



Utah

Emergency Operations Plan 2026

PROMULGATION

This plan was approved by the San Juan County Commission on 6/16/26

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

WHEREAS, the San Juan County Commission has directed the staff to utilize the resources of the county in an effective manner in the provision of emergency management; and

WHEREAS, staff has drafted the 2026 Emergency Operations Plan to assist the county and its residents to be prepared for and effectively respond to an emergency; and

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

WHEREAS, this plan will provide a framework for the departments of the county to plan, and perform their respective emergency functions during a Local, County, State or National emergency or disaster.

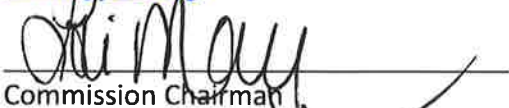
WHEREAS, all agencies, departments, and organizations having responsibilities delineated in this Emergency Operations Plan will utilize the National Incident Management System (NIMS); and

WHEREAS, this plan is promulgated as the San Juan County Emergency Operations Plan and complies with all applicable San Juan County regulations and provides policies and procedures to be followed in response to emergencies, disasters and terrorism events.

NOW THEREFORE, BE IT RESOLVED by the Commission of San Juan County, this Emergency Operations Plan as updated is officially adopted,

PASSED AND ADOPTED BY THE SAN JUAN COUNTY COMMISSION, STATE OF UTAH, THIS 16 DAY OF

June 2026


Commission Chairman


County Commissioner


County Commissioner

ATTEST:


County Clerk

APPROVAL AND IMPLEMENTATION

This document is the updated Emergency Operations Plan (EOP) for San Juan County. This EOP supersedes all previous emergency management plans promulgated by the County and establishes the framework for County departments and partner agencies to prepare for, respond to, and recover from disasters and emergencies.

This plan supports ongoing, coordinated emergency operations planning across all County departments and aligns with national preparedness doctrine, including the National Preparedness Goal.

The EOP addresses the five mission areas of emergency management:

- Prevention
- Protection
- Mitigation
- Response
- Recovery

By integrating planning efforts across these mission areas, San Juan County strengthens its ability to protect lives, property, and critical infrastructure while supporting long-term community resilience.

All agencies, departments, and organizations with responsibilities under this EOP will utilize the National Incident Management System (NIMS), including the Incident Command System (ICS), to ensure a coordinated and scalable response.

This EOP is consistent with applicable federal, state, and local statutes. Under Utah Code Title 53-2a-208, the San Juan County Commission and designated officials are authorized to declare a local state of emergency.

This plan is adopted by the San Juan County Commission and will be maintained as a living document. The San Juan County Emergency Manager is authorized to make minor administrative updates as needed. Comprehensive review and updates will occur at least every two years, with revisions submitted to the County Commission for approval.

By acknowledgment of this plan, all assigned agencies and representatives affirm their understanding of and commitment to the roles and responsibilities outlined herein.

DATE APPROVED: 10/16/26


County Commission Chairman


County Commissioner


County Commissioner


County Emergency Manager

PLAN ACTIVATION

Once promulgated, this plan may be activated in whole or in part in response to:

- Incidents occurring within or impacting the County
- Emergencies affecting local jurisdictions
- Non-routine or emergent life-safety threats

An official emergency declaration is not required to activate this plan or the Emergency Operations Center (EOC). The Emergency Manager is authorized to implement the EOP as deemed appropriate based on situational needs or at the request of an on-scene Incident Commander.

PLAN ORGANIZATION

This Emergency Operations Plan (EOP) is organized into three primary components:

- Basic Plan (with Appendices)
- Emergency Support Function (ESF) Annexes
- Hazard-Specific Annexes (HA)

Each section serves a specific role in guiding preparedness, response, recovery, and mitigation efforts.

BASIC PLAN

The Basic Plan establishes the framework for emergency operations and outlines the County's emergency management structure. It defines responsibilities, concepts of operations, and coordination protocols across local and external partners.

Key components of the Basic Plan include:

- Concept of Operations outlining County emergency coordination and interagency integration
- Roles and responsibilities for elected officials, departments, and emergency partners
- Description of the County's EOC structure and Incident Command System (ICS) integration
- Hazard and threat overview with planning assumptions based on the most current risk profile
- Disaster intelligence, situational awareness, and communication strategies
- Administrative, financial, and logistical procedures
- Protocols for training, exercises, maintenance, and review of the EOP
- Legal authorities, including declarations, mutual aid activation, and emergency spending protocols

Emergency Support Function (ESF) ANNEXES

The ESF Annexes group County capabilities and resources into functional areas that may be activated during emergency operations. Each ESF assigns lead and support agencies, defines key responsibilities, and outlines escalation procedures when County resources are insufficient.

These annexes also identify integration points with mutual aid partners and outline steps for requesting additional resources from State and Federal agencies.

HAZARD SPECIFIC (HA) ANNEXES

While this EOP supports an all-hazards approach, certain incidents—such as wildfires, hazardous materials releases, or dam failures—require specialized planning.

Hazard-Specific Annexes supplement the Basic Plan by detailing:

- Unique hazard characteristics
- Critical response tasks
- Specialized coordination or resource needs

- Incident-specific communication and evacuation considerations

These annexes are based on the County's most recent Hazard Identification and Risk Assessment (HIRA).

Phases of Emergency Management

This EOP is designed to support comprehensive emergency management across five mission areas, in alignment with national standards and the National Preparedness Goal:

- Prevention – Actions that reduce the likelihood of incidents, especially human-caused threats.
- Protection – Efforts to safeguard residents, infrastructure, and critical services from all hazards.
- Mitigation – Long-term measures to reduce the impact of disasters and minimize recovery costs.
- Response – Immediate activities to protect life, property, and the environment following an incident.
- Recovery – Short- and long-term strategies to restore essential services, rebuild infrastructure, and support community resilience.

Note: More detailed information related to each phase is provided within the ESF Annexes and Hazard-Specific Annexes.

San Juan County Emergency Operations Plan

Table of Contents

Cover	1
Promulgation	2
Approval and Implementation	3
Plan Activation	4
Plan Organization	4
Basic Plan	4
ESF Annexes	4
Hazard Specific Annexes	4
Phases Of Emergency Management	5
Record Of Plan Changes	6
Plan Distribution	7
Table Of Contents	8-11
Section 1 Purpose, Scope, Situations and Assumptions	12
Purpose	12
Scope	12
Situation	13-17
Identified Hazards	18-22
Hazard Assessment	23
Probability	23
Extent Intensity	23
Vulnerabilities	23-24
Impact	24-25
Social Vulnerabilities	25-26
Community Resilience	26
Expected Annual Loss	26
Overall NRI Score	27
Overall Risk Scores	27-28
Protection of Critical Infrastructure and Key Resources	28-29
Capability Assessment	29
Core Capabilities	30
Mitigation Overview	31
Mitigation Planning Process and Coordination	31
Planning Assumptions	32-34
Access and Functional Needs	34-36
Section 2 Concept of Operations	37
Emergency Operations Plan Implementation	38
Declaring a Local State of Emergency	38-39
Local Government Resources	39
Emergency Operations Center	40
Escalation of Levels in the EOC	40-41
EOC Levels of Operations	41
Levels of Emergencies/Disaster and Corresponding Actions	42
Full Scale Activation	42

Partial Activation	43
Limited Activation	43
Monitoring Activation	43
Federal NIMS/ICS Incident Types	44
Type 5 Incident	44
Type 4 Incident	45
Type 3 Incident	45
Type 2 Incident	46
Type 1 Incident	46
ICS Forms	47
Emergency Support Functions	47
Community Lifelines	47-49
EOC Coordination	50
EOC Support Planning	51
After Action Reports Prepared	51
Notification and Warning	51
Response Functions	52
Section 3 Organization and Responsibilities	53
EOC Manager	54
Public Information Officer	54
EOC Safety Officer	54
Liaison Officer	54
Operations Section	54-55
Logistics Section	55-56
Finance and Administration	56-57
Planning Section	57-58
Authority and Internal Structure	58
Direction and Control	58-59
Local Control and Authority	59
Incorporated Areas	59
External Coordination and Support	59-60
State/Federal Agencies	60
Public Health Event	61
Regional Support	61
National Weather Service	61
Non-governmental Organizations/American Red Cross/VOAD	61
Private Sector	61
General Public	61
Business and Industry	62
Delegation of Authority	62
Section 4 Direction, Control and Coordination	63
Response Procedures	63
Emergency Operations Center	63
Rapid Damage Assessment	64
Damage Assessment Process	64

Declarations and Escalation	64
FEMA Disaster Declaration Process	65
Resource Coordination and Requests	65
Recovery Operations	65
Coordination and Communication	65
Incident Reporting	66
Recovery Strategy	66
Continuity of Government	66
Section 5 Disaster Intelligence	67
Intelligence Collection and Management	67
Intelligence Procedures and Preparedness	67
Information Systems and Resilience	67
Section 6 Communications	68
Communications Systems	68
Common Operating Picture	69
Public Information and Alerts	69
Continuity of Communications	70
Communications Capability San Juan County	70
Section 7 Administration, Finance, and Logistics	71
Administration Information	71
Documentation and Reporting	71
Financial Management	72
Emergency Procurement	72
Accounting	72
Fiscal Agreements	73
Logistics	73
Training and Exercises	73-74
Public Education and Awareness	74
Section 8 Plan Maintenance and Distribution	75
EOP Multiyear Strategy	75
Section 9 Authorities and References	77
Authorities	77
Federal Authorities	77
State of Utah	77
Supporting Documents/Plans	77
Agreements	78
Section 10 Glossary	79-80
Section 11 Acronyms	81
END OF BASIC PLAN	
Section 12 Emergency Support Functions Annexes	
Section 13 Hazard Specific Annexes	
Section 14 Contact List	

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Section 1 PURPOSE, SCOPE, SITUATIONS, AND ASSUMPTIONS

1.1 PURPOSE: The primary purpose of the San Juan County Emergency Operations Plan (EOP) is to establish an all-hazards framework for coordinating and managing emergency operations that protect the health, safety, and welfare of County residents. This plan supports activities across all five mission areas of emergency management: Prevention, Protection, Mitigation, Response, and Recovery.

To support this framework, San Juan County adopts the National Incident Management System (NIMS) and the Incident Command System (ICS) as the standard organizational and operational structures for incident management. This approach ensures consistency and interoperability with state and federal partners while providing a unified and scalable structure for managing incidents of any size or complexity.

1.2 SCOPE: This Emergency Operations Plan (EOP) applies to all emergency incidents or planned events that require a coordinated County response due to their complexity, scale, or potential impact—particularly those that exceed the capabilities of routine, day-to-day operations. This may include:

- Natural disasters (e.g., wildfire, flooding, severe weather)
- Technological hazards (e.g., hazardous materials release, utility failure)
- Human-caused events (e.g., acts of violence, transportation incidents)

This plan applies to unincorporated areas, incorporated municipalities, and jurisdictions that coordinate with San Juan County during emergencies. It is intended to complement and support the plans and procedures of:

- Municipal governments and special districts
- State and federal agencies
- Nonprofit and volunteer organizations
- Private-sector and tribal partners

The EOP provides a framework for multi-agency and multi-jurisdictional coordination, defining roles, responsibilities, and lines of authority. County departments and participating agencies operating under this plan are expected to:

- Maintain lines of succession
- Develop and update Standard Operating Procedures (SOPs)
- Ensure appropriate training, staffing, and equipment to support emergency operations

The intended users of this plan include:

- Elected officials
- Department heads and key staff
- Emergency management personnel
- Coordinating response and support agencies
- Other stakeholders involved in emergency operations

Non-sensitive portions of this plan may be made available to the public to support awareness and understanding of how emergency operations are managed in San Juan County.

Legal Disclaimer: This plan is adopted to protect and preserve public peace, health, safety, and welfare and shall be liberally construed to achieve those purposes. Nothing in this plan is intended to create a legal duty or basis for liability on the part of San Juan County, its officers, employees, or agents. The County and its personnel shall not be held liable for any injury or damage resulting from the implementation or failure to implement any provision of this plan.

This plan does not establish any protected class or confer special benefits or protections. Its purpose is to serve the public good through efficient and coordinated emergency management for the entire community.

1.3 SITUATION: San Juan County is located in southeastern Utah and is the largest county in the state by area. The County spans approximately 7,933 square miles, including 113 square miles of water (U.S. Census QuickFacts, 2022).

San Juan County shares borders with 14 counties across four states—the most of any U.S. County:

- Utah: Grand, Emery, Wayne, Garfield, and Kane Counties
- Colorado: Mesa, Montrose, San Miguel, Dolores, and Montezuma Counties
- New Mexico: San Juan County
- Arizona: Apache, Navajo, and Coconino Counties

This geographic location presents unique logistical, coordination, and jurisdictional challenges during emergency response efforts. The County includes a mix of public lands, tribal lands, private property, and critical infrastructure, requiring close coordination with state, tribal, and federal agencies.

[Additional hazard data, vulnerabilities, and assumptions are provided in subsequent subsections.]



Tribal Coordination and Jurisdiction: San Juan County includes areas of three federally recognized tribes:

- The Navajo Nation
- The Ute Mountain Ute Tribe
- The San Juan Southern Paiute Tribe

Emergency or disaster response within tribal lands is coordinated directly by the governing tribal emergency management agency. For the Navajo Nation, emergency response operations are led by the Navajo Nation Department of Emergency Management (NNDEM), located in Window Rock, Arizona. The Utah Navajo Chapters coordinate their emergency needs with NNDEM, which in turn collaborates with the State of Utah for assistance when necessary.

A similar coordination process is followed for the Ute Mountain Ute Tribe and the San Juan Southern Paiute Tribe, with tribal governments acting as the lead response authority and requesting state-level support when local resources are exceeded.

The State of Utah maintains a designated Tribal Liaison Officer who works closely with tribal governments, the State Division of Emergency Management (DEM), and local jurisdictions, including San Juan County, to facilitate coordination, communication, and resource requests during emergency situations.

Historical and Cultural Context: San Juan County derives its name from the San Juan River, which was named by the Dominguez-Escalante expedition. The region is rich in history, originally inhabited by Ancestral

Puebloans (Anasazi), particularly the Basketmaker culture, who left behind extensive cliff dwellings, petroglyphs, and archeological sites throughout the county.

Following the departure of the Anasazi, the area became home to the Ute and Navajo peoples, who still maintain a presence in the region today. The Navajo Nation currently occupies approximately 1.2 million acres in the southeastern part of the county. The Ute Mountain Ute Tribe and San Juan Southern Paiute Tribe also hold portions of land within county boundaries.

The first significant European-American settlement occurred in 1879, when members of The Church of Jesus Christ of Latter-day Saints (LDS) established Bluff Fort. After difficulties irrigating the San Juan River, settlers moved northward to Blanding and Monticello, where agriculture and livestock became primary economic activities. Later, resource extraction industries such as gold, oil and gas, and uranium contributed to economic growth. Today, tourism is also a key economic driver, supported by the county’s scenic landscapes and cultural heritage sites.

Geography and Topography: San Juan County lies within the semi-arid desert region of southeastern Utah and is characterized by diverse terrain and dramatic elevation changes:

- Highest Point: Mount Peale – 12,726 feet
- Lowest Point: Lake Powell – approximately 3,000 feet
- Elevation Ranges:
 - Blanding – 6,106 ft
 - Monticello – 7,070 ft
 - Bluff – 4,324 ft
- Major geographic features include:
 - Mountain Ranges: La Sal Mountains and Abajo (Blue) Mountains
 - Canyonlands: Cedar Mesa, Comb Wash, Natural Bridges, and Hovenweep National Monuments
 - Rivers: Colorado and San Juan Rivers
 - National Parks and Monuments: Canyonlands National Park, Bears Ears National Monument
 - Recreation Areas: Lake Powell and Glen Canyon National Recreation Area
- The county’s landscape includes canyons, cliffs, plateaus, mesas, and river gorges—making emergency access and response planning logistically complex.

Land Ownership and Use: San Juan County comprises approximately 5.1 million acres. Land ownership is predominantly public, with only a small portion in private hands:

Ownership Type	Acres	Percentage
Bureau of Land Management (BLM)	~2.1 million	~41%
Navajo Nation	~1.2 million	~25%
National Park Service (NPS)	~589,000	~12%
U.S. Forest Service (USFS)	~450,000	~9%
State of Utah	~268,000	~5%
Utah State Parks	~3,000	<1%
Private Ownership	~404,000	~8%

Land Use Summary: The following table provides a breakdown of land use by category within San Juan County. These figures reflect the diversity of terrain and resource management areas that influence emergency planning, access, and response strategies:

Land Use	Acres
Forest	1,890,662
Grain Crops	55,117
Conservation Reserve Program	36,079
Grass/Pasture/Hay lands	26,733
Orchards/Vineyards	71
Row Crops	26,557
Shrub/Rangeland	2,937,699
Water	45,629
Developed	4,488
County Total	5,023,035

Note: The dominance of shrub/rangeland and forested areas reinforces the County's susceptibility to wildland fires, drought conditions, and access limitations for emergency responders.

