SALT LAKE COUNTY

Salt Lake County Comprehensive Emergency Management Plan

Base Plan | March 2023

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EXECUTIVE SUMMARY

The Salt Lake County Comprehensive Emergency Management Plan (CEMP) establishes the framework through which Salt Lake County (the County) will respond to, recover from, prepare for, and mitigate against all hazards that threaten the County. Along with the Hazard Analysis, **this plan is intended to be used as a guiding document when executing response or recovery operations during a disaster or emergency and to guide preparedness and mitigation operations.**

The intended audience for the CEMP includes:

- County and municipal leadership
- Salt Lake County Division of Emergency Management (EM) staff
- County staff expected to support response, recovery, preparedness, and mitigation operations
- County, State, federal, private-sector, and non-governmental organizations (NGO) that may support response, recovery, preparedness, and recovery operations

Navigating the Comprehensive Emergency Management Plan

The following sections in the CEMP provide directions on emergency or disaster activation, response, recovery, preparedness, and mitigation procedures.

4.1 Activation occurs after identifying an occurring or imminent emergency or disaster incident. Operations in this section include:

- Assessing the scope and potential impacts of the emergency
- Convening the Policy Group and senior leadership to determine response priorities and next steps
- Activating the CEMP to facilitate response and recovery operations
- Determining which County facilities are activated to support response and recovery operations
- Staffing the Emergency Coordination Center (ECC) to facilitate and support response and recovery operations

4.2 Response includes immediate operations following the identification of an occurring or imminent emergency or disaster to save lives and prevent further property damage. Operations in this section include:

- Forming a common operating picture to ensure situational awareness among responding entities
- Developing and documenting incident priorities through the Incident Action Plan (IAP)
- Issuing timely and accurate public warning and guidance to the community

- Implementing protective actions, such as evacuations and sheltering, to save lives and property
- Coordinating with non-County partners such as municipalities and the State to support emergency or disaster response
- Documenting response operations to support audits, documentation policies, and transition to recovery operations

4.3 Recovery operations support returning the community to pre-emergency or disaster conditions. Operations in this section include:

- Transitioning from response to recovery operations
- Convening the Recovery Task Force (RTF) to guide and prioritize recovery operations
- Assessing recovery needs of the community to execute targeted recovery operations
- Initiating long-term recovery efforts to support the community returning to normal

4.4 Preparedness operations prepare for and mitigate the impacts of all hazards. Operations in this section include:

- Developing planning documentation to formalize capabilities and procedures that prepare for and mitigate the impacts of emergencies and disasters
- Conducting mitigation planning to build resilience and identify mitigation actions to lessen the impacts of specific hazards
- Training and exercising on plans and procedures to support execution of response and recovery operations
- Involving the public in emergency management through outreach to increase community preparedness

Additional Elements of the CEMP

The following sections and elements of the CEMP provide additional tools and information to support operations in the CEMP.

- **5.0 Financial Management** provides an overview of how the County manages financial activities during response and recovery operations.
- **7.0 Roles and Responsibilities** outlines general and functional roles and responsibilities for County, municipal, State, and federal entities.
- **Appendices** provide additional tools and reference materials to support operations in the CEMP, including an overview of hazards in the County, organization charts, and a glossary of emergency management terms.

PROMULGATION

Transmitted herewith is the Salt Lake County Comprehensive Emergency Management Plan (CEMP). The CEMP was developed through the collaborative efforts of Salt Lake County Emergency Management (EM) and stakeholders from County departments, municipalities, and the Utah Division of Emergency Management (DEM).

EM appreciates the cooperation and support from all stakeholders that contributed to the development of the CEMP. EM, County departments, and supporting municipal and State organizations listed in this plan will review the CEMP for accuracy on a periodic basis.

The CEMP and its supporting documents have been approved for implementation by:

Name	Position	Date

RECORD OF DISTRIBUTION

Name	Title	Agency	Date Delivered	Number of Copies
			MM/DD/YYYY	

RECORD OF REVISION

Section Title	Revision Summary	Date	Revised By (Name)
County Political Gov	Revised organizational figure	3/2023	Plans
All CEMP Sections	Grammatical Adjustments	3/2023	Plans
Activation	Outline of Policy Group	3/2023	Admin

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1 BASE PLAN INTRODUCTION

The Comprehensive Emergency Management Plan (CEMP) establishes the framework through which Salt Lake County (the County) will respond to, recover from, prepare for, and mitigate against all hazards that threaten the County. The CEMP consists of this base plan, function checklists, and hazard-specific annexes. It describes the comprehensive integration and coordination of all levels of municipal, County, State, and federal government, volunteer organizations, non-profit agencies, and the private sector.

1.1 Purpose

The base plan provides a comprehensive overview of scalable command and control structures and operational procedures across all levels of government to respond to, recover from, prepare for, and mitigate against all hazards. The base plan is designed to be an operational reference document for the County and municipal partners to be used across all phases of emergency management.

National Incident Management System Compliance

Response and recovery coordination structures in the base plan are designed to reflect the National Incident Management System (NIMS), which the County has adopted via Salt Lake County Council Resolution 3705 of March 1, 2005. NIMS is also adopted by the entire State via Utah Governor Executive Order 2004-0012.

As defined in the *National Incident Management System, 2017,* the core components of NIMS include:

- **Resource Management:** Standard mechanisms to systematically manage resources (e.g., personnel, equipment, supplies, teams, and facilities) both before and during incidents, to help organizations more effectively share resources when needed.
- **Command and Coordination:** Leadership roles, processes, and recommended organizational structures for incident management at the operational and incident support levels, and an explanation of how these structures interact to manage incidents effectively and efficiently.
- **Communications and Information Management:** Systems and methods that help ensure incident personnel and other decision makers have the means and information they need to make and communicate decisions.

Objectives supported by the base plan include:

- Establish command and control structures for effective coordination and communication between municipal, County, special service district, State, and federal organizations during all-hazards activation, response, recovery, and preparedness.
- Identify capabilities and roles and responsibilities of County agencies and partners to support all-hazards activation, response, recovery, and preparedness.

- Identify capabilities and processes the County and supporting agencies utilize to respond to impacts from all hazards, including facilitating situational awareness, conducting damage assessments, and disseminating public information.
- Identify command and control structures and operations to assist communities within the County in recovering from emergencies and disasters through restoration and rehabilitation of persons and property affected by emergencies and disasters.
- Identify roles and responsibilities and procedures to support County financial operations during response, recovery, and preparedness.
- Develop relationships with residents, businesses, and community organizations to increase community preparedness through outreach.
- Identify training and exercise processes to support emergency preparedness of County agencies and organizations.

1.2 Scope

The CEMP consists of this base plan and supporting components. These components consist of 15 Emergency Support Function (ESF) and six Recovery Support Function (RSF) checklists and hazard-specific annexes. The base plan and accompanying components apply to the Salt Lake County government, 16 cities, five metro townships, and two towns, and special service districts located within the County's boundaries and the unincorporated County.

- The **base plan** provides information regarding policy and operations focused on coordination, command and control structures, roles and responsibilities, procedures, and resources for the County and its agencies that support response, recovery, preparedness, and mitigation for all hazards.
- The **ESF and RSF checklists** provide an overview of each of the 15 ESFs and six RSFs and include step-by-step actions for activation, response, and recovery operations. The checklists are contained in the Emergency Support Functions and Recovery Support Functions Handbook, an annex to this base plan.
- The **hazard-specific annexes** describe unique aspects, actions, and considerations for specific hazards.

1.3 Advisory Committees

The following advisory committees support the implementation and continued maintenance of the base plan and its components.

1.3.1 Comprehensive Emergency Planning Committee

The base plan and supporting components were developed and reviewed by the Comprehensive Emergency Planning Committee (CEPC). The CEPC is composed of Salt Lake County Emergency Management (EM) planners, County department representatives,

municipal emergency managers, and representatives from the Utah Division of Emergency Management (DEM).

The CEPC reviews and approves of changes or additions to the CEMP base plan annually and as needed based on real-world incidents, exercises, and after-action reports (AAR). Additional CEMP maintenance procedures can be found in **Plan Maintenance** on page 71.

1.3.2 Emergency Planning Advisory Committee

Under the provisions of Salt Lake County Ordinance 2.86, the Emergency Planning Advisory Committee provides advice to the County Mayor and County Council on policies and matters related to County government disaster response, recovery, preparedness, and mitigation. The committee is composed of County and department leadership. The committee's responsibilities include assisting with the development of the CEMP, making emergency management policy recommendations, and supporting disaster logistics by recommending processes, contracts, and agreements with other governments and private services for emergency resources.

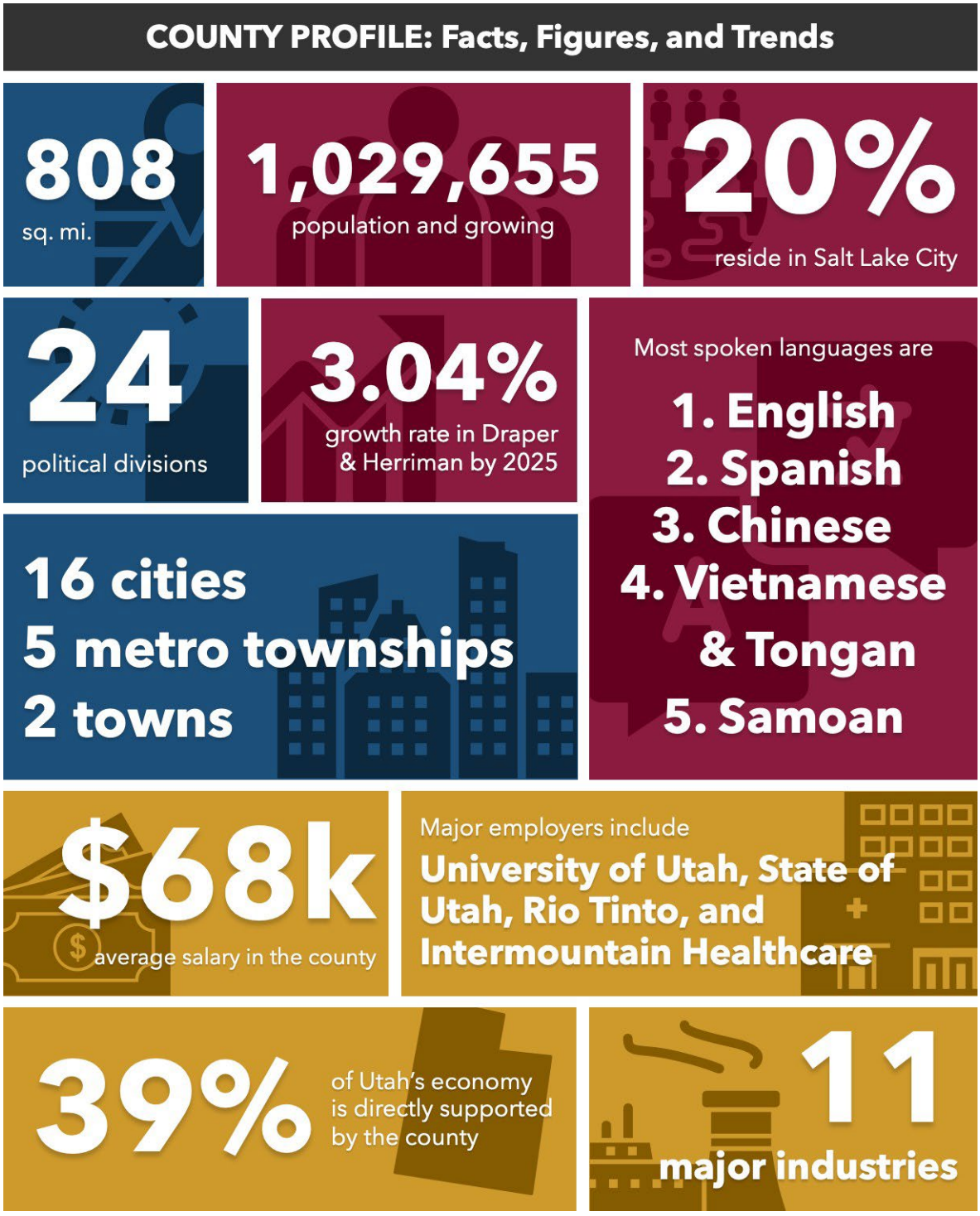
1.4 Authorities and References

The CEMP base plan and accompanying components are governed by multiple County, State, and federal authorities. A list of authorities and references can be found in **Authorities and References** on page 99.

2 COUNTY SITUATION

Figure 1 provides an overview of County geographic, economic, and demographic information that informs response, recovery, preparedness, and mitigation actions. More detailed figures and metrics can be found in **Figures and Maps** on page 83.

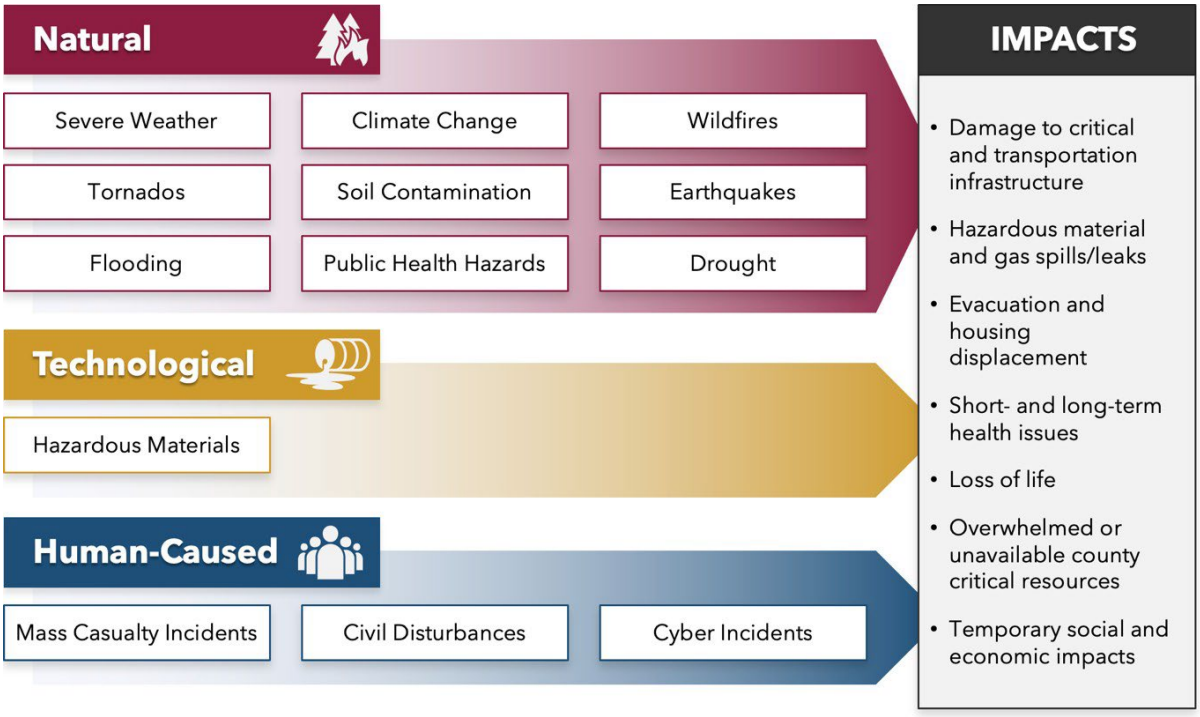
Figure 1: County Profile



2.1 Hazard Overview

The Salt Lake County Hazard Mitigation Plan identifies the hazards that pose a risk to the County and details their potential impacts. **Figure 2** provides an overview of those hazards. Additional information on each of the hazards and their impacts can be found in **Hazard Analysis** on page 92.

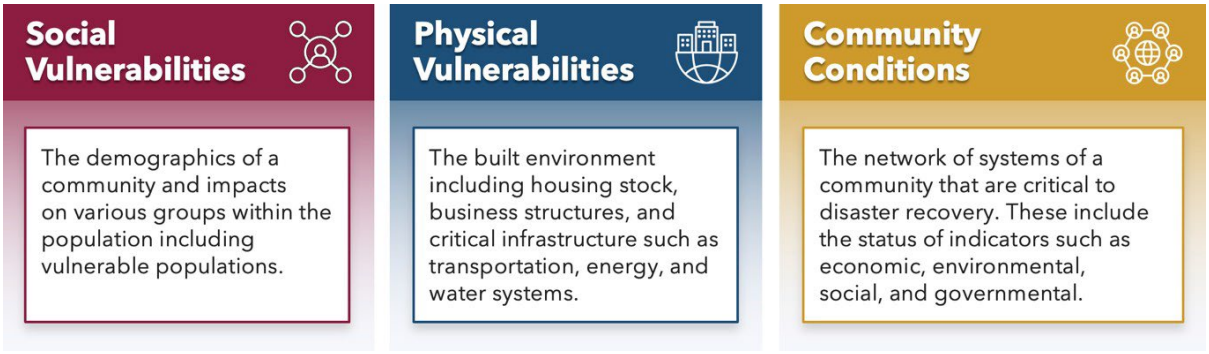
Figure 2: County Hazard Overview



2.1.1 Identifying Hazard Vulnerabilities

The two core documents and planning processes that identify the County's vulnerabilities to hazards are the Salt Lake County Hazard Mitigation Plan and the Threat and Hazard Identification and Risk Assessment (THIRA). Decision-makers consider the vulnerabilities in **Figure 3** when assessing the impacts or potential impacts of disaster or emergency incidents.

Figure 3: Types of Vulnerability



Salt Lake County Risk Assessment

Additional detail on County and municipal risk assessments, including more information on hazards, potential impacts, risk, and community vulnerabilities, can be found in the Salt Lake County Hazard Mitigation Plan and County THIRA.

The base plan has five hazard-specific annexes that describe unique aspects, actions, and considerations for each of the following hazards:

- Wildfire
- Earthquake
- Severe Weather
- Public Health
- Active Threat

3 ASSUMPTIONS

The following planning assumptions in **Table 1** were considered in the development and execution of the base plan.

