



BOARD OF SUPERVISORS AGENDA ITEM REPORT

Requested Board Meeting Date: June 22, 2021

Title: Pima County Emergency Operations Plan (EOP) 2021

Introduction/Background:

In an effort to reduce the risk and effects of natural and human-caused disasters, including loss of life and property, human suffering, economic disruption, and disaster assistance costs, the Pima County Office of Emergency Management has developed the Pima County Emergency Operations Plan (EOP) 2021.

Discussion:

The EOP is the primary County plan and structure by which Pima County conducts emergency and disaster operations through all the Federal Emergency Management Agency (FEMA) recognized comprehensive phases of emergency management to include prevention, protection, mitigation, response, and recovery.

Conclusion:

Pima County will have a current EOP in place which will provide a strategic, overarching emergency management structure and processes that Pima County will utilize to respond to and initially recover from an event(s).

Recommendation:

Approval of the 2021 EOP will allow Pima County to have a well-written and comprehensive emergency operations plan in place that will be able to be carried out to minimize losses and expedite emergency response.

Fiscal Impact:

No cost to Pima County.

Board of Supervisor District:

☐ 1 ☐ 2 ☐ 3 ☐ 4 ☐ 5 ☒ All

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Department Director Signature/Date: *[Signature]* 6/14/21

Deputy County Administrator Signature/Date: *[Signature]* 6/15/2021

County Administrator Signature/Date: *C. DeHebbary* 6/15/21

RESOLUTION NO. 2021 - _____

**A RESOLUTION OF THE PIMA COUNTY BOARD OF SUPERVISORS
TO APPROVE AND ADOPT THE PIMA COUNTY
EMERGENCY OPERATIONS PLAN 2021**

WHEREAS, the Board of Supervisors recognizes that Pima County is vulnerable to many hazards and threats, both natural and human-caused, which are common to communities across the nation; and

WHEREAS, emergency and disaster planning is crucial to effectively protect the people, property, economy, environment, and the natural and historic resources of Pima County; and

WHEREAS, the Pima County Board of Supervisors is committed to maintaining a safe, prepared, and disaster-resilient community for its constituents and visitors; and

WHEREAS, well-written and comprehensive emergency operations plan carried out by knowledgeable and well-trained personnel can and will minimize losses and expedite emergency response; and

WHEREAS, the Board of Supervisors has supported standardized emergency incident management by the adoption of RESOLUTION NO. 2005-179, which proclaimed that the Federal Emergency Management Agency (FEMA) and the National Incident Management System (NIMS) will be the only method by which all emergency incident management is to be structured and coordinated in Pima County.

NOW, THEREFORE, BE IT RESOLVED that the Pima County Board of Supervisors:

1. Accepts and approves the Pima County Emergency Operations Plan 2021 ("PCEOP") as the overarching County plan and structure by which Pima County conducts emergency and disaster coordination and response through the FEMA recognized phases of emergency management.
2. Authorizes the County Administrator, or their designee, to act on behalf of the Pima County Board of Supervisors to carry out and implement the Pima County Emergency Operations Plan 2021 and its key elements.
3. Authorizes the County Administrator, or his/her designee, to make changes and to modify the Pima County Emergency Operations Plan as to plan structure; terminology and jargon; charts; authorities and reference documents; changes in agency or department titles; department/agency roles and responsibilities; statute/law/ordinance amendments; revisions according to after-action reports that enhance plan effectiveness; change in threat/hazard profile; and change in elected officials.

4. This Pima County Emergency Operations Plan 2021 supersedes all other such previous Pima County Emergency Operations Plans.

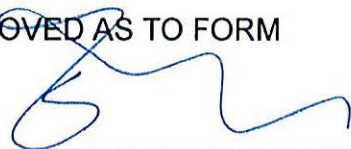
PASSED AND ADOPTED by the Board of Supervisors, Pima County, Arizona this
_____ day of _____, 2021.

The Honorable Sharon Bronson, Chair
Pima County Board of Supervisors

ATTEST:

APPROVED AS TO FORM

Julie Castañeda, Clerk
Pima County Board of Supervisors



Jonathan Pinkney
Deputy County Attorney



PIMA COUNTY

Emergency Operations Plan

May 2021

Produced by:
Pima County Office of Emergency Management

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LETTER OF PROMULGATION

To: Officials and Employees of Pima County

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

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

The PCEOP was developed for each Pima County department and local jurisdictions and agencies with emergency response and management responsibilities. The Plan content follows the Arizona State Emergency Response and Recovery Plan (AzSERRP) and the National Response Framework (NRF).

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

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

The Pima County Board of Supervisors gives its full support to the PCEOP and urges all public employees and individuals to prepare for times of emergency before they occur.

Approved:

Honorable Sharon Bronson
Chair, Board of Supervisors

Julie Castañeda
Clerk of the Board of Supervisors

Date (Seal of the Clerk of the Board of Supervisors)

AUTHORITY AND IMPLEMENTATION

The Pima County Emergency Operations Plan or Plan is the framework for emergency responders, Pima County governmental departments, and supporting agencies to effectively coordinate and collaborate, before, during, and after an emergency or disaster in order to provide a comprehensive response.

The Chairperson and the Board of Supervisors authorize the Director of the Pima County Office of Emergency Management, as directed by the County Administrator, to make changes and updates to the Plan that do not materially affect the overall planning approach and do not radically change responsibilities of senior county officials or county departments. Changes will be recorded in the record of changes.

The Plan is published in support of the State of Arizona Emergency Response and Recovery Plan and is in accordance with Arizona Revised Statutes, Title 26, Chapter 2. This Plan supersedes all previously published copies of the Pima County Emergency Operations Plan.

Date

Chair, Board of Supervisors

Clerk of the Board

Date

ANNUAL REVIEW

Department of Emergency Management Reviewer	Date of review

RECORD OF CHANGES

A more detailed Summary of Changes is on file with PCOEM, along with all stakeholder correspondence, comments, and recommendations.

Change Number:	Pima County EOP Revisions/Changes:	Effective Date:	Changes / Approved By:
2016-001	All references to acronym "ADEM" changed to "DEMA." Reflects change at state organizational change in title.	04/2016	AED/JCG - PCOEM
2016-002	ESF-5 title changed from "Emergency Management" to "Planning and Information" follows FEMA change.	04/2016	AED/JCG - PCOEM
2016-003	ESF-13 title changed from "Public Safety and Law Enforcement" to "Public Safety and Security" to conform with FEMA ESF title.	04/2016	AED/JCG - PCOEM
2016-004	Add "Flood Annex" to Incident Specific Annexes.	04/2016	AED/JCG - PCOEM
2016-005	Change all references to "PCOEMHS" to "PCOEM."	04/2016	AED/JCG - PCOEM
2016-006	Delete "and Homeland Security" from title of Pima County Office of Emergency Management.	04/2016	AED/JCG - PCOEM
2016-007	Remove references to "Coordinating Agencies" from ESFs, will only have ESF Primary and Support Agencies.	04/2016	AED/JCG - PCOEM
2016-008	Delete PPD-8 Appendix 5 of EOP Base Plan. It is incorporated now into the EOP "Federal Emergency Planning Guidelines" section with overviews of the National Preparedness Goals (National Prevention Framework, National Protection Framework, National Mitigation Framework, National Response Framework, and National Disaster Recovery Framework) and National Preparedness System.	04/2016	AED/JCG - PCOEM
2016-009	Delete "VOAD" and change to "COAD." No longer using Voluntary Organizations Active in Disasters (VOADs) locally now using local Community Organizations Active in Disasters (COADs).	04/2016	AED/JCG - PCOEM
2016-010	Change PCEOC "Standard Operating Procedures (SOPs)" to "Standard Operating Guidelines (SOGs)."	04/2016	AED/JCG - PCOEM
2016-011	PCEOC Support Sections "Chiefs" changed to "Managers" to align with SEOC changes in terminology.	04/2016	AED/JCG - PCOEM
2016-012	PCEOC activation levels changed from five levels to two – Active and Inactive.	04/2016	AED/JCG - PCOEM
2016-013	Delete Community Partnership of Southern Arizona (CPSA) as the Regional Behavioral Health Authority (RHBA) and change to Cenpatco Integrated Care.	04/2016	AED/JCG - PCOEM
2016-014	Delete "RACES" from EOP. Reorganization replaces function with PCOEM Communications (Comm) Group.	04/2016	AED/JCG - PCOEM
2016-015	Add "Climate Change and Potential Impacts to Pima County EOP" section to be in accordance with FEMA doctrine.	04/2016	AED/JCG - PCOEM