This data supports hazard mitigation planning, resource allocation, and prioritization for both preparedness and recovery operations.

Population and Demographics: Understanding population trends and community demographics is essential to assess the potential impacts of natural hazards and emergencies—both now and in the future.

According to the U.S. Census QuickFacts (2021), the estimated population of San Juan County was 14,489, reflecting a slight decline from the 2020 Census count of 14,518. This decrease is part of a broader trend observed after the County experienced its peak population of 15,358 in 2018. Notably, the population dropped by -5.16% in 2020, marking a reversal after sustained growth from 2015 through 2019.

These population trends have implications for emergency planning, particularly in the areas of:

- Evacuation planning and sheltering needs
- Service delivery in remote or declining areas
- Planning for aging infrastructure and vulnerable populations
- Resource allocation based on changing population centers

Population Trends: San Juan County and Major Communities

Jurisdiction	2015	2016	2017	2018	2019	2020	2021
San Juan County	14,746	15,091	15,207	15,358	15,313	14,518	14,489
Blanding	3,490	3,528	3,552	3,580	3,603	3,375	3,360
Monticello	1,976	1,988	1,995	2,010	2,005	1,939	1,925
Bluff	268	280	295	302	298	241	239

Note: Bluff officially incorporated in 2018. Prior data reflects community estimates.

This demographic context helps emergency planners anticipate future needs and adapt mitigation and preparedness strategies to reflect shifts in population density, urbanization, and service access across the County.

Demographic Trends and Community Profile: Between 2010 and 2020, San Juan County experienced an overall population decrease of -1.55%, despite intermittent periods of growth and decline during that decade. This trend reflects population volatility in rural and remote regions, often influenced by economic shifts, migration, and service availability.

At the municipal level:

- Monticello experienced a -7.51% decline
- Bluff saw a -6.98% decline
- Blanding was the only city in the county to grow, with a modest increase of 0.56%

Gender, Birthplace, and Ethnicity:

- 50.0% of the population is female
- 0.8% of residents are foreign-born (American Community Survey, 2019)

The County is ethnically diverse:

- 48.0% of residents identify as White
- 48.5% identify as American Indian or Alaska Native
- Other racial and ethnic groups make up the remainder

This diversity influences how the County plans for language access, cultural sensitivity, and community-specific emergency messaging.

Racial and Ethnic Distribution in San Juan County
(Top Six Reported Groups, ACS 2019)

Race/Ethnicity	Percentage of Population
American Indian or Alaska Native	48.5%
White (non-Hispanic)	48.0%
Two or More Races	2.4%
Hispanic or Latino (of any race)	2.0%
Native Hawaiian or Other Pacific Islander	0.5%
Black or African American	0.3%

Economic and Infrastructure Overview: As of 2017, San Juan County was the poorest county per capita in the State of Utah and remains one of the poorest counties in the United States. Economic hardship directly impacts the County’s capacity to prepare for, respond to, and recover from disasters.

Despite these challenges, the County continues to pursue development through three mainland-based economic sectors:

- Mineral Resources – including hard rock mining and oil/gas exploration
- Agriculture – primarily livestock and dryland farming
- Tourism – driven by the County’s national parks, monuments, tribal lands, and scenic landscapes

Other contributors to the local economy include:

- Government operations (federal, state, tribal, and local)
- Wildlife and outdoor recreation
- Professional and technical services

Employment and Income: San Juan County's largest employment sectors are:

- Government (federal, state, local, tribal)
- Retail trade
- Health and social services
- Tourism and recreation
- Professional and technical services

As of October 2022 (Utah Department of Workforce Services):

- San Juan County unemployment rate: 4.2%
- State of Utah unemployment rate: 2.1%
- National unemployment rate: 3.7%

Other economic indicators (U.S. Census QuickFacts, 2020):

- Median household income: \$49,690
- Median home value: \$128,700
- Poverty rate: 18.6%

These figures illustrate persistent economic vulnerability that may exacerbate the effects of disasters on residents, particularly those in isolated or underserved communities.

Transportation Infrastructure: San Juan County relies heavily on its road and air transportation systems for emergency access and supply chain continuity.

Airports and Airstrips:

- Paved Runways: Monticello, Blanding, Halls Crossing (Cal Black Memorial), Bluff, Monument Valley
- Unpaved/Dirt Strips: Montezuma Creek, Navajo Mountain, Hite
- Nearest Commercial Airports: Moab (UT), Cortez, Durango, Grand Junction (CO), and Farmington (NM)

Major State Routes in the County:

- U.S. 191 (primary north-south route)
- State Routes: 491, 163, 261, 262, 95, 46, 276

These highways are essential for tourism, commercial transport, and emergency response. The Utah Department of Transportation (UDOT) and San Juan County are the primary roadway maintenance authorities.

Critical Bridges in San Juan County:

- Mexican Hat Bridge (SR-163)
- Bluff/San Juan Island Bridge (SR-191)
- Montezuma Creek Bridge (SR-163)
- San Juan River Crossing at Montezuma Creek
- Oljato Bridge
- Paiute Creek Bridge at Navajo Mountain
- SR-95 Bridge near Hite
- Colorado River Bridge near Moab (outside County but critical for regional access)

Failure of the Moab bridge would cause significant isolation and impact to San Juan County.

Hazard Vulnerability and Mitigation Needs: San Juan County is inherently vulnerable to a wide range of natural, technological, and human-caused hazards that pose serious threats to the health, welfare, economy,

and environment of its communities. The County's size, limited infrastructure, economic constraints, and high percentage of federal and tribal lands present unique challenges to response and recovery.

While winter storms, drought, and flooding are the most common recurring threats, wildfires, landslides, and hazardous materials incidents also pose significant risks.

Mitigation planning and strategic investment are essential to reducing long-term hazard impacts in a large, rural county with limited resources and access constraints. Taking a proactive approach strengthens community resilience, reduces future response and recovery costs, protects critical infrastructure, and supports faster, more sustainable recovery across all sectors.

1.4 IDENTIFIED HAZARDS: There are numerous hazards that pose risks to human life, health, property, the environment, and the overall well-being of San Juan County communities. While this plan does not attempt to list every possible hazard, it focuses on those with the greatest potential to cause significant impacts based on the County's unique geography, climate, infrastructure, and population characteristics.

Hazards relevant to emergency planning are typically categorized as natural, technological (manmade), or human-caused. Many hazards are universally applicable, while others—such as flash flooding, landslides, or dam failure—are more geographically or seasonally localized.

The Federal Emergency Management Agency (FEMA) provides a comprehensive overview of hazard types and risk profiles in its *National Risk Index for Natural Hazards* (FEMA, 2022), which serves as a national reference point.

To identify hazards of concern specific to San Juan County, a thorough review and evaluation process was conducted using multiple sources of historical data, scientific analysis, and planning documents. These sources included:

- 2023 San Juan County Pre-Disaster Natural Hazard Mitigation Plan
- San Juan County General Plan (2018)
- Hazard assessments from state, federal, and private-sector agencies
- 72 years of NOAA historical weather data
- Data from the U.S. Geological Survey (USGS)
- Utah Geological Survey (UGS) reports and analyses

Based on this review, the hazards identified as most significant to San Juan County's emergency planning efforts are listed in the following subsections. Each hazard has been further evaluated for probability, extent, vulnerability, and potential impact using a standardized hazard risk assessment methodology detailed in Section 1.5 of this plan.

Natural Hazards: These are weather or climate related hazards that occur naturally and can vary in frequency and severity based on seasonal and environmental conditions.

- Severe Summer Weather
 - Extreme Heat
 - Lightning
 - Hail
 - Tornado
 - Straight-Line Winds

- Severe Winter Weather
 - Extreme Cold
 - Winter Storms
 - Avalanche
- Wildfire
- Flooding
 - River or Stream Flooding
 - Flash Flooding
 - Dam Failure
- Drought
- Infestation
 - Insects (e.g., grasshoppers, bark beetles)
 - Other agricultural and ecological pests

Geological Hazards: These are hazards related to the physical characteristics and processes of the earth, often specific to local soil conditions, elevation, and topography.

- Earthquake
- Landslide
 - Includes debris flows, rockfalls, and soil slippage
- Problem Soils
 - Includes expansive, collapsible, and soluble soils that may cause structural instability or infrastructure damage

Technological (Manmade) Hazards: Hazardous Material Incident

Planning Implications: The occurrence of one or more of the hazards listed above has the potential to create a catastrophic disaster situation, overwhelming the response capabilities of local and even state resources.

While San Juan County is committed to maintaining a coordinated disaster response and short-term recovery capability using local assets, the scale and complexity of most major disasters will likely require external assistance. Mutual aid, regional support, state resources, and non-governmental organizations (NGOs) are essential components of the County’s layered response framework.

Emergency and disaster events may also disrupt the normal functions of government, requiring contingency plans to ensure continuity of operations. All County departments and local jurisdictions must develop and maintain standard operating procedures (SOPs) that address:

- Staffing depth
- Lines of succession
- Alternate modes of operation

Due to the County’s size and rural nature, it is expected that most natural disasters will isolate at least some areas for a period of time. In such situations, initial response efforts will rely on available local resources, with assistance requested from regional, state, tribal, and nonprofit partners as needed.

San Juan County officials recognize the ongoing threat of major emergencies and disasters and are committed to fulfilling their assigned roles and responsibilities to the maximum extent possible under the circumstances.

1.4.1 Natural Hazard Profiles: Numerous natural hazards exist in San Juan County that can constrain land use. Severe Drought, Wildland Fire, Flooding and Winter Storms

- **Wildland Fire:** Utah’s typical fire season extends from May through October, with lightning strikes responsible for a large number of wildfires. San Juan County contains extensive areas of Wildland-Urban Interface (WUI)—zones where human development meets undeveloped vegetation—which increases the risk to life and property. Drought conditions, wind events, and dry fuels can quickly escalate wildfires beyond local suppression capabilities.
- **Urban Fires:** The risk of large-scale structural fires has been mitigated in recent decades through fire prevention codes and inspection programs. However, incidents involving arson or institutional facilities may still require substantial firefighting resources, potentially straining the system and reducing the County’s capacity to respond to concurrent emergencies.
- **Drought:** Utah is the second driest state in the U.S., with most areas, including San Juan County, receiving less than 13 inches of precipitation annually. Drought is a normal and recurring feature of the climate, resulting from prolonged precipitation deficits. Its severity depends on duration, affected area, and the degree of water shortage. Drought can significantly affect agriculture, water supply, fire risk, and public health. Due to its slow onset, it is often difficult to determine exactly when a drought begins or ends.
- **Landslide:** Landslides are common throughout Utah and can occur without warning. In San Juan County, debris flows, rockfalls, and soil slippage are the most common forms. Triggers include ground saturation from rainfall or snowmelt, irrigation, and geological instability. Landslides can damage roads, utilities, homes, and pose secondary hazards such as flooding.
- **Epidemic/Public Health Emergency:** San Juan County remains vulnerable to emerging and re-emerging infectious diseases, including pandemics, mosquito-borne illnesses, and zoonotic diseases. Recent public health events, including COVID-19, have underscored the need for robust surveillance, response coordination, and public health preparedness. Epidemics can also disrupt the economy, supply chains, and healthcare delivery systems.
- **Flooding:** Despite being located in a semi-arid region, San Juan County is vulnerable to flash flooding, riverine flooding, and snowmelt floods. Monsoonal storms, rapid snowmelt, and runoff from steep terrain can lead to localized but severe impacts, particularly in canyons, low-lying areas, and near waterways. Dam failure also presents a low-probability but high-consequence flooding risk.
- **Snowstorms/Winter Weather:** Severe winter storms can significantly impact transportation, regional commerce, emergency response, and daily life. Heavy snowfall, icy conditions, and extreme cold are not uncommon in the County’s higher elevations, including areas around Monticello and the Abajo and La Sal Mountains. Snow events can isolate communities and delay delivery of critical services.
- **Lightning:** Lightning is a frequent and dangerous hazard, particularly during the summer thunderstorm season. Nationally, lightning causes more deaths annually than tornados or hurricanes. In San Juan County, lightning is also a major ignition source for wildfires and can damage critical infrastructure and communication systems.

1.4.2 Technological Hazards: Technological hazards are typically the result of human-made systems or infrastructure failures. These incidents often occur without warning and can have significant consequences for public health, safety, and the environment. In San Juan County, the most prominent technological hazards include hazardous materials incidents related to both transportation and fixed facilities.

Hazardous Materials: Hazardous materials (HAZMAT) incidents may involve the release, spill, or explosion of dangerous chemicals or substances and can occur:

- On roadways and highways (e.g., U.S. 191, U.S. 491, SR-163, SR-95)
- Along utility or fuel pipelines
- Near agricultural and mining operations
- At industrial, commercial, or municipal sites
- Given the rural and expansive nature of San Juan County, virtually the entire jurisdiction is at risk for a transportation-related hazardous materials incident. Many of these incidents are unpredictable and require specialized response resources that may exceed local capabilities.

Fixed Sites Hazardous Materials Facilities: The San Juan County Emergency Management Department conducts annual reviews of facilities that store or use Extremely Hazardous Substances (EHS), as defined by the U.S. Environmental Protection Agency (EPA). These include:

- Gas stations
- Utility facilities
- Industrial sites

In accordance with EPA's Emergency Planning and Community Right-to-Know Act (EPCRA), the County maintains a hazard analysis and facility-specific emergency response plan, which is updated biennially or as new data becomes available.

These plans support:

- First responder situational awareness
- Resource allocation
- Community and environmental protection
- Regulatory compliance

1.4.3 Human-Caused Hazards: San Juan County recognizes that while it may not be able to prevent all human-caused hazards, it can take proactive steps to reduce their likelihood and minimize potential impacts. The following human-caused hazards have been identified as having the potential to significantly disrupt public safety, government services, infrastructure, and community well-being.

Transportation Incidents: Transportation system disruptions may involve vehicular accidents, aircraft incidents, or extended closures of major highways and routes. San Juan County lacks public railway, bus service, or passenger air transport, meaning residents and visitors rely almost entirely on personal vehicles and commercial freight.

Key routes include:

- U.S. Highway 191 (north-south corridor through Monticello, Blanding, Bluff, and into Arizona)
- U.S. Highway 491 (from the Colorado state line through Monticello)
- State Route 163 (from Montezuma Creek through Bluff to the Arizona border)

Due to the County's remote geography, accidents involving hazardous materials, mass casualties, or prolonged closures could overwhelm local resources. In these situations, mutual aid agreements with neighboring counties, the State of Utah, and federal agencies may be activated.

Civil Unrest: While rare in San Juan County, events such as riots, protests, or looting can strain public safety resources and disrupt community order. Most incidents can be handled using normal law enforcement protocols; however, if the situation escalates, the County Emergency Manager, in consultation with public safety officials, may implement extraordinary measures to protect life and property. These actions may

include activation of the Emergency Operations Center (EOC), public messaging, and deployment of emergency resources as authorized by law.

Terrorism and Domestic Extremism: Terrorism is defined as the use of force or violence against persons or property to intimidate, coerce, or influence political or social agendas. The FBI classifies terrorism as either:

- Domestic Terrorism: Activities directed at local or national targets without foreign involvement
- International Terrorism: Activities directed or inspired by foreign entities or actors

San Juan County could be affected by various forms of terrorism, including:

- Explosives or bombings (the most common U.S. method)
- Attacks on transportation systems or critical infrastructure
- Cyberattacks on utilities or communications
- Biological or chemical weapons (see next section)

Biological and Chemical Weapons: Biological agents (e.g., bacteria, viruses, toxins) and chemical agents (e.g., nerve gas, chlorine, ricin) can be used deliberately or accidentally released, resulting in mass illness, fatalities, or environmental contamination. These agents may:

- Be difficult to detect
- Be used to contaminate food or water supplies
- Have both immediate and delayed health effects

San Juan County relies on coordination with public health, state homeland security, and hazmat teams to respond to such incidents.

Regional and National Incidents: Emergencies or disasters outside of San Juan County may still have significant local impacts. These may include:

- Fuel shortages
- Supply chain interruptions
- Regional economic downturns
- Refugee or evacuee influx from neighboring counties or states

Such incidents require interagency coordination and may require activation of regional response frameworks or federal support mechanisms.

Utility Outages or Shortages: The County's residents and critical facilities depend on public and private utility providers for electricity, water, fuel, and natural gas. Disruptions—especially during extreme heat or cold—can be life-threatening within hours. Most facilities maintain backup power, but these systems are designed for temporary outages only.