Table 1: Base Plan Assumptions

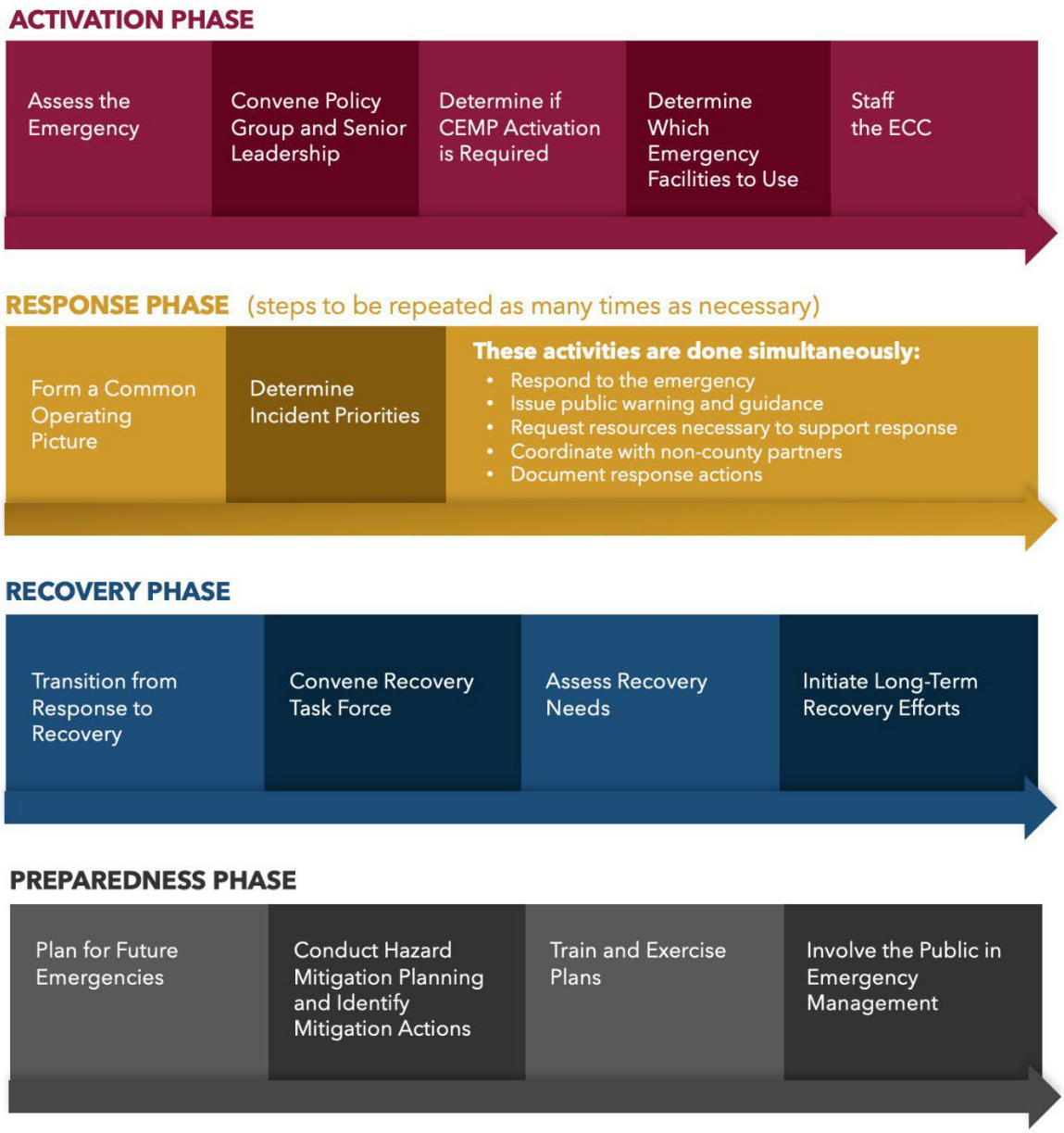
Group	Assumptions
Coordination Structures	• Municipal, County, State, and federal response organizations adopt NIMS as the integrated system to respond to and recover from incidents. • Emergency management coordination and resource allocation in the County starts at the municipal level and extends to County, State, and federal resources as availability and capabilities are exhausted. • The Salt Lake County Emergency Coordination Center (ECC) is staffed with representatives from County agencies and private organizations grouped under the ESF structure during response and the RSF structure during recovery.
Activation	• Some activation notifications and communications depend on availability of communications and energy infrastructure. • Damaged infrastructure impacts the speed at which municipal, special service district, County, State, and federal agencies can activate and deploy resources.
Response	• The County makes every reasonable effort to respond in the event of an emergency or disaster. • Time of occurrence, severity of impact, weather conditions, population density, building construction, and cascading events are significant factors that affect casualties and damage. • Emergency response capabilities are diminished due to damaged infrastructure and equipment or inaccessible locales. • Damages to infrastructure are likely to manifest in direct physical and economic damages to facilities and systems. • Disaster relief from agencies outside the County may take 72 hours or more to arrive.
Recovery	• Recovery of losses or reimbursements of costs from federal assistance requires preparation and compliance with federal statutes and regulations.

Group	Assumptions
	• The economic and physical limitations of recovery operations may result in temporary or protracted interruptions to services.
Preparedness and Mitigation	• Effective preparedness requires ongoing public community awareness and education programs so that citizens are prepared and understand their responsibilities should a major disaster or emergency occur. • Residents living within County boundaries are expected to maintain essential supplies to be self-sufficient for a minimum of 72 hours and up to two weeks following the initial impacts of an emergency or disaster. • Effective mitigation may prevent certain hazards or incidents from occurring. For hazards or incidents that cannot be prevented, effective mitigation may reduce their impacts.

4 CONCEPT OF OPERATIONS

The concept of operations describes command and control structures, operations, and mechanisms the County utilizes to activate, respond to, recover from, and prepare for all hazards. All emergency and disaster incidents are unique; operations are guided by the scope of impacts and available resources and capabilities. **Figure 4** illustrates the general sequence of events during emergencies and disasters that are expanded upon in the concept of operations.

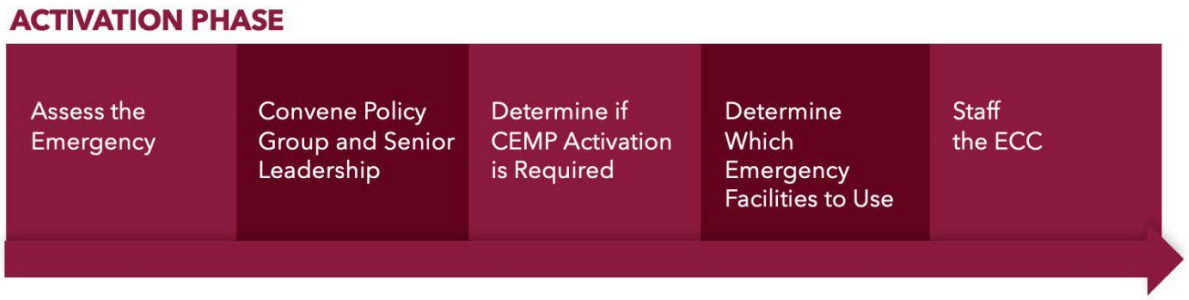
Figure 4: Concept of Operations



4.1 Activation

Effective and timely life and property saving operations often depend on prompt identification and activation of resources during a disaster or emergency. This section provides an overview of operations that occur after identifying an occurring or imminent emergency or disaster incident.

Figure 5: Activation Phase Overview



Key Activities

- EM and first responders assess potential or actual emergencies to determine whether the CEMP should be activated, in coordination with the Policy Group.
- EM, first responders, the Policy Group, and the County Mayor determine which emergency management facilities should be used to support response.
- EM determines which organizational structures and staff need to be mobilized to support activated facilities.
- EM notifies personnel they have been activated to support response.

4.1.1 Assess the Emergency

Municipal first responders are often the first agency to identify an imminent or potential emergency or disaster. Responding agencies on-scene utilize coordination structures defined in NIMS to respond to and assess the scope or potential impacts of the incident. Considerations when assessing the scope or potential impacts include:

- Potential for loss of life or injury
- Potential damage to property, roads, electricity, water, and other infrastructure
- Amount of time before incident impact
- Potential economic disruption

Following an initial assessment, responding jurisdictions or first responders determine actions, including activation of resources, plans, communication, scaling up response operations, and coordinating with municipal emergency management and EM as needed.

4.1.2 Convene Policy Group and Senior Leadership

Responding agencies use established communications channels to notify senior decision-makers, such as the Salt Lake County Emergency Manager, the County Mayor, and the Policy Group, of imminent or occurring emergencies or disasters. These channels include:

- Emergency dispatch
- Field observation
- ECC Planning and Intelligence Section
- Alerts from neighboring jurisdictions

Monitoring for Emergencies and Threats

Dispatch Centers

There are three dispatch centers in the County.

- **Valley Emergency Communications Center (VECC)** dispatches fire, medical and law enforcement resources and serves member municipalities, service districts, and authorities.
- **Salt Lake City Dispatch Center** is operated by the Salt Lake City Fire Department and Salt Lake City Police Department. It serves the Sandy City Fire Department and Sandy City Police Department.
- **Utah Highway Patrol** dispatches Utah Highway Patrol resources.

EM Duty Officer

EM is constantly monitoring events within the County. EM Duty Officers (DO) are always on-call to monitor and follow up on situations, threats, or events. Upon notification or identification of a threat, the DO is responsible for notifying other EM staff and acting accordingly to activate or elevate activation of the ECC, as necessary.

4.1.2.1 The Policy Group

The Policy Group consists of EM, elected officials, relevant department heads, and incident-specific leadership. They oversee and participate in emergency decision-making and issue appropriate emergency proclamations, resolutions, and executive orders. Their role is to provide overall direction and objectives that inform response operations and priorities. Other Policy Group responsibilities include but are not limited to:

- Promulgating plans for safeguarding the lives and property of the citizens of the County
- Providing for the continuance of effective and orderly governmental control for emergency and recovery operations
- Overseeing and participating in emergency policy decision-making

The Policy Group for Salt Lake County consists of the following:

- Salt Lake County Mayor
- Salt Lake County Deputy Mayor/Chief Administrative Officer
- Salt Lake County Deputy Mayor/Chief Financial Officer
- Salt Lake County Deputy Mayor/Chief of Regional Operations
- Salt Lake County District Attorney
- Salt Lake County Deputy District Attorney
- Salt Lake County Treasurer
- Salt Lake County Council Chair
- Salt Lake County Sheriff

4.1.3 Determine Whether Comprehensive Emergency Management Plan Activation is Required

Upon identification or warning of an incident, the following senior decision-makers have the authority to activate the CEMP:

- Salt Lake County Emergency Manager or designee
- EM Duty Officer (DO)
- County Mayor or designee

Senior leadership considers the initial assessment from first responders to determine if the CEMP and operations within should be activated. Once the CEMP has been activated, relevant municipal, County, and State agencies and partners are notified to implement the subsequent sections of this plan.

Warn the Community About Imminent Threats

If an emergency or disaster poses an immediate risk to the community, first responder agencies coordinating with EM provide alert and warnings to the community and implement protective actions as rapidly as possible. Additional information on warning and public information can be found in **Communicate with the Community** on page 38.

4.1.3.1 Determine Which Emergency Facilities to Use

Decide Which Facilities are Necessary to Support Response

Following the activation of the CEMP, the Salt Lake County Emergency Manager coordinates with EM, the County Mayor, the Policy Group, first responding agencies, and other County leadership. Together, they determine which emergency management facilities to activate.

Table 2 describes County emergency management facilities, their roles in response and recovery, and the positions with authority to activate them.

Table 2: Emergency Management Facilities

Facility	Activation Authority	Description
Coordination		
Salt Lake County Primary and Back-up Emergency Coordination Center	• Salt Lake County Emergency Manager • County Mayor	• Serves as the coordination center for all disaster response operations • Operates through EM personnel who respond if there is an activation • Activates additional staff, ECC positions, ESF units, and external response partners if support is needed in the ECC • Moves to the alternate ECC if a disaster or emergency prevents the use of the primary ECC
Department or Division Emergency Coordination / Operation Centers	• Department or Division Managers	• Conducts department or division-specific operations related to disaster or emergency response and recovery • Provides updated status reports to the ECC to help facilitate situational awareness
Municipal and Other Emergency Coordination / Operation Centers	• Organization or Agency Leadership	• Conducts agency or organization-specific operations related to disaster response and recovery • Coordinates with the ECC and supports incident operations • DEM may activate their Emergency Operations Center (EOC), depending on an incident's scope and size.
Joint Information Center (JIC)	• Salt Lake County Emergency Manager • EM Public Information Officer (PIO)	• Coordinates with appropriate municipal, special service district, County, State, and federal jurisdictions, and all media representatives to ensure timely and accurate information is provided to the community

Facility	Activation Authority	Description
	• County Mayor's Information Team	• Provides public messaging to the community through channels such as press conferences, social media, and emergency alerts
Operational Area Response		
Incident Command Post (ICP)	• Incident Commander • Unified Command • Area Command	• Serves as the on-scene location where first responders are responsible for executing tactical incident response operations • Locates as close to the scene of an incident as safely possible • Coordinates operations through an Incident Command System (ICS) structure appropriate for scale of incident • Coordinates and communicates with the ECC Operations Section to provide situational awareness of on-scene operations and identify resource needs
Staging Sites	• Incident Commander • Jurisdiction with Authority	• Houses personnel, supplies, equipment, and other resources prior to operational assignment
Logistics Center	• Incident Commander • ECC Logistics Section Chief • Jurisdiction with Authority	• Coordinates distribution of perishable and non-perishable goods to public and supporting agencies and organizations

Determine What Level of Emergency Coordination Center Support is Needed

The Salt Lake County Emergency Manager or the County Mayor may activate the ECC at one of five levels in response to an emergency or disaster, depending on the severity. ECC activation levels provide a means for centralized response and recovery, with operational plans and activities focused on efficiency, quality, and quantity of resources. The five levels of activation, potential conditions for activation, and staffing guidelines are described in **Table 3**.

Table 3: Emergency Coordination Center Activation Levels

Activation Level	Conditions	Staffing Guidelines
Level 1	The incident requires an extreme amount of direct County assistance for response and recovery efforts.	• Full ECC staffing • All ECC sections, branches, and positions • All ESFs and interagency liaisons
Level 2	The incident requires a high amount of direct County assistance for response and recovery efforts.	• Mid-level ECC staffing • Relevant ECC sections, branches, and positions • Most, but not all, ESFs and liaisons
Level 3	The incident requires a moderate amount of direct County assistance.	• Moderate ECC staffing • Some ECC sections, branches, and positions • Only ESFs and interagency liaisons
Enhanced Watch	Information gathering begins and select members of the ECC maintain situational awareness. Under these conditions, the ECC is not activated.	• Anticipation of County assistance and immediate response to disaster • Normal EM office staff
Watch Steady State	No event or incident is anticipated. The ECC maintains situational awareness.	• Normal EM office staff

Activate the Emergency Coordination Center

Upon identification of a potential incident or receipt of a notification, EM is responsible for:

- Notifying the County Mayor or designee to discuss the potential for ECC activation
- Determining to activate the ECC, either independently or at the direction of County leadership
- Activating the ECC at the proper level based on the scope and size of the disaster or emergency
- Notifying all relevant stakeholders and response partners of ECC activation through identified communications channels
- Monitoring the emergency or disaster situation to escalate or de-escalate ECC activation level

The following County positions have the authority to activate the ECC or increase or decrease the level of activation:

- Salt Lake County Emergency Manager or designee
- EM DO
- County Mayor or designee

4.1.3.2 Staff the Emergency Coordination Center

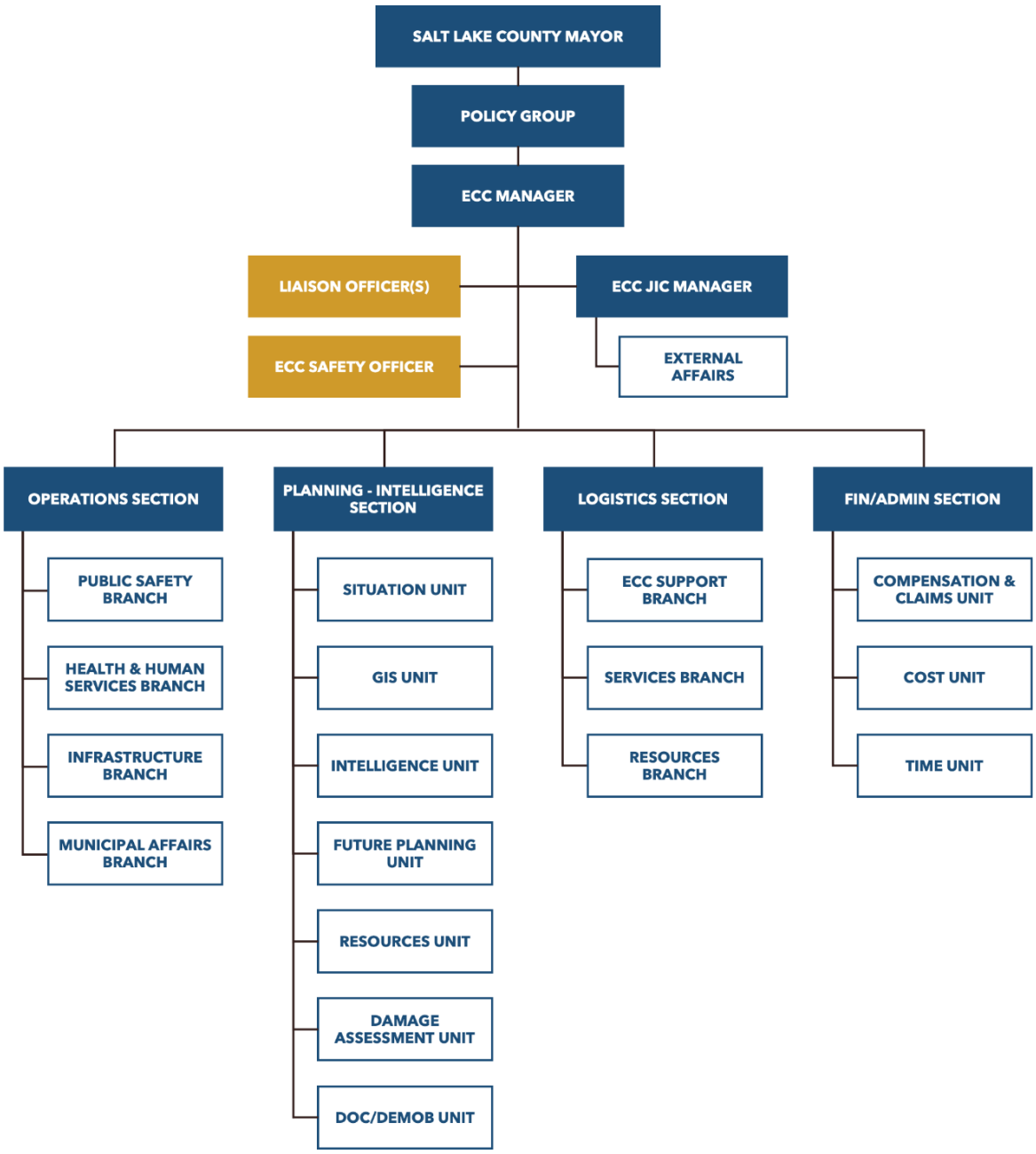
The ECC uses a hybrid ICS structure to respond to incidents and is organized by:

- **Sections** that group the operations of the four core functions of the ECC
- **Branches** that organize section-specific operations and may have a combination of ESFs and ECC positions
- **ESFs** that are groupings of similar organizations and agencies to support section and branch-specific operations
- **ECC positions** that provide specific support for ECC sections and overall ECC operations, such as safety, communications support, and documentation

The Salt Lake County Emergency Manager determines which ECC sections, branches, positions, and ESFs are activated or deactivated depending on the emergency or disaster's scope and size.

Figure 6 provides an overview of the ECC structure, including sections, branches, and positions.

Figure 6: Emergency Coordination Center Organization



A more detailed ECC organization chart that includes ESFs and additional positions can be found in **Emergency Coordination Center Organization Chart** on page 96.

Activate Emergency Coordination Center Sections and Branches

Emergency Coordination Center Sections

ECC sections group the overarching operations of the ECC by function. **Table 4** provides an overview of the four ECC sections.

Table 4: ECC Sections

Emergency Coordination Center Section	Description
Operations	Provides coordination and communication with on-scene emergency responders and tactical operations.
Planning	Receives, evaluates, and analyzes all emergency or disaster information and provides updated status reports to the ECC to facilitate situational awareness. In addition, the ECC Planning Section maintains documentation with emergency or disaster information.
Logistics	Procures supplies, personnel, and material support needed to conduct emergency response and recovery operations.
Finance/Administration	Coordinates cost accountability, purchase authorizations, documentation, and human resource needs.

Emergency Coordination Center Intelligence and Information Section

Depending on the type, scope, and size of an incident, the Salt Lake County Emergency Manager may activate the ECC Intelligence and Information Section which collects, analyzes, and synthesizes disaster-related intelligence and data. The outputs of this section are used to inform situational awareness and decision-making during response and recovery.

Emergency Coordination Center Branches

The ECC Operations Section and Logistics Sections each contain branches that organize similar ESF and ECC position functions. **Table 5** provides an overview of each of the ECC branches.

Table 5: Emergency Coordination Center Branches

Emergency Coordination Center Branch	Emergency Coordination Center Section	Description
Public Safety	Operations	Coordinates life safety supporting functions such as firefighting, law enforcement, evacuations, and animal protection.