Change Number:	Pima County EOP Revisions/Changes:	Effective Date:	Changes / Approved By:
2018-01	Updated the National Preparedness Goal from 2011 to 2015	04/2018	GMF/JCG PCOEM
2018-02	Changed The National Preparedness Goals set of identified core capabilities from 31 to 32 per the updated NPG	04/2018	GMF/JCG PCOEM
2018-03	Corrected the Response mission area core capabilities from 14 to 15	04/2018	GMF/JCG PCOEM
2018-04	Deleted Public and Private Services and Resources from the Response mission core capabilities list and added Fire Management & Suspension and Logistics & Supply Change Management.	04/2018	GMF/JCG PCOEM
2018-05	Deleted all reference to The Tucson Urban Area Security Initiative (TUASI). Tucson is no longer under the UASI program.	04/2018	GMF/JCG PCOEM
2018-08	Deleted reference to the Tucson Urban Area Security Initiative (TUASI) Regional Planning Cooperative (RPC) since that cooperative disbanded soon after Tucson lost UASI status.	04/2018	GMF/JCG PCOEM
2018-06	Updated the drafted and approved dates for The Pima County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP).	04/2018	GMF/JCG PCOEM
2018-07	Updated reference to the Pima County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) to 2017 version.	04/2018	GMF/JCG PCOEM
2018-08	Updated reference to the Arizona State Emergency Response and Recovery Plan (AZSERRP) to the 2017 version.	04/2018	GMF/JCG PCOEM
2018-09	Removed reference to the Pima County Local Emergency Planning Commission (LEPC) HAZMAT Plan, 2012. This plan is superseded by ESF-10 Hazardous Materials and the HAZMAT Special Operations Team Standard Operating Guidelines.	04/2018	GMF/JCG PCOEM
2021-01	A full review and update was completed which requires BOS approval	05/2020	GMF/SC PCOEM

TABLE OF CONTENTS

LETTER OF PROMULGATION	i
AUTHORITY AND IMPLEMENTATION	ii
ANNUAL REVIEW	iii
RECORD OF CHANGES	iv
TABLE OF CONTENTS	vi
INTRODUCTION	1
PURPOSE, SCOPE, AND APPLICABILITY	2
Purpose.....	2
Scope.....	2
Applicability	2
SITUATION OVERVIEW AND ASSUMPTIONS	3
Situation Overview	3
Planning Assumptions	4
PLAN STRUCTURE	5
Base Plan.....	5
Emergency Support Functions, Support, and Incident-Specific Annexes	5
Emergency Support Function Annexes.....	6
Support Annexes.....	7
Incident-Specific Annexes	7
Supplementary Documents	8
CONCEPT OF OPERATIONS.....	8
Limitations	9
Whole Community Approach	9
Community Lifelines	10
Pima County Emergency Operations Plan Activation	11
Pima County Emergency Operation Center Activation and Coordination	11
Multi-Jurisdictional Incidents	12
PCEOC Deactivation and Demobilization.....	12
Recovery Operations.....	12
DIRECTION, CONTROL, AND COORDINATION	12
ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES	14
Pima County Government.....	14
Non-Governmental Organizations (NGOs)	16
Private Sector Partners	16
State Government.....	17
Federal Government Support.....	17

INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION	18
Pre-Incident.....	18
Response	18
COMMUNICATIONS	18
ADMINISTRATION, FINANCE AND LOGISTICS	19
Administration	19
Finance.....	20
Logistics.....	21
EMERGENCY/DISASTER DECLARATIONS	21
PLAN DEVELOPMENT AND MAINTENANCE	22
Coordination and Approval.....	23
Public Requests.....	23
Training and Exercises.....	23
AUTHORITIES AND REFERENCES	24

INTRODUCTION

The Pima County Emergency Operations Plan (PCEOP), or Plan is an all-hazards plan addressing Pima County's hazard and threat environment, including natural, technological, and human-caused emergencies or disasters. The PCEOP is written to support the Pima County Office of Emergency Management's (PCOEM) mission to provide emergency management capabilities to the citizens of Pima County.

The PCEOP integrates, supports, and is consistent with all applicable state and federal guidance, as listed in the Authorities and References section, and utilizes the National Incident Management System (NIMS), the Incident Command System (ICS), and the Emergency Support Function (ESF) format as a basis for the structure.

The Plan is designed as a Whole Community document identifying Pima County Government's roles and responsibilities during an emergency or disaster. The PCEOP does not include procedures; operational level details are left to the appropriate county departments or agencies for development, revision, and implementation.

The PCEOP is a major component of Pima County's comprehensive emergency management program, which addresses the five phases of emergency management as defined in the National Preparedness Goal:

- **Prevention** is composed of the capabilities necessary to avoid an incident or to intervene to stop a terrorist incident from occurring. Prevention is the action taken to prevent a threatened or actual incident from occurring.
- **Protection** includes capabilities necessary to secure against acts of violence and manmade or natural disasters. Protection focuses on ongoing actions that protect people and property from a threat or hazard.
- **Mitigation** includes those capabilities necessary to eliminate or reduce the loss of life and property damage by lessening the impact of the event or emergency; with the goal of ensuring the safety and security of citizens, infrastructure protection, economic stability, and reducing the likelihood that threats and hazards will happen.
- **Response** addresses the capabilities necessary to stabilize an emergency once it has already happened or is certain to happen in an unpreventable way; establishes a safe and secure environment to reduce casualties, save lives, stabilize community lifelines, protect property and the environment, meet basic human needs and facilitate the transition to recovery.
- **Recovery** is composed of the core capabilities necessary to assist communities affected by an incident to recover effectively. Short-term recovery is any activity that will return vital life-support systems and critical infrastructure to minimum operating standards and, in the long-term, any activity designed to return life to normal or to an improved state.

The following outlines the key concepts of the PCEOP and the key concepts used by the PCOEM in all phases of an emergency:

- Whole Community partners are engaged in all aspects of the all-hazards emergency management structure. Encompassing a systematic and coordinated incident management approach to incident management activities to ensure an effective response to all hazards faced by the Whole Community.
- Provides the framework for the development of detailed procedures, and contingency planning for all hazards.
- This Plan is flexible and scalable to fit the size of the response to all emergencies from simple to complex.

- Involves all responding departments and agencies utilizing the NIMS and the ICS.
- Utilizes the ESF approach to ensure the deployment of crucial resources, assets, and personnel in response to an emergency.

PURPOSE, SCOPE, AND APPLICABILITY

Purpose

The PCEOP provides an overview of the County's emergency management structure and the responsibilities assigned to various county departments, non-governmental agencies, and the private sector, during emergencies and disasters.

The direction and guidance provided in this Plan constitutes a directive to county departments and support agencies to prepare for and execute tasks to ensure emergency and disaster response services and activities are accessible and usable to all individuals regardless of disability, access, or functional need. This Plan is committed to the principle that it takes the full range of government, private sector, non-government, faith-based, and volunteer groups to successfully meet the public's needs during times of disaster. Persons with disabilities, access, and functional needs will be included in local emergency planning, training, and exercise processes.

Scope

The PCOEM is the lead agency for planning the effective use of available resources and the coordination of appropriate emergency functions in response to situations beyond the capability of a single agency, department, or political subdivision.

The PCEOP establishes a comprehensive, county-wide structure to provide for effective and efficient coordination of Pima County regional emergency management activities. Any portions of this Plan may be activated in response to, or in anticipation of, an impending or projected event or hazard with an anticipated threat to life or property.

Applicability

The PCEOP applies to those county departments listed within the ESFs as Primary and/or Support Agencies, and may expand to include county departments not listed that may:

- Be tasked to provide an emergency response or recovery assistance.
- Require emergency assistance to perform critical missions and services as directed per statutory requirements.

The PCEOP also incorporates Whole Community partners such as:

- Any political subdivision within the county that requires, or is capable of providing assistance.
- Any Tribal government located within Pima County that requests County emergency assistance, or is capable of providing assistance.
- Any non-governmental organization (NGO) or private sector partner that requires, or is capable of providing assistance.
- Any organization considered a Critical Infrastructure/Key Resource (CI/KR) and requiring, or is capable of providing, emergency response or recovery assistance.

Pima County respects the authority of incorporated municipalities and federally recognized tribes and their ability to utilize their emergency plans and resources and stand at the ready to support in the event they become overwhelmed and require assistance and upon request. No provision of the PCEOP is intended to circumvent, alter or conflict with any state, local or federal laws. If any of the provisions of the PCEOP should inadvertently circumvent, alter or conflict with any state, local or federal laws, the laws shall prevail over the PCEOP.

SITUATION OVERVIEW AND ASSUMPTIONS

Situation Overview

Pima County is located in southern Arizona, encompasses 9,184 square miles, and shares a 120-mile border in common with Mexico. It is within the Basin and Range Physiographic Province, characterized by steep northwest-trending rocky mountain ranges separated by sandy basins. Pima County is nearly half federal land including the Coronado National Forest occupying the mountain “sky islands” and the Tohono O’odham Nation that divides the County east to west. East of the Baboquivari Mountains is the most densely populated area. It is separated by the Tucson and Sierrita Mountains. There are two alluvial basins, Avra Valley to the west and the Tucson basin in the east. Avra Valley to the west is developed predominantly as low-density residential. In the east, the Tucson basin includes the City of Tucson built around the Santa Cruz River and its major tributaries the Rillito, Canada del Oro, and Pantano Washes. The Tohono O’odham Nation is largely bounded by the Baboquivari Mountains to the east and the Pozo Redondo Mountains to the West. West of the Nation is the towns of Ajo, Lukeville, and Why.

