- Provide and manage a steady, adequate, and timely resources flow to the incident
- Develop and deliver reports and briefings
- Establish EOC operational periods
- Develop an EOC Action Plan and assign personnel consistent with plans and standard operating procedures
- Develop an effective incident organization using Sections, Branches, and Groups to decentralize control and delegate responsibilities
- Review, and revise the EOC Action Plan to keep it current
- Provide for the continuity, transfer, and termination of EOC activities

#### *Building the management team*

The EOC Director is responsible for building the management team. The EOC Director shall advise the County Manager of the scope and scale of the incident and any needed management assistance. The County Manager retains the prerogative of changing the county's response posture and action plan.

The first position filled when building the overall EOC organization should be the Deputy EOC Director. This position should be filled with any activation and may be the only EOC position filled. This gives the EOC Director the opportunity to build situational awareness, begin forecasting the effects of the incident, and communicate with the County Manager and other officials. The Deputy EOC Director will



begin to build out the remainder of the organization, develop an Incident Action Plan, and complete urgent tasks.

EOC Management Support

#### *Purpose*

The purpose of a Management Support position is to provide professional expertise, advise, and guidance to the Management Section.

#### *Roles and Responsibilities*

##### **PIO Responsibilities**

- Assist with the release of accurate, consistent, timely, targeted public warnings and notifications
- Gather, analyze, and disseminate public information to ensure accurate, timely updates on the incident or event
- Coordinate messaging with Department and Incident PIOs
- Act as the EOC Liaison to the JIC

##### **Legal Advisor Responsibilities**

- Reviews, and approves County Emergency Declarations for Board of Supervisors Chair approval
- Provides legal advice regarding compliance with applicable federal, state, and local ordinances, statutes, and regulations
- Provides legal advice on all aspects of the emergency response

#### OPERATIONS SECTION

#### *Purpose*

The Operations Section manages all activities which are directed toward saving lives and property, stopping the forward progress of the incident, and stabilizing Community Lifelines.

#### *Roles and Responsibilities*

The main responsibility of the Operations Section is to communicate and coordinate with the departments or agencies that are responsible for carrying out response activities. This could be incident management teams from local, county, state, or federal jurisdictions.

It monitors, assesses, and prioritizes current operational conditions, shortfalls, and unmet needs. It directly communicates with the field and receive, evaluates, and prioritizes requests for assistance and resources.

The Operations Section also coordinates or manages damage assessments, shelter and mass care operations, and assistance centers. In addition, task forces may be stood up under this section to address specific response missions or operational needs.

#### *Responsibilities*

- Coordinate with field operations
- Participate in EOC briefings
- Receive, evaluate, and prioritize requests for assistance and resources



- Submit requests for assistance and resources that cannot be filled through regular means to the Logistics Section
- Relay operational briefings and progress to the Planning Section and Management team

Representatives from agencies with a direct responsibility for saving lives, property, or the environment; stabilizing the incident; or stabilizing lifeline services staff the operations section. These representatives must have the authority to make decisions for their agency.

## PLANNING SECTION

### *Purpose*

The purpose of the Planning Section is to 1) actively gather, analyze, and distribute information; 2) evaluate the situation; and 3) conduct advance planning.

### *Roles and Responsibilities*

The Planning Section is responsible for the collection, evaluation, dissemination, and use of information for effective management of the incident.

### *Responsibilities*

- Gather, verify, and distribute incident information
- Prepare incident reports and EOC Action Plans
- Facilitate the planning process
- Coordinate resources
- Maintain maps and displays
- Manage technical specialists

The planning section is staffed by individuals with the required knowledge, skills and abilities for the position assigned as defined by the EOC procedures.

## LOGISTICS SECTION

### *Purpose*

The purpose of the Logistics Section is to coordinate the procurement and provision of emergency resources and support in the field and in the EOC.

### *Responsibilities*

- Provide technical and logistical support to the EOC
- Receive resource requests from the Operations Section
- Procure and provide requested personnel, services, supplies, and equipment
- Oversee the inventory and distribution of commodities and supplies to Points of Distribution
- Procure and allocate required transportation services
- Procure and allocate required fuel, oil and maintenance services
- Acquire, inspect and provide supplies for shelters, county staging areas, and other facilities

The Logistics Section is staffed by personnel from departments with responsibilities for procurement, fleet, and facilities management.



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FINANCE / ADMINISTRATION SECTION

*Purpose*

The purpose of the Finance/Administration Section is to track and manage all incident finances, funding, cost accountability, and Public Assistance Program Applications.

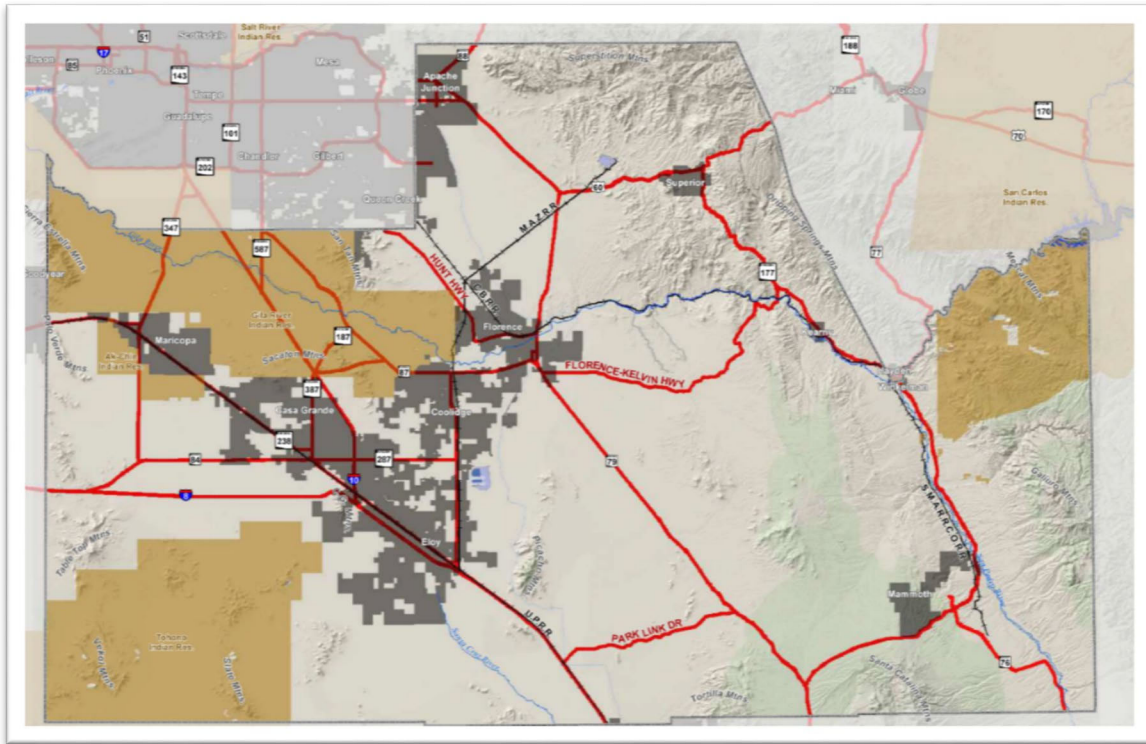
*Responsibilities*

- Financial reports and briefings
- Cost accounting and auditing
- Financial planning
- Funding transfer requests
- Interdepartmental financial coordination
- Developing Initial Damage Estimates
- Labor expense and accounting
- Prepare LEMO (Labor, Equipment, Materials, and Other) and other budget spreadsheets
- Prepare Public Assistance Grant Application
- Coordinate with DEMA and FEMA Public Assistance representatives

The Finance/Administration Section is staffed by personnel from departments with financial, purchasing, and contracting responsibilities.



*Figure 4: Medal of Honor Recipient Major Kern Wayne Dunagan, U.S. Army. BORN: FEBRUARY 20, 1934, SUPERIOR, PINAL COUNTY, AZ, UNITED STATES. Maj. (then Capt.) Dunagan distinguished himself during the period 13 and 14 May 1969, while serving as commanding officer, Company A.*



## EVACUATION AND PROTECTIVE ACTIONS (R. 2022)

Lead Agency:	Pinal County Public Works Department
Support Agencies:	<p><u>Local Agencies</u>                  School Districts                  City Public Works Departments</p> <p><u>County Agencies</u>                  Pinal County Airport Department                  Pinal County Animal Control                  Pinal County Office of Emergency Management                  Pinal County Public Health Services District                  Pinal County Sheriff's Office                  Pinal County Fleet Services Department                  Pinal County Open Space and Trails                  Regional Transportation Authority</p> <p><u>State Agencies</u>                  Arizona Department of Agriculture                  Arizona Game and Fish                  Arizona Humane Society</p>



	Arizona Department of Transportation Arizona State Veterinarian's Office
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## INTRODUCTION

### Purpose

The purpose of the Evacuation and Protective Action Annex is to outline the operations, organization, roles, and responsibilities recommended for Evacuation and Protective Action Operations within unincorporated Pinal County.

### Scope

This Annex applies to emergency evacuation and protective action activities and tasks performed during an emergency or major disaster in Pinal County. This Annex is applicable to all Pinal County government departments, offices, and agencies. It identifies the roles and responsibilities of the Pinal County government, its officers, and its employees. Individuals are not required to evacuate or take other protective actions; they are completely voluntary on the part of the public.

The recommended actions will be tailored to the incident, resources, neighborhood, and time available. In addition, some incidents may require county agencies to coordinate efforts to manage the arrival of disaster victims from other jurisdictions, or assist the State with evacuation contra-flow operations through the county.

### Objectives

1. Move endangered people to a safe location
2. Communicate effective public warnings and direction
3. Maintain safe traffic flow and emergency vehicle access
4. Control access and security in evacuated areas

## TERMS

<i>Community Lifelines</i>	A lifeline provides indispensable service that enables the continuous operation of critical business and government functions, and is critical to human health and safety, or economic security.
<i>Evacuation</i>	An organized, phased, and supervised removal of people and domestic animals from an endangered area to a safe location.
<i>Evacuation Zones</i>	Geographic areas, often determined prior to an event, used by incident managers to aid protective action decision making and communication. The public is given clear direction on the recommended protective action based on their physical address and the nature of the emergency.



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<i>Functional Needs Populations</i>	Individuals that may have additional needs before, during, and after an incident in functional areas, including but not limited to, maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; who are transportation disadvantage; who have economic limitation; who are homeless; or who are culturally isolated.
<i>Route Alerting</i>	A notification method to inform citizens and visitors of immediate evacuation of an area. This method uses emergency response vehicles equipped with sirens and public address (P.A.) systems moving through the area to be evacuated. When possible, two vehicles should be used – the first to get the attention of the citizens and the second to deliver the evacuation message. The Emergency Mass Notification system can also be used.
<i>Shelter-in-Place Warning</i>	A warning issued during an emergency that directs people to seek a safe location within the building or vehicle that one already occupies. The warning may also include additional protective actions that may be taken, such as sealing or barricading the room.
<i>Special Facilities</i>	<p>Certain facilities which house or serve populations that cannot care for themselves during emergency situations and/or require unique support services. Such facilities include, but not limited to, the following:</p> <p>Schools and childcare facilities, where students require supervision to ensure their safety</p> <p>Hospitals, assisted living and nursing homes, where patients and clients need specialized health care personnel and equipment to maintain their health</p> <p>Adult and juvenile correctional/detention facilities, where offenders require security to keep them in custody</p>
<i>Stabilization</i>	Occurs when basic lifeline services or capabilities are provided to survivors. The provision may be temporary solutions requiring sustainment.
<i>Protective Action Phases</i>	The sequential mobilization, evacuation / shelter-in-place, impact, displacement/mass care, and re-entry of a population as the result of an incident; phases may be compressed or occur simultaneously, depending on incident specifics.

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*Visitor Populations*

Individuals visiting or staying in a place outside of their usual place of residence. Visitor population includes the following:

Business and leisure travelers present in the county, whether for a single day or overnight stays

Individuals partaking in recreational activities (e.g. hiking, camping, hunting, fishing, equestrian, water sports, off-road vehicles, general sports, special events, et cetera)

Individuals who temporarily reside in the county typically during the months of November through March. This group of visitors is characteristically referred to as a "winter visitor"

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## SITUATION AND ASSUMPTIONS

### Situation

Pinal County encompasses an area of approximately 5,374 square miles with a population of 478,772. It has thirteen (13) law enforcement agencies, twenty-three (23) fire departments/districts, one (1) transcontinental railroad, four (4) short-line railroads, and three (3) federal highways (I-8, I-10 and U.S. 60).

The county has two distinctive geographical regions. The eastern region is mountainous with rural communities. The lead hazards of this area consist of thunderstorms, flooding, harsh winter weather, high winds, wildfires and severe heat. These communities are restricted to a single evacuation route and have limited resources to manage evacuation operations.

The western region consists of agriculture, industries, and medium size population centers. These communities may experience such hazards as hazardous materials releases, thunderstorms, flooding, high winds, wildfires and severe heat. Depending on the emergency, these communities can use numerous routes for evacuation operations. Due to their geographical locations, these communities may experience an influx of population when neighboring large population areas are evacuated.

Pinal County is located between Phoenix and Tucson, which are the largest population centers in Arizona. The county is also located within an eight (8) hour drive from the coastal cities of Los Angeles and San Diego. If a catastrophic disaster were to occur in any of these population centers, evacuees may flee to Pinal County for assistance and sheltering. The county and the local jurisdictions have limited resources, personnel and shelters to accommodate and/or manage the arrival of evacuees from these areas.

Pinal County and American Red Cross (ARC) have mutual aid agreements with the various school districts in the county to use the school facilities as evacuation reception centers and/or shelters.





## Assumptions

- An emergency or disaster requiring emergency protective actions can occur at any time and at any location in the county
- Evacuation may be spontaneous, without governmental control
- Safeguarding lives may be accomplished through either evacuating an area, asking the population to shelter-in-place, or through a combination of these strategies
- Warnings and notifications may not reach all the entire population of an affected area
- Due to availability and/or safety, emergency responders may not be able to conduct door-to-door evacuation notifications
- The emergency incident may cause disruption of the area's critical transportation infrastructure, preventing evacuation of the affected area
- Evacuated individuals and families may be deprived of food, clothing, shelter and medical services. Families may become separated and unable to locate each other. Individuals may have serious personal or psychological problems requiring specialized social services
- Some citizens will not evacuate regardless of the hazards of the emergency
- Some citizens may not evacuate without their pets and/or livestock
- An emergency or disaster may cause owners to release their confined pets and livestock to save the animals life
- Emergency and disaster incidents may increase the potential for domestic animals and wildlife to come in contact with each other and transmit diseases
- Population movement on state routes and interstate highways will be coordinated by the Arizona Department of Transportation and Arizona Department of Public Safety
- The need to evacuate disaster victims may vary from only a few people or families to mass evacuation of communities
- Private sector and non-governmental organizations (NGO) may provide assistance

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this Incident Annex is the Pinal County Sheriff's Office. Support agencies are listed at the beginning of this Incident Annex. Any agency listed in this Support Annex may initiate an evacuation in the interest of public safety. However, they must notify the Pinal County Sheriff's Office of any evacuation activities.

All evacuation operations will be led by the Sheriff's Office and managed by the on-scene PCSO Incident Commander (IC). Operations may be communicated and coordinated with the Emergency Operations Center (EOC).

Evacuation operations will be guided by established policies and procedures, the training and experience of the responders, and this Annex.



## Zone-Based Protective Actions

The goal of an evacuation is to move as few people as possible the shortest distance possible to a safe location. A zone-based, phased process promotes this goal and should be used to recommend protective actions. Establishing evacuation and shelter-in-place zones targets the most vulnerable zones, while limiting the need for evacuating large areas that are not under the threat of the hazard.

Protective action operations are conducted in five phases:

1. Mobilization
2. Evacuation / shelter-in-place
3. Impact
4. Displacement/mass care, and
5. Re-entry

Used in conjunction with evacuation and shelter-in-place zones, phases provide an effective communication, coordination, decision-making tool. During no-notice events, phases may be compressed or occur simultaneously, depending on incident specifics.

The type and location of the incident, as well as the resources available, will determine the methods and means that can be used to assist disaster victims evacuate any particular geographic area. The deployment of government, non-governmental organizations (NGO), and private resources will be based on the request, the availability of the resources and the needs of individuals, households and families impacted by the emergency or disaster. All county deployed services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)

Evacuation operations that overwhelm the capabilities of the first arriving emergency responder, or when multiple-agencies and/or multiple-jurisdictions are involved, may request, through Pinal County Office of Emergency Management, assistance with the evacuation and sheltering of disaster victims affected by the incidents.

### *Evacuation and Shelter-in-Place Zones*

Evacuation and shelter-in-place zones are geographical areas in or near the emergency or disaster. Zones are used to prioritize evacuation orders to the most vulnerable zones first and limit the need to evacuate large areas not under the threat. They work with evacuation phases, evacuation routes, and shelter plans. Zones help:

- Limit traffic congestion
- Estimate evacuation times
- Communicate effective public warnings
- Manage shelter demands



Zones will be developed by the Incident Management Team or the Emergency Operations Center. They should be simple, easy to understand, and easily recognizable by first responders, community members and the media. Considerations to select zone boundaries include:

- Neighborhood boundaries
- School districts
- Fire districts
- Other easily recognizable boundaries or subdivisions

#### Phases

The five evacuation phases should be used by the Incident Commander or Emergency Operations Center, in conjunction with zones, to plan, organize, communicate and coordinate evacuation and shelter-in-place tasks and decisions. Using phases assists with the development of strategies that are designed to maximize resources and reduce stressors on transportation networks.

#### Community Lifelines

The Emergency Operations Center should use evacuation and shelter-in-place operations to drive and inform Community Lifelines. Although evacuation is a component of the Safety and Security lifeline, all protective actions can inform key information points under other lifelines. For example, a shelter-in-place order due to a hazardous material spill could contribute key information to the Transportation, Health and Medical, and Hazardous Materials lifelines. The use of Community Lifelines provides a standard, comprehensive way for decision makers to review impacts and prioritize resources and tasks.

#### Public Warning

##### *Small and Localized Incidents*

During small and localized incidents, the Incident Commander may directly issue the notification to evacuate.

##### *Advance Notice of Possible Evacuation*

For slow developing emergency incidents, advance warning should be given to residents of the potential impacted area as soon as it is clear an evacuation is required. Advanced warning to evacuate an area may be coordinated between Pinal County Sheriff's Office and Pinal County Office of Emergency Management. The warning should address suitable preparedness actions (e.g. securing property, assembling disaster supplies, fueling vehicles, et cetera), time limit to evacuate, identifying evacuation route(s) and shelter location(s).

Advance warnings should be made to special facilities in the potential impacted area as early as possible. Such facilities should be requested to review and be prepared to implement their evacuation plans.

The functional needs population should be given advance notice. Notifying and preparing this segment of the population for evacuation will likely require additional time and resources. Any special resource required to assist in the evacuation should be requested through the Incident Commander or Pinal County Emergency Operations Center.



### *Evacuation Warning*

Evacuation warning should be disseminated through all available warning systems. Some of the available resources to disseminate warnings are:

- Sirens and public address (P.A.) systems on police and fire vehicles
- Pinal Emergency Notification Systems (PENS)
- Media alerts
- National Weather Service (NWS)
- Emergency Alert System (EAS)
- Other electronic devices

“Route alerting” is typically the most effective method to use for immediate evacuation in and around an incident site. Door-to-door notification should be considered for large buildings (e.g. apartments, industrial or commercial structure, hotels, motels, et cetera) and in rural areas where residences may be some distance from the road.

Special facilities may be notified directly by the Pinal County Sheriff’s Office or the Pinal County Office of Emergency Management. Both agencies shall coordinate the notification procedures so that no facility is inadvertently overlooked.

Pinal County Sheriff’s Office personnel should insure all those at risk have been notified of the need to evacuate and have responded. Persons who refuse to evacuate will be left until all others have been notified and, if time permits, further efforts may be made to persuade these individuals to evacuate.

### *Emergency Public Information and Dissemination*

Ready, Set, Go! Messaging: Ready, Set, Go! is a nationwide program adopted by Pinal County that educates residents about preparations to make before an emergency and protective actions to take when their neighborhoods are threatened. Ready, Set, Go! messaging should be used when any evacuation order is issued.

Warning messages disseminated through warning systems to alert the public of a threat should provide basic information, be short and to the point. The public will often require amplifying information on what to do during an evacuation. Provisions shall also be made to disseminate the warning message to individuals with functional needs.

The Public Information Officer (PIO) will ensure that such information is provided to the media on a timely basis for further dissemination to the public.

Amplifying instructions and press releases for an evacuation operation may include information on the location of reception center or shelter facility, evacuation route(s), guidance on securing their homes and businesses, and personnel items (e.g. emergency kit, medication, eye glasses, infant supplies, animal supplies, et cetera) they will need to take with them during an evacuation.

When schools (public, private, community college, and university) are evacuated, parents need timely and accurate actual information on what school is evacuated and where to pick up their child.



Evacuees must be notified when it will be safe to return to their homes, businesses and schools. Public information intended for the returnees should address such issues as:

- Documenting damage for insurance purposes
- Caution in reactivating utilities and damaged appliances
- Cleanup instructions
- Removal and disposal of debris

#### Traffic Control

Actual evacuation movement on county roads will be controlled by Pinal County Sheriff's Office, with assistance from local and state law enforcement agencies, Arizona Department of Transportation and Pinal County Public Works Department.

Evacuation movements on state routes and federal interstates will be controlled in accordance with the State's Evacuation and Reception Annex.

When possible, a separate route shall be established to allow continued access for emergency vehicles. If a separate route is not available, a signal lane must be maintained to allow access to the impacted area.

When time permits, traffic control devices (e.g. signs, barricades, electronic signs boards, et cetera) will be provided by Pinal County Public Works and/or Arizona Department of Transportation. Additional resources may be obtained from local public works departments and/or the private sector.

Law Enforcement will request towing/wrecker services when needed to clear disabled vehicles from evacuation routes or when vehicles require minor repair services (e.g. refueling, change a tire, et cetera).

#### Special Facilities

Special facilities are responsible for the welfare and safety of their students, clients, patients and inmates. These facilities are required to develop, maintain and implement an emergency plan, which includes provisions for emergency evacuation. However, for these facilities to effectively implement their plan, they must be warned of the emergency or disaster incident.

During short-notice emergency incident evacuation of public and/or private schools, students will normally be transported on school buses to other schools outside of the impacted area where they can be picked up by their parents or legal guardian. In case of an emergency incident with an advance warning, schools will be closed and students returned to their homes to be with their families. During a no-notice emergency incident, students and school personnel will shelter-in-place until emergency response personnel can safely evacuate them from the facility. It is essential that the parents and guardians be provided timely information on any of these arrangements.

Private schools typically maintain limited transportation resources and may require government assistance in evacuating.



If evacuation of hospitals, assisted living facilities, nursing homes, or correctional facilities is required, clients, patients and inmates should be transported, with appropriate medical or security support, to a comparable facility. The facility operator is responsible for making arrangements for suitable transportation and coordinating use of appropriate host facilities. In the case of a short-notice or no-notice emergency incident, these facilities may be unable to make the required arrangements for transportation and may need assistance from the local government with transportation and in identifying suitable reception or shelter facilities.

#### Functional Needs Populations

During an evacuation operation, accommodations must be made for citizens with certain needs. These needs may include practical or functional assistance in communication, vision or hearing impaired, supervision, mobility, maintaining independence, medical care, and cultural isolation.

Some individuals may need critical care that may not be provided at a typical reception center and/or shelter. These individuals may need to be referred to one of following facilities:

- Home of a family member, relative or qualified caregiver
- Hospital
- Skilled nursing facility, extended care facility, group home, day care facility, or other facilities with appropriate staff and management to provide critical care services

If these individuals are transported to any of the above facilities, their family members and/or caregivers must be provided accommodations at the facility.

In the event that a care facility is evacuated, staff of that facility shall accompany their residents and shall bring appropriate resident documentation (e.g. medical charts, et cetera). All documentation shall be treated as confidential, shared only with qualified medical personnel and must be kept with the individual to whom it belongs.

#### Children

It is important to recognize that an emergency may happen when children are separated from their parent(s) or legal guardian(s). The children may be at school, childcare, at home, or other locations.

Reunification of children with their parents or legal guardians will be an issue during evacuation operations. Emergency responders shall be prepared to document essential information (e.g. name, location evacuated from, shelter location, parent or legal guardian name(s), et cetera) of the children involved in the evacuation operations. This information shall be forward to the Incident Commander (IC), shelter manager and Pinal County Emergency Operations Center.

The parents' or legal guardians' essential information shall be documented when reunited with their child or children.



## Visitor Populations

When evacuating an area affected by an emergency or disaster incident, consideration must be given to the visitor populations of the county.

The planning efforts must incorporate the expected increase in population of winter visitors during the months of November through March. This increase of population will require additional transportation, shelter and medical resources.

Emergency response personnel shall be prepared to evacuate and secure areas used for recreational purposes. These areas include, but not limited to, the following:

- Hiking and equine trails
- Camping, hunting and fishing sites
- Parks and forest
- Off-road vehicle paths
- Special events facilities
- Sports facilities
- Other recreational sites and facilities

Visitors may need to be evacuated from hotels, motels, museums, colleges, restaurants, houses of worship, and government facilities.

## Animals

Evacuation of animals during an emergency or disaster incident in the unincorporated areas of the county is the responsibility of the Pinal County Animal Care and Control (PCACC) Department. Pinal County Animal Care and Control Department may receive assistance from local animal care and control agencies, Arizona Department of Agriculture, Arizona Game and Fish Department, and other animal rescue organizations. However, it is important to recognize the magnitude of resources and personnel required to evacuate, transport and shelter animals. It is also important to recognize the different categories of animals. These categories are outlined below.

### *Service Animals*

As of September 2010, amendment to the Americans with Disabilities Act (ADA) defines a service animal “as any dog that is individually trained to provide assistance to an individual with a disability.” If a dog meets this definition, then they are a service animal regardless of whether they have been licensed or certified by a state or local government.

A service animal may be used to guide individuals with impaired vision, alerting individuals with impaired hearing to intruders or sounds, provide minimal protection or rescue work, pull a wheelchair, or fetch dropped items.

All service animals should have access to the same facilities, or transportation vehicles, as the person they serve.

Service animals should not be separated from the person they serve.



### *Household Pets and Companion Animals*

Many citizens will not evacuate from the disaster area if their household pets and companion animals are not evacuated with them. Plans to evacuate, track, transport, shelter and care for household pets and companion animals must be included in the evacuation and shelter plans.

The September 2010 amendment to the Americans with Disabilities Act (ADA) no longer includes companion animals as service animals. The companion animals should be evacuated and sheltered in accordance with the policies and procedures for household pets.

The Pinal County Animal Care and Control is the lead agency for the evacuation of household pets and companion animals and should be part of the evacuation team.

The Arizona Humane Society and other animal rescue organizations may assist Pinal County Animal Care and Control with evacuation and sheltering of household pets and livestock. Assistance from the Arizona Humane Society is available through the State Emergency Operations Center.

Shelters for evacuated household pets and companion animals shall be located near the general population shelter, if possible. No household pet and companion animal shall be allowed in the general population shelter. The Mass Care and Shelter Annex provides guidance for sheltering animals.

Public Health can provide guidance for the epidemiological monitoring and reporting of animal related disease and injury issues, and with the management of human injuries caused by animals.

### *Livestock*

For the purpose of this Annex, livestock is defined in the following two categories:

- Non-commercial livestock: Any farm animal (e.g. cattle/cows, equine, swine, poultry, goats, sheep, waterfowl, et cetera) kept and raised by people for personal use
- Commercial livestock: Any farm animal (e.g. cattle/cows, equine, swine, poultry, goats, sheep, waterfowl, et cetera) kept, used and sold for a business enterprise

Pinal County Animal Care and Control will coordinate non-commercial livestock evacuation operations with the Arizona Department of Agriculture in accordance with county, state and federal laws, statutes and regulations.

The Arizona Department of Agriculture will maintain lead responsibility for all commercial livestock evacuation operations.

### *Wildlife*

Emergency incidents such as fires, floods and droughts will cause wildlife to encroach on human habitats and will require capture and removal.

The Arizona Game and Fish Department will maintain lead responsibility for wildlife issues. Pinal County Animal Care and Control will maintain secondary responsibility, if available, for wildlife issues during an emergency or disaster incident.





### *Documentation*

Evacuated service animals, household pets/companion animals and non-commercial livestock will be documented (e.g. recovered location, description of the animal, date, time, et cetera), transported and accommodated at selected shelter facilities.

A copy of the respective evacuated animal documentation shall be forwarded to the shelter manager and Pinal County Emergency Operations Center.

### Access Control and Security

It is important to demonstrate control and implement security for an evacuated area. Some individuals of an impacted area may not evacuate if they feel their property and personal belongings are not protected from looters and thieves. Pinal County Sheriff's Office deputies should create a security perimeter around the evacuated area and establish access points to limit entry into the evacuated area.

Pinal County Sheriff's Office deputies should, when safe to do so, conduct periodic patrols within such areas to deter theft and looting.

To the extent possible, and when available, fire departments/districts will take measures to insure continued fire protection for the evacuated area.

If an evacuated area has sustained damage and cannot be reoccupied for an extended period of time, it may be desirable to implement a permit system to limit access to governmental workers, property and/or homeowners, occupants, business owners, utility workers, and contractors performing recovery operations.

### Re-entry

Evacuees returning to their homes or businesses within the impacted area require the same consideration, coordination and control as the original evacuation operations. During small and localized evacuations, the Incident Commander will normally make the decision to allow evacuees to return to their homes and businesses. During large-scale or hazardous materials evacuations, the decision is the coordinated efforts of the Pinal County Sheriff's Office, Pinal County Office of Emergency Management, Arizona Department of Environmental Quality and any of the appropriate support agencies.

The following conditions should prevail in the evacuated area before evacuees are authorized to return:

- The threat prompting the evacuation has been resolved or subsided
- Sufficient debris has been removed to permit travel
- Roads and bridges have been inspected and deemed safe to use
- Downed power lines have been removed or deactivated; ruptured or leaking gas, water and sewer lines have been turned off or repaired; and other significant safety hazards have been eliminated. However, this does not mean that utilities have been restored
- Structures have been inspected and deemed safe for occupancy

It may be necessary to provide transportation during re-entry operations to evacuees who lack a vehicle or the ability to drive.



## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### Organization

The lead agency responsible for the conduct, support and management of this Incident Annex is the Pinal County Sheriff's Office. Evacuations and protective action orders will be conducted within the Incident Command System.

When Command has determined that protective actions must be taken, adequate resources need to be called to the scene and appropriate agencies notified. Command should not hesitate to request resources and should err on the side of having too many resources and personnel respond, rather than not enough.

In addition, Command will need to build the Incident Command Organization to include additional Branches and Sections. The following Sections should be considered:

- Evacuation Branch
- Traffic Control & Routing Section
- Perimeter Section
- Evacuation Zone Security Section
- Public Information
- Transportation Section
- Staging Section
- Geographic Zone Sections
- EOC Liaison

If a large-scale evacuation is initiated, the EOC should be activated to assist with transportation and shelter operations. Protective actions may also be coordinated with other functions through the Emergency Operations Center (EOC).

### Assignment of Responsibilities

#### *Command*

Command's responsibilities include the following items:

- Provide public information, warnings, and notifications through the PIO and in collaboration with the County PIO and the EOC
- Order the Protective Action
- Request resources
- Expand the command organization, as needed
- Establish and communicate the evacuation or protective action plan
- Activate the EOC, as needed
- Evacuate persons from the area of greatest danger first
- Ensure transportation is available for all evacuees, including the functional needs population
- Monitor, support, and revise the evacuation process as necessary



#### *Evacuation Branch*

- Request resources needed to evacuate
- Establish staging for additional resources
- Establish geographic zone sections, as needed
- Consider individual sections for special facilities and occupancies with a large population
- Establish evacuee and emergency vehicle routes
- Request buses and accessible transportation for those requiring transportation assistance
- Evacuate by geographic zones, most endangered first
- As sections complete their evacuations, reassign resources to other sectors, as needed
- Closely document and maintain records of the evacuation process to avoid duplication or missed areas
- Document those refusing to leave

#### *Pinal County Sheriff's Office*

- Assume Incident Command or work within a Unified Command Structure
- Issue Protective action orders, as required
- Provide area access control and security
- Disseminate public information, warnings, and notifications in collaboration with the County PIO, the EOC, and Command

#### *Pinal County Public Works*

- Assist with the establishment of evacuation and emergency access routes
- Assist with traffic management
- Assess damage to roads and bridges for use as evacuation and access routes
- Construct alternative routes, as needed
- Remove debris to maintain routes
- Assist with Evacuee transportation

#### *Pinal County EOC*

- Disseminate public information, warnings, and notifications in collaboration with the County PIO and Command
- Establish shelters and begin shelter operations
- Coordinate shelter and evacuation routes
- Coordinate with the State EOC, the Arizona Department of Agriculture, and other jurisdictions
- Provide logistics support

#### *Pinal County Animal Control*

- Assist with the handling, evacuation and transportation of service animals and household pets
- Request assistance through command and/or the EOC
- Coordinate with the Arizona Department of Agriculture, and other animal control agencies

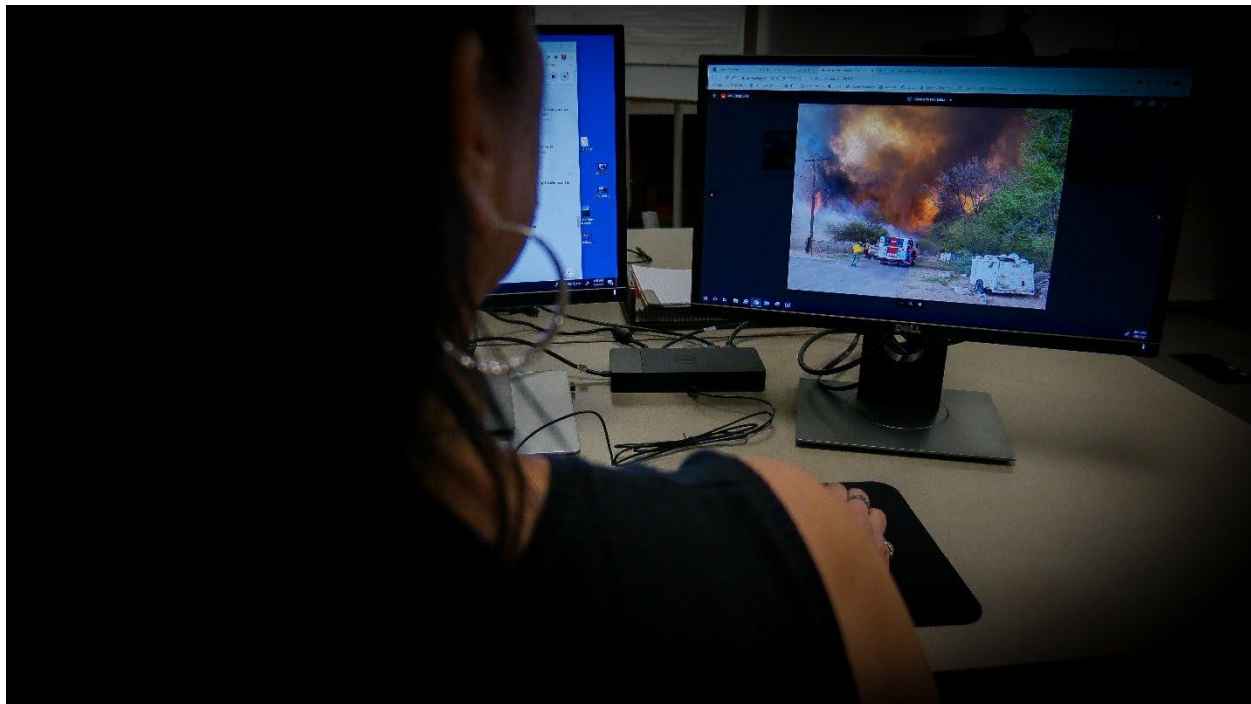


*Pinal County Communications and Marketing*

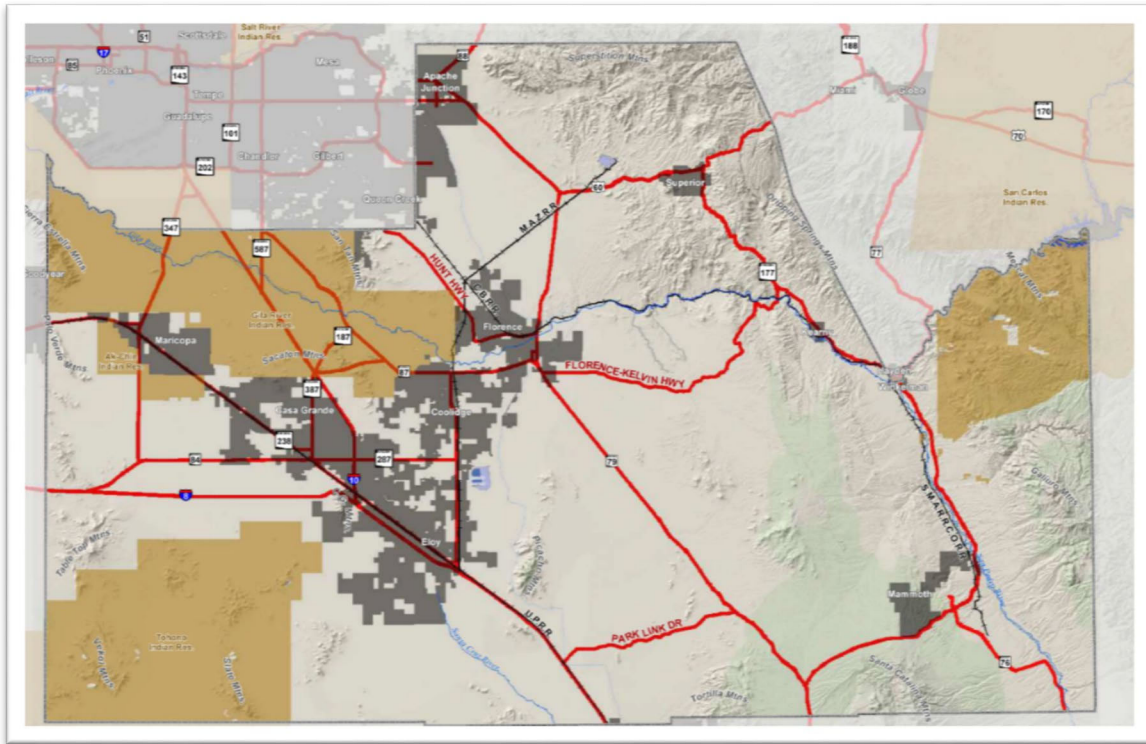
- Disseminate coordinated public information, warnings, and notifications in collaboration with the Sheriff's Office, the EOC, and Command
- Establish a Joint Information Center, as needed

*Arizona Department of Agriculture (AZDA)*

- Arizona Department of Agriculture
- Coordinates the emergency support activities of state, tribal, federal, and private resources in response to and recovery from natural or human-caused disasters and plant, pest, and foreign animal disease incidents
- Provide oversight and on-site subject matter expertise on the handling, evacuation, and transportation of livestock through agency Livestock Officers and Inspectors
- AZDA Livestock Officers and Inspectors will remain in supervision and advisory roles only, assisting with the established internal plans of other agencies that are in place during their implementation. Assists with the on scene understanding of priorities related to Agriculture and Natural Resources
- Conduct coordination efforts with Animal Control and other agencies (e.g. industry stakeholders, volunteer groups, NGOs, etc.)