The County prioritizes:

- Continuity of government and emergency services
- Coordination with utility providers for rapid restoration
- Public messaging and sheltering options during prolonged outages

Communications Disruptions: Modern communities are highly dependent on reliable telecommunications and internet infrastructure. Disruptions to cellular networks, landlines, broadband, or satellite systems can significantly impair:

- Emergency coordination
- Public warning systems
- Access to 911 services

San Juan County is actively investing in redundant communications systems to ensure continuity during disasters, including support for Emergency Operations Center (EOC) communications during prolonged outages.

1.5 Hazard Assessment: Each hazard identified in this plan was assessed and ranked using a structured methodology consistent with the Threat and Hazard Identification and Risk Assessment (THIRA) process and FEMA Hazard Mitigation Planning guidance. This approach provides a transparent and repeatable process for evaluating risk and prioritizing mitigation actions based on:

- Probability of occurrence
- Extent and catastrophic potential
- Community vulnerability
- Expected impacts

The assessment draws from hazard profile data, historical records, modeling, and input from subject matter experts. The following criteria were applied in the hazard risk evaluation process.

1.5.1 Probability (Likelihood of Occurrence): Each hazard was scored based on the likelihood of a significant event occurring, using historical and probabilistic data:

Probability Rating	Definition	Score
High	Likely to occur annually	3
Medium	Likely to occur within 25 years	2
Low	Likely to occur within 100 years	1
Unlikely	Little to no probability of significant occurrence	0

1.5.2 Extent Intensity: This category includes two sub-criteria: the expected intensity of the hazard and the potential for catastrophic consequences. Measured using historical events or standard scientific scales (e.g., Richter Scale, Fujita Scale, Saffir-Simpson):

Rating	Definition	Score
High	Hazard has high potential intensity	3
Medium	Hazard has moderate potential intensity	2
Low	Hazard has low potential intensity	1
Unlikely	Hazard unlikely to produce measurable intensity	0

Catastrophic Potential: Assesses the scale and reach of disaster consequences:

Rating	Definition	Score
High	High potential for catastrophic impacts	3
Medium	Moderate potential for catastrophic impacts	2
Low	Low potential for catastrophic impacts	1
Unlikely	Virtually no catastrophic potential	0

1.5.3 Vulnerabilities: Vulnerability scores reflect the degree of exposure among people, property, and new development:

Population Exposure:

Rating	Definition	Score
High	≥30% of population exposed	3
Medium	15%–29% exposed	2
Low	≤14% exposed	1
None	No exposure	0

Property Exposure:

Rating	Definition	Score
High	≥25% of property value exposed	3
Medium	10%–24% exposed	2
Low	≤9% exposed	1
None	No exposure	0

Changes in Development:

Rating	Definition	Score
High	Development has significantly increased vulnerability	3
Medium	Moderate increase	2
Low	Minimal increase	1
None	No increase or vulnerability has decreased	0

Weighting:

- Population = Weight **3**
- Property = Weight **1**
- Development Trends = Weight **1**

Note: Asset inventories were used where available. Replacement cost data was not included and has been identified as a data need for future plan updates.

1.5.4 Impact: Impact factors were scored across five sub-categories: underserved populations, property damages, economic losses, future development, and climate change influence.

Underserved/Equity:

Rating	Definition	Score
High	Disproportionate impact likely	3
Medium	Some adverse impacts expected	2
Low	Minimal impacts expected	1
None	No disproportionate impacts	0

Property Damages:

Rating	Definition	Score
High	>\$5M in damages or ≥15% of property value	3
Medium	\$500K–\$5M or 5%–14% of value	2
Low	<\$500K or <5% of value	1
None	Minimal or no property loss	0

Economic:

Rating	Definition	Score
High	>\$10M in losses	3
Medium	\$100K–\$10M in losses	2
Low	< \$100K in losses	1
None	No significant economic loss	0

Future Development:

Rating	Definition	Score
High	Future development significantly increases risk	3
Medium	Moderate increase	2
Low	Minimal increase	1
None	No increase or reduction	0

Climate Change:

Rating	Definition	Score
High	Climate change significantly increases hazard	3
Medium	Moderate increase	2
Low	Minimal increase	1
None	No change in hazard risk	0

Social Vulnerability: refers to the capacity of social groups to anticipate, cope with, resist, and recover from the impacts of natural and human-caused hazards. It is a critical consideration in hazard mitigation and emergency planning, as socially vulnerable populations are more likely to experience disproportionate death, injury, loss, or livelihood disruption during and after disasters.

Social vulnerability is influenced by multiple factors, including but not limited to:

- Income and poverty levels
- Age (e.g., elderly, children)
- Disability
- Access to transportation
- Housing conditions
- Language barriers
- Racial and ethnic disparities

To assess social vulnerability in San Juan County, FEMA's National Risk Index (NRI) and the Social Vulnerability Index (SoVI) developed by the University of South Carolina's Hazards and Vulnerability Research Institute were

used. These tools integrate demographic, economic, and social indicators to quantify vulnerability across geographic areas.

Social Vulnerability for San Juan County, UT | FEMA National Risk Index

Census Tract	Communities in Census Tract	Social Vulnerability Score	Rating
942100	Unincorporated San Juan County	61.35	Very High
942000	Unincorporated San Juan County	58.40	Very High
978200	City of Blanding and Town of Bluff	36.69	Relatively High
978100	City of Monticello	34.08	Relatively Moderate
<i>Social Vulnerability is measured using the Social Vulnerability Index (SoVI) published by the University of South Carolina’s Hazards and Vulnerability Research Institute (HVRI). Source: National Risk Index, 2023d; 2023e</i>			

1.5.5 Community Resilience: Community Resilience measures a community’s ability to prepare for anticipated natural hazards, adapt to changing conditions, and withstand and recover rapidly from disruptions.

Community Resilience for San Juan County, UT | FEMA National Risk Index

Census Tract	Communities in Census Tract	Community Resilience Score	Rating
942100	Unincorporated San Juan County	49.47	Very Low
942000	Unincorporated San Juan County	49.47	Very Low
978200	City of Blanding and Town of Bluff	49.47	Very Low
978100	City of Monticello	49.47	Very Low
<i>Community Resilience is measured using the Baseline Resilience Indicators for Communities (HVRI BRIC) published by the University of South Carolina’s Hazards and Vulnerability Research Institute (HVRI). Source: National Risk Index, 2023a; 2023d</i>			

1.5.6 Expected Annual Loss: The table below shows the overall expected annual loss score for the entire county based on all natural hazards. Hazard-specific scores are included in each hazard chapter under *Impacts & Loss Estimates*.

Expected Annual Loss for San Juan County, UT | FEMA National Risk Index

Census Tract	Communities in Census Tract	Expected Annual Loss Score	Rating
942100	Unincorporated San Juan County	16.33	Relatively Low
942000	Unincorporated San Juan County	15.53	Relatively Low
978200	City of Blanding and Town of Bluff	18.88	Relatively Low
978100	City of Monticello	17.47	Relatively Low

Census Tract	Communities in Census Tract	Expected Annual Loss Score	Rating
<i>Expected Annual Loss scores are calculated using an equation that combines values for exposure, annualized frequency, and historic loss ratios (Expected Annual Loss = Exposure × Annualized Frequency × Historic Loss Ratio). Source: National Risk Index, 2023c; 2023d</i>			

1.5.7 Overall NRI Score: The table below shows the overall FEMA National Risk Index Score for the entire county based on all natural hazards. Hazard-specific scores are included in each hazard chapter under *FEMA NRI Score*.

Overall National Risk Index Score for San Juan County, UT

Census Tract	Communities in Census Tract	FEMA National Risk Index Score	Rating
942100	Unincorporated San Juan County	32.57	Relatively High
942000	Unincorporated San Juan County	29.49	Relatively High
978200	City of Blanding and Town of Bluff	22.53	Relatively Moderate
978100	City of Monticello	19.36	Relatively Moderate
<i>Risk Index scores are calculated using an equation that combines scores for Expected Annual Loss due to natural hazards, Social Vulnerability, and Community Resilience (Expected Annual Loss x Social Vulnerability / Community Resilience = Risk Index). Source: National Risk Index, 2023b; 2023d</i>			

1.5.8 Overall Risk Scores

2023 Hazard Risk Scores for San Juan County

Hazard Event	Probability	Consequence				Total Risk Score (Probability x Consequence)
	Probability Factor	Sum of Weighted Extent Factors	Sum of Weighted Vulnerability Factors	Sum of Weighted Impact Factors	Consequence Score	
Wildfire	3	12	8	13	33	59
Winter Storm	3	6	15	11	32	57
Drought	3	15	6	9	30	54
Flash Flood	3	9	8	12	29	53
Straight-Line Wind	3	9	10	7	26	48
Extreme Cold	3	6	9	10	25	46
Earthquake	2	9	15	6	30	38

Hazard Event	Probability	Consequence				Total Risk Score (Probability x Consequence)
	Probability Factor	Sum of Weighted Extent Factors	Sum of Weighted Vulnerability Factors	Sum of Weighted Impact Factors	Consequence Score	
Hazardous Material Incident	3	9	5	3	17	33
Hail	2	6	10	5	21	28
Infestation	3	9	0	4	13	26
Avalanche	2	6	5	2	13	18
Landslide	2	3	6	3	12	17
Dam Failure	1	9	6	8	23	16
Extreme Heat	1	3	9	8	20	14
Lightning	2	3	5	2	10	14
River or Stream Flood	1	3	6	5	14	10
Tornado	1	3	5	6	14	10
Problem Soils	1	3	6	0	9	7

Hazard Risk Scores Legend

Probability Factor		Sum of Weighted Extent Factors		Sum of Weighted Vulnerability Factors		Sum of Weighted Impact Factors		Consequence Score		Total Risk Score	
1	Low (L)	0–6	Low (L)	0–6	Low (L)	0–8	Low (L)	0–25	Low (L)	0–25	Low (L)
2	Medium (M)	7–12	Medium (M)	7–12	Medium (M)	9–16	Medium (M)	26–45	Medium (M)	26–60	Medium (M)
3	High (H)	13–18	High (H)	13–18	High (H)	17–24	High (H)	46–60	High (H)	61–100	High (H)

**The legend—specifically the assignment of low, medium, and high—provides an additional means to qualitatively assess the Probability Factor, sum of Weighted Extent, Vulnerability, and Impact Factors, and the Total Risk Scores for each hazard. The Consequence Score represents the sum of the Extent, Vulnerability, and Impact Factors. The Total Risk Score is a measure of Probability and Consequence.*

1.5.9 PROTECTION OF CRITICAL INFRASTRUCTURE AND KEY RESOURCES: Critical Infrastructure and Key Resources (CIKR) are the physical and cyber systems, assets, and networks essential to the security, public health, safety, and economic vitality of San Juan County. Disruption, degradation, or destruction of these resources may result in cascading impacts, including service outages, economic loss, threats to life and property, and long-term disruption of community stability.

Protecting CIKR is essential to maintaining community resilience and ensuring continuity of operations before, during, and after disaster events.

Key facilities and systems considered in infrastructure protection planning include:

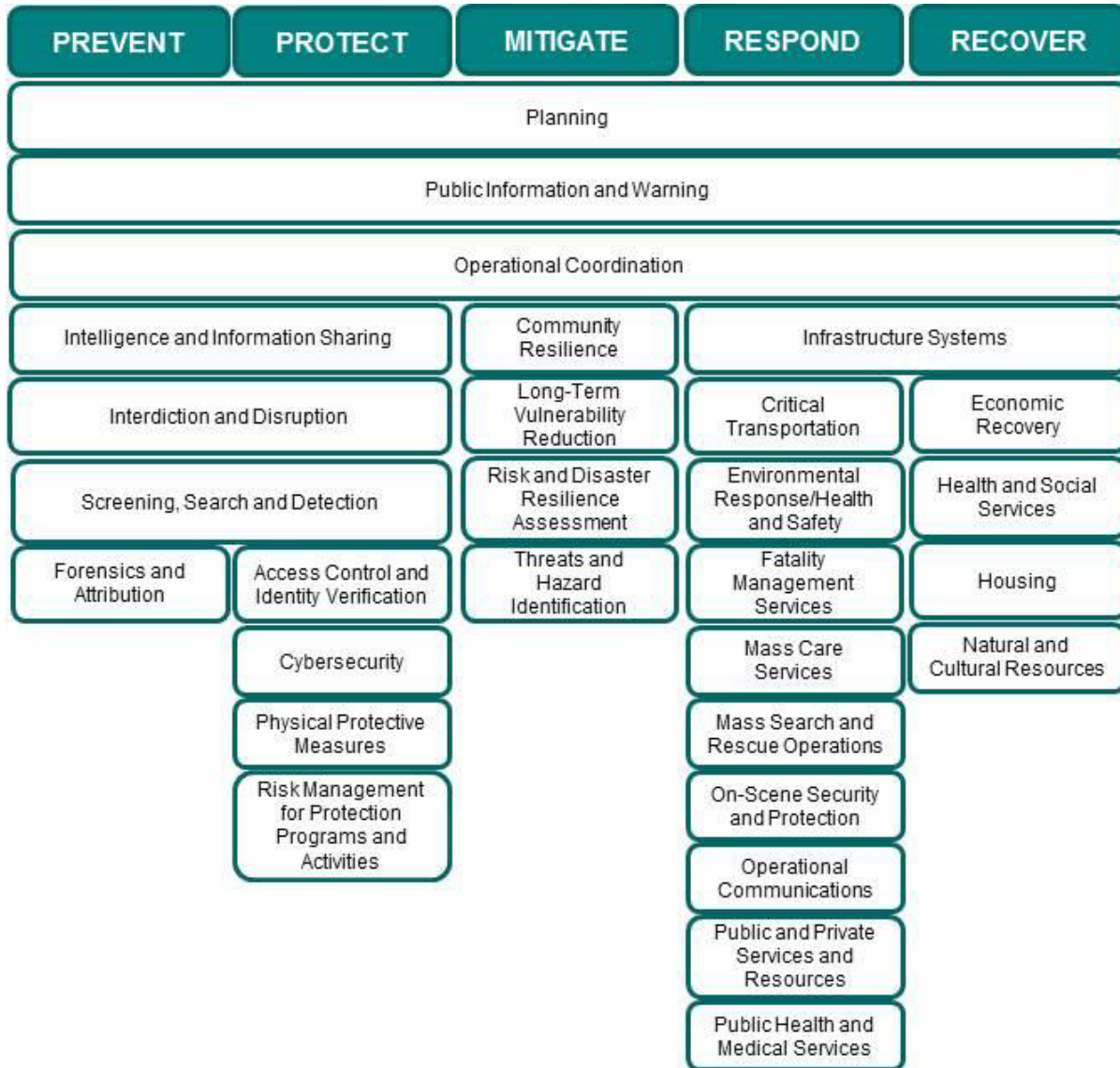
- Hazardous Materials Facilities – Locations that produce, store, or handle volatile, flammable, explosive, toxic, or water-reactive substances
- Government Facilities – Administrative offices, courts, and service centers necessary for continuity of government operations
- Medical and Residential Care Facilities – Hospitals, clinics, nursing homes, and long-term care facilities serving medically dependent or vulnerable populations
- Emergency Services Infrastructure – Law Enforcement, Fire, and EMS facilities, equipment yards, and Emergency Operations Centers (EOCs) that must remain operational during incidents
- Utility and Infrastructure Systems – Water, wastewater, electric, and fuel systems critical to sustaining community functionality and recovery
- Communications and Cyber Systems – Radio systems, towers, fiber networks, data systems, and servers supporting public safety and government operations

1.6 CAPABILITY ASSESSMENT: San Juan County’s ability to prepare for, respond to, and recover from hazard events is directly influenced by the availability of physical and human resources. A capability assessment identifies current strengths and limitations within the County’s emergency management system and informs planning, training, and investment priorities.

Resource limitations and operational considerations include:

- Availability of trained personnel, specialized equipment, and response assets may constrain the County’s ability to sustain emergency operations independently
- Response capability may be further reduced during staffing shortages, including:
 - Employee leave (vacation or illness)
 - Position vacancies
 - Budgetary furloughs or restrictions
- Mutual aid agreements, interlocal cooperation, and state and federal support are essential to supplement local capacity during large-scale or prolonged incidents
- Ongoing evaluation of training, equipment inventories, communication systems, and facility capabilities is necessary to maintain operational readiness
- To support preparedness, San Juan County will conduct regular capability assessments to identify gaps in resources, staffing, and infrastructure, and to prioritize mitigation strategies, training efforts, and funding opportunities.