Emergency Coordination Center Branch	Emergency Coordination Center Section	Description
Health and Human Services	Operations	Coordinates human services support, such as mass care and sheltering and health and medical services.
Infrastructure	Operations	Coordinates critical County infrastructure support, such as transportation, communications, public works, and energy.
Municipal Affairs	Operations	Coordinates communication and support services for communities to the 16 cities, five metro townships, two towns, resident universities, and unincorporated Salt Lake County. In addition, this branch includes a division that supports higher education organizations.
ECC Support	Logistics	Coordinates ECC facility and personnel supporting services such as feeding, maintenance, security, and WebEOC.
Services	Logistics	Coordinates communication support services such as information technology (IT), radio communications, and field communications.
Resources	Logistics	Coordinates logistical support services such as resource procurement, resource distribution, identification of staging locations, volunteers and donations, and private-sector coordination.

Emergency Coordination Center Positions

Multiple ECC positions are staffed by either one person or a unit. The **Emergency Coordination Center Organization Chart** on page 96 shows where all positions fit in the ECC structure. Some important positions to highlight include the following:

- **Policy Group**: Provides decision-making and overall direction and objectives that guide incident response and recovery operations and priorities
- **ECC JIC Manager and External Affairs**: Facilitates the collection and dissemination of accurate and timely information and then provide updates through print, news, and social media
- **Situation Unit**: Develops regular status updates and reports to provide situational awareness to all response partners
- **Liaison Officers**: Provide a point of communication and coordination for supporting municipalities, agencies, and organizations that may not have a presence in the ECC. The following agencies and organizations have identified a liaison to coordinate with the ECC:
    - DEM Wasatch Region (Region II)
    - Utah National Guard

- NGOs
- Utah Department of Transportation (UDOT)
- Relevant municipalities and agencies, depending on the scope and size of the incident

Emergency Coordination Position Standard Operating Procedures

Additional detail on ECC positions, including their roles, responsibilities, and checklists can be found in ECC Section; Standard Operating Procedures (SOP).

Municipal Divisions in the Emergency Coordination Center

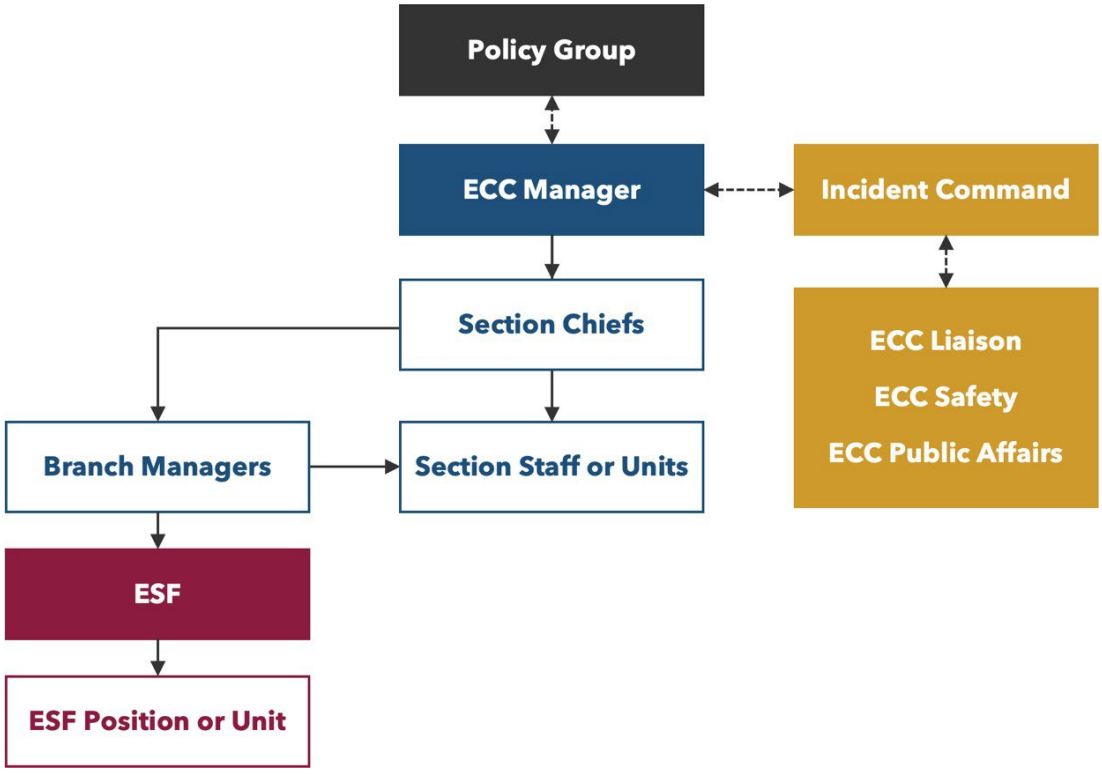
Depending on the scope and size of the disaster or emergency, municipalities are incorporated into ECC operations to better facilitate communication, coordination, and resource sharing.

- All incorporated municipalities within the boundaries of Salt Lake County are organized into divisions determined by EM.
- EM designates one municipality within each division as a Divisional EOC.
- The Salt Lake County Emergency Manager may request each Divisional EOC to activate their municipal EOC facility, send a trained representative to the ECC, and take whatever actions are necessary to mitigate the effects of, and assist in the response to or recovery from, an emergency or disaster.
- Following activation by the Salt Lake County Emergency Manager, Divisional EOCs and their subordinate municipalities are required to make resource and support requests through the procedures outlined in this plan.

Emergency Coordination Center Chain of Command

In alignment with ICS, the ECC coordinates through a chain of command. The chain of command ensures all staff is delegated tasks by positions with authority to do so. **Figure 7** provides an overview of lines of communication and the chain of command in the ECC.

Figure 7: ECC Chain of Command



Activate Emergency Support Functions

The Salt Lake County Emergency Manager determines which ESFs to activate within the ECC sections depending on the incident's scope and needs. **Table 6** describes each of the ESFs, their scope, and the County divisions and agencies that manage them.

Table 6: Emergency Support Function Overview

Emergency Support Function	Emergency Coordination Center Branch	Scope	Primary Agencies
ESF #1 – Transportation	Infrastructure Branch	• Transportation safety • Restoration/recovery of transportation infrastructure • Movement restrictions • Damage and impact assessment	• Public Works – Engineering Division

Emergency Support Function	Emergency Coordination Center Branch	Scope	Primary Agencies
ESF #2 – Communications	Infrastructure Branch	• Coordination with telecommunications and information technology industries • Restoration and repair of telecommunications infrastructure • Protection, restoration, and sustainment of County cyber and information technology resources • Oversight of communications within County incident management and response structures	• Unified Fire Authority of Greater Salt Lake (UFA) • IT Division
ESF #3 – Public Works and Engineering	Infrastructure Branch	• Infrastructure protection and emergency repair • Infrastructure restoration • Engineering services and construction management • Emergency contracting support for lifesaving and life-sustaining services	• Public Works – Engineering & Flood Control Divisions • Public Works – Operations Division
ESF #4 – Firefighting	Public Safety Branch	• Coordination of County firefighting activities • Support to wildland, rural, and urban firefighting operations	• UFA
ESF #5 – Emergency Management	ECC Command and General Staff	• Coordination of incident management and response efforts • Issuance of mission assignments • Resource and human capital incident action planning • Financial management	• EM

Emergency Support Function	Emergency Coordination Center Branch	Scope	Primary Agencies
ESF #6 – Mass Care, Emergency Assistance, Housing, Human Services	Health and Human Services Branch	• Mass care • Emergency assistance • Disaster housing • Human services	• Salt Lake County Health Department • Department of Human Services • American Red Cross
ESF #7 – Logistics Management and Resource Support	Resources Branch	• Comprehensive County incident logistics planning, management, and sustainment • Resource support (facility space, office equipment, and supplies, contracting services, and nutrition assistance)	• Contracts & Procurement Division • UFA - Logistics Division
ESF #8 – Public Health and Medical Services	Health and Human Services Branch	• Public health • Food safety and security • Medical • Mental health services • Mass fatality management	• Salt Lake County Health Department • Behavioral Health Services Division
ESF #9 – Search and Rescue	Public Safety Branch	• Life-saving assistance • Search and rescue operations	• UFA • Utah Task Force 1 (UT-TF1)
ESF #10 – Oil and Hazardous Materials Response	Public Safety Branch	• Oil and hazardous materials (chemical, biological, or radiological) response • Environmental short and long-term cleanup	• UFA • Salt Lake County Health Department
ESF #11 – Animal Services, Agriculture and Natural Resources	Health and Human Services Branch	• Animal and plant disease and pest response • Safety and well-being of household pets and livestock • Natural resources	• Animal Services Division

Emergency Support Function	Emergency Coordination Center Branch	Scope	Primary Agencies
ESF #12 – Energy	Infrastructure Branch	• Energy infrastructure assessment, repair, and restoration • Energy industry utilities coordination • Energy forecast	• Department of Public Works & Municipal Services • Public Service Commission • Dominion Energy • Rocky Mountain Power
ESF #13 – Public Safety – Law Enforcement and Security	Public Safety Branch	• Facility and resource security • Security planning and technical resource assistance • Law enforcement and security support • Support to access, traffic, and crowd control	• Unified Police Department of Greater Salt Lake (UPD)/Salt Lake County Sheriff's Office
ESF #14 – Long-Term Community Recovery	ECC Planning and Intelligence Section	• Social and economic community impact assessment • Long-term community recovery assistance to municipal governments, and the private sector • Analysis and review of mitigation program implementation • Historic properties protection and restoration • Cultural resources	• Office of Regional Development
ESF #15 – External Affairs	ECC General Staff	• Emergency public information and protective action guidance • Media and community relations	• EM • Mayor's Communication Team

The ESF and RSF checklists provide a step-by-step guide of each ESF's actions across all four phases of emergency management.

4.1.3.3 Notify Personnel of Activation

Once the Salt Lake County Emergency Manager has decided to activate ECC sections, branches, ESFs, and positions, EM notifies County staff and supporting organizations of their activation and expected next steps. Activation notifications are sent through a variety of channels, including:

- Phone calls
- Emails
- Text alerts
- InformaCast
- WebEx
- Microsoft Teams
- AlertSense

4.2 Response

Response begins immediately after an incident occurs or is identified. Response operations often start at the municipal level, then expand to County, State, and federal support as the needs of the incident exceed capabilities. In compliance with Homeland Security Presidential Directive 5, municipal, special service district, County, State, and responding federal entities utilize NIMS as the coordination structure to facilitate command and control during response operations. An effective response depends on proper incident evaluation, rapid interagency coordination, and efficient utilization of available resources.

Response operations consist of immediate actions that save lives and prevent further property damage, such as fire suppression, food distribution, and communicating emergency public information. Municipal, County, and State agencies are responsible for executing these actions to limit the impacts of the incident on the affected community.

Figure 8: Response Phase Overview

Key Activities

- First responders perform immediate life-saving and protective actions as they arrive on-scene of the incident.
- Incident Command directs first responders, supporting agencies, and the ECC to coordinate protective actions.
- ECC coordinates interagency information sharing to establish a common operating picture and maintain situational awareness across the response.
- ECC organizes ESF operations around the assessment and stabilization of Community Lifelines.
- EM, first responders, the JIC, and other supporting municipal and County entities provide warning and status updates to the community through various notification platforms.
- EM coordinates municipal and County agencies and organizations to conduct rapid damage assessments (RDA) and initial damage estimates to determine immediate response needs and begin to estimate monetary damages.
- The ECC Logistics Section identifies and procures requested resources and coordinates distribution.

- Municipal and County agencies coordinate a request for a disaster declaration through the State if the disaster or emergency incident overwhelms municipal capabilities.
- The ECC Finance/Administration Section and the Planning Section collect incident-related documentation.

Additional details on these operations can be found in the subsequent sections.

> **Field Response and Tactical Operations**
>
> Municipal and County first responder agencies, such as UFA and UPD, are often first on the scene of an imminent or actualized emergency or disaster incident. They will respond to incidents to protect life, safety, and property based on internal SOPs. These agencies often set up ICS structures to coordinate interagency operations.
>
> EM and the ECC staff coordinate with the ICP regularly to support field response by identifying additional resources, disseminating public information, and coordinating mass care operations. The ECC coordinates with field response through the ECC Operations Section by communicating with first responder agency liaisons.

4.2.1 Establish a Common Operating Picture

In critical situations, effective decision-making relies on a comprehensive understanding of the strategic environment. For first responders, elected officials, members of the Policy Group, and supply chain managers alike, maintaining robust situational awareness over real-time events is essential. A common operating picture facilitates situational awareness and information sharing and ensures incident leadership across all agencies can make effective and consistent decisions.

The ECC Manager and ECC Planning Section determine the procedures and integrated systems that municipal, first responder, and County entities utilize to establish a common operating picture. They include but are not limited to:

- Updates through phone, text, and email
- Recurring scheduled meetings providing status updates
- Development and dissemination of Situation Reports (SitReps)
- Information and data management tools

Establish a Common Operating Picture Early and Throughout Response

The common operating picture provides the foundation for information sharing and effective and timely response and recovery operations.

Failure to establish a common operating picture can be a primary factor in undermining response and recovery efforts.

Responding agencies share the following types of information to establish a common operating picture:

- Operational priorities
- Response metrics such as:
  - Injuries and deaths
  - Evacuees
  - Estimated value of damages
- Status of resources ordered, received, and deployed
- Financial expenditures and encumbrances
- Scheduled meetings

As a common operating picture is established, responding agencies have the awareness to scale response resources and staff to better meet the needs of the incident.

WebEOC Overview

WebEOC is a web-based data information and management tool that is integral in forming a common operating picture among municipal, County, and State agencies. The functionalities of this tool allow users of all agencies to:

- Provide situation status updates and share significant events.
- Request and track resources.
- Input and share damage assessment information.
- Track sheltering status and capacity.

WebEOC automatically documents incident communications and information that is needed for audit purposes or review for an AAR.

4.2.2 Determine Incident Priorities

4.2.2.1 Develop an Incident Action Plan

The ECC Planning Section, in coordination with other ECC sections, develops an Incident Action Plan (IAP) to organize the goals, priorities, resources, and staffing for response operations. The IAP is updated periodically (e.g., daily, weekly) based on the tempo of response operations. Elements of the IAP include:

- Overall incident response goals and priorities
- ECC section goals and priorities
- Staffing
- Resource allocation
- Safety protocol
- Situation status updates
- Communications lists

Each of the ECC sections is responsible for developing the IAP elements and coordinating with the ECC Planning Section to provide any missing information. ECC branches and groups may be responsible for completing additional forms for the IAP as requested by the ECC Planning Section.

In addition to the IAP, the ECC Planning Section may develop SitReps that provide a condensed summary of critical incident status information. SitReps are developed and distributed at a more rapid frequency (e.g., every 12 hours, every 24 hours) based on the tempo of response operations.

4.2.3 Respond to the Emergency

The County conducts the following procedures during emergency and disaster incidents. These operations are sustained and repeated as necessary until the County transitions to recovery.

4.2.3.1 Prioritize Response Activities

County ESFs are aligned with Community Lifelines to assess and prioritize the stabilization of critical infrastructure following a disaster. ESFs inform the status of lifelines and support their restoration through:

- Conducting damage assessments
- Coordinating stabilization operations
- Utilizing functional area expertise to minimize disruptions

Federal Emergency Management Agency's Community Lifeline Concept

The Federal Emergency Management Agency (FEMA) organizes critical infrastructure into seven overarching sectors. Each of those sectors is further broken down into subsectors.

- **Safety and Security**
  - Law Enforcement/Security
  - Fire Service
  - Search and Rescue
  - Government Service
  - Community Safety
- **Food, Water, and Shelter**
  - Food
  - Water
  - Shelter
  - Agriculture
- **Health and Medical**
  - Medical Care
  - Public Health
  - Patient Movement
  - Medical Supply Chain
  - Fatality Management
- **Energy**
  - Power Grid
  - Fuel
- **Communications**
  - Infrastructure
  - Responder Communications
  - Alerts, Warnings, and Messages
  - Finance
  - 9-1-1 and Dispatch
- **Transportation**
  - Highway/Roadway/Motor Vehicle
  - Mass Transit
  - Railway
- **Hazardous Materials**
  - Facilities
  - HAZMAT
  - Pollutants
  - Contaminants

The ESFs that support the stabilization of specific lifelines are described in **Emergency Support Function to Recovery Support Function Transition** on page 98.

4.2.3.2 Communicate with the Community

The ECC, through the JIC, uses regular warnings, status updates, and public information dissemination methods to inform the community of protective actions and emergency and disaster status.

Issue Warning and Status Updates

EM provides notification of an emergency or disaster event as early as is practical and/or with as much advance notice as possible. Warning, notification, and status updates to partner agencies and the community are issued through a variety of methods depending on the scope and size of an incident. **Table 7** describes some of the mediums utilized to provide warning, notification, and status updates.

Table 7: Warning, Notification, and Status Update Channels

Warning and Notification Platform	Audience	Description
Emergency Alert System	General Population	Radio and TV broadcasters, cable TV, wireless cable systems, satellite, and wireline operators provide this national public warning system capability to address citizens within 10 minutes of the onset of an incident.
Internal Notification Systems	County Staff	EM provides County staff warning and status updates through multiple avenues, including email, phone, text, and mass notification systems (e.g., InformaCast).

Additional procedures may be utilized to ensure emergency and disaster notifications reach the entire County community. These include:

- Reverse Notification System
- Amateur Radio Groups such as Amateur Radio Emergency Services (ARES) and Radio Amateur Civil Emergency Service (RACES)
- Public Service Announcements
- Press Briefings

Establish Procedures to Communicate with the Community

The EM PIO, who serves as the JIC manager, is responsible for establishing the JIC to facilitate the collection and dissemination of accurate and timely information. The JIC is staffed by qualified municipal, County, and private-sector personnel, including the County Mayor's communication team and municipal PIOs. Public information responsibilities of the County include:

- Coordinating with appropriate municipal, special service district, County, State, federal entities, and all media representatives to ensure timely and accurate information is provided to the community
- Pushing public messaging to the community through various channels (e.g., press conferences, social media, emergency alerts)
- If needed, activating the JIC and support team to better facilitate:
    - Information collection
    - Information dissemination
    - Interaction and coordination with the media
    - Unified messaging
    - Information deconfliction

Communicating With the Whole Community

Additional communications methods are incorporated into warning, notification, and status updates to increase the accessibility of information and reach the whole community, including individuals with access and functional needs. Examples of accessible communications include:

- Adding open and closed captioning on County television broadcasts.
- Including an American Sign Language (ASL) interpreter during media briefings.
- Translating and providing print, news, and social media emergency public information in English, Spanish, and other languages commonly spoken in the County.

4.2.3.3 Take Protective Actions

Some emergency or disaster incidents may require the County to implement protective actions such as evacuations and sheltering. Incident Command, in coordination with the Salt Lake County Emergency Manager and/or the County Mayor, decides whether to implement protective actions based on the scope, size, and impacts of the incident as well as information from responding agencies and organizations.

Executing protective actions requires coordination among multiple ESFs and supporting agencies. **Table 8** provides an overview of protective actions, supporting ESFs, and expected operations.