*Figure 5: 2021 Margo Fire Courtesy of Pinal County*



## FIRE SERVICE (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<p><u>Local Agencies</u> Fire Districts Police Departments</p> <p><u>County Agencies</u> Pinal County Air Quality Pinal County Sheriff's Office Pinal County Public Works Pinal County Medical Examiner's Office Pinal County Public Health Services District</p> <p><u>State Agencies</u> Arizona Department of Emergency and Military Affairs Arizona Department of Fire and Forestry Management</p>



## INTRODUCTION

The Fire Service Functional Annex describes the coordination of fire service operations during an emergency or disaster.

NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

### Purpose

The purpose is to provide fire service support including personnel, equipment, and supplies to detect, control, and suppress wildland and structure fires.

### Scope

Fire services support logistical support to the firefighters or supporting assistance operations, when such resources would be useful in firefighting operations.

### Potential operations include:

- Assisting with support operations. Such as evacuations, sheltering, and debris management;
- Providing rural and urban water delivery capability;
- Providing supplemental resources; and
- Conducting damage assessment

### Assumptions

- The State Department of Fire and Forestry Management is responsible for controlling wildland fires originating on State Land or land that is not under the jurisdiction of a Fire District or Municipality
- Federal agencies are responsible for controlling fires on federal land
- The property owner is responsible for controlling structure fires on their property
- Support and assistance from outside the County can be provided by or obtained through the Arizona Fire Mutual Aid Agreement, the Arizona Mutual Aid Compact (AZMAC), and other interagency agreements

## CONCEPT OF OPERATIONS

The County does not have the authority to perform fire suppression operations. This function must therefore be coordinated with and involve non-county agencies and organizations. The primary responsibility for fire services rests with the authority jurisdiction where the fire originated.

In cases where there is no fire suppression agency with statutory authority, the property owner is responsible for obtaining and compensating fire suppression services. If the property owner is unable to obtain services or refuses offered services, the fire may not be suppressed.



## Response/Recovery

This Functional Annex plans, coordinates and assists fire suppression support to fire service agencies in unincorporated Pinal County. This Annex will coordinate assets (personnel, equipment, and services) available from County agencies and support situational awareness.

The Pinal County Office of Emergency Management will:

- Provide an EOC Liaison when notified by the EOC Director or designee
- Maintain a list of current fire service agencies and resource capabilities
- Coordinate fire services support among and between EOC, functional support agencies, American Red Cross, hospitals, other organizations, and other EOCs
- Obtain, maintain, and provide fire situation and damage assessment information
- Coordinate emergency medical services, mass casualty operations, and/or mass fatality operations
- Coordinate with Search and Rescue to support search and rescue activities
- Coordinate technical assistance and advice in the event of fires that involve hazardous materials
- Maintain records of Pinal County expenditures and document resources utilized during recovery
- Coordinate damage assessments

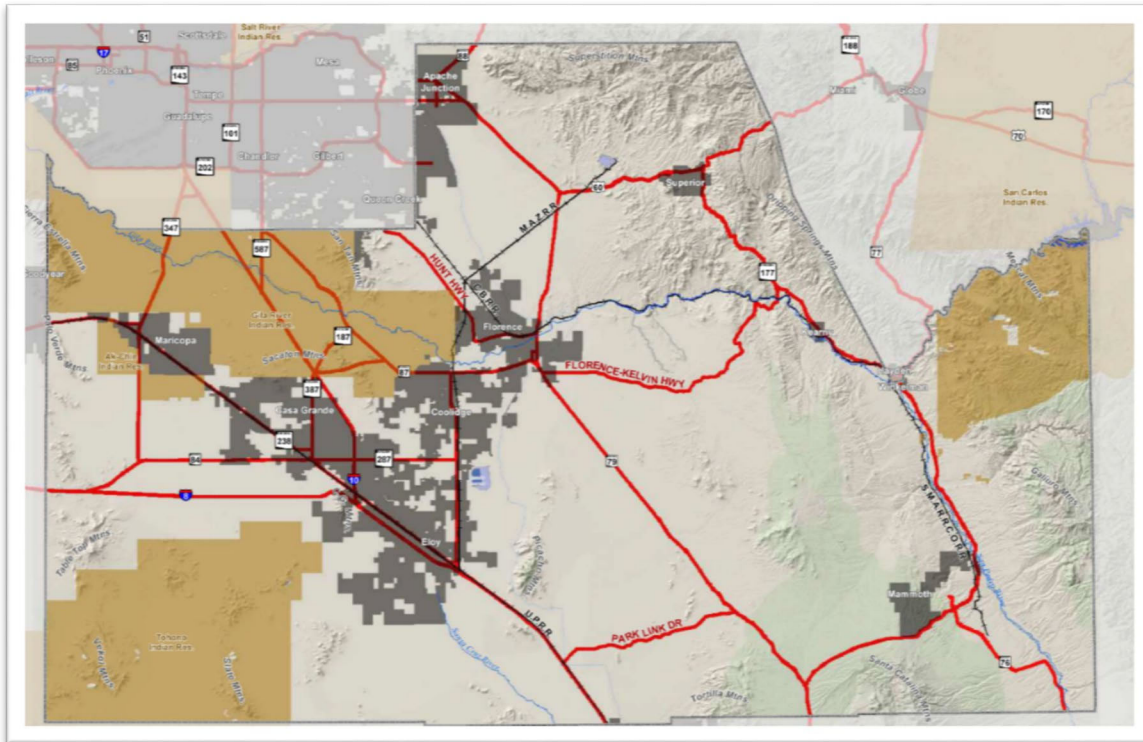
## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITY

The Incident Commander will:

- Represent the incident management team in policy discussions, negotiations with other functional teams, and other matters
- Act as the coordinating agent for all firefighting resources, develop operations assignments, and direct deployment
- Establish liaison with the EOC and other agencies to facilitate the sharing of information and data; and
- Collect, compile, and report information and data, as appropriate

Support Departments or Agencies:

- Provide assistance to the Incident Commander, as appropriate, and make resources of their respective departments or organizations available for firefighting operations, as possible
- Provide supplemental staff to support the EOC, as necessary; and
- Track the use of resources from their respective organizations and share that information with the EOC



## FUEL AND ENERGY (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<u>County Agencies</u> Pinal County Public Works Department Pinal County Sheriff's Office Pinal County Public Health Services District  <u>Private Sector</u> Utilities

### INTRODUCTION

The Emergency Support Function (ESF) Annex of energy services involves direction and coordination, operations and follow-through during an emergency or disaster.

#### Purpose

To establish responsibilities, policies and procedures for providing, maintaining, and restoring energy services that were interrupted, damaged, or destroyed during and after emergencies.





NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

### Scope

Energy support includes addressing significant disruptions in energy supplies and impact of damage to an energy system in one geographic region may have on energy supplies, systems, and components in other regions relying on the same system.

Potential operations include:

- Conducting damage assessment of energy facilities and systems
- Determining the cause of the disruption and configuring a strategy to repair and restore the energy system
- Repair or restoration of water supply systems and wastewater or solid waste treatment facilities; and
- Isolate power and utility lines

### Assumptions

Private Utility Companies are primarily responsible for providing energy supplies to the public. These companies have the personnel, equipment, and resources to repair and restore energy supplies.

The extent of damage to energy facilities and infrastructure of the affected area, in addition to the peculiarities of the energy system in the area, will influence the strategy or pattern of assistance available and offered by Public Utility Companies.

Close cooperation will be maintained with the Joint Information Center to distribute information about impact areas, repair and restoration forecasts.

Close cooperation will be maintained with the EOC and the Incident Commander to coordinate and deploy resources in the field to control traffic and mitigate against safety issues due to an energy supply outage.

## CONCEPT OF OPERATIONS

Standard Operating Procedures (SOPs) will be developed and maintained by the Pinal County Office of Emergency Management, which have primary functional responsibility for this function. This function will be coordinated with and involve other support agencies and organizations.

The Office of Emergency Management will:

- Gather, assess, and share information on energy system damage, as well as estimate repair and restoration time
- Activate assistance teams and obtain necessary resources to assist in recovery
- Work with the Public Information Center to provide public service announcements on energy conservation, mitigation impacts, and restoration forecasts



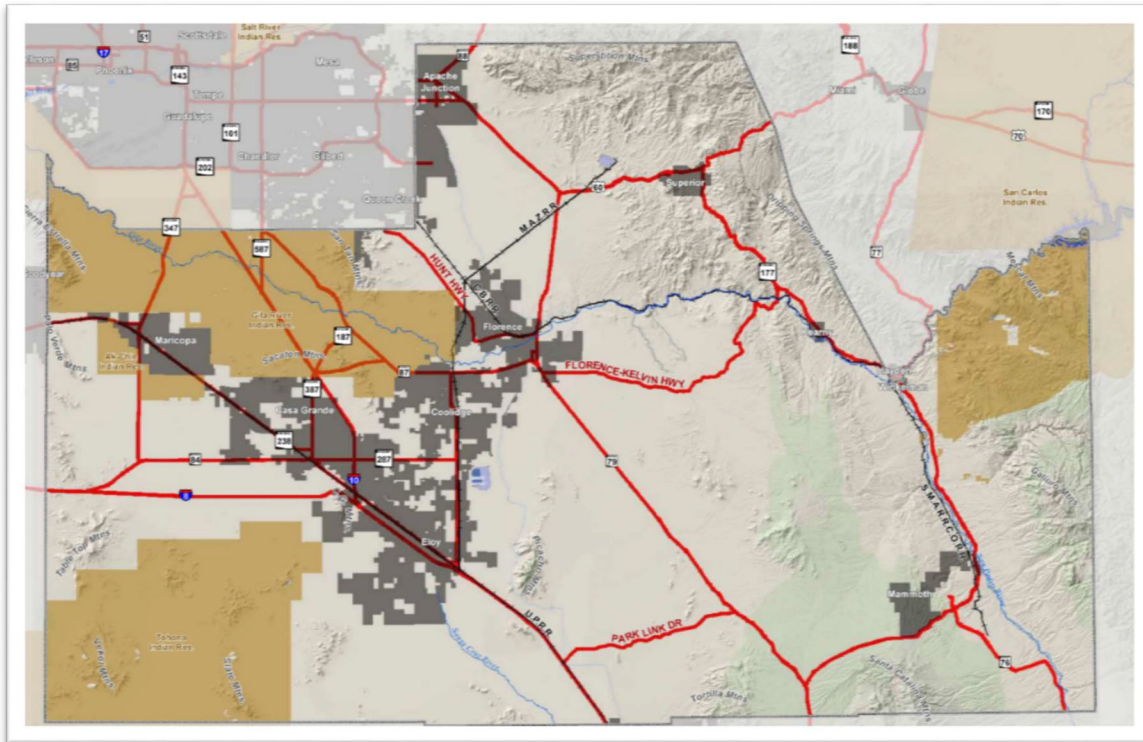
- Work with the Public Works to mitigate against secondary incidents such as traffic accidents due to traffic light outage
- Coordinate with other affected areas to maximize resources and information exchange
- Monitor repair and maintenance operations until restoration of all services; and
- Maintain records of expenditures and document resources utilized during recovery

Support Agencies: The support agencies will:

- Provide assistance to the Incident Commander, as appropriate, and make resources of their respective organizations available for energy operations, as possible
- Provide supplemental staff to support the EOC, as necessary; and
- Track the use of resources from their respective organizations and share that information with the Team Leader



*Figure 6: 2021 Monsoon Flooding Courtesy Pinal County Sheriff's Office*



## FUNCTIONAL NEEDS POPULATION (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<p><u>County Agencies</u></p> <ul style="list-style-type: none"> <li>Pinal County Animal Control</li> <li>Pinal County Community Development Department</li> <li>Pinal County Public Health Services District (PCPHSD)</li> <li>Pinal County Public Works Department</li> <li>Pinal County Sheriff's Office (PCSO)</li> </ul> <p><u>State Agencies</u></p> <ul style="list-style-type: none"> <li>Arizona Department of Health Services (ADHS)</li> <li>Arizona Department of Emergency and Military Affairs (DEMA)</li> </ul> <p><u>Other Agencies</u></p> <ul style="list-style-type: none"> <li>American Red Cross</li> <li>Arizona Statewide Independent Living Council</li> <li>Regional Behavioral Health Authority</li> <li>COAD/VOAD</li> <li>Salvation Army</li> </ul>



## INTRODUCTION

NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

### Purpose

The Functional Needs Populations Support Annex establishes the roles and responsibilities for Pinal County governmental agencies, non-governmental organizations (NGO) and private-sector entities to coordinate and manage the required emergency support services before, during and following a disaster for a diverse population.

### Scope

The unique needs of the County's diverse population during a disaster cannot be addressed with a one-size-fits-all approach and certainly cannot be confronted during an incident without careful and appropriate planning.

This support annex is designed to meet the needs of a diverse community affected by an emergency or disaster incident.

### Situation and Assumptions

#### *Note on Terminology*

There are approximately six-seven (67) different federal definitions for the term "special needs" (Kailes and Enders, 2007). Across jurisdictions, disciplines and organizations there are no agreed-upon terminology for describing populations that are at an increased risk or require additional individual assistance during an emergency or disaster. These populations are sometimes described as "vulnerable", "at-risk", "special needs" or "functional needs." While each of these terms captures the notion that some of the population in a jurisdiction may require some type of individual assistance during an emergency or disaster, it is noted that none of them perfectly describe or should be used to describe a particular group of people. Hence, to be compatible with the Department of Homeland Security's (DHS)/Federal Emergency Management Agency's (FEMA) 2011 Language Guidelines, the Pinal County Emergency Operations Plan - including this support annex - has adopted the term "functional needs" to be consistent with all levels of emergency management operations.

#### *Situation*

To understand the term "functional needs", emergency responders must know how to recognize the demographics of this population. The term "functional needs" generally includes an extremely broad group of people. The term includes, but are not limited to, people with disabilities (permanent and temporary); people with sensory disabilities; people with mental illness; minority groups; non-English speakers or limited English proficiency; children; single working parents; people with transportation needs; people on special dietary needs; pregnant women; people who are obesity; older persons; and people who are homeless prior to the disaster.



According to the U.S. Census Bureau's 2010 census, 49.99 percent of the United States' population met the classification of functional needs. In Pinal County the percentage is approximately 12.2 (Pinal County Public Health Services District).

U.S. Department of Homeland Security studies indicate these percentages instantly increase during a disaster. This is due to the number of unknown people who do not identify themselves with functional limitations prior to a disaster or those people whose functional limitations are caused by the effects of the disaster incident.

To accommodate these individuals translates into being better equipped to serve all people affected by an emergency or disaster incident. Having effective emergency response and recovery operations for function-based needs populations enhances the overall emergency operations mission for the whole community.

The framework in Section III.B, of this support annex, incorporates function-based issues as routine elements to effectively enhance the overall emergency operations. It is based on a flexible framework of five essential function-based needs; communication, medical needs, maintaining functional independence, supervision, and transportation (C-MIST). The intent of C-MIST is to reduce negative consequences and improve readiness in all planning, preparedness, response, recovery and mitigation activities.

#### *Assumptions*

- Not all individuals with functional needs will be identified prior to an emergency or disaster
- Majority of individuals with functional needs can be housed in the mainstream mass care shelter
- Majority of individuals with functional needs are self-sufficient and can function independently with little to no assistance
- Individuals with functional needs can have any number of characteristics – medical, cultural, cognitive, racial, physical, or a combination thereof – that sets them apart from other individuals
- Flooding, debris and other hazards caused by a disaster can make it impossible for individuals with disabilities to leave or return to their residences
- Service animals are generally not trained to navigate down power lines or other potential hazards, forcing those dependent on animals to be at a higher risk during evacuation operations. For this same reason, individuals dependent on animals may not be able to return to their residence at the same time as the general population - which can mean shelter operations may last several days or longer until conditions are safe for them to return home
- Unless residing in special facilities, those with cognitive, mental, or emotional problems are least likely to be recognized as having functional needs without self-identifying
- Faith-based and non-governmental organizations may be able to assist in identifying functional needs individuals within the community they serve
- When an event occurs, local emergency response medical transporters or private vendor transportation services normally available to the functional needs population may be unavailable. These limited services are typically reserved for transporting for individuals with critical conditions



- Those with functional needs may need more time to mobilize supplies, arrange for transportation, and seek appropriate sheltering

## CONCEPT OF OPERATIONS

### General

The primary agency responsible for the conduct, support and management of this support annex shall be the Pinal County Office of Emergency Management. Support agencies are listed in Section VI (Plan Development and Maintenance) of this support annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations

All governmental agencies must comply with Title II of the American with Disabilities Act (ADA) in the emergency and disaster related programs, services, and activities they provide. This includes those programs, services, and activities provided through third parties, such as non-governmental organizations (e.g., American Red Cross, Salvation Army, etc.), religious entities and private-sector entities.

County agencies and departments involved with functional needs operations will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center. When county resources are exhausted, Pinal County Emergency Operations Center will request additional resources from the State's Emergency Operations Center.

### *C-MIST Function-Based Framework*

C-MIST (communication, medical, independence, supervision, transportation) is a function-based framework designed to identify individuals' actual needs during an emergency rather than labeling them as "functional needs." It is also more inclusive as it identifies individuals with temporary needs or those who do not identify themselves as having functional limitations.

The following five functional areas of C-MIST are essential in a successful emergency operations outcome for a diverse population. These functional areas will sometimes overlap each other during the response and recovery phases of an emergency or disaster incident.

### **Communication Needs**

Multiple communication methods for issuing and disseminating information of a potential or actual emergency situation can be the most important part of an effective response and recovery. With a diverse population there are individuals who have limitations that interfere with the receipt of the standard warnings, alerts, notices and/or instructions. Majority of these individuals are typically self-sufficient, but need information provided in methods that they can understand and use. People who are deaf or hard of hearing may not be able to hear radio, television, sirens or other audible alerts. Those who are blind or have low vision may not be able see televised emergency broadcast warnings,



directional signs, or visual clues, such as flashing lights. Some, due to language or intellectual limitations, may not be able to read or understand the information provided to them.

Local and county governmental agencies, non-governmental organizations and the private-sector entities need to use a combination of communication methods that ensure all residents and visitors will have the information necessary to make sound decisions, and take appropriate and responsible actions. Using a combination of communication methods will be more effective than relying on one method alone. Alerts, warnings and notifications may be distributed by the following methods:

- Posting in specified public areas (e.g., community centers, religious facilities, governmental buildings, grocery stores, post offices) and/or distributing door-to-door written announcements of oral messages so that people who are deaf, hard of hearing or out of hearing range can read the announcements
- Auto-dialed text telephone (TTY) messages to pre-registered individuals who are deaf or hard of hearing
- Use of telephone messaging services, such as “Reserve 9-1-1”
- Combine visual and audible alert through the Emergency Alert System (EAS) on local television and radio outlets
- Electronic devices such as cell phone texting messaging, e-mails, social media outlets and other innovative uses of technology
- Employing non-governmental organizations that can effectively communicate with the communities they serve
- Direct door to door notifications, if time permits; and/or National Weather Service’s emergency alert system

All communication notifications (including alerts, warnings and instructions) to the general public shall be issued in at least two of the primary used languages in the county. These documents may need to be translated into Braille for those with limited visions or tailored to persons with low literacy by using audio and visual aids.

Communications shall continue during and through the recovery operations of an emergency. Announcements and instructions should also include services available to those with functional limitations.

### **Medical Needs**

There are two classifications for individuals who may need medical assistance; self-sufficient and non-self-sufficient.

Self-sufficient individuals are those individuals who only require minimum medical assistance to carry out their daily functions. Medical needs for this category can be simple basic first aid or it can include, but not limited to, the management of asthma, diabetes and high blood pressure; require special dietary needs; women who are pregnant; or the use of adaptive equipment and service animals.

Non self-sufficient individuals may need assistance with; managing unstable, terminal, or contagious health conditions that require observation and ongoing treatment; managing medications, intravenous



(IV) therapy, tube feeding, and/or regular vital signs readings; administering dialysis, oxygen, and suction; managing wounds, catheters, or ostomies; operating power-dependent equipment to sustain life; or people with mental illness and psychiatric conditions.

In either case, these individuals may require the support of certified or licensed medical professional to administer the necessary and appropriate medical needs.

### **Maintaining Functional Independence Needs**

According to U.S. Department of Homeland Security/Federal Emergency Management Agency's studies, addressing the independence needs of functional needs individuals within forty-eight (48) hours of the onset of the emergency can avoid costly deterioration of the individuals' health and functional mobility.

Early detection of independent needs by governmental and non-governmental organizations that are familiar with functional needs requirements will permit individuals to maintain their health, mobility and independence during and following an emergency incident. Example of such detection measures for an individual to maintain their independence during an emergency can be as simple as replacing essential medications and consumable supplies (e.g., catheters, ostomy supplies, padding, dressing); replacing lost or adaptive equipment (e.g., wheel/power chairs, walkers/canes, hearing and communication devices); assisting with orientation for those with visual limitations; or providing sign language and foreign language interpreters at shelters and individual assistance centers.

Identifying these basic needs early will prevent the deterioration of the health, mobility and independence of individuals with functional needs, which will reduce the use of scarce and expensive resources.

### **Supervision Needs**

Local and county governmental agencies and non-governmental organizations may need to provide supervisory needs during the response and recovery operations of an emergency for those individuals who have lost the support of caregivers, family and friends.

Individuals with supervision needs may include those who have psychiatric conditions (e.g., dementia, Alzheimer's, Schizophrenia, depression or severe mental illness); addiction problems; or brain injury. During an emergency, some of these individuals may be able to function well while others require a more protected and supervised setting.

Other individuals who need supervision are children who have been separated from their parents or legal guardian. Young children may be unable to identify themselves and, when in danger, they may lack the cognitive ability to assess the situation and react appropriately.

Supervisory response personnel shall be certified or licensed professionals in order to administer the necessary and appropriate medical and caregiver needs.

### **Transportation Needs**

Many non-drivers (individuals from zero-vehicle households or those individuals that cannot use their vehicles due to the disaster incident) can function independently once evacuated from the impacted area. However, emergency response agencies must be prepared to successfully evacuate these individuals from the impacted area by providing transportation to those individuals who are unable to





drive because of disability, age, temporary injury, poverty, legal restriction or have no access to a vehicle. Transportation needs may include accessible vehicles (e.g., lift-equipped vehicles or vehicles suitable for transporting individuals who use oxygen) or mass transit vehicles (e.g., buses, paratransit or passenger vans).

It shall be the responsibility of the Planning Section to determine what type and number of vehicles required to evacuate the impacted area. It is the Logistic Section responsibility to acquire the vehicles and appropriate licensed personnel to accommodate the transportation needs. Vehicles may be obtained through governmental agencies, non-governmental organizations, faith-based organizations, education institutions and/or the private-sector entities in accordance with pre-established mutual-aid agreements or contracts.

### Emergency Shelters

Providing emergency shelter during an emergency or disaster is the responsibility of local and county governmental agencies. Shelters are sometimes operated by government agencies themselves. However, more commonly, shelters are operated for the government by third parties – often the American Red Cross. Regardless of who operates the shelter, the Americans with Disabilities Act (ADA) requires shelters to provide equal access to the many benefits that shelters provide (e.g., safety, food, services, comfort, information, a place to sleep and the support for family and friends). The Americans with Disabilities Act does not require any action that would result in a fundamental alteration in the nature of services, programs, or activities that would impose undue financial and administrative burdens (28 C.F.R. §§ 35.130, 35.150 and 35.164).

#### *Accessibility*

Local and county governmental agencies and non-governmental organizations shall insure that shelters are physically and equally accessible to those individuals with functional needs requirements. These accessibility items include, but not limited to, the following shelter amenities:

#### **Physical Access**

**Parking lots and drop-off areas:** During evacuation operations the most commend method of transporting individuals to a shelter is by use of buses or passenger vans. Accessible vans and buses with wheelchair lifts will need an accessible drop-off area (a.k.a. passenger loading zone) at the shelter to allow people with mobility aids to get off the bus or van and proceed to the shelter's entrance.

Individuals with a mobility disability may arrive at the shelter in their private vehicles. These individuals will need accessible parking spaces close to the entrance of the shelter and have an unobstructed access aisle/route to the shelter entrance.

Temporary accessible parking can be used if the shelter facility does not have, or not enough, accessible parking. Temporary parking must be fairly level, marked with accessible parking signs and be near the accessible entrance. If the shelter facility does not have adequate access ramps, then Americans with Disabilities Act approved portable ramps can be used to provide access from the parking area to the shelter.

**Shelter entrance and exits:** Shelters must have at least one approved Americans with Disabilities Act accessible entrance/exit that is on an accessible route from and to the parking area. If the accessible



entrance/exit is not the main entrance to the shelter facility, signs must be clearly posted at the inaccessible entrance and along the route directing individuals to accessible entrance.

**Shelter registration/check-in area:** Typically there is one or more registration/check-in areas located near the entrances/exits of the shelter. The check-in area should have at least one accessible check-in location to accommodate individuals using mobility devices.

**Restroom facilities:** At least one set of toilet rooms at the shelter must be accessible to individuals who use mobility devices or have other disabilities that prevent them from using standard restroom features. Restroom facilities must meet the Americans with Disabilities Act requirements. Portable toilets can be used to supplement permanent toilet facilities. However, when providing portable toilets at least one must be a unit with accessible features and must be located on an accessible route connected to the shelter.

**Bathing facilities:** If the shelter facility is used for an extended period of time that requires evacuees to use shower and bathing facilities, then these facilities must be accessible and meet the Americans with Disabilities Act requirements.

**Sleeping areas:** Shelter sleeping areas must be on an accessible route connecting other activity areas in the shelter (e.g., restrooms, bath facilities, dining area, etc.).

**Dining areas:** Dining areas must have accessible tables for those individuals using mobility devices. Thirty-six (36) inches wide accessible routes without steps and steep slopes must be provided throughout the food service and eating areas of the shelter to allow functional needs individuals access to all food and drinks.

**Medical care or human services providing areas:** Health care area may be provided at a shelter. This area should be located on an accessible route and provide services to accommodate functional needs requirements. The health care area should have a screened area to protect the privacy of the functional needs individuals during the medical screening interview.

**Accessible travel route areas:** Shelters must have accessible travel routes between all shelter amenities. These routes must be in compliance with the Americans with Disabilities Act.

**Availability of electrical power:** Shelter should have a way to provide back-up power to refrigerate medicines, operate supplemental oxygen and breathing devices, and for charging the batteries of power mobility devices.

#### *Equal Access*

All functional needs individuals must have equal access to emergency management benefits, services and activities that are provided to the general population. This includes, but not limited to, the following:

- Emergency preparedness
- Communications and notifications
- Transportation to the shelter and re-entry to the community
- Distribution of supplies
- Mass Care and sheltering



- Food
- Medical care
- Housing; and
- Application for and distribution of recovery benefits

#### *Eligibility Criteria*

Shelters are typically divided into two categories: “mainstream mass care” and “medical” shelters.

#### **Mainstream Mass Care Shelters**

Mainstream mass care shelters serve the general population, which includes functional needs individuals that are self-sufficient with minimum assistance and/or accommodations. Majority of individuals with disabilities can be sheltered in the mainstream mass care facility with their families, friends and personal care assistance, if available, and not be diverted to a medical shelter.

Shelter operators must ensure the eligibility criteria for mainstream mass care shelters do not unnecessarily screen out people with disabilities who are not medically fragile based on erroneous assumptions about the care and accommodations they require.

#### **Medical Shelters**

Medical shelters provide a heightened level of medical care for individuals who are medically fragile. These types of shelters are intended to house individuals who require the type and level of medical care that would ordinarily be provided by trained medical personnel in an assisted living facility or hospital.

The medical care shelters should have sufficient numbers of adequately trained medical staff and volunteers to ensure the safety and comfort of evacuees that are sheltered at the facility.

Medical shelters should also be able to accommodate the family members and caregivers of medically fragile individuals.

#### *Reasonable Modifications*

The Americans with Disabilities Act requires shelter operators to make reasonable modifications to policies, practices, and procedures when necessary to avoid discrimination. Below are reasonable modifications that should be made at shelters operated by the county or third-party entities during emergencies or disasters.

#### **Service animals**

In general, shelter residents are not allowed to bring their pets into the shelter. However, operators must allow “service animals” into the shelter. According to the Americans with Disabilities Act, only a dog that is trained to assist an individual with a disability is a service animal.

A service animal is not a pet. They come in all sizes and breeds, and typically wear special harnesses, capes, vests, scarves or patches that identify them as a service animal. Others can be identified by the functions they perform.



If none of the above identifiers are present, shelter staff can only ask the following two questions to determine if an animal is a service animal (Chapter 7, Addendum 2: ADA and Emergency Shelter, July 26, 2007):

- “Do you need this animal because of a disability?”; and
- What tasks or work has the animal been trained to perform?”

If the answer to these questions reveals the animal has been trained to work or perform tasks for a person with a disability, it qualifies as a service animal and must be allowed to access any portion of the shelter accessible by the general public. However, the service animal must be accompanied by the individual it serves.

Shelter operators should make reasonable modifications to security screening procedures to prevent individuals with service animals from repeated security screening simply because they have taken their animals outside for relief.

### **Kitchen Access**

Access to shelter kitchen areas is typically a restricted area to residents of the shelter because of health and security reasons. However, individuals with medical conditions may need access to food to avoid serious health consequences or access to medication stored in the kitchen refrigerator.

### **Sleeping Arrangements**

Shelter sleeping areas must include accessible sleeping accommodations for individuals who have physical conditions that restrict them from sleeping in a standard shelter cot or on a floor mattress/mat. These sleeping areas include an accessible cot/bed with the sleeping surface approximately seventeen (17) to nineteen (19) inches above the floor; have a clear space of thirty-six (36) inches wide along the “length” side of the cot/bed to allow transfer from a mobility device to the cot/bed. Preferred location for accessible sleeping area(s) is along the wall of the shelter. The wall will provide stability of the cot/bed and will act as a backrest when the individual sits up on the cot or bed.

Accessible sleeping areas should be placed in several locations of the shelter to allow the family members or companions of a functional needs individual to sleep near each other.

### **Effective Communication**

Effective communications between shelter staff, volunteers and residents is essential. Many functional needs individuals may have communication-related issues that will prevent them from communicating with shelter’s staff. Some may be unable to hear, read or understand shelter policies, registration and medical forms, and emergency benefits and services available to them.

According to the Americans with Disabilities Act, shelter operators must provide effective communication to individuals with disabilities. Shelter operators must provide the primary type of auxiliary aid or service preferred by the individual with a disability, unless another equally effective method is available or the preferred method would impose an undue financial and administrative burden or fundamental alteration.



Individuals who are blind or have low vision may request documents and brochures in alternate formats (e.g., Braille, large print, or audio recording). When documents are prepared on the spot and alternate formats cannot be prepared in advance or produced as needed, shelter operators are required to provide the information through alternate means. Often this requires a shelter staff or volunteer to read the printed materials or provide assistance filling out forms.

Shelter operators must ensure that individuals that are deaf or hard of hearing have an alternate access to oral announcements made in the shelter. This information must be made available in a timely and accurate manner. This information can be done through qualified sign language interpreters, posting messages and announcements in written form on designated bulletin boards, or by writing notes back and forth with these residents. However, not one alternate method will suffice. Shelter Operators may need to communicate the information in multiple formats.

Non-English speaking shelter residents will require written and oral communication translated in their primary language. Written communication and forms may be printed in multiple languages or translated verbally through an interpreter.

Individuals with intellectual limitations may need a written announcement read to them. They may also need assistance from a shelter staff or volunteer when filling out registration, medical and recovery benefit forms.

### **Shelter Environment**

The general populations that utilize shelters during and following a disaster are typically uncomfortable and unfamiliar with the environment and operations of a shelter. These anxieties can be multiplied for individuals with functional needs. Shelter operators should consider the following areas to help familiarize functional needs individuals to the shelter environment.

#### **Orientation**

Shelter operators should offer, do not insist, orientation and “wayfinding” assistance to all residents of a shelter, particularly for those residents that are blind or have low vision. Individuals that are blind or have low vision may have difficulties locating different areas of the shelter (e.g., sleeping areas, restrooms, dining) until they are familiar with the shelter’s landmarks. It is recommended that operators offer additional orientation assistance when any changes (e.g., moving, adding or removing furniture/cots, changing accessible routes) are made to the shelter.

#### **Maintain access routes**

Generally, accessible routes are thirty-six (36) inches wide, except at the doors and areas where the route turns. These areas should be in compliance with the local fire and building codes, and Americans with Disabilities Act.

Cots, furniture and other items need to be placed to ensure that accessible routes are free from obstruction. This includes those items protruding from the walls or hanging overhead (e.g. directional, identifying and safety signs, drinking fountains, shelves, etc.).

#### **Stress free zones**

Stress from the noise and crowded shelter – combined with the stress of the emergency – may aggravate some disability-related conditions (e.g., autism, anxiety, disorders, or migraine headaches) in



some individuals. Shelter operators may want to allocate a room as a “quiet room” or a space in a larger room as a “quiet zone” to provide these individuals an area to lessen their stress and anxieties.

### **Supplies**

#### Emergency medications and medical equipment

During an emergency or disaster that requires an immediate or little notice evacuation operation may cause some individuals to be without the appropriate supply of medications and/or medical equipment when they arrive at the shelter. Shelter operators will need to be able to provide necessary supplies to individuals that were unable to evacuate with their medications and equipment. Requests for such resources should be routed through the Emergency Operations Center.

#### Refrigeration of Medicine

Many medications require that they be stored in a refrigerator. Shelters should have a safe and secure refrigerated location where medications can be stored and accessed when needed. This area should be supervised to prevent the inappropriate dispensing or theft of medications.

#### Electricity

Available electricity should be given priority access to those individuals who use ventilators, suctioning devices, and other life-sustaining equipment.

Mobility devices that depend on battery-power will need access to electricity to recharge the batteries. Without the ability to recharge the batteries will prevent individuals who use mobility devices to move about freely, and use the various shelter facilities (e.g. restroom, dining area, etc.) or participate in services provided by the shelter.

#### Food

Shelters should provide alternative food and beverage options to those individuals who are unable to consume certain types of food, such as those with diabetes or allergies to common food ingredients.

Typically, during the evacuation operations individuals with service animals will be unable to bring enough food and water to care for the animal. Shelter operators need to make food, water and feeding dishes available so individuals can feed and care for their service animals while at the shelter.

### **Demobilizing**

It is important to remember that shelters are temporary and every effort should be made to close the shelter by identifying and using the resources necessary to return residents to their homes or provide suitable housing that meets their functional needs. The goal is to support every individual with functional needs toward self-sufficiency.

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the primary and support agencies participating in mass care operations shall be carried out in the framework of the Basic Plan, and in accordance with the National Incident Management System (NIMS) protocols.



Upon official notification of an actual or potential emergency occurrence requiring mass care operations, it is the responsibility of Pinal County Office of Emergency Management to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

#### Assignment of Responsibilities

##### *General*

All departments assigned to provide assistance during mass care operations are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance upon request from the Office of Emergency Management
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the Emergency Operations Center and, as needed, in the field

##### *Emergency Functions*

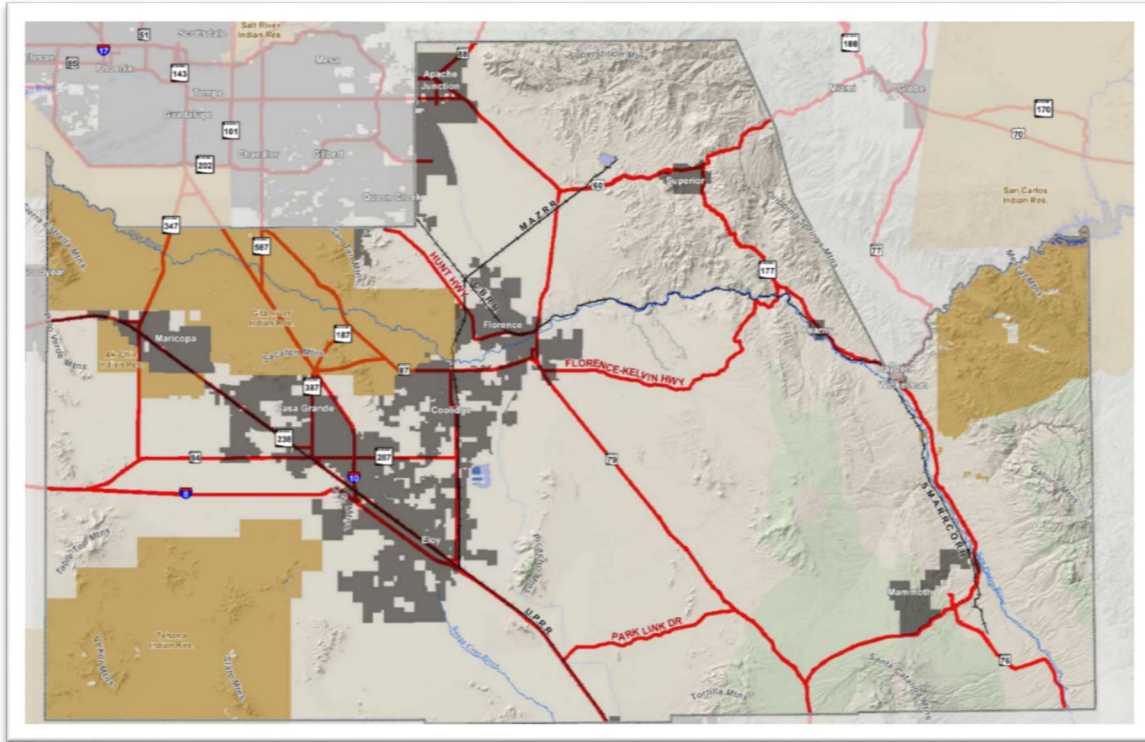
Pinal County Office of Emergency Management has primary responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Maintaining ongoing contact with the primary and support agencies of this support annex
- Conducting periodic meetings and conference calls to review this support annex
- Coordinating effort with corresponding non-governmental organizations (NGO) and private-sector entities



*Figure 7: 2021 Monsoon Flooding Courtesy Pinal County Sheriff's Office*





### HAZARDOUS MATERIALS (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<u>Local Agencies</u> Fire Districts/Departments  <u>County Agencies</u> Pinal County Air Quality Department Pinal County Office of Emergency Management Pinal County Public Health Services District (PCPHSD) Pinal County Public Works Department Pinal County Sheriff's Office  <u>State Agencies</u> Arizona Department of Public Safety Arizona Department of Environmental Quality

### INTRODUCTION

The Hazardous Materials Annex involves direction and coordination, operations, and follow-through during an emergency or disaster.



NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

#### Purpose

To establish responsibilities, policies and procedures for a coordinated response by public and private agencies to minimize the adverse effects of hazardous materials on man and the environment resulting from an uncontrolled release of, or exposure to, such chemicals. Hazardous materials pose a potential threat to the County at both fixed facilities and during transport.

#### Scope

Hazardous Material response includes detecting, identifying, containing, cleaning up, or disposing of released hazardous materials.