The county varies in elevation from desert valleys at roughly 1,200 feet to the 9,185-foot peak of Mount Lemmon and is home to diverse plant and animal communities. Numerous mountain ranges ring the Tucson basin, including the Santa Catalina, Rincon, Empire, Santa Rita, Sierrita, and Tucson mountains. Two cactus forests traverse the county – Saguaro National Park to the northeast and Organ Pipe Cactus National Monument in the southwestern portion. In addition, Pima County is home to the Cabeza Prieta National Wildlife Refuge nestled along the western boundary of the county and the Coronado National Forest in the eastern portion of the county within the Santa Catalina Mountains and the San Pedro River basin.

Pima County has a temperature climate ranging from average lows of 35 to 45 (F) during the winter months of December through February to average highs between 95 and 105 (F) from June through August at the lower elevations. On the mountaintops, average winter lows are in the 20s (F) and average summer highs are in the 70s. Average annual precipitation in Pima County ranges from 7 to 15 inches in the lower elevations to 25 to 35 inches over the highest mountain peaks. Due to the broad range, even a small shift in extremes can create significant additional risk. As of the 2010 census, there were 980,263 residents that call Pima County home. This is a 6.8% change since the 2000 Census.

Pima County is susceptible to a wide range of natural disasters and emergencies. The Situation Overview of the PCEOP outlines the purpose and need for pre-incident emergency planning, the scope and authority of the planning effort, and the relationship of this effort to effective emergency management activities, interagency cooperation, and resource sharing through mutual aid.

The PCEOP leverages the results of the annual Arizona State Preparedness Report, Threat and Hazard Identification and Risk Assessment (THIRA), and the Pima County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) in order to establish baseline data and identify emergency response related gaps in planning, organization, equipment, training, and exercises. This baseline provides the county and each department with a

fundamental understanding of internal capabilities and limitations for each defined hazard.

Threats and hazards addressed include, but are not limited to, the following:

- Natural hazards, such as floods, wildland, and urban fires, drought, and heat emergencies.
- Human-caused hazards, such as pandemic, terrorist acts involving conventional weapons, weapons of mass destruction (WMDs), and cybersecurity threats. Furthermore, technological and infrastructure hazards, such as transportation system failures and accidents, power failures, dam failures, chemical or other hazardous materials incidents, and radiological or nuclear material releases.

The PCEOP recognizes eight (8) hazards identified in the MJHMP:



- Drought
- Earthquake
- Extreme heat
- Extreme cold
- Flooding
- Landslide
- Severe wind
- Wildfire

Flooding and wildfires are the most prevalent major hazards in Pima County. Pima County has been part of numerous disaster declarations for flooding and there have been other non-declared events of flooding incidents.

Wildfires have a prominent history in Pima County. Pima County has been included in multiple state and federal wildfire disaster declarations, including fires exceeding 100,000 acres.

No single threat or hazard exists in isolation. For example, a wildfire can increase the potential for flooding; debris flows can lead to landslides. The PCEOP, therefore, focuses on core capabilities identified in the National Preparedness Goal (NPG) that can be applied to deal with not only the initial threat or hazards but also the cascading effects.

Planning Assumptions

The PCEOP is based on the following planning assumptions:

- Response priorities are life safety, incident stabilization, and property and environment conservation.
- Incidents begin locally and end locally, and will be managed at the lowest possible jurisdictional level.
- Incidents may occur at any time and with little or no warning.
- Incidents may involve multiple hazards or threats that may impact multiple jurisdictions. Major emergencies and disasters will require a multi-agency, multi-jurisdictional response.
- The Whole Community approach is considered in all operations.
- The recovery process begins during response.
- Incidents may exceed the capabilities of local, county, and tribal governments, and the private sector in the affected area(s) and may necessitate mutual aid from neighboring jurisdictions.
- Resource and policy issues are addressed at the lowest organizational level practicable. Unresolved issues are elevated to the next level for resolution.
- Incidents may require PCEOC activation to coordinate operations and/or resource support.

- Incidents may require integration and significant information sharing across multiple jurisdictions at the local, county, tribal, state, and federal levels, and between public and private sectors.
- Incidents may have significant short-term and long-term impacts, both physical and economic, beyond Pima County.
- Incidents may generate widespread media and public interest that may attract an influx of spontaneous volunteers and donations.
- Incidents may require prolonged incident management operations and support activities and may require long-term recovery activities.
- The principles of NIMS are utilized when coordinating response or supporting recovery from an incident.

PLAN STRUCTURE

The ESF format is the basis for the PCEOP, as recommended in FEMA’S Comprehensive Planning Guide (CPG) 101, and serves as the foundation for the development of the respective local, county, tribal, and NGO plans and procedures in support of the PCEOP. The PCEOP is comprised of a Base Plan, ESFs, Support Annexes, and Incident-Specific Annexes. The PCEOP references the Pima Continuity of Government (COG) Plan and Pima County MJHMP as companion plans that collectively make up the comprehensive foundation of all-hazards emergency planning for Pima County emergency management enterprise. The PCEOP does not include specific plans and procedures.

Base Plan

The Base Plan serves as the foundation for all annexes referenced in the PCEOP. The Base Plan describes the overall county structure, outlines vulnerabilities to potential hazards, planning assumptions concept of operations, roles and responsibilities, actions, and incorporates NIMS, under the countywide approach to emergency management. The Base Plan is designed to integrate the efforts and resources of local, county, tribal, state, private sector, NGOs, and, if necessary the federal government.

Emergency Support Functions, Support, and Incident-Specific Annexes

ESFs, Support Annexes, and Incident-Specific Annexes provide roles and responsibilities from subject matter experts from various county departments and supporting agencies. They are meant to provide an easy-to-use, simplified explanation of necessary actions that county departments and support agencies can reference during stressful and rapidly developing incidents.

The Annexes, when activated support emergency response and recovery operations. Annexes:

- Are an organizational structure for providing the emergency response and recovery support, resources, and program implementation needed to save lives, protect property and the environment, restore essential services and critical infrastructure, and help communities return to normal following an incident.
- Detail the high-level missions, policies, structure, and responsibilities of state agencies for coordinating emergency response and recovery support to local, county, and tribal authorities, and other state agencies.

- Bring together core response and recovery capabilities of county departments and agencies, Private Sector Partners, and NGOs.
- Are coordinated and implemented by a Primary Agency, which is a county department that has been selected based on authorities, resources, and capabilities necessary to support the respective functional areas.
- The appropriate Support Agencies, Private Sector Partners, and NGOs are also selected for each ESF and annex based on their capabilities.
- Include specific actions required of the Primary and Support Agencies.
- May be selectively activated based on the needs of each incident.
- Should be augmented by supporting plans and procedures developed and maintained by Primary and Support Agencies to accomplish their respective operational missions.

Emergency Support Function Annexes

ESF Annexes are activated to support emergency response operations. ESFs identify the specific activities required to support each numbered ESF and describe the required actions of the Primary and Support Agencies before, during, and after the emergency. Staff assigned must have the authority to execute response and recovery operations. Each detail the tasks of all agencies assigned to support in preparing for and responding to an emergency. ESFs facilitate coordination of requested resources among local, county, tribal, state, federal, NGO, and the private sector without superseding any organization's authorities or statutory functions and responsibilities.

The ESF structure is designed to ensure adequate collaboration with all responding entities. Through the Primary and Support Agencies and Private Sector Partners, the structure provides a scalable method that can best address the requirements of each incident.