Table 8: Protective Actions Overview

Protective Action	Responsible Emergency Support Function	Operations

Evacuation	• ESF #1
	• ESF #6
		• Operating the Emergency and Evacuation Assistance Program (EEAP)
		• Ensuring residents are aware of evacuation orders
		• Moving affected residents that are unable to evacuate themselves
		• Identifying, activating, and procuring transportation resources, including routes to support evacuations
		• Activating and operating reception centers as temporary collection and accountability facilities
		• Maintaining and executing evacuation planning for facilities and locations such as:
		  ○ Residential health care facilities (RHCFs)
		  ○ Schools
		  ○ Businesses
		  ○ Mobile home parks
		  ○ Canyons
		• Evacuating vulnerable populations, including but not limited to:
		  ○ Medical patients
		  ○ Long-term care facility residents
		  ○ Individuals housed in prisons or jails
		  ○ Residents in other housing facilities (e.g., group homes)

Sheltering	• ESF #6 • ESF #8	• Identifying shelters • Coordinating shelter staffing and operations • Supporting mass care • Identifying considerations for pet-friendly shelters
Transportation	• ESF #1	• Providing resources to support evacuations such as public transportation • Coordinating with supporting agencies such as UDOT for additional transportation resources

Protective Action	Responsible Emergency Support Function	Operations
Victim Tracking	• ESF #6 • Jurisdiction with Authority	• Coordinating with emergency medical services (EMS) and hospitals to estimate patient numbers, types, and volumes • Coordinating with first responders and hospitals to estimate total transported individuals, self-transported individuals, and walking wounded to understand incident impacts • Tracking patient movement
Reunification	• ESF #6 • Jurisdiction with Authority	• Supporting reunification of displaced incident victims with their friends and family • Operating facilities and hotlines to support reunification operations • Pushing public information regarding reunification processes

4.2.3.4 Perform Damage Assessments

County and municipal agencies conduct damage assessments during the response to identify incident impacts, prioritize response and restoration activities, and initiate the cost recovery process. The objectives of damage assessments include:

- Determining immediate life safety issues such as trapped or missing individuals
- Assessing economic impacts
- Identifying the scope of damages
- Determining the status of infrastructure
- Prioritizing response operations
- Documenting damages
- Affixing an estimated dollar amount to damage to justify the need for additional assistance

New impacts, damages, or disruptions to infrastructure are incorporated into updated assessments and reported to relevant ESFs and County, State, and federal supporting agencies. **Table 9** provides an overview of the damage assessments conducted during response operations, including who may conduct them and the types of information collected.

Table 9: Response Damage Assessments

Assessments	Rapid Damage Assessment or "Windshield Assessment"	Initial Damage Estimates
Time Conducted	As soon as possible or hours after initial incident impact	Days to weeks after initial incident impact

Assessments	Rapid Damage Assessment or "Windshield Assessment"	Initial Damage Estimates
Purpose	Determine immediate incident impacts and hazards to direct response operations and priorities.	Determine the status of infrastructure and estimation of monetary damages to public and private property. This assessment is necessary to validate State and federal support and set recovery needs and timeframes.
Overview	• Size up incident • Determine lifesaving needs • Determine critical infrastructure status • Identify immediate hazards • Casualty reports	• Early estimation of monetary damages • Critical infrastructure status • Justify disaster declaration
Conducted By:	• First responding agencies • Field units	• Facilities Management • Public Works Engineering • Planning and Development
Information Collected	• Structure safety and damages • Environmental hazards • Response follow-up actions	
Priority Facilities	• Hospitals • Schools • Churches • Government facilities • Critical infrastructure	

4.2.3.5 Request Resources Necessary to Support Response

Request Necessary County Resources

The ECC Logistics Section and ESF #7, if activated, are the primary conduits for coordinating agency requests for additional resources. When a request is received, ESF #7 identifies the most economical and appropriate means of meeting the request.

Examples of resources that may be requested or distributed during emergency and disaster response and recovery include, but are not limited to:

- Food and water
- Office space and equipment
- Fuel
- Transportation
- Heavy equipment

The following process is used to request, approve, and pay for resources:

1. ECC Logistics Section receives a request by phone call or ICS 213 form. ECC Logistic Section staff document requests in an ICS 213 form.
2. ECC Logistics Section identifies sourcing and costs of resources.
3. ECC Logistics Section sends information to ECC Finance/Administration Section for approval.
4. Upon approval from the ECC Finance/Administration Section, additional approval may be needed depending on the policy and procedures set by the ECC Manager and ECC Finance/Administration Section Chief.
5. Upon final approval, the ECC Finance/Administration Section facilitates the payment for resources.
6. ECC Finance/Administration Section and ECC Logistics Section track and monitor deployment and eventual demobilization (if applicable) of resources.

EM maintains current resource information on supplies, equipment, facilities, and skilled personnel for emergency response and recovery operations.

For additional information on resource procurement procedures, see the **Financial Management** section starting on page 65.

Request Mutual Aid

Municipal and County response may require the use of resources beyond those available within the County. To expedite the resource sharing process, the County and municipalities have entered into mutual aid agreements with each other and assisting agencies to access additional resources should they be available. Such mutual aid agreements can be pre-established (preferred) or created at the onset of response operations. Pre-establishing mutual aid agreements prior to response operations is preferred as the agreements can be rapidly utilized during response.

Mutual aid agreements often include:

- Identification of the resources accessed
- Reasonable assurance that resources are available when needed
- Terms for compensation

During a declared emergency, DEM can request additional assistance from:

- Other political subdivisions through the State of Utah Mutual Aid Act (Utah Code Annotated 53-2a-301)
- Other states through the Emergency Management Assistance Compact (EMAC)

Additional information on the memoranda and agreements in the County can be found in **Authorities and References** on page 99.

4.2.3.6 Request a Disaster Declaration

The disaster declaration process is a critical step for the County to access State and federal support and assistance. **Figure 9** provides an overview of how emergency declarations at the municipal and County level are escalated to the State and federal government.

Figure 9: Disaster Declaration Process

Operations and coordination are escalated as entities exhaust resources and capabilities.

Municipality

- Municipal agencies respond with available resources and capabilities.
- Municipal agencies conduct assessments to determine scope of damages.
- As incident exceeds local capabilities, EM supports local response and coordination.
- Municipal mayor proclaims a local emergency, and forwards proclamation to EM.
- Municipal mayor may utilize mutual aid and impose necessary regulations, such as curfews, business closures, and tasking out law enforcement.

County

- EM receives municipal emergency proclamation.
- EM supports response by providing coordination, personnel, or equipment as needed.
- EM coordinates Facilities Management, Public Works and Engineering, and Planning and Development to conduct and develop damage assessments to support declaration.
- EM coordinates with County Mayor and Policy Group to determine if incident warrants County emergency declaration.
- The District Attorneys' office supports writing and legal review of emergency declarations, and ensures they are processed correctly.
- As incident exceeds County capabilities and resources, Salt Lake County Emergency Manager forwards emergency declaration to DEM Region 2 liaison to request State assistance.

State

- DEM receives County emergency declaration.
- DEM verifies that the County has met the threshold for disaster declaration.
- DEM Director advises governor of situation and, if warranted, **governor proclaims a state of emergency.**
- DEM Director initiates State response by activating agencies and relevant ESFs to take necessary action per Utah Emergency Operations Plan and agency standard operating procedures to support response.

Federal

- Federal agencies dispatch agencies such as FEMA to verify damages and identify support needs.
- If needed, federal agencies provide response support resources.
- Federal agencies provide disaster assistance programs to support recovery.
- Federal agencies coordinate with State and County to monitor application of federal assistance funding.

The ECC Finance/Administration Section, in coordination with the ECC Planning Section and County Chief Financial Officer (CFO), is responsible for collecting and submitting documentation verifying that the impacts to the County meet the economic threshold for a disaster declaration.

4.2.3.7 Coordinate with Non-County Partners

To effectively implement activation, response, recovery, and preparedness actions, the County coordinates with municipal, State, federal, and private-sector partners. This section provides an overview of how these entities coordinate.

As an incident evolves, expands, or affects certain sectors, various agencies may become involved to support response and recovery operations. **Figure 10** provides a general overview of how different agencies and entities are involved as an incident becomes more complex.

Figure 10: Incident Complexity

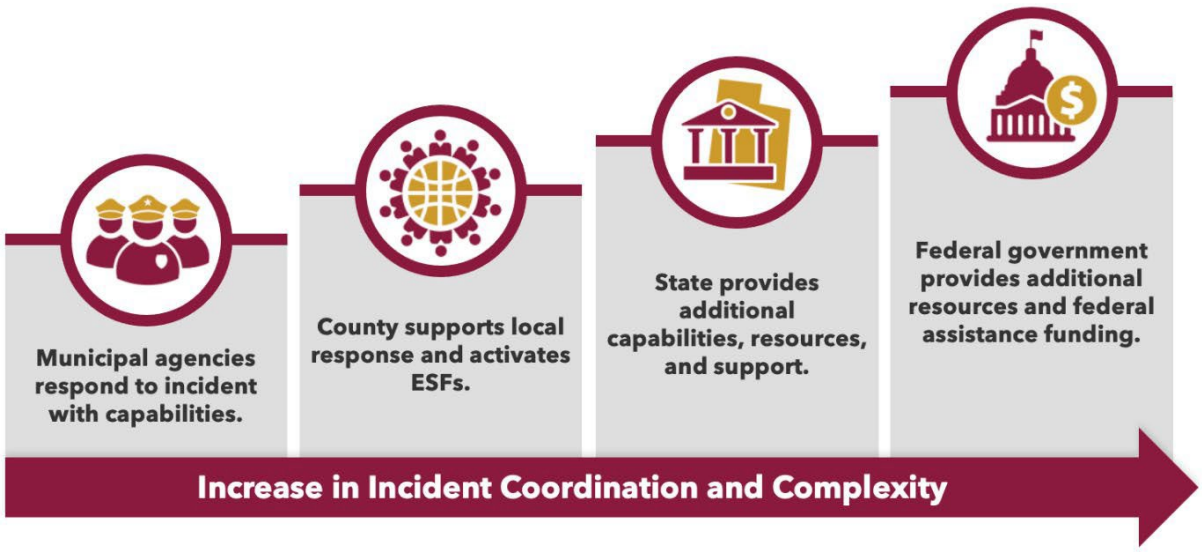


Table 10 describes the major responsibilities related to coordination during emergency and disaster response and recovery operations.

Table 10: Coordination Roles and Responsibilities

Entity	Coordination Roles and Responsibilities
Municipalities	• Respond to incident based on available resources and capabilities. • Notify municipal emergency management and other supporting agencies of operations, initial assessment, and need for further support (if required). • Activate relevant municipal EOCs to provide timely, accurate, and regular assessments and coordination support. • Declare a local emergency if warranted.
Salt Lake County	• Notify and activate County departments and divisions to support incident response and recovery operations. • Activate ECC to support response and recovery coordination. • Notify DEM of incident and request support as needed. • Create County disaster declaration as needed. • Coordinate with DEM to request federal assistance as needed. • Coordinate requests from municipalities and County departments, organizations, and agencies for resources to support response and recovery. • Regularly assess and document incident impacts and status. • Develop timely and accurate messaging to the community regarding incident status and protective actions.
State of Utah	• Provide DEM liaison to support communication and coordinate between the ECC and DEM. • Coordinate support from State of Utah agencies, other counties, and inter-State mutual aid through EMAC. • Support County and State disaster declaration as needed. • Coordinate federal assistance.
Federal Government	• Provide response support and resources if State of Utah capabilities are insufficient to respond and recover from the incident. • Provide federal assistance to help the County recover from emergency or disaster impacts.
Private Sector	• Incorporate response and recovery resources and support to municipal and County governments through requests, agreements, and memorandums of understanding (MOU). • Provide situational assessment and ensure situational awareness of disaster or emergency, if applicable.

4.2.3.8 Document Response Actions

Thorough documentation is required to support situational awareness, federal reimbursement, and audits. The ECC Finance/Administration Section, in coordination with the ECC Planning Section, is responsible for maintaining and archiving incident documentation. Documentation and records that responding agencies should produce and maintain throughout the incident response and recovery include, but are not limited to:

- Time tracking and timesheets
- Activity logs
- Purchasing cost tracking, receipts, and procurement approvals in line with requirements for Title 44 and 200 of the Federal Code of Regulations and NIMS.
- Damage assessments
- SitReps
- IAPs

Additional information on how documentation is maintained for financial management can be found in **Financial Management** on page 65.

4.3 Recovery

This section provides an overview of the County's recovery operations to return the community to pre-disaster conditions. After initial lifesaving and protection response operations have concluded, the County shifts to recovery operations. Depending on the circumstances of the incident, recovery may occur simultaneously with response and can extend for months or even years after a disaster, depending on the scale, impacts, and needs of the community.

Figure 11: Recovery Phase Overview

Key Activities

- The County Mayor, in coordination with the Salt Lake County Emergency Manager and the County Council, initiates recovery and the mobilization of recovery resources and operations.
- The Salt Lake County Emergency Manager, in coordination with ESFs, the County Mayor, and the Policy Group, determines whether to deactivate response resources.
- The Recovery Task Force (RTF) manages, facilitates, and leads recovery operations.
- RSFs are activated as needed to provide targeted recovery support.
- Municipal and County agencies conduct Preliminary Damage Assessments (PDA) to determine the scope of impacts and monetary damages needed to facilitate a disaster declaration.
- The federal government provides assistance through programs and grants to help the community recover.
- RTF coordinates the development and implementation of a Long-Term Recovery Plan to support community recovery and resilience building.

4.3.1 Transition from Response to Recovery

The speed of and process for the transition from response to recovery depends on the size and scope of recovery needs and the capacity of the County. The County Mayor, in coordination with the Salt Lake County Emergency Manager and County Council, makes the determination to mobilize recovery resources during or following response operations.

The following events or triggers can help facilitate the gradual transition to recovery operations:

- The hazard has subsided or been contained.
- Initial response efforts have plateaued or stabilized.
- Protective actions have been implemented if required.
- Injured persons or fatalities have been entered into the medical system.
- Initial damage assessments have been completed.
- Disaster impacts on the community are understood.
- Community Lifelines are stabilized.

Transition Considerations

The transition from response to recovery may not be clear. Some considerations as operations begin to shift include:

- Transition may occur at different rates throughout the County. Some communities may be functioning normally while others still lack essential services.
- Response and recovery functions may occur simultaneously, with staff sometimes supporting both, depending on their function. It is important to delineate responsibilities within functions to ensure recovery is not forgotten during early response operations.

ESF #14 is responsible for supporting the ESF to RSF transition and initiating recovery resource mobilization. This process includes:

- Determining the scope of recovery operations
- Establishing the coordination and communication structures among recovery partners
- Ensuring coordination between response and recovery organizations and agencies
- Transitioning ESF operations to RSFs and activating additional RSFs, as needed
- Identifying available funding sources and advocating for community assistance, as needed

Emergency Support Function to Recovery Support Function Transition provides an overview of the ESFs and which RSFs they support on page 98.

4.3.1.1 Demobilize Response Resources

As the County shifts to recovery, various response operations may be demobilized from the ECC. The Salt Lake County Emergency Manager, in coordination with ESFs, the County Mayor, and the Policy Group, determines when response resources can be demobilized. Once demobilized, ESFs and ECC personnel go through the following demobilization process:

1. Return all provided equipment to owners and determine if any additional documentation is needed.
2. Clean workspace in ECC.
3. Provide any documentation, such as activity logs, to the ECC Planning Section Chief.
4. Participate in any after-action meetings or follow-up discussions to identify strengths, gaps, and areas for improvement during response and recovery operations.

The Salt Lake County Mayor, in coordination with the Salt Lake County Emergency Manager and the Salt Lake County Council, makes the determination to mobilize and demobilize recovery resources.

4.3.2 Convene Recovery Task Force

The Salt Lake County Emergency Manager, in coordination with the County Mayor and Policy Group, makes the determination to activate the RTF to manage, facilitate, and lead recovery operations. The RTF is composed of County employees and agency partners who support recovery operations in addition to their regular work. The task force may have one or two key staff reassigned to support recovery full time. The RTF will coordinate virtually, out of the ECC, or out of the County Administration Building, depending on the situation.

The RTF is initially made up of the following positions:

- County Mayor
- Salt Lake County Emergency Manager
- Regional Development Manager
- County Auditor

The makeup of the task force may change, and additional positions may be added as recovery progresses and different areas of focus are needed.

Responsibilities of the RTF include:

- Developing a long-term recovery plan, including short, mid-term, and long-term goals to guide recovery operations
- Coordinating activated RSFs
- Coordinating County and federal assistance to affected communities
- Coordinating with JIC and PIOs to provide recovery public messaging to the County

4.3.2.1 Activate Relevant Recovery Support Functions

RSFs encompass core recovery capabilities, including those not active in emergency response, to focus on community recovery needs. RSFs are organized into six core functions and are activated to identify and resolve recovery challenges. RSFs may consist

of redeployed County staff from departments where day-to-day operations and expertise are applied to one or more of six core recovery areas.

RSFs are used to supplement the RTF as recovery operations develop. The RTF activates specific RSFs as recovery operations dictate. Every disaster does not require every RSF, and some may not require any; it depends on the scale of the disaster and is at the RTF's discretion.

Table 11 describes each RSF's mission and designates a coordinating agency and secondary agency (or agencies) responsible for carrying out recovery planning and supporting recovery operations.

Table 11: Emergency Support Function to Recovery Support Function Transition

Recovery Support Function Number	Emergency Support Function Transition	Mission	Primary and Supporting Agencies
RSF #1 – Community Planning and Capacity Building	• ESF #1 • ESF #2 • ESF #3 • ESF #12 • ESF #15	Ensure equitable representation of the County community during post-incident recovery planning, financing recovery operations, and capacity building of the County community to improve resilience.	**Primary** • Office of Regional Development **Secondary** • UFA • UPD • Public Service Commission • EM • Planning and Zoning Committees and Groups
RSF #2 – Economic Redevelopment	• ESF #7 • ESF #14 • ESF #15	Assist in developing programs and policies to recover and improve the business and economic sector through engagement with public, private, and non-profit organizations.	**Primary** • Office of Regional Development **Secondary** • EM • UFA - Logistics • Contracts and Procurement Division

Recovery Support Function Number	Emergency Support Function Transition	Mission	Primary and Supporting Agencies
RSF #3 – Health and Social Services	• ESF #8 • ESF #14	Address short- and long-term health and social services impacts to the County community post-disaster in coordination with public, private, and non-profit partners.	**Primary** • Salt Lake County Health Department **Secondary** • Office of Regional Development
RSF #4 – Housing	• ESF #6	Assist in the short- and long-term support, sheltering, and housing of displaced residents following the impacts of an emergency or disaster.	**Primary** • Office of Regional Development **Secondary** • Department of Human Services • American Red Cross
RSF #5 – Infrastructure Systems	• ESF #1 • ESF #2 • ESF #3 • ESF #12	Coordinate efforts of public and private stakeholders to restore and increase resilience of infrastructure from future hazard impacts.	**Primary** • Regional Transportation & Planning Division **Secondary** • UFA • Public Works - Engineering, Flood Control, and Operations Divisions • Public Service Commission

Recovery Support Function Number	Emergency Support Function Transition	Mission	Primary and Supporting Agencies
RSF #6 – Natural and Cultural Resources	• ESF #1 • ESF #11 • ESF #12	Coordinate public, private, and non-profit partners in the restoration and resilience building of natural and cultural resources to support future preservation.	**Primary** • Public Works-Engineering, Flood Control, and Operations Divisions • Landfill/Recycling Division **Secondary** • Parks and Recreation Division • Zoo, Arts, and Parks Program • Public Service Commission • Animal Services Division • Private-Sector Partners

More detailed operations for each of the RSFs can be found in the RSF Checklists Annex.

4.3.2.2 Recovery Operations Center

Depending on the scope of the emergency or disaster, the County activates a Recovery Operations Center, the primary location where recovery operations are coordinated. The Recovery Operations Center is managed by the RTF and staffed with representatives from activated RSFs.

The Recovery Operations Center may be co-located within the ECC or in an alternate location, such as the County Administration Building.

4.3.3 Assess Recovery Needs

4.3.3.1 Conduct Preliminary Damage Assessments

PDAs are one of the core steps of the emergency declaration process as they identify and determine a dollar amount for damages. The PDA assists the County Council in determining additional needs and resources. Damage assessments are to be conducted in municipalities affected by the disaster and relayed to the ECC through established communication channels.

The ECC Planning Section is responsible for collecting and organizing PDA data. This includes:

- Aggregating PDA data to get a full scope of damage
- Displaying PDA data spatially using Geographic Information Systems (GIS)
- Supporting decision-making and prioritization of operations

Table 12 provides an overview of the PDA, who may conduct it, and the type of information collected.