Potential response and recovery operations include:

- Stabilizing the release through the use of berms, dikes, or impoundments
- Capping of contaminated soils or sludge
- Use of chemicals and other materials to contain or retard the spread of the release or to decontaminate or mitigate its effects
- Drainage controls; fences, warning signs, or other security or site-control precautions; removal of highly contaminated soils from drainage areas; removal of drums, barrels, tanks, or other bulk containers that contain oil or hazardous materials; and other measures as deemed necessary
- Household hazardous waste collection. Permitting and monitoring of debris disposal
- Water quality monitoring and protection
- Air quality sampling and monitoring
- Protection of biological resources and natural ecological resources

#### ASSUMPTIONS

- Pinal County does not have a Hazardous Materials Response Team
- Pinal County Sheriff's Office does have Hazardous Materials Technicians for the purposes of criminal investigations
- The LEPC is responsible for development and maintenance of a Hazardous Materials Response Plan
- Pinal County Fire Districts can seek assistance through automatic and mutual aid agreements
- Hazardous Materials emergency response requires extensively trained teams and specialized equipment
- The federal government may respond to Hazardous Material incidents under the provisions of the ESF #10 - Oil and Hazardous Material Emergency Support Function Annex of the National Response Framework (NRF), Environmental Protection Agency (EPA), National Contingency Plan (NCP) (40 CFR, part 300), or USDOE Radiological Assistance Plan (RAP)



- State/local agencies may recover Hazardous Materials emergency response costs in accordance with Arizona Revised Statutes (ARS) §12-972

## CONCEPT OF OPERATIONS

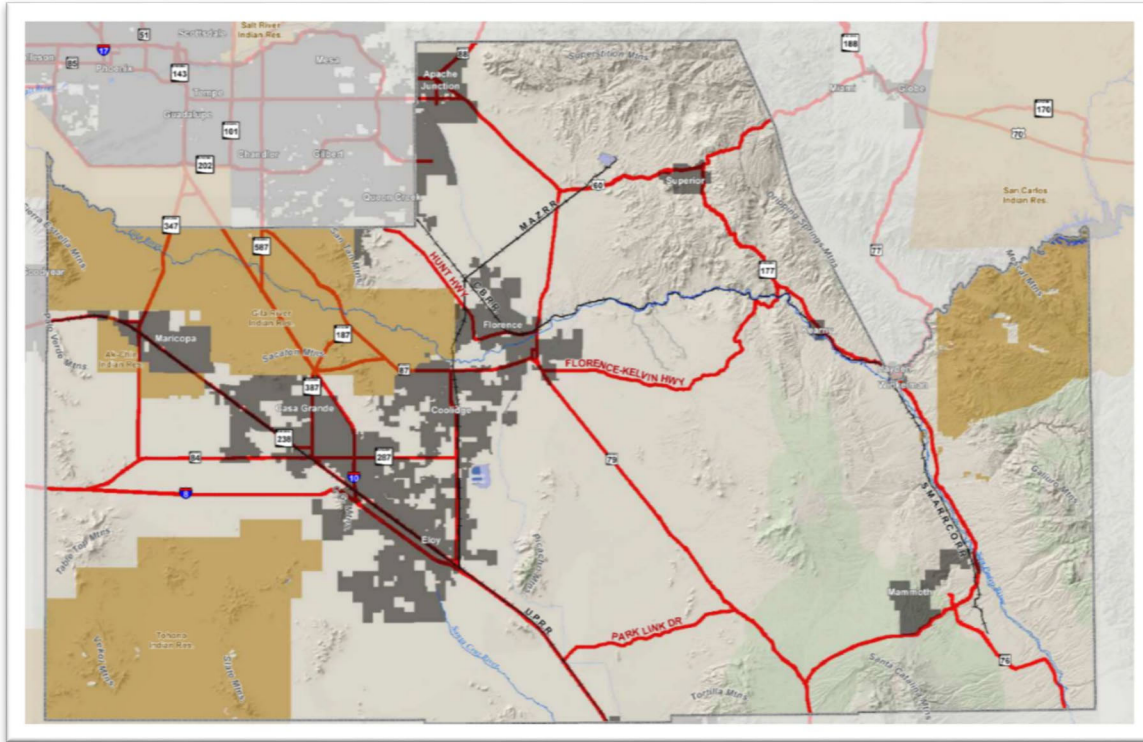
This function will be coordinated with and involve other support agencies and organizations. The legal duty for reporting, containing, and cleanup of a hazardous materials incident rests with the party responsible for the material prior to the incident.

The Incident Commander will:

- Verify incident information and notify the Arizona Department of Environmental Quality and other applicable agencies
- Establish a command post at a safe distance near the scene
- Develop a written Emergency Action Plan
- Provide further information on the situation to Pinal County Office of Emergency Management and convey warnings for dissemination to the public, as needed
- Request assistance, as needed
- Ensure availability of expertise and equipment to manage the incident; utilize proper procedures for containment and cleanup to prevent additional dangers
- Establish area security and prohibit all unauthorized personnel from entering the containment area
- Maintain records of expenditures and document resources utilized during recovery

The Office of Emergency Management will:

- Staff the Emergency Operations Center (EOC) when requested by the Incident Commander
- Support response teams, owner, shipper, state, and/or federal environmental personnel during cleanup, as needed
- Coordinate with Incident Command and support agencies



## HEALTH AND MEDICAL (R. 2022)

Lead Agency:	Pinal County Public Health Services District
Support Agencies:	<u>Local Agencies</u> Fire Districts
	<u>County Agencies</u> Pinal County Air Quality Department Pinal County Animal Control Department Pinal County Attorney's Office Pinal County Information Technology Department Pinal County Office of Emergency Management Pinal County Marketing and Communications Department Pinal County Medical Examiner's Office Pinal County Public Fiduciary Pinal County Sheriff's Office
	<u>State Agencies</u> Arizona Department of Health Services



## INTRODUCTION

This Functional Annex outlines the concept of operations, responsibility, directions and control necessary for the health and medical services function before, during and after an emergency or disaster.

### Purpose

The purpose is to provide health and medical services, including emergency medical services; disease, epidemic and vector control; immunizations; food, water, and environmental hazard surveillance; health and safety inspections; crisis counseling; and public information.

### Scope

Health and Medical support includes: coordinating health and medical resources, services, and personnel necessary to meet the needs of affected individuals during an emergency or disaster. These actions may be cross-cutting with other functional and incident annexes in this EOP.

### Potential operations include:

- Identifying health hazards
- Disseminating public health information
- Monitoring and managing vector control services
- Conducting triage and providing treatment
- Coordinate the activation of alternative care sites
- Manage patient care and movement
- Coordinating medicines, medical professionals, or supplies into the affected area
- Establishing temporary morgues
- Performing forensic examinations and completing victim identification
- Coordinating mortuary services and the disposition of remains; and
- Offering crisis counseling, and organizing disaster assistance teams

## ASSUMPTIONS

- A significant disaster event may cause injuries to a considerable number of people; produce physical or biological health hazards throughout the county and local jurisdictions, plus the affected area; and create a widespread need for medical care or public health guidance
- The extent of damage to the public infrastructure of the affected area, in addition to the condition of the transportation network in the area, will influence the strategy or ability to provide support
- The extent of damage to medical, mental health, and extended care facilities within the affected area will influence the strategy and ability to coordinate care and provide appropriate treatment



- Collateral damage to industrial sites and facilities, water systems, and pipelines may generate secondary casualties, cause fires, or create a toxic or contaminated environment for communities and emergency responders
- The incapacitation of solid waste disposal facilities and water treatment systems, as well as the disruption of electrical power services, may foster long-term conditions that propagate bacteria and disease
- Appropriate information about patients will be shared with the EOC
- General information or aggregate data regarding patients will be provided to the Joint Information Center to share with media outlets, as appropriate and in accordance with Health Insurance Portability and Accountability Act (HIPAA)
- Medicines and supplies will be provided from existing, Local, County, and/or State-managed inventories whenever possible
- In the event of a pandemic, the Arizona Department of Health Services will activate relevant statewide public health plans

## CONCEPT OF OPERATIONS

This function will be coordinated with and involve other support agencies and organizations. The emergency health and medical function is the primary responsibility for emergency medical care lies with the Incident Commander and hospitals. The Pinal County Public Health Services District is responsible for disease, epidemic and vector control; immunizations; food, water, and environmental hazard surveillance; health and safety inspections.

The Public Health Services District will:

- Staff the Emergency Operations Center (EOC) when notified by the EOC Director or designee
- Support shelter operations, as requested upon opening
- Assist community agencies and organizations, and the private sector with issues affecting people who have functional needs
- Provide informational support and exposure/illness guidance to emergency medical services
- Coordinate decedent processing resources with the Medical Examiner's Office
- Coordinate and support emergency medical services, mass casualty operations, and/or mass fatality operations
- Coordinate and support search and rescue activities
- Coordinate medical resource requests from healthcare and emergency responders
- Conduct appropriate epidemiological assessments, population monitoring, and human/environmental health assessments
- Maintain records of expenditures and document resources utilized during recovery

Support Agencies: The support agencies will:

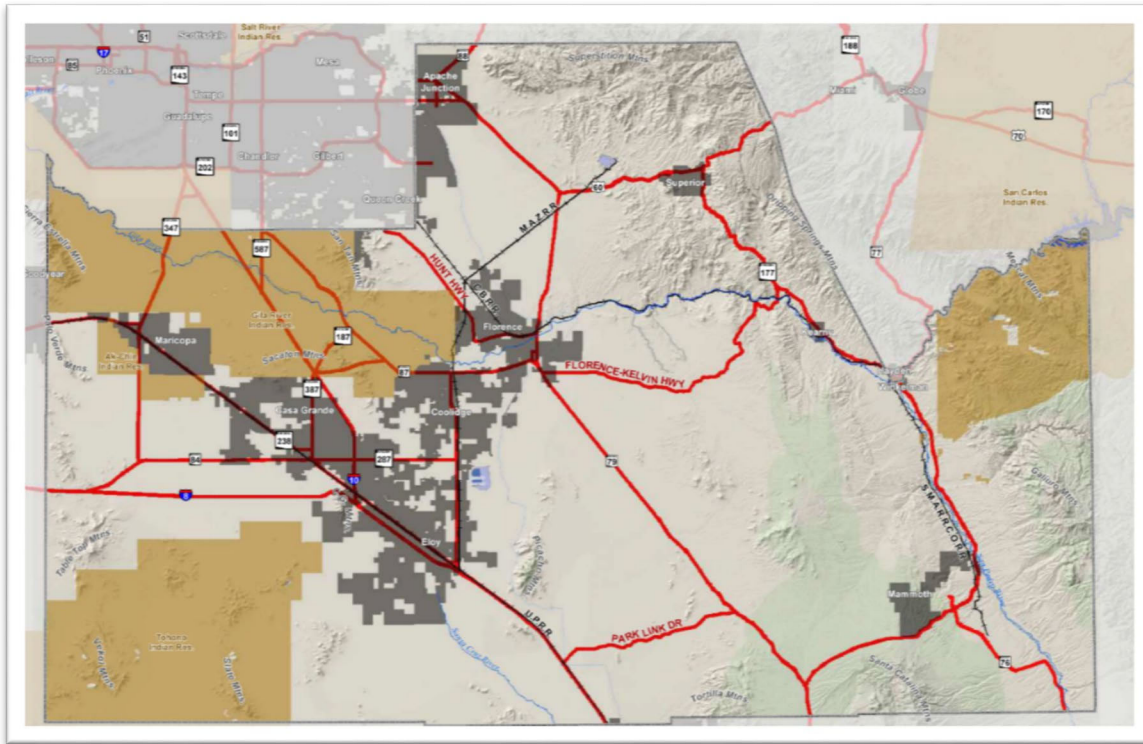
- Provide assistance to the Public Health Services District, as appropriate, and make resources of their respective organizations available for medical operations, as possible



- Provide supplemental staff to support the EOC, as necessary; and
- Track the use of resources from their respective organizations and share that information with the Team Leader



Figure 8: Photo courtesy of PinalCentral.com



## LAW ENFORCEMENT (R. 2022)

Lead Agency:	Pinal County Sheriff's Office
Support Agencies:	<u>County Agencies</u> County Manager's Office Communications and Marketing Department Finance and Purchasing Department Information Technology Department Office of Emergency Management Pinal County Attorney's Office Pinal County Public Health Services District (PCPHSD) Pinal County Public Works Pinal County Superior Court  <u>State Agencies</u> Arizona Department of Public Safety





## INTRODUCTION

### Purpose

The purpose of the Law Enforcement Annex is to describe the operations, organization, roles, and responsibilities necessary to provide a coordinated Law Enforcement response to an emergency or disaster in Pinal County.

### Scope

This Annex is applicable to all Pinal County government departments, offices, and agencies. It identifies the roles and responsibilities of the Pinal County government, its officers, and its employees.

Any Sheriff's Office, Pinal County Attorney's Office, Pinal County Superior Court, Arizona Supreme Court, Arizona Peace Officer Standards Board, or other relevant guidelines, procedures, policies, regulations, or statutes that guide Law Enforcement Operations take precedence over the provisions of this Annex.

### Objectives

Pinal County Law Enforcement objectives when responding to an emergency or disaster affecting Pinal County are to:

- Protect life and property
- Preserve peace and good order
- Enforce the law
- Keep custody of the county jail and care of prisoners

## CONCEPT OF OPERATIONS

The Pinal County Sheriff's Office (PCSO) is responsible for Law Enforcement in unincorporated areas of the county. All law enforcement operations will be led by the Sheriff's Office and managed by the on-scene PCSO Incident Commander (IC). Operations will be internally managed and then communicated and coordinated with the Emergency Operations Center (EOC).

PCSO will use a variety of law enforcement tactics, capabilities, personnel, and equipment to appropriately manage the emergency. Field operations will be guided by established Department policies and procedures.

If additional assistance is needed, the Sheriff may request the aid of volunteer posse and reserve organizations located within the county. The Sheriff may also request assistance from another County or local law enforcement agency. Requests for assistance are managed at the PCSO Dispatch Center.

The Sheriff may assist a local law enforcement at their request or if required to preserve peace and good order. Communications with local law enforcement agencies are managed at the PCSO Dispatch Center.

Communications with the Arizona Counter Terrorism Information Center are managed at the PCSO Dispatch Center or the Department's Operation Center.



A representative from PCSO is responsible for staffing the Law Enforcement Branch of the EOC Operations Section. This branch will serve as a liaison between the Department Operations Center and the EOC.

## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### Sheriff

The Sheriff is responsible for:

- Serving on the County Executive Policy Committee
- Providing visible leadership to the Sheriff's Office
- Playing a key role in communicating with the constituents, public officials, and county employees to help establish a unified effort, and assist those in need to cope with the consequences of the incident

### Department Operations Center

PCSO may open an Operations Center during major emergencies or events. The purpose of the Operations Center is to bring appropriate Command Officers and other staff together at a central location to:

- Analyze the situation
- Determine what resources are needed
- Recall appropriate personnel
- Make department policy regarding the department's response and management of the emergency
- Prioritize response and resources as necessary
- Select and provide personnel to staff the EOC, if activated

### PCSO Communications Center

- Respond to requests for emergency service by dispatching the appropriate number and type of resources to the scene
- Coordinate the response of emergency personnel at the direction of the Incident commander or designee
- Request assistance from other counties and law enforcement agencies
- Multi-agency coordination of law enforcement agencies are managed at the PCSO Dispatch Center at the direction of the Incident commander or designee

### Incident Commander

Command is established at all emergency scenes, implicitly or explicitly. The Incident Commander is responsible for the following functions:



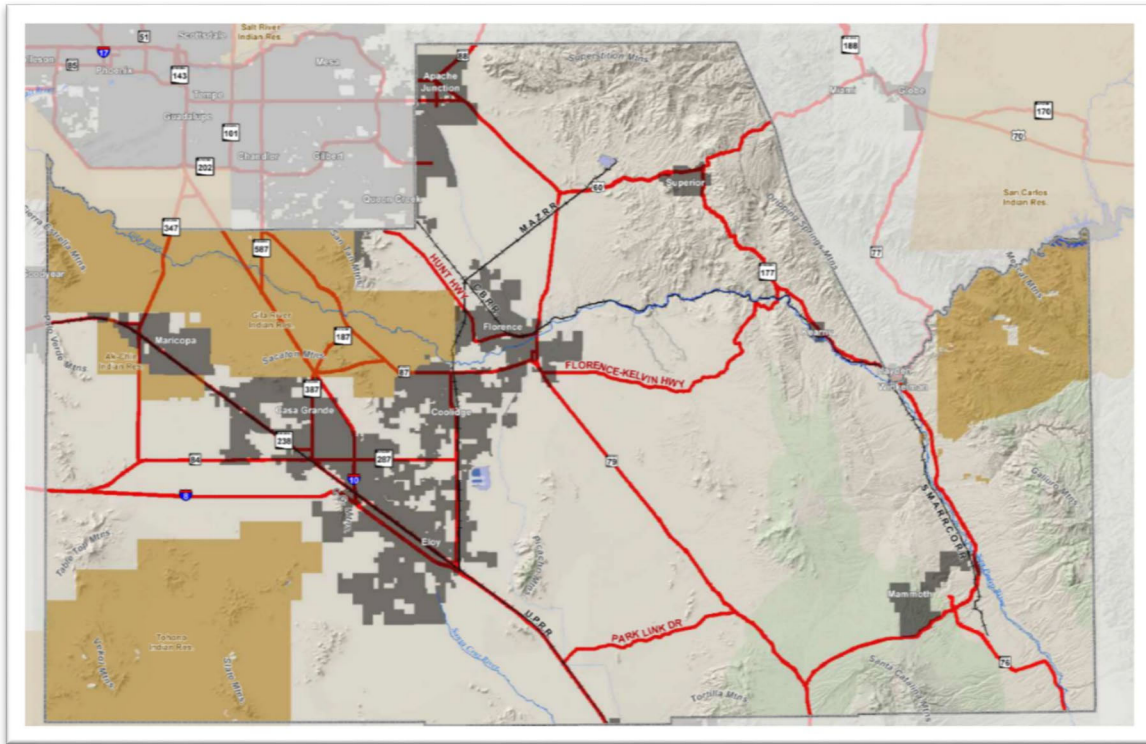
1. Assume Command
2. Assess the evolving incident emergency situation and establish priorities of action to protect life and property
3. Establish and continue effective incident communications
4. Request additional resources and assigning staff as needed
5. Develop an ICS structure as dictated by the incident
6. Conduct initial briefing and begin planning and intelligence process
7. Approve all plans, incident action plans, resource orders, media releases to include coordination of staff actions and activities
8. Review and revise the Incident Action Plan
9. Provide for the continuity, transfer, and termination of Command



*Figure 9: Deputy Jason Patrick Lopez, Pinal County Sheriff's Office. End of Watch: Friday, May 4, 2001*

*Deputy Jason Lopez was shot and killed near Casa Grande, Arizona, when he attempted to serve a warrant.*

*During the encounter, the suspect began resisting, pulled out a semi-automatic handgun, and shot Deputy Lopez once in the throat and fled. Deputy Lopez was able to crawl back to his patrol car and attempted to radio for help. Responding officers became involved in a running gunfight with the suspect, who was wounded once before taking a hostage in a nearby residence. The hostage was able to escape after several hours and the suspect surrendered nine hours later. – Pinal County Deputy's Association*



## MASS CARE AND SHELTER (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<u>Local Agencies</u> School Districts
	<u>County Agencies</u> Pinal County Animal Control Department Pinal County Attorney Pinal County Facilities Department Pinal County Fairgrounds Department Pinal County Housing Department Pinal County Public Health Services District Pinal County Public Works Department Pinal County Sheriff's Office
	<u>Non-Governmental Agencies</u> American Red Cross COAD/VOAD Salvation Army



## INTRODUCTION

This functional annex outlines the concept of operations, responsibility, direction and control necessary for the performance of the emergency shelter and temporary housing function during an emergency.

NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

### Purpose

The purpose is to provide mass care and shelter services through coordinated efforts involving sheltering, feeding, and first aid in time of emergency or disaster.

### Scope

Mass Care and Sheltering support includes providing temporary shelter, basic medical care, and food to victims and their families, as well as assisting families in their efforts to reunite.

Potential operations include:

- Providing food to responders and emergency workers
- Administering basic medical care
- Providing vouchers for clothes and certain other expenses
- Offering counseling to surviving victims
- Managing temporary shelters and keeping shelter records
- Serving meals to displaced families or individuals
- Operating a Disaster Welfare Inquiry program; and
- Collecting damage assessment information

## ASSUMPTIONS

- A significant disaster event may deny a population access to food, spoil food and ruin clothing, and displace a population from their homes, creating a widespread need for shelter, food, and other basic human needs
- The extent of damage to infrastructure in the affected area will influence the demand for shelters
- The extent of damage to shelters in the affected area and the availability of shelter space in the area will influence the strategy for assistance offered by service providers
- Shelter sites may consist of existing, pre-identified facilities; temporary, built-to-demand structures; or tent cities. It is most desirable to have communications capabilities between each shelter facility and emergency operations center, when possible
- Some individuals with functional needs may require transportation assistance to enable them to reach a shelter facility
- Shelter and feeding activities will continue as long as the need persists



- Close cooperation will be maintained with the Agriculture and Natural Resources team, to ensure an efficient food service system is employed that satisfies the needs of the greatest number of people
- Emergency medical assistance is intended to address only basic ailments and maladies and is supplemental to the health and medical strategy and services
- The Volunteer and Donations Support Annex can be helpful in organizing volunteer resources as well as donated goods
- The Public Information team will be a critical partner to mass care and sheltering activities.
- Following hazardous materials or radiological incidents, no individuals will be allowed entry to a shelter facility unless fully decontaminated

## CONCEPT OF OPERATIONS

This function will be coordinated with and involve other support agencies and organizations to ensure operational readiness in time of emergency. The primary responsibility of the emergency mass care and shelter function rests with the Pinal County Office of Emergency Management.

The EOC will:

- Support opening and operating shelters
- Assist with staffing support for, Service Centers and Local Assistance Center (LAC), upon request
- Provide food, transportation, and evacuation assistance to the public with considerations with people with access and functional needs
- Ensure evacuation and care of recipients and arranging for re-entry; and
- Maintain records of expenditures and document resources utilized during recovery

The American Red Cross will:

- Participate in policy discussions, negotiations, and other matters
- Develop procedures and guidelines, as necessary
- Act as the coordinating agent for all related resources, develop operational assignments, and direct deployment
- Coordinate with the EOC to facilitate the sharing of information and data
- Coordinate with the Incident Commander and the EOC to determine evacuation routes and facilitate evacuation; and
- Collect, compile, and report information and data, as appropriate

Pinal County Public Health Services District will:

- Provide shelter health needs assessments and environmental health inspections
- Conduct epidemiological surveillance
- Coordinate medical care, behavioral health support, and pharmaceutical support

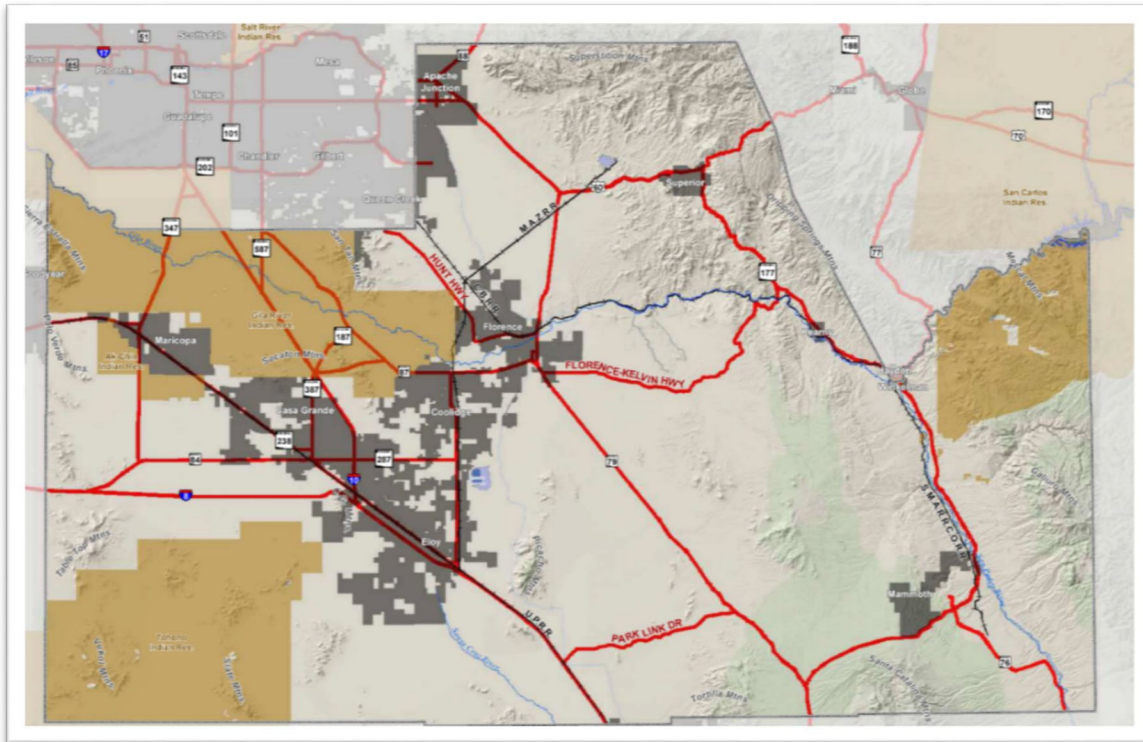


Support Agencies will:

- Provide assistance to the incident commander, shelter operations leader, as appropriate, and make resources of their respective organizations available for care and sheltering operations
- Provide supplemental staff to support shelter operations, as necessary; and
- Track the use of resources from their respective organizations and share information with the Team Leader



*Figure 10: PFC Ira H. Hayes, U.S. Marine Corps, age 19*



## PUBLIC HEALTH SERVICES DISTRICT (R. 2022)

Lead Agency:	Pinal County Public Health Services District
Support Agencies:	<u>Local Agencies</u> Fire Districts Health Care Providers
	<u>County Agencies</u> Pinal County Air Quality Department Pinal County Animal Control Department Pinal County Attorney's Office Pinal County Information Technology Department Pinal County Office of Emergency Management Pinal County Marketing and Communications Department Pinal County Medical Examiner's Office Pinal County Public Fiduciary Pinal County Sheriff's Office
	<u>State Agencies</u> Arizona Department of Health Services





## INTRODUCTION

This Departmental Annex outlines the roles and responsibilities of the Pinal County Public Health Services District before, during and after an emergency or disaster.

### Purpose

The purpose of this appendix is to offer coordinated public health assistance to requests from Emergency Management in response to public health needs before, during and after an emergency or disaster.

### Scope

Public Health will be responsible for the coordination of services, equipment, supplies, and personnel to meet the public health and environmental health needs resulting from major emergencies or disasters. Public health activities include assessment of public health needs, human health surveillance, food safety and drug device safety, public health information, vector control, biological hazards, and medical countermeasures. Pandemic outbreaks may create needs for additional personnel, supplies, pharmaceuticals, and alteration in healthcare facilities. Alternate care facilities, field hospitals and home care may be implemented to meet surge capacity needs or to augment existing healthcare facilities. In addition to physical health and potential injuries, the stress imposed on individuals affected by a major emergency or disaster may produce a need for increased mental health outreach and crisis counseling to prevent or resolve further emotional health problems.

## ASSUMPTIONS

1. It is beyond the scope of this appendix to specifically address all public health and medical characteristics capable of causing pandemics or other widespread public health emergencies or disasters.
2. The succession of events in an emergency or disaster may not be predictable. Therefore, the published plan may require modifications to meet requirements of the incident at hand.
3. Close professional working relationships are established among key internal members and external relationships prior to an emergency situation.
4. Pertaining to functional and incident annexes whereas the Pinal County Public Health Services District (PCPHSD) is the lead agency, the health district's operations center (incident command center) may be activated for the response.
5. PCPHSD's applicable emergency plans and annexes may be activated for the response.

## RESPONSE ACTIONS

Provide leadership in coordinating and integrating the overall efforts to provide public health assistance to the affected area(s).

Assist in the coordination of local capabilities needed for triage, treatment, transportation, tracking, and evacuation of the affected population with medical needs.



Monitor surge capacity needs and facilitate requests for additional state or federal activation and deployment of medical personnel, supplies, equipment and pharmaceuticals as needed.

Coordinate and deliver requested medical resources to hospitals through the PCPHSD Medical Countermeasures Plan.

Establish and maintain the cooperation of the various local and state medical and related professional organizations in providing medical/health resources to areas of need.

Support the coordination of the evacuation of patients in medical facilities, including transfers to other medical facilities.

Coordinate the activation of medical shelters, including Federal Medical Stations from the Strategic National Stockpile.

Provide shelter health needs assessment, environmental health inspection, epidemiological surveillance, medical care coordination, behavioral health support coordination, and pharmaceutical coordination during activated County Mass Care operations.

Provide guidance on health and safety measures for emergency workers, including but not limited to, Personal Protective Equipment (PPE), prophylactic medications and immunizations.

Provide inspections of restaurants, mass feeding sites, and food distribution.

Assist in collection of environmental samples, especially related to food and water.

Coordinate the local epidemiological investigation of a known or suspected threat caused by nuclear, biological, or chemical agents.

Provide laboratory support by collecting samples or specimens from persons that may have been exposed to a nuclear, biological or chemical agent; and transport to the appropriate state and/or federal authority.

Provide for the procurement and allocation of immunizing agents and prophylactic antibiotics as needed.

Coordinate and provide for the distribution of the Strategic National Stockpile.

Coordinate appropriate conditions for quarantine and isolation in order to prevent further transmission of disease.

Issue guidelines for prophylaxis and treatment of exposed and affected persons.

Provide guidance on the prevention, evaluation and treatment of contagious diseases, chemical exposures and radiological/nuclear casualties.

Provide assistance for disaster related health problems relating to animal disease, food or drug contamination, or hazardous exposure to pesticides or fertilizers.

Assist the Pinal County Medical Examiner's Office with fatality surge, including activation of the PCPHSD Fatality Management Plan; and advise local government of necessity for temporary morgue and body storage (refrigerator trucks) if local facilities are inadequate.



Issue death certificates to authorized parties.

## RECOVERY ACTIONS

Public Health will continue to assess short-term and long-term recovery issues and will assist in developing plans of action before, during, and after an emergency or disaster event.

Identify and coordinate available local, state and federal programs and resources for affected individuals.

Monitor public health, medical, and mental/behavioral health system recovery needs and priorities.

Maintain ongoing epidemiological surveillance and applicable exposure registries of affected individuals; and coordinate applicable health interventions as needed.

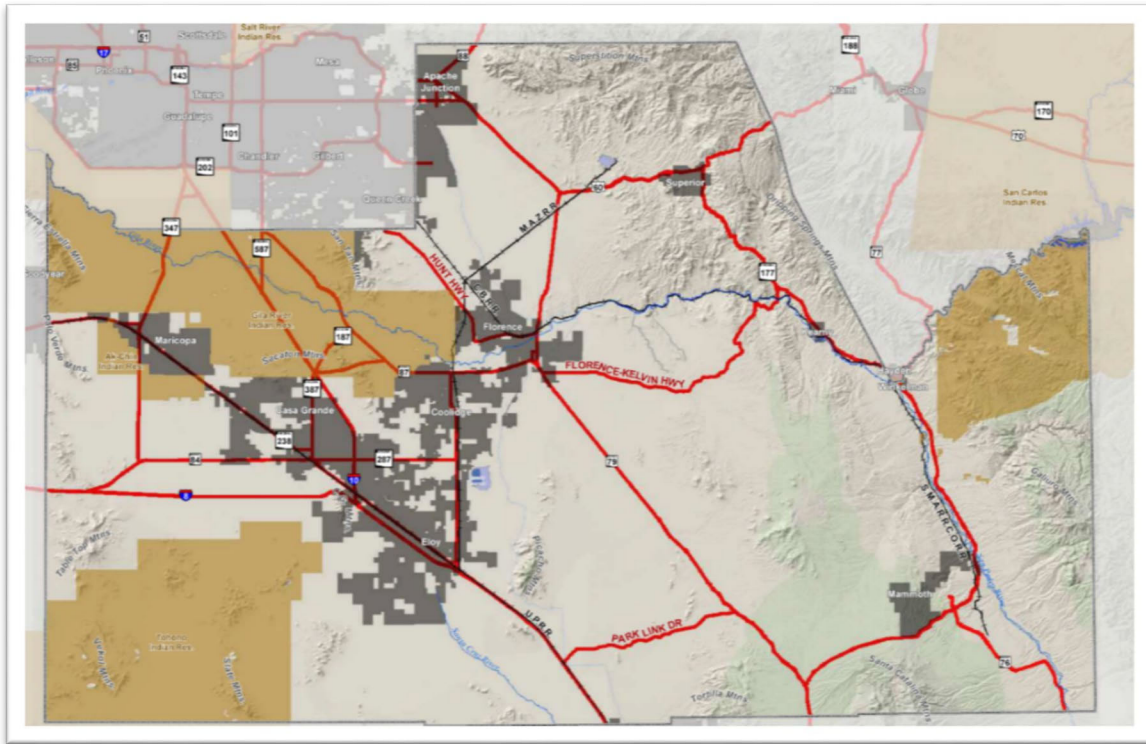
Monitor and coordinate restoration of impacted public health, medical, and mental/behavioral health services.

Collaborate with fellow response partners and stakeholders to determine corrective actions and applicable policy development within the scope of public health.

Maintain all financial records, including procurement and personnel documentation.



*Figure 11: Point of Dispensing, Pinal County, AZ 2021. Photo courtesy of the Pinal County Public Health Services District*



## PUBLIC INFORMATION (R. 2016)

Lead Agency:	Pinal County Marketing and Communications Department
Support Agencies:	<u>County Agencies</u> Pinal County Assistant County Manager Pinal County Board of Supervisors Pinal County Attorney Pinal County Office of Emergency Management Pinal County Public Health Services District (PCPHSD) Pinal County Sheriff's Office

## INTRODUCTION

The Public Information Function involves communications and warning, direction and coordination, operations and follow-through during an emergency or disaster.

NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.



## Purpose

The purpose is to establish responsibilities, policies and procedures for conducting public information to inform the public of the status of response to major emergencies/disasters, and a system for informing citizens of any restrictions or limitations (i.e., danger zones, road closings, etc.) which might be imposed during such incidents.

## Scope

The Public Information Function is responsible for communicating coordinated, timely, reliable, and actionable information to the Whole Community through the application of user-centered methods that are clear, consistent, accessible, and culturally and linguistically appropriate.

## ASSUMPTIONS

During an emergency/disaster, the public requires protective action instructions, and actionable information regarding disaster relief, and government response and recovery operations.

People demand more emergency preparedness/response information during an emerging crisis.

Incidents of countywide significance create significant public interest that can attract local, national and international media. This will place a heavy burden on communication systems.

County, local and tribal governments are responsible for providing information to their citizens. In the event that a county, local or tribal government is unable to perform these responsibilities, the state may provide vital crisis and emergency risk information to the affected population.

An external affairs program that includes public education and community relations will help reduce disaster-related casualties, property damage and economic loss.

## CONCEPT OF OPERATIONS

Operating procedures will be developed and maintained by the Pinal County Marketing and Communications Department that has primary responsibility for this function, in cooperation with other departments. This function will be coordinated with and involve support agencies and organizations.

- Staff the EOC when notified by the EOC Director or designee
- Define public notification timeframe regarding an emergency or disaster and disseminate information to the media
- Maintain a system to ensure accurate dissemination of emergency information such as location, type of hazard, extent of damage, casualties, shelters open, evacuation routes, and other protective actions
- Provide a designated area for media briefings and/or press conferences and conduct briefings in a timely manner
- Provide updates (e.g., response to inquiries about missing relatives, restricted areas of access and re-entry) regarding the emergency or disaster



- Establish media responsibilities and appropriate spokespersons from other agencies and organizations with ESF responsibilities
- Disperse timely information concerning emergency events to the “2-1-1” information network in order to keep the public informed of any pertinent emergency bulletins

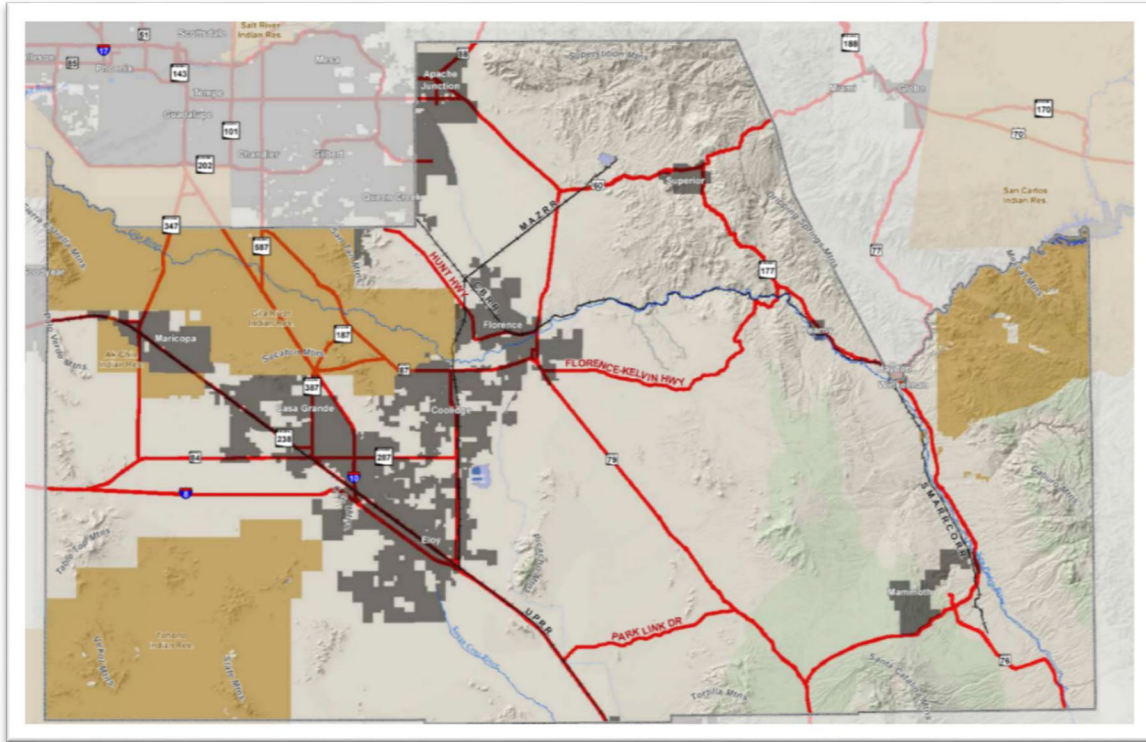
## ORGANIZATION

Marketing and Communications will:

- Act as the Team Leader as well as the team’s representative in policy discussions, negotiation with other teams, and other matters;
- Develop team procedures and policies, as necessary, in cooperation with team members;
- Act as the coordinating agent for all related resources, develop operations assignments, and direct deployment, in cooperation with team members;
- Ensure team members receive shift relief from their respective organizations at appropriate intervals, as additional personnel are available
- Establish a liaison with the EOC to facilitate the sharing of information and data; and
- Collect, compile, and report information and data, as appropriate

Support Agencies: The support agencies will:

- Provide assistance to the Team Leader, as appropriate, and make resources of their respective organizations available for external affairs operations, as possible
- Provide supplemental staff to support the team, as necessary; and
- Track the use of resources from their respective organizations and share that information with the Team Leader



## PUBLIC WORKS (R. 2022)

Lead Agency:	Pinal County Public Works Department
Support Agencies:	<p><u>Local Agencies</u>                  School Districts                  City Public Works Departments</p> <p><u>County Agencies</u>                  Pinal County Airport Department                  Pinal County Office of Emergency Management                  Pinal County Sheriff's Office                  Pinal County Fleet Services Department                  Regional Transportation Authority</p> <p><u>State Agencies</u>                  Arizona Department of Transportation</p>



## INTRODUCTION

### Purpose

The purpose of the Public Works Annex is to outline the concepts of operations and the individual and organizational roles and responsibilities necessary to coordinate public works activities during an emergency or major disaster in Pinal County.

### Scope

This annex applies to public works activities and tasks performed during an emergency or major disaster in Pinal County. This annex is applicable to all Pinal County government departments and agencies. It identifies the roles and responsibilities of the Pinal County government, its officials, and its employees.

County Policies, ADOSH or OSHA regulations, American Society of Civil Engineers (ASCE) Standards or other relevant guidelines, procedures, policies, regulations, or statutes that guide operations take precedence over the provisions of this Annex.