CORE CAPABILITIES LIST



1.7 MITIGATION OVERVIEW: Based on the preceding hazard analysis and risk assessment, San Juan County has identified and prioritized mitigation activities aimed at reducing risks to life, property, and essential services. These activities are guided by the San Juan County Pre-Disaster Hazard Mitigation Plan and are a core component of the County’s comprehensive emergency management framework.

Mitigation efforts focus on reducing the impacts of hazard events through proactive planning, policy development, infrastructure improvements, and public outreach. These actions are intended to reduce exposure, lower the likelihood of impacts, and lessen the consequences of disasters.

Mitigation activities may occur:

- Before an incident – as proactive measures to prevent damage or loss
- During an incident – when integrated into response efforts to reduce cascading impacts
- After an incident – as part of recovery to reduce future risk and prevent recurrence

Mitigation actions may be implemented at the federal, state, county, tribal, municipal, or special district level and are most effective when coordinated across jurisdictions and with non-governmental partners.

The purpose of San Juan County’s mitigation strategy is to:

- Protect the lives and safety of residents, visitors, and emergency responders
- Safeguard critical infrastructure and essential public facilities
- Reduce economic disruption and maintain continuity of government
- Protect private property and community investments
- Preserve natural resources and support environmental stewardship
- Promote a culture of preparedness and resilience

These goals are implemented through specific projects, plans, and policies outlined in the San Juan County Pre-Disaster Hazard Mitigation Plan, which serves as the County’s primary guide for hazard-specific mitigation strategies.

San Juan County is committed to integrating mitigation into all phases of emergency management, prioritizing long-term risk reduction and community resilience alongside response and recovery efforts.

1.7.1 Mitigation Planning Process and Coordination: The San Juan County Emergency Manager is responsible for overseeing the development, maintenance, and periodic update of the San Juan County Pre-Disaster Hazard Mitigation Plan (HMP). The HMP is developed through a collaborative, multi-jurisdictional planning process that engages a broad range of stakeholders, including representatives from municipalities, tribal governments, special service districts, county departments, and state and federal agencies.

The planning process is designed to:

- Encourage broad-based participation
- Integrate with existing local and regional planning efforts
- Minimize duplication of effort
- Ensure consistency with Disaster Mitigation Act of 2000 requirements

Upon completion of the draft, the plan is made publicly available through the San Juan County website to allow for community review and comment. Public input is encouraged and incorporated where appropriate. The final draft is then submitted for review and approval by FEMA Region VIII in coordination with the Utah Division of Emergency Management (UDEM).

The approved HMP serves as the County’s roadmap for identifying and prioritizing strategies to reduce hazard risk. A complete list of mitigation goals, objectives, and action items is provided in the most current version of the plan.

The HMP is a foundational component of San Juan County’s emergency management program and directly supports the mitigation mission area of this Emergency Operations Plan.

1.7.2 PLANNING ASSUMPTIONS: This Emergency Operations Plan (EOP) is developed with the following assumptions and limitations. These assumptions are critical for understanding the context under which the plan is designed to function and the expected operating conditions during an emergency or disaster event.

These assumptions are organized into the following categories to reflect the operational, environmental, and resource conditions that influence emergency management in San Juan County.

General Assumptions

- A major disaster may occur at any time and in any location within or near San Juan County. Many such incidents may occur without warning, while others may allow for limited time to implement readiness measures.
- All emergencies and disasters begin at the local level. Local governments—including the County and special districts—retain responsibility for managing the incident throughout the response and recovery phases. While higher levels of government may assist, substantial state support may not be available for 24–36 hours after the incident, and federal assistance may take 48–72 hours or longer to arrive.
- Emergencies and disasters have the potential to cause significant human suffering, death, injury, property damage, economic loss, and disruption of public services.
- Cross-jurisdictional and interagency collaboration—including information sharing between local, state, tribal, federal, private-sector, and non-governmental organizations—is essential for effective response and a shared operating picture.
- Depending on the severity of the event, any and all County departments may be mission-tasked and redirected to emergency functions under the leadership of the San Juan County Board of Commissioners.
- Hazardous conditions may persist after the initial disaster impact, potentially increasing the risk of secondary injuries or fatalities.
- Due to the County’s size, terrain, and limited infrastructure, portions of San Juan County may become isolated for extended periods during an incident, requiring local resources and populations to operate independently until assistance can arrive.
- Medical surge capacity within San Juan County is limited. Significant incidents may require rapid coordination with regional healthcare partners, and patient transport may be delayed due to distance, weather conditions, and limited availability of ground and air medical resources.

Operational & Resource Assumptions

- Essential County services will be maintained as long as conditions allow.
- A coordinated response will involve County departments, volunteer groups, private-sector partners, and mutual aid agreements.
- All emergency personnel are trained in and will operate under NIMS/ICS principles.
- Responding agencies will use existing procedures unless modified for the emergency.

- Emergencies may require State or Federal assistance, but the County must first exhaust all local resources and mutual aid agreements.
- In a catastrophic incident, San Juan County may need to operate independently for several hours, days, or weeks.
- Seasonal fluctuations and tourism may increase population, complicating emergency support for non-residents.
- All or part of the County may be affected by an environmental or technological hazard.
- Critical County resources, including communication and work centers, may be damaged or destroyed.
- Effective operations are dependent on public officials, responders, and volunteers being:
 - Familiar with policies and procedures
 - Assigned pre-designated roles
 - Trained in emergency responsibilities
- County emergency management follows a bottom-up resource escalation model: local → county → state → federal.
- Federal reimbursement and recovery aid requires strict compliance with federal processes and documentation.
- San Juan County will make every reasonable effort to respond, but damage or exhaustion of resources may limit capability.
- Functions outlined in this EOP will be carried out only to the extent allowed by available resources at the time.
- Infrastructure damage may result in:
 - Inaccessible areas
 - Reduced response effectiveness
 - Prolonged service interruptions
 - Long-term economic losses
- Due to the County's rural and remote characteristics, significant external support may be delayed for an extended period of time.
- Delays in external aid reinforce the need for individual and family preparedness.
- All residents are strongly encouraged to maintain supplies to support at least two weeks of self-sufficiency in the aftermath of a disaster.

Evacuation & Shelter Assumptions

- Effective evacuation planning is feasible for predictable events; however, most disasters in San Juan County are unpredictable and allow minimal warning time.
- Evacuation decisions, including shelter-in-place, must be flexible and based on real-time hazard assessments. Evacuation plans should be phased, tiered, and include:
 - Trigger points for decision-making
 - Pre-designated safe zones and routes
 - Provisions for foot travel if roads are impassable
- All jurisdictions within the County are expected to provide support to local evacuation orders and activities.

Emergency Operations Center (EOC) Assumptions

- Activation of the Emergency Operations Center (EOC) in San Juan County is authorized by the County's designated emergency management authority, typically the Emergency Manager or their

designee, under the direction of the County Commission in accordance with Utah Code Title 53, Chapter 2a (Emergency Management Act).

- The EOC may be activated when an incident exceeds or is anticipated to exceed the capabilities of routine field operations, requires multi-agency coordination, or necessitates policy-level support and resource prioritization.
- Initial activation may occur at the request of the Incident Commander through a request for coordination support, with final authority resting with county leadership.
- Activation levels will be scalable based on incident complexity, ensuring timely coordination of resources, information sharing, and support to field operations.
- The San Juan County EOC will be activated and staffed as needed using the Emergency Support Function (ESF) model.
- Each primary ESF agency will coordinate planning and operations for its assigned area and support agencies.

Public Preparedness & Security Assumptions

- Effective preparedness depends on ongoing public education and awareness to inform citizens of their roles and responsibilities during emergencies.
- Event impacts will vary based on multiple factors, including:
 - Time of day
 - Weather conditions
 - Building density and construction
 - Presence of cascading events (e.g., fires, floods, utility outages)
- Threats may originate from domestic or international sources, with or without warning.
- A terrorist attack involving weapons of mass destruction (WMDs) could result in cascading consequences such as radioactive fallout or hazardous contamination.
- Information from the Department of Homeland Security, state partners, and law enforcement agencies will be monitored to maintain situational awareness and support threat-informed decision-making.

1.8 Individuals with Access and Functional Needs: At-risk individuals are those who have access and functional needs that may interfere with their ability to receive, access, or act on essential services before, during, or after a disaster or emergency. These individuals may not require medical care in all instances but may need additional support to maintain health, safety, and independence during emergency operations.

Definition of Access and Functional Needs:

The term “access and functional needs” refers to a broad set of requirements that may affect individuals regardless of diagnosis, status, or label:

- Access-Based Needs include the ability to obtain essential services such as transportation, social services, medications, accommodations, and accessible information.
- Functional Needs refer to physical, cognitive, emotional, or sensory limitations that require support before, during, and/or after a disaster or public health emergency.

Consistent with the 2013 Pandemic and All-Hazards Preparedness Reauthorization Act, at-risk individuals may include:

- Children and older adults
- Pregnant women and nursing mothers
- Individuals with physical, developmental, behavioral, or mental disabilities
- Individuals in institutional or congregate care settings

- People with limited English proficiency or from culturally diverse backgrounds
- Individuals who are transportation-disadvantaged or lack access to personal vehicles
- Individuals experiencing homelessness
- Individuals with chronic medical conditions or pharmacological dependencies

Planning Considerations for Access and Functional Needs:

Effective emergency management must account for the following functional areas:

Communication

- Ensure timely and accessible communication for individuals who:
 - Are deaf or hard of hearing
 - Use American Sign Language
 - Have limited English proficiency
 - Are blind or have low vision
 - Have cognitive or developmental disabilities
- Provide information in multiple formats, including audio, braille, large print, plain language, and translation services

Maintaining Health

- Some individuals rely on Personal Assistance Services (PAS) for activities of daily living (e.g., grooming, toileting, eating, mobility)
- Plans should include mechanisms to ensure continuity of these services

Independence

- Many individuals maintain independence through:
 - Consumable medical supplies (e.g., bandages, adult diapers, feeding formulas)
 - Durable medical equipment (DME) (e.g., wheelchairs, walkers, oxygen concentrators)
 - Service animals
- Disruption of these supports may significantly impact their ability to function

Services and Support

- Behavioral and mental health services may be required for individuals with psychiatric conditions, dementia, or developmental disabilities
- Infants, children, pregnant individuals, and nursing mothers may require specialized support

Transportation

- Barriers to transportation may include age, disability, injury, poverty, legal restrictions, or lack of access to a vehicle
- Emergency plans should include accessible transportation and non-traditional transport options

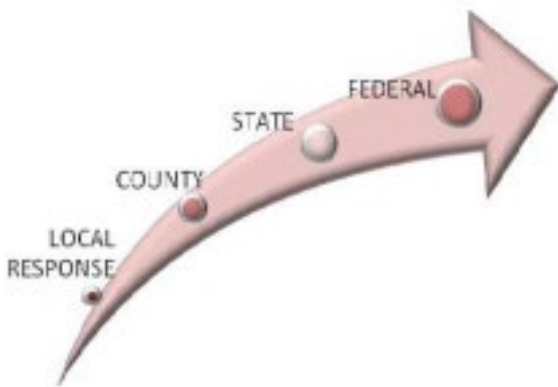
Demographics and Implications in San Juan County

According to the U.S. Census Bureau, approximately 12.5% of San Juan County residents under the age of 65 report living with a disability. This represents a significant portion of the population whose needs must be considered across all phases of emergency management—preparedness, response, recovery, and mitigation. These individuals may:

- Require additional time to evacuate
- Need accessible sheltering options
- Face increased risk of adverse health outcomes if support systems are disrupted

Planning for access and functional needs is not only a best practice—it is a legal and ethical requirement under federal non-discrimination laws, including the Americans with Disabilities Act and Section 504 of the Rehabilitation Act of 1973.

SECTION 2 CONCEPT OF OPERATIONS:



Phases of Emergency Management

Emergency operations involve much more than responding to an incident when it occurs. In alignment with national preparedness doctrine, emergency management encompasses five mission areas: prevention, protection, mitigation, response, and recovery. These mission areas represent a continuous and integrated approach to reducing risk, protecting lives and property, and supporting community resilience before, during, and after incidents.



In the absence of a declared disaster or local state of emergency, emergency response within San Juan County—including EMS, fire, law enforcement, emergency management, and public works—operates under existing legal authorities and established local policies within their respective jurisdictions. Mutual aid and shared response responsibilities are supported through pre-established interlocal agreements and do not require a formal emergency declaration to be activated.

San Juan County Emergency Management maintains situational awareness of local incidents through coordination with dispatch, partner agencies, and available monitoring systems, and is prepared to provide Emergency Operations Center (EOC) coordination support as needed.

The San Juan County EOC may be activated and its operational level adjusted to support local jurisdictions during significant incidents, planned events, or complex emergencies requiring multi-agency coordination, regardless of whether a formal emergency declaration has been issued.

2.1 Emergency Operations Plan Implementation: This Emergency Operations Plan (EOP) is maintained in a constant state of readiness and is considered operational at all times. Activation levels may be increased under the following conditions:

- An incident occurs or is imminent that requires coordination beyond routine response
- A local or state emergency declaration is issued, requiring a coordinated multi-agency response
- At the direction of the County Emergency Manager or designee, based on evolving threats, anticipated impacts, or operational needs

Changes in activation levels will be communicated to responding agencies and stakeholders through established notification systems and coordination channels.

2.2 Declaring a Local State of Emergency: The Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. § 5121 et seq.), commonly known as the *Stafford Act*, authorizes the President of the United States to issue major disaster or emergency declarations before or after catastrophic incidents. These declarations activate the provision of federal assistance programs intended to protect life, property, and public health, and to prevent or reduce the severity of further impacts.

At the local level, disasters often evolve rapidly—beginning as small-scale events and escalating quickly—or may occur with little or no warning. As incidents develop, the following actions typically occur and may lead to a formal emergency declaration:

- Initial Incident Monitoring: San Juan County Emergency Management (SJEM) begins monitoring as soon as an incident occurs or is reported.
- EOC Standby: The Emergency Operations Center (EOC) may be placed on standby or partially staffed for situational awareness.
- Preliminary Damage Assessment (PDA): Initial damage estimates and impact assessments are collected and documented when possible.

When conditions meet the criteria for local emergency powers, the San Juan County Emergency Manager may recommend the issuance of a local state of emergency. Under Utah Code § 53-2a-208, the San Juan County Commission has the authority to formally declare a local emergency and assumes overall responsibility for managing response and recovery operations under such a declaration.

Local emergency declarations are time-limited and subject to the following requirements:

- Local emergency declarations expire after 30 days unless formally ratified by the County Commission.

Emergency Proclamation Requirements

The emergency proclamation filed with the San Juan County Clerk shall include, at a minimum:

- A description of the nature and cause of the emergency;
- The specific area(s) of the county affected or threatened;
- The conditions that prompted the declaration;
- The anticipated or initial duration of the emergency.

Supporting documentation will be maintained by the Clerk/Auditor's Office to justify the declaration, assist in cost recovery, and support applications for disaster relief funding.

Once a local declaration is made:

- The San Juan County Emergency Operations Center (EOC) coordination and support functions may be fully activated;
- Damage assessments will be submitted regularly to the Utah Division of Emergency Management (DEM);
- Resource requests may be submitted through SJEM to the State EOC;
- Local departments and partner agencies may deploy available resources to support response, recovery, and mitigation operations.

Federal Disaster Declaration Considerations

While a local declaration initiates county-level emergency authorities, the State and Federal governments use additional criteria when considering requests for disaster assistance.

FEMA does not use fixed formulas alone when recommending Presidential disaster declarations. Instead, it evaluates multiple factors, including:

- Scope of damage: Number and severity of homes or businesses damaged or destroyed.
- Infrastructure impacts: Effects on utilities, water systems, roads, and critical facilities (e.g., hospitals, schools).
- Threats to public health and safety.
- Operational disruption: Impacts to essential government services.
- Federal capability requirements: Need for unique federal response assets.
- Damage dispersion: Concentration vs. wide area of damage.
- Insurance coverage: Degree to which damages are uninsured or underinsured.
- Availability of assistance from other sources: Voluntary, nonprofit, private sector, and other government levels.
- Previous commitments: Local and state commitments in recent undeclared events.
- Disaster frequency: Recent history of disaster events in the jurisdiction.

Note: These criteria are not all-inclusive, as the unique characteristics of each disaster may influence the final determination.

2.3 Local Government Resources: Local governments are expected to utilize their own resources first when responding to emergencies or disasters. This includes personnel, equipment, and capabilities within their jurisdiction. If the scope or severity of an incident overwhelms—or is expected to overwhelm—local capacity, assistance may be requested from San Juan County Emergency Management (SJEM) for coordination, support, and resource integration. In large-scale or complex incidents, state and federal resources may also be constrained, particularly when multiple jurisdictions are impacted simultaneously. For this reason, each jurisdiction within San Juan County should maintain and regularly update a sustainable program across all core mission areas:

- Mitigation
- Preparedness
- Response
- Recovery

These capabilities support continuity of operations and strengthen local resilience, particularly during the initial phases of an incident when outside assistance may be delayed.