Table 12: Preliminary Damage Assessment Overview

Preliminary Damage Assessment	
Time Conducted	• Days to weeks after the initial incident impacts • Conducted after Initial Damage Estimate
Assessment Overview	• Quantify damage • Assist with disaster declarations • Determine impacts to critical facilities
Conducted By:	• FEMA • EM • Qualified municipal and County engineering personnel • Approved assessors
Information Collected	• Estimated costs of damage • Type of facility damaged • Location of the damaged facility • Pictures of damage • Insurance status
Priority Facilities	• Government facilities • Water infrastructure • Parks and recreation facilities

PDA results are used by County leadership to support a request for a declaration of a state of emergency, emergency orders, or an emergency declaration at the County level. The governor utilizes the County PDA to support a federal declaration of a state of emergency request that illustrates the needed response efforts exceed State and County recovery capabilities. PDA information in the request includes data such as:

- Cost of response efforts (e.g., emergency personnel overtime)
- Emergency services shortfalls
- Community damage
- Number of citizens affected

4.3.3.2 Federal Assistance

Following a disaster declaration and initial damage assessment(s), the intent is to maximize the benefit from federal funds that an impacted community may be qualified to receive. These funds can help prevent delays in recovery and eliminate possible duplication of assistance at the municipal, County, State, and federal levels. The objective is to focus federal resources on the most pertinent recovery needs and to foster trust and communication between stakeholders at all levels. More information regarding **Federal Assistance Programs** can be found on page 102.

The RTF coordinates with FEMA to open a Disaster Recovery Center (DRC). DRCs provide a location where supporting municipal, County, State, and federal agencies provide community outreach and support to citizens and businesses navigating recovery and applying for federal assistance.

4.3.3.3 Perform an Unmet Needs Assessment

FEMA defines an unmet need as the gap between verified disaster-caused damages and obtainable disaster aid. This aid includes insurance assistance, federal and State assistance, and personal resources. Unmet needs can also persist after recovery resources have been exhausted. Identifying unmet needs in the community is critical to recovery planning and ensures equity across the response and inclusive recovery planning.

Each RSF is responsible for monitoring and identifying unmet needs so they can be addressed immediately following a disaster or emergency. For instance, RSF #4 assesses disaster impacts on housing. The assessments performed by each RSF are utilized in future recovery planning and serve as a baseline for future recovery operations.

4.3.3.4 Non-Declared Disaster Event

A non-declared disaster event is an emergency event where there is no disaster declaration at the State or federal level. Without an official declaration at those levels, the County will not have access to State or federal assistance listed in the above sections. This also includes reduced or no access to federal response resources.

Core recovery concepts and RSFs can still be applied to any incident with recovery needs regardless of size or if the incident results in a State or federal disaster declaration.

4.3.4 Initiate Long-Term Recovery Efforts

Long-term recovery efforts help restore communities to pre-disaster or pre-emergency conditions and build resilience against future incidents. The primary tool for guiding long-term recovery is a Long-Term Recovery Plan.

4.3.4.1 Develop a Long-Term Recovery Plan

The development of a Long-Term Recovery Plan allows County leaders and community stakeholders to make complex, community-wide decisions to rebuild and increase

resilience. Plan development and implementation is managed by the RTF and activated RSFs in coordination with the County Mayor's Office and EM.

The Long-Term Recovery Plan is developed and implemented through the following steps:

1. Convene a core and inclusive community planning team led by previously identified RSFs.
2. Develop a unified approach and shared community vision.
3. Build on existing community planning and best practices.
4. Complete initial damage and needs assessments.
5. Identify realistic and achievable recovery actions and goals.
6. Coordinate planning efforts with municipalities and the State.
7. Implement the Long-Term Recovery Plan, monitor initial outcomes, and continually update as needed.

Recovery Plan Development Considerations

Engage diverse opinions and organizations in planning to include different perspectives across the entire community, as recovery planning is a shared community responsibility.

Engage stakeholders early in the planning process to ensure buy-in and a comprehensive approach throughout plan development.

Incorporate existing planning into recovery planning efforts to provide a wide range of goals for the community and represent shared priorities of community members. This also helps create a consistent planning approach, focusing on recovery actions that may have been considered in another context.

4.4 Preparedness

This section provides an overview of preparedness actions executed by the County and partnering agencies to prepare for the impacts of all hazards. Preparedness actions occur prior to and after emergencies and disasters and include planning, training, and exercises.

Figure 12: Preparedness Phase Overview

Key Activities

- All agencies develop internal plans to support emergency or disaster preparedness.
- EM coordinates hazard mitigation planning and identification of mitigation projects to lessen the impacts of emergencies and disasters.
- EM plans for and executes training and exercises for different partner entities within the County and State.
- The EM JIC Manager/PIO, in coordination with the County Mayor's Communication Team and municipal PIOs, implement outreach strategies to inform, educate, and engage the community on emergency preparedness.

4.4.1 Develop Plans for Future Emergencies

4.4.1.1 Maintain Plans that Support Response and Recovery

Relevant County departments, agencies, and organizations maintain operational plans and documents described in **Table 13** to better facilitate disaster and emergency response.

Table 13: Planning Documentation Overview

Planning Documentation	Description
Comprehensive Emergency Management Plan	Establishes the framework for the County to respond to, recover from, prepare for, and mitigate against all hazards that pose a threat to the County.

Planning Documentation	Description
County Recovery Framework	Provides the framework for leaders in the County to execute recovery operations. This includes detailed guidance on mobilizing RSFs and engaging the community to ensure recovery needs are equitably addressed.
Continuity of Operations (COOP) Plans	Outlines necessary staff, equipment, facilities, policies, and procedures at the County and department level to ensure essential services and functions are sustained during a disruption.
Hazard Mitigation Plan	Identifies hazards and vulnerabilities specific to the County and its communities. The plan also includes mitigation solutions to minimize emergency or disaster impacts and reduce the threat to life and property.

4.4.1.2 Update Plans Regularly

EM has the overall responsibility for ensuring their plans, annexes, operations guides, and associated checklists are current. The Salt Lake County Emergency Manager or designee assigns personnel from EM to be accountable for the upkeep of specific planning documentation. All other County departments or divisions that have emergency response or recovery assignments are responsible for developing and maintaining their own plans and procedures.

4.4.2 Conduct Hazard Mitigation Planning

Hazard mitigation planning helps improve the preparedness and resilience of the County by lessening the impacts of emergencies and disasters through the identification of risk, hazard-specific impacts, and mitigation actions. Identification and implementation of mitigation actions can occur following an emergency or disaster to lessen impacts, or during preparedness planning.

EM is the lead agency responsible for coordinating the development of the Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan. The planning process involves the 16 cities, five metro townships, and two towns located within the County's boundaries and unincorporated County. The hazard mitigation planning process often occurs on a five-year cycle and satisfies federal, State, and local hazard mitigation planning mandates.

Hazard Mitigation Planning Process

The County utilizes the following steps to develop the hazard mitigation plan:

- **Organize resources:** Form a core planning team to identify data, develop the plan draft, and conduct meetings. In addition, a steering committee composed of municipal and County representatives is established to provide guidance and oversee the planning process.
- **Conduct risk assessment:** Identify natural and technological hazards to include in the plan and develop hazard profiles to assess their magnitude and severity. Create an inventory of County assets and infrastructure and a methodology to estimate losses from hazard impacts.
- **Engage public:** Engage the public in the planning process by distributing a survey; provide the public with the final draft of the plan for review and comment.
- **Develop mitigation strategies:** Develop and prioritize mitigation strategies in the County and jurisdictions to lessen the impacts of the hazards in the plan.
- **Finalize hazard mitigation plan:** Compile all relevant elements of the plan and local annexes for submission to DEM and FEMA for approval.
- **Formally adopt hazard mitigation plan:** Upon approval of plan, seek formal adoption by each of the participating jurisdictions.

Additional detail on hazard mitigation programs can be found in the Salt Lake County Hazard Mitigation Plan.

4.4.2.1 Overview of Mitigation Actions

One of the key outputs of the hazard mitigation planning process is the identification of mitigation actions that build overall resilience and lessen the impacts from specific hazards. **Table 14** provides an overview of the types of mitigation actions and examples from the Salt Lake County Hazard Mitigation Plan

Table 14: Mitigation Actions and Examples

Action Type	Hazard Mitigation Plan Example
Local Planning and Regulations	Develop and implement countywide green infrastructure plan.
Structure and Infrastructure Projects	Assess high-pressure pipelines to ensure they meet seismic standards.
Natural Systems Protection	Construct snow sheds for avalanche mitigation.
Education and Awareness Programs	Conduct seminar to assist emergency managers in public education about radon kits.

All mitigation actions are evaluated based on parameters that allows planners to identify the time, benefit, cost, and priority of all the different actions being planned.

4.4.3 Train and Exercise Plans

Coordination structures and procedures described in the CEMP and other preparedness documentation are subject to and supplemented by regular training and exercises. EM socializes the content and concepts within the plan and components with municipal and State partners and the wider County community through community outreach.

4.4.3.1 Create Regular Opportunities for Training and Exercises

Training

The ECC Operations Section maintains a training and exercise program that supports familiarity with emergency management concepts and procedures for municipal response partners and County departments and divisions. Areas of training include:

- ICS
- Policy Group roles and responsibilities
- NIMS compliance
- ESF specific operations
- ECC operations, including:
    - An overview of the facility
    - How to operate technology (e.g., phones, computers, and tools such as WebEOC)
- Additional programs or trainings established to meet the needs of the National Qualification System

Incident Command System Baseline Training

All County and municipal staff that may play a role in emergency response, recovery, preparedness, and mitigation are encouraged to complete baseline ICS training as directed by Homeland Security Presidential Directive 8. Many of these courses are available online for free through FEMA's Independent Study Program or through the EM staff. Completing these trainings provides staff with an overview of ICS and important context needed to understand emergency management concepts and operate within the County's command and control structures. The baseline ICS courses include the following:

- **IS-100: Introduction to the Incident Command System**
- **IS-200: Basic Incident Command System for Initial Response**
- **IS-700: An Introduction to the National Incident Management System**
- **IS-800: National Response Framework, An Introduction**

Each County agency, department, and division is also responsible for ensuring that essential staff are identified and trained at levels that enable effective implementation of their existing response plans, procedures, and policies.

Exercises

EM is responsible for conducting exercises for the emergency response partners in the County, including departments, divisions, ESFs, and municipal partners. In compliance with the Homeland Security Exercise and Evaluation Program (HSEEP), EM is responsible for developing exercises using HSEEP methodology. Examples of exercises include:

- **Discussion-based exercises** to familiarize players with plans, policies, procedures, and agreements. These focus on strategic, policy-oriented issues, led by a facilitator to keep the discussion progressing toward objectives.
    - These exercises include seminars, workshops, tabletop exercises, and games.
- **Operations-based exercises** to validate plans, policies, procedures, and agreement; clarify roles and responsibilities; and identify resource gaps. These exercises include real-time response utilizing communications and mobilizing resources and personnel.
    - These exercises include drills, functional exercises, and full-scale exercises.

Following exercises or real-world incidents, EM is responsible for leading an after-action process with responders and participants to identify strengths, gaps, and improvement strategies. The outcome of this process is captured in an AAR, and any relevant findings are incorporated into updates to the CEMP and other planning documentation.

4.4.4 Involve the Community in Emergency Management

Effective community preparedness requires ongoing community awareness and education programs so citizens are prepared and understand their responsibilities should a major disaster or emergency occur.

4.4.4.1 Improve Public Safety through Education and Outreach

The EM JIC Manager/PIO, in coordination with other County and municipal communications officers, is responsible for developing and disseminating preparedness public messaging campaigns. Examples of these campaigns include:

- Signing up for public alert applications
- Developing a personal preparedness plan
- Informing the community on safety information about flood zones and evacuation routes

4.4.4.2 Leverage Community Programs to Support Engagement

Strong partnerships with citizen groups and organizations support emergency and disaster response, recovery, preparedness, and mitigation operations. **Table 15** provides

an overview of programs that promote a culture of preparedness and resiliency throughout the County.

Table 15: Community Preparedness Programs

Program	Description
Salt Lake County Community Emergency Response Team (CERT)	Provides standardized training that equips citizens with the skills necessary to prepare and respond during a disaster until help arrives. Examples of response skills include first aid, triage, and light search and rescue.
Schools Aid Families in Emergencies (SAFE) Neighborhoods Program	Provides training to individuals and personnel at schools to open, staff, and operate their neighborhood reunification hubs until outside help arrives after an emergency incident.
American Red Cross (ARC)	Provides mass care support to the County though their network of volunteers. Functions of the ARC include staffing and operating shelters as a part of ESF #6.
Salvation Army	Provides human services support during emergency and disaster incidents, including food, water, and mental health services.
Church of Jesus Christ of Latter-Day Saints (LDS)	Emphasizes and encourages preparedness and self-reliance among its members. This includes educating families on maintaining supplies and resources for long-term incidents. The Church also has an extensive volunteer base that may be leveraged during emergency or disaster incidents to support as needed.
Catholic Community Services of Utah	Empowers communities in need to reach self-sufficiency. This includes supporting homeless populations, managing refugee cases, and distributing food to vulnerable populations.

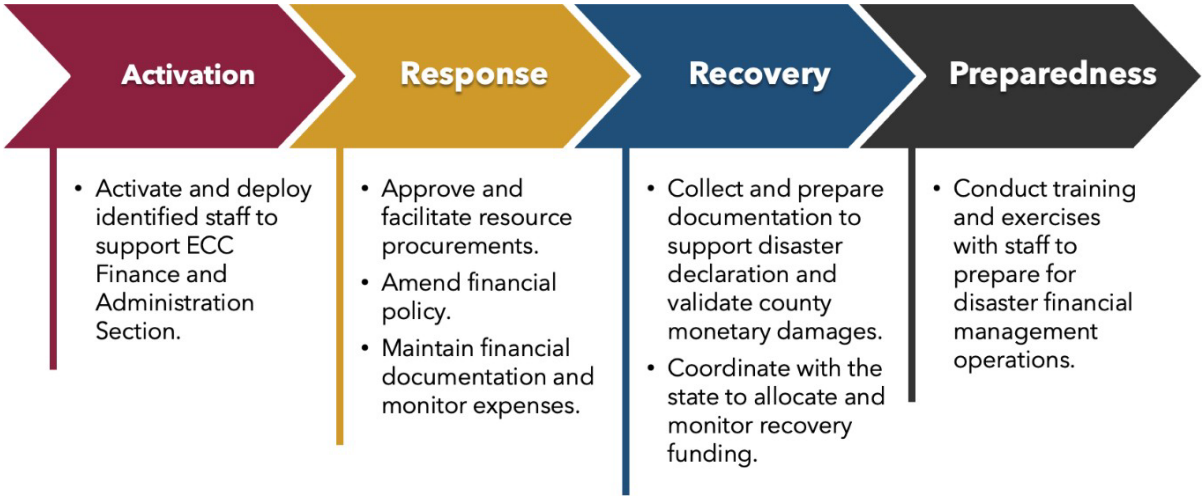
5 FINANCIAL MANAGEMENT

Financial management occurs across every phase of emergency management. This section provides an overview of how the County sets financial policy, documents spending, and manages all other financial activities during response and recovery operations.

> **Be Audit Ready**
>
> Adhering to proper financial protocol is essential for the County to maintain proper documentation and records that are necessary for reimbursement or audit processes.

Figure 13 provides a general overview of financial management operations during activation, response, recovery, and preparedness.

Figure 13: Disaster Management Financial Operations



5.1 Coordinating Departments

The County CFO or designee and Mayor's Office of Finance serve as the coordinating agency for financial management operations and staff the ECC Finance/Administration Section. Primary responsibilities of the County CFO and Mayor's Office of Finance include:

- Serve as the ECC Finance Section Chief during emergencies and disasters.
- Recommend the funding source(s) for the emergency.
- Establish an appropriate framework of internal controls.
- Establish policies for financial controls and spending limits.
- Authorize payments for emergency purchases.
- Establish a cost accounting system that properly tracks all cash outlays.
- Establish a documentation plan sufficient for audit purposes.

- Manage purchasing via contracts, purchase orders, and purchasing cards.
- Prepare budgets.
- Prepare financial statements.
- Prepare a finance plan, if necessary.

Table 16 shows coordinating structures for conducting financial management operations during emergency and disaster response and recovery operations.

Table 16: Financial Management Coordination Structures

Entity	Primary Coordinating Agency(ies)	Responsibilities and Actions
Response		
ECC Finance/Administration Section	• County CFO, serving as the ECC Finance Section Chief • Mayor's Office of Finance staff	• Setting or amending procurement policy and procedures • Procuring requested resources • Approving requested resources • Budgeting and tracking expenditures • Maintaining financial documentation, such as agreements and receipts • Managing grant and recovery funding
ESF #7	• UFA Logistics Bureau • Contracts and Procurement Division • Mayor's Office of Finance staff	• Developing fiscal agreements with agencies to govern costs and processes regarding support personnel, equipment, and services • Locating, procuring, and issuing resources for use in emergency operations • Providing vendor payments and financial budget verification for products and services
Recovery		
RSF #1	• Regional Development	• Monitoring effective use of recovery funding

5.2 Financial Response

5.2.1 Emergency Procurement and Payment

The following processes are used to request, approve, and pay for resources:

1. ECC Logistics Section receives a request by phone call or ICS 213 form. ECC Logistic Section staff is responsible for the document request in ICS 213 form if a form has not been created.
2. ECC Logistics Section identifies sourcing and costs of resources following current federal procurement laws, County procurement policy, or an amended policy.
3. ECC Logistics Section sends information to ECC Finance/Administration Section for approval. As needed, ECC Finance/Administration Section forwards request to Policy Group or other relevant ECC positions for approval.
4. Upon approval of request, ECC Finance/Administration Section facilitates payment for resources.
5. ECC Finance/Administration Section and Logistics Section track and monitor the deployment of resources.
6. ESF #7 is responsible for coordinating with the ECC Finance/Administration Section to maintain financial documentation related to procurement.

Resource Requesting Process

ESF #7 and the ECC Logistics Section are the primary conduit for coordinating agency requests for additional resources. When a request is received, ESF #7 identifies the most cost efficient and appropriate means of meeting the request.

5.2.2 Setting or Amending Financial Policy

The ECC Finance/Administration Section Chief, in coordination with Incident Command, the Policy Group, and Legal, may amend financial policy and procedures during incident response and recovery to streamline operations. Examples of financial policy that can be implemented in a disaster or emergency include:

- Pre-approving expenses under a certain amount
- Amending requesting and approval process
- Assigning credit cards to select staff for purchasing

5.2.3 Financial Documentation

Maintaining all documentation, especially financial documentation, is critical during emergency response and recovery operations. Accurate documentation is essential for:

- Validating expenditures
- Verifying damages
- Tracking spending
- Preserving records for audits

Agencies working in the ECC should forward all relevant documentation to the ECC Finance/Administration Section.

Table 17 provides an overview of the documentation that should be preserved and archived during emergency response operations.

Table 17: Financial Documentation

Operations	Types of Documents
Force Account Labor	• Sign-in sheets • ICS 214 forms • PeopleSoft for timesheets and timekeeping

Resource Procurement	• Correspondence between:
	  ○ ECC staff
	  ○ ECC and vendors
	  ○ Finance team
	• Approved ICS 213 forms
	• Receipts

5.2.4 Monitoring Expenses

The ECC Finance/Administration Section and ECC Logistics Section are responsible for tracking and documenting incident-related costs. These include costs from labor, procurement, and damages.

To monitor response-related expenses, the ECC Finance/Administration Section is responsible for:

- Maintaining situational awareness of costs incurred through labor, resource procurement, and disaster or emergency damages
- Regularly updating total costs incurred and providing updates to command staff as requested
- Projecting future spending trends
- Budgeting based on projected spending and existing department budgets
- Communicating messaging to limit or increase spending

5.3 Financial Recovery

5.3.1 Collecting Documentation for Disaster Declaration

In most cases, to access funding support for recovery, FEMA requires documentation to verify a disaster declaration made by the County. The ECC Finance/Administration Section, in coordination with the ECC Planning Section, is responsible for collecting and submitting documentation verifying the impacts to the County meet the economic threshold for a disaster declaration.