### Objectives

Pinal County Public Works objectives when responding to an emergency or disaster are:

1. Reduce loss from flooding, erosion and landslides
2. Conduct emergency traffic operations
3. Ensure emergency ingress and egress is maintained for responders, critical infrastructure, lifeline services, and evacuees
4. Manage damage assessment operations
5. Manage debris removal operations
6. Provide accurate and consistent information to the Incident Commander, the PIO, the EOC, and the County Manager

### Situation Overview

#### *Hazard and Threat Analysis Summary*

Pinal County may experience emergency and disaster situations that will require restoration of essential public services. Additionally, structures may be destroyed or severely weakened; homes, public buildings, bridges and other facilities may have to be reinforced or demolished to ensure safety; and debris may make streets and highways impassable. Public utilities may also be damaged and may be partially or fully inoperable. Finally, equipment in the immediate disaster area may be damaged or inaccessible and sufficient resources may not be available to meet emergency needs.

Assistance may be needed to clear debris, do damage assessment and structural evaluations, make emergency repairs to essential public facilities, reduce hazards by stabilizing or demolishing structures, and provide water for health needs and firefighting.

#### *Planning Assumptions*

- An emergency or disaster may occur in the County at any time and with no warning





- Response priorities are life safety, incident stabilization, property conservation, and environment conservation, in that order
- Pinal County will commit all available resources to achieve the emergency response priorities
- Access to the incident will be dependent upon the establishment of ground routes. In some locations, debris clearance and emergency road repairs may be given top priority to support immediate lifesaving emergency response activities. Rapid assessment of the event area will be made to determine critical response issues and emergency response priorities
- Previously inspected structures may require re-evaluation if subsequent events occur after the initial event, or if the results of the initial inspection are inconclusive
- County employees may be personally impacted by the incident. Departments will support the efforts of employees to communicate with their families and return home as needed
- Personnel with engineering and construction skills, and construction equipment and materials will be required

## CONCEPT OF OPERATIONS

During Emergencies, the Public Works function may expand and coordination of emergency operations is essential to provide structure for complex operations. This includes deployment of resources into and out of the incident area and the coordination of public works, recovery, restoration and safety/security for road maintenance for the general public.

### Roads

Emergency debris clearance and construction of emergency access roads will be led by the Pinal County Public Works and managed by the Maintenance Division. Traffic control operations may be led by either the Public Works staff or law enforcement. Traffic and road operations will be coordinated with law enforcement, AZ Department of Transportation, and local jurisdictions.

### Flood

Pinal County Public Works is responsible for communicating and coordinating with the National Weather Service and other flood control agencies to reduce loss from flooding, erosion and landslides. Flood detection and control operations will be led by the Department of Public Works, Flood Control Division.

### Incident Support

The Pinal County Public Works may be responsible for providing incident support including commodity and emergency supply distribution, heavy equipment operation, and/or technical support throughout the county. Public Works support operations will be led by the Maintenance Division. Operations will be coordinated with the Incident commander and/or the Emergency Operations Center (EOC).

### Operations

Public Works will use standard capabilities, personnel, and equipment to appropriately manage its responsibilities. Field operations will be guided by established Public Works policies and procedures.



If personnel or equipment beyond the capabilities of the department is needed, requests will be routed and managed through either the Department Operations Center or the EOC Operations Section.

A representative from Public works is responsible for staffing the Public Works Branch of the EOC Operations Section. This branch will coordinate logistics, planning, and administrative support to field operations. This branch will also maintain Situational Awareness with and for field operations.

## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

### Organization

The organizational structure for Public Works operations is adapted from the *National Incident Management Structure* with the following substitutions:

1. Highway Superintendent or Maintenance Supervisor is substituted for Division/Group Supervisor
2. Foreman is substituted for Strike Team / Task Force Leader

### *Department Operations Center*

Public Works may open a Department Operations Center during major emergencies or events. The purpose of the Department Operations Center is to bring appropriate staff together at a central location to:

- Analyze the situation
- Determine what resources are needed
- Recall appropriate personnel resources
- Make decisions regarding the department's response and management of the emergency
- Prioritize response and resources as necessary
- Select and provide personnel to staff the EOC, if activated

### *Incident Commander*

Command is established at all emergency scenes, implicitly or explicitly. The Incident Commander is responsible for the following functions:

1. Assume Command
2. Size-up the incident
3. Initiate, maintain and control the communications process
4. Provide for safety and personnel accountability
5. Establish strategy, objectives, and Action Plan
6. Assign equipment and personnel
7. Request resources
8. Develop an effective ICS structure
9. Coordinate with outside agencies
10. Review and revise the Action Plan
11. Release information
12. Provide for the continuity, transfer, and termination of Command



Depending on the incident, Public Works personnel may assume Incident Command, be a member of the Unified Command Team, or assume a Section or Branch position.

#### Responsibilities

##### *Public Works Director*

The Director is responsible for:

- Serving on the County Executive Policy Committee
- Providing visible leadership to the Department
- Communicating with the public, public officials, and county employees regarding the event(s)

##### *Deputy Director*

The Deputy Director is responsible for:

- Assuming incident command from Public Works Manager, as needed
- Directing the Department Operations Center
- Providing situational updates to the Public Works Director, EOC, Staff, and other parties
- Coordinating and manage the assignment of Public Works resources
- Coordinating resource requests with Incident Commanders and the EOC
- Providing Public Works resources assigned to prolonged incidents with logistical support
- Advising and assisting Public Works Supervisors and Managers, as needed

##### *County Engineer*

The County Engineer is responsible for:

- Leading flood detection, warning, and control operations
- Leading, managing or assisting with the assessment of damage to streets, bridges, water lines, sewer lines, utilities, dams, levees, and other public infrastructure and determine their integrity
- Directing the planning, design and construction of emergency access routes
- Directing the planning, design and construction of emergency repairs to flood control and drainage structures
- Providing technical and subject matter expertise, as needed
- Maintaining records of damages caused by natural hazards and disasters to Public Infrastructure

##### *Public Works Managers*

The Public Works Managers are responsible for:

- Assuming incident command from Highway Superintendent, as qualified and needed
- Staffing the EOC, as assigned
- Staffing the Department Operations Center, as assigned
- Providing technical and subject matter expertise, as needed

##### *Highway Superintendent*

The Highway Superintendent is responsible for:

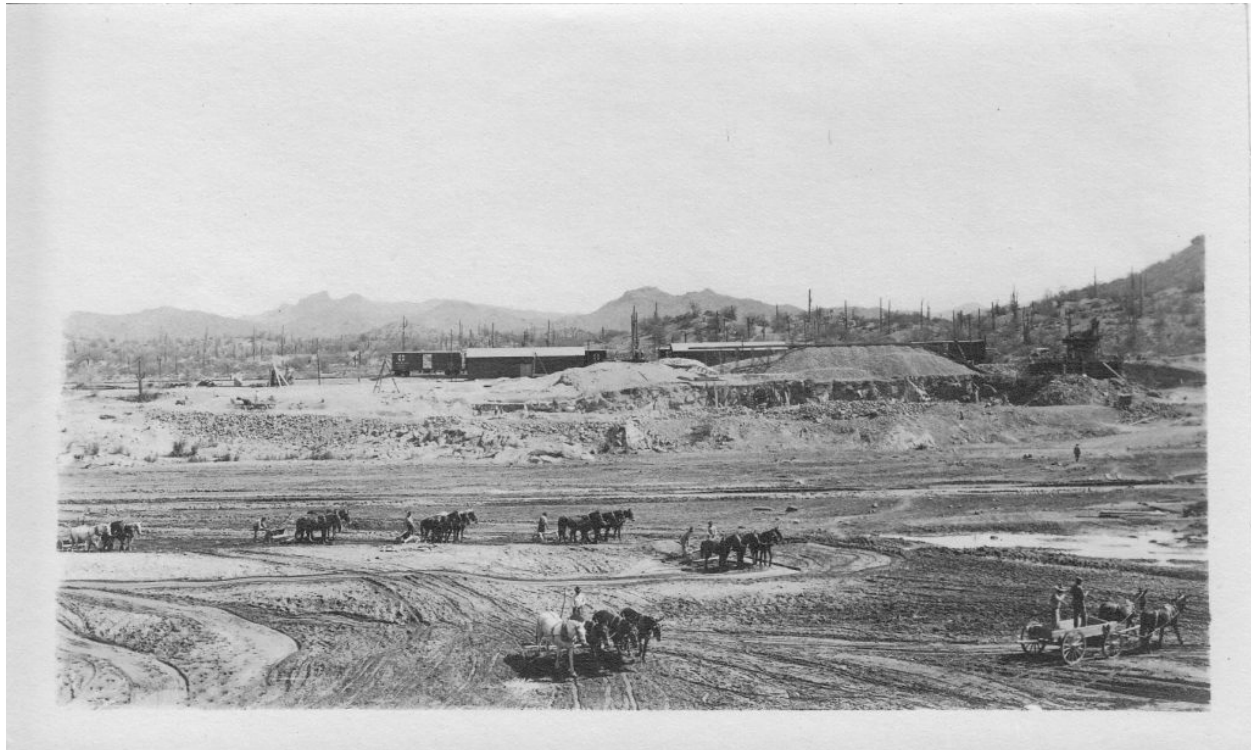


- Responding to emergency incidents
- Assuming incident command from Foreman, as needed
- Assuming assigned ICS position
- Requesting and assigning incident resources

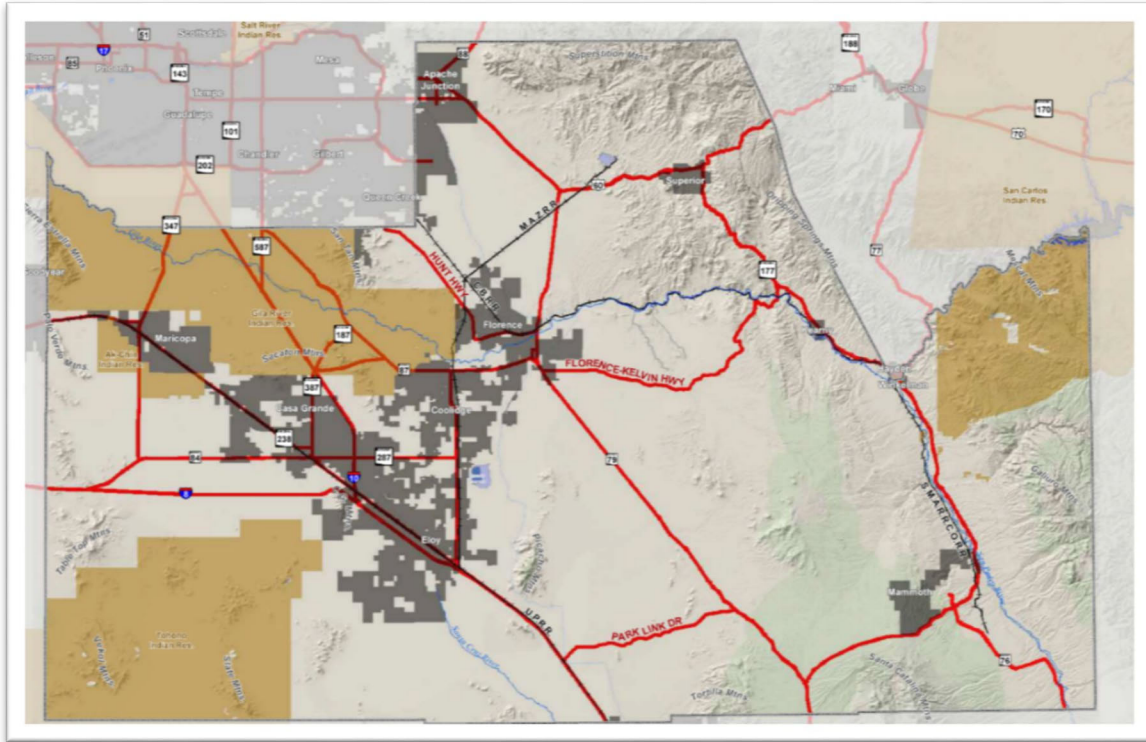
*Highway Maintenance Foreman*

The Highway Maintenance Foreman is responsible for:

- Responding to emergency incidents
- Assuming incident command or assigned ICS position
- Supervising work crews



*Figure 12: Fresno Scrapers at the Florence - Casa Grande Project Circa 1921. Pinal County Historical Museum*



## SEARCH AND RESCUE (R. 2022)

Lead Agency:	Pinal County Sheriff's Office
Support Agencies:	<u>Local Agencies</u> Fire Districts  <u>County Agencies</u> Pinal County Office of Emergency Management Pinal County Public Works Department  <u>State Agencies</u> Arizona Department of Emergency Management and Military Affairs Arizona National Guard

### INTRODUCTION

The Search and Rescue Annex outlines the overall organization, organization, roles, and responsibilities recommended for search and rescue operations, including urban search and rescue, within unincorporated Pinal County.



## Purpose

To provide search and rescue services including location of individuals reported missing or in jeopardy, extrication of persons trapped, provision of medical assistance, and retrieval of persons or property.

## Scope

This Annex applies to emergency search and rescue operations conducted within unincorporated Pinal County. This Annex is applicable to all Pinal County government departments, offices, and agencies. It identifies the roles and responsibilities of the Pinal County government, its officers, and its employees.

This Annex does not apply to air ambulance services, salvage operations, military personnel recovery operations, or Border Patrol Operations.

County Policies, ADOSH or OSHA regulations, industry standards or other relevant guidelines, procedures, policies, regulations, or statutes that guide search and rescue operations take precedence over the provisions of this Annex.

## Authority

The County's authority to provide search and rescue services is found in ARS § 11-441(C):

*The sheriff shall conduct or coordinate within the county search or rescue operations involving the life or health of any person, or may assist in such operations in another county at the request of that county's sheriff, and may request assistance from any persons or agencies in the fulfillment of duties under this subsection.*

The authority for a Fire District to provide search and rescue services is found in ARS § 11-861 (A):

*A fire district, through its board, may:*

*1. Employ any personnel and provide services deemed necessary for fire protection, for preservation of life and for carrying out its other powers and duties,*

The authority and responsibility for certain commercial mining operations to provide specialized mine rescue services is found in: 30 U.S.C. 811, 825(e).§ 49.2 Availability of mine rescue teams:

*(a) Except where alternative compliance is permitted for small and remote mines (§ 49.3) or those mines operating under special mining conditions (§ 49.4), every operator of an underground mine shall:*

*(1) Establish at least two mine rescue teams which are available at all times when miners are underground; or*

*(2) Enter into an arrangement for mine rescue services which assures that at least two mine rescue teams are available at all times when miners are underground.*



Further authority for a fire district, municipal fire department, or privately contracted fire department to conduct search and rescue operations can be found in the county's adopted fire code, 2018 International Fire Code § 104.11:

*The fire chief or officer of the fire department in charge at the scene of a fire or other emergency involving the protection of life or property or any part thereof, shall have the authority to direct such operation as necessary to extinguish or control any fire, perform any rescue operation, investigate the existence of suspected or reported fires, gas leaks or other hazardous conditions or situations, or take any other action necessary in the reasonable performance of duty.*

#### Objectives

1. The coordination of search and rescue operations involving the life or health of any person
2. The provision of initial assistance at or near the incident scene
3. The provision of Emergency Medical Services to trapped survivors
4. The delivery of survivors to a place of safety
5. The recovery of human remains when accomplished in conjunction with the conduct of SAR operations (with minimal risk to SAR responders)

#### TERMS

<i>Basic Rope Rescue</i>	Rescue operations of a non-complex nature employing the use of ropes and accessory equipment usually limited to simple raising and lowering.
<i>Body Recovery</i>	Operations to locate, retrieve and identify human remains. The risk management profile of the operations are the primary concern during body recovery.
<i>Cave Rescue</i>	Search, rescue, and recovery operations in naturally formed caves. Cave Rescue is highly specialized and may require personnel trained in cave rescue techniques and rescue equipment unique to cave rescue.
<i>Confined Space Rescue</i>	Rescue operations in an enclosed area, with limited access, not designed for human occupancy, possessing potential for physical injury, usually in an urban, agricultural or industrial setting.
<i>Dive Rescue</i>	An underwater operation carried out by rescuers utilizing underwater breathing apparatus (SCUBA, surface-supplied air, rebreathers, etc.).
<i>Extrication</i>	Rescue operations to disentangle and remove a person or body from trapped or confined by a vehicle or machinery, usually by removing the machinery from the person rather than the person from the machinery.



<i>Fire Service</i>	(Fire District or Department, includes Urban Search and Rescue (USAR) capabilities). Responsible for rescue of victims from locations that are reasonably accessible from roadways as well as for locating and rescuing victims of structure collapse, construction cave-ins, trench, confined space, high angle, and similar accidents and disasters. Includes responses classified as “Immediately Dangerous to Life and Health” (IDLH). May also include water rescues (swift water, widespread flood).
<i>Flood Rescue</i>	A rescue during an inundation in which water current is not an operational or safety factor.
<i>Immediately Dangerous to Life and Health (IDLH) Incidents</i>	A rescue operation in which a poisonous/dangerous atmosphere exists or is suspected, usually involving hazardous materials.
<i>Mine Rescue</i>	Rescue operations conducted in a man-made excavation in which collapse and poisonous atmosphere is of concern. Federal regulations require all underground mines to have fully-trained and equipped professional mine rescue teams available in the event of a mine emergency.
<i>Mountain Rescue</i>	Rescue operations conducted in remote steep or mountainous terrain that does not require technical rescue techniques.
<i>Off-Road Accident and Rescue</i>	Operations to access and rescue motorists stranded in a location that is not easily accessible from roads suitable for standard patrol vehicles.
<i>SAR</i>	Search and Rescue (SAR), under authority of the county sheriff.
<i>Swift Water Rescue</i>	A water rescue in which water current is an operational and/or safety factor. A significant consideration is the high percentage of swift water fatalities that are rescuers.
<i>Technical Rescue</i>	Rescue operations of a technically complex nature employing the use of ropes and accessory equipment, generally utilizing techniques beyond simple raising and lowering, such as “high-lines,” etc.
<i>Trench Rescue</i>	Rescue and recovery operations conducted in any excavation, depression, hole, trench, or earth wall, manmade or natural that is four or more feet deep. Trench rescue is a type of confined space rescue.





## INCIDENT RESPONSE MATRIX

The most likely types of Search and Rescue incidents and the suggested lead agency are classified below.

Type	Lead Agency	Selection Criteria
Cave Rescue	SAR	Requires a specialized team; usually a SAR resource.
Confined Space Rescue	Fire	IDLH training and equipment specific to Fire.
Extrication	Fire	Requires training and equipment specific to Fire.
Incidents Resulting From Criminal Acts	REQUIRES LAW ENFORCEMENT NOTIFICATION	Lead rescue agency depends on the nature and location of the incident, however, PCSO must be notified to facilitate concurrent criminal investigation.
Scene Size Up	SAR / Fire	In the initial stages of an incident, SAR and Fire agencies may be required to determine the type and extent of rescue necessary.
Dive Rescue	SAR	Requires a specialized team; usually a SAR resource.
Downed Commercial Aircraft	SAR / Fire	Combined response because of requirements for rescue, EMS, investigation, evidence preservation, site security, morgue details.
Downed Light Aircraft, Accessible By Vehicle	Fire	Accessibility reduces time and resource load.
Downed Light Aircraft, Not Accessible By Vehicle	SAR	Unlikely to have a large number of victims, and may be time and resource intensive.
Flood Rescue	SAR / Fire	Both SAR and Fire should respond if properly trained and equipped.
Industrial Accident, Chemical Spill, Or Transportation Accident (Includes Most 'IDLH' Incidents; Also See Mine Rescue)	Fire	IDLH training and equipment specific to Fire.



Type	Lead Agency	Selection Criteria
Mine Rescue	SAR	Usually in rural or remote locations; SAR will support a specially trained and equipped team.
Off-highway Rescue, Known Location, Long Duration	SAR	Time and resource intensive.
Off-highway Rescue, Known Location, Short Duration	SAR / Fire	Depends on accessibility from roadway.
Off-highway Search Or Recovery, Unknown Location	SAR	Time and resource intensive.
Structure Collapse	Fire	Training specific. SAR may be utilized in support roles.
Swift water Rescue	SAR / Fire	Quickest available resource should respond. Emphasis is on keeping rescuers not properly trained and equipped out of the water.
Trench Rescue	Fire	Training specific. Similar to confined space rescue.

## CONCEPT OF OPERATIONS

The lead agency responsible for the conduct, support and management of this Incident Annex is the Pinal County Sheriff's Office. When responding to an incident, the first arriving agency will determine if the incident requires specialized skills, equipment, or training. If so, the agency will request aid from the appropriate resources. Agencies and organizations may also be requested to provide support or to be on standby.

Search and Rescue operations can be highly technical and complex requiring highly specialized equipment and training. Operations may involve several different disciplines, responders should not hesitate to request additional assistance and to establish a Unified Command structure.

## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The Search and Rescue organizational structure is adapted from the National Incident Management Structure. A Unified Command structure may be established to facilitate the effective management of multidisciplinary or multi-jurisdictional operations.

Pinal County SAR resources supporting SAR operations are directed by the responsible Command. SAR operations and the coordination of SAR resources may be delegated to any appropriate and qualified SAR leader.



In some operations, the Incident Command Organization may need to expand to include additional Branches and Sections. The following sections and positions should be considered:

- Planning Section
- Operations Section
- Geographic Zone Search Sections
- Rescue Section
- Treatment Section
- Staging Section
- Perimeter Section
- Aviation Section
- Public Information Officer
- EOC Liaison

#### Command Responsibilities

Command is established at all emergency scenes, implicitly or explicitly. Command is responsible for the following functions:

1. Assume Command
2. Assess the scene
3. Assign a qualified Safety Officer
4. Establish a hazard zone perimeter
5. Secure the scene
6. Establish and continue effective incident communications
7. Request additional resources
8. Develop an ICS structure, as dictated by the incident.
9. Approve all plans, incident action plans, resource orders, media releases to include coordination of staff actions and activities
10. Review and revise the Action Plan
11. Provide for the continuity, transfer, and termination of Command

#### Search and/or Rescue Branch Responsibilities

- Search and/or Rescue operations control
- Identify hazards and critical factors
- Develop a rescue plan and back-up plan
- Communicate with and direct resources assigned to the Rescue Section
- Informing Command of conditions, actions, and needs during all phases of the Rescue operation

#### Sheriff's Office Responsibilities

- Assume Incident Command or work within a Unified Command Structure
- Provide area access control and security



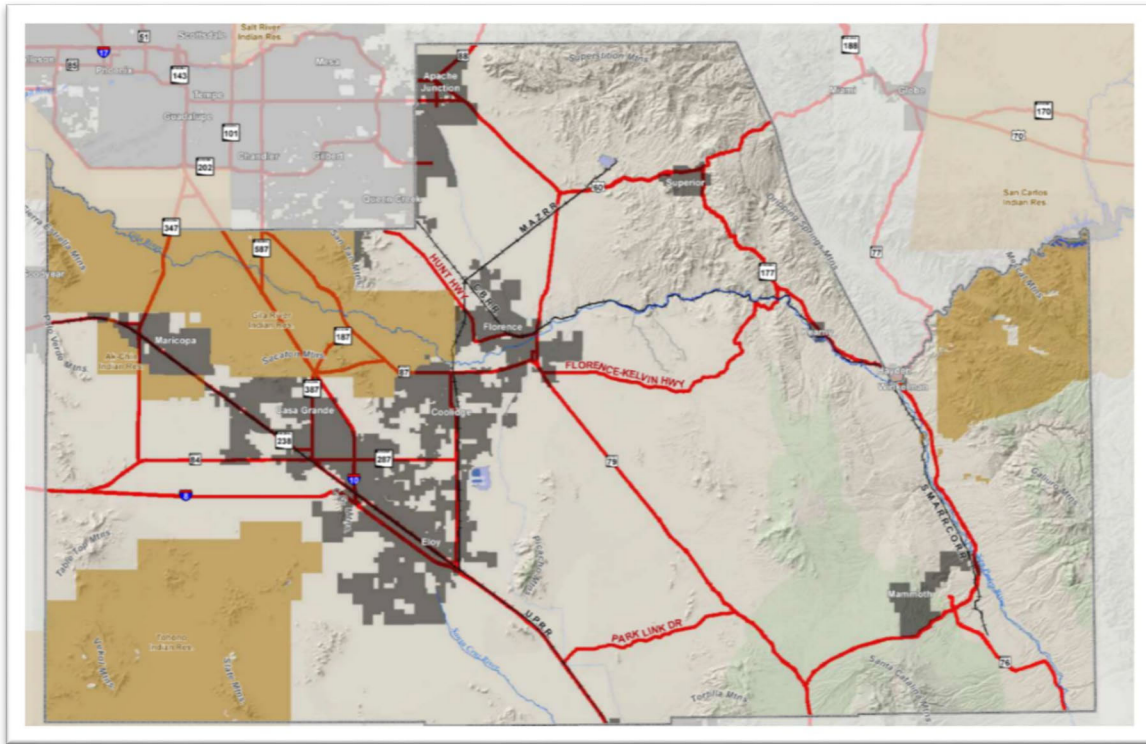
- Provide aviation resources
- Assume Branch and Section Leadership roles, as appropriate
- Disseminate public information, warnings, and notifications in collaboration with the County PIO, the EOC, and Command

#### PCSO and/or Fire Rescue Communications Center Responsibilities

- Dispatch the appropriate number and type of resources to the scene
- Coordinate the response of emergency personnel at the direction of command
- Request assistance from other agencies at the direction of command
- Assist Command with resource accountability

#### Fire Rescue Responsibilities

- Assume Incident Command or work within a Unified Command Structure
- Provide Advanced Life Support and medical transportation
- Assume Branch and Section Leadership roles, as appropriate
- Disseminate public information, warnings, and notifications in collaboration with the County PIO, the EOC, and Command



## VOLUNTEER AND DONATIONS MANAGEMENT (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<p><u>County Agencies</u></p> <ul style="list-style-type: none"> <li>Pinal County Animal Control</li> <li>Pinal County Finance and Purchasing Department</li> <li>Pinal County Public Health Services District</li> <li>Pinal County Information Technology Department</li> <li>Pinal County Public Works Department</li> <li>Pinal County Sheriff's Office</li> </ul> <p><u>State Agencies</u></p> <ul style="list-style-type: none"> <li>Arizona Department of Transportation (ADOT)</li> <li>Arizona Department of Emergency and Military Affairs (DEMA)</li> <li>Arizona National Guard</li> </ul> <p><u>Other Agencies</u></p> <ul style="list-style-type: none"> <li>American Red Cross</li> <li>St. Vincent de Paul</li> <li>The Salvation Army</li> <li>United Way of Pinal County</li> </ul>



## INTRODUCTION

NOTE: Minor revisions to this annex were made in 2022 to match updated formatting and response strategies.

### Purpose

The Volunteer and Donations Management Support Annex describes the coordinated processes used to support the county in ensuring the most efficient and effective use of affiliated and unaffiliated organizations and volunteers, and solicited and unsolicited donated goods for any emergency incidents requiring a county response.

### Scope

This Support Annex provides guidance for the county in volunteer and donations management. Any reference to volunteer services and donated goods in this Support Annex refers to affiliated and unaffiliated volunteers, and solicited and unsolicited donated goods. This Support Annex applies to all agencies with direct and/or indirect volunteer and donations management responsibilities under Pinal County Emergency Operations Plan (PCOEP).

Due to the complexity of this Support Annex, volunteer management will be addressed in Appendix 'A' of this Annex.

## SITUATION

Pinal County is subject to the effects of various natural and man-made emergencies and disasters, varying widely in type and magnitude. Should an incident occur, with a high level of media interest, many individuals will want to donate money, goods, and/or services to assist the disaster victims of the impacted area(s).

Unplanned arrival of donated goods and services to the impacted area(s) can jam distribution channels, overwhelm governmental and volunteer agencies, and hamper life-saving operations. The required personnel and resources to manage donations may compete with those resource demands of emergency response and recovery activities.

The county does not wish to operate a system to collect, process, and distribute donated goods or money to disaster victims. Such a system is best operated by non-governmental organizations (NGO) and local Voluntary Organizations Active in Disasters (VOAD) who have the resources to successfully handle donations on a day-to-day basis and during an emergency.

However, experience has shown that these non-profit organizations can be overwhelmed by the scale of donations and need certain governmental assistance (e.g. traffic control, transportation, security, public information, identifying donations stage areas, storage and distribution centers) to be successful in dispensing the items to the disaster victims. In addition, large numbers of unsolicited donations may be sent to Pinal County itself. Hence, the county will need to be part of the Donations Coordination Team (DCT) to assist in the management of these endeavors.



## ASSUMPTIONS

- Disasters, especially those occurring with little or no warning, create a need to coordinate donations of goods, money and services
- The amount of donations received by a community may relate more to the media attention the incident receives than the magnitude of the actual disaster or number of victims affected
- In a catastrophic disaster, the county, local Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) may be adversely affected and may not be able to cope with a sizable influx of donations. Large quantities of donations may overwhelm the county, local Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) capabilities to effectively handle and distribute the donated goods
- If an emergency or disaster occurs, the county may receive unsolicited donations
- Many individuals donate goods that are not needed during the response and recovery phases of a disaster. Receiving and sorting unneeded goods wastes valuable response and recovery resources
- The disposal of surplus donated goods can be a lengthy and very expensive process.
- Donated goods may arrive, day or night, without warning. All arrival deliveries of donated goods will be directed to the Donations Staging Area (DSA)
- Donations will frequently arrive at the Donations Staging Area (DSA) unsorted and with minimal packaging and markings. Donations may be shipped in containers such as boxes, barrels and drums, on pallets and/or in various types of bags
- Most personal donations are given with little expectation of return other than the personal satisfaction of giving and perhaps some acknowledgement of thanks. However, some donations may be unusable, have “strings attached” or not be donations at all. They may:
  - Be given with an expectation of some sort of repayment, publicity, or tax write-off
  - Be items that are out-of-date (e.g., expired food or pharmaceuticals), unusable (e.g., broken furniture, dirty or torn clothing), or unsuitable (e.g., food that requires refrigeration, winter coats in July)
  - Be provided illegally as a ruse in a fraudulent process to obtain money from disaster victims
  - Be offered at a “discount” to disaster victims, with savings being minimal or nonexistent
  - Be offered in limited quantity as a deception to simply show an “association” with government or disaster relief as a basis for future advertising or publicity
- All departments and agencies of Pinal County involved in the management of donated goods

## CONCEPT OF OPERATIONS

### General

- The primary agency responsible for the conduct, support and management of this Support Annex shall be the Pinal County Office of Emergency Management (PCOEM). A list of primary



and support agencies can be found in Section VI (Plan Development and Maintenance) of this Support Annex

- This Support Annex and implementing procedures may be activated during an emergency or disaster. The Pinal County Emergency Manager, or his/her designee, in cooperation with the Donations Coordination Team (DCT) will determine the procedural implementation based on current emergency/disaster requirements
- Donors will be encouraged and directed to make all donations to a non-profit organization of their choice that are involved in providing disaster relief
- Unsolicited donations can be reduced, but not eliminated, by developing and maintaining a list of disaster needs, screening donations offers, and providing needed items information to potential donors through the media. It is important to have a list of needed items ready prior to the first press release of the emergency incident
- Local and national charities (i.e., American Red Cross, Salvation Army, United Way, St. Vincent de Paul, etc.) have been accepting, handling, and distributing donations for many years. These organizations are skilled in the donations management process, and they should be the first resource for collecting and managing donations for a major emergency or catastrophic disaster. All donors should be encouraged to work through recognized local, state, or national Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) providers in their respective communities. These organizations are capable of receiving donations in areas across the county, state and/or nation, and earmarking the donated items for a particular disaster
- Donors who insist on donating unsolicited or unwanted goods will be referred to The National Donations Management Network (DNMN, formerly known as Aidmatrix) so that such goods will be available to various governmental agencies and volunteer organizations involved in disaster relief
- Corporation donations may be accepted provided:
  - Bulk items can be used in emergency response/relief efforts
  - The items have not expired
  - All items are labeled and have a detail inventory lists with all shipments
- Contributors of monetary donations will be encouraged to donate to a non-profit organization of their preference. This will allow these organizations to purchase the specific items needed by disaster victims, or provide vouchers to the victims so they can replace clothing and essential personal property with items of their own choosing. Monetary donations also reduce the tasks of transporting, sorting, and distributing goods. Therefore, monetary donations are generally the preferred donation for disaster relief
- Monetary donations made to the county for disaster relief will be managed by the Director of Pinal County Finance Department, or his/her designee. The Director will establish policy and procedures to receive, manage and distribute these funds
- Donations of animal related needs may be made to Pinal County Animal Control through the Donations Coordination Team (DCT), or to local humane society and/or animal rescue organizations involved in disaster relief





- Delivery vehicles and appropriate licensed drivers used to transport donated goods may be donated services by Voluntary Organizations Active in Disasters (VOAD), non-governmental organizations (NGO) and/or private sector. Coordination of this service will be through the Donations Coordination Team (DCT). All vehicles and drivers must be in compliance with and obey all local, state and federal laws and statutes
- The county may use contract haulers to deliver donated goods from the Donations Reception Center (DRC) to Local Distribution Center(s) (LDC). Contact hauler services must be requested through the Emergency Operations Center (EOC)
- Soliciting donations by the county may be made if high priority needs cannot be made through the emergency procurement process, or when the cost outweighs time as a consideration. An approval must be obtained by the policy group to solicit donations or services in question
- Primary and support agencies of this Support Annex shall operate consistent with National Incident Management System (NIMS) standards throughout the disaster event including the recovery and mitigation operations
- The support agencies' personnel and volunteers assisting in donations management will sustain themselves for the first twenty-four (24) hours of the emergency or disaster
- This Support Annex will not interfere with any Voluntary Organizations Active in Disasters (VOAD) or non-governmental organizations' (NGO) policies concerning gifts or donations
- Local and county governments are the principal level at which response activities are applied

#### Donations System

##### *Donations Coordination Team (DCT):*

- Upon activation of this Support Annex, the Pinal County Emergency Manager, or his/her designee, through the Emergency Operations Center (EOC) Logistic Chief, will appoint a Donation Liaison Officer (DLO). The Donations Liaison Officer (DLO) will serve as the Donations Coordination Team (DCT) leader
- The Donation Liaison Officer (DLO) and representatives of Pinal County Animal Control, local Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) of the impacted area(s) will assemble to form the Donations Coordination Team (DCT)
- The Donations Coordination Team (DCT) is responsible for administering donated goods and services during an emergency or disaster
- The Donations Coordination Team (DCT) will identify and secure Donations Staging Area (DSA), Donations Reception Center (DRC) and Local Distribution Center(s) (LDC)
- Each Donations Coordination Team (DCT) member will provide a phone number and other pertinent information to the Donation Liaison Officer (DLO) to establish an effective communications structure. This information will be on file at the Donations Reception Center (DRC) and the Emergency Operations Center (EOC) during the duration of the incident
- The Donations Coordination Team (DCT) will function in accordance to the Incident Command System (ICS)
- Will approve the Donations Liaison Officer's (DLO) demobilization plan



*Donations Staging Area (DSA) will:*

- Be managed by the Donations Staging Area (DSA) Manager
- Be located adjacent to the Donations Reception Center (DRC). Preferably in a paved parking lot with enough room to accommodate separate unloading areas for commercial vehicles and individual automobiles. The commercial vehicle area shall be able to accommodate the unloading and parking of large trucks
- Have the ability to receive solicited and unsolicited donations
- Have an area large enough to temporarily store donated goods prior to the delivery to the Donations Reception Center (DRC). This temporary storage area shall provide protection from the weather
- Move donated goods from the Donations Staging Area (DSA) to the Donations Reception Center (DRC)
- Remain active until deactivated by the Donations Coordination Team (DCT)
- Be staffed by Voluntary Organizations Active in Disasters (VOAD), non-governmental organizations (NGO) personnel and volunteers, and county affiliated volunteers

*Donations Reception Center (DRC) will:*

- Be managed by the Donations Reception Center (DRC) Manager
- Receive donated goods from the Donations Staging Area (DSA)
- Be located in an enclosed structure with enough room to receive, sort, repackage, label, temporarily store, and ship donated goods
- Establish a donations database system to record all donations. The Emergency Operations Center (EOC) Logistic Section shall have access to the system
- Coordinate transportation of the goods to Local Distribution Center (LDC) sites to be given out to the disaster victims
- Deliver donated goods to the Local Distribution Center(s) (LDC)
- Be staffed by Voluntary Organizations Active in Disasters (VOAD), non-governmental organizations (NGO) personnel and volunteers, and county affiliated volunteers
- Remain active until deactivated by the Donations Coordination Team (DCT)

*Local Distribution Center(s) (LDC):*

- Will be managed by a Local Distribution Center (LDC) Manager
- May be located at a church, school, governmental facility and/or commercial site (e.g. grocery store or mall parking lot)
- Must be near the general vicinity of the impacted area
- Sites may be operated by churches, local Voluntary Organizations Active in Disasters (VOAD), schools personnel or volunteers, and non-governmental organizations (NGO)
- Must have the ability to receive, store and distribute donated goods from the Donations Reception Center(s) (DRC) to disaster victims
- Can be staffed by Voluntary Organizations Active in Disasters (VOAD), non-governmental organizations (NGO) personnel and volunteers, and county affiliated volunteers, if available



- Must request resources (e.g. shade tents, trash receptacles, restrooms, forklifts, pallet jacks, miscellaneous supplies) and personnel through the Donations Reception Center (DRC) to properly operate the distribution center in save and secure matter
- Remain active until deactivated by the Donations Coordination Team (DCT)

*Donations Phone Center (DPC):*

- Will be managed by the Donations Phone Center (DPC) Manager
- Will be located within or near the Donations Reception Center (DRC)
- Will be responsible to receive and process offers of donated goods
- Will provide information on acceptable donations, and what Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) are accepting donations
- Will have multiple phone and computer lines, fax capabilities and internet accessibilities
- Can request from Pinal County Information Technology Department assistance to install phone, faxes, computers and other technology related items. The assistance must be requested through the Emergency Operations Center (EOC)
- Be staffed by Voluntary Organizations Active in Disasters (VOAD), non-governmental organizations (NGO) personnel and volunteers, and county affiliated volunteers, if available
- Remain active until deactivated by the Donations Coordination Team (DCT)

*Demobilization:*

Demobilization begins when receipt or distribution flows of donated goods slow or is no longer required. Donations Liaison Officer (DLO), with approval from the Donations Coordination Team (DCT), will determine when to demobilize a donations facility, or when to transfer from a governmental operation to a traditional Voluntary Organizations Active in Disasters (VOAD) or non-governmental organizations (NGO) operation.

Remaining goods donated to the county will be divided between the various Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) without discrimination or prejudice. This information will be made clear in all press releases.

*Audits*

Governmental agencies, Voluntary Organizations Active in Disasters (VOAD) and non-governmental organizations (NGO) accepting donated goods, cash, and/or services will follow their own policies and procedures for internal audits.

## ORGANIZATIONAL ROLES AND RESPONSIBILITIES

### Organization

- During an actual or potential emergency or disaster, Pinal County Office of Emergency Management (PCOEM) is the appropriate county agency to request donations.
- The functions of the primary and support agencies participating in an emergency event involving donation of goods shall be carried out in the framework of the Basic Plan, and in accordance with the National Incident Management System (NIMS) protocols.