Federal and State Coordination

The Federal Emergency Management Agency (FEMA) coordinates the federal government’s role in disaster response and recovery. The State of Utah, through the Division of Emergency Management (DEM), serves as the primary conduit for state-level coordination and for processing requests for federal assistance.

This coordination applies across all phases of emergency management and to incidents that are:

- Natural (e.g., wildfire, earthquake, flood)
- Technological (e.g., cyberattack, infrastructure failure)
- Human-caused, including acts of terrorism

Federal Declaration Considerations

When incident conditions warrant, San Juan County may initiate a local disaster declaration in accordance with established procedures. Documentation will be developed to support state and federal evaluation processes under the Stafford Act.

Requests for federal assistance are submitted by the Governor through the State of Utah following joint preliminary damage assessments and verification that the incident exceeds state and local capabilities. By proactively managing local resources and aligning with state and federal processes, San Juan County strengthens coordination, supports timely resource integration, and improves access to supplemental assistance when needed.

2.4 Emergency Operations Center: The San Juan County Emergency Operations Center (EOC) serves as the central coordination hub for all county-wide disaster response and recovery activities. The primary EOC is located at:

881 E Center Street, Monticello, UT

In the event that this facility becomes inaccessible or non-operational due to an emergency or disaster, the alternate EOC location is:

684 Hideout Way, Monticello, UT

(Shared facility with the City of Monticello)

There is also a Mobile Command Post located at:

881 E Center Street, Monticello, UT

Purpose and Function

The Emergency Operations Center (EOC) serves as a centralized coordination point during emergency situations and is activated to:

- Facilitate interagency coordination and information sharing
- Support Incident Command with situational awareness and resource coordination
- Coordinate public information, messaging, and protective actions
- Provide County Commissioners with timely updates to support informed decision-making

During activation, the EOC functions as the focal point for strategic coordination and support to field operations. While timely decision-making is critical, all actions will emphasize coordinated communication, life safety, incident stabilization, and effective resource management.

2.5 Escalation of Levels in the Emergency Operations Center: The activation level of the San Juan County Emergency Operations Center (EOC) may be increased at the discretion of the County Commission, the Emergency Manager, or their designees, based on the scope, complexity, or anticipated impact of an incident.

Escalation occurs when an incident requires enhanced coordination, expanded situational awareness, or centralized support to field operations.

EOC Activation May Be Increased Under the Following Conditions:

- A known or imminent incident requiring interagency coordination
- A request from a local jurisdiction or department due to resource limitations
- A situation requiring expanded operational support or coordinated public information
- As part of a local emergency declaration or during a declared disaster

Planned Event Coordination

In addition to emergency incidents, San Juan County Emergency Management may activate or partially activate the EOC to support planned events that require elevated coordination or operational oversight. These activations support proactive management of public safety risks and resource needs.

Examples of Planned Events That May Warrant EOC Activation:

- Public demonstrations or protests
- Political rallies or motorcades
- Community fairs and festivals
- Parades or large holiday events
- Concerts or large-scale entertainment events
- Rodeos or sporting events with regional attendance

Departments anticipating the need for EOC-level coordination for a planned event should submit a request to the Emergency Manager as early as possible in the planning process.

2.6 EOC Levels of Operation: San Juan County Emergency Management utilizes a tiered system of Emergency Operations Center (EOC) activation levels based on the severity, scope, and complexity of an incident. These levels provide a scalable framework to support coordination, situational awareness, and resource management, ensuring an effective and sustained response.

The Emergency Manager, or designee, determines the appropriate level of activation based on situational analysis, incident complexity, and identified resource needs. Activation levels may be increased or decreased as incident conditions evolve.

2.6.1 EOC Representation: For the purposes of this plan, “representation in the EOC” refers to the method by which Emergency Support Functions (ESFs), departments, or partner agencies participate in coordination and information sharing during an activation.

Representation may include one or more of the following, based on the activation level, incident complexity, and resource availability:

- **In-Person Representation:**
A designated individual physically reports to and operates from the EOC.
- **Virtual Representation:**
Participation through phone, radio, video conferencing, or other communication systems while remaining at the agency’s primary location.
- **On-Call / Standby Representation:**
An identified point of contact is available to provide information, coordinate resources, or respond to EOC requests as needed.
- **Liaison Role:** A designated individual serves as the primary coordination link between their agency and the EOC, ensuring timely communication, situational awareness, and resource coordination.

The type and level of representation will be determined by the Emergency Manager based on incident needs, operational tempo, and available resources. This flexible approach ensures effective coordination while recognizing staffing limitations and the geographic challenges of San Juan County.

EOC Activation Levels Summary

Level	Activation Status	Description
Level I: Full-Scale Activation	Full activation of EOC staff and all Emergency Support Functions (ESFs).	Major emergency or disaster (Type I or II incident). 24/7 operations likely. County resources are fully engaged. State and federal assistance may be required.
Level II: Partial Activation	Select EOC positions and applicable ESFs are activated.	Significant event requiring limited multi-agency coordination (Type II or III incident). May include incidents with limited geographic impact or short duration.
Level III: Limited Activation	Minimal EOC staffing, situational awareness maintained.	Minor incident or pre-planned event with potential impacts. Enhanced monitoring, inter-agency coordination, or public information support may be needed. (Type III or IV)
Level IV: Daily Operations / Monitoring	Routine operations. Virtual monitoring and information sharing.	No active incident. EM staff maintain readiness, monitor emerging threats, and coordinate preparedness activities. (Type IV or V event or steady-state)

2.7 Levels of Emergencies/Disaster and Corresponding Actions

2.7.1 Level 1: Full Activation of the Emergency Operations Center (EOC) involving all Incident Command System (ICS) EOC support positions and Emergency Support Functions (ESFs). This level is initiated in response to major natural or manmade events that require a countywide, multi-agency response. The public may require assistance with evacuation, sheltering, and sustained recovery operations. The EOC supports field operations and does not replace on-scene Incident Command. Typically associated with Type I or Type II incidents.

Operational Details:

- All primary and support ESF agencies identified in the County Emergency Operations Plan (EOP) are notified and activated.
- San Juan County Emergency Management staff, affected ESFs, and partner agencies will provide representation in the EOC as required.
- The EOC is operational on a 24-hour, 7-day schedule due to the severity or imminent threat of the incident.
- An ICS-aligned structure is implemented within the EOC to support coordination, planning, and resource management.
- The EOC Planning Section leads the incident support planning process, establishing operational periods, objectives, and response priorities.
- This level typically involves extended response and transition into recovery operations.
- As local resources become exhausted, the State Division of Emergency Management (DEM) will be contacted to provide support.
- If warranted, the State may coordinate with FEMA for federal assistance and resource support.

2.7.2 Level 2: Partial Activation of the Emergency Operations Center (EOC) involving selected ICS EOC support positions and Emergency Support Functions (ESFs) for moderate-duration operations. Typically activated for Type II or Type III incidents, depending on coordination requirements and operational complexity. (e.g., Public Works, Fire, Law Enforcement).

Operational Details:

- San Juan County Emergency Management will notify coordinators of affected primary ESFs to report to the EOC.
- Non-activated ESFs will be placed on standby and may be activated if the situation escalates.
- Emergency Management staff and relevant response partners will operate out of the EOC as required by the incident.
- This level may require 24-hour operations based on incident conditions.
- The ICS structure is activated, and relevant sections and branches are established to support operational needs.
- This level is often used for incidents with limited impacts but requiring interagency coordination (e.g., localized flooding, moderate wildfire, or significant public event disruption).

2.7.3 Level 3: Limited Activation of the Emergency Operations Center (EOC) to monitor developing threats or support planned events. This level is typically activated for Type III or Type IV incidents where coordination is necessary, but full activation is not required.

Operational Details:

- The EOC is physically activated for situational awareness, incident monitoring, and coordination.
- Conference calls or virtual coordination may occur with responding agencies and other stakeholders.
- Other ESFs are placed on standby and may be activated if the situation escalates.
- Local agencies involved in response and recovery may be requested to provide a liaison to the EOC.
- This level is often used during:
 - Events with advance notice (e.g., severe weather, protest activity)
 - Planned events requiring coordination (e.g., large public gatherings, parades, festivals)
 - Slow-developing incidents being actively monitored for escalation

Objective: To maintain situational awareness and a readiness posture that allows for rapid escalation if conditions change.

2.7.4 Level 4: Monitoring This level involves virtual monitoring for Type IV or Type V incidents. Events are generally localized, low-impact, and are handled by the jurisdictional response agencies with minimal coordination required from the county level.

Operational Details:

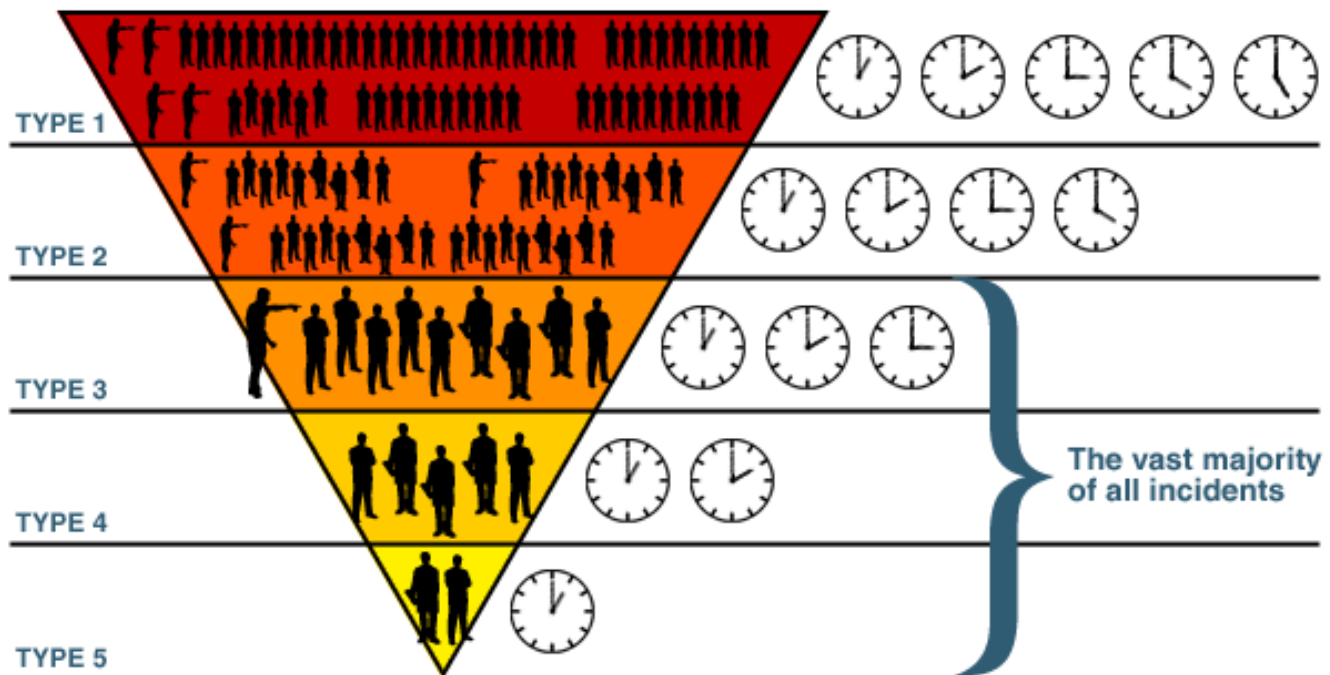
- Activation is virtual; the EOC is not physically activated.
- San Juan County Emergency Management staff monitor threats, incidents, or developing situations remotely.
- The goal is to maintain situational awareness and determine if escalation is necessary.
- Notifications are made to local agencies and Emergency Support Functions (ESFs) that may need to take action as part of their routine responsibilities.
- Most incidents at this level are short in duration, use minimal resources, and are resolved at the local level.
- The existing management structure remains in place, and normal operations continue with little to no disruption.

- Emergency Management staff may:
 - Monitor ongoing activities, provide guidance or coordination support as needed, and escalate the EOC activation level if conditions deteriorate.
- No formal Incident Action Plan (IAP) is typically required.
- Briefings or coordination meetings may be conducted if conditions warrant.
- Upon conclusion, Emergency Management will document the event, confirm completion of response actions, and close the incident file.

Incident Typing NIMS/ICS: The National Incident Management System (NIMS) establishes incident typing to categorize the size, scope, and complexity of incidents.

A Type 5 incident is the smallest and least complex incident, and a Type 1 incident is the most complex. These types illustrate the different levels of responsibility for an incident and are based on the premise that, unless the incident involves federal jurisdiction or occurs on state or federal lands, local agencies and first responders will be supported by state and federal partners.

FEMA Incidents Types



Type 5 Incident

Command Structure

- Local first responders and an on-scene Incident Commander
- Limited or no additional ICS positions activated

Local first responders and on-scene incident commander.

Characteristics

- One or two single response resources with up to 6 response personnel, the incident is expected to last only a few hours, no ICS and General Staff positions activated other than Incident Commander;
- Emergency Manager may be notified and monitor response and assist with coordination and/or dispatch efforts and notifications to Command Staff and Elected Officials;

- Routine incidents and response to emergencies throughout San Juan County. This may involve fire, EMS and law enforcement. The incident is typically resolved within a few hours;
- Examples: Two Vehicle Accident Scene, Trapped Person, Isolated Power Outages from Storms, Minor police investigation;
- San Juan County EOC may be activated at a level 4 to monitor the incident.
- Written Incident Action Plan (IAP) is not generated or required.

Type 4 Incident

Command Structure

- Several single response resources required, select ICS Command and General Staff activated only as needed;
- On-Scene Incident Commander;
- First Responders;
- Additional Responders requested;
- San Juan County EOC may be activated at a level 4 to monitor the incident.
- San Juan County Incident Management Team may be activated

Characteristics

- Incident Commander runs scene and additional positions are only activated if needed;
- Emergency Manager should be notified and Emergency Manager monitor response and assist with coordination and/or dispatch efforts and notifications to Command Staff and Elected Officials;
- Incident is limited to one operational period;
- A written IAP is not generated but the incident will be documented and a log of all personnel generated.
- An agency administrator may have briefings, and complete a complexity analysis on the event. The agency administrator is responsible for operational planning such as objectives and priorities for the Incident.
- Example: Multi-Vehicle accident, small grass fires, minor search and rescue call out for injured or missing person.

Type 3 Incident

Command Structure

- Some or all ICS Command and General Staff are activated;
- First Responders;
- Additional resources requested;
- Mutual Aid agreements activated;
- San Juan County EOC may be activated at limited level. Emergency Management staff and ICS EOC support positions as needed

Characteristics

- Resource requirements will exceed the initial response resources;
- Incident is likely to have significant community impact and is likely to cause local municipalities and/or the county to declare a local emergency disaster;
- ICS positions are added to match the complexity of the incident;
- San Juan County EOC is activated
- Public information is coordinated between the Incident Command Post and the EOC, and a Joint Information Center (JIC) may be established.
- The incident is extending into multiple operational periods;

- Mutual aid is required and state or federal partners are requested to assist;
- A written IAP is required for each operational period;
- Examples: Large Wildfire/grass fire, winter storm, widespread power outage, domestic water outage or boil orders, hostage situation, officer involved shooting, school shooting, etc.

Type 2 Incident

Command Structure

- All ICS Command and General Staff positions are filled;
- San Juan County EOC is at partial or full activation;
- PIO is handling incident public affairs and the JIC shall be established;
- Initial Responders;
- Additional Responders;
- Mutual Aid is activated.

Characteristics

- Regional or National resources will be required;
- Incident exceeds the capabilities for local control and is expected to last an extended duration and multiple operational periods;
- May become a declared state emergency or disaster;
- The Joint Information Center is activated full time and staffed by local, county, state and possibly federal partners. A designated JIC manager is appointed;
- A written IAP is required for each operational period and a large incident command post is required to support the incident;
- If on private/county owned property, the Board of County Commissioners and Policy group retain oversight for the incident. There will be County management briefings and a delegation of authority from the County to the IMT for management of the incident (except for duties that can't be delegated by law);
- If on state or federal land, the agency with jurisdiction will maintain oversight for the incident and will involve the County Commissioners and Administration in briefings (i.e. – Fire on BLM or USFS lands that then spreads to private lands);
- Requires significant personnel and resource commitments to support extended operations.
 - Examples: large wildfire that is threatening structures, uncontained and possibly already burned structures. Acts of terrorism, major flooding where a large number of citizens are affected and/or damage to critical infrastructure.