While ESF Annexes describe the specific tasks, they do not describe the detailed procedures required to perform them. The detailed processes are to be developed internally by the designated primary agencies and support agencies in the form of procedures. The following ESFs are supplemental to the PCEOP Base Plan:

Emergency Support Function (ESF)	Scope	Related ESFs
ESF-1 Transportation	Civil transportation support; transportation safety; restoration/recovery of transportation infrastructure; movement restrictions; damage and impact assessment.	ESF-1, 3, 5, 6, 7, 8, 13, 14 & 15
ESF-2 Communications	Coordination with telecommunications industry; restoration/repair of telecommunications infrastructure; protection, restoration, and sustainment of cyber and information technology resources.	ESF-2, 5, 6, 7, 8, 13, 14 & 15
ESF-3 Public Works and Engineering	Infrastructure protection and emergency repair; infrastructure restoration; engineering services, construction management; critical infrastructure liaison.	ESF-3, 1, 5, 7, 9, 13, 14 & 15
ESF-4 Firefighting	Fire suppression; resource support to rural and urban firefighting operations.	ESF-4, 5, 13 & 15
ESF-5 Emergency Management	Coordination of incident management efforts; issuance of mission assignments; resource and human capital; incident action planning; financial management.	All ESFs

Emergency Support Function (ESF)	Scope	Related ESFs
ESF-6 Mass Care, Emergency Assistance, Temporary Housing, and Human Services	Mass care; disaster shelters/housing; human services.	ESF-6, 1, 2, 3, 5, 8, 11, 13, 14 & 15
ESF-7 Logistics	Resource support (facility, space, office equipment, and supplies, contracting services, etc.); volunteer and donations management.	All ESFs
ESF-8 Public Health and Medical Services	Public Health; medical; mental/behavioral health services; fatality and mortuary services.	ESF-8, 1, 2, 3, 5, 6, 7, 10, 11, 13, 14 & 15
ESF-9 Search and Rescue	Coordinate search and rescue efforts; structural collapse; waterborne; inland/wilderness; urban/rural; air searches	ESF-9, 3, 4, 5, 7, 10, 11, 13, 14 & 15
ESF-10 Hazardous Materials	Oil and hazardous materials (chemical, biological, radiological, etc.) response; environmental safety and short and long-term clean-up.	ESF-10, 1, 2, 3, 4, 5, 7, 8, 9, 11, 12, 13, 14 & 15
ESF-11 – Agriculture and Natural Resources	Drinking water safety and security; food safety and security; animal welfare and disease; natural and cultural resources/historic properties protection and restoration.	ESF-11, 1, 2, 3, 4, 5, 6, 7, 8, 10, 13, 14 & 15
ESF-12 Energy	Energy infrastructure assessment, repair, and restoration; energy industry utilities coordination; energy forecast.	ESF-12, 2, 3, 5, 6, 7, 8, 13, 14 & 15
ESF-13 Public Safety	Crime suppression; criminal investigations; critical infrastructure facility and resource security; security planning and technical and resource assistance; public safety/security support; support to access, traffic, and crowd control.	ESF-13, 1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 14 & 15
ESF-14 Recovery	Social and Economic Community Impact Assessment; Long-Term Community Recovery; Assistance To Other Regional Governments And The Private Sector.	All ESFs
ESF-15 External Affairs	Emergency public information and protective action guidance; media and community relations; VIP and other dignitary affairs.	All ESFs

Support Annexes

The Support Annexes provide additional, in-depth detail of those activities covered in the Base Plan. They are intended to support ESFs with detailed processes and functions necessary to implement a coordinated and comprehensive response to an emergency. Support Annexes describe the framework through which state, county, local governments, tribal entities, volunteer, and non-governmental organizations coordinate and execute the common functional processes and administrative requirements necessary for efficient and effective incident management. Support Annexes are supplemental to the PCEOP Base Plan.

Incident-Specific Annexes

Incident-Specific Annexes address potential major hazards in Pima County requiring specialized application of the PCEOP and describe the variables associated in response to specific incidents. The Incident-Specific Annexes give the situation and planning assumptions of the specific incident, details of the Concept of Operations that may vary based on the specific incident, and incident-specific tasks designated to departments and agencies. Incident-Specific Annexes are supplemental to the PCEOP Base Plan.

While the Annexes describe the specific tasks, they do not describe the detailed procedures required to perform them. The detailed procedures are to be developed internally by the designated primary agencies and support agencies.

Supplementary Documents

The PCEOP serves as the foundation for the suite of supplementary documents that support the purpose and scope of the PCEOP. Supplementary documents have countywide implications and further address policies and operations outlined in the PCEOP.

Each Pima County department will maintain operational plans in support of the PCEOP including Continuity of Operations (COOP) Plans. Agencies that are identified as initial responders (law enforcement, public works, and utilities) to situations within Pima County should have appropriate procedures for response to actual or potential emergency incidents.

Department or agency plans provide details on authorities, response protocols, and technical guidance for responding to and managing specific contingency situations (such as hazardous materials spills, civil disobedience incidents, etc.). These plans may be implemented concurrently with the PCEOP, but are subordinate to the overarching, core coordinating structures, processes, and protocols detailed in this Plan. This helps enable effective and coordinated local incident management operations that are consistent with individual department authorities and references.

CONCEPT OF OPERATIONS

It is the responsibility of the Pima County government to undertake comprehensive emergency management in order to protect life and property. By way of Resolution 2005-179; the Pima County Board of Supervisors formally adopted the principles and practices of the NIMS, including the use of the ICS.

The local government has the primary responsibility for emergency activities. Initial response to emergencies is the responsibility of the appropriate local public safety organization. When the size or complexity of an incident or emergency exceeds the local government's capability, supplemented by normal mutual aid to respond and recover, assistance will be requested from the State government. This aid will be supplied by State resources or out of State mutual aid through the Arizona Mutual Aid Compact (AZMAC) and/or the Emergency Management Assistance Compact (EMAC). The Federal Government will assist the State when appropriate and requested by the Governor or directed by the President.

The PCEOP is written as an all-hazards approach and based upon the concept that:

- Is not focused on any specific threat, but addresses a broad spectrum of potential risks and impacts from any severe incident. This concept focuses on efforts to build, sustain, and deliver mitigation, preparedness, response, and recovery activities by way of ESFs, Support Annexes, and Incident-Specific Annexes to achieve desired outcomes.
- To the extent practical, all available local resources will be committed to the emergency before mutual aid is requested. This is done in a manner that achieves the most effective use of personnel, equipment services, facilities, and other existing available resources. Utilizing the services, resources, and facilities of existing county departments; and when necessary, a call to state and federal agencies, adjoining county agencies, political subdivisions and municipalities, and the private sector to perform emergency tasks and functions to augment county efforts.

- Emergency functions for the various agencies involved in emergency management will parallel their normal, day-to-day functions. To the extent possible, the same personnel and resources will be employed in both cases; however, there may be cases where personnel will have to work outside their normal function.
- Day-to-day functions that do not contribute directly to the emergency operation may be suspended or reduced for the duration of the emergency as directed by County Administration. This will require addressing those activities with a statutory mandate. The efforts that would normally be required for those functions will be redirected to accomplish the emergency task by the agency concerned.
- All legal questions/issues as a result of Prevention, Preparedness, Response, Recovery, or Mitigation actions will be resolved by the County Attorney.
- PCOEM will coordinate with all appropriate agencies, boards, or divisions within the jurisdiction through the jurisdiction's emergency management program.

Pima County response and recovery activities are based on the situational needs related to each unique incident. Specific county department roles and responsibilities are outlined in each ESF. Nothing in the PCEOP alters or impedes the ability of first responders to carry out their specific authorities or perform assigned responsibilities according to their policies and procedures. PCOEM will coordinate with all appropriate agencies, boards, or divisions within the jurisdiction through the jurisdiction's emergency management program. During the response and recovery phases of an incident, coordination will occur via the PCEOC.

Limitations

The PCEOP is adopted as an exercise of the statutory functions of Pima County government to protect and preserve the peace, health, safety, and welfare of the public. Its provisions shall be liberally construed for the accomplishment of these purposes. Pima County neither makes nor implies any guarantees by implementing this Plan. Because local government assets and systems may be damaged, destroyed, or overwhelmed during a catastrophic incident, Pima County can only endeavor to make reasonable efforts to respond based on the situation, information and resources available at the time.

State and federal law provide liability protection to public officials, emergency workers, volunteers, emergency management personnel, and others. See authorities and references for applicable laws.

Whole Community Approach

This Plan is committed to the principle that it takes the full range of government, private sector, non-government, faith-based, and volunteer groups; otherwise known as the Whole Community approach. In keeping with the Whole Community approach, this Plan was developed with the guidance of representatives from Pima County departments and various other stakeholders. The effectiveness of the emergency response is largely predicated on the preparedness and resiliency of the community.

No two disasters are ever the same; yet, virtually all incidents disproportionately affect Access and Functional Needs (AFN) individuals. Pima County recognizes that there is a portion of the County's population who may not be able to successfully plan for and respond to an emergency with resources typically accessible to the general population. AFN refers to persons who may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining health, independence, communication, transportation, support, services, self-determination, and medical care. People in need of additional response assistance may

include those who have disabilities, live in institutionalized settings, are older adults, are children, are from diverse cultures, have limited English proficiency or are non-English speaking, or are transportation disadvantaged. Specific planning considerations will be incorporated throughout the various Annexes.

The PCEOP will comply with both The Rehabilitation Act of 1973 and the Americans with Disabilities Act (ADA) of 1990 to ensure the needs of the Whole community are addressed during the response and recovery phase. Tasked departments will maintain compliance detail within their procedure. The Rehabilitation Act of 1973 and the ADA will be followed in every aspect of this PCEOP. Emergency and disaster response services and activities will be accessible to all individuals regardless of access or functional need.