Documentation needed to verify a disaster declaration includes:

- PDA documentation of estimated cost of damages to infrastructure and facilities, including:
  - Description of damages
  - Pictures of damages
  - Insurance information
  - Location of damages, preferably latitude and longitude
- Documents and materials for reimbursement and assistance identified in the FEMA Public Assistance Program and Policy Guide. These materials include, but are not limited to:
  - Documentation supporting necessity of unique services or extraordinary level of effort
  - Documentation supporting shortages, challenging procurement circumstances, and length of time shortages or procurement challenges existed (e.g., news stories or supply chain vendor reports)
  - Documentation such as timesheets, invoices, proof of payment, and signed contracts

5.3.2 Allocation and Monitoring Funding

Following a presidential disaster declaration, the Salt Lake County Deputy Mayor of Finance or designee, the Salt Lake County Regional Services Deputy Mayor, and Attorney's Office, in coordination with DEM, are responsible for allocating reimbursements and funding by the FEMA Public Assistance Program.

5.3.2.1 Grants Manager

Applications and updates regarding Public Assistance funding from FEMA are facilitated through FEMA's Grants Manager program and the public-facing Grants Portal. An appropriate, qualified fiscal manager is assigned to use the Grants Portal to:

- Submit the request for Public Assistance.
- Upload required documentation.
- Approve workflow items for concurrence and acknowledgement.
- Update essential elements of information for requests.

5.4 Financial Preparedness

The Mayor's Office of Finance and County department directors are responsible for guiding their departments to prepare for emergency and disaster financial management operations. These departments prepare to support financial operations through the following actions:

- Developing and maintaining documentation regarding financial management procedures and policy

- Maintaining internal financial management processes through training and exercises with department staff and supporting agencies
- Conducting cross-functional training and exercises to evaluate coordination of financial management operations during a disaster or emergency
- Coordinating with ESF#7 and the District Attorney's Office to approve and maintain fiscal agreements between agencies that support response and recovery operations
- Developing agreements with supporting agencies that identify reimbursement for:
    - Personnel services rendered
    - Equipment costs
    - Expenditures of materials

6 PLAN MAINTENANCE

6.1 Plan Maintenance

The CEMP and its components are maintained by EM and updated regularly to ensure content is accurate, current, and operational. In coordination with the CEPC, EM reviews and updates the CEMP on an annual basis or as needed following training, exercises, and real-world incidents. **Table 18** describes plan maintenance actions and their frequency.

As needed, time-sensitive revisions to the plan are conducted and distributed to stakeholders, as necessary.

Table 18: Comprehensive Emergency Management Plan Maintenance

Plan Review Action	Frequency
General review and update	Annually or as needed following trainings, exercises, or real-world incidents
Threat and Hazard Identification and Risk Assessment	Every three years
Hazard Mitigation Plan	Every five years
Validating CEMP concepts and procedures through training and exercises	Regular basis as determined by EM

EM is responsible for socializing the content and concepts within the base plan and components with municipal, State, and County community stakeholders (e.g., community partners, NGOs) through outreach. Additional information on training, exercises, and community outreach can be found in the **Preparedness** section starting on page 59.

6.1.1 Homeland Security Exercise and Evaluation Program Compliance and Plan Improvement

EM develops and conducts exercises on the CEMP in compliance with the HSEEP. HSEEP is a capabilities and performance-based exercise program that provides a standardized policy, methodology, and terminology for exercise design, development, conduct, evaluation, and improvement planning.

EM conducts regular discussion-based and operations-based exercises to test concepts and procedures in the CEMP and response and recovery capabilities of relevant municipal and County organizations, departments, and agencies. Exercises are evaluated through the feedback of participating partner organizations and adopted into AARs. Where applicable, findings from the AAR are incorporated into revisions of the CEMP.

After-Action Reports

Following real-world activations and some exercises, the EM is responsible for implementing an after-action process to produce an AAR. AARs review incident or exercise operations to identify corrective actions. Key features of an AAR include:

- **Strengths:** Operations that were conducted effectively.
- **Areas for Improvement:** Operations that were not conducted as effectively as they could have been and highlight gaps in capability, such as equipment or training.
- **Recommendations:** Strategies to address the areas of improvement and build capability and capacity for future emergencies and disasters.
- **Improvement Plan (IP):** Consolidation of areas for improvement and recommendations. The IP also assigns responsibility to organizations or departments to implement improvements.

7 ROLES AND RESPONSIBILITIES

This section outlines general roles and responsibilities for County, municipal, State, and federal entities related to response, recovery, preparedness, and mitigation operations.

7.1 Functional Responsibilities

The following table provides an overview of emergency response functions and the primary (***P***) and secondary (***S***) entities that are responsible for executing those functions.

Function	Salt Lake County EM	Mayor's Office	Health Department	Information Services	Public Works	Human Services	Mayor's Office of Finance	Unified Police Department of Greater Salt Lake	Unified Fire Authority	ARC	Salvation Army	Faith-Based NGOs	Private Sector
Administration and Finance	*S*						*P*						
Agriculture and Natural Resources					*S*								*P*
Alert and Notification	*P*							*S*	*S*				
Communications	*S*			*P*				*S*	*S*				
Critical Infrastructure and Key Resource Restoration					*P*								*S*
Damage Assessment	*S*				*P*								
Debris Management					*P*				*S*				
Detection And Monitoring	*S*							*P*	*P*				
Direction, Control, and Coordination	*P*	*P*						*S*	*S*				
Donation Management							*P*			*S*	*S*	*S*	*S*
Emergency Public Information	*P*	*S*											
Energy and Utilities Services					*S*								*P*
Evacuation and Shelter-in-Place		*S*						*P*	*P*				
Fatality Management and Mortuary Services													

Function	Salt Lake County EM	Mayor's Office	Health Department	Information Services	Public Works	Human Services	Mayor's Office of Finance	Unified Police Department of Greater Salt Lake	Unified Fire Authority	ARC	Salvation Army	Faith-Based NGOs	Private Sector
Firefighting/Fire Protection									P				
Food, Water, and Commodities Distribution											P		
Hazardous Materials									P				
Information Collection, Analysis, and Dissemination	P							S					
Law Enforcement								P					
Mass Care and Sheltering	S									P	P	S	
Mutual Aid	P	S											
Private Sector Coordination	P												P
Public Health and Medical Services			P										
Public Works and Engineering					P								
Resource Management and Logistics	P								S				
Search and Rescue									P				
Transportation Systems and Resources					P								
Volunteer Management	S									P	P		
Warning	P							S	S				

7.2 General Roles and Responsibilities

7.2.1 County

County entities are responsible for coordinating to support response, recovery, preparedness, and mitigation operations for all hazards.

Entity	Roles and Responsibilities
Salt Lake County EM	• **Support ESFs #1, #5, and #15 by coordinating response efforts and communications.** • Provide 24/7 personnel with an on-call supervisor and DO. • Coordinate response and recovery operations out of the ECC. • Establish the coordination structures through which County staff respond to and recover from emergencies and disasters. • Identify, train, and exercise County staff to enable effective implementation of existing response plans, procedures, and policies. • Establish ECC activation level. • Facilitate coordination with County, municipal, State, private-sector, and federal entities to support emergency or disaster response, recovery, preparedness, and mitigation. • Conduct public information operations out of the JIC to ensure the community receives timely and accurate information. • Coordinate with County departments and divisions to maintain County COOP plans.
Mayor's Office	• **Support ESF #7 through the ECC Finance/Administration Section and ECC Operations Section.** • Enhance protective policies to lessen the impact on vulnerable populations and minimize damage to critical facilities. • Provide overall direction to ECC for emergency and disaster response and recovery operations. • Support development and dissemination of public information out of the JIC. • Establish emergency declaration if County capabilities and resources are insufficient to meet needs of incident.

Entity	Roles and Responsibilities
Health Department	• **Support ESFs #8, #10, and #14 with public health facilities, personnel, and documentation.** • Assist in community health-focused response and recovery efforts. • Support tracking of hospital resources, such as available beds. • Activate Health Department DOC to coordinate community-health focused response operations.
Information Services	• **Support ESFs #2, #7, and #11 with technology and communication devices to stay connected.** • Ensure backup communications systems are secure and maintained. • Direct and support County information technology services.
Public Works	• **Support ESFs #1, #3, #10, #11, and #12 with appropriate vehicles and equipment, as well as personnel expertise.** • Work with government departments and industry partners to assess damage to transportation infrastructure and operations. • Ensure public works and engineering-related functions are protected prior to an incident. • Identify and acquire secondary buildings for operations to utilize during a response, should critical facilities be damaged, to maintain continuity of operations.
Human Services	• **Support ESFs #6, #7, and #8 with logistics to ensure populations receive necessary resources.** • Support implementation of disaster assistance programs to help populations recover non-housing losses and access food stamps, crisis counseling, disaster unemployment benefits, legal services, and other services. • Provide staff to coordinate volunteers and manage donations depending on the scope and size of the incident and as needed.
Mayor's Office of Finance	• **Support ESF #14 by coordinating financial assistance programs.** • Support cost approval for County departments and entities. • Establish or amend emergency financial policy to expedite or document procurement and cost tracking. • Document financial activities to support cost recovery efforts and eligibility of incurred costs for federal and State grant reimbursement (e.g., Public Assistance).

Entity	Roles and Responsibilities
Unified Police Department of Greater Salt Lake	• **Support ESFs #9 and #13 through coordination efforts.** • Execute tactical response operations to protect life and property. • Provide assistance for evacuation operations. • Provide security for incident perimeter and other operations. • Regularly coordinate with ECC and other responding entities to form common operating picture.
Unified Fire Authority	• **Support ESFs #2, #4, #9, and #10 through appropriate equipment and personnel expertise.** • Execute tactical response and emergency medical services operations to protect life and property. • Coordinate with Contracts and Procurement, UFA Logistics, and others to jointly secure and manage supply chains. • Coordinate with ECC and other responding entities to form common operating picture.

7.2.2 Municipalities

Municipalities serve as the primary provider of emergency services within their jurisdiction to ensure timely response to incidents and are often the first to use their personnel and resources during an incident.

Entity	Roles and Responsibilities
Municipalities	• **Support ESF #15 by providing updates on incident status to the community through public information and outreach.** • Respond to and recover from emergencies and disasters based on municipal resources and capabilities. • Through liaisons, maintain communications with neighboring municipalities and the County regarding additional resource and capability needs. • Provide personnel and resources to neighboring municipalities and the County through formal requests. • Declare a local emergency if municipal resources and capabilities do not meet scope and size of emergency or disaster. • Identify deficiencies and enhance protective measures to lessen the impact on vulnerable populations and minimize damage to local facilities.

7.2.3 State

The State of Utah coordinates support for county-level requests and declarations and escalates requests for assistance to the federal level. The State also helps handle mutual aid requests.

Entity	Roles and Responsibilities
Division of Emergency Management	• **Identify and activate necessary State ESFs to support County ESF counterparts.** • Initiate requests for assistance from the Federal Government, through FEMA, and from other states, through EMAC. • Review and send PDA to FEMA for federal disaster assistance. • Ensure State compliance with federal-state agreement and disaster assistance program following a Presidential Declaration of Emergency or Major Disaster.
Other State Agencies	• Develop cooperative agreements and relationships with private organizations and associations that possess resources or capabilities for assistance. • Establish and maintain liaison with federal counterparts to ensure procedures and available resources are current. • Assign and train personnel to meet state agency response and recovery responsibilities prior to emergencies and disasters and appoint an emergency coordinator and representatives.

7.2.4 Federal

Federal agencies are responsible for deploying additional aid to support local response and recovery activities, as requested.

Entity	Roles and Responsibilities
FEMA	• **Identify and activate necessary federal ESFs to support State and County ESF counterparts.** • Assess and fulfill requests for federal assistance in coordination with the SCO. • Coordinate activation and implementation of the Federal Response Plan (FRP), allowing states to access federal programs and support. • Conduct joint PDAs with State and County agencies, as requested, to assess the damage to facilities and infrastructure, and dispatch damage assessment teams to validate PDAs and approve federal assistance during recovery. • Coordinate federal emergency grant programs to support recovery (e.g., HMGP, BRIC, CDBG, PA).
Federal Bureau of Investigation	• **Support ESF #13 through personnel, resources, and intelligence practices.** • Lead and coordinate response efforts for emergencies and disasters with a national security or terrorism component. • Provide investigative assistance in the event of specific incidents (e.g., terrorist event, cyber-attack).

7.2.5 Non-Governmental Organizations

Non-governmental organizations are generally responsible for providing additional volunteers and staff to support response and recovery operations. Local NGOs utilize a network of volunteers to primarily support ESFs #6 and #14.

Entity	Roles and Responsibilities
ARC	• **Support ESF #8, #11, and #14 by providing staff and coordination for public health and medical operations, animal populations support, and long-term recovery services (e.g., case management, unmet needs assistance).** • **Support ESF #6 by coordinating sheltering and mass care VOADs and managing all aspects of ARC services provided at shelters.** • Coordinate trainings for critical shelter staff prior to responses and for shelter volunteers at the onset of incidents (e.g., just-in-time trainings) and develop emergency planning documentation for shelter operations. • Assist in conducting RDAs to size up initial impacts of the incident, as necessary. • Assist with evacuee and sheltering reporting, including recording daily shelter population counts, and providing other updates regarding sheltering activities. • Assume responsibility for all direct, documented disaster relief-related costs associated with the operation of the shelter, including facility operating costs that are over and above the normal operating costs of the facility.
Faith-Based NGOs (e.g., LDS Church, Catholic Community Services, Southern Baptists, Church of Scientology)	• **Support ESF #6 by assisting in feeding and mass care operations.** • Provide additional volunteers to support response and recovery needs as requested.
MOSAIC Inter-Faith Ministries	• **Support ESF #6 and #14 by providing assistance to populations with functional and access needs.** • Provide case management on-site to affected community members as needed. • Support populations in need through in-home senior assistance, refugee and economic immigrant services, employment assistance, and other community services.
Salvation Army	• **Support ESF #6 by assisting in feeding and mass care operations for incident response.** • Assist with feeding and mass care operations during incident recovery.

7.2.6 Private Sector

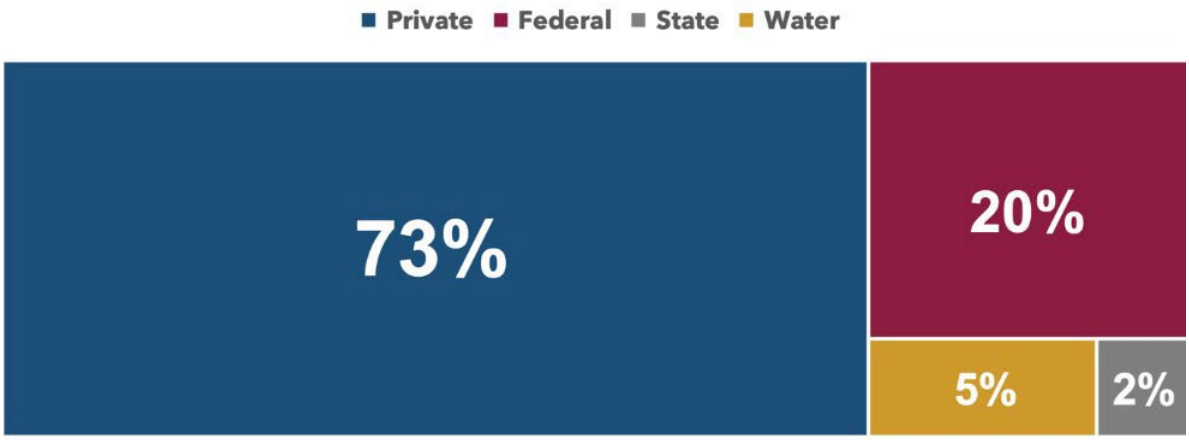
The private sector provides additional resources, skills, and personnel to support response and recovery efforts as needed. Private-sector organizations coordinate with the ECC to assist in any incident response needs.

Entity	Roles and Responsibilities
Private Sector	• **Support ESF #7 by coordinating with the Logistics Section to provide resources.** • Leverage special skills or resources during disaster to support response and recovery, such as with communications technology, heavy construction expertise, medical knowledge, or engineering. • Support recovery and restoration of critical infrastructure, such as roads and energy. • Participate in long-term recovery planning to support a return to normal and build a more resilient community.

COMPREHENSIVE EMERGENCY MANAGEMENT PLAN APPENDICES

Figures and Maps

Land Use

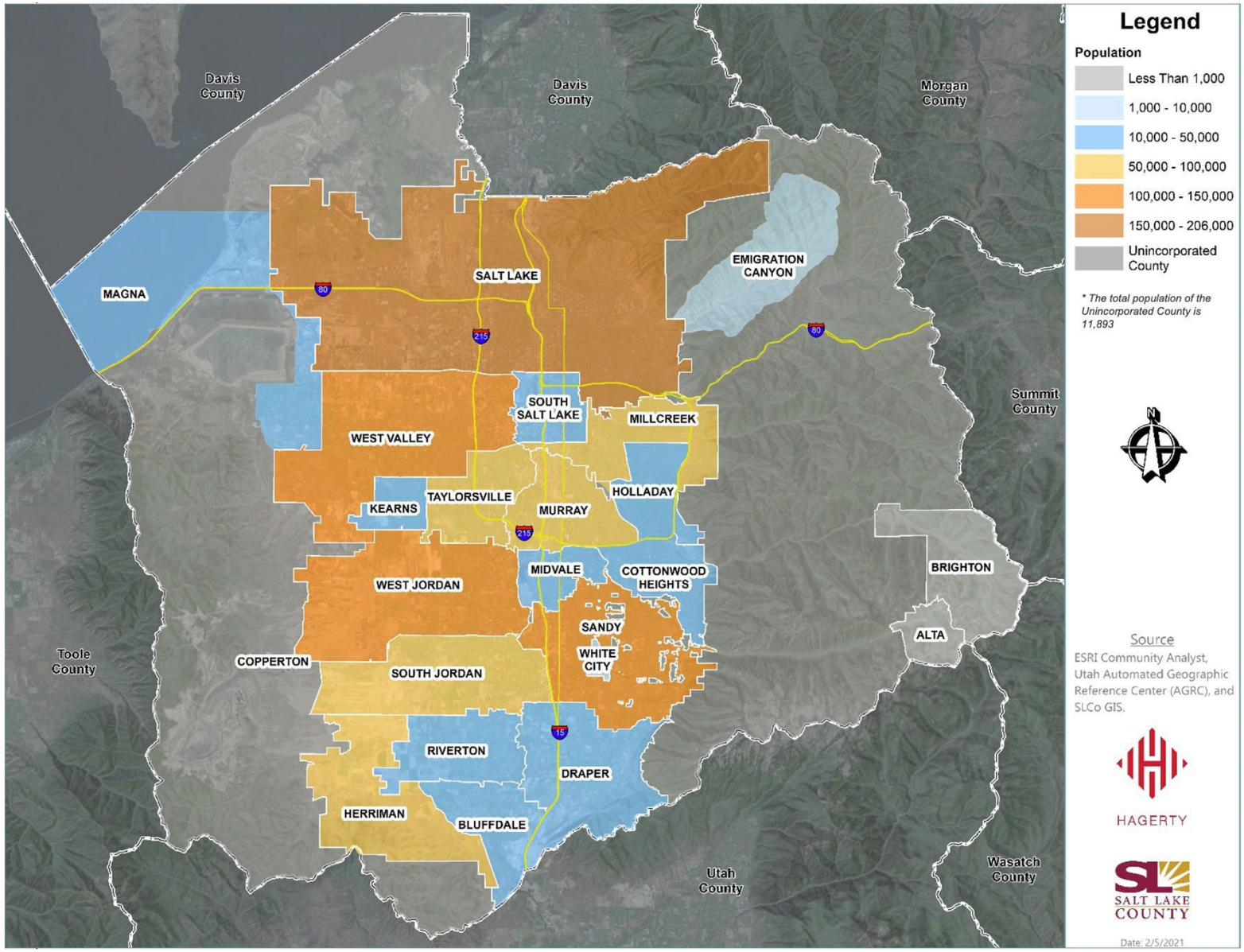


Climate and Weather

Climate and Weather Feature	Average	
	Salt Lake County	United States
Weather		
Rainfall	19.6 in	38.1 in
Snowfall	54.2 in	27.8 in
Precipitation	90.2 days	106.2 days
Sunny	226 days	205 days
Temperature and Climate		
Average July High	91.4°	85.8°
Average January Low	22.8°	21.7°
Ultraviolet Index This measurement describes the risk of overexposure to ultraviolet radiation on a score from 0 (low) to 15 (high).	4.7	4.3

Source: www.bestplaces.net

County Population Map



Population and Demographics

Municipality	Type	2020 Population	2020 – 2025 Estimated Annual Growth Rate
Bluffdale	City	15,214	3.93%
Cottonwood Heights	City	34,951	0.92%
Draper	City	49,706	3.04%
Herriman	City	50,183	3.04%
Holladay	City	31,799	0.92%
Midvale	City	33,358	1.64%
Millcreek	City	63,116	0.96%
Murray	City	50,918	1.11%
Riverton	City	46,873	1.69%
Salt Lake	City	205,405	1.35%
Sandy	City	101,374	1.34%
South Jordan	City	83,119	1.29%
South Salt Lake	City	27,896	1.84%
Taylorsville	City	60,565	0.73%
West Jordan	City	120,580	1.60%
West Valley	City	142,242	1.17%
Copperton	Metro Township	684	1.23%
Emigration Canyon	Metro Township	1,806	1.74%
Kearns	Metro Township	36,866	0.77%
Magna	Metro Township	29,252	1.40%
White City	Metro Township	5,839	0.68%
Alta	Town	405	0.68%
Brighton	Town	176	1.22%
Salt Lake County	Unincorporated	11,893	2.00%

Source: ESRI Community Analyst

Regional Population

Neighboring County	Population
Morgan	12,124
Summit	42,145
Wasatch	34,091
Utah	636,235
Tooele	72,259
Davis	355,481

Source: ESRI Community Analyst

Vulnerable Populations

Vulnerable populations are identified as individuals that may require additional assistance during emergency or disaster situations.