Type 1 Incident

Command Structure

- National level resources are required;
- All ICS Command and General Staff positions are utilized and Branches shall be established;
- Local responders are assisting agencies requested for mutual aid and regional and state-wide resources are hired to assist;
- San Juan County EOC is fully activated.

Characteristics

- This incident is the most complex and is an incident of national significance and requires federal assistance and resources to safely and effectively manage;
- The incident will extend into multiple operational periods;

- The incident will have a significant impact on the County and additional staff are needed to support Emergency Management, administrative and support functions;
- Evacuations of large areas and large shelter activations are likely with significant threat to human life and personal property;
- Operations personnel often exceed 500 per operational period or total;
- Examples: massive wildfire burning thousands of acres with no containment, national pandemic, major dam failure, major act of terrorism.

As incident complexity increases, formal planning processes and coordination structures are implemented to support response and recovery operations.

2.8 ICS Forms: When an incident progresses beyond routine operations or requires elevated EOC activation, an Incident Support Plan (ISP) will be developed as the response transitions into defined operational periods. The ISP establishes incident support objectives, priorities, and coordination efforts. Initial EOC activities will be documented using an ICS 201 form.

2.9 Emergency Support Functions: The Emergency Operations Center (EOC) is organized using an Incident Command System (ICS)-aligned structure, providing standardized coordination, operational consistency, and common terminology. The EOC is further organized into Emergency Support Function (ESF) annexes.

Emergency Support Functions (ESFs) consist of local agencies and partner organizations grouped by function to deliver coordinated support. Each ESF has a designated primary agency responsible for coordination, supported by additional agencies as needed.

ESFs serve as the primary mechanism for delivering response and recovery support through the EOC and operate within the ICS-aligned structure to support incident objectives across all levels of activation.

- County agencies and organizations are designated as primary or support agencies for each ESF based on authority, resources, and capability.
- Primary agencies, with support from partner agencies, are responsible for coordinating ESF activities and ensuring assigned tasks are completed.
- As the complexity and volume of mission assignments increase, ESF coordination and operational activity will expand accordingly.
- Regardless of activation level, ESFs will coordinate through the EOC to support unified response and recovery operations.

2.10 Community Lifelines: San Juan County will utilize Community Lifelines to support emergency response and recovery operations.

According to FEMA, lifelines represent the most essential services required to maintain public safety, health, and economic security. These functions enable the continuous operation of critical government and business activities. When lifelines are disrupted, rapid stabilization and restoration are necessary to support overall incident management.

Community Lifelines include:

- Safety and Security
- Food, Water, Shelter
- Health and Medical
- Energy
- Communications

- Transportation
- Hazardous Materials (*not all incidents will impact every lifeline*)

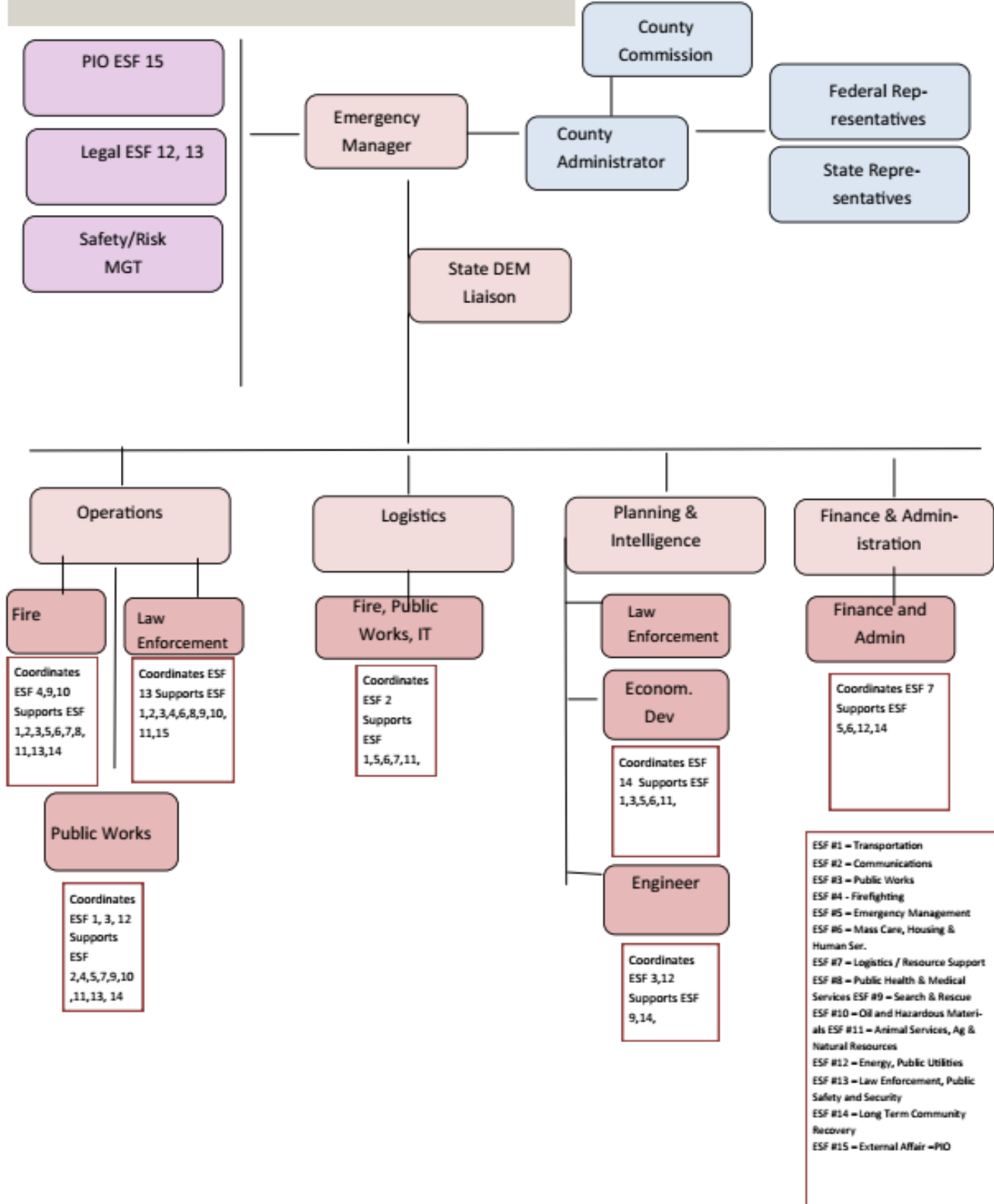
While primarily used to support response operations, the lifelines framework applies across all phases of emergency management. Protecting lifelines, reducing risk, and strengthening systems during recovery enhances overall community resilience.

Community Lifelines Image



2.11 EOC Coordination

San Juan County Emergency Operations Center Organization Chart



San Juan County Emergency Management is responsible for coordinating emergency operations before, during, and after an incident. Resource management and policy coordination are conducted through the Emergency Operations Center (EOC). County response and recovery efforts are carried out through the San Juan County Emergency Management Organization.

Emergency Support Functions (ESFs) are organized by the type of assistance provided. Each ESF is led by a designated primary agency and supported by partner agencies, including county departments and volunteer organizations.

This plan is consistent with the National Incident Management System (NIMS), which provides standardized concepts, principles, terminology, and organizational structure. The EOC plays a critical role when incidents involve multiple agencies, cross jurisdictional or functional boundaries, or increase in complexity.

The EOC utilizes an ICS-aligned structure to establish priorities and objectives that guide coordination and resource allocation. This structure supports ESF coordination and ensures that roles are filled by qualified personnel based on function and capability, rather than seniority.

Standardized position titles support the identification and assignment of qualified personnel. Local agencies and responders may serve in multiple roles throughout an incident, requiring a flexible structure that can expand or contract based on incident conditions, operational needs, and available resources.

Maintaining depth and redundancy within the command and coordination structure is essential to sustaining operations throughout extended incidents.

2.12 EOC Support Planning: The Planning Section is responsible for developing the Incident Support Plan (ISP) and facilitating planning meetings. EOC support plans are developed for defined operational periods, typically ranging from a few hours up to 24 hours, based on incident needs and complexity.

Operational periods are established by identifying priority actions and determining a reasonable timeframe to accomplish those objectives. EOC support plans should provide sufficient detail to guide coordination and implementation of priorities without unnecessary complexity.

These plans ensure that EOC personnel understand incident objectives, assigned tasks, and expected outcomes. They also provide a framework for evaluating progress, measuring performance, and adjusting operations as needed.

2.13 After Action Reports Prepared: As immediate threats to life and property subside and the need for sustained ESF operations decreases, debriefings will be conducted and lessons learned will be documented. This information will be consolidated and reviewed by San Juan County Emergency Management, and a written report will be prepared.

Identified areas for improvement will be forwarded to Emergency Management planning staff for evaluation and corrective action, as appropriate.

2.14 Notification and Warning; San Juan County response agencies are dispatched through the Price Public Safety Dispatch Center, which operates 24/7. Price Dispatch is responsible for after-hours notification of Emergency Management staff and responding agencies.

The County Commission and the Emergency Manager may direct that notifications and public warnings be issued when conditions warrant. Factors to be considered include threats to life and property, as well as responder safety.

2.15 Response Functions: Routine emergencies are managed using the Incident Command System (ICS). As an incident escalates, the Incident Commander will coordinate with County officials to ensure all public safety functions are maintained.

When incident complexity warrants, San Juan County may assign agency representation to Unified Command and/or activate the County Emergency Operations Center (EOC). The EOC supports coordination and management of issues including, but not limited to:

- Damage assessment
- Coordination of external agencies and volunteers
- Intergovernmental coordination

A disaster declaration may be pursued as appropriate; however, local, state, or federal financial assistance is not guaranteed.

SECTION 3 ORGANIZATION AND RESPONSIBILITIES: Due to San Juan County's size, geographic isolation, and limited population base, staffing, resource availability, and response times may be constrained. As a result, operations rely heavily on cross-trained personnel, mutual aid, and scalable coordination.

Local and county agencies, along with response partners, have defined roles and responsibilities throughout all phases of an emergency. Command structures must support response and recovery operations while maintaining the flexibility to expand or contract as incident conditions change.

Roles and responsibilities may vary depending on incident severity, size, and available resources. Each agency and organization is responsible for ensuring that personnel are identified, trained, and capable of implementing established plans, procedures, and policies.

Agencies and organizations assigned responsibilities under this plan should:

- Maintain current internal personnel notification rosters and standard operating procedures
- Negotiate, coordinate, and maintain mutual aid agreements, as appropriate
- Assess communication resource needs and requirements
- Provide current contact information to the Emergency Manager
- Identify potential sources of additional equipment and supplies
- Provide for continuity of operations by:
 - Establishing lines of succession to ensure continuous leadership and authority
 - Protecting records, facilities, and essential equipment
 - Identifying alternate operating locations, when practical
- Protect emergency response personnel by:
 - Obtaining appropriate personal protective equipment (PPE)
 - Providing facility security
 - Rotating staff or scheduling time off to prevent fatigue
 - Making stress counseling available
 - Encouraging staff to prepare family emergency plans to support responder availability

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

- Sheriff's Office
- Fire
- EMS
- Emergency Management
- Road Department
- County Administration
- Human Resources
- County Commission
- County Clerk
- County Treasurer
- County Recorder
- County Assessor
- County Surveyor
- County Attorney
- County Health Department

The following positions support coordination within the EOC:

EOC Manager

- Coordinate EOC operations and ensure functionality
- Maintain situational awareness and validate information
- Support Incident/Unified Command objectives
- Manage resource requests and tasking
- Coordinate with Policy Group
- Ensure documentation, cost tracking, and compliance

Public Information Officer (PIO)

- The Public Information Officer (PIO) coordinates and manages internal and external communications. This includes developing press releases, coordinating information through the Joint Information System (JIS/JIC), and ensuring messaging is approved through Incident Command.
- The PIO also manages media briefings, interviews, and social media communications.

EOC Safety Officer

The EOC Safety Officer performs functions similar to the ICS Safety Officer, adapted to support EOC operations.

- Identify and mitigate hazardous situations;
- Ensure safety messages and briefings are made;
- Exercise emergency authority to stop and prevent unsafe acts;
- Review the Incident Action Plan for safety implications;
- Assign assistants qualified to evaluate special hazards;
- Initiate preliminary investigation of accidents within the incident area;
- Review and approve the Medical Plan;
- Participate in planning meetings.

Liaison Officer

- The Liaison Officer serves as the central point of contact with critical organizations that aren't necessarily ESF leads such as non-profits, the volunteer manager, public utility companies and medical facilities.
- Act as a point of contact for agency representatives;
- Maintain a list of assisting and cooperating agencies and agency representatives;
- Assist in setting up and coordinating interagency contacts;
- Monitor incident operations to identify current or potential interorganizational problems;
- Participate in planning meetings, providing current resource status, including limitations and capabilities of agency resources.

3.1 Operations Section: The Operations Section Chief will be designated based on the nature of the incident and may be assigned from the Sheriff's Office, Fire, EMS, or Public Works.

- Provide regular updates to the Emergency Manager or designee about the safety conditions of the community
- Provide advice to the Emergency Manager or designee about actions that should be taken to protect life and property in the county

- Coordinate public safety efforts of local, county, state, and federal law enforcement from a local government perspective
- Identify and provide emergency services to medical, functional and access needs residents.

Operations Section Chief Responsibilities

The Operations Section Chief is responsible for managing all tactical operations at an incident. The Incident Action Plan (IAP) provides the necessary guidance. The need to expand the Operations Section is generally dictated by the number of tactical resources involved and is influenced by span of control considerations. The Operations Section Chief is typically filled by the lead agency managing response activities for the specific type of incident. Major responsibilities of the Operations Section Chief are to:

- Assure safety of tactical operations;
- Manage tactical operations;
- Develop the operations portion of the IAP;
- Supervise execution of operations portions of the IAP;
- Request additional resources to support tactical operations;
- Approve release of resources from active operational assignments;
- Make or approve expedient changes to the IAP;
- Maintain close contact with IC, subordinate Operations personnel, and other agencies involved in the incident;
- The Operations Section Chief may organize operations using Community Lifelines as functional groupings to support coordination and prioritization of incident objectives. These groupings may align with Emergency Support Functions (ESFs) and operational branches as appropriate to the incident.

3.2 Logistics Section: While the Road Department plays a primary role, Logistics Section responsibilities may be supported by multiple departments depending on incident needs.

- Complete tasks as assigned by the Emergency Manager or designee
- Provide the Emergency Manager or designee with an initial damage assessment of municipal infrastructure and facilities including all roads and bridges.
- Identify and properly indicate traffic control and evacuation routes, and manage all other transportation-related issues in cooperation with the Sheriff's Department, including procurement of fuel for municipal and emergency vehicles.
- Provide equipment and resources as assigned by the Emergency Manager or designee
- Provide assistance to other departments with the compilation of emergency-related financial information.
- Assist in identifying sources of emergency funds if departmental budgets are exceeded.
- Coordinate emergency-related purchases and expenditures.
- Coordinate the disposal of solid waste and other tasks to ensure a clean and sanitary environment in the community during an emergency situation or disaster.

The Logistics Section is responsible for providing:

- Facilities;
- Transportation;
- Communications;
- Supplies;
- Equipment maintenance and fueling;

- Food services (for responders);
- Medical services (for responders);
- All off-incident resources.

Major responsibilities of the Logistics Section Chief are to:

- Provide all facilities, transportation, communications, supplies, equipment maintenance and fueling, food and medical services for incident personnel, and all off-incident resources;
- Manage all incident logistics;
- Provide logistical input to the IAP;
- Brief Logistics Staff as needed;
- Identify anticipated and known incident service and support requirements;
- Request additional resources as needed;
- Ensure and oversee the development of the Communications, Medical, and Traffic Plans as required;
- Oversee demobilization of the Logistics Section and associated resources.

The Road Department shall work with the Emergency Manager to create a complete list of municipal resources that could be used in the case of an emergency situation or disaster. The list will include items already owned by the county and those needed to provide effective emergency response and mitigation.

3.3 Finance and Administration Section: In addition to the assigned daily duties, County Clerk/Treasurer/Recorder/Assessor shall have specific responsibilities during an emergency situation or disaster. These duties include:

- Complete tasks as assigned by the Emergency Manager or designee
- With the assistance of the County Recorder, identify and preserve essential records of all local emergency situations. In order to create final reports, all records, messages and logs will be compiled and submitted to the Emergency Manager following deactivation of the EOC.
- The provision of assistance to other departments with the compilation of emergency-related financial information including all accounting/reimbursement items.
- Assistance in identifying sources of emergency funds if departmental budgets are exceeded.
- Coordination of emergency-related contracts, purchases and expenditures.