In disasters, emergency management teams face an array of management challenges, including the care of animals impacted by the disaster. While the care of animals in disasters should never take precedence over the care of people, providing care for animals may facilitate the personal safety and care of a large segment of the human population. The Pets Evacuation and Transportation Standards (PETS) Act of 2006 requires that local and state government emergency operational plans address the needs of owners with household pets and service animals following a major disaster or emergency. For many reasons, including safety, health, economic, environmental, and emotional concerns; care of animals in times of disaster is important to the care of people. Planning for household pets, service animals and livestock in case of disaster is also a human safety issue, ensuring that animal owners and local jurisdictions are well prepared provides additional safeguards and options for them and their animals.

Whole Community is a philosophical approach in how to conduct the business of emergency management.

Benefits include:

- Shared understanding of community needs and capabilities
- Greater empowerment and integration of resources from across the community
- Stronger social infrastructure
- Establishment of relationships that facilitate more effective prevention, protection, mitigation, response, and recovery activities
- Increased individual and collective preparedness
- Greater resiliency at both the community and national levels

Community Lifelines

Community Lifelines is a framework that provides a reporting structure for establishing incident stabilization. If any of the Community Lifelines are disrupted as a result of an emergency or disaster, it is an indicator that lives are in jeopardy or life routine and supply chains are disrupted. The seven community lifelines represent only the most basic services a community relies on and which, when stable, enable all other activity within a community to function. The lifelines are designed to enable emergency managers, infrastructure owners and operators, and other partners to analyze the root cause of an incident impact and then prioritize and deploy resources to effectively stabilize the lifeline.

PRIORITY: Life Saving

EFFORT: Stabilization of Lifelines



A lifeline enables the continuous operation of **government functions** and **critical business** and is essential to **human health and safety** or **economic security**.

Community lifelines provide a common language to facilitate unity of purpose among the Whole Community (federal, state, and local governments, and private sector and non-governmental entities) to prioritize, sequence and focus response efforts towards maintaining or restoring the most critical services and infrastructure. There are seven Community Lifelines:

- Safety and Security
- Food, Water, Sheltering
- Health and Medical
- Energy (Power & Fuel)
- Communications
- Transportation
- Hazardous Material

Pima County Emergency Operations Plan Activation

The authority to activate the PCEOP is not limited to any one County leadership position but may vary depending on an incident and authority over the incident. Therefore, the decision to implement the PCEOP or portions of the Plan may be made by any department director or designee within their designated role and mission as a county department as well as the:

- Chairperson, Board of Supervisors
- County Administrator/Deputy Administrator
- Director, PCOEM

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

Upon execution of the PCEOP, the PCOEM Director or designee will initiate County response and notify the appropriate county departments and agencies assigned to the activated ESFs. These agencies will take appropriate actions by following their ESF roles and responsibilities and through their respective agency policies and procedures. The PCEOP may continue to remain in operation beyond a Pima County emergency declaration to permit an orderly incident response demobilization and transition to incident recovery and to continue emergency management and resource coordination support to other local jurisdictions as needed.

Pima County Emergency Operation Center Activation and Coordination

The PCEOC is the primary focal point for incident coordination and situational awareness during countywide emergencies or disasters. PCOEM staff continuously monitors events or hazards with anticipated threat to life or property and assess the need for activation.

The PCEOC is activated when an emergency reaches or is expected to reach such proportions that it requires a closely coordinated effort on the part of leading county officials.

Upon activation, and based on the incident, the PCEOC may maintain a sustained 24/7 interagency coordination operation, fusing public safety, incident intelligence, emergency response, public information, public health and medical, mass care, and private sector reporting. Specifically, the PCEOC Manager serves as the primary point of contact to the Arizona Department of Emergency and Military Affairs (DEMA), the State EOC (SEOC), as well as:

- Establishes and maintains real-time communication with coordinating partners. Links with local, county, tribal, state agency, and departmental EOCs, appropriate federal and non-governmental response facilities, and relevant elements of the private sector.
- Provides general situational awareness, common operating picture, and provides support to, and acts upon requests for additional resources or information from responding agencies to support the incident or emergency.
- Provides central coordination for facilitating and communicating timely dissemination of accessible and accurate messages to mitigate misinformation, inform public action, and explain (e.g., manage expectations) disaster response and recovery programs.

These actions are facilitated and accomplished by the PCEOC activating those ESFs pertinent to an incident and the coordination of response and recovery functions tasked to each Primary and Support Agency.



Multi-Jurisdictional Incidents

Emergencies and disasters may involve single or multiple geographic areas simultaneously requiring significant information sharing across multiple jurisdictions and between the public and private sectors. In those instances, upon request, PCOEM may provide:

- Technical assistance for response and recovery operations for each affected jurisdiction or tribal government.
- Staff to act as Agency Representative between impacted jurisdiction and Pima County to facilitate coordinated communications between their EOCs and the PCEOC.
- Coordination of ESF support agencies and department's resources through the PCEOC to support the impacted jurisdiction's operations.
- During an EOC activation, the incident complexity and duration may transition to a Multi-Agency Coordination Center (MACC).
- Representation at Incident Command Post(s) (ICPs) where critical or expedited local assistance precludes normal response activities.

PCEOC Deactivation and Demobilization

Eventually, the situation will reach a point when the local government can make decisions to end response activities associated with an emergency or disaster. The decision to deactivate the PCEOC will be made by the PCOEM Director or designee and will be made after communication with the incident commander or unified command based upon:

- The incident status.
- The type and amount of resources still needed to meet incident objectives.
- Timeframe for completion.

If no incident commander or unified command is present, the PCOEM Director in conjunction with those staffing the PCEOC and affected local jurisdictions will make the decision to deactivate based on the factors listed above. Within Pima County, the final determination is made by the County Administrator. The PCEOC leadership will also consider recovery needs. Often, the PCEOC must remain activated to facilitate recovery needs after the Incident Command completes its on-scene mission.

Recovery Operations

The PCEOC Manager is responsible for directing the coordination of recovery activities. Certain recovery activities may commence concurrently with response operations. Response operations should set the conditions for the transition to recovery once stabilization is reached. Recovery activities are outlined in the ESF-14 Recovery Annex and shall follow guidance from the National Disaster Recovery Framework and the Arizona Disaster Recovery Framework (AZDRF).

DIRECTION, CONTROL, AND COORDINATION

The PCOEM Director, subject to the direction and control of the Board of Supervisors, via the County Administrator, shall be responsible for the direction and control of county emergency management activities to include activities during non-emergency periods as well as during emergencies.

PCOEM coordinates countywide response and recovery support efforts within an ICS structure. ICS, as outlined in the PCEOP, is consistent with the concepts and principles of NIMS and provides standardized terminology and procedures, unified command, and an action planning process, which identifies incident response strategies and specific tactical actions. Utilizing ICS, during PCEOC activation provides direction, control, and coordination of county resources during emergency operations.

With the formal adoption of NIMS and with the ESF approach to disaster planning, the PCEOC utilizes a semblance of ICS/ESF hybrid approach to incident management, tailored or scaled to meet the needs of each incident. Staff requested at the PCEOC will report to their assigned Group or Section. The PCEOC is comprised of the following:

- **The Policy Group** focuses on the overall support strategy for the response (beyond the strategy developed by the Incident Commander at the scene), the overall response priorities, and policy setting. They develop emergency policies and, determine the economic, political, legal, and social implications of both the threat and the response to determine the best general approach to the situation.

The Policy Group is responsible for the strategic direction of countywide emergency operations and decision-making. They are responsible for all policy decisions relating to emergency management, including delegations of authority, and will act as the executive leadership of the county response.

- **PCEOC Management Group** implements decisions made by the Policy Group. The PCEOC Manager has the responsibility to direct all activities and will prepare requests for outside aid beyond that of mutual aid. PCEOC Support Staff positions will vary depending upon the incident and the need for support. They will be organized to fulfill PCEOC responsibilities of Planning, Logistics, and Administration/Finance with Section Managers. Depending on the type and scope of the disaster, representatives may be required from other municipalities in Pima County.
- **Operations Section** is responsible for county coordination and incident response assets. The section monitors and assesses current operational conditions, shortfalls, and unmet needs through county departments, local agencies and volunteer organizations. Task forces may be stood up under this section to address specific response missions or operational needs spanning multiple ESFs.
- **Planning Section** coordinates elements of information to provide incident analysis and is responsible for monitoring and reporting the current situation status through available technical expertise, and projecting and planning for future contingencies through the development of the Incident Support Plan.
- **Logistics Section** coordinates personnel, resources, communications augmentation, supplies, procurement, etc., required to support incident response.
- **Administration/Finance Section** coordinates the cost accounting aspects related to response and recovery, including procurement approval, and collection of all related documentation.