Jurisdiction	Type	2020 Under 5	2020 Over 65	2018 Non-English Speaking	2018 Households with 1+ Individuals with a Disability	2018 Households Below Poverty Line
Bluffdale	City	10%	7%	7%	5%	3.93%
Cottonwood Heights	City	6%	18%	18%	6%	0.92%
Draper	City	8%	8%	8%	4%	3.04%
Herriman	City	13%	4%	4%	3%	3.04%
Holladay	City	6%	20%	20%	8%	0.92%
Midvale	City	8%	11%	11%	7%	1.64%
Millcreek	City	7%	17%	17%	10%	0.96%
Murray	City	7%	17%	17%	9%	1.11%
Riverton	City	10%	7%	7%	5%	1.69%
Salt Lake	City	7%	12%	12%	8%	1.35%
Sandy	City	7%	14%	14%	6%	1.34%
South Jordan	City	9%	9%	9%	5%	1.29%

Jurisdiction	Type	2020 Under 5	2020 Over 65	2018 Non-English Speaking	2018 Households with 1+ Individuals with a Disability	2018 Households Below Poverty Line
South Salt Lake	City	7%	9%	9%	9%	1.84%
Taylorsville	City	8%	13%	13%	8%	0.73%
West Jordan	City	10%	7%	7%	6%	1.60%
West Valley	City	10%	9%	9%	6%	1.17%
Copperton	Metro Township	7%	11%	11%	10%	1.23%
Emigration Canyon	Metro Township	5%	21%	21%	7%	1.74%
Kearns	Metro Township	10%	8%	8%	8%	0.77%
Magna	Metro Township	10%	8%	8%	7%	1.40%
White City	Metro Township	7%	14%	14%	9%	0.68%
Alta	Town	4%	16%	16%	2%	0.68%
Brighton	Town	4%	23%	23%	7%	1.22%
Salt Lake County	Unincorporated	8%	14%	14%	6%	2.00%

Source: ESRI Community Analyst

Economy

Industry	Employment Share
Trade, Transport, and Utilities	20%
Professional and Business Services	18%
Government	15%
Education, Health, and Social Services	11%
Leisure and Hospitality	8%
Financial Activities	8%
Manufacturing	8%

Industry	Employment Share
Construction	6%
Information	3%
Other Services	3%
Mining	<1%

Source: Department of Workforce Services

Major employers in the County include:

- University of Utah
- State of Utah
- Delta Airlines
- Rio Tinto
- Intermountain Healthcare
- Granite School District
- Jordan School District
- Salt Lake County
- Wells Fargo
- Edwards Lifesciences
- Century Link
- Wal-Mart
- Discover Financial Services Inc.
- United States Postal Service
- Salt Lake City School District
- Salt Lake City
- LDS Church
- ARUP Blood Services
- Utah Transit Authority

Income

According to the 2018 US Census Bureau American Community Survey, the County's median household income is roughly $68,000.

Annual Income	County Percentage	National Average
Less than $10,000	4.3%	6.7%
$10,000 to $14,999	3.2%	4.9%
$15,000 to $24,999	7.1%	9.8%
$25,000 to $34,999	8.1%	9.5%
$35,000 to $49,999	12.5%	13.0%
$50,000 to $74,999	20.1%	17.7%
$75,000 to $99,999	14.9%	12.3%
$100,000 to $149,999	16.9%	14.1%
$150,000 to $199,999	6.4%	5.8%
$200,000 or more	6.5%	6.3%

Political Governance

The following chart illustrates the organizational structure of County departments and divisions under the County Mayor.

MAYOR

Deputy Mayor of Finance & Administration (CFO)	Deputy Mayor of County Services (CAO)	Deputy Mayor of Regional Operations (CRO)	Mayor Wilson Mayor's Office
Office of Finance **Budget** **Accounting** **Finance & Payroll** **Dept. Administrative Services** • Records & Archives • Contracts & Procurement • Data & Innovation • Facilities • IS / IT • Real Estate • Addressing **Human Resources** **Internal Communications**	**Salt Palace Convention Center and Mountain America Expo Center*** **Convention/Visitor Sales & Marketing*** **Criminal Justice Initiatives** **Office of Programs & Partnerships** **Dept. Community Services** • Arts & Culture/Eccles Theater • Zoo, Arts & Parks • Clark Planetarium • Parks & Recreation/Golf • Libraries • Children's Museum* **Dept. Human Services** • Health Department • Aging & Adult Services • Youth Services • Criminal Justice Services • Behavioral Health Services • USU Extension Services* • Indigent Defense*	**Dept. Public Works** • PW Operations & Street Lights • PW Engineering • Animal Services • Flood Control Engineering • Fleet **Salt Lake County Landfill** **Emergency Services** **Unified Fire Authority Representative*** **Emergency Management** **Office Regional Development** • Economic Development • Regional Planning & Transportation • Housing & Community Development • Environmental Sustainability • Special Projects	**Mayor's Office Administration** **Diversity & Inclusion Officer** **New Americans & Refugees Liaison** **Communications Director** ***Denotes contract agency***

The County government is managed by an elected County Mayor and a nine-member County Council. Three at-large members are elected every six years, and the other six are elected by district every four years. The County Mayor is elected on a four-year term and appoints three deputy mayors who coordinate and manage County departments and divisions.

There are 24 independently governed political subdivisions in the County. The local governments are responsible for zoning and code enforcement, police and fire protection, and other city services within their jurisdictions.

Critical Infrastructure

Infrastructure or Facility	Description
Chemical Sector	The County contains multiple large companies in the chemical sector, including Rio Tinto, Thatcher, and USANA Health Sciences.
Communications	The County contains two major newspapers: The Salt Lake Tribune and Deseret News. There are many other smaller newspapers and information-sharing outlets in the County. In addition, the County has approximately 17 full-powered television stations. There are approximately 30 trunked radio systems.
Information Technology	The County contains offices of large companies in the information technology sector that include Overstock.com, Clearlink, BambooHR, and Divvy. The County also contains the Utah Data Center, operated by the National Security Agency. This facility supports the national intelligence community's efforts to monitor, strengthen, and protect the nation.
Monuments and Icons	The County is home to historical sites and monuments, including historic houses of worship, war memorials, and natural mining grounds and canyons.
Pipelines	The County has several gas transmission pipelines that extend from the north to the south end of the County. These lines also extend in an east-west orientation in the north and south ends of the County. In addition, in the north end of the County, there are multiple hazardous liquid pipelines, which extend from Great Salt Lake Park to Salt Lake City to Summit Park.
Transportation	The County contains several interstate highways, including I-15 and I-80. Critical state routes (SR) for the County include SR-68, SR-201, and SR-154. The County contains many bike paths and trails to facilitate active transportation and recreation. Bus and commuter rail lines extend throughout the County. This infrastructure is operated by the Utah Transit Authority (UTA). Additional public transportation infrastructure includes the FrontRunner commuter rail line, TRAX light rail system, and S-Line historic streetcar.

Infrastructure or Facility	Description
Solid Waste Facilities	The Department of Public Works & Municipal Services operates a landfill that collects solid waste for the County. Additional solid waste facilities include the Household Hazardous Waste Facility operated by the Health Department and the Trans-Jordan Landfill that operates through a County partnership.
State-Owned Facilities	There are currently 1,463 State-owned facilities within the County, with a total insured value of approximately $7.3 billion.
Water Control Structures	There are approximately 282 dam structures within the County. The National Levee Database also identifies five levee systems in the County comprising 160 levee structures.
Water and Wastewater Treatment	There are multiple facilities in the County that treat and reclaim wastewater, including the Central Valley, Jordan Basin, Salt Lake City, and South Valley Water Reclamation facilities.

Key Resources

Identifying and assessing the vulnerability of key resources in the County helps prioritize disaster response, recovery, and mitigation operations. Key resources in the County include:

- Banking and Finance
- Commercial Sector
- Critical Manufacturing Sector
- Defense Industrial Base
- Dispatch Centers
- Emergency Services
- Food and Agriculture Sector
- Healthcare
- Schools
- Universities

Hazard Analysis

More detail on the hazard analysis can be found in the Salt Lake County Hazard Mitigation Plan.

Natural Hazards

Hazard Description	Potential Impacts
Severe Weather includes multiple weather events that can occur simultaneously or independently within the County. • **Extreme Cold** is defined as a period that sustains lower than average temperatures. • **Extreme Heat** is defined as "summertime weather that is substantially hotter or more humid than average for a location at that time of year." This can result in heat cramps, heat exhaustion, or heat stroke. Vulnerable and homeless populations are particularly susceptible to the impacts of extreme heat. • **Fog** is formed by temperature inversions that trap cold, moist air on the Wasatch Front valley floor. The fog can cause visibility restrictions and icy surfaces. • **Hailstorms** are formed by freezing water in thunderstorm clouds accumulating in layers around an icy core and falling to the earth. • **Heavy Rain** is a large amount of precipitation that can result in flash-flood events. • **High, Strong, and Thunderstorm Winds** can occur with or without the presence of a storm and are unpredictable regarding time and place. Canyon winds can bring wind gusts greater than 100 mph through the canyon mouths into the Wasatch Front's populated areas. • **Lightning** is electricity discharged from a thunderstorm that can severely injure or kill an individual and cause damage to structures. • **Thunderstorms** are formed when rising air currents bring moist surface air into the upper atmosphere and condense, forming heavy rains, hail, strong winds, and/or lightning. While thunderstorms can occur anytime within the County, they often occur during the spring and summer. • **Winter Storms** can cause extreme cold, traffic from icy roads, damage to agriculture and electrical and telephone infrastructure, and economic impacts from snow removal.	• Loss of life from exposure to severe temperatures • Damage to property • Traffic accidents • Damage to transportation infrastructure • Damage to agriculture

Hazard Description	Potential Impacts
Tornados are a narrow, violently rotating column of air extending from the base of a cumulonimbus cloud to the ground.	• Property damage • Loss of life and injury • Damage to transportation infrastructure • Reduced air quality
Flooding is when normally dry land is submerged with a large amount of water. In the County, there are multiple types of flooding events, including the following: • **Snowmelt Floods** are caused by rapid spring snowmelt of mountain snowpack. In addition, intense spring rainfall increases the flood magnitude, causing further rapid river rises. • **Flash-Flooding** results from powerful thunderstorms and subsequent intense rainfall. Rain may accumulate in low-lying areas with no outlet or where storm drains have become overwhelmed. • **Post-Fire Debris Flow Flooding** are enhanced runoff conditions from a fire-damaged watershed, which can result in debris flow flooding. Floods in the County are typically localized events running out of mountain canyons. Urban areas are also prone to flooding because urban development, such as buildings, streets, and parking lots, prevent water infiltration into the soil and greatly increase runoff.	• Damage and destruction to property from water and debris flow • Contaminated water • Damage to or inaccessible transportation infrastructure • Displaced residents • Raw sewage/health risks • Electrical fire • Gas spills • Loss of life
Drought is a deficiency of precipitation over an extended period, resulting in a water shortage for some activity, group, or environmental sector.[1]	• Socioeconomic impacts to agricultural community • Water conservation mandates • Wildfires • Dust storms • Reduced air quality
Wildfires are particularly concerning in the wildland-urban interface (WUI) – the line, area, or zone where structures or other human development meet or intermingle with undeveloped wildland or vegetative fuel. The portions of the County that could experience the most significant amount of destruction due to a wildland fire include the foothills and the bench areas on or near the Wasatch Range, Traverse Mountain, and the Oquirrhs. These WUI areas are threatened most because of the number of forested lands,	• Damage to structures • Damage or destruction of critical facilities and infrastructure • Evacuation • Housing displacement • Loss of life

[1] National Drought Mitigation Center

Hazard Description	Potential Impacts
vegetation types, and the increasing population growth spreading into the foothills.	
Public Health Hazards are chemical, physical, or biological factors in the environment that can have negative impacts on a population's short- or long-term health. • An **epidemic** is a localized disease or virus outbreak that spreads rapidly and affects many people or animals in a community. • A **pandemic** is an epidemic that occurs worldwide or over a vast area and affects many people or animals.	• Overwhelmed public health resources • Loss of life • Temporary social and economic impacts
Soil Contamination can occur naturally or through human activities that release toxins into the environment. Industrial activity, agricultural chemicals, or improper disposal of waste could cause this.	• Possible short- and long-term health effects on the local population • Contamination that could spread to water sources, causing further health issues in the local population
Climate Change is expected to continue to impact a variety of factors across the planet, including raised air and ocean temperatures and dryer and wetter seasons. In general, climate change continues to exacerbate many of the previously identified hazards.	• Longer and dryer fire seasons • Hotter and colder temperatures
Earthquakes are defined as the abrupt, rapid shaking of the earth caused by sudden breakage of rocks that can no longer withstand the stresses that build up deep beneath the earth's surface.[2]	• Damage to facilities and critical infrastructure • Loss of life • Hazardous materials spill • Disruption of major transportation routes • Soil liquefaction • Landslides and avalanches • Destructive waves on the Great Salt Lake

[2] Utah Geological Survey

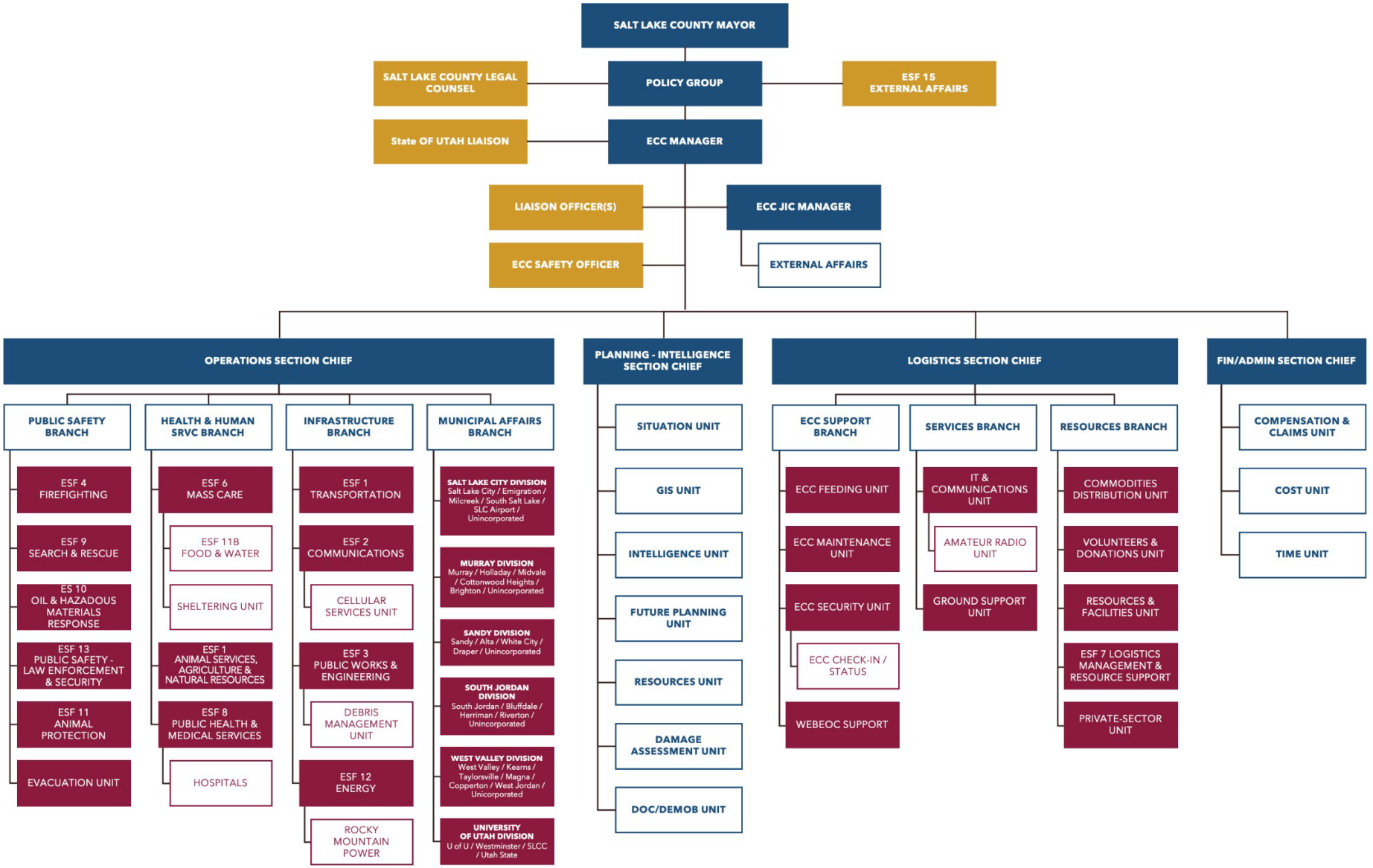
Technological Hazards

Hazard	Potential Impacts
Hazardous Materials incidents occur when chemical, biological, or radioactive materials are released, posing a risk to individuals, the natural environment, and property in the area. • **Transportation** incidents can occur on any road, rail line, or pipeline where hazardous materials are transported. • **Fixed Site** incidents can occur at facilities where hazardous materials are stored.	• Evacuation • Environmental damage • Loss of life or injury • Drinking water contamination • Agriculture contamination