Finance/Administration Section Chief Responsibilities

The Finance/Administration Section Chief is responsible for managing all financial aspects of an incident. Not all incidents will require a Finance/Administration Section. Only when the involved agencies have a specific need for finance services will the Section be activated. Major responsibilities of the Finance/Administration Section Chief are to:

- The Finance Section Chief and finance section receives all requests for equipment, personnel and specialized equipment/services and reviews the cost and budget and determines if the item(s) requested fall within purchasing policy for the County or if the item is the responsibility of another agency. If the responsibility of an agency, finance will coordinate with the agency head/representative with spending authority to approve or deny the request for the item(s) or personnel;
 - If requests are denied, Finance Section Chief should work with IC and the requesting Agency/ESF/Lifeline develop a cost-effective alternative solution for the problem being denied assistance;

- Provide financial and cost analysis information as requested;
- Ensure compensation and claims functions are being addressed relative to the incident;
- Gather pertinent information from briefings with responsible agencies;
- Develop an operating plan for the Finance/Administration Section and fill Section supply and support needs;
- Determine the need to set up and operate an incident commissary;
- Meet with assisting and cooperating agency representatives as needed;
- Maintain daily contact with agency(s) headquarters on finance matters;
- Ensure that personnel time records are completed accurately and transmitted to home agencies;
- Ensure that all obligation documents initiated at the incident are properly prepared and completed;
- Brief agency administrative personnel on all incident-related financial issues needing attention or follow-up;
- Provide input to the IAP.
- The default Finance Section Chief will be the County's Clerk Auditor. If multiple agencies/jurisdictions are involved in the incident response with financial obligations, each agency or special district should designate their finance director or another employee authorized to act on behalf of the agency with financial authority to serve in the EOC. Together, these individuals shall comprise the Finance Section and be responsible for reviewing and approving or denying financial purchases and maintaining documentation to FEMA standards. The purpose of shared finance section roles is each agency is responsible for the costs incurred by their agency or the costs per a signed cost-share agreement and a shared-finance section ensures proper review and approval/denial of purchase or contract requests.

The Finance and Administration Section shall work with the Emergency Manager to create an emergency finance plan for review and consideration by the County Commission. The plan will include emergency contingencies for emergency operations, payroll and hospitality during emergencies and other emergency finance-related matters.

3.4 Planning Section

In addition to the assigned daily duties, the Planning Section shall have specific responsibilities during an emergency situation or disaster.

- Complete tasks as assigned by the Emergency Manager or designee
- With the assistance of the Building Official, conduct initial damage assessment for all affected structure and determine if structures are inhabitable or if building should remain unoccupied until further assessment can be completed.
- Provide expertise and recommendations for reconstruction, demolition, condemnation and structural mitigation during emergency recovery and response.
- Provide maps, plans, and other information that will allow rapid identification of municipal infrastructure, roads, neighborhoods, and other specific locations.
- Create a streamlined permit process for disaster recovery efforts.
- Coordinate land use, environmental protection, and economic development mitigation issues during emergency recovery.

Planning Section Chief Responsibilities

The Planning Section Chief is responsible for providing planning services for the incident. Under the direction of the Planning Section Chief, the Planning Section collects situation and resources status information,

evaluates it, and processes the information for use in developing action plans. Dissemination of information can be in the form of the IAP, in formal briefings, or through map and status board displays. Major responsibilities of the Planning Section Chief are to:

- Collect and manage all incident-relevant operational data;
- Supervise preparation of the IAP;
- Provide input to the IC and Operations in preparing the IAP;
- Incorporate Traffic, Medical, and Communications Plans and other supporting materials into the IAP;
- Conduct and facilitate planning meetings;
- Reassign personnel within the ICS organization;
- Compile and display incident status information;
- Establish information requirements and reporting schedules for units (e.g., Resources and Situation Units);
- Determine need for specialized resources;
- Assemble and disassemble Task Forces and Strike Teams (or law enforcement Resource Teams) not assigned to Operations;
- Establish specialized data collection systems as necessary (e.g., weather);
- Assemble information on alternative strategies;
- Provide periodic predictions on incident potential;
- Report significant changes in incident status;
- Oversee preparation of the Demobilization Plan.

Planning Section will review the development ordinances of the county to ensure that all practicable regulations that will eliminate or reduce the impact of disasters have been included and are implemented.

3.5 Authority and Internal Structure: The following outlines authority, responsibilities, and expectations for county departments and support staff during emergency operations. In addition to normal department functions, each department in the county will have specific emergency functions. Under the direction of the Department Head, each department is responsible for developing and maintaining its own emergency management procedures. These procedures will be coordinated with the Emergency Manager and shall consider the elements of the EOP. In any instance where a department procedure is in conflict with the provisions of this document, the provisions of this document shall take precedent. Each Department Head is responsible to educate their employees on the procedures of the EOP and the emergency management procedures of the department.

With assistance from the Emergency Manager, each department will conduct training and preparation exercises that will familiarize employees with the EOP and the procedures of the department. In addition to departmental training, designated employees elected and appointed officials of San Juan County shall complete a minimum of the ICS-100, ICS-200(Supervisors) and ICS-700, training in the National Incident Management System (NIMS). Some employees will be required to complete additional training depending on their emergency role and responsibilities.

3.6 Direction and Control: During emergency operations, elected officials provide policy direction, engage with the public, and support emergency decision-making as needed.

Each county department shall develop and maintain internal emergency standard operating procedures (SOPs) consistent with this EOP.

The SOPs for each department will include, at a minimum:

- Department and staff responsibilities coordinated to avoid duplication and improve cooperation
- Training, education, and exercises to ensure personnel understand and can perform emergency duties
- Inventory of departmental resources and trained personnel available during emergencies
- Procedures for communication, reporting, notifications, employee activation, evacuations, and suspension of normal operations
- Checklists for assessing department assets and damages
- Updated lines of succession to maintain leadership continuity during emergencies
- Methods for protecting essential records, facilities, and equipment needed for government operations
- Budget planning for employee safety equipment, staffing rotations, and stress management resources

3.7 Local Control and Authority: Initial response is provided by local first responders and directed by on-scene Incident Command. Activities may include rescue, firefighting, emergency medical services, law enforcement operations, traffic control, evacuations, and emergency public information.

As incident complexity increases, Unified Command may be established to integrate the jurisdictional authority and responsibilities of participating agencies, including fire, EMS, and law enforcement.

Commission Office: The County Commission is responsible for ensuring the public safety and welfare of residents. During an incident, the Commission provides policy direction, strategic guidance, and resource support for preparedness, response, and recovery operations.

Elected officials may engage with constituents, support emergency decision-making, and assist in communicating with the public. The Commission also plays a key role in shaping policies, allocating resources, and strengthening emergency management capabilities.

County

Incidents occurring in unincorporated areas of San Juan County fall under County management. When incidents impact both incorporated and unincorporated areas, Unified Command will be established between the affected municipalities and the County, and responsibility will be shared.

Incorporated Areas

For incidents occurring within incorporated municipalities, the municipality retains primary jurisdiction and incident management responsibility in accordance with its legal authority. The municipality is responsible for costs incurred during the incident unless otherwise established through mutual aid or cost-sharing agreements.

3.8 External Coordination and Support

If County resources are exhausted or insufficient to manage an incident, assistance will be requested from external agencies. Requests will be made in accordance with existing mutual aid agreements, memorandums of understanding, and established local, state, and federal protocols.

In the absence of a pre-existing agreement, the County Attorney will coordinate emergency expense and reimbursement agreements for consideration by the County Commission.

The Emergency Manager, in coordination with county leadership and responding agencies, will determine the extent of assistance required.

The following sections outline the general roles of federal, state, regional, nonprofit, private-sector, and community partners. These roles are provided for reference only, as San Juan County does not have the authority to compel external entities.

State Agencies: Consistent with emergency declarations issued by the County Commission, the Emergency Manager may request assistance from the State of Utah when local resources are exhausted or when incident complexity exceeds county capabilities. Requests for state support will be coordinated through the State Emergency Operations Center, typically via WebEOC or direct communication with the Utah Division of Emergency Management Liaison Officer.

The Utah Division of Emergency Management will be notified of incidents and coordinated with throughout the response phase, through the Liaison Officer. The State will assist in coordinating additional resources, technical support, and mutual aid to support ongoing response and recovery operations.

- Coordinate the State’s response to disasters
- Support San Juan County when local resources are fully committed or when specific capabilities are not available
- Coordinate requests for federal assistance when State resources are insufficient

Federal Agencies/Federal Emergency Management Agency: During incident response, federal agencies may provide assistance or have jurisdiction over specific types of incidents. Examples include wildfires on Bureau of Land Management (BLM) or U.S. Forest Service (USFS) lands, aviation incidents under the Federal Aviation Administration (FAA) and National Transportation Safety Board (NTSB), and acts of terrorism involving the Federal Bureau of Investigation (FBI), Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), and the Department of Homeland Security.

Due to geographic distance, delays in federal response should be anticipated. Many federal resources are based in Salt Lake City or Denver. When federal jurisdiction is known or suspected, appropriate agencies should be notified as soon as possible through established channels.

Federal involvement in local incidents is governed by federal law and typically occurs in support of state and local jurisdictions. Assistance from FEMA is generally provided following a Presidential Disaster Declaration.

Federal agencies, including FEMA, support state and local efforts by:

- Coordinating the federal government’s role in preparedness, mitigation, response, and recovery for domestic incidents
- Providing assistance through established federal programs and support mechanisms when warranted

State or federal agencies retain jurisdiction over incidents occurring on lands under their ownership or authority (e.g., Bureau of Land Management or U.S. Forest Service lands).

Public Health Event: San Juan County Public Health is responsible for incidents impacting personal and environmental health within the county and will coordinate response activities within its jurisdiction and authority.

Regional Support: Regional support may be requested from neighboring jurisdictions, including Region 6 and Region 7 partners (Grand, Carbon, and Emery Counties), as well as the Southeast Healthcare Coalition.

Regional partners provide support in areas such as logistics, operational coordination, planning, public information, and specialized resources. These partners operate in a supporting role unless they have jurisdictional authority or a direct role in the incident, in which case they may participate in Unified Command.

National Weather Service: The National Weather Service provides forecasts, watches, and warnings to support situational awareness and protective actions.

Non-governmental Organizations/American Red Cross/VOAD (Volunteer Organizations Active in Disasters): Non-governmental organizations (NGOs), including the American Red Cross (ARC) and Voluntary Organizations Active in Disasters (VOAD), coordinate with the EOC to support mass care, sheltering, and volunteer management.

Due to geographic distance, response from these organizations may be delayed. The nearest ARC and Region 3 VOAD resources are approximately four hours from San Juan County.

Following a disaster, the American Red Cross provides emergency shelter, food, basic medical support, and first aid to meet immediate human needs. ARC also assists individuals when other resources, such as insurance or government assistance, are unavailable or insufficient. Services are provided at no cost based on verified disaster-related needs.

ARC support may include:

- Feeding emergency workers
- Distributing food and cleanup supplies
- Referring affected individuals to additional resources
- Supporting reunification efforts (e.g., Safe and Well)
- Providing disaster mental health services and counseling
- Supporting EOC operations related to mass care and sheltering
- Providing subject-matter expertise on mass care planning, preparedness, response, and recovery

Private Sector: The private sector plays a critical role in emergency response and recovery. This includes public utilities, water systems, construction companies, transportation providers, and local businesses.

Private-sector partners support response operations by providing resources, maintaining essential services, and contributing to economic continuity during and after an incident.

General Public: San Juan County will respond to emergencies using available local resources and will request regional, state, and non-governmental assistance as needed. While response efforts begin immediately, outside assistance may be delayed.

Residents are strongly encouraged to prepare to sustain themselves for basic needs for at least two weeks following a disaster.

Business and Industry: Businesses and industries within San Juan County are responsible for developing their own Emergency Operations Plans and Continuity of Operations Plans. They should be prepared to ensure employee safety, maintain essential functions, and support long-term recovery of operations.

3.9 Delegation of Authority: If the County Commission determines that all or portions of the Incident Management should be managed by a third party, a specific Delegation of Authority shall be negotiated and executed in written form by the County Commission or designee and the responsible official of the proposed managing entity. Transfer of authority may occur through a documented transfer of all or part of the operational command but shall be supported by a specific written Delegation of Authority.

SECTION 4 DIRECTION, CONTROL, AND COORDINATION: The emergency response forces of San Juan County—including fire, EMS, law enforcement, emergency management, public works, and public health—serve as the primary agencies responsible for incident response.

Due to the County’s large geographic area, rural and frontier conditions, and limited population base, response operations may be constrained by staffing, resource availability, and extended response times. As a result, San Juan County relies on mutual aid, regional coordination, and scalable emergency management structures to support effective operations.

4.1 Response Procedures: Incidents will be managed using the National Incident Management System (NIMS) and Incident Command System (ICS). Initial response actions are directed by on-scene incident command.

San Juan County Emergency Management will monitor developing and active incidents and provide coordination support as needed. When incidents exceed routine response capabilities or require additional coordination, the Emergency Operations Center (EOC) may be activated to the appropriate level.

The County Emergency Manager, in coordination with incident command and County leadership, will determine when to:

- Activate the EOC
- Request mutual aid
- Request state assistance
- Recommend a local emergency declaration

Response priorities will be:

1. Life Safety
2. Incident Stabilization
3. Property and Environmental Preservation
4. Restoration of Critical Infrastructure
5. Transition to Recovery

Local resources will be fully utilized prior to requesting mutual aid or state and federal assistance.

When incidents require expanded coordination, resource support, or policy-level decision-making, the Emergency Operations Center (EOC) may be activated.

4.2 Emergency Operations Center (EOC): The EOC serves as the central location for coordination of information, resources, and policy-level decision-making.

When activated, the EOC will:

- Coordinate resource requests and allocation
- Support on-scene incident command
- Maintain situational awareness
- Facilitate communication between agencies and jurisdictions
- Support public information through the Joint Information System (JIS) and Joint Information Center (JIC)

EOC staffing will be based on the level and complexity of the incident and may include representatives from activated Emergency Support Functions (ESFs).

EOC personnel will:

- Check in upon arrival and receive assignments

- Maintain communication with their respective agencies
- Ensure continuity of operations within their departments
- Provide regular updates and documentation
- Brief incoming personnel during shift changes

All personnel assigned to the EOC are responsible for maintaining operational readiness for extended or 24/7 operations when required.

4.3 Damage Assessment: Damage assessments are critical for determining the scope of an incident, identifying resource needs, and supporting emergency declarations.

Rapid Assessment: Rapid assessment is a critical component of disaster intelligence and includes immediate response activities that support the collection of initial situational information following an incident.

In no-notice incidents, rapid assessment is conducted using available local resources, including field personnel, dispatch, and partner agencies. Information collected during this phase:

- Establishes initial situational awareness
- Supports prioritization of life-saving and life-sustaining operations
- Informs resource allocation and response priorities

Timely and coordinated rapid assessments enable the County to identify operational needs and determine when to request mutual aid or state and federal assistance.

Damage Assessment Process: Following initial response operations, damage assessments are conducted in phases:

- Rapid Assessment – conducted within hours and focused on life-safety needs, hazards, and critical lifelines
- Preliminary Damage Assessment (PDA) – assigns estimated costs and supports potential disaster declarations
- Verification – detailed site inspections conducted by qualified personnel

These assessment processes support ongoing risk evaluation and align with the County’s Threat and Hazard Identification and Risk Assessment (THIRA) process.

San Juan County coordinates preliminary damage assessments when disaster intelligence is required and supports information sharing with the Joint Information Center (JIC) as appropriate.

4.4 Declarations and Escalation: When an incident exceeds local capabilities, San Juan County may declare a local state of emergency in accordance with Utah Code § 53-2a-208. The declaration will identify:

- The nature of the emergency
- The geographic area affected
- Conditions requiring emergency action

If local resources are insufficient, the County may request assistance from the State of Utah through the Division of Emergency Management (DEM).

If state resources are also insufficient, the Governor may request federal assistance.

When incidents exceed both local and state capabilities, the process for requesting federal assistance is initiated as outlined below.

4.5 FEMA Disaster Declaration Process: When incidents exceed state and local capabilities, the following general process is used to request federal assistance:

- Incident Occurs – Local jurisdiction is impacted
- Local Response – Local resources and mutual aid are utilized
- State Involvement – State support is activated
- Preliminary Damage Assessment (PDA) – Joint assessments conducted
- State Evaluation – Determination of resource adequacy
- Request for Federal Assistance – Submitted by the Governor
- FEMA Review – Evaluation of severity and impacts
- Presidential Decision – Declaration approved or denied
- Federal Assistance Activated – Programs such as Public Assistance (PA), Individual Assistance (IA), and Hazard Mitigation Grant Program (HMGP) may be implemented

4.6 Resource Coordination and Requests: San Juan County participates in the Statewide Mutual Aid system. When local resources are exhausted or insufficient to meet incident demands:

- Mutual aid will be requested through established agreements in accordance with the Utah Statewide Mutual Aid Act (Utah Code § 53-2a-401 et seq.)
- Requests for state assistance will be coordinated through the County EOC and submitted to the Utah Division of Emergency Management (DEM) in accordance with Utah Code § 53-2a-206
- The Utah Division of Emergency Management will assist in coordinating state resources and support
- Federal resources will be requested through the State when necessary and in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act

All resource requests will follow established ICS and EOC coordination procedures.