PCOEM becomes the lead agency for the coordination of emergency response and recovery support resources and activities. When conditions of a local emergency or disaster are present or are imminent and a need for assistance can be reasonably estimated; requests for assistance will be made directly to DEMA. When the emergency exceeds the state government's capability to respond, assistance will be requested by the state to the federal government.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The PCEOP provides standing mission assignments to designated county departments and agencies who have primary and support responsibilities. Such agencies designated as primary agencies serve under the direction of their respective management structures in accomplishing their respective ESF missions. Upon activation of an ESF the primary and support agency, in coordination with the PCOEM Director, shall initiate and continue necessary actions to carry out the ESF missions outlined in this Plan. This may include tasking designated support agencies to carry out assigned ESF missions.

Additional county departments, when requested, shall take actions to mobilize and deploy resources to assist in life, safety, and property protection efforts as prescribed and coordinated under the PCEOP.

Each local and tribal authority establishes and provides for emergency management within their jurisdiction aligned with county emergency plans and programs and local, county, or tribal ordinances.

When local, county, tribal, or private sector resources and capabilities are overwhelmed, they may request state assistance via PCOEM or their respective regulatory agency or established line of authority. State assistance may be requested with or without an emergency declaration. Subsequently, the Governor may request federal assistance under a Presidential Emergency Declaration or Major Disaster Declaration. The following is a summary of the roles and responsibilities of key officials:

Pima County Government

Board of Supervisors

Per County Code 2.04.010, the powers, duties, and responsibilities of the Board of Supervisors are established in the Constitution of the state of Arizona and ARS Title 11. Certain administrative and executive powers and duties of the board may be delegated to other persons or bodies; however, the board has ultimate responsibility for the affairs of the county. Specifically, the Board of Supervisors shall:

- Coordinate county resources to address the full spectrum of actions to prevent, prepare for, respond to, mitigate against, and recover from incidents involving all hazards including natural disasters, human-caused accidents, terrorism, and other emergencies and disasters.
- Provide leadership and play a key role in communicating to the public, and in helping people, businesses, and organizations cope with the consequences of any type of incident.
- Approve local/regional mutual aid or reciprocal assistance agreements with public and private sector agencies within the state, or other states, or jurisdictions within other states.
- Request state and federal assistance through the Governor when the jurisdiction's capabilities are insufficient or exhausted.
- When an emergency has been proclaimed, the Chairperson, Board of Supervisors, or designee, will govern by proclamation and has the authority, by ARS § 26-311, to impose all necessary regulations to preserve the peace and order of Pima County.
- Order mass evacuations per the recommendations from the county sheriff.

County Administrator

The County Administrator, is the chief executive, per Pima County Code 2.12.020. When a local emergency is declared and the PCEOC is activated, the County Administrator or designee provides direction and control to the PCOEM Director or designee. The County Administrator shall:

- Delegate to various departments and agencies in the county appropriate emergency management responsibilities and coordinates the emergency activities of all such departments and agencies.
- Appoint, with the consent of the Board of Supervisors, the PCOEM Director to manage the day-to-day functions of emergency management and the PCEOC.
- Authorize negotiations and entrance into mutual aid agreements with other jurisdictions to facilitate resource sharing.
- Direct and reallocate County assets and resources during an emergency.

Deputy County Administrators

Deputy County Administrators may assume and execute emergency management roles and responsibilities as assigned to the County Administrator when necessary due to designation or under an order of succession, per County COOP plans.

The Deputy County Administrator shall:

- When designated, serve as the acting County Administrator if delegated by the County Administrator to assume this role in his/her absence.
- Manage identified aspects of an emergency event if delegated the authority.
- Ensures decisions made by the Policy Group are implemented by the PCEOC Management Group.

In the event of an emergency, the Deputy County Administrators shall continue to maintain their organizational responsibility and ensure departments and agencies under their supervision carry out identified roles and responsibilities assigned to them in the PCEOP or by law.

Pima County Emergency Management Director

The PCOEM Director coordinates emergency management activities to facilitate the appropriate response to support the needs of the community during the emergency or disaster and during both the short-term and long-term recovery periods afterward. The PCOEM Director operates under the guidelines established by the County Administrator and has overall responsibility for all emergency management and PCEOC activities.

The PCOEM Director shall:

- Provide leadership and management for PCOEM.
- Serve as point of contact for County Administration, chief executives and department heads, and Policy Group.
- Coordinate the response of the Pima County Crisis Response Team.
- Provide expert knowledge and advice to department heads relative to their role in an emergency or disaster.
- Serve as a representative to local, state, tribal, and federal emergency management agencies.
- Support coordination between county departments, non-governmental entities, and local, tribal, state, and federal jurisdictions.

Pima County Departments

The roles and responsibilities of specific county departments when responding to a local emergency are outlined below. It is understood that these roles and responsibilities may not apply to all emergencies. The roles and responsibilities of these departments are further defined in each ESF for the specific type of incidents and authority they support.

All county department directors, or their designees, are required to do the following in preparing for and responding to an emergency:

- Establish procedures to ensure that county leadership will continue to function effectively through the designation of at least three successors, by position, who are authorized to exercise all the powers and discharge all duties of the office.
- Establish procedures that ensure authorities are enacted that specify the leadership's essential duties and outline procedures for the activation and termination of a successor's responsibilities.
- Provide qualified personnel for assignment to PCEOC when requested.
- Ensure that essential records and documents are preserved to enable continued operations if the department's primary work location is destroyed or otherwise made inoperative.
- Provide support to this Plan when requested.

Non-Governmental Organizations (NGOs)

Pima County has several volunteer organizations that assist in emergencies, with the American Red Cross Southern Arizona Chapter (ARC) serving as the lead agency for most volunteer efforts associated with mass care, sheltering, donations, and volunteer management during incidents.

Many NGOs, including the ARC, are members of the Southern Arizona Community Organizations Active in Disaster (COAD). COADs are coalitions of local community organizations that work within the Arizona Volunteer Organizations Active in Disaster (VOAD) structure at the local level and work together during all phases of a disaster to streamline the coordination of services. COADs function as an intermediary between local government and COAD members to enhance communication and avoid duplication of efforts. COAD members step in to assist with unmet needs and help the community recover after a disaster.

While each NGO is a stand-alone group, they regularly communicate the exchange of ideas, coordinate supplies, equipment, and volunteers. These activities promote a coordinated preparedness and response effort.

The ESF Primary Agencies coordinate with the appropriate NGOs based on their capabilities as they relate to each functional area.

Private Sector Partners

Pima County encourages cooperative relations between the private sector and governmental authorities at all levels. The PCEOP incorporates Private Sector Partners to ensure effective coordination and integrations with these partners. The roles and responsibilities of these Private Sector Partners are outlined in the PCEOP within each ESF as appropriate. Private Sector Partners hold different roles in the PCEOP to include being recognized as a CI/KR, a state response resource, or a regulated party.

State Government

The following are general roles and responsibilities of the State of Arizona as well as a description of anticipated support from state agencies.

Arizona Department of Emergency & Military Affairs, Emergency Management (DEMA-EM)

DEMA-EM supports the mission to provide emergency management capabilities to the citizens of Arizona and the Nation through the following responsibilities:

- Coordinates the cooperative effort, within Arizona, of the federal government, state agencies and departments, political subdivisions, mutual aid and AZMAC/EMAC partners, and NGOs.
- Provides necessary coordination of state personnel and equipment to alleviate suffering and loss resulting from an emergency or disaster.
- Works with the Federal Coordinating Officer (FCO), during Presidentially declared disasters.
- Functions as the principal point of contact regarding local, county, tribal, and state activities, implementation of the Arizona State Emergency Response and Recovery Plan (AZSERRP), and state compliance with the Federal-State agreement and disaster assistance following a County or State Declaration of Emergency or Major Disaster.
- Provide direct support by serving as a channel for obtaining and providing resources from the state or from outside the state.
- Maintains, and provides access to the statewide crisis information management system during disaster response/emergencies and exercises as a crisis information tool to State agencies, regional, local, and tribal partners, as well as other stakeholders.

The Governor

The Governor of the State of Arizona is responsible for state government operations per ARS § 41-101, ARS § 26-303, and ARS § 26-102. The Governor may delegate any of the powers vested in the Office of the Governor to the Adjutant General who may further delegate those powers to the DEMA-EM Director or designee. As the State's Chief Executive, the Governor is responsible for the public safety and welfare of the people of the State of Arizona. Specifically, the Governor:

- Is responsible for coordinating state resources to address the full spectrum of actions to prevent, prepare for, respond to, mitigate against, and recover from incidents in an all-hazards context.
- May enter into reciprocal aid agreements or compacts, mutual aid plans, or other interstate arrangements for the protection of life and property with other states and the federal government. Such mutual aid arrangements may include the furnishing of supplies, equipment, facilities, personnel, and services.
- Requests federal assistance when it becomes clear that local, county, tribal, or state, capabilities to respond to or recover from an incident will be insufficient or are exhausted.

Federal Government Support

According to Homeland Security Presidential Directive #5 (HSPD-5) and delineated in the National Response Framework (NRF), the Secretary, Department of Homeland Security, is responsible for coordinating federal operations to prepare for, respond to, mitigate against, and recover from major disasters, terrorist attacks, and other emergencies.