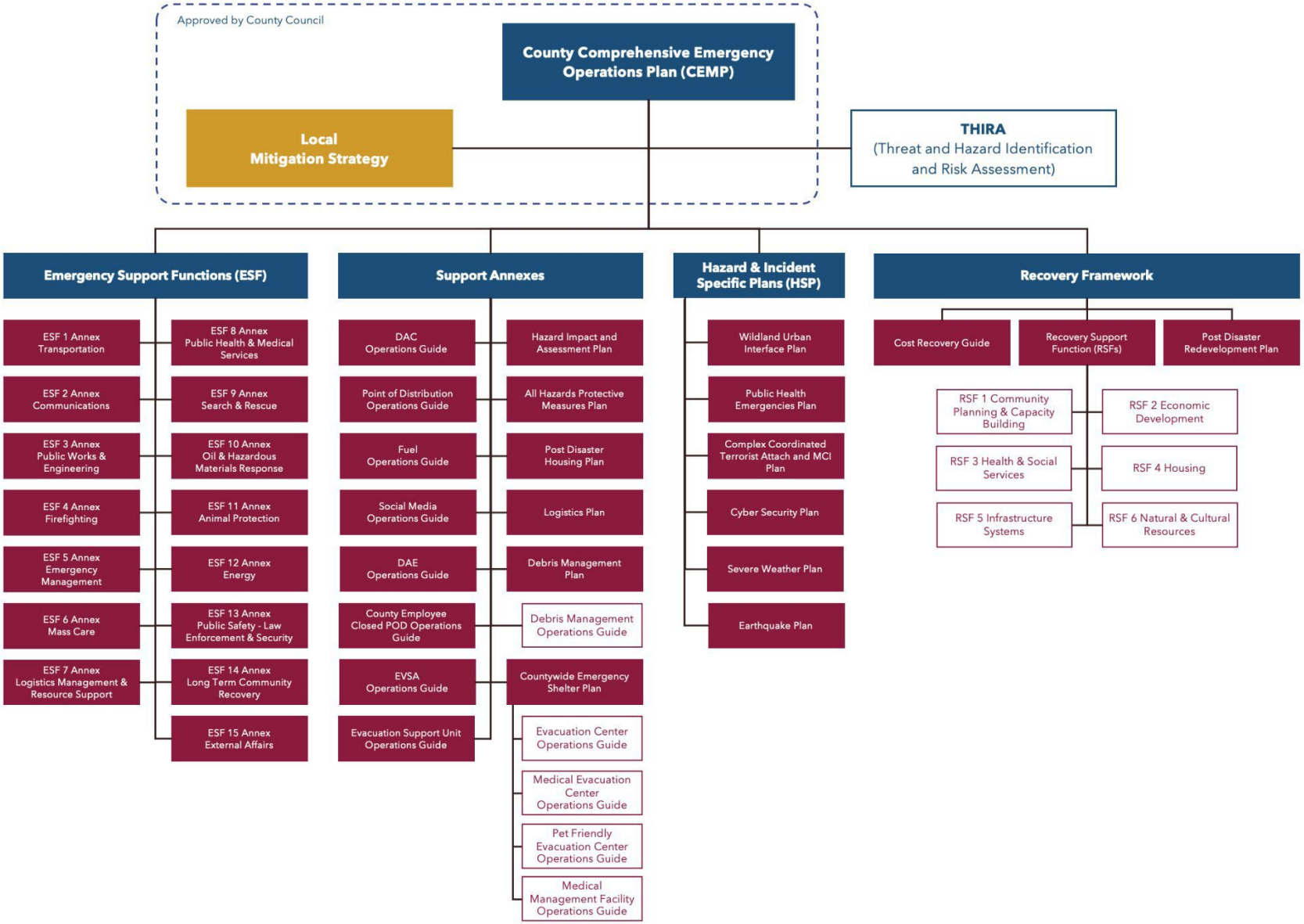
Human-Caused Hazards

Hazard Description	Potential Impacts
Terrorism and Mass Casualty Incidents are events where resources and personnel become overwhelmed by the number of casualties and may not be able to respond efficiently. **Active Shooter** events are characterized by the use of firearms, the potential for large numbers of fatalities, and the need for responding organizations and resources to resolve the incident. **Terrorism** is the unlawful use of violence and intimidation, especially against civilians and property, to pursue political aims and violate criminal laws of the United States. The purpose is to intimidate, coerce, or get ransom. • **Domestic terrorism** originates from within the country and directs its attention to the government or population without foreign direction. • **International terrorism** activities are foreign-based or directed by countries or groups outside the United States or whose activities transcend national boundaries.	• Building or infrastructure collapse, mass transportation accidents and disruptions, or natural disasters • MCI • Disruption or destruction of critical infrastructure • Federal investigation • Resources and personnel become overwhelmed
Civil Disturbances may come in the form of looting and rioting. Many are a reaction to a specific event, a response to extreme change, or hazards.	• Damage to facilities and structures • Law enforcement response
Cyber Incidents and Cyber Terrorism are breaches and attacks on electronic systems that can affect their availability or integrity. Attacks on networks or breaching of data can happen to individuals, organizations, or government agencies.	• Breach or leak of confidential information • Unavailability of critical systems

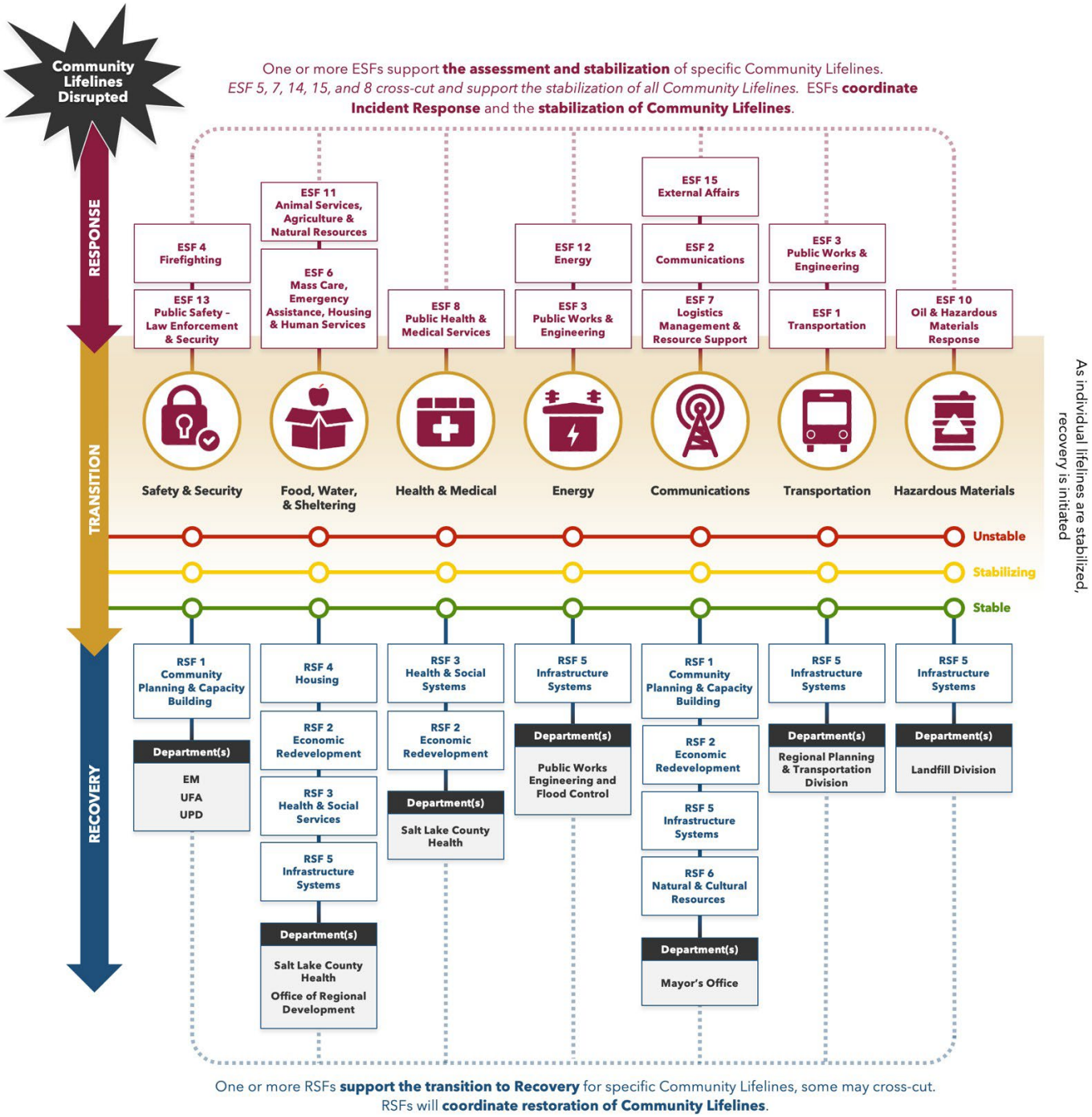
Emergency Coordination Center Organization Chart



County Plans and Annexes



Emergency Support Function to Recovery Support Function Transition



Authorities and References

The following municipal, County, State, and federal authorities and plans govern the procedures and actions in the base plan and accompanying appendices and annexes.

Authorities

Memoranda

The County has entered into:

- The Statewide Mutual Aid Act, 53.2a-3
- The Emergency Management Assistance Compact, 53.2a-4
- The Interstate Emergency Responder Mutual Aid Agreement, 53.2a-5 for Catastrophic Disaster Response and Recovery

The Interlocal Agreement between UFA and the County, established at the creation of UFA, outlines the responsibilities, authorities, and duties of EM and the UFA.

Salt Lake County Ordinance 2.86 "Emergency Response and Recovery"

Ordinance 2.86 establishes and consolidates governmental authority and powers during emergency response and recovery at the County level. Components of the ordinance include the following:

- Emergency declaration
- Lines of succession
- Powers of the County Mayor
- Powers of the County Council
- Relocation of offices
- Mutual aid
- Logistics and contracts
- Role of the emergency management advisory committee

State of Utah

- Utah Code Annotated (U.C.A.) Section 53-2a, "Emergency Management Act."
    - *The Utah Code is the compilation of laws enacted by the Utah Legislature that are codified. Two editions annotated and unannotated, of the code are published each year.*
- State of Utah, Emergency Operations Plan
    - *The State of Utah, in accordance with U.C.A Section 532 entitled Emergency Management Act, is required to prepare for, respond to, and recover from emergencies or disasters with the primary objectives to save lives and protect public health and property. Having an effective and well-coordinated incident management system in place is critical to the success*

of the State in preparing for, responding to and recovering from a variety of complex and emerging threats.

Executive Orders

- Utah Office of Administrative Rules executive documents under the current governor
- Requesting State or federal resources
    - *Requests for assistance will be forwarded to Utah DEM from the Salt Lake County Coordinating Officer or designee when local resources are exhausted or local capabilities are unable to meet the need. DEM can orchestrate and bring to bear outside resources and materials to meet the situation. The State of Utah is able to implement EMAC or to contact the federal government for assistance if it is unable to fill the request.*

Federal Government

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288), as amended, 42 U.S.C. 5121-5207
- Title III, of the Superfund Amendments and Reauthorization Act of 1986, (SARA), (PL 100- 700)
- Title 44, Code of Federal Regulations (CFR), Emergency Management and Assistance, October 1, 2008
- National Response Framework

Americans with Disabilities Act Guidelines for Functional Needs Support Services

The Americans with Disabilities Act (ADA) of 1990 is incorporated into emergency management plans. This law prohibits discrimination based on disability. This act provides best practices that can be used to effectively address the needs of persons with disabilities or access and functional needs in EM plans. This includes establishing processes to pre-identify resources that may be used to fulfill requests from these individuals for reasonable accommodations they may need in emergency situations.

Executive Order 13347 (Individuals with Disabilities in Emergency Preparedness) directs the federal government to work with State and local governments, as well as private organizations, to appropriately address the safety and security needs of people with disabilities. The Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA), along with federal civil rights laws, mandate integration and equal opportunity for people with disabilities in general population shelters.

The County makes every effort to comply with Title II of ADA as well as any other applicable laws related to emergency and disaster-related programs, services, and activities for individuals with disabilities who have access and functional needs.

References

- FEMA 501, National Incident Management System
- FEMA 501-3, NIMS Basic – Preparedness
- FEMA 501-7, NIMS Basic – Ongoing Management and Maintenance
- FEMA Public Assistance Program and Policy Guide, Version 4
- Comprehensive Preparedness Guide (CPG) 101
- State of Utah Emergency Operations Plan
- State of Utah Hazard Mitigation Plan
- Salt Lake County Government COOP
- Salt Lake County Emergency Management COOP Plan
- Salt Lake County Multi-Jurisdictional, Multi-Hazard Mitigation Plan
- Salt Lake County Emergency Management Concept of Operations
- Salt Lake County Joint Information System and Joint Information Center Standard Operating Procedures
- Emergency Management Accreditation Program (EMAP) Standards

Federal Assistance Programs

The following table provides an overview of several commonly used federal assistance programs and their administering agencies. This list is not inclusive of all federal assistance programs.

Program	Description	Administering Agency
Community Development Block Grant – Disaster Recovery	Flexible grants that help cities, counties, and states recover from presidentially declared disasters, especially in low-income areas, subject to availability of supplemental appropriations.	United States Department of Housing and Urban Development (HUD)
Flood Mitigation Assistance	Provides funding to states, territories, federally recognized tribes, and local communities for projects and planning that reduces or eliminates the long-term risk of flood damage to structures insured under the National Flood Insurance Program (NFIP).	FEMA
Economic Adjustment Assistance	Funds for necessary expenses related to flood mitigation, disaster relief, long-term recovery, and restoration of infrastructure in areas impacted by hurricanes Florence, Michael, and Lane; typhoons Yutu and Mangkhut; wildfires and other calendar year 2019 disasters under the Stafford Act; and tornadoes and floods in calendar year 2021.	Economic Development Administration (EDA)
Community Disaster Loan	Provides operational funding for local governments to continue to operate after a substantial revenue loss caused by a disaster.	FEMA
Hazard Mitigation Grant Program	Awards hazard mitigation grants following a Presidential Major Disaster Declaration in the areas of the state, tribe, or territory requested by the governor.	FEMA
Emergency Conservation Program	Farmers and ranchers can repair damaged farmland while implementing water conservation projects during recovery and redevelopment.	Natural Resources Conservation Service (NRCS) Farm Service Agency (FSA)
Emergency Forest Restoration Program	Owners of non-industrial private forests can repair and restore damage for all disasters except drought and insects.	United States Department of Agriculture (USDA) FSA

Program	Description	Administering Agency
Disaster Set-Aside Program	When FSA borrowers located in designated disaster areas or contiguous (adjoining) counties are unable to make their scheduled payment on any FSA debt, FSA is authorized to consider setting aside one payment to allow the operation to continue. This program is authorized under Section 331A of the Consolidated Farm and Rural Development Act.	USDA FSA
Noninsured Crop Disaster Assistance Program	Financial assistance for producers of non-insurable crops with low yields, loss of inventory, or prevented planting because of natural disasters.	USDA FSA
Environmental Quality Incentives Program	Farmers, ranchers, and non-industrial private forestland owners can apply for resource assistance through the Environmental Quality Incentives Program. Eligible land includes cropland, rangeland, and non-industrial private forestland. Recovery assistance includes, but is not limited to, immediate soil erosion protection, minimizing noxious and invasive plant proliferation, protecting water quality, restoring livestock infrastructure necessary for grazing management, and emergency animal mortality management.	USDA NRCS
Tree Assistance Program for Orchardists and Nursery Tree Growers	Financial assistance for those that need to replant trees, vines, and eligible bushes.	USDA FSA
Emergency Watershed Protection Program	Provides disaster assistance for people who want to mitigate against floods and other hazards. Projects need a project sponsor.	USDA NRCS
Disaster Unemployment Assistance	Unemployment and reemployment benefits for disaster victims that lost their job due to a disaster.	DHS FEMA
Business Physical Disaster Loans	Loans for damages not fully covered by insurance.	U.S. Small Business Association (SBA)
Regulatory Relief	Regulatory relief for financial institutions to foster recovery in areas affected by storms and flooding.	Federal Deposit Insurance Corporation

Program	Description	Administering Agency
Disaster Assistance and Emergency Relief for Individuals and Businesses	Internal Revenue Service (IRS) may grant additional time to file taxes for areas affected by a disaster. In addition, those affected by a disaster can get a faster refund.	Department of the Treasury IRS
The Emergency Food Assistance Program	A federal program that supports diets of low income and elderly citizens at no extra cost.	USDA Food and Nutrition Services
Home and Personal Property Loans	Loans to repair residences. Must be built back to the previous standard unless mandated by business codes.	SBA

Glossary of Common Emergency Management Terms

Term	Definition
After-Action Report	A document intended to capture experiences, best practices, and lessons learned after an operation.
Authorities and References	A component of an emergency management plan that provides the legal basis for emergency operations and activities.
Chain of Command	The orderly line of authority within the ranks of the incident management organization.
Chief	An individual leading a specific section (e.g., Planning Section Chief)
Command Staff	The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions, as required. They may have an assistant or assistants, as needed.
Concept of Operations	A component of an emergency management plan that clarifies the overall approach to response (i.e., what should happen, when, and at whose direction) and identifies specialized response teams and/or unique resources needed to respond to an incident.
County Coordinating Officer (CCO)	Assigned to coordinate county resource support activities and information sharing following a major county emergency event or disaster. The CCO is responsible for all ECC coordination of resources, programs, and ESF groups for affected jurisdictions, individual victims, and the private sector. The CCO is also responsible for overseeing the preparation of the IAP, which includes identifying operational periods and filling command and general staff positions as needed.
Emergency Support Function	ESFs are the grouping of certain sector capabilities into an organizational structure to provide support, resources, program implementation, and services.
Finance/Administration Section	The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.
General Staff	A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.
Incident Action Plan	A document outlining the goals, objectives, and strategy for responding to an incident.
Incident Command System	ICS is a common organizational structure for the management of an incident.

Term	Definition
Incident Commander	The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and release of resources. The Incident Commander has overall authority and responsibility for conducting incident operations and is responsible for managing all incident operations at the incident site.
Joint Information Center	A facility established to coordinate critical emergency information, crisis communications, and public affairs functions. The Joint Information Center is the central point of contact for all news media. The PIO may activate the JIC to better manage external communication.
Logistics Section	The Incident Command System section responsible for providing facilities, services, and material support for the incident.
National Incident Management System	A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, non-governmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.
Operations Section	The ICS section responsible for all tactical incident operations and implementation of the Incident Action Plan.
Planning Section	The ICS section responsible for collecting, evaluating, and disseminating operational information related to the incident and for preparing and documenting the Incident Action Plan. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.
Public Information Officer	A member of the Command Staff who serves as the conduit for information to internal and external stakeholders, including the media or other organizations seeking information directly from the incident or event.
Resources	Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained.

Acronyms

Acronym	Meaning
AAR	After-Action Report
ADA	Americans with Disabilities Act
ARC	American Red Cross
CEMP	Comprehensive Emergency Management Plan
CEPC	Comprehensive Emergency Planning Committee
CFO	Chief Financial Officer
COOP	Continuity of Operations
DEM	Utah Division of Emergency Management
DO	Duty Officer
DRC	Disaster Recovery Center
ECC	Emergency Coordination Center
EM	Salt Lake County Emergency Management
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FSA	Farm Service Agency
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
ICP	Incident Command Post
ICS	Incident Command System
IP	Improvement Plan
IRS	Internal Revenue Service
IT	Information Technology
JIC	Joint Information Center
LDS	Latter-day Saints
MCI	Mass Casualty Incident

Acronym	Meaning
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRCS	Natural Resources Conservation Service
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
RDA	Rapid Damage Assessment
RSF	Recovery Support Function
RTF	Recovery Task Force
SBA	Small Business Administration
SCO	State Coordinating Officer
SOP	Standard Operating Procedure
SR	State Route
THIRA	Threat and Hazard Identification and Risk Assessment
UDOT	Utah Department of Transportation
UFA	Unified Fire Authority of Greater Salt Lake
UPD	Unified Police Department of Greater Salt Lake
USDA	United States Department of Agriculture
WUI	Wildland-Urban Interface