4.7 Recovery Operations: Recovery operations begin concurrently with response and focus on restoring essential services and returning the community to normal operations.

Recovery operations build on established response priorities and focus on:

1. Life Safety
2. Property and Environmental Preservation
3. Restoration of Critical Infrastructure
4. Debris Removal and Emergency Repairs
5. Long-Term Recovery Planning

The EOC will coordinate recovery activities and support damage assessment, resource allocation, and interagency coordination.

4.8 Coordination and Communication: Effective coordination between agencies is critical throughout all phases of an incident.

The County will:

- Maintain communication between incident command, the EOC, and supporting agencies
- Conduct coordination meetings as needed
- Share situational awareness and operational priorities
- Provide clear and consistent public information through the JIS/JIC

All information released to the public will be coordinated to ensure accuracy and consistency.

4.9 Incident Reporting: Accurate and timely documentation is essential for operational coordination, cost recovery, and post-incident analysis.

During an incident:

- Situation reports (SITREPs) will be submitted to the EOC as information becomes available
- ICS Form 214 Activity Logs will be maintained by all EOC personnel
- Documentation will include actions taken, resource utilization, damages, and costs

Records must be complete, accurate, and maintained in accordance with state and federal requirements to support potential reimbursement and disaster assistance programs.

4.10 Recovery Strategy: Each incident requires a tailored recovery strategy based on the extent and type of damage.

The Emergency Manager, in coordination with County leadership and partner agencies, will develop a recovery strategy that includes:

- Damage and cost estimates
- Resource requirements
- Operational timelines
- Roles and responsibilities

Recovery efforts may involve local, state, federal, and private-sector partners depending on the scale of the incident.

4.11 Continuity of Government: Continuity of government is essential to maintaining critical services during and after an emergency.

San Juan County will ensure that:

- Essential government functions continue during emergencies
- Lines of succession are established
- Department-level continuity plans are maintained

The Emergency Manager is responsible for coordinating the County's emergency management program and maintaining readiness across all phases of emergency management.

SECTION 5 DISASTER INTELLIGENCE: Disaster intelligence involves the collection, analysis, and dissemination of information that describes the nature, scope, and impacts of hazards. Intelligence and information sharing within the Emergency Operations Center (EOC) is critical, particularly for activated Emergency Support Functions (ESFs). This process supports the evaluation of resources, capabilities, and operational shortfalls—including personnel, equipment, and supplies—and helps determine the level of assistance required. Identified shortfalls are incorporated into the planning and response process and communicated to the County EOC Command Staff.

ESF #5 – Emergency Management is responsible for coordinating overall information collection, analysis, and planning activities within the EOC. The EOC serves as the central point for gathering and disseminating information to support local response and recovery operations, coordinate with state and federal partners, and facilitate requests for assistance when needed.

Due to San Juan County’s large geographic area, rural and frontier conditions, and limited staffing, timely information collection may be constrained. Initial intelligence will rely heavily on field personnel, dispatch, and partner agencies until broader situational awareness is established.

5.1 Intelligence Collection and Management: Disaster intelligence is organized and managed through defined components, including:

- Information elements
- Specific requirements
- Collection methods
- Responsible elements
- Deliverables

San Juan County Emergency Management maintains situational awareness through coordination with dispatch, field personnel, and partner agencies. Information collected is continuously evaluated and integrated into the EOC planning process to support operational decision-making.

5.4 Intelligence Procedures and Preparedness: To support consistent and effective intelligence collection, the County will develop and maintain assessment procedures, including:

- Development of a county profile
- Sectoring the county for area-based assessments
- Identification of staffing patterns and resource needs
- Establishment of communication procedures
- Ongoing testing and exercises

Standardized assessment forms and checklists will be used by pre-identified personnel to ensure consistent collection, documentation, and dissemination of information.

5.5 Information Systems and Resilience: Information systems such as WebEOC, GIS mapping, and field reporting tools may be used to support disaster intelligence when available. However, operations must remain functional during communications outages or degraded conditions.

The County will maintain the capability to operate using redundant systems and manual processes to ensure continuity of intelligence collection and situational awareness under all conditions.

SECTION 6 COMMUNICATIONS: Emergency communications is defined as the ability of emergency responders to exchange information through data, voice, and video systems. Effective emergency response at all levels of government requires interoperable and seamless communications to establish command and control, maintain situational awareness, and support a common operating picture across a wide range of incidents.

Due to San Juan County's rural and frontier environment, communications infrastructure is limited in many areas. Responders must be prepared to operate in low-bandwidth or no-connectivity conditions and rely on redundant, resilient, and non-traditional communication methods to sustain operations.

Emergency communications within the County is built on three primary elements:

- Operability – The ability to establish and sustain communications in support of incident operations
- Interoperability – The ability to communicate across jurisdictions, disciplines, and levels of government
- Continuity of Communications – The ability to maintain communications despite disruption to primary systems

6.1 Communications Systems

Internal Communications

- Landline telephone
- Cellular phone
- Text messaging
- Paging/notification systems
- 800 MHz radio system
- Internet/WebEOC
- Satellite communications (e.g., Starlink)
- Mobile command post communication systems
- Cache radios and mutual aid interoperability channels
- Amateur Radio Emergency Service (ARES)

San Juan County has expanded its satellite communications capability to support operations in areas with limited or no connectivity. All Sheriff's Office vehicles are equipped with Starlink Mini units, and select fire apparatus also have Starlink Mini capability. Emergency Management maintains multiple Starlink Mini units as well as a larger deployable Starlink system to support the Emergency Operations Center (EOC), Incident Command Posts, and field operations during incidents.

External Communications

- Landline telephone
- Cellular phone
- Text messaging
- 800 MHz radio system
- Internet/WebEOC
- Joint Information System (JIS) / Joint Information Center (JIC)
- Emergency Alert System (EAS)
- Emergency Notification System (ENS)
- Press releases
- News media
- Official County social media platforms

6.2 Common Operating Picture: A Common Operating Picture (COP) is established and maintained through integrated systems for communication, information management, and intelligence sharing.

San Juan County utilizes:

- WebEOC
- ICS forms (ICS 201, ICS 209)
- Situation Reports (SitReps)
- Direct field-to-EOC communication

The Emergency Operations Center (EOC) supports:

- Incident notifications
- Public communications
- Resource tracking
- Situational awareness across jurisdictions

Information Management

San Juan County utilizes communication systems to support:

- Operational coordination
- Resource management
- Decision-making
- Incident documentation

6.3 Public Information and Alerts:

Routine Information

Information is shared through:

- Official San Juan County website
- Official County social media platforms
- Press releases and local media
- Municipal partner communication channels

Emergency Alerts for the Public

- Integrated Public Alert and Warning System (IPAWS)
 - San Juan County uses IPAWS to deliver emergency alerts via Wireless Emergency Alerts (WEA), Emergency Alert System (EAS), and NOAA Weather Radio.
 - San Juan County conducts regular IPAWS testing and coordinates with regional emergency managers to ensure continuity of alerting across jurisdictional boundaries and during cross-county incidents.
- Emergency Alert System (EAS)
 - Provides emergency messaging through radio and television broadcasts.
- Wireless Emergency Alerts (WEA)
 - Provides geographically targeted alerts to mobile devices without subscription.
- NOAA Weather Radio
 - Provides continuous weather and hazard information from the National Weather Service.
- Emergency Notification System (ENS)
 - San Juan County utilizes AlertSense to send emergency notifications via phone, text messaging, and email.

- Due to limited cellular coverage in portions of the County, not all residents or visitors may receive ENS notifications. Redundant alerting methods are used.
- San Juan Ready App
 - Provides supplemental emergency information and alerting capabilities. Not intended as the sole source of notification
- Special Consideration – Visitors and Transient Populations
 - Special consideration is given to communicating with visitors and transient populations who may not be registered in local systems. Coordination occurs with state agencies, National Park Service, Bureau of Land Management, and roadway messaging systems where available.

6.4 Continuity of Communications

San Juan County maintains continuity through:

- Redundant systems (radio, cellular, satellite)
- Regional coordination
- Mobile and deployable communications assets

6.5 Communications Capability Snapshot – San Juan County

Rural Reality. Built-In Redundancy. Field-Ready Communications.

Satellite Communications (Starlink)

- All Sheriff's Office vehicles equipped with Starlink Mini units
- Select fire apparatus equipped with Starlink Mini capability
- Emergency Management maintains:
 - Multiple Starlink Mini units
 - One larger deployable Starlink system

Radio Communications

- Countywide 800 MHz radio system
- Mutual aid interoperability channels
- Cache radios for extended incidents

Redundant Systems

- Amateur Radio Emergency Service (ARES)
- Mobile command capability
- Multi-platform communications (radio, cellular, satellite)

Public Alerting

- Integrated Public Alert and Warning System (IPAWS)
- Emergency Alert System (EAS)
- Wireless Emergency Alerts (WEA)
- NOAA Weather Radio
- Emergency Notification System (AlertSense)

Operational Advantage

- Supports operations across a large geographic area with limited infrastructure
- Enables field operations in no-service environments
- Maintains coordination between field, EOC, and regional partners

SECTION 7 ADMINISTRATION, FINANCE, AND LOGISTICS

7.1 Administration Information: The Emergency Operations Center (EOC) is maintained in a state of readiness and is activated as needed to support incident response and recovery operations. Day-to-day emergency management activities are under the direction of the San Juan County Emergency Manager.

Operational readiness of the EOC is the responsibility of San Juan County Emergency Management.

All agencies involved in emergency response will:

- Maintain narrative and operational logs of response activities
- Ensure documentation aligns with the National Incident Management System (NIMS)
- Maintain records necessary for operational coordination, cost tracking, and reimbursement
- Enter into contracts, agreements, and Memorandums of Understanding (MOUs) through authorized officials and formalize them in writing whenever possible prior to emergencies

Due to limited staffing and the rural nature of San Juan County, personnel may serve multiple roles during an incident. Administrative, financial, and logistical functions may be consolidated and supported through coordination with regional and state partners.

7.2 Documentation and Reporting: Accurate and timely documentation is essential for effective emergency management, operational coordination, and eligibility for State and Federal reimbursement.

San Juan County will maintain records on a continuous basis throughout an incident. Documentation will align with the National Incident Management System (NIMS) and utilize standardized forms and reporting processes.

Documentation methods may include:

- ICS forms (e.g., ICS 201, ICS 209)
- Situation Reports (SitReps)
- Resource requests and tracking documentation
- Damage assessments and cost estimates

All agencies involved in response operations are responsible for maintaining accurate and complete records of actions taken, resources utilized, and costs incurred.

Reporting Requirements include:

- **Initial Reports (Needs Assessment):**
Provide the basis for emergency declarations and requests for assistance by identifying the nature, scope, and immediate needs of the incident.
- **Situation Reports (SitReps):**
Provide ongoing updates on incident status, resource needs, and operational priorities. During active EOC operations, SitReps will be submitted as needed, with at least daily reporting.
- **Damage Assessments:**
Document impacts to infrastructure, property, and the community to support requests for State and Federal assistance.
- **Post-Incident Reports:**
Provide a comprehensive review of response activities, outcomes, and areas for improvement.

San Juan County will consolidate reports from municipalities and partner agencies and submit required documentation to the Utah Division of Emergency Management (DEM) in accordance with established procedures.

All records must be complete, accurate, and maintained in accordance with local, state, and federal requirements to support potential reimbursement through programs such as FEMA Public Assistance.

7.3 Financial Management: Each agency assigned to an Emergency Support Function (ESF) is responsible for mobilizing resources under its control.

When additional resources are required, requests will be coordinated through ESF #7 – Logistics Management and Resource Support within the EOC.

Resource needs may be met through:

- Local Resources: Assets under direct control of the County
- Mutual Aid: Requested through established agreements, including the Utah Statewide Mutual Aid Act (Utah Code § 53-2a-401 et seq.)
- Contracts and Vendors: Coordinated through the County Administration Office
- State and Federal Assistance: Requested when local and mutual aid resources are insufficient

Due to limited local resources, San Juan County relies heavily on mutual aid and regional coordination to support extended or complex incidents.

All expenditures will:

- Be documented with receipts and justification
- Be submitted to the County Clerk/Auditor's Office
- Be tracked in accordance with County financial procedures

The County Clerk/Auditor will ensure documentation is complete and coordinate reimbursement processes when applicable.

7.4 Emergency Procurement: Emergency procurement may be utilized when conditions threaten public health, safety, or welfare and do not allow for standard procurement procedures.

Authorized personnel include:

- County Purchasing Agent
- Emergency Manager
- Designated representatives

During emergency conditions:

- Procurement may occur outside normal bidding procedures in accordance with County policy
- All purchases must be necessary, reasonable, and documented
- Procurement actions will align as closely as possible with standard procedures while meeting urgent operational needs

All procurement actions are subject to review and must comply with applicable local, state, and federal requirements.

7.5 Accounting: San Juan County will maintain complete and accurate records of all emergency expenditures, including:

- Personnel costs
- Equipment usage
- Materials and supplies

These records are necessary to:

- Differentiate eligible and non-eligible costs

- Support reimbursement through State and Federal programs

During federally declared disasters, the County Clerk/Auditor will coordinate documentation and submission for reimbursement through FEMA Public Assistance.

All records are subject to State and Federal audit requirements.

7.6 Fiscal Agreements: Clear agreements between responding agencies are essential for cost tracking and reimbursement.

These agreements will address:

- Personnel costs
- Equipment usage
- Materials and services

Whenever possible, agreements will be established in advance through formal contracts or Memorandums of Understanding (MOUs).

7.7 Logistics: San Juan County Emergency Management maintains current resource information on:

- Supplies
- Equipment
- Facilities
- Personnel

ESF #7 – Logistics Management and Resource Support is responsible for:

- Identifying, procuring, and distributing resources
- Supporting field operations and EOC functions
- Coordinating with local, regional, state, and federal partners

Resources may include:

- Food, water, and medical supplies
- Fuel and transportation
- Communications equipment
- Heavy equipment and personnel

Due to the County's size and limited infrastructure:

- Resource delivery may be delayed by distance, terrain, and availability
- Pre-identified vendors and staging strategies are critical
- Regional coordination is essential for sustained operations

The County Commission or designee may authorize the use of private resources when necessary to support emergency response operations.

Resources will not be deployed outside the County unless authorized by the County Commission, Emergency Manager, or designated representative.

7.8 Training and Exercises: Training and exercises are essential to maintaining readiness across all agencies. San Juan County utilizes a progressive exercise program consistent with the Homeland Security Exercise and Evaluation Program (HSEEP), including:

- Discussion-based exercises (e.g., tabletop exercises)
- Operations-based exercises (e.g., functional and full-scale exercises)

Training priorities include:

- Incident Command System (ICS) and NIMS compliance
- Multi-agency coordination
- Communication and interoperability
- Resource management and logistics

Exercises are designed to reflect hazards and risks most likely to occur within San Juan County.

Due to limited local resources, training and exercises will incorporate coordination with regional partners, including healthcare systems and mutual aid agencies.

The Emergency Manager will:

- Coordinate and facilitate training opportunities
- Evaluate exercises and identify areas for improvement
- Ensure corrective actions are implemented

7.9 Public Education and Awareness: Public education is critical to effective emergency management.

San Juan County will promote preparedness through:

- Public safety fairs and community events
- Educational workshops and outreach programs
- Coordination with community organizations and partners

Preparedness efforts focus on:

- Increasing individual and family preparedness
- Encouraging self-reliance during emergencies
- Raising awareness of local hazards and risks

San Juan County works closely with:

- Emergency response agencies
- Utah Division of Emergency Management (DEM)
- Federal partners, including FEMA
- Local fire, EMS, and law enforcement
- Faith-based and community organizations
- Non-governmental organizations

Department heads are responsible for ensuring staff are trained and prepared to implement emergency procedures.

SECTION 8 PLAN MAINTENANCE

San Juan County Emergency Management is responsible for the overall maintenance, review, and update of this Emergency Operations Plan (EOP), including ensuring that changes and revisions are prepared, coordinated, published, and distributed to all applicable agencies and partners.

Each functional and hazard-specific annex identifies the agency or organization responsible for maintaining that document.

This EOP will be reviewed on an annual basis and updated as necessary, with a comprehensive revision conducted at a minimum