Additionally, the Secretary is designated as the Principal Federal Official for domestic incident management. This role includes coordinating all federal resources utilized in response or recovery operations related to a major

disaster or terrorist attack where federal support is requested by the state(s). Specific information related to federal support can be found in the NRF.

INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

Pre-Incident

Information gathering and sharing are critical to effective decision-making and emergency resource support and coordination. PCOEM coordinates the collection, analysis, and dissemination of information during an incident. Every effort should be taken to ensure a complete flow of information relative to the incident. Collecting information will be the responsibility and duty of everyone with a role in the management of an emergency.

Response

The PCEOC serves as the hub for information collection, analysis, and dissemination of information relating to an incident or event. Establishing a common operating picture and maintaining situational awareness is essential to effective incident management. Information gathered by on-scene responders, by communications centers and dispatch centers, the media, and the public, in general, will be analyzed by stakeholders, departments, agencies, and organizations and verified for accuracy.

Communication will be coordinated between the PCEOC and all responding departments and supporting agencies through various forms of communications devices, channels and methods. The Planning Section in the PCEOC will manage information coordination during an incident and complete a Situation Report (SITREP). Information for responders will be disseminated via the on-scene incident command staff.

Information for the public will be disseminated via the designated Public Information Officer (PIO). The PIO will utilize available media outlets, including social media, interpreting systems for the deaf and hard-of-hearing, mass notification systems, and other modes, to get the necessary information to the public as soon as possible. The PIO and the Joint Information Center (JIC), when activated, play a large role in the collection, analysis, and dissemination of information in general in an emergency. Public information activities will be conducted through the ESF-15 External Affairs Annex.

Information exchange between assigned government and non-government agencies within the PCEOC includes a crisis information management system in addition to other common communication methods. Currently, the PCOEM maintains alternate systems for emergency communications. Information shared with other levels of government, other agencies and departments outside the county, and the private sector will be as necessary to ensure public safety, economic integrity, and effective resources for response and recovery.

COMMUNICATIONS

Response to and recovery from emergencies or disasters requires extensive communications support. Within the State of Arizona, communications systems vary in type, size, and technical complexity. The state supports local, county, regional, tribal, statewide, and federal communications with the assistance of communications equipment, operations centers, and communications-specific personnel.

Local, county, tribal, and private sector entities respond using available resources and capabilities when normal communication systems are disrupted. When additional support is required, county and tribal authorities may seek assistance from the state.



PCOEM, as the Coordinating Agency for the ESF-2 Communications Annex, assigns staff to identify, report, and mitigate impacts to the infrastructure of broadband internet; cellular and landline telephone networks; cable services; satellite communication services; land-mobile radio; and broadcast networks (radio/television). These systems encompass diverse modes of delivery, often intertwined but largely operating independently which affect emergency services such as public alerts and warnings, messages, 911 and dispatch, and access to financial institutions.

Communication networks have been established linking the PCEOC to the SEOC. Primary radio networks are monitored at levels appropriate to the event(s). Operational communications are scalable to meet the communications needs of any type of incident.

Pima County utilizes multiple communications systems to provide for reliable and redundant communications. The Pima County Wireless Network (PCWIN) system is used by multiple county departments as well the majority of the county's public safety and public service agencies. The PCWIN system enables participating agencies within Pima County to talk to each other by radio in real-time on a single system, regardless of their jurisdictional boundaries.

Radios, wireless, and other networks are available to provide backup communications support throughout the county. When agencies outside the PCWIN network need to communicate with PCWIN agencies, information in the Pima County Tactical Interoperable Communications Plan (TICP) will help establish interoperability between them. The TICP applies to all entities providing emergency response services within Pima County. Its purpose is to provide information to facilitate non-PCWIN emergency response agencies to communicate with one another when they have different radio systems or operating frequencies. The ESF-2 Communications Annex will provide the details for emergency support communications during an emergency or disaster.

PCOEM is primarily responsible, as the Federal Emergency Management Agency (FEMA) authorized Collaborative Operating Group (COG), for public alerts and warnings for Non-Weather Emergency Messages (NWEM) in Pima County, utilizing the Integrated Public Alerts and Warning System (IPAWS) and the county mass notification system. DEMA serves as a backup to the counties for launching IPAWS messages in an emergency. The National Weather Service (NWS) can also disseminate NWEMs via All Hazards Radio at the request of at the request of COGs or DEMA. These messages will enter the Emergency Alert System (EAS).

ADMINISTRATION, FINANCE AND LOGISTICS

Administration and finance management is critical to ensure costs are reconciled with funding sources. Timely financial and procurement support of emergency activities will be critical to successful emergency response. During activation of the PCEOC, all fiscal and administrative requirements will be coordinated through the Administration/Finance Section under ICS. The Administration/Finance Section will track the acquisition of resources, personnel time, vendor contracts, and costs associated with used, borrowed, or damaged equipment.

Administration

In order to create a historical record of emergency response and recovery activities, to improve procedures, and develop mitigation strategies; actions taken during the emergency operation of the PCEOC shall be documented. The Finance and Administration Section supports emergency response efforts by ensuring that records are properly created and preserved and follow Pima County Records Management policies.

Incident Command in the field will be instrumental in monitoring and documenting needs and requests to the PCEOC. Personnel in the PCEOC will handle and document available resources and requests, as well as keep disaster records concerning damage, expenses, time, assistance, and recovery. This will include the collection of

incident command logs, action plans created during the emergency or incident, internal and external entities involved, resources expended, documentation of damages, and costs associated with the incident.

These records are needed for vital purposes such as requests for state and federal disaster aid, to qualify for reimbursement of eligible expenditures, purchasing of necessary resources, and ensuring compliance with applicable regulations. This information, when combined with the After Action Report (AAR), will form the official incident record.

Finance

All assets (human resources, facility, and equipment resources) of the County will become the purview of the PCEOC to coordinate response to an emergency or incident. On a day-to-day basis, the following County departments provide financial, accounting, procurement, and human resource management services:

- Finance and Risk Management
- Grants Management & Innovation
- Procurement
- Human Resources

In an emergency or incident, personnel from these departments will fulfill roles within the Finance and Administration of the PCEOC. The Finance and Risk Management Department will serve as the lead for the PCEOC Finance & Administration Section.

While the Finance Section of the PCEOC is responsible to account for expenditures made through the PCEOC, the Finance & Risk Management Department is ultimately responsible for aggregating the overall costs incurred during an emergency that requires a substantial county response effort. This financial information should include expenditures made by entities (internal and/or external) in addition to the PCEOC, and will be made available to support reimbursement efforts, insurance claims, and inform future emergency budgeting.

All disaster-related expenditures will be tracked using generally accepted accounting procedures. Adherence to financial management guidance is meant to ensure that financial operations are conducted following Pima County policies and procedures, and state statutes. It is mandatory that generally accepted county and state financial policies, principles, and regulations; that align with federal guidelines, be employed to safeguard against fraud, waste, and abuse, and to achieve proper control and use of public funds.

Financial Controls

When an emergency is declared by the County, every Pima County Department affected must document individual costs associated with the emergency or incident per Pima County Administrative Procedure 22-40. This procedure also directs the Finance and Risk Management Department to create a specific Work Order Number to capture all costs documents, purchase orders, delivery orders, time cards, etc.

Pima County Grants Management & Innovation will work in collaboration with the Finance and Risk Management Department to conduct follow-up communication with each Pima County Department to ensure compliance.

Emergency Purchases and Limited Competition

Upon the Board's declaration of an emergency or by written approval of the County Administrator, emergency procurement of materials or services may be made if there exists a threat to public health, welfare, property, or safety. Additionally, a limited competitive process can be completed if a situation exists that makes compliance with normal purchasing procedures impracticable or contrary to the public interest. Emergency and other limited completion procurement must be conducted following Pima County Procurement Code Section 11.12.060.

Logistics

The PCEOC Finance & Administration Section works closely with the PCEOC Logistics Section to ensure proper documentation of human, equipment, and other resources, as well as procurement processes.

The PCEOC Logistics Section provides guidance for coordinating resources needed to support planned events, emergency response, and recovery operations. The Logistics Section primarily addresses protocols, processes, and systems for requesting, utilizing, tracking, and reporting resources that are outside the standard practices of pre-existing discipline-specific mutual aid agreements (e.g., Fire and Law Enforcement).

PCOEM is the primary agency for coordinating the effective use of available resources and the coordination of appropriate emergency functions in response to situations beyond the capability of a single agency, department, or political subdivision. PCOEM is the focal point for ordering resources for municipalities and political subdivisions in the event of an emergency. The Logistics Section in the PCEOC will coordinate resource requests to the State if resources are not available within Pima County.