## Assignment of Responsibilities

### *General*

All departments assigned to provide donations management assistance during an emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance in the event of an emergency or disaster
- Provide National Incident Management System (NIMS) and Incident Command System (ICS) training to appropriate staff personnel
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the Emergency Operations Center (EOC) and, as needed, in the field

### *Emergency Functions*

Pinal County Office of Emergency Management (PCOEM) has primary responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Pre-identify facilities to be used as Donations Reception Center (DRC), Donations Staging Areas (DSA), Local Distribution Center(s) (LDC) and Donations Phone Center (DPC) sites
- Maintaining ongoing contact with primary and support agencies of this Support Annex
- Conducting periodic Support Annex meetings and conference calls
- Coordinating effort with the respective local Voluntary Organizations Active in Disasters (VOAD), non-governmental Organizations (NGO), and private-sector organizations
- Coordinating activities relating to catastrophic incident planning and critical infrastructure preparedness as appropriate for this Support Annex
- Maintain a contact list for local Voluntary Organizations Active in Disasters (VOAD), non-governmental Organizations (NGO), and private-sector organizations that may be activated to assist with donations management

### **Donation Liaison Officer (DLO) will:**

- Report to the Emergency Operations Center (EOC) Logistic Chief or his/her designee
- Identify and assemble Donations Coordination Team (DCT) members
- Appoint personnel to manage the Donations Staging Area (DSA), Donations Reception Center (DRC), the Local Distribution Center(s) (DDC) and the Donations Phone Center (DPC)
- Develop a Donations Incident Action Plan (IAP), and submit a copy to the Emergency Operations Center (EOC) Logistic Section
- Request for additional resource, if required, (e.g. transportation equipment and licensed drivers, facility and site security, volunteer personnel, operational supplies, portable generators, heavy equipment and operators, portable restrooms, trash receptacles, food and water, etc.) through the Emergency Operations Center (EOC) Logistic Section



- Provide the Emergency Operations Center (EOC) Logistic Chief reports on a regular basis regarding unmet needs and the status of the Donations Management operations
- Provide media information regarding donations needs
- Determine when to deactivate the Donations Management operations. The decision will be based upon the probability and volume of needs during the emergency event
- Develop a Demobilizing Plan to be approved by the Donations Coordination Team (DCT), and submit the approved plan to the Logistic Chief in the Emergency Operations Center (EOC)

**Donations Staging Area Manager will:**

- Activate the Donations Staging Area (DSA)
- Report to the Donations Liaison Officer (DLO)
- Request, through the Donations Liaison Officer (DLO), resources (e.g. shade tents, trash receptacles, restrooms, forklifts, pallet jacks, miscellaneous supplies) and personnel to properly operate the staging area in a safe and secure manner
- Appoint and manage personnel to operate the Donations Staging Area (DSA)
- Assign personnel to conduct inspections, inventory, acceptance and unloading of all donated goods
- Arrange the Donations Staging Area (DSA) to successfully unload donated goods in an efficient and effective manner
- Coordinate waste disposal operations of all solid waste products at the Donations Staging Area (DSA) and Donations Reception Center (DRC)
- Activate demobilization procedures when authorized

**Donations Reception Center Manager will:**

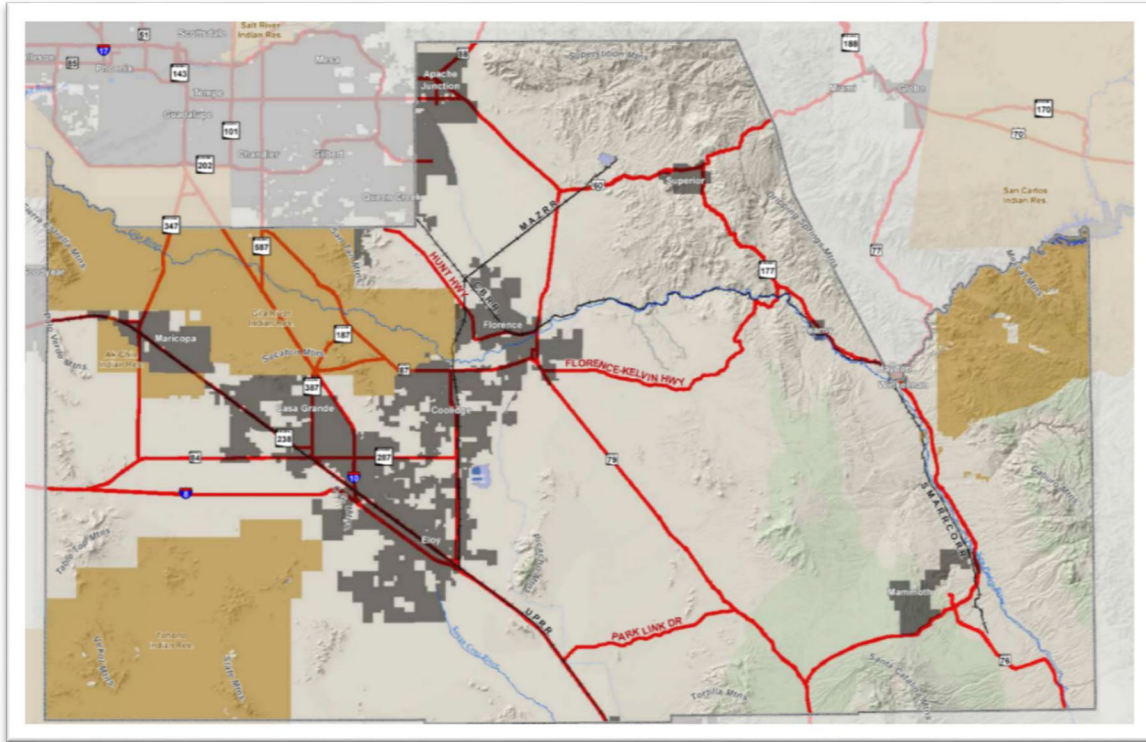
- Activate the Donations Reception Center (DRC)
- Report to the Donations Liaison Officer (DLO)
- Request, through the Donations Liaison Officer (DLO), resources (e.g. shade tents, trash receptacles, restrooms, forklifts, pallet jacks, miscellaneous supplies) and personnel to properly operate the center in a safe and secure manner
- Appoint and manage personnel to operate the Donations Reception Center (DRC)
- Secure the appropriate number of vehicles and licensed drivers to deliver donated goods to the Local Distribution Center (LDC)
- Monitor and record potential supplies shortages for unmet needs, and report the potential shortage to the Donations Liaison Officer (DLO)
- Activate demobilization procedures when authorized

**Local Distribution Center (LDC) Manager(s) will:**

- Activate the Local Distribution Center (LDC)
- Report to the Donations Reception Center (DRC) Manager



- Request, through the Donations Reception Center (DRC), resources (e.g. shade tents, trash receptacles, forklifts, pallet jacks and miscellaneous supplies) and personnel to properly distribute donated goods to the disaster victims in a safe and secure matter
- Appoint and manage personnel to operate the distribution center
- Arrange the distribution center to successfully distribute donated goods to disaster victims in an efficient and effective matter
- Monitor and record potential shortage of unmet needs, and report the potential shortage to the Donations Reception Center (DRC) Manager
- Activate demobilization procedures when authorized
- Donations Phone Center (DPC) Manager will:
- Activate the Donations Phone Center (DPC)
- Report to the Donations Liaison Officer (DLO)
- Appoint and manage personnel to operate the Donations Phone Center (DPC)
- Request, through the Donations Liaison Officer (DLO), resources (e.g. telephones, fax and copy machine, and miscellaneous supplies) and personnel to receive calls from potential commercial and individual donors
- Provide report(s) on potential donations to the Donations Liaison Officer (DLO), Donations Reception Center (DRC) and Donations Staging Area (DSA) managers
- Activate demobilization procedures when authorized



## APPENDIX A: VOLUNTEER MANAGEMENT (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management
Support Agencies:	<p><u>County Agencies</u></p> <p>Pinal County Public Health Services District Pinal County Sheriff's Office Pinal County Public Works Pinal County Human Resource</p> <p><u>State Agencies</u></p> <p>Arizona Department of Health Services Arizona Department of Public Safety Arizona Department of Emergency and Military Affairs</p> <p><u>Other Agencies</u></p> <p>American Red Cross AmeriCorps Citizen's Corps Communities Emergency Response Team (CERT) Salvation Army United Way of Pinal County</p>



## INTRODUCTION

NOTE: Minor revisions to this appendix were made in 2022 to match updated formatting and response strategies.

### Purpose

This Appendix is designed for the use by Pinal County during the response and recovery phases of an emergency or disaster incident. Pinal County Office of Emergency Management (PCOEM) is responsible for implementing this Appendix. This Appendix focuses on the mobilization, coordination, referral and demobilization of volunteers.

### Scope

This Appendix is designed for the use by Pinal County during the response and recovery phases of an emergency or disaster incident. Pinal County Office of Emergency Management (PCOEM) is responsible for implementing this Appendix. This Appendix focuses on the mobilization, coordination, referral and demobilization of volunteers.

## TERMS

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<i>Volunteer</i>	An individual who willingly provides his/her services without receiving financial compensation.
<i>Affiliated Volunteer</i>	<p>A volunteer who is affiliated with either a county department or agency, with a COAD or NGO agency, and has been trained for a specific role or function in disaster response and recovery. While unaffiliated volunteers may bring needed skills and resources, affiliated volunteers will most likely be used first in a disaster. Affiliated volunteer can be further defined as follows:</p> <ul style="list-style-type: none"><li>• Volunteers in ongoing programs that typically meet regularly and have other responsibilities in addition to their disaster response roles. Example: Sheriff's Posse volunteers are engaged in community disaster education, family preparedness and public safety efforts year-round and receive, at a minimum, annual training</li><li>• Volunteers in reserve programs that are called up at the time of a disaster. They may participate individually or in teams, depending on the program</li><li>• Examples of affiliated volunteer groups include Community Emergency Response Teams (CERT), Sheriff's Posse and Search and Rescue Team(s), American Red Cross, Salvation Army, United Way of Pinal County, etc.</li></ul>

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<i>Unaffiliated Volunteer</i>	Is an individual who comes forward following an emergency or disaster to assist a governmental, COAD or NGO agency with disaster related activities during the response or recovery phase without pay or other consideration. By definition, unaffiliated volunteers are not initially affiliated with a response or relief agency or pre-registered with an accredited volunteer agency. However, they may possess training, skills and experience that can be useful in the relief effort. Unaffiliated volunteers may also be referred to as spontaneous volunteers.
<i>Impressed Volunteer</i>	Any unregistered person impressed into service during a state of war emergency, a state of emergency, or local emergency by a person having authority to command the aid of the citizens in the execution of his/her duties. This occurs very rarely and usually involves law enforcement or fire department personnel.
<i>Service Programs</i>	Many thousands of individuals participate in service programs, such as AmeriCorps, Citizen Corps, CERT, American Red Cross (ARC), Salvation Army and United Way, each year. These programs are national, state and local administered programs that provide organized opportunities for both full- and part-time service. For the purposes of this appendix, these programs will be included with the NGOs.

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## SITUATION

Volunteers represent a potential resource to a community affected by a disaster, whether of natural or man-made origin. However, volunteers who respond spontaneously and without appropriate training and qualifications can easily overwhelm the capabilities of the county, local COAD and NGO agencies. With a system in place for receiving and referring spontaneous volunteers, county departments and agencies, local COAD and NGO can capture this valuable resource, and thus provide more efficient and cost-effective service to the community.

National service programs (e.g. Citizen Corps, Community Emergency Response Teams, American Red Cross, Salvation Army, etc.) can be found throughout Arizona and Pinal County. They are administered in local communities by a variety of nonprofit organizations. A number of these local affiliates are focused entirely on emergency preparedness and response, and have members who are trained and available to be deployed on disaster assignments. Many others would welcome the opportunity to assist communities affected by a disaster. This plan identifies these resources and provides an organizational structure for accessing them for the benefit of the government and the community-at-large.



## ASSUMPTIONS

- An overwhelming number of unaffiliated volunteers will arrive in the impacted area in order to assist with the response and recovery efforts
- The amount of volunteers received by a community may relate more to the media attention the incident receives than the magnitude of the actual disaster or number of victims affected
- In a catastrophic disaster, the county, local COAD and NGO may be adversely affected and may not be able to cope with a sizable influx of volunteers
- The unaffiliated volunteers will be encouraged and directed to register at the Volunteer Reception Center (VRC), or with a local COAD or NGO agency of their choice that is involved in providing disaster relief
- Many individuals may offer services that are not needed during the response and recovery phases of a disaster
- Hosting and conducting “just-in-time” training for unaffiliated volunteers who do not have the required skills wastes valuable resources
- Management of volunteer services requires a coordinated effort by all involved; government entities, NGO, COAD, business sector, and the media
- Local, county and state agencies may request mutual aid from each other for staffing and other resources to assist with volunteer management operations
- All departments and agencies of Pinal County involved in the management of volunteers may be expected to perform additional duties and responsibilities during emergency and disaster situations
- Nonprofit and private-sector organizations can provide specific disaster-related services. These services must be coordinated through the Emergency Operations Center (EOC)

## CONCEPT OF OPERATIONS

### General

- The primary agency responsible for the conduct, support and management of this Appendix shall be the PCOEM. Primary and support agencies are listed in beginning of this Appendix
- Implementing procedures may be activated during an emergency or disaster. The Pinal County Emergency Manager, or his/her designee, in cooperation with representatives from the support agencies will determine the procedural implementation based on current emergency/disaster requirements and notify the appropriate county, state and federal agencies, and participating COAD and NGO prior to a public announcement
- The primary method for coordinating volunteers is to establish a VRC. The VRC can be set up as a walk-in center (sometimes referred to as an Emergency Volunteer Center)
- All county departments and agencies will comply with Section 1.60 – Volunteer Service Program of the Pinal County Policy and Procedure



### Volunteer Reception Center (VRC)

In a large-scale disaster or multiple disasters that attract a large number of volunteers, it may be necessary to activate a VRC near the incident site. Depending on the size of the disaster, or multiple disasters occurring at the same time in different parts of the county, there may be a need to activate multiple Emergency Volunteer Centers. The VRC will:

- Serves as a location to effectively and efficiently process and register affiliated, unaffiliated and spontaneous volunteers
- Be activated by the EOC Logistic Chief upon the directive of the Pinal County Emergency Manager, or his/her designee
- Upon activations of the Center, Pinal County Emergency Manager, or his/her designee, through the EOC Logistic Chief, will appoint a VRC Manager
- Have four main positions that are essential for operating the center at a minimal level. These four positions are as follows:
  - VRC Manager
  - Volunteer Opportunities Coordinator
  - Receptionist
  - Interviewer
- However, in order to fully and optimally operate a VRC, the following positions should also be filled, as soon as possible, after the initial positions are filled.
  - Data Coordinator
  - Training Officer
  - Safety Officer
  - Security Officer
  - Runner(s)
  - Additional receptionists and interviewers
- Serve as the “just-in-time” training facility for unaffiliated and spontaneous volunteers
- Work with county departments, COAD and NGO to process and refer spontaneous volunteers
- Be staffed with county personnel, local COAD and/or NGO volunteers
- Match volunteers’ skills and abilities with required tasks. Not all volunteers may be assigned a task or position
- Record all registered volunteers into a Volunteer Database. At the very least the database should include the following:
  - Volunteer’s name
  - Volunteer’s contact information
  - Volunteer’s skills and abilities
  - Volunteer’s certifications or licenses
  - Number of volunteers deployed
  - Volunteers’ task assignments and location
- Function in accordance with the Incident Command System (ICS)
- Remain active until deactivated by the EOC Logistic Chief



## Volunteer Services

- Volunteers that have pre-disaster training and are affiliated with a county department or agency, local COAD or NGO will report to their respective agency or organization when requested to serve
- The first priority in an emergency or disaster is to utilize volunteers that are already affiliated with a county department or agency, or with a COAD and NGO agency
- All unaffiliated volunteers will be considered and processed as “just-in-time” volunteers at the VRC. Through the VRC, each prospective volunteer is referred, based on the volunteer’s qualifications and availability, to an appropriate volunteer opportunity in the county operations or with a COAD or NGO agency
- Not all volunteers, registered, affiliated or unaffiliated, may be utilized during a particular disaster. Deployment of volunteers is based on the size and type of disaster as well as the skills needed by local officials to mount an effective response and recovery effort
- Criminal background screening will be conducted on all volunteers
- Pinal County departments and agencies that involve volunteers in their own operations are responsible for recruiting, interviewing, screening, registering, training and the safe supervision of those volunteers in accordance with their respective Standard Operating Procedures (SOP). However, during an emergency or disaster incident these departments and agencies are to coordinate volunteer response activities through the Incident Commander (IC) or, if activated, the EOC
- COAD and NGO agencies that involve volunteers in their own operations are responsible for interviewing, screening, registering, training and the safe supervision of those volunteers. However, during an emergency or disaster incident these agencies are to coordinate volunteer activities, responding to the incident, through the IC or, if activated, the EOC
- The support agencies’ personnel and volunteers will sustain themselves for the first twenty-four (24) hours of the emergency or disaster

## Communication

- Communications are critical to the successful activation and coordination of responsibilities for managing volunteers. Parties that must communicate include the following:
  - Between the IC and the EOC
  - Between the VRC and the EOC. Typically these two facilities will be located some distance apart
  - In some cases the VRC will need to communicate directly with COAD and NGO agencies regarding their needs for volunteers and any related issues
  - In an event that direct communication (i.e., landline telephone or cell/mobile phone) is not possible, the VRC, with the coordination through the EOC, will employ other methods of communication, if available, which include; satellite telephones, county two-way radio system, Pinal County Emergency Communication Group (PCECG) and/or Radio Amateur Civil Emergency Services (RACES)



- A resource directory with agency names and current contact information will enhance the ability to communicate. PCOEM maintains this directory for the county

#### Demobilization

- As the level of volunteer activity decreases, those in charge of VRC should prepare to demobilize in accordance to the VRC Standard Operating Procedures (SOP)
- An effort should be made to address all outstanding issues and transfer any unresolved issues to the EOC or appropriate staff or department within the county
- Lessons learned regarding volunteer management should be captured through debriefing of the Emergency Volunteer Center's lead staff and preparation of an after-action report shall be submitted to the EOC Logistic Section
- Recognition of volunteers (at a minimum, those who rendered services to the county) should be executed as part of the demobilization process, coordinated with the recovery team

## ORGANIZATIONAL ROLES AND RESPONSIBILITIES

#### Organization

The functions of the primary and support agencies participating in a volunteer operation shall be carried out in the framework of the Basic Plan, and in accordance with the National Incident Management System (NIMS) protocols.

Upon official notification of an actual or potential emergency, it is the responsibility of PCOEM to receive and evaluate all requests for volunteer assistance and to disseminate such notification to all appropriate local, county, state, COAD, and NGO agencies.

#### Assignment of Responsibilities

##### *General*

Upon the activation of this Appendix, all departments assigned to provide assistance to manage volunteers are responsible for the following actions:

- When requested, designate representatives of their agency to the VRC
- Provide NIMS and Incident Command System (ICS) training to appropriate personnel that will be assigned to assist with volunteer management
- Ensure that appropriate SOP are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty, as needed in the EOC, VRC, and the field

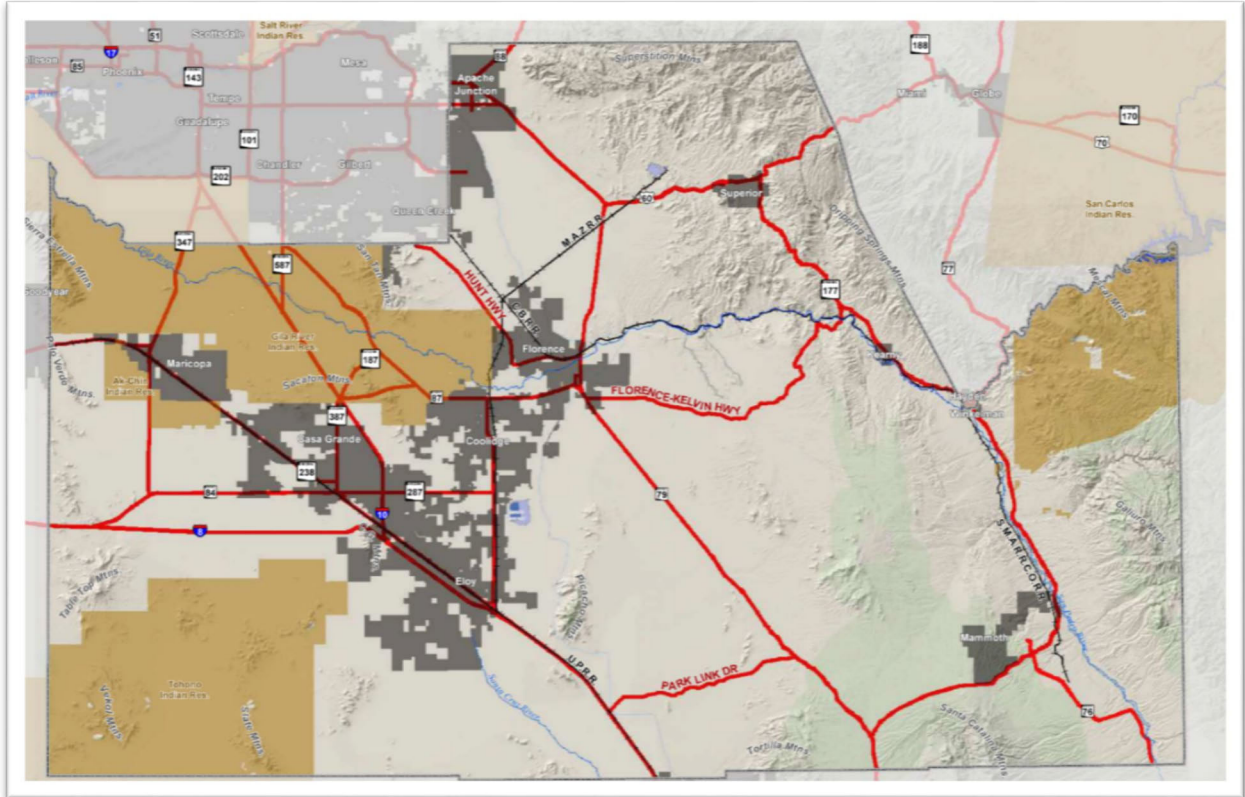
##### *Emergency Functions*

- Pre-incident planning and coordination
- Maintaining ongoing contact with primary and support agencies
- Conducting periodic volunteer management coordination meetings and conference calls with representatives from the primary and support agencies



Volunteer Reception Center (VRC) Manager will:

- Report to the EOC Logistic Chief
- Open the VRC upon request from the EOC Logistic Chief
- Manage the VRC operations
- Overseeing the set-up of the VRC
- Act as liaison officer between the VRC and the EOC
- Coordinate staffing of the VRC with county departments, local COAD and NGO
- Assign and supervise staff at the VRC
- Meet volunteer needs of county agencies
- Request resources (e.g. telephone, computers, trash receptacles, restrooms, water, food, personal protective equipment, miscellaneous supplies, etc.) and personnel through the EOC Logistic Section to properly operate the VRC in save and secure matter
- Coordinate with the EOC to establish a campsite or living quarters for out-of-area volunteers
- Supervise the demobilization process of the VRC
- Function in accordance to the ICS structure

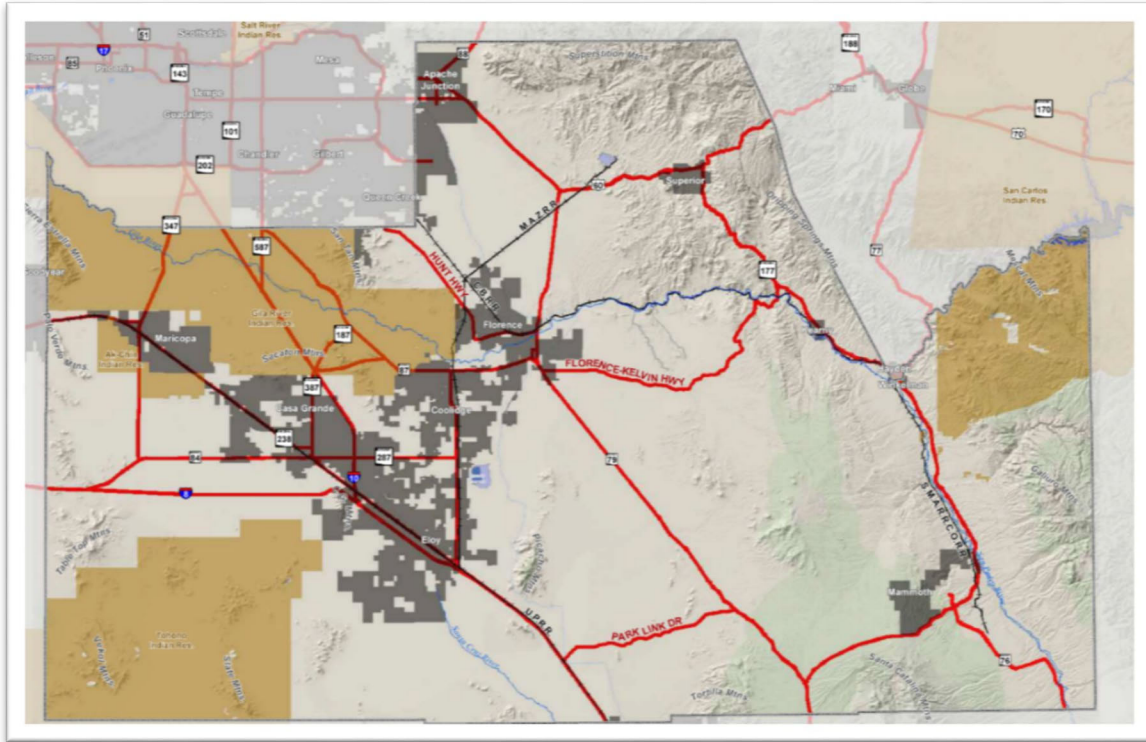


# PINAL COUNTY 2022 EMERGENCY OPERATIONS PLAN: INCIDENT ANNEXES



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## AGROTERRORISM (R. 2016)

Lead Agency:	Arizona Department of Agriculture (ADA)
Support Agencies:	<p><u>County Agencies</u></p> <p>Pinal County Animal Control  Pinal County Public Health Services District  Pinal County Office of Emergency Management (PCOEM)  Pinal County Public Works Department  Pinal County Sheriff's Office (PCSO)</p> <p><u>State Agencies</u></p> <p>Arizona Department of Environmental Quality (ADEQ)  Arizona Department of Health Services (ADHS)  Arizona Department of Game and Fish (AZGFD)  Arizona Department of Emergency and Military Affairs (DEMA)  Arizona National Guard (ANG)  Arizona State Veterinarian's Office  Arizona State Forestry Division  Arizona State Land Department (ASLD)</p> <p><u>Federal Agencies</u></p>



	<p>Centers for Disease control and prevention Customs and Border Protection (CBP) Department of Agriculture (DoA) Department of Commerce Department of Defense (DoD) Department of Energy (DoE) Department of Homeland Security (DHS) Department of Health and Human Services/Food and Drug Administration (FDA) Environmental Protection Agency (EPA) Federal Bureau of Investigation (FBI) Federal Emergency Management Agency (FEMA) USDA Animal and Plant Health Inspection Services (APHIS) USDA Accredited Veterinary Practitioners</p> <p><u>Food and Agriculture Industry Associations and Organizations</u> American Ostrich Association American Veterinary Medical Association</p> <p><u>Non-governmental Organizations</u> American Red Cross – Grand Canyon Chapter Salvation Army</p> <p><u>Other</u> University of Arizona – Pinal County Office of Arizona Cooperative Extension</p>
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## INTRODUCTION

### Purpose

The Agroterrorism Incident Annex provides a framework for planning and responding to a terrorist threat or actual occurrence toward the agriculture industry within Pinal County. This annex will provide a general guidance for the coordination of emergency operations to save lives, protect property and restore order; serve as reference information for response to terrorist events; and to clarify roles and responsibilities of local, county, state and federal agencies.

### Scope

This annex focuses on potential terrorist incident made toward the agriculture industry within the county, rather than terrorists using agricultural chemicals and equipment in attack against non-agricultural targets.



## SITUATION AND ASSUMPTIONS

### Situation

In recognition of the negative impact of a terrorist act toward the agriculture industry, the December 2003 amendment to Homeland Security Presidential Directive 7 (HSPD 7), "Critical Infrastructure Identification, Prioritization, and Protection," added the food and agriculture industries to the list of critical infrastructures. This directive instructs governmental agencies to develop plans to prepare for and counter threats of terrorism.

In January 2004, Homeland Security Presidential Directive 9 (HSPD 9), "Defense of United States Agriculture and Food," established a national policy to protect agriculture and food systems against terrorism attacks. This includes the agriculture industry in Pinal County.

If a terrorist threat or actual incident would occur in the county, it would present distinctive challenges to the Pinal County emergency response structure. If the county response agencies are not prepared to respond to these challenges, it could create: substantial economic repercussions toward allied industries and services; undermine the confidence in the government; and induce fear and anxiety among the public.

In order for the county to be prepared for an agroterrorism incident, the response community should realize that a potential terrorist threat or an actual attack will most likely involve a biological agent or chemical release on animals and crops. The definitions of these releases are:

1. **Biological Agent Release:** Biological agents consist of organisms or chemicals of biological origin that cause death and disease among humans, animals and plants. Biological agents include anthrax, botulism, foot-to-mouth disease, brucellosis of cattle (*brucella abortus*), avian influenza, and citrus greening among others. Unlike other terrorist weapons, with the exception of some toxins, any physical manifestation of an attack to agriculture products is likely to be delayed.
2. **Chemical Release:** A chemical release will most likely be applied toward crops in the form of aerial spray, an additive in irrigation water or to animal feed stored in bulk quantities. A chemical release can destroy large areas of crops or large numbers livestock such as cattle, swine and poultry. Much like the biological agents, any physical manifestation of a chemical release is likely to be delayed.

An incident involving a biological agent could affect the health and life of humans and the economy, while an incident involving chemicals usually impacts the economy and reduces the industry's supply of crops and animal products.

### Assumptions

- An agroterrorism attack may or may not be preceded by warning or a threat, and may appear to be a natural or hazardous material incident



- An agroterrorism incident may require response efforts from all levels of government (local, state and federal), and from the private sector entities of the agriculture industry
- Biological weapons (rather than chemical weapons) are generally considered the more effective agroterrorism threat
- There may be a delay in identifying the chemical or biological agent(s) used during an attack on agriculture products
- Chemical or biological agents will present a short or long term hazard dependent on the agent's persistency
- Majority of the agriculture industry is located in the western two-thirds of the county
- While some animals are housed in facilities (e.g. feedlots, dairies, poultry barns, etc.) that can be secured, the remaining agriculture industry is located on large expanses of land that are difficult to secure
- Animals and livestock that are concentrated in confined locations (e.g. feedlots, dairies, poultry barns, etc.) have the potential to be more acceptable to naturally causing diseases. Concentration in slaughter processing also makes large scale contamination possible
- Public-private partnerships are critical to mitigate any potential terrorist incident toward the agriculture industry
- Vector contamination may require discarding large quantities of agricultural products and organic matter, invoking embargoes or trade restrictions, culling livestock or poultry, and identifying alternative sources of food
- Depending on the cause of contamination, contaminated foodstuff may need to be considered and handled as hazardous waste
- Suspected infected locations, machinery, distribution facilities, restaurants, eateries, and transport vehicles may need to be cleaned, disinfected, and re-evaluated for contamination prior to continue use

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex shall be the Pinal County Public Health Services District. The support agencies for this annex are listed at the beginning of this annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)



## Key Elements

The key elements for an effective response and recovery to an agroterrorism incident include the following:

### *Incident Identification*

Incident identification involves the rapid identification, detection, and confirmation of the incident. Incident identification also defines notification and action triggers.

County and state authorities are likely to be among the first to recognize the initial indications of intentional occurrence through contamination of food, highly infective plant or animal disease, or a devastating plant pest infestation. Recognition may come from a significantly increased number of people reporting ill to health care providers, increased reporting of sick animals to veterinarians or animal health officials, or numerous plant anomalies reported by farmers, the county's cooperative extension agent/office, or the public. Other sources may include routine public/private laboratory surveillance, inspection reports, consumer complaint systems, and various hotlines. Therefore, the most critical information requirements are surveillance information, identification of the cause of the incident, a determination of whether the incident is intentional or naturally occurring, and the identification of plants, human or animal population that are at risk.

For the purposes of this annex, an incident is defined by the severity of the threat and the need for additional resources to respond. The lead agency will use the below list to determine the level of activation necessary to respond to an agroterrorism incident. The severity levels will be determined by the standard operating procedures of the Pinal County Public Health Services District.

- Confirmation of lab results indicating the need for an extraordinary response
- Clinical diagnosis of specific diseases of concern in humans or animals
- Known intentional act
- Occurrences in other counties or states
- Media reports and rumors
- Severity of patient outcome
- Number of confirmed or suspected cases
- Results of initial interviews and case investigations
- Current intelligence; and/or
- The origin of the contamination, pests or diseases

### *Notification*

An agroterrorism incident, requiring a significant amount of coordination of county and state resources, shall be brought to the immediate attention of Pinal County's Emergency Manager. The Emergency Manager will then initiate the appropriate notifications. All incidents will be reported to the county manager, appropriate county agencies and Arizona Department of Emergency and Military Affairs.

The Pinal County Sheriff's Office will be notified of all suspected terrorist activities. The Sheriff's Office will then notify the Federal Bureau of Investigation.



### *Activation*

Once notified of the potential incident, the lead agency will work out of the Public Health Services District's Department Operations Center. The agencies will coordinate with internal staff, other state and federal counterparts. Some or all of the ensuing actions may include:

- Targeted epidemiologic investigation
- Increased surveillance for patients and animals with certain signs and symptoms
- Increase surveillance of plants for signs of disease or other pest infestation
- Targeted inspection of human food and animal feed manufacturing, distributing, retail, and other facilities, as appropriate
- Increased inspection of plants and animals for contamination; or
- Notification and coordination with appropriate stakeholders from government agencies, industry, and the public

When an agroterrorism incident has been confirmed and this annex is activated, the Pinal County EOC may be activated to coordinate the response and required resources. It is important to note that the listed support agencies for this annex would be highly involved in the response of an agroterrorism incident.

The Pinal County Office of Emergency Management (PCOEM) may activate the following annexes of the Pinal County Emergency Operations Plan (EOP):

- Hazardous Materials Response Annex
- Biological Incident Annex
- Nuclear/Radiological Incident Annex; and
- Terrorism, Incident Law Enforcement and Investigation Annex

### Incident management

Lead and support agencies of this annex shall operate consistent with National Incident Management System (NIMS) standards, which include the Incident Command System (ICS), throughout the disaster event including the recovery and mitigation operations.

### Initiating Response Actions

- Initiating response actions to an agroterrorism incident shall include the implementation of an integrated ICS
- Initiating response actions includes an assessment of needs from the lead and supporting agencies, and the implementation of an investigation by law enforcement entities (local, county, state, and federal). The assessment should:
  - Determine whether a criminal investigation into the incident is warranted, ensure proper authorities are notified
  - Determine operational periods and develop and distribute incident action plans for the duration of the incident



- Request all outside resources through the Pinal County EOC, if activated; and
- If necessary, establish an incident command post near the affected areas to be used by the Incident Response Team

#### Communication and Coordination

Communication and coordination involves establishing lines of communication internally with lead and supporting agencies, and externally with neighboring jurisdictions and the private sector.

Communication and coordination also involves the dissemination of information to advise and inform the public of the incident.

Communication and coordination will be conducted in accordance with the respective annexes of the Emergency Operations Plan.

#### Assessment, Control, and Containment

It is important that the lead agency conduct assessments throughout the incident in order to control, contain, decontaminate and/or dispose of infected, contaminated, or adulterated products, animals and property. The surrounding environment may also need to be evaluated to determine the extent of cleanup, decontamination, and disposal of wildlife carcasses, plants and/or food products.

These actions will determine further risk of transmission, impact to public health, and economic implications and consequences. It will also ensure effective recovery. These actions may include the following measures:

- Implement surveillance and outbreak investigations to provide continuous monitoring of events
- Collect samples of products and conduct sample analysis
- Determine public health risks
- Request product recalls
- Conduct trace-backs and trace-forwards to determine the index case and extent of the infrastructure impacted
- Conduct decontamination and disinfection
- Establish quarantine or embargos to mitigate the incident
- Establish movement controls (permitted or non-permitted) of affected products
- Arrange for the provision of security at movement control areas, quarantined areas and closed roads
- Provide public education on affected products; or
- Assess environmental contamination

#### Recovery

An incident involving the agriculture industry in the county could impact trade at the state, national and international levels. Therefore, the recovery phase for an agroterrorism incident is just as important as the response phase. A well-executed recovery operation will ensure there is a continuous market for



food and agriculture goods. A quick recovery will help ensure that the market becomes re-established for goods in a short time period. The following items could be utilized to assist in a quick recovery:

- Determine what continued surveillance is needed and the timeline for continued surveillance
- Determine the conditions under which recovery would be complete
- Remove movement restrictions on food, crops, and animals when approved by the respective lead or support agency
- Restore essential food and animal production and retail services
- Track cost for reimbursement
- Conduct judicious communication sessions with the media and the public to address concerns and/or rumors
- Establish a recovery team at the onset of the emergency to resolve long-term issues related to pre- and post- harvest of food production impacted by the incident, encourage immediate business recovery, and foster long-term economic recovery. This team will also evaluate economic implications and consequences; and
- Identify and report deficiencies and improvements for this incident annex

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The function of the lead and support agencies participating in an agroterrorism incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of a threat or actual terrorist attack against the agriculture industry within the county, it is the responsibility of the PCOEM to receive and evaluate all request for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

### Assignment of Responsibilities

#### *General*

All departments assigned to provide assistance during an agroterrorism incident are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance upon request from the PCOEM
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

#### *Emergency Functions*

PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Provide NIMS and ICS training to appropriate staff personnel



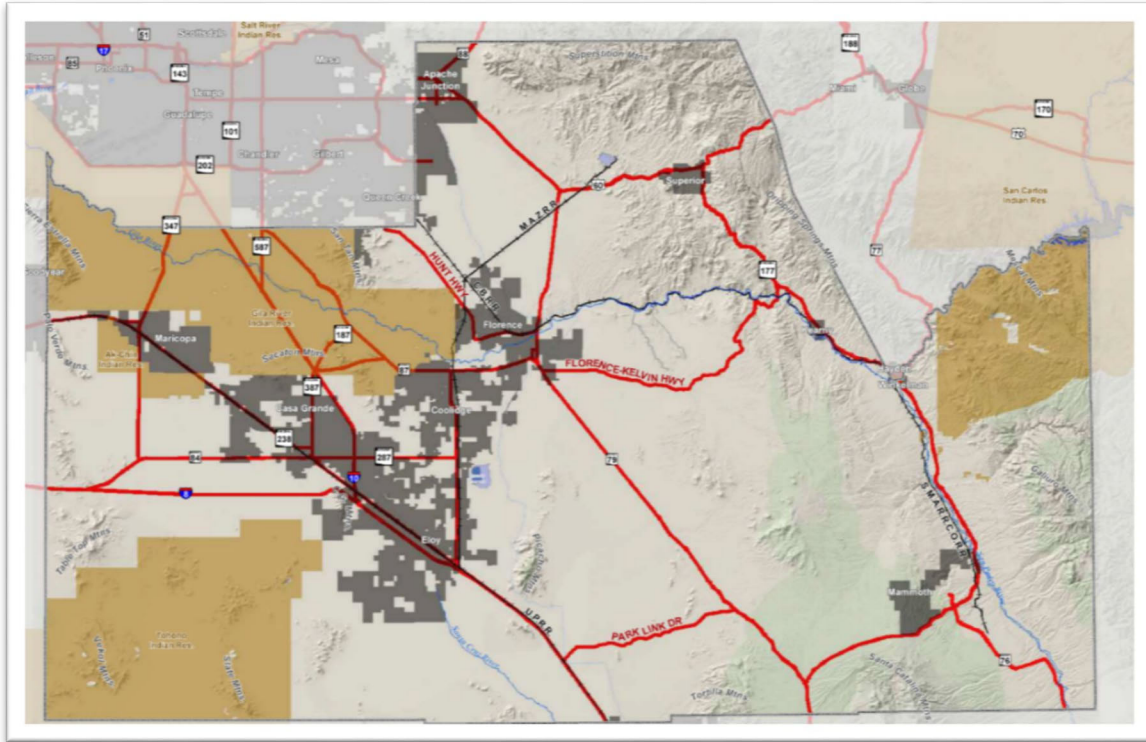


- Maintaining ongoing contact with the lead and support agencies of this annex
- Conducting periodic meetings and conference calls to review this annex
- Coordinating effort with corresponding non-governmental organizations (NGO) and private-sector



Figure 13: Medal of Honor Recipient Lance Corporal Jose F. Jimenez, U.S. Marine Corps. Graduated from Santa Cruz Valley Union High School in June, 1969

*For conspicuous gallantry and intrepidity at the risk of his life above and beyond the call of duty while serving as a Fire Team Leader with Company K, Third Battalion, Seventh Marines, First Marine Division in operations against the enemy in the Republic of Vietnam on 28 August 1969. On that date Lance Corporal Jimenez unit came under heavy attack by North Vietnamese Army soldiers concealed in well-camouflaged emplacements. Lance Corporal Jimenez reacted by seizing the initiative and plunging forward toward the enemy positions. He personally destroyed several enemy personnel and silenced an anti-aircraft weapon. Shouting encouragement to his companions, Lance Corporal Jimenez continued his aggressive forward movement. He slowly maneuvered to within ten feet of hostile soldiers who were firing automatic weapons from a trench and, in the face of vicious enemy fire, destroyed the position. Although he was by now the target of concentrated fire from hostile gunners intent upon halting his assault, Lance Corporal Jimenez continued to press forward. As he moved to attack another enemy soldier, he was mortally wounded. Lance Corporal Jimenez indomitable courage, aggressive fighting spirit and unfaltering devotion to duty upheld the highest traditions of the Marine Corps and of the United States Naval Service. He gallantly gave his life for his country. – U.S.M.C. Citation*



## BIOLOGICAL INCIDENT ANNEX (R. 2022)

Lead Agency:	Pinal County of Public Health Services District
Support Agencies:	<p><u>Local Agencies</u> Fire Districts/Departments</p> <p><u>County Agencies</u> Pinal County Office of Emergency Management Pinal County Sheriff's Office Pinal County Public Health Services District (PCPHSD) Pinal County Public Works Department</p> <p><u>State Agencies</u> Arizona Department of Emergency and Military Affairs (DEMA) Arizona Department of Health Services (ADHS)</p>



## INTRODUCTION

### Purpose

The Biological Incident Annex is intended to define the procedures and roles essential in providing a coordinated response and recovery to disease outbreak of known or unknown origin within Pinal County. This annex provides guidance to local, county and state agencies, biological industries, non-governmental organizations, and the private sector with the general concept of assignments before, during and following a disease outbreak of known or unknown origin.