When a local emergency is proclaimed, the Chairperson of the Board of Supervisors shall impose all necessary regulations to preserve peace and order within the unincorporated areas of the county, including but not limited to the commitment of local resources per local emergency plans. PCOEM will work to ensure that all necessary supplies and resources are provided for the various operating departments/agencies. Special powers and authorities may be used to rent, lease, procure or contract for such resources or services as are essential for maintaining the safety and well-being of the community and effecting the expeditious restoration of vital services.

The PCOEM maintains an inventory of county and local resources for which NIMS standards (categorization) have been developed. When resources are not readily available within the county government, the Primary Agencies will work together within the PCEOC to fulfill the request from another source. Resources will be allocated in coordination based on identified priorities as requested and as available.

Mutual aid agreements including but not limited to the AZMAC will be implemented as soon as it is apparent that effective response to the disaster will be beyond the capability of county resources. Additional information regarding the management and tracking of resources can be found in the ESF-7 Logistics Annex.

EMERGENCY/DISASTER DECLARATIONS

When an incident exceeds the capabilities of a jurisdiction at any level, that jurisdiction may request assistance from the next level of government. Local, county, tribal, and state requests for disaster assistance will be made per the following:

Town/City Government

- Upon declaration of a local emergency, the mayor will govern by proclamation and has the statutory authority to impose all necessary regulations to preserve the commitments of local resources following emergency plans.
- The local emergency proclamation, often through the county emergency manager, should be forwarded to the County Administrator.
- PCOEM Director will alert DEMA that a situation exists which may require the proclamation of a County local emergency.

County Government

- Upon receipt of a local emergency proclamation, the Chairperson of the Board of Supervisors, often through the county emergency manager, will notify DEMA that a situation exists that may require the proclamation of a local emergency. The proclamation and application for state assistance will be forwarded to the Governor through DEMA.

Tribal Nations and Communities

- Federally-recognized Tribal Governments are recognized as sovereign nations.
- The residents of Tribal Nations are also citizens of the state.
- Tribal Nations have the option to declare an emergency independently or jointly with other jurisdictions within the state.

State Government

- Upon receipt of a local or county emergency declaration, the DEMA-EM Director will advise the Governor and provide a recommendation. In response, the Governor may proclaim a state of emergency.
- The Governor's authority does not require a local or county declaration and request for assistance. He/she can execute a gubernatorial declaration for all or part of the state if circumstances require such action.
- When federal aid is needed or an emergency declaration or major disaster declaration is requested from the President, the Governor's designee will contact the FEMA Region IX Administrator for assistance and to submit a formal request. The following actions will support these requests:
 - Survey the affected areas, jointly with FEMA staff if possible, to determine the extent of private and public damage.
 - Estimate the types and extent of federal disaster assistance required.
 - Consult with the FEMA Region IX Administrator on eligibility for federal disaster assistance.
 - Furnish information on the extent and nature of state resources that have been or will be used to alleviate the conditions of the disaster.
 - Certification by the Governor that state and local governments will assume all applicable non-federal cost-share required by the Stafford Act.
- The request addressed to the President, is delivered through the FEMA Administrator, who reviews and makes a recommendation to the Department of Homeland Security (DHS)/FEMA who in turn, recommends a course of action to the President.
- For incidents in which an emergency declaration or major disaster declaration has not been made by the President; a state agency will be responding under its authorities. That agency may require additional assistance from other state agencies. In such circumstances, the affected state agency may request SEOC coordination to obtain that assistance.

PLAN DEVELOPMENT AND MAINTENANCE

The PCEOP is designed to be a flexible, dynamic, living document subject to revision, as appropriate. In response to a changing emergency management landscape, the PCOEM Director or designee shall review the PCEOP after significant changes, or at a minimum, annually and revised as necessary to maintain adaptability and flexibility.

Updates to the PCEOP continuously occur based on organizational and policy changes, gaps identified during

exercises, planned events, emergencies, and changes in roles and responsibilities. Minor changes, such as grammar and formatting, will be made as they are identified. Upon approval, revised versions of the PCEOP will be made available to the jurisdiction's emergency managers within Pima County, PCOEM staff, and Pima County department directors.

County agencies and departments are strongly encouraged to review and update their respective procedures following this and all future versions of the PCEOP. Local, county, and tribal emergency management enterprise partners are welcome to familiarize their agencies with the PCEOP and, if desired, incorporate elements of the document into their plans.

Annexes to the PCEOP are designed to be able to readily adapt to changes in policy, doctrine, processes, and to the specifics of various hazards, which can occur frequently. As such, they are not tied to the PCEOP Base Plan maintenance process or Pima County Board of Supervisor approval. Therefore, the annexes will be updated on an ongoing basis, and at a minimum, in cycle with revisions to the PCEOP Base Plan.

A record of plan reviews, updates, and changes is included in the introductory material of the PCEOP.

Coordination and Approval

Any department or agency with assigned responsibilities under the PCEOP may propose changes to the Plan. PCOEM will collect and coordinate proposed modifications re-draft proposals to the Plan with primary and support agencies, and forward proposed changes for Board of Supervisors approval.

Public Requests

The PCEOP Base Plan is available to the public and posted on the PCOEM website. Annexes will be protected from disclosure to the public based upon their nature and because of sensitive material that may be included.

All public inquiries for information can be made to PCOEM staff that will coordinate the request with the Pima County Clerk of the Board. Public inquiries can also be made through the public request portal on the Pima County website at www.pima.gov. A response will be provided accordingly based on the parameters and/or exceptions provided through the Freedom of Information Act (FOIA) and issues of homeland security.

Training and Exercises

Planning alone will not achieve preparedness or build and maintain resilience. Training and exercise are essential to make emergency operations personnel, and their support systems, operationally ready. PCOEM will provide planning, training and exercise advice, counsel, and technical assistance to local, county, tribal, and state agencies, Private Sector Partners, and NGOs as requested.

PCOEM will coordinate periodic training and exercises of the PCEOP to include the suite of supplementary documents, ESF's, plans, and procedures to ensure operational capabilities. Incidents or emergencies may substitute for an exercise. Training and exercises will align with NIMS, and Homeland Security Exercise and Evaluation Program (HSEEP). PCOEM will include access and functional needs considerations, as provided by FEMA or other well-recognized sources, within its internal staff-training matrix. Training and exercises will be outlined in the Southern Region Multi-Year Training and Exercise Plan (MYTEP) priorities.

When feasible drill and exercise participants shall be a holistic representation of the Whole community including, but not limited to, the participation of persons with disabilities, access and functional needs (AFN), representatives from unique populations, and voluntary agencies that may or may not be utilized by the jurisdiction to support a full-cycle disaster or emergency event.

AUTHORITIES AND REFERENCES

Federal

- Homeland Security Presidential Directive 5 (HSPD-5)
- National Incident Management System (NIMS)
- Presidential Policy Directive 8 (PPD-8)
- National Preparedness Goal and National Preparedness System
- National Response Framework (NRF)
- National Disaster Recovery Framework (NDRF)
- FEMA Comprehensive Preparedness Guide (CPG) 101
- Title 44 Code of Federal Regulations (CFR), Chapter 1
- Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended
- United States Census Bureau (state and county population projections using inputs from the 2020 Census were not available as of the date of this Plan)

State

- Arizona Revised Statutes (ARS) Title 26 Emergency Management ARS § 26-301 et seq.
- Arizona State Emergency Response and Recovery Plan (AZSERRP)
- ARS § 11-952: Intergovernmental agreements and contracts
- ARS § 23-1022: Compensation as exclusive remedy for employees
- ARS § 26-307: Power of counties, cities, County and state agencies designated by the governor to make orders, rules and regulations; procedure
- ARS § 26-308: Powers of local government; local emergency management establishment; organization
- ARS § 26-309: Mutual aid; responsibilities of agencies and officials; agreements; definition
- ARS § 26-310: Use of professional skills
- ARS § 26-311: Local emergency; power of political subdivision; state agency assistance
- ARS § 26-312: Authority of executive officers and governing bodies to accept materials or funds
- ARS § 26-314: Immunity of state, political subdivisions and officers, agents and emergency workers; limitation; rules

County

- Pima County Code Title 2, Chapter 2.04 Administration and Personnel, 2.04.010 General provisions, Powers, duties and responsibilities of the Board of Supervisors
- Pima County Code Title 2, Chapter 2.12 County Administrator, 2.12.020 Establishment
- Pima County Code Title 2, Chapter 2.12 County Administrator, 2.12.070 Duties and Responsibilities

- Pima County Procurement Code 11.12.060: Emergency and other limited competition procurement
- Pima County Board of Supervisors Resolution 2005-179; related to adopting NIMS
- Pima County Emergency Operations Plan
- Pima County Multi-Jurisdiction Hazard Mitigation Plan
- Pima County Local Emergency Planning Committee Hazardous Materials Emergency Response Plan
- Pima County Tactical Interoperable Communications Plan
- Pima County Regional Flood Control Administrative Policy 202: ALERT Protocol and Flood Response Field Manual

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PIMA COUNTY

EMERGENCY MANAGEMENT

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