### Scope

The protocols in this annex outline coordinated response and recovery actions to emergency/disaster incidents involving a bioterrorism attack or naturally occurring outbreak within the county.

The broad objectives of the Pinal County's response to a biological terrorism event, pandemic, emerging infectious disease, or novel pathogen outbreak are to:

- Detect the event through disease surveillance and environmental monitoring
- Identify and protect the population(s) at risk
- Determine the source of the outbreak
- Quickly frame the public health and law enforcement implications
- Control and contain any possible epidemic (including providing guidance to local public health authorities)
- Augment and surge public health and medical services
- Monitor and contain any potential resurgence or additional outbreaks
- Assess the extent of residual biological contamination and decontaminate as necessary

The unique attributes of this response require separate planning considerations that are tailored to specific health concerns and effects of the disease (e.g., terrorism versus natural outbreaks; communicable versus non-communicable, etc.).

The Arizona Department of Emergency and Military Affairs (DEMA), Arizona Department of Health Services (ADHS), Arizona Department of Environmental Quality (ADEQ) and Arizona Department of Agriculture (ADA) develop plans that address unique aspects of particular diseases and pathogens. These plans will supplement this annex and are intended as guidance to assist State, local, and tribal public health and medical planners.

The Biological Incident Annex also recognizes and supplements other Pinal County EOP annexes including:

- Health and Medical Annex
- Mass Care and Sheltering Annex
- Oil and Hazardous Materials Response Annex; and
- Terrorism, Law Enforcement and Investigation Incident Annex



## SITUATION AND ASSUMPTIONS

### Situation

No single entity possesses the authority, expertise, and resources to act unilaterally on the many complex issues that may arise in response to a disease outbreak and loss of containment affecting a multi-jurisdictional area. A biological incident whether a terrorist attack or natural disease outbreak can spread rapidly across jurisdictional boundaries.

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex shall be the Pinal County Public Health Services District. The support agencies for this annex are listed at the beginning of this annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)

### Key Elements

- The key elements for an effective response and recovery to a biological incident include the following:

#### *Biological Agent Response:*

- Rapid detection of the pathogen
- Sample collection and conveyance to the Arizona State Public Health Laboratory
- Swift agent identification and confirmation
- Identification of the population at risk
- Determination of how the agent is transmitted, including an assessment of the efficiency of transmission
- Determination of susceptibility of the pathogen to treatment
- Definition of the public health, medical, and behavioral health implications
- Disease control and containment
- Decontamination of individuals, if necessary
- Identification of the law enforcement implications/assessment of the threat



- Augmentation and surging of local health and medical resources
- Protection of the population through appropriate public health and medical actions
- Dissemination of information to enlist public support
- Assessment of environmental contamination and clean-up of bio-agents that persist in the environment
- Tracking and preventing secondary or additional disease outbreaks

*Suspicious Substances:*

Suspicious Substance incidents shall be managed as outlined in the Arizona Department of Health Services Suspicious Substance Protocol (ADHS). These protocols were developed by ADHS in partnership with the Arizona Department of Public Safety (DPS), the Federal Bureau of Investigation (FBI), and the Arizona Department of Emergency and Military Affairs (DEMA) to ensure joint coordination between law enforcement, local public health officials, first responders and state laboratory and public health emergency preparedness partners.

The ADHS Suspicious Substance Protocol can be found at

<https://www.azdhs.gov/documents/preparedness/emergency-preparedness/response-plans/suspicious-substance-protocol.pdf>

*Pandemic Response:*

- When conditions have been identified that have the possibility of creating a pandemic, the ADHS Director will activate the appropriate response plan
- For non-health, non-medical response activities see the Arizona State ERRP
- The Pinal County Public Health Services District will collaborate with ADHS, State EOC, local hospitals, and other stakeholders to provide non-health, non-medical resource coordination and logistical support

*Outbreak Detection:*

- A disease outbreak may be recognized by public health and medical authorities when a significant number of people become ill and seek medical attention

*Laboratory Confirmation:*

- The ADHS-ASPHL laboratory will test for suspected diseases. If it is suspected to be a terrorist incident, the FBI will be notified and will investigate
- If the incident begins as an epidemic of unknown origin detected through Federal, State, county, or tribal health surveillance systems or networks, laboratory analysis is initiated through the routine public health laboratory network

*Identification:*

- The ADHS-ASPHL will fulfill the Federal and State responsibility for rapid analysis of biological agents
- In a suspected terrorist incident, sample collection activities and testing are coordinated with FBI and ADHS-ASPHL



### *Notification*

Biological incidents, requiring a significant amount of coordination of county and state resources, shall be brought to the immediate attention of Pinal County's Emergency Manager. The Emergency Manager will then initiate the appropriate notifications. All incidents will be reported to the county manager, appropriate county agencies, DEMA, and ADHS.

If terrorist activities are suspected in connection with the incident, the lead agency shall notify the Pinal County Sheriff's Office. The Sheriff's Office will then notify the FBI local field office.

Notification procedures outlined in the previous section are also required.

### *Activation*

Once notified of the potential incident, the lead agency will work out of the Pinal County Public Health Services District's Public Health Incident Command Center (PH-ICC). The agencies will coordinate with internal staff, other state and federal counterparts. Some or all of the ensuing actions may include:

#### **Incident management**

Lead and support agencies of this annex shall operate consistent with National Incident Management System (NIMS) standards, which include the Incident Command System (ICS), throughout the disaster event including the recovery and mitigation operations.

#### **Initiating response actions**

Initiating response actions shall include the implementation of an integrated ICS.

Initiating response actions includes an assessment of needs from the lead and supporting agencies, and the implementation of an investigation by law enforcement entities (local, county, state, and federal) if the incident is intentional. The assessment should:

- Determine whether a criminal investigation into the incident is warranted, ensure proper authorities are notified
- Determine operational periods and develop and distribute incident action plans for the duration of the incident
- Request all outside resources through the Pinal County EOC, if activated
- If necessary, establish an incident command post near the affected areas to be used by the Incident Response Team

#### **Communication and coordination**

Communication and coordination involves establishing lines of communication internally with lead and supporting agencies, and externally with neighboring jurisdictions and the private sector.

Communication and coordination also involves the dissemination of information to advise and inform the public of the incident.

Communication and coordination will be conducted in accordance with the respective annexes of the Emergency Operations Plan.



## Recovery

An incident involving a biological incident in the county or state could impact the public's confidence in government, public health, and economy at the state, national and international levels. Therefore, the recovery phase for a nuclear/radiological is just as important as the response phase. A well-executed recovery operation will ensure there is public confidence in government, public health issues are addressed and managed, and critical infrastructure is restored. A quick recovery will help ensure that the daily lives of the public can resume in a short time period. The following items could be utilized to assist in a quick recovery:

- Determine the conditions under which recovery would be complete
- Track cost for reimbursement
- Conduct judicious communication sessions with the media and the public to address concerns and/or rumors
- Establish a recovery team at the onset of the emergency to resolve long-term issues to foster long-term economic recovery and build public trust in government. This team will also evaluate economic implications and consequences; and
- Identify and report deficiencies and improvements for this incident annex

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in a food and agriculture incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of an actual or potential emergency occurrence toward the food and agriculture industry, it is the responsibility of PCOEM to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

## ASSIGNMENT OF RESPONSIBILITIES

### General

All departments assigned to provide assistance during a biological emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance upon request from the PCOEM
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

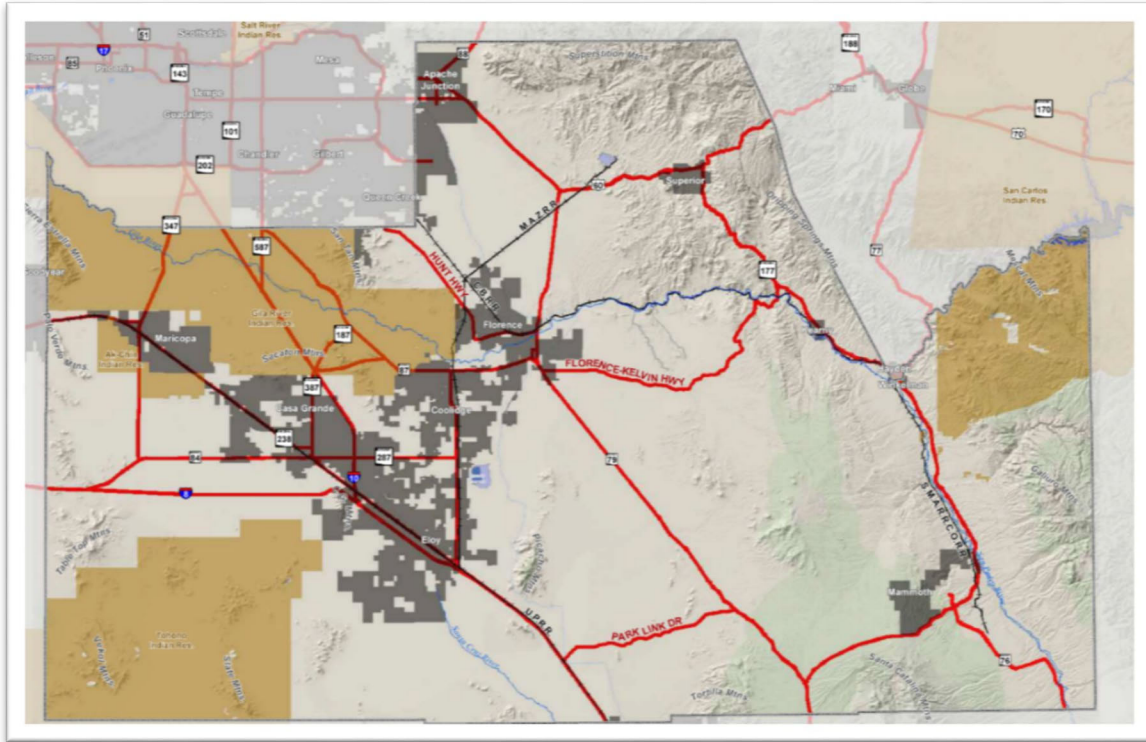
### Emergency Functions



PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Provide NIMS and ICS training to appropriate staff personnel
- Maintaining ongoing contact with the lead and support agencies of this incident annex
- Conducting periodic meetings and conference calls to review this incident annex
- Coordinating effort with corresponding non-governmental organizations (NGO) and private-sector





## DROUGHT (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management (PCOEM)
Support Agencies:	<p><u>County Agencies</u></p> <ul style="list-style-type: none"> <li>Pinal County Animal Control</li> <li>Pinal County Community Development</li> <li>Pinal County Public Health Services District</li> <li>Pinal County Public Works Department</li> <li>Pinal County Sheriff's Office (PCSO)</li> </ul> <p><u>State Agencies</u></p> <ul style="list-style-type: none"> <li>Arizona Corporation Commission (ACC)</li> <li>Arizona Department of Agriculture (ADA)</li> <li>Arizona Department of Environmental Quality (ADEQ)</li> <li>Arizona Department of Health Services (ADHS)</li> <li>Arizona Department of Game and Fish (AZGFD)</li> <li>Arizona Department of Water Resources (ADWR)</li> <li>Arizona Department of Emergency and Military Affairs (DEMA)</li> <li>Arizona Governor's Drought Task Force</li> <li>Arizona National Guard (ANG)</li> </ul>



	<p>Arizona State Forestry Division Arizona State Land Department (ASLD) Arizona Water Infrastructure Finance Authority</p> <p><u>Other Agencies</u> American Red Cross – Grand Canyon Chapter Salvation Army University of Arizona – Pinal County Office of Arizona Cooperative Extension Community water systems and irrigation districts: Arizona Water Company Center Arizona Project (CAP) Hohokam Irrigation and Drainage District (HIDD) San Carlos Irrigation and Drainage District (SCIDD) San Carlos Irrigation Project (SCIP) Other local municipal and private water companies and irrigation districts</p>
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## INTRODUCTION

Pinal County is located in an arid climate, and drought (defined as a lengthy period of below-average precipitation) is an expected part of the natural hydrologic cycle in the county, state and the southwest region of the United States. Although it is unknown when sufficiently severe droughts will occur to limit the county’s water supplies and how long the limitations will last, severe droughts will eventually occur.

Pinal County’s water supply includes surface water, Central Arizona Project (CAP) water, groundwater, and effluent or treated wastewater.

Groundwater in Pinal County is supplied from three Active Management Areas (Pinal, Phoenix and Tucson), and three water basins. The Pinal Active Management Area (AMA) is the largest area in the county. It includes the communities of Casa Grande, Coolidge, Florence, Maricopa, Picacho, Stanfield, Ak-Chin Indian Community, and parts of the Gila River and Tohono O’odham Indian Communities. A portion of the Phoenix Active Management Area (AMA) covers the northern part of the county and includes those areas of Apache Junction, Gold Canyon, Queen Creek, Queen Valley, San Tan Valley and Superior. The northern tip of the Tucson Active Management Area (AMA) covers a portion of the south central area of the county. This area includes Oracle Junction, Red Rock and Saddlebrooke. Those areas of the eastern portion of the county that are not in an Active Management Area (AMA) are located in the water basins of the San Pedro, Donnelly Wash, and Dripping Spring Wash. The Arizona Department of Water Resource (ADWR) has calculated that 48,400,000 acre-feet of groundwater is available in storage in Pinal County.

All surface waters in Pinal County are considered to be ephemeral. None of the streams exhibit perennial flow, with exception of a small stream connecting to the Santa Cruz River, at a location of the city of Casa Grande Wastewater Treatment Facility discharge. Any significant surface water in the county would include the Gila River, the Santa Cruz River and the San Pedro River.



The Gila River flows east to west along the north central portion of the county. The Gila River water is stored and diverted by the San Carlos Irrigation Project (SCIP) at the Coolidge Dam located in the northeast part of the county on the San Carlos Apache Indian Reservation, and the San Carlos Irrigation and Drainage District (SCIDD) at the Ashurst-Hayden Dam east of the town of Florence.

The Santa Cruz River flows north/northwest through Pinal County. It enters Pinal County near the town of Marana and joins the Gila River near the northwest portion of the county on the Gila River Indian Community. The Santa Cruz River only flows during significant flood events. Some small flows are discharged into the river from farming tail-waters and effluent from wastewater treatment facilities.

The San Pedro River flows north through the eastern portion of the county into the Gila River near Hayden, Arizona. Similar to the Santa Cruz River, The San Pedro River exhibits surface flows only during flood events. However, the San Pedro River contains subsurface flow, which is perennial.

The Central Arizona Project (CAP) is operated and managed by the Central Arizona Water Conservation District (CAWCD), which supplies Colorado River water to Maricopa, Pinal and Pima Counties. The Central Arizona Project (CAP) carries water from Lake Havasu near Parker, Arizona, to its end southwest of Tucson. The 336-mile long system of aqueducts, tunnels, pumping facilities and pipelines was constructed to supply 1.4 million acre-feet of water per-year to the three counties. The maximum capacity of the Central Arizona Project (CAP) delivery system is approximately 1.8 million acre-feet.

In Pinal County, Central Arizona Project (CAP) water is allocated for agricultural, municipal and industrial use. At present, between 450,000 and 600,000 acre-feet annually of the Central Arizona Project (CAP) usage in the county is for agriculture. The water providers in the county hold a combined allocation of 21,103 acre-feet for municipal and industrial use. The Arizona Water Company (AWC) in the city of Apache Junction is the only water provider in the county treating Central Arizona Project (CAP) water for municipal use. The Tribal allocations in the county are currently 239,400 acre-feet per-year.

#### Purpose

The purpose of the Drought Incident Annex is to identify local, county and state agencies, and the private sector responsible for drought assessment, response, and recovery.

#### Scope

This Incident Annex is applicable to local, county and state agencies and the private sector with drought response and recovery roles. Certain county agencies that are not identified here may also be called upon to provide support. This Annex does not address mitigation measures or policies, programs or procedures (i.e., water conservation or moratorium programs) that may be implemented prior to an emergency declaration or a county coordinated response.



## SITUATION AND ASSUMPTIONS

### Situation

Drought impacts and vulnerabilities are directly related to the economic, social and environmental conditions of the county. Pinal County, along with the rest of the state, has been affected by drought conditions during the majority of the last decade. It is not known at this time whether the drought conditions will abate in the short term, or whether this is a multi-decade drought sequence, which has occurred in the past. However, it is absolutely clear that this is not the last drought that will affect Pinal County.

Historically, the lack of rainfall or run-off has not had an immediate impact on potable water supplies within the Active Management Areas (AMA). The few areas that do experience shortages to potable water supplies are typically located outside of an Active Management Area (AMA).

### Assumptions

- Pursuant to *Arizona Drought Preparedness Plan*, a drought occurs when a region experiences exaggerated periods of little or no precipitation
- A drought emergency can occur at any time and any location in the county. It may create significant degrees of human and/or animal suffering, property damage, and economic hardship to individuals, governments, the environment, and the agricultural and business communities
- Demand tends to remain constant or even increases during the driest periods.
- The situational awareness of a drought hazard unfolds much slower than typical emergency response for other hazards
- Response and recovery operations may overlap requiring simultaneous efforts; however, recovery and mitigation operations may move into longer term strategic process
- The economic and environmental impacts of drought continue to increase as the population of the county increases
- Groundwater is the lead source of water for municipal, industrial and agricultural use in county
- Majority of the water in the county is currently used for irrigation
- In the county, agriculture depends on Central Arizona Project (CAP), San Carlos Irrigation Project (SCIP) and San Carlos Irrigation and Drainage District (SCIDD) irrigations systems to provide them surface water, thus resulting in the reduction of groundwater usage
- The monsoon season from July to mid-September accounts for majority of the County's annual rainfall
- The Arizona Department of Water Resources (ADWR) is the lead agency for estimating groundwater supplies
- Community water systems, regardless of size, must develop and maintain an emergency operations plan



- Lead and support agencies of this Incident Annex shall operate consistent with National Incident Management System (NIMS) standards throughout the disaster event including the recovery and mitigation operations
- Private and non-governmental organizations may provide assistance
- The chairman of the Pinal County Board of Supervisors may declare a drought emergency for the activation of the County's Emergency Procurement Policy and/or State's resources

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex shall be the Pinal County Office of Emergency Management. The support agencies for this annex are listed at the beginning of this annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)

### Key Elements

The key elements for an effective response and recovery to a drought incident include the following:

#### *Drought Indices*

The lead indices used for determining drought conditions are the Palmer Drought Severity Index (PDSI) and the Standardized Precipitation Index (SPI).

The Palmer Drought Severity Index is a "meteorological" drought index that responds to weather conditions that have been abnormally dry or abnormally wet over a long-term period. The Palmer Drought Severity Index (PDSI) is calculated based on precipitation and temperature. The Palmer Drought Severity Index (PDSI) varies from +6.0 to -6.0 with classification scale indicating relative meteorological and hydrological development cycles. Table 1, on the following page, reflects the range and extent of the Palmer Drought Severity Index (PDSI) classification system.



Palmer Drought Severity Index (PDSI)	
+ 4.00 or more	Extremely wet
+3.00 to +3.99	Very wet
+2.00 to +2.99	Moderately wet
+1.00 to +1.99	Slightly wet
+0.50 to +0.99	Incipient wet spell
+0.49 to -0.49	Near normal
-.050 to -0.99	Incipient dry spell
-1.00 to -1.99	Mild drought
-2.00 to -2.99	Moderate drought
-3.00 to -3.99	Severe drought
-4.00 or lower	Extreme drought

Table 1 – Palmer Drought Severity Index

The Standardized Precipitation Index (SPI) is designed to quantify the precipitation deficit for multiple time scales. These time scales reflect the impact of drought on the availability of different water resources. The Standardized Precipitation Index (SPI) is calculated by taking the difference of the precipitation from the mean for a particular time scale, and then dividing it by the standard deviation. A drought event is defined as any time the Standardized Precipitation Index (SPI) is continuously negative and reaches intensity where the Standardized Precipitation Index (SPI) is -1.0 or lower. The drought event ends when the Standardized Precipitation Index (SPI) becomes positive. A sample of the Standardized Precipitation Index (SPI) can be found in Table 2 below.

Standardized Precipitation Index (SPI)		
SPI Values	Drought Category	Time Category
0 to -0.99	Mild drought	
-1.0 to -1.49	Moderate drought	
-1.5 to -1.99	Severe drought	
-2.00 or less	Extreme drought	

Table 2 – Standardized Precipitation Index

### *Community Water Systems*

Arizona’s drinking water rules (Arizona Administrative Codes, Title 18, Chapter 4, Section 116) requires all community water systems, regardless of sizes, develop and maintain an emergency operations plan



to address issues associated with maintaining water service within the system during an emergency. This plan should also include the water system's curtailment tariff schedule for reducing water usage during an emergency.

Water systems that serve 3,300 customers shall have an emergency response plan that requires the agencies to notify governmental agencies (i.e., law enforcement, public health officials, fire districts/departments, emergency management, etc.) of an emergency with the water system.

#### Actions

The lead agency responsible for the conduct, support and management of this Incident Annex shall be the Pinal County Office of Emergency Management (PCOEM). Support agencies are listed in Section VI (Plan Development and Maintenance) of this Incident Annex.

Activation of this Incident Annex may occur when, but not limited to:

- Lake Mead storage capacity is decreased to a point causing the Central Arizona Project (CAP) to implement their conservation procedures; and/or
- A community water system activates their respective emergency operations plan and/or enters Curtailment Stage 2 or greater of their respective Curtailment Tariff Schedule

Local and county governments are the principal level at which response activities are applied.

Local government will assess its capabilities and needs and request necessary assistance through the County's Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC).

Local government will coordinate the application of response endeavors.

The Arizona Department of Water Resources (ADWR) is the lead agency for estimating groundwater supplies.

The Governor's Drought Task Force is delegated policy and planning authority, and is responsible for implementing response policies and advising the Governor.

The Department of Environmental Quality (ADEQ) ensures water quality and enforcing codes pertaining to location and maintenance of wells, cisterns, and other water storage facilities.

#### *Curtailment Implementation*

##### **Notification**

Community water systems are required to notify their customers of the need to curtail water use, the stage of curtailment implemented, and the extent of curtailment required. Below are some methods to notify customers of the curtailment requirements.

- A notice published in the local newspaper of general circulation that serves the impacted area
- A notice sent by United States first class mail to the billing address
- A bill insert or a notice on the customer's monthly bill
- Radio and television announcements



- Signs, leaflets, or other means of providing public notice as determined by the water company

Upon official notification of an actual or potential drought emergency, it is the responsibility of Pinal County Office of Emergency Management (PCOEM) to receive and evaluate all requests for drought assistance to all appropriate local, county and state agencies, community water systems of the impacted area.

In coordination with the community water systems of the impacted area, Pinal County Office of Emergency Management (PCOEM) will disseminate notification to curtail water use through the media. This notification will be in accordance with the Pinal County Emergency Operations Plan (PCEOP).

Pinal County Office of Emergency Management and the community water systems of the impacted area will notify the citizens when such curtailment is no longer required.

### **Curtailment Stages**

Curtailments procedures are typically broken down in four (4) stages, with fourth being the severe. Below are the four (4) curtailment stages established by the Utilities Division of the Arizona Corporation Commission.

#### **Stage 1**

Under this stage a community water system is able to maintain water storage in the system at one hundred percent (100%) of capacity and there are no known problems with its well production or water storage in the system

There are no curtailment restrictions or notifications under this stage and the system is deemed to be operating normally

#### **Stage 2**

Stage 2 begins when a community water system's water storage or well has been less than eighty percent (80%) of capacity for at least forty-eight (48) consecutive hours; and when a community water system has identified issues such as a steadily declining water table, increased draw down threatening pump operations, or poor water production, creating a reasonable belief the system will be unable to meet anticipated water demand on a sustained basis.

A community water system may request the customers to voluntarily employ water conservation measures to reduce water consumption by approximately fifty percent (50%). Outside watering should be limited to essential water, dividing outside watering on some uniform basis (such as even and odd days) and eliminating outside watering on weekends and holidays.

This stage requires a community water system to notify their customers of the general nature of the problem and the need to conserve water.

#### **Stage 3**

Stage 3 begins when a community water system's total water storage or well production has been less than fifty percent (50%) of the capacity for at least twenty-four consecutive hours; and the community water system has identified issues (e.g. steadily declining water table, increased draw down threatening





pump operations or poor water production) creating a reasonable belief the community water system will be unable to meet anticipated water demand on a sustained basis.

A community water system shall request the customers to voluntarily employ water conservation measures to reduce daily consumption by approximately fifty percent (50%). All outside watering should be eliminated (except for livestock) and indoor water conservation techniques should be employed whenever possible. All standpipe service shall be suspended.

A community water system of the impacted area is required to notify their customers of the general nature of the problem and the need to conserve water.

Post signs indicating the curtailment stage. These signs shall be posted at noticeable locations (e.g. well sites, entrance to major subdivisions, et cetera) within the community water system's serve area. The community water system shall notify the Consumer Services Section of the Utilities Division of the Arizona Corporation Commission at least twelve (12) hours prior to entering Stage 3.

Once Stage 3 has been reached, the community water system must begin to augment the supply of water by either hauling or through an emergency interconnect with an approved water supply in an attempt to maintain the curtailment at a level no higher than Stage 3 until a permanent solution has been implemented.

#### Stage 4

Stage 4 begins when a community water system's water storage or well production has been less than twenty-five percent (25%) of the capacity for at least twelve consecutive hours; and the community water system has identified issues (e.g. steadily declining water table, increased draw down threatening pump operations, or poor water production) creating a reasonable belief the community water system will be unable to meet anticipated water demand on a sustained basis.

Under this stage the community water system shall inform the customers of a mandatory restriction to employ water conservation measures to reduce daily consumption. Failure to comply will result in customer disconnection. The following uses of water shall be prohibited:

- Irrigation of outdoor lawns, trees, shrubs, or any plant life
- Washing of any vehicle
- The use of construction water services for dust control, soil compaction or similar purposes
- The use of water for outdoor cleaning
- Restaurant patrons shall be served water only upon request
- The water company's operation of its standpipe service
- Addition of new service lines and meter installations
- Any other water intensive activity

The community water system shall notify its customers of the general nature of the problem and the need to conserve water; and post signs indicating the curtailment stage. These signs shall be posted at noticeable locations (e.g. well sites, entrance to major subdivisions, government building, et cetera) within the community water system's serve area. The community water system shall notify the



Consumer Services Section of the Utilities Division of the Arizona Corporation Commission at least twelve (12) hours prior to entering Stage 4.

Once Stage 4 has been reached, the community water system must begin to augment the supply of water by either hauling or through an emergency interconnect with an approved water supply in an attempt to maintain the curtailment at a level no higher than Stage 4 until a permanent solution has been implemented.

Customers should have on hand a minimum of three (3) days supply of drinking water.

#### Exemptions

Curtailment reductions under these stages do not apply to water directly used for public health and safety.

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in a food and agriculture incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of an actual or potential emergency occurrence toward the food and agriculture industry, it is the responsibility of PCOEM to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

## ASSIGNMENT OF RESPONSIBILITIES

### General

All departments assigned to provide assistance during a drought emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance in the event of a drought incident
- Provide NIMS and ICS training to appropriate staff personnel
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

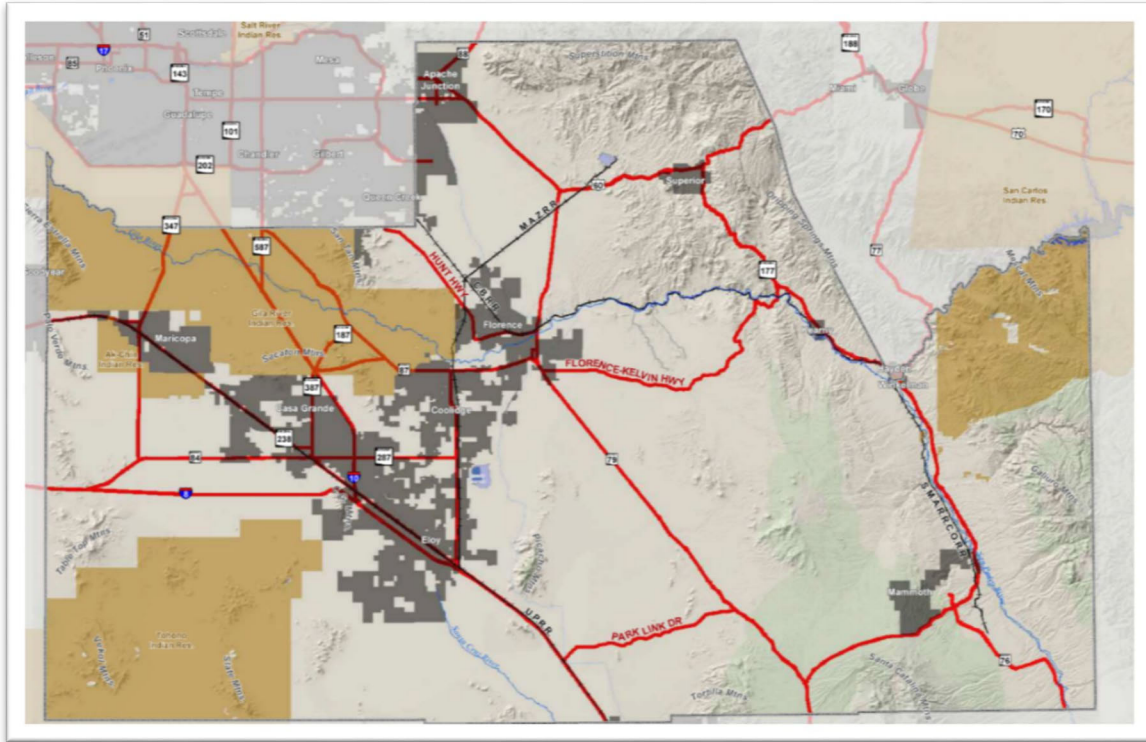
### *Emergency Functions*

PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Maintaining ongoing contact with the lead and support agencies of this Incident Annex
- Conducting periodic meetings and conference calls to review this Incident Annex



- Coordinating effort with corresponding community water systems and private-sector organizations



### FLOODING (R. 2016)

Lead Agency:	Pinal County Office of Emergency Management (PCOEM)
Support Agencies:	<p><u>County Agencies</u></p> <ul style="list-style-type: none"> <li>Pinal County Flood Control District</li> <li>Pinal County Public Health Services District</li> <li>Pinal County Public Works Department</li> <li>Pinal County Sheriff's Office (PCSO)</li> </ul> <p><u>State Agencies</u></p> <ul style="list-style-type: none"> <li>Arizona Department of Agriculture (ADA)</li> <li>Arizona Department of Environmental Quality (ADEQ)</li> <li>Arizona Department of Health Services (ADHS)</li> <li>Arizona Department of Transportation (ADOT)</li> <li>Arizona Department of Emergency and Military Affairs (DEMA)</li> <li>Arizona National Guard (ANG)</li> <li>Arizona State Forestry Division</li> <li>Arizona State Land Department (ASLD)</li> </ul>



	<p><u>Federal Agencies</u> Army Corps of Engineers Federal Emergency Management Agency</p> <p><u>Other Agencies</u> American Red Cross Utility Providers Salvation Army Other: Non-governmental organizations, faith-based organizations and non-profit organizations</p>
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## INTRODUCTION

### Purpose

The purpose of the Flooding Incident Annex is to establish an organized and coordinated response and recovery operations for floods in Pinal County.

### Scope

This incident annex provides direction and guidance to local and county governmental agencies, non-governmental organizations (NGOs), water providers and the private sector. It establishes a framework in which these entities can jointly coordinate their efforts during a flood emergency.

## SITUATION AND ASSUMPTIONS

### Situation

Flooding can cause severe damage throughout the county as it can happen anywhere. Below are the most common flood hazards to impact Pinal County.

#### *Flash flooding*

Flash floods are exactly what the name suggests: floods that happen in a flash. Flash floods generally develop within 6 hours of the immediate cause. Causes of flash flooding include heavy rain, ice or debris jams, and levee or dam failure. These floods exhibit a rapid rise of water over low-lying areas. In some cases, flooding may even occur well away from where heavy rain initially fell. This is especially common in the western United States where low lying areas may be very dry one minute, and filled with rushing water from upstream the next. In Pinal County, flash flooding may occur at any time. It is most prevalent in conjunction with the intense summer monsoon storms.

There are many reasons that flash floods occur, but one of the most common is the result of copious amounts of rainfall from thunderstorms that cause flash flooding. This can also occur when slow-moving or multiple thunderstorms move over the same area. These sudden downpours can rapidly change the water levels in a stream or creek and turn small waterways into violent, raging rivers. Urban areas are



especially prone to flash floods due to the large amounts of concrete and asphalt surfaces that do not allow water to penetrate into the soil easily.

Steep, hilly, or mountainous terrain produces rapid runoff and quick stream response, since the water will travel downhill at greater speeds into rivers and over land. Rocky terrain can exacerbate the development of flash floods and raging waters since rocks and clay soils do not allow as much water to infiltrate the ground. Steep, narrow valleys generate rapidly flowing waters that can quickly rise to considerable depth. For instance, a mountain creek that is usually only 6 inches deep can swell to a 10-foot depth in less than one hour.

#### *River Flooding*

River flooding occurs when river levels rise and overflow their banks or the edges of their main channel and inundate areas that are normally dry. River flooding can be caused by heavy rainfall, dam failures, rapid snowmelt and ice jams. The National Weather Service issues Flood Warnings for designated River Forecast Points where a flood stage has been established.

River flooding is classified as Minor, Moderate, or Major based on water height and impacts along the river that have been coordinated with the NWS and local officials. Minor river flooding means low-lying areas adjacent to the stream or river, mainly rural areas and farmland and secondary roadways near the river. Moderate flooding means water levels rise high enough to impact homes and businesses near the river and some evacuations may be needed. Larger roads and highways may also be impacted. Major flooding means that extensive rural and/or urban flooding is expected. Towns may become isolated and major traffic routes may be flooded. Evacuation of numerous homes and businesses may be required.

There is an additional level of flooding known as record flooding. In many cases this falls into the major flood category, but it doesn't have to. A record flood is simply one where the water reaches a level higher than it ever has been recorded before. Therefore, record flooding can cause extensive damage or even no damage or other negative impacts at all.

Some watercourses near populated areas of Pinal County include:

- San Pedro River
- Gila River
- Santa Cruz River
- Santa Rosa River
- Queen Creek
- Aravaipa Creek
- McClellan Wash

#### *Tropical and Non-Tropical Systems*

Tropical cyclones can cause flooding in the U.S. each spring through fall. While the official hurricane Season runs from May to November in the Pacific, tropical storms have been known to occur outside of this timeframe. Tropical cyclones can bring copious amounts of precipitation onshore. The majority of the heaviest rain occurs to the right of the center of the storm; however, it should be noted that rain bands on both sides of the system can produce heavy rain.



Tropical systems and coastal storms can affect more than just the states lining the coasts. Storms that strike the coast of the Gulf of Mexico often track northward into the eastern half of the U.S. before being caught by the easterly flow and pushed off into the Atlantic. As a storm moves inland, away from its primary moisture source (the oceans or Gulf), precipitation amounts will begin to diminish; however, depending on the strength of the storm, the amount of moisture being carried with it can take heavy rainfall well into the interior states. Storms bring intense precipitation over large regions causing severe flooding.

#### *Burn Scars/Debris Flow*

In areas where wildfires have occurred, vegetation may have been burned away and soil properties may have been altered, leaving behind bare ground that tends to repel water. This is called a burn scar. When rain falls over a burn scar, the ground is unable to absorb the moisture, leaving the water to collect or run across the surface of the ground towards the lowest point. Wildfires are common in Pinal County and hazards are identified in the Community Wildfire Protection Plan (CWPP), maintained by the Pinal County Office of Emergency Management.

Without vegetation to hold the soil in place, flooding can produce mud and debris flows. When normally dry soil becomes overly saturated, it can reach a point where it turns to a liquid state and flows downhill, essentially becoming a river of mud. Mud and debris flows can destroy homes, wash out bridges and roadways, and knock down trees. They can also deposit large amounts of mud and other debris on previously clear surfaces, damaging or burying everything in their path. Areas where ground cover has recently changed dramatically, such as an area impacted by a wildfire, can be at a higher risk for mudflows.

#### *Snowmelt*

Snowmelt flooding occurs when the major source of water involved in a flood is caused by melting snow. Unlike rainfall that can reach the soil almost immediately, the snowpack can store the water for an extended amount of time until temperatures rise above freezing and the snow melts. This frozen storage delays the arrival of water to the soil for days, weeks, or even months. Once it begins to melt and does reach the soil, water from snowmelt behaves much as it would if it had come from rain instead of snow by either infiltrating into the soil, running off, or both. Flooding can occur when there is more water than the soil can absorb or can be contained in storage capacities in the soil, rivers, lakes and reservoirs.

High soil moisture conditions prior to snowmelt can contribute to snowmelt flooding. Rainfall during the late fall is particularly important because there is less evapotranspiration and less time for the soil to drain and dry before it freezes. Ground frost or frozen soil is another contributor. Deep, hard ground frost prevents snowmelt from infiltrating into the soil. Cold temperatures prior to heavy snowfall and normal or above normal soil moisture contribute to this.

Deep snow cover can worsen snowmelt flooding since there is more water stored and available for snowmelt. Also, when snow cover is widespread, it usually keeps air temperatures cooler and delays spring warming, which increases the potential for more rapid snowmelt. Rain falling while snow is still on the ground contributes more water for flooding and helps to melt the snowpack, thus rain-on-snow events are watched carefully.



Most often, snowmelt is a relatively slow phenomenon. Snowmelt rates are usually comparable to light or moderate rainfall. Important exceptions to this can occur, especially during unusually warm periods with high dew point temperatures, and when nighttime temperatures remain above freezing. Snowmelt rates can be much higher than normal under these conditions, which can increase the risk of snowmelt flooding. This is a low risk in Pinal County.

*Dry Wash*

Significant rainfall in dry areas of Pinal County can quickly cause flooding. For example, much of the year the desert is very dry. However, each summer, the weather pattern changes, bringing moisture and thunderstorms into the area. Because of the heat and arid climate, the ground is quite hard and unable to absorb much of the precipitation that does fall. The water from these storms rushes to low-lying areas, often into a canyon or dried up river bed.

*Dam Breaks and Levee Failure*

There are 19 dams in Pinal County identified in the EOP (see Table 1 below). There are also many stock ponds and un-engineered dikes which can fail. Dam and levee failures may pose a "high" or "significant" hazard to life and. Dam failure or levee breaches can occur with little warning. Intense storms may produce a flash flood in a few minutes or hours while other failures and breaches can take much longer to occur, from days to weeks.

Causes of dam failure vary from natural causes such as prolonged rainfall, landslides, earthquakes, or erosion to human causes such as improper maintenance and design, negligent operation, or sabotage and terrorism. Dam failures are categorized into three groups: overtopping, in which the water level exceeds the top of the dam; excessive seepage, in which water seeps through the ground; and structural failure, where part of the dam doesn't complete its job sufficiently.

The table below lists Pinal County dams and the area in which they are located.

Hazard Class	ADWR ID No.	NID ID No.	Dam Name	ADWR Safety Types	EAP	Inundation Mapping	Nearest Downstream Development	Distance in Miles
<b>High</b>	11.02	AZ00082	Powerline FRS	Safety Deficiency	Yes	Yes	Mesa / Apache Junction	3
	11.05	AZ00083	Magma FRS	Unsafe Dams Requiring Rehabilitation or Removal	Yes	Yes	Florence	0.5
	11.06	AZ00027	Florence FRS	No Deficiency	Yes	Yes	Florence	1.5
	11.11	AZ00084	Vineyard FRS	No Deficiency	Yes	Yes	Williams Air Force Base	9
	11.12	AZ00085	Rittenhouse FRS	No Deficiency	Yes	Yes	Williams Air Force Base	10





**Table 4-9: NID and ADWR Dams by Hazard Classification**

Hazard Class	ADWR ID No.	NID ID No.	Dam Name	ADWR Safety Types	EAP	Inundation Mapping	Nearest Downstream Development	Distance in Miles
	11.15	AZ00211	Apache Junction FRS	No Deficiency	Yes	Yes	Apache Junction	0.5
	11.19	AZ00244	Kearny Lake	No Deficiency	Yes	Outdated (1999)	Gila River	0
	11.23	AS00343	Maricopa Road Basin	Unsafe Dam with Elevated Risk of Failure	No	No	No Data in our database	No Data in our database
	11.24	AZ00344	Green Road Basin	Unsafe Dam with Elevated Risk of Failure	No	No	No Data in our database	No data in our database
	N/A	AZ10004	Whitlow Ranch	Federal Dam – No ADWR Jurisdiction	Yes	Yes	Queen Valley	1
	N/A	AZ10436	Coolidge	Federal Dam – No ADWR Jurisdiction	Yes	Yes	Winkelman	25
	N/A	AZ10008	Tat Momolikot	Federal Dam – No ADWR Jurisdiction	Yes	Yes	Cockleburr	1
<b>Significant</b>	11.16	AZ00233	Main PLS	No Deficiency	Yes	Yes	Roosevelt Lake Estates	20
	11.18	AZ00235	Inlet Control Structure	No Deficiency	Yes	Yes	Roosevelt Lake Estates	20
	11.25	AZ00345	Amarillo Valley Road	Not assigned/assessed	No	No	No Data in our database	No Data in our database
	N/A	AZ82905	Tat Momolikot East Saddle Dike	Federal Dam – No ADWR Jurisdiction	No Data	No Data	Stanfield	22
	N/A	AZ82906	Tat Momolikot Village Dike	Federal Dam – No ADWR Jurisdiction	No Data	No Data	Stanfield	22
	N/A	AZ82907	Tat Momolikot West Saddle Dike	Federal Dam – No ADWR Jurisdiction	No Data	No Data	Stanfield	22
Low	11.26	AZ00346	White Road Basin	No Deficiency	Not required	Not required	No Data in our database	No Data in our database



<b>Table 4-9: NID and ADWR Dams by Hazard Classification</b>								
<b>Hazard Class</b>	<b>ADWR ID No.</b>	<b>NID ID No.</b>	<b>Dam Name</b>	<b>ADWR Safety Types</b>	<b>EAP</b>	<b>Inundation Mapping</b>	<b>Nearest Downstream Development</b>	<b>Distance in Miles</b>
Sources: NID, ADWR Dam Safety Database ( July 2015)								

Table 1. Pinal County Dams by Area

#### Assumptions

Storms or floods or water releases will result in blocked access of roads and bridges that will impede emergency response.

A storm with strong winds could cause power outages of an indeterminate length, necessitating implementation of the Power and Fuel Annex.

Water releases or severe storms will close all un-bridged crossings of the various river systems resulting in limited ingress or egress to affected areas. This limited access will cause the isolation of some members of the public and impede the emergency response to this event.

In addition to the coordinated evacuations of the whole community, there will be spontaneous evacuations, which will make it difficult to determine the need for mass care services. It can be assumed that everyone in an evacuated area will require mass care services for at least 72 hours, depending on the duration of the event.

Available weather information and situation evaluations can be provided by the National Weather Service (NWS).

### ORGANIZATIONAL ROLES AND RESPONSIBILITIES

#### Organization

The functions of the lead and support agencies participating in a flooding emergency operation shall be carried out in the framework of the Basic Plan, and in accordance with the National Incident Management System (NIMS) protocols.

### ASSIGNMENT OF RESPONSIBILITIES

#### General

All departments assigned to provide assistance during a flooding emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance in the event of a flooding incident
- Provide NIMS and ICS training to appropriate staff personnel



- Ensure that appropriate SOPs are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

#### Actions

The lead agency responsible for the conduct, support and management of this Incident Annex shall be the Pinal County Office of Emergency Management. Support agencies are listed at the beginning of this Incident Annex.

Activation of this Incident Annex may occur when, but not limited to:

- Local municipalities are requesting assistance with flooding in their jurisdiction
- Unincorporated areas of the county are experiencing flooding
- Dam or levee failure occurs; or
- Water release from dams need to occur to prevent dam failure

Local and county governments are the principal level at which response activities are applied.

Local government will assess its capabilities and needs and request necessary assistance through the EOC to the SEOC.

Local government will coordinate the application of response endeavors.

Each owner of a high and significant hazard potential dam is required to prepare, maintain, and exercise a written plan for immediate defensive action to prevent failure of the dam and to minimize any threat to downstream development.

The owner's plan defines the dam owner's requirements to observe his dam for emergency conditions, the responsibilities for notifying a predetermined list of Emergency Responders, and a description of the downstream areas potentially affected.

The owner's plan is required to contain the following items:

- Notification Chart
- Reservoir & Dam Description
- Delineation of Unsafe Conditions, Procedures, & Triggering Events
- Delineation of Responsibilities
- Discussion of Emergency Supplies/Equipment
- Flood Inundation Map

#### Dissemination of Weather Information

The National Weather Service provides weather information, to include Watches, Warnings, Statements, and Advisories, to the following agencies:

- Pinal County Sheriff's Office



- Pinal County Office of Emergency Management
- Arizona Public Service (APS)
- Salt River Project (SRP)
- Pinal County Sheriff's Office will relay information to unincorporated areas, law enforcement agencies, and fire districts in the county.

The National Weather Wire Service relays severe weather information to subscribers, which include most broadcast stations in the county. As a backup, local law enforcement agencies should notify city/town broadcast stations of appropriate weather information to ensure early announcement to the public.

PCOEM will relay appropriate weather information to departments, agencies and other concerned parties in accordance with agreements.

After normal operating hours, the PCOEM is notified of significant weather events by two methods:

1. Watches, Warnings, and Advisories issued by the Phoenix Office of the National Weather Service and/or Tucson National Weather Service are relayed to the Duty Officer by a paging service.
2. The Sheriff's Office will relay appropriate weather information to the first available person in the Department of Emergency Management.

#### Dam Failures

There is potential for dam failure to cause significant damage in Pinal County. A failure of the Coolidge Dam could cause significant flooding in several towns, including Florence, the County Seat. Even if a dam functions normally, a discharge through the outlet channel can cause the need for EOC activation. Some examples of this are Magma dam, Powerline, Vineyard, and Rittenhouse (PVR). Powerline is being fixed due to fissure encroachment. Affected areas (and facilities) affected by these normal discharges through the outlet include the CAP canal, Phoenix-Mesa airport, east Mesa residential subdivisions, the National Guard base, and other key infrastructure.

There is also significant risk posed by levee failure. If the Santa Rosa levee fails, the south side of the City of Maricopa would be flooded. The Pinal County Flood Control District maintains current information on dams and levees, and works to reduce the risk of flooding to life and property by managing our floodplains, regulating development, and providing public outreach and response.

#### Emergency Functions

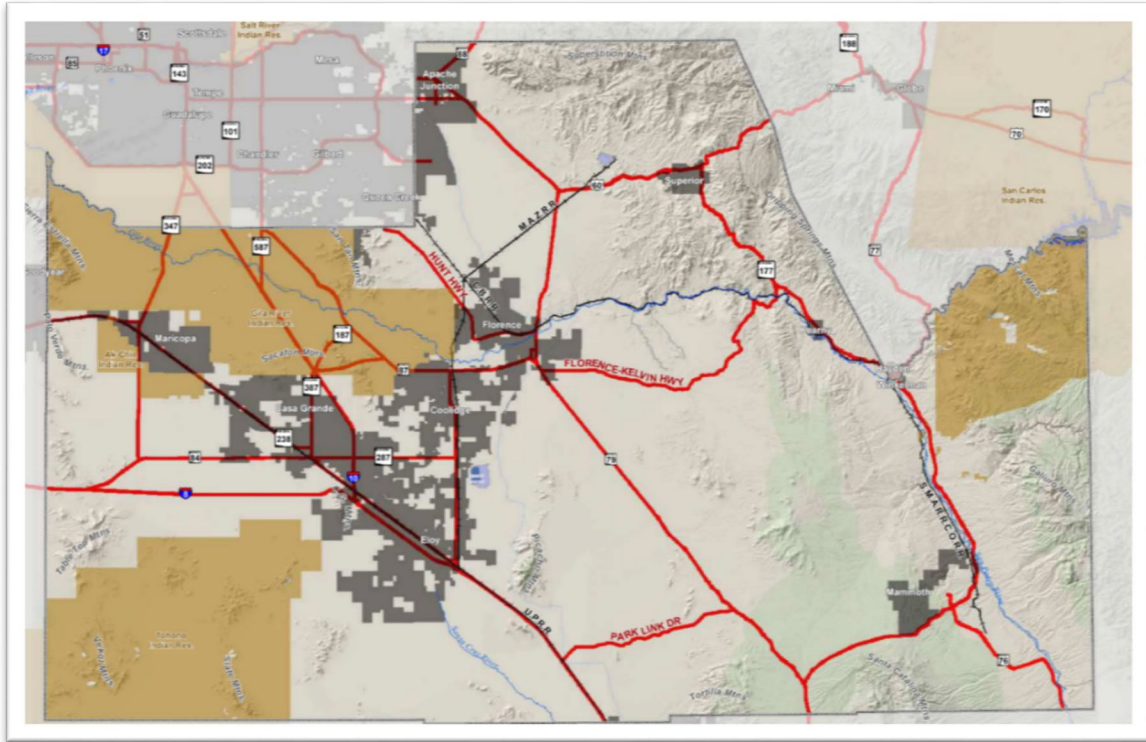
The Pinal County Office of Emergency Management has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Maintaining ongoing contact with the lead and support agencies of this Incident Annex
- Conducting periodic meetings and conference calls to review this Incident Annex

- Coordinating effort with corresponding community water systems and private-sector organizations



Figure 14: 2021 Monsoon Flooding Courtesy Pinal County Sheriff's Office



## FOOD AND AGRICULTURE (R. 2016)

Lead Agency:	<p>Arizona Department of Agriculture (ADA)</p> <p><u>County Agencies</u></p> <p>Pinal County Animal Control</p> <p>Pinal County Office of Emergency Management (PCOEM)</p> <p>Pinal County Public Health Services District (PCPHSD)</p> <p>Pinal County Public Works Department</p> <p>Pinal County Sheriff's Office (PCSO)</p>
Support Agencies:	<p><u>State Agencies</u></p> <p>Arizona Department of Environmental Quality (ADEQ)</p> <p>Arizona Department of Health Services (ADHS)</p> <p>Arizona Department of Game and Fish (AZGFD)</p> <p>Arizona Department of Emergency and Military Affairs (DEMA)</p> <p>Arizona National Guard (ANG)</p> <p>Arizona State Forestry Division</p> <p>Arizona State Land Department (ASLD)</p>



	<p><u>Federal Agencies</u> Customs and Border Protection (CBP) Department of Agriculture (DoA) Department of Commerce Department of Defense (DoD) Department of Energy (DoE) Department of Homeland Security (DHS) Department of Health and Human Services/Food and Drug Administration (FDA) Environmental Protection Agency (EPA) Federal Bureau of Investigation (FBI) Federal Emergency Management Agency (FEMA) USDA Animal and Plant Health Inspection Services (APHIS) USDA Accredited Veterinary Practitioners</p> <p><u>Food and Agriculture Industry Associations and Organizations</u> American Ostrich Association American Veterinary Medical Association Arizona Cattlemen’s Association Arizona Farm Bureau: County Farm Bureau – Pinal County Arizona Pork Council Arizona Poultry Industry Representative Arizona State Horsemen’s Association Arizona Veterinary Medical Association Dairy Council of Arizona Southern Arizona Cattlemen’s Protective Association Superstition Horsemen Association United Dairymen of Arizona</p> <p><u>Non-governmental Organizations</u> American Red Cross Casa Grande Valley Humane Society Salvation Army University of Arizona – Pinal County Office of Arizona Cooperative Extension Arizona Cattlemen’s Association Arizona Farm Bureau: County Farm Bureau – Pinal County Arizona Pork Council Arizona Poultry Industry Representative Arizona State Horsemen’s Association Arizona Veterinary Medical Association Dairy Council of Arizona Southern Arizona Cattlemen’s Protective Association United Dairymen of Arizona</p>
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## INTRODUCTION

### Purpose

The Food and Agriculture Incident Annex is intended to define the procedures and roles essential in providing a coordinated response and recovery to a food and/or agriculture emergency incident within Pinal County. This annex provides guidance to local, county and state agencies, food and agriculture industries, non-governmental organization, and the private sector with general concept of assignments before, during and following a food and/or agriculture emergency incident.

### Scope

The protocols in this annex outline coordinated response and recovery actions to emergency/disaster incidents involving food, animals and crops within the county. A disaster incident toward the food and agriculture industries may occur naturally, accidental, or intentional.

This annex focuses on incidents caused naturally or man-made toward food and agriculture products, rather than terrorists using agricultural chemicals and equipment in attacks against non-agricultural targets.

## SITUATION AND ASSUMPTIONS

### Situation

According to the United States Department of Agriculture's (USDA) National Agricultural Statistics Services (NESS) 2010 report, Pinal County was the largest producer of Upland cotton in Arizona (13th in the U.S.). County farmers harvested 95,300 acres, which produced 305,500 bales of cotton. Along with the cotton crop, farmers in the county harvested 19,500 acres of barley, 7,400 acres of Durum wheat, and 64,000 acres of alfalfa hay. They also harvested such crops as melons (e.g. watermelons, cantaloupes, etc.), corn, lettuce, maize, sorghum, potatoes, and pecans. The 2010 crop sales for the county were \$239,960,000.

In 2010 the county had the largest population of cattle in Arizona (10th in the U.S.). National Agricultural Statistics Services recorded 310,000 heads of cattle (75,000 were dairy cows) in the county. Other animals include horses (5,229), poultry/layers (1,958), colonies of bees (3,234), sheep and lambs, goats, swine, and ostriches.

The National Agricultural Statistics Services 2007 census listed animal/livestock product sales and ranking for Pinal County as follows:

- Dairy products - \$250,049,000 (Arizona 2; U.S. 17)
- Cattle - \$314,075,000 (Arizona 1; US 30)
- Poultry and eggs - \$148,000 (Arizona 2; U.S. 1,327)





- Swine - \$15,000 (Arizona 15, U.S. 2,096)
- Sheep, goats and their products - \$316,000 (Arizona 1; U.S. 261)

There are six (6) food manufacturing facilities, twenty-four (24) dairies, one (1) slaughter facility, and five (5) produce processing and cooling warehouses in the county. Majority of the food and agriculture products in Pinal County are sold and shipped intrastate, interstate and internationally.

The food and agriculture industries in Pinal County are not immune to emergencies or disasters. They can, and do, experience an array of disasters varying in type (natural or man-made) and scale (local communities to countywide).

Natural disasters consist of such incidents as food-borne pathogens, pestilence, infestation, plague, severe thunderstorms, floods, high winds, harsh winter weather, drought, wildfires and severe heat.

Man-made disasters consist of such incidents as transportation accidents (rail, air and highway) involving chemicals and other hazardous materials, agroterrorism, plant/facility failures or grain silo explosions, agriculture related chemicals, oils and other hazardous materials spills, leaks or pollution problems, radiological release, criminal acts, or any combination of incidents.

A possible industrial facility incident may include an accidental release of radioactive material from the Palo Verde Nuclear Generating Station located fifty-five (55) miles west of downtown Phoenix. There are two defined emergency planning zones around the power plant: a plume pathway zone with a radius of ten (10) miles, and an ingestion exposure pathway zone of a fifty (50) mile radius. The lead concern with the ingestion exposure pathway zone is the ingestion of food and liquids contaminated by radioactive material. The area of Pinal County located west of State Route 347, and north of State Route 84 and Interstate 8 is within the ingestion exposure pathway emergency planning zone of the power plant.

Any incident that affects the food and agriculture industries within the county can have a negative economic impact, social unrest, and loss of confidence in local, county, state and federal governments.

Recognizing the negative impacts of such a disaster, the December 2003 amendment to Homeland Security Presidential Directive 7 (HSPD 7), "Critical Infrastructure Identification, Prioritization, and Protection," added the food and agriculture industries to the list of critical infrastructures. This directive instructs governmental agencies to develop plans to prepare for and counter threats of terrorism.

In January 2004, Homeland Security Presidential Directive 9 (HSPD 9), "Defense of United States Agriculture and Food," established a national policy to protect agriculture and food systems against terrorism attacks.

#### Assumptions

- Majority of the food and agriculture industry is located in the western two-thirds of the county.
- While some animals are housed in facilities (e.g. feedlots, dairies, poultry barns, etc.) that can be secured, the remaining agriculture industry is located on large expanses of land that are difficult to secure



- Animals and livestock that are concentrated in confine locations (e.g. feedlots, dairies, poultry barns, etc.) have the potential to be more acceptable to natural causing diseases. Concentration in slaughter processing also makes large scale contamination possible
- A food or agriculture incident, either intentional or not, in Pinal County may impact international trade
- Food and agriculture incidents do not respect jurisdictional boundaries and would require coordinated efforts between the industry and governmental agencies. An intentional act against the farm-to-table pathway would likely overwhelm the capabilities of any entity, further enforcing the need for coordinated efforts
- Following a catastrophic natural disaster or man-made attack, the agriculture industry would suffer economically from plant and animal losses, which may reduce the supply of food and fiber products. The demand for foods impacted by the incident may decline, while demand for substitute foods may rise. The demand for substitute food products may stress the availability of supplies, which sequentially cause producers, wholesalers, and/or retailers to inflate the consumers' cost for those products
- Biological weapons (rather than chemical weapons) are generally considered the more effective agroterrorism threat
- Public-private partnerships are critical to mitigate any effects of a food or agriculture related incident
- The receipt of a threat against the food and agriculture industry could initiate response actions at all levels of government and may result in generating hysteria among the general public
- Foreign animal diseases may potentially have adverse effects on wildlife or the public health and welfare
- A biological, chemical or radiological incident involving the food and agriculture industry may not be recognized until the effects of the exposure to the public, animals and plants are reported to the appropriate authorities. By the time an incident is recognized, the elicit fear and anxiety among the public may have already created a negative ramification toward allied industries and services (e.g., suppliers, transporters, distributors, wholesalers, retailers and restaurant chains)
- Vector contamination may require discarding large quantities of agricultural products and organic matter, invoking embargoes or trade restrictions, culling livestock or poultry, and identifying alternative sources of food
- Depending on the cause of contamination, contaminated foodstuff may need to be considered and handled as hazardous waste
- Suspected infected locations, machinery, distribution facilities, restaurants, eateries, and transport vehicles may need to be cleaned, disinfected, and re-evaluated for contamination prior to continued use



## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex shall be the Pinal County Public Health Services District. The support agencies for this annex are listed at the beginning of this annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)

### Key Elements

The key elements for an effective response and recovery to a food and agriculture incident include the following.

#### *Incident identification*

Incident identification involves the rapid identification, detection, and confirmation of the incident. Incident identification also defines notification and action triggers.

County and state authorities are likely to be among the first to recognize the initial indication of intentional or naturally occurring contamination of food, highly infective plant or animal disease, or a devastating plant pest infestation. Recognition may come from a significantly increased number of people reporting illness to health care providers, increased reporting of sick animals to veterinarians or animal health officials, or numerous plant anomalies reported by farmers, the county's cooperative extension agent/office, or the public. Other sources may include routine public/private laboratory surveillance, inspection reports, consumer complaint systems, and various hotlines. Therefore, the most critical information requirements are surveillance information, identification of the cause of the incident, a determination of whether the incident is intentional or naturally occurring, and the identification of plants, human or animal populations that are at risk.

For the purposes of this annex, an incident is defined by the severity of the threat and the need for additional resources to respond. The lead agency will use the below list to determine the level of activation necessary to respond to a food and agriculture emergencies. The severity levels will be determined by the standard operating procedures the Pinal County Public Health Services District.

- Confirmation of lab results indicating an imminent threat or hazard
- Clinical diagnosis of specific diseases of concern in humans or animals
- Known intentional act



- Occurrences in other counties or states
- Media reports and rumors
- Severity of patient outcome
- Number of confirmed or suspected cases
- Results of initial interviews and case investigations
- Current intelligence; and/or
- The origin of the contamination, pests or diseases

#### *Notification*

Food and agriculture incidents, requiring a significant amount of coordination of county and state resources, shall be brought to the immediate attention of Pinal County's Emergency Manager. The Emergency Manager will then initiate the appropriate notifications. All incidents will be reported to the county manager, appropriate county agencies and Arizona Department of Emergency and Military Affairs.

If terrorist activities are suspected in connection with the incident, the lead agency shall notify the Pinal County Sheriff's Office. The Sheriff's Office will then notify the Federal Bureau of Investigation.

#### *Activation*

Once notified of a potential incident, the lead agency will work out of the Public Health Services District's Department Operations Center. The agencies will coordinate with internal staff, other state and federal counterparts. Some or all of the ensuing actions may include:

- Targeted epidemiologic investigation
- Increased surveillance for patients and animals with certain signs and symptoms
- Increase surveillance of plants for signs of disease or other pest infestation
- Targeted inspection of human food and animal feed manufacturing, distributing, retail, and other facilities, as appropriate
- Increased inspection of plants and animals for contamination; or
- Notification and coordination with appropriate stakeholders from government agencies, industry, and the public

When a food or agriculture incident has been confirmed and this annex is activated, the Pinal County Emergency Operations Center (EOC) may be activated to coordinate the response and required resources. The lead county agencies in a food emergency with human health consequences will be the Pinal County Public Health Services District. The Arizona Department of Agriculture (ADA) will be the lead agency for all other food and agriculture emergencies. It is important to note that the listed support agencies for this annex would be highly involved in responses for food and agriculture emergencies.

#### *Incident management*

Lead and support agencies of this annex shall operate consistent with National Incident Management System (NIMS) standards, which include the Incident Command System (ICS), throughout the disaster event including the recovery and mitigation operations.



### *Initiating response actions*

Initiating response actions to a natural disaster, food attack/adulteration, highly contagious animal/zoonotic disease, or exotic plant disease or plant pest infestation shall include the implementation of an integrated ICS.

Initiating response actions includes an assessment of needs from the lead and supporting agencies, and the implementation of an investigation by law enforcement entities (local, county, state, and federal) if the incident is intentional. The assessment should:

- Determine whether a criminal investigation into the incident is warranted, ensure proper authorities are notified
- Determine operational periods and develop and distribute incident action plans for the duration of the incident
- Request all outside resources through the Pinal County EOC, if activated; and
- If necessary, establish an incident command post near the affected areas to be used by the Incident Response Team

### *Communication and coordination*

Communication and coordination involves establishing lines of communication internally with lead and supporting agencies, and externally with neighboring jurisdictions and the private sector.

Communication and coordination also involves the dissemination of information to advise and inform the public of the incident.

Communication and coordination will be conducted in accordance with the Emergency Response Operations Plan.

### *Assessment, control, and containment*

It is important that the lead agency conduct assessments throughout the incident in order to control, contain, decontaminate and/or dispose of infected, contaminated, or adulterated products, animals and property. The surrounding environment may also need to be evaluated to determine the extent of cleanup, decontamination, and disposal of wildlife carcasses, plants and/or food products.

These actions will determine further risk of transmission, impact to public health, and economic implications and consequences. It will also ensure effective recovery. These actions may include the following measures:

- Implement surveillance and outbreak investigations to provide continuous monitoring of events
- Collect samples of products and conduct sample analysis
- Determine public health risks
- Request product recalls
- Conduct trace-backs and trace-forwards to determine the index case and extent of the infrastructure impacted
- Conduct decontamination and disinfection
- Establish quarantine or embargos to mitigate the incident



- Establish movement controls (permitted or non-permitted) of affected products
- Arrange for the provision of security at movement control areas, quarantined areas and closed roads
- Provide public education on affected products; or
- Assess environmental contamination

### *Recovery*

An incident involving the food and agriculture industry in the county could impact trade at the state, national and international levels. Therefore, the recovery phase for a food and agriculture incident is just as important as the response phase. A well-executed recovery operation will ensure there is a continuous market for food and agriculture goods. A quick recovery will help ensure that the market becomes re-established for goods in a short time period. The following items could be utilized to assist in a quick recovery:

- Determine what continued surveillance is needed and the timeline for continued surveillance
- Determine the conditions under which recovery would be complete
- Remove movement restrictions on food, water, crops, and animals when approved by the respective lead or support agency
- Restore essential food and animal production and retail services
- Track cost for reimbursement
- Conduct judicious communication sessions with the media and the public to address concerns and/or rumors
- Establish a recovery team at the onset of the emergency to resolve long-term issues related to pre- and post- harvest of food production impacted by the incident, encourage immediate business recovery, and foster long-term economic recovery. This team will also evaluate economic implications and consequences; and
- Identify and report deficiencies and improvements for this incident annex

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in a food and agriculture incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of an actual or potential emergency occurrence toward the food and agriculture industry, it is the responsibility of Pinal County Office of Emergency Management (PCOEM) to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

## ASSIGNMENT OF RESPONSIBILITIES

### General



All departments assigned to provide assistance during a food and agriculture emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance upon request from the PCOEM
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

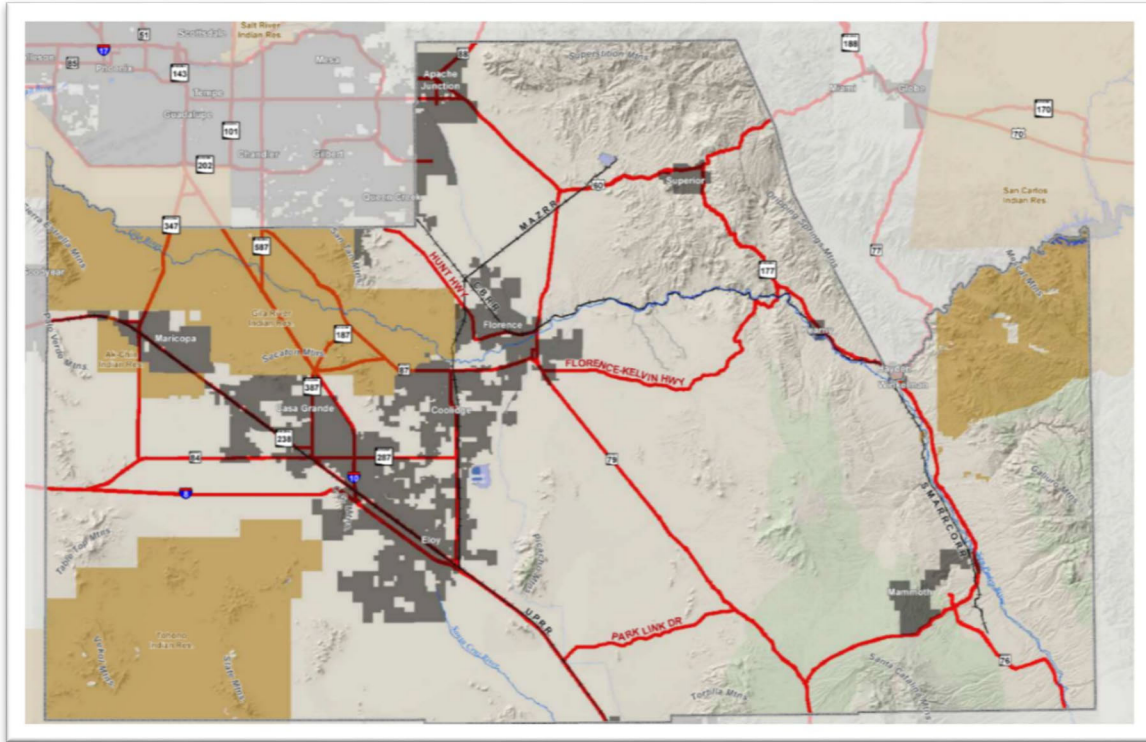
#### Emergency Functions

PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Provide NIMS and ICS training to appropriate staff personnel
- Maintaining ongoing contact with the lead and support agencies of this incident annex
- Conducting periodic meetings and conference calls to review this incident annex
- Coordinating effort with corresponding non-governmental organizations (NGO) and private-sector



*Figure 15: The Great House at Casa Grande prior to excavation or stabilization. Circa 1880. From WACC: Casa Grande Ruins National Monument*



## NUCLEAR / RADIOLOGICAL (R. 2016)

Lead Agency:	Arizona Department of Health Services Bureau of Radiation Control
Support Agencies:	<u>Local Agencies</u> Fire Districts <u>County Agencies</u> Pinal County Office of Emergency Management Pinal County Public Health Services District Pinal County Sheriff's Office <u>State Agencies</u> Arizona Department of Agriculture (ADA) Arizona Department of Environmental Quality (ADEQ) Arizona Department of Emergency and Military Affairs (DEMA) <u>Private Agencies</u> Palo Verde Nuclear Generating Station (PVNGS)





## INTRODUCTION

### Purpose

The Nuclear/Radiological Incident Annex is intended to define the procedures and roles essential in providing a coordinated response and recovery to a nuclear or radiological incident in Pinal County. This annex provides guidance to local, county and state agencies, and non-governmental organizations, with the general concept of assignments before, during and following a nuclear or radiological incident.

### Scope

The protocols in this annex outline coordinated response and recovery actions to emergency/disaster incidents involving a nuclear or radiological event within the county or state. A disaster incident may be accidental or intentional.

## SITUATION AND ASSUMPTIONS

### Situation

A radiological hazard may occur as the result of naturally occurring radiation or from a human caused incident.

Nuclear or radiological exposure can also be a result of a terrorist attack. Terrorism ranges from the actual detonation of nuclear weapons or devices to acts such as nuclear threats or extortion. Two examples are the release of radioactive substances to contaminate a drinking water supply and sabotage of a nuclear power plant. Radiological Dispersion Devices (RDDs) sometimes referred to as "dirty bombs" are devices that have radioactive materials that are spread through the use of conventional explosives. A nuclear explosion does not occur with such a device, but radioactive materials may be spread over a wide area, causing nuclear contamination and high radiation levels.

Areas of Northern Pinal County are part of the Ingestion Exposure Pathway Emergency Planning Zone (EPZ) for the Palo Verde Nuclear Generating Station (PVNGS). The Ingestion Exposure Pathway is defined as a radius of approximately 50 miles surrounding PVNGS, where food or potable water could become contaminated as a result of a release of radioactive materials into the atmosphere. Some information is referenced within this annex, and additional information may be found in the PVNGS Offsite Emergency Response Plan.

### Assumptions

- Radiological incidents may not be immediately recognized as such until the radioactive material is detected or the effects of radiation exposure are manifested in the population
- An act of radiological terrorism, particularly an act directed against a population center within the county, will have major consequences that can overwhelm the capabilities of county, local, and/or tribal governments to respond. Additional resources from the State and Federal government might be necessary



- A radiological incident may include chemical or biological contaminants, which may require concurrent implementation of various emergency plans
- An incident involving the potential release of radioactivity may require immediate implementation of protective measures

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex during peacetime shall be the Arizona Department of Health Services Bureau of Radiation Control. The agency will coordinate its activities through the Arizona Department of Emergency and Military Affairs

(DEMA) at the State EOC. The initial response to peacetime accidents/incidents will be directed through the Arizona Department of Public Safety's Duty Officer in Phoenix. The support agencies for this annex are at the beginning of this annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)

### Key Elements

#### *Phases of Management*

##### **Mitigation**

- Selection of radiological support officers
- Establishment of a radiological support program

##### **Preparedness**

- Establishment of a Radiological Support and Response System
- Training of radiological support officers
- Training of radiological support monitoring personnel
- Maintenance and upkeep of monitoring equipment
- Public education about radiological hazards and protective active
- Acquisition of sufficient monitoring equipment
- Establish priorities for decontamination of facilities
- Radiological support system exercises



## **Response**

- Procedures as stated in the State of Arizona Hazardous Materials Emergency Response Plan for peacetime incidents
- Distribute radiological monitoring kits to prearranged locations
- Activate Weapons Effects Reporting (WER) Network
- Public information on radiation safety as required
- Public information on evacuation

## **Recovery**

- Ground and aerial monitoring surveys
- Ground and aerial damage assessment surveys
- Public information about radiation safety as required
- Decontamination procedures

### *Notification*

Nuclear/radiological incidents, requiring a significant amount of coordination of county and state resources, shall be brought to the immediate attention of Pinal County's Emergency Manager. The Emergency Manager will then initiate the appropriate notifications. All incidents will be reported to the county manager, appropriate county agencies, Arizona Department of Health Services Bureau of Radiation Control, and DEMA.

If terrorist activities are suspected in connection with the incident, the lead agency shall notify the Pinal County Sheriff's Office. The Sheriff's Office will then notify the Federal Bureau of Investigation.

### *Activation*

Once notified of the potential incident, the lead agency will work out of the State Emergency Operations Center. The agencies will coordinate with internal staff, other state and federal counterparts. Pinal County will activate the county EOC and provide support to the State.

### *Incident management*

Lead and support agencies of this annex shall operate consistent with National Incident Management System (NIMS) standards, which include the Incident Command System (ICS), throughout the disaster event including the recovery and mitigation operations.

### *Initiating response actions*

Initiating response actions to a nuclear/radiological incident shall include the implementation of an integrated ICS. Initiating response actions includes an assessment of needs from the lead and supporting agencies, and the implementation of an investigation by law enforcement entities (local, county, state, and federal) if the incident is intentional. The assessment should:

- Determine whether a criminal investigation into the incident is warranted, ensure proper authorities are notified
- Determine operational periods and develop and distribute incident action plans for the duration of the incident



- Request all outside resources through the Pinal County EOC, if activated; and
- If necessary, establish an incident command post near the affected areas to be used by the Incident Response Team

### **Communication and coordination**

Communication and coordination involves establishing lines of communication internally with lead and supporting agencies, and externally with neighboring jurisdictions and the private sector.

Communication and coordination also involves the dissemination of information to advise and inform the public of the incident.

Communication and coordination will be conducted in accordance with the Emergency Operations Plan:

For events occurring at PVNGS:

- Radiological Emergency Information for Farmers, Dairy Farmers, Ranchers, Food Processors, and Distributors is prepared by and available from the Arizona Department of Emergency and Military Affairs (DEMA) and distributed to the agricultural community in the 50-mile zone. Contamination control measures would be implemented to protect the public from ingesting any contaminated food or water
- Post-plume phase alert and notification of the General Public - Public warning in the Ingestion Pathway EPZ, 50-mile radius of PVNGS consists of the Emergency Alert System and Media Alert Systems being activated regarding protective action instructions and the control of potentially contaminated foodstuffs
- The Arizona Department of Agriculture will prepare advisories to growers, dairy farms, processors, aquaculture, feed yards and poultry farms within the 50-mile EPZ. The message can be a warning, emergency information or instructions for protective actions required to assure statewide control of potentially contaminated foodstuffs
- The Arizona Department of Health Services, Arizona Department of Environmental Quality, Pinal County Public Health Services District and Pinal County Community Development will give guidance and recommendations on needed public health and safety activities during an incident at PVNGS
- The Arizona Department of Water Resources will prepare advisories to the public on inspections of water wells, potable water and water-related issues

### **Recovery**

An incident involving a nuclear/radiological incident in the county or state could impact the public's confidence in government, public health, and economy at the state, national and international levels. Therefore, the recovery phase for a nuclear/radiological is just as important as the response phase. A well-executed recovery operation will ensure there is public confidence in government, public health issues are addressed and managed, and critical infrastructure is restored. A quick recovery will help ensure that the daily lives of the public can resume in a short time period. The following items could be utilized to assist in a quick recovery:



- Ground and aerial monitoring surveys
- Ground and aerial damage assessment surveys
- Public information about radiation safety as required
- Decontamination procedures
- Determine the conditions under which recovery would be complete
- Track cost for reimbursement
- Conduct judicious communication sessions with the media and the public to address concerns and/or rumors
- Establish a recovery team at the onset of the emergency to resolve long-term issues to foster long-term economic recovery and build public trust in government. This team will also evaluate economic implications and consequences; and
- Identify and report deficiencies and improvements for this incident annex

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in a food and agriculture incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of an actual or potential emergency occurrence toward the food and agriculture industry, it is the responsibility of Pinal County Office of Emergency Management (PCOEM) to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

### Assignment of Responsibilities

#### *General*

All departments assigned to provide assistance during a nuclear/radiological emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance upon request from the Office of Emergency Management
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

#### *Emergency Functions*

PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Maintaining ongoing contact with the lead and support agencies of this incident annex
- Conducting periodic meetings and conference calls to review this incident annex



- Coordinating effort with corresponding non-governmental organizations (NGO) and private-sector





	<p>Arizona State Forestry Division Arizona State Land Department (ASLD)</p> <p><u>Other Agencies</u> American Red Cross Salvation Army Other: Non-governmental organizations, faith-based organizations and non-profit organizations Local power providers</p>
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## INTRODUCTION

### Purpose

The purpose of the Power Emergency Incident Annex is to establish an organized and coordinated response and recovery operations for an electrical power outage in Pinal County.

### Scope

This incident annex provides direction and guidance to local and county governmental agencies, non-governmental organizations (NGOs), electrical power providers and the private sector. It establishes a framework in which these entities can jointly coordinate their efforts during an electrical power outage emergency.

## SITUATION

### *Power Systems*

Pinal County is served by ten (10) electrical power providers. These providers are:

#### Arizona Public Service (APS)

Arizona Public Service is the largest electrical provider in Pinal County. It services the cities of Casa Grande, Coolidge and Eloy, the towns of Florence, Kearny and Superior, and the unincorporated communities of Arizona City, Red Rock, San Manuel and Top of the World.

#### Electric District No. 1 (ED #1)

Electric District No. 1 services a small area of Pinal County west of the City of Casa Grande. In 1989, Electric District No. 1 and Electric District No. 3 consolidated their electric operations under Electric District No. 3.

#### Electric District No. 2 (ED #2)

Electric District No. 2 services 4,100 customers in the incorporated jurisdictions and surrounding areas of Casa Grande, Coolidge, and Florence.

#### Electric District No. 3 (ED #3)





Electric District No. 3 services 384 square miles of western Pinal County, which includes the incorporated area of the City of Maricopa, the unincorporated communities of Hidden Valley, Saddleback Farms, Stanfield and Thunderbird Farms. They also provide transmission, operations and maintenance services to the Ak-Chin Indian Community.

#### Electric District No. 4 (ED #4)

Electric District No. 4 services the incorporated areas of the City of Eloy and the surrounding unincorporated area, such as Picacho and Picacho Peak.

#### Electric District No. 5 (ED #5)

Electric District No. 5 services the portion of the unincorporated area south of the City of Eloy.

#### Electric District No. 6 (ED #6)

Electric District No. 6 boundaries include the Town of Queen Creek and the unincorporated areas of Queen Creek and San Tan Valley. Through an agreement, Salt River Project provides transmission, distribution, metering facilities and electricity to all customers of Electric District No. 6.

#### Salt River Project (SRP)

Salt River Project Services the northern portion of Pinal County. This includes the incorporated areas of the City of Apache Junction and the surrounding unincorporated areas. The Salt River Project also provides transmission, distribution, metering facilities and electricity to all customers of Electric District No. 6.

#### San Carlos Irrigation Project

The U.S. Bureau of Indian Affairs' San Carlos Irrigation Project provides electrical power to the Gila River Indian Community and non-tribal communities in the central and eastern portions of Pinal County. Some of these areas include the Town of Florence, Oracle and Dudleyville.

#### Trico Electric Cooperative

Trico Electric Cooperative services a small portion of southern Pinal County, which includes the community of Saddlebrooke and the Tohono O'odham Nation.

The service areas of the above electrical power providers are indicated on the Electrical Power Provider map in Appendix A of this incident annex.

#### *Western Area Power Administration*

The Desert Southwest Region of Western Area Power Administration (WAPA) sells and delivers hydropower to wholesale customers in Arizona, southern portions of California and Nevada. These wholesale customers include rural electric cooperatives, public utilities and irrigation districts, tribal communities, and U.S. Bureau of Reclamation. In Pinal County these wholesale customers include, but not limited to, Electric Districts No. 1, 2, 3, 4, 5, and 6, Salt River Project, San Carlos Irrigation Project, Central Arizona Project, and the Tohono O'odham Nation.



### *Western Electricity Coordinating Council*

Western Electricity Coordinating Council (WECC) is the successor to Western Systems Coordinating Council (WSCC). Western Electricity Coordinating Council is responsible for promoting and coordinating bulk electric system reliability among the industry stakeholders in fourteen (14) western U.S. states, two (2) Canadian provinces, and the northern portion of Baja California, Mexico (WECC 2012). The Western Electricity Coordinating Council coordinates the operating and planning of its members to reduce transmission power loads through the electrical power grid to prevent the probability of power grid failure, such as the grid failure of 1996. According to *Western Electricity Coordinating Council 10-Year Regional Transmission Plan Summary*, power loads are projected to increase fourteen percent (14%) from 2009-2020. This increase is due to the population growth in the region.

### *Power Failure*

Electric power failures can be caused by natural events (e.g., extreme heat, monsoon storms, snow storms, wildland fires), man-made incidents (e.g., vehicle accident, structural fire) or equipment failure. The following incidents are the most common occurrence for electrical power failures in the county.

### **Wildland Fires**

Wildland fire season is typically during the early months of the summer. Long distance transmission lines transverse through areas of vegetation in Arizona and adjacent states. Wildland fires in these areas may have the potential to damage the transmission lines that provide electricity to consumers in the county. Damage to these lines may disrupt electrical power to a large portion of the county.

### **Monsoon Storms**

Monsoon storms typically occur between the months of July and September. These storms can produce violent thunderstorms, high winds and lightning, which can damage generation facilities, transformers, and transmission lines resulting in a sudden disruption of electricity. Such disruptions are localized to small geographic areas.

### **Extreme Heat**

Summer months are peak demand periods for the consumption of electricity in Pinal County. These peak demands are caused by the extreme heat the county experiences from June to September of each year. If the demands are too high, the electric providers will implement the "rotating outages" or load management plans.

### **Rotating Outages**

In the event of a high power demand or damage to transmission lines and other electrical structures, Arizona Public Service and Salt River Project are the only electric providers, in Pinal County, that can initiate "rotating outages." Arizona Public Service and Salt River Project both employ the use of involuntary curtailments in the form of "rotating outages" rather than taking the risk of further degradation of the electric system. When "rotating outages" occur, service will be cut off to circuits servicing one or more areas, each of which contains approximately 750 homes or their equivalent. These outages will generally last approximately twenty (20) minutes to one (1) hour for each circuit disconnected. Service is then interrupted in other set areas and is restored to the areas that just



experienced the outage. This process is repeated until power demands fall to the point at which power can be restored throughout the electric providers' service areas. The electric providers have identified and will continue to provide electricity during a "rotating outage" to critical infrastructures, such as hospitals, water treatment plants, and 911 Call Centers.

Electric providers, other than Arizona Public Service and Salt River Project, do not have the capability to initiate "rotating outages." These electric providers will implement their respective load management plans which enable them to control electrical capacity during peak demand periods.

### **Equipment Failure**

Electrical equipment failure typically occurs during extreme heat periods, which high consumer demands stress the electrical providers' equipment (e.g., transformers). These types of events usually involve aging equipment.

### ASSUMPTIONS

- Complete electric power failure throughout Pinal County is unlikely. The large number of electrical providers, the establishment of purchase agreements from different electrical sources, and improvements made in power grid transmission reliability improves the probability that electrical power will be available in some areas of the county when outages occur in other areas
- Critical infrastructure to public health, safety and welfare located within Arizona Public Service and Salt River Project service areas will be exempt from "rotating outages." For the purpose of this annex, critical infrastructures do not include police, fire or other emergency response facilities
- In the event of damage to or destruction of the electrical systems, electrical providers will put forward their best effort to restore service to the affected area as quickly as possible.
- Electrical providers have emergency operations plans for restoring disrupted service, and many maintain Emergency Operations Centers (EOC)
- Each electrical provider will activate their respective emergency response plans, and direct and control their emergency response resources and personnel
- A major emergency or disaster affecting a wide area may require extensive repairs and/or reconstruction of the damage electrical distribution system, which may take considerable time to complete
- Outages to electrical distribution systems may create secondary hazards, such as:
  - Public health and medical related issues
  - Traffic control devices may not operate
  - 9-1-1 systems may be unavailable for emergency calls
- Local businesses and financial institutions may not be able to conduct financial transactions
- Local grocery store and restaurants may have to dispose perishable food products
- Pharmacies may be unable to dispense medications
- Hazardous materials related incidents at industrial facilities



- Water utility companies and privately owned wells may be unable to provide potable water to their customers or users; and
- Wastewater treatment facilities may not function to provide sanitation services
- Not all individuals on life-support equipment have made provisions for an electrical power outage emergency
- Power providers not regulated by the Arizona Corporation Commission are not required to notify local and county emergency management offices of power outages within their service areas
- Seasonal weather will determine the level of activation of emergency response resources and operations

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex shall be the Pinal County Office of Emergency Management (PCOEM). Support agencies are listed in the beginning of this incident annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations

As a general rule, the county's EOC will not be activated during a "rotating outage" event. However, the Office of Emergency Management will coordinate closely with the electrical power provider to ensure that local and county governmental agencies of the affected areas are notified as far in advance as possible.

Unless notified otherwise, notifications to local governmental agencies will be through their respective law enforcement dispatch centers and emergency management offices.

If the power outage is expected to last for an extended period of time and/or affects a major portion of the county, the EOC may be activated to coordinate mass care and shelter operations.

Incorporated cities, towns and tribal communities will direct and control emergency operations and manage resources within the respective jurisdictions. County support and resources will be made available to local and tribal communities through mutual aid agreements and/or upon a declaration of an emergency. If local and county resources are totally committed, the county will activate mutual aid agreements or issue a declaration of emergency to request state assistance and resources. The county will coordinate state assistance and resources through the Arizona Division of Emergency Management.

If the power outage occurs during the period of extreme heat, cooling centers will need to be activated in a shorter period of time than during the cooler months of the year.



## Communication and Notification

### *Communications*

It is essential to provide individuals impacted by a power outage with information on the status of the outage. Such information should include anticipated time it will take to restore service, recommendations on dealing with the consequences of an electrical outage, conservation measures, and information on sources or essential life support items.

A power outage may disrupt modern communication systems that are typically used to communicate with individuals of the affected areas or between emergency responders. Local and county agencies, non-governmental organizations and the private sector may have to resort to non-traditional methods of communications to inform the general public of the emergency incident and the location of shelters or cooling centers. These methods may include door-to-door notifications or posting notices in public areas. Information distributed to the public and media relating to the power outage should be developed between the respective electrical provider and the county for an accurate and consistent message.

### *Notification*

- Arizona Public Service and Salt River Project will notify Pinal County Office of Emergency Management (PCOEM) and the Sheriff's Office Dispatch Center of a power outage lasting more than eight (8) hours in the unincorporated areas of the county
- Arizona Public Service and Salt River Project will notify the county prior to the occurrence of "rotating outages." except in the case of an emergency "involuntary curtailment" where a major electrical disturbance threatens the interconnected transmission system with outage conditions. These emergency involuntary curtailments happen automatically to protect the Bulk Electric System
- Upon the notification of an emergency power incident, Pinal County Sheriff's Office will notify the PCOEM.

### *Medical Needs*

Power outages, at the very least, are an inconvenient annoyance to most individuals affected by the incident. However, for some it can present life-threatening circumstances. For instance, individuals who use life-saving medical equipment, (e.g., oxygen concentrator, feeding and intravenous pumps, suction pumps, nebulizers, ventilators, or home dialysis machines) are dependent on electrical power for life support. Power outages can also affect those individuals who use mobility devices (e.g., an electric bed, motorized wheel chair or power chair) to perform their day-to-day functions or those that are on medications that require refrigeration (.e.g., IV medication or infusions).

Majority of these electrical devices have emergency battery backups, which the batteries are rechargeable. However, most life-saving medical equipment batteries have an operating life span of anywhere between six (6) to twenty-four (24) hours. This is depending on the type and quality of the equipment. Other equipment (e.g., electrical bed or suction pumps) can be performed by manual devices during an emergency. Those that use oxygen concentrators or nebulizer can use backup oxygen tanks.



It is the imperative that individuals that are dependent on electricity to operate such medical equipment notify and register with their electrical provider. It is also important they have the required emergency backup equipment to function for an extended period of time. Caregivers for these individuals should know how to perform emergency procedures for their clients during an emergency.

Electrical providers should coordinate with emergency response personnel to assist with the medical needs or evacuation of individuals affected by an emergency electric power incident.

#### *Transportation*

An emergency power incident can have an effect on transportation needs, such as evacuation routes, traffic control signals and/or individual transportation needs.

#### **Evacuation Routes**

Evacuation routes can become blocked with down transmission lines making it difficult to evacuate an area, and traffic control signals will stop functioning causing a disruption in traffic flow.

Removing down transmission lines or other electrical equipment in the county right-of-way will be the responsibility of the respective electrical provider that owns the lines. The electrical provider will provide and install barricades, in accordance with Pinal County Public Works regulations, to prevent traffic from traveling through the area of down transmission lines or other electrical equipment.

#### **Traffic Control Signals**

Traffic control signals operating in the unincorporated area of the county and maintained by Pinal County Public Works have uninterruptible power supplies (UPS) to allow the traffic control signals to continue operating for a short period of time during a power failure. If a traffic control signal is inoperative, the drivers of vehicles shall treat the respective intersection as a four-way stop (Arizona Revised Statute §28-645.C).

#### **Transportation Needs**

Some individuals impacted by an electric power emergency may not have the transportation means to evacuate to a shelter. Some functional needs individuals may require specialized transportation vehicles to transport them from their residence to a shelter or to an appropriate care facility.

Hospitals, assisted living facilities and care centers may need assistance with transportation equipment to relocate their clients to a like facility. However, these facilities are required to have a contingency plan in place to address such emergency operations. These contingency plans include backup generators and contracts with professional transportation companies.

#### *Emergency Shelters*

Depending on the extent and duration of a power outage emergency, shelter activations may vary from a cooling center to a large-scale mass care shelter.

All shelter operations shall be conducted in accordance with the Mass Care and Shelter Annex of the Emergency Operation Plan, and state and federal regulations.



## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in a power emergency incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of an actual or potential emergency occurrence toward the electric power industry, it is the responsibility of PCOEM to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

## ASSIGNMENT OF RESPONSIBILITIES

### General

All departments assigned to provide assistance during an electric power outage emergency are responsible for the following actions:

- Designate representatives of their agency/department to provide support and assistance upon request from the PCOEM
- Provide National Incident Management System (NIMS) and Incident Command System (ICS) training to appropriate staff personnel
- Develop internal procedures to conserve electricity to minimize electrical consumption when notified of impending "rotating outages" or the activation of an electrical provider's load management plan. Conservation methods should include turning off inessential power and adjusting thermostats. These methods will assist recovery efforts when electrical providers resume normal operations
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained. These procedures should include instruction to back-up computer files and data on a frequent basis
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field.

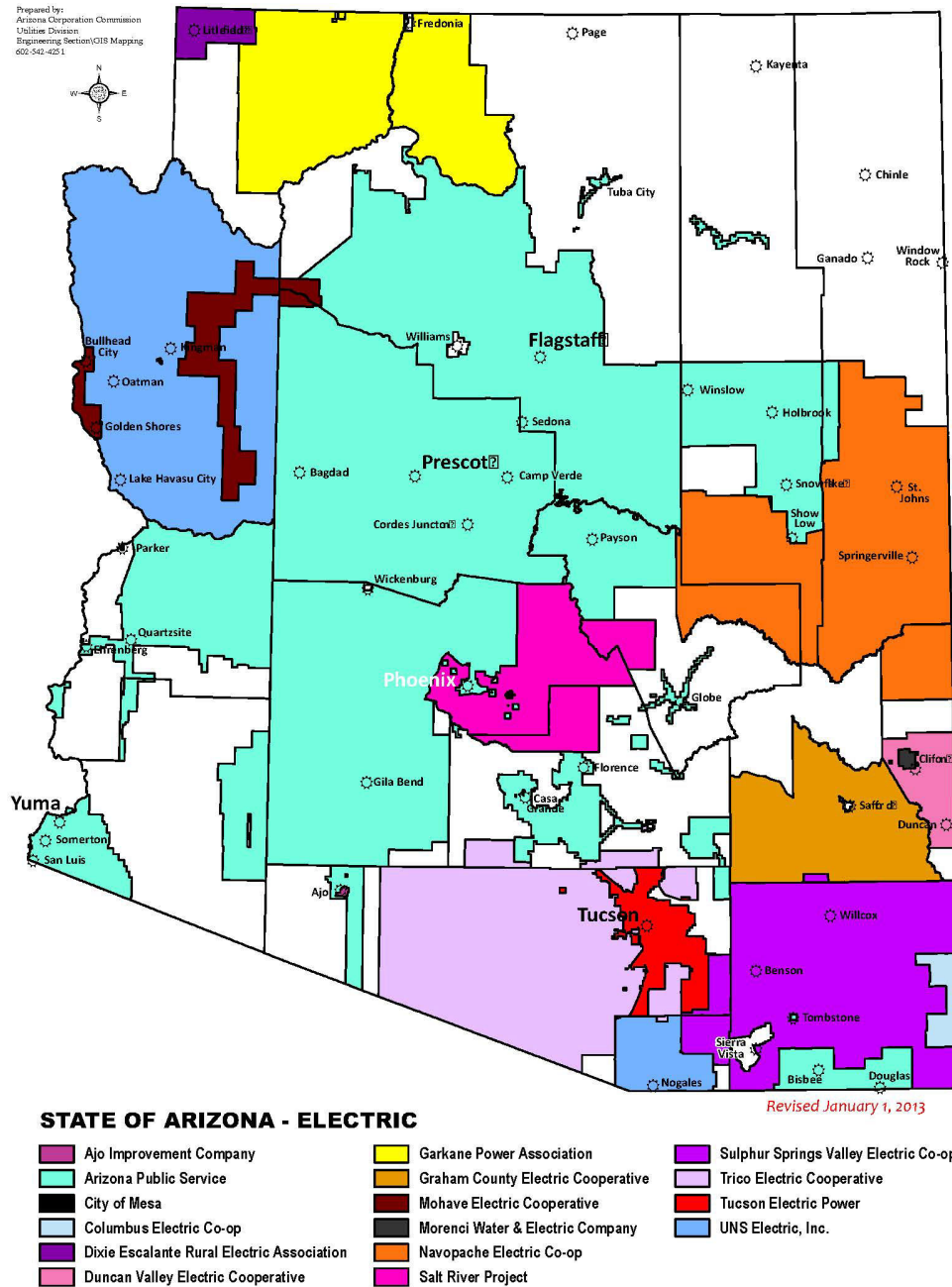
### Emergency Functions

PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Maintaining ongoing contact with the lead and support agencies of this incident annex
- Conducting periodic meetings and conference calls to review this incident annex
- Coordinating effort with corresponding electrical providers, non-governmental organizations (NGO) and the private sector



## APPENDIX A – ELECTRIC PROVIDERS

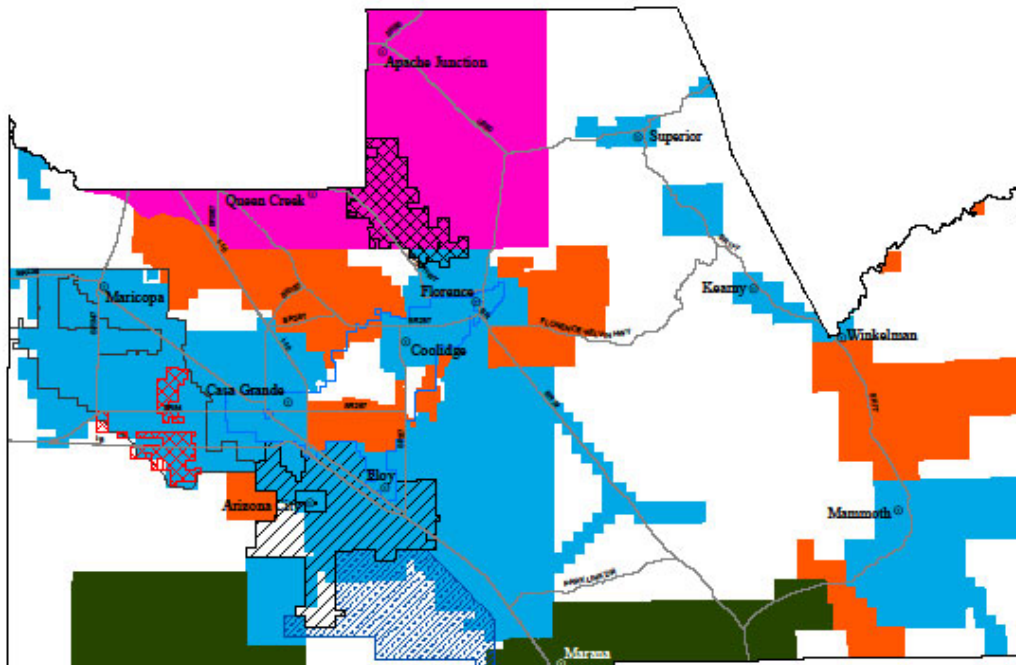


(Arizona Corporation Commission, 2013)



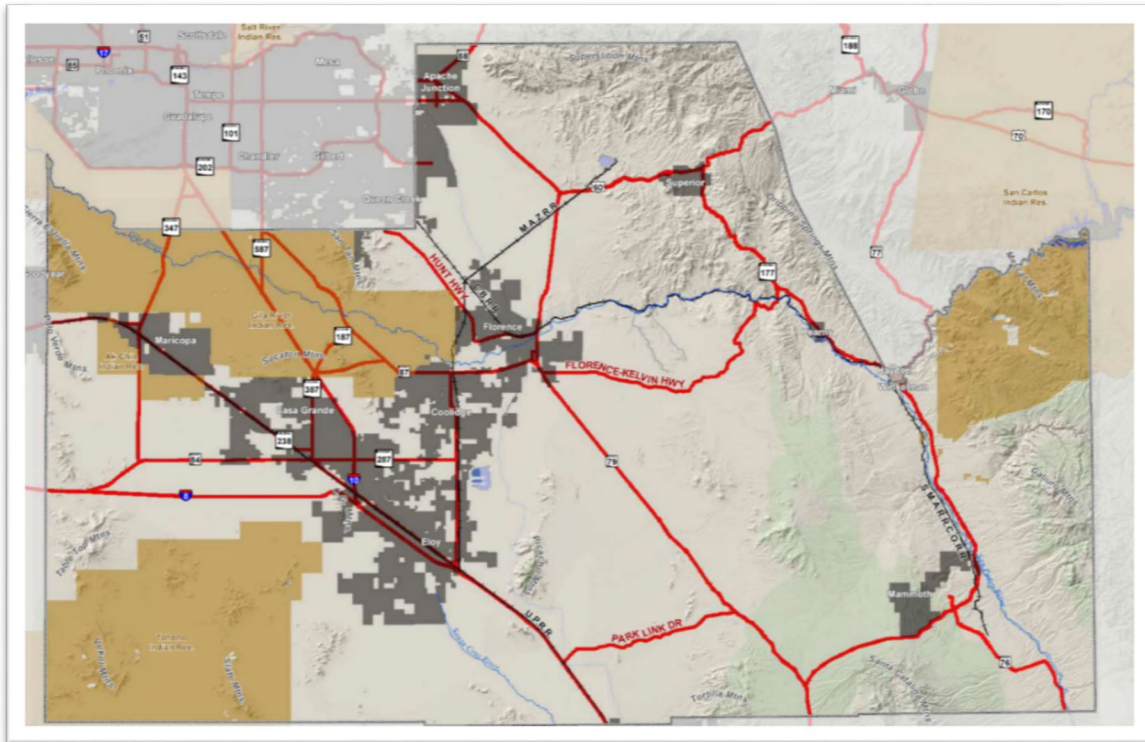


## PINAL COUNTY ELECTRIC PROVIDERS



### **PINAL COUNTY - ELECTRIC**

(Created from Arizona Corporation Commission 2003 map.)



## TERRORISM, LAW ENFORCEMENT, & INVESTIGATION (R. 2016)

Lead Agency:	Pinal County Sheriff's Office
Support Agencies:	<p><u>Local Agencies</u></p> <p>Fire Districts</p> <p>Police Departments</p> <p><u>County Agencies</u></p> <p>Pinal County Attorney</p> <p>Pinal County Public Health Services District</p> <p>Pinal County Office of Emergency Management</p> <p>Pinal County Judicial Branch/Courts</p> <p><u>State Agencies</u></p> <p>Arizona Department of Emergency and Military Affairs (DEMA)</p> <p>Arizona Department of Public Safety (DPS)</p> <p>Arizona Counter Terrorism Information Center (ACTIC)</p> <p><u>Federal Agencies</u></p> <p>Department of Homeland Security (DHS)</p> <p>Department of Justice (DOJ)</p> <p>Federal Bureau of Investigation (FBI)</p>



## INTRODUCTION

### Purpose

The Terrorism, Law Enforcement, and Investigation Incident Annex is intended to define the procedures and roles essential in providing a coordinated response and recovery to a terrorist attack within Pinal County. This annex provides guidance to local, county and state agencies, non-governmental organization, and the private sector with general concept of assignments before, during and following a terrorist attack.

### Scope

The protocols in this annex outline coordinated response and recovery actions to emergency/disaster incidents involving a terrorist attack within the county. An emergency/disaster of this nature is intentional.

## SITUATION AND ASSUMPTIONS

### Situation

- Pinal County may be subjected to a terrorist incident with the lead goal of destroying the public's confidence in the government's ability to protect its citizens. 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 cause
- Potential targets for terrorism threats include political leaders at all levels of municipal, county, state, and federal government, high profile events with media coverage, large crowds, critical and accessible facilities or any facility or person of interest to the terrorist cause
- Tactics used by terrorists to obtain their goals may include bombing, arson, hijacking, kidnapping, creating ecological disasters, occupation of a building, attacks on facilities, sabotage, hostage taking, assassination, and perpetration of hoaxes
- Terrorists method may include conventional weapons or, for more effect, CBRNE (chemical, biological, radiological, nuclear, explosive) devices and weapons
- In a terrorist incident, the area of operations could potentially span a number of political boundaries and involve several jurisdictions

### Assumptions

- Local and county law enforcement agencies have the capability to respond to suspected terrorist incidents and make the determination as to whether or not the incident should be classified as a terrorist act
- Terrorist incidents are unpredictable in nature and size and may require the activation of the Pinal County EOC



- It can be expected that a number of Federal and State agencies will assist local authorities in responding to the incident
- The on-scene law enforcement ICS would be expanded and integrated into the Incident Management System
- The FBI is the lead agency for criminal investigation of terrorist acts or terrorist threats and intelligence collection activities within the United States
- A Unified Command will be established on-scene with representatives from local law enforcement, fire, EMS, and FBI. See Figure 1 – On-Scene Coordination for ICS structure.
- When the threat or incident exceeds the capabilities and resources of the local FBI Field Office, the Special Agent in Charge can request additional assistance from the state, region, and local agencies to augment existing capabilities
- During a terrorist event, operational transition from crisis management to consequence management, and the corresponding shift in lead agency, may be complex. Transition should be immediate and clearly defined, or both crisis management and consequence management operations could overlap

## CONCEPT OF OPERATIONS

### General

The lead agency responsible for the conduct, support and management of this incident annex shall be the Pinal County Sheriff's Office. The support agencies for this annex from local, county, state, and federal agencies are listed at the beginning of this annex.

All county authorized services will be:

- Provided without regard to economic status, race, religious, political, ethnic or other affiliation
- Administered in accordance with all relevant and applicable federal, state and local laws, statutes and regulations
- Local government will assess its capabilities and needs, and request necessary assistance through the Pinal County Emergency Operations Center (EOC) to the State's Emergency Operations Center (SEOC)

### Key Elements

The key elements for an effective response and recovery to a terrorist incident include the following:

- Identify potential terrorist capabilities and intentions, as well as conducting an evaluation of general or specific vulnerabilities
- Maintain a relationship with the Arizona Counter Terrorism Information Center (ACTIC) to receive and provide information regarding potential or known terrorists, potential or expected targets, and methods normally used against these types of targets



- Swift identification and confirmation of type of attack. If the incident is identified as a terrorist act, the Pinal County Sheriff's Office will initiate notification procedures necessary to activate a Federal response
- If the incident involves a chemical, biological, radiological, nuclear, or explosive attack, consider activating Hazardous Materials, Biological Incident, or the Nuclear/Radiological Incident Annex
- Establish an on-scene command post with law enforcement and fire if necessary and develop an on-site control plan
- Activate the EOC
- Control ingress and egress of the affected area. Secure the scene while waiting for a Federal response to a terrorist incident
- Provide information warning the public of the dangers. First responding agencies will work in collaboration with the Joint Information Center to distribute the message through the appropriate media channels

#### Incident Identification

The Pinal County Sheriff's Office will be able to identify the incident based on Standard Operating Procedures (SOP).

#### Notification

Criminal incidents, requiring a significant amount of coordination of county and state resources, shall be brought to the immediate attention of Pinal County's Sheriff. The Sheriff will then initiate the appropriate notifications. All incidents will be reported to the county manager, appropriate county agencies and Arizona Department of Emergency and Military Affairs.

If terrorist activities are suspected in connection with the incident, the lead agency shall notify the Pinal County Sheriff's Office. The Sheriff's Office will then notify the Federal Bureau of Investigation.

#### Activation

Once notified of a potential incident, the lead agency will work out of the Pinal County Emergency Operations Center (EOC). The agencies will coordinate with internal staff, other state and federal counterparts.

If the incident is deemed a terrorist attack, the FBI will be the lead agency for response activities. The FBI Special Agent in Charge (SAC) if the nearest Field Office establishes a Joint Operations Center (JOC) to manage the threat based upon a graduated and flexible response. See Figure 1 for the ICS structure for the JOC.



## Incident Management

Lead and support agencies of this annex shall operate consistent with National Incident Management System (NIMS) standards, which include the Incident Command System (ICS), throughout the disaster event including the recovery and mitigation operations.

## Initiating Response Actions

Initiating response actions to a terrorist attack shall include the implementation of an integrated ICS.

Initiating response actions includes an assessment of needs from the lead and supporting agencies, and the implementation of an investigation by law enforcement entities (local, county, state, and federal) if the incident is intentional. The assessment should:

- Determine whether a criminal investigation into the incident is warranted, ensure proper authorities are notified
- Determine operational periods and develop and distribute incident action plans for the duration of the incident
- Request all outside resources through the Pinal County EOC, if activated; and
- If necessary, establish an incident command post near the affected areas

## Communication and Coordination

Communication and coordination involves establishing lines of communication internally with lead and supporting agencies, and externally with neighboring jurisdictions and the private sector.

Communication and coordination also involves the dissemination of information to advise and inform the public of the incident.

Communication and coordination will be conducted in accordance with the Emergency Operations Plan.

## Recovery

An incident involving terrorist attack in the county could impact the public's confidence in government and economy at the state, national and international levels. Therefore, the recovery phase for a terrorist attack is just as important as the response phase. A well-executed recovery operation will ensure there is public confidence in government and that the daily lives of the public can resume rapidly. A quick recovery will help ensure that the market becomes re-established for goods in a short time period. The following items could be utilized to assist in a quick recovery:

- Determine the conditions under which recovery would be complete
- Track cost for reimbursement
- Conduct judicious communication sessions with the media and the public to address concerns and/or rumors



- Establish a recovery team at the onset of the emergency to resolve long-term issues to foster long-term economic recovery and build public trust in government. This team will also evaluate economic implications and consequences; and
- Identify and report deficiencies and improvements for this incident annex

## ORGANIZATION ROLES AND RESPONSIBILITIES

### Organization

The functions of the lead and support agencies participating in a food and agriculture incident shall be carried out in the framework of the Basic Plan, and in accordance with the NIMS protocols.

Upon official notification of an actual or potential emergency occurrence toward the food and agriculture industry, it is the responsibility of PCOEM to receive and evaluate all requests for assistance and resources, and to disseminate such notification to all appropriate local, county and state agencies.

### Assignment of Responsibilities

#### *General*

All departments assigned to provide assistance during a food and agriculture emergency are responsible for the following actions:

- Designate representatives of their agency to provide support and assistance upon request from the PCOEM
- Ensure that appropriate Standard Operating Procedures (SOPs) are developed and maintained
- Maintain current notification procedures to insure trained personnel are available for extended emergency duty in the EOC and, as needed, in the field

#### *Emergency Functions*

PCOEM has lead responsibility to provide the following preparedness functions:

- Pre-incident planning and coordination
- Provide NIMS and ICS training to appropriate staff personnel
- Maintaining ongoing contact with the lead and support agencies of this incident annex
- Conducting periodic meetings and conference calls to review this incident annex
- Coordinating effort with corresponding non-governmental organizations (NGO) and private-sector



**Figure 1 – On-Scene Coordination**

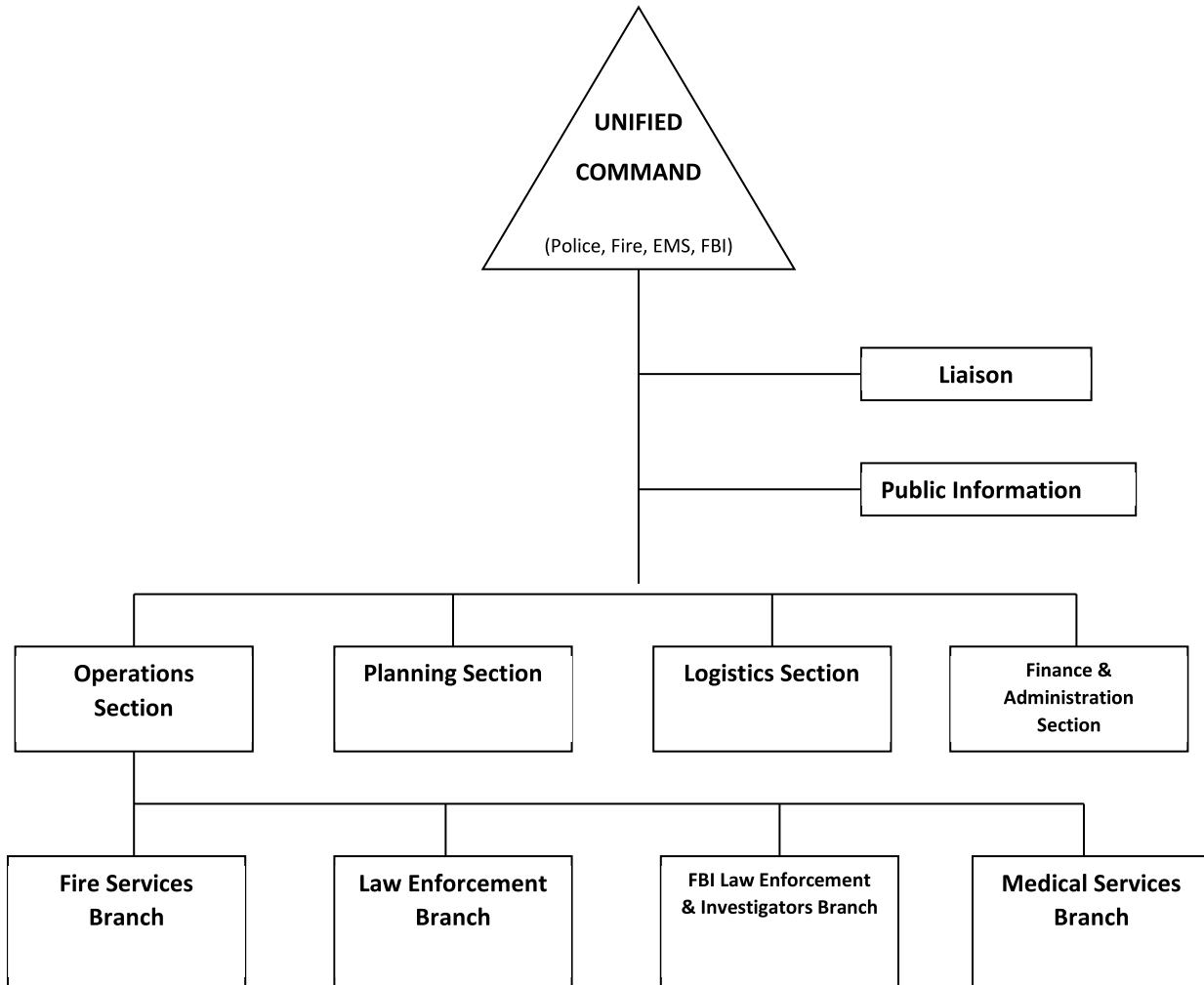
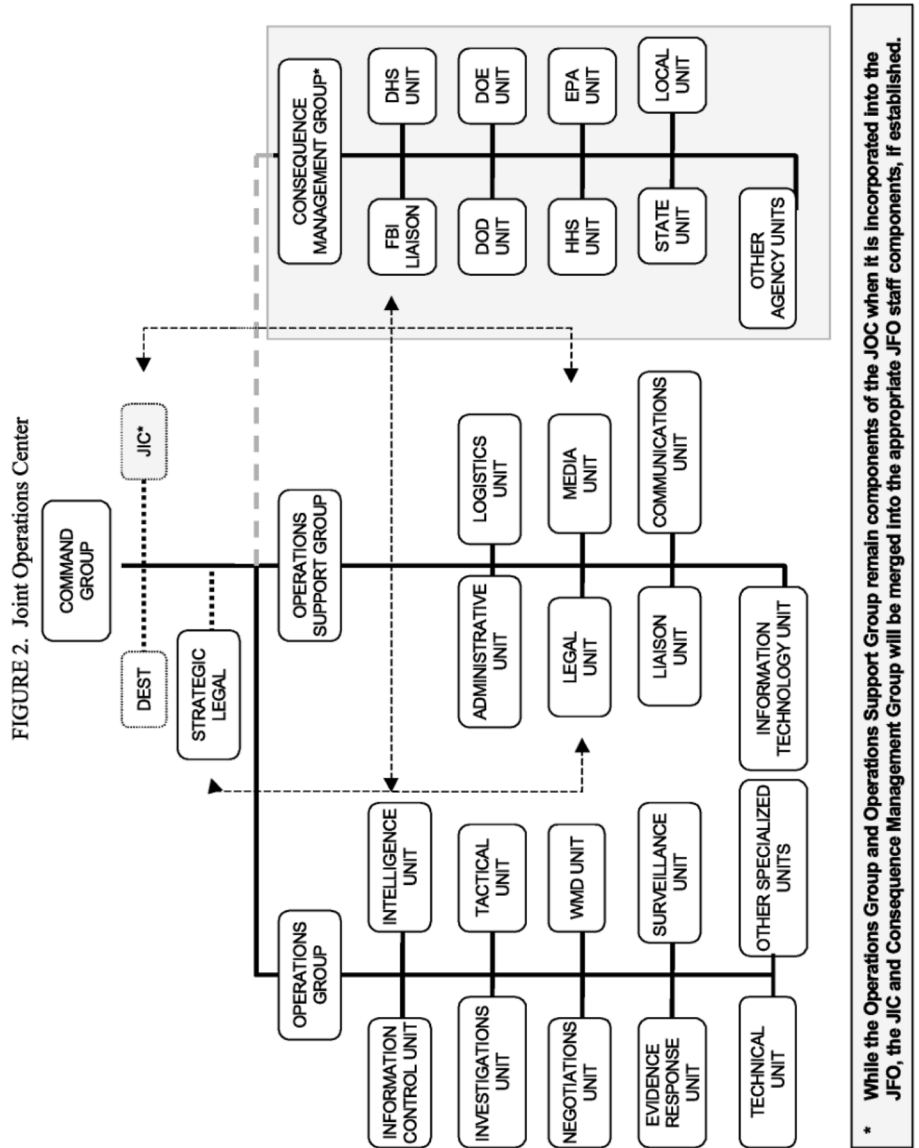






Figure 2 – Typical JOC Organization



December 2004

Terrorism Incident Law Enforcement and Investigation Annex  
National Response Plan

TER-6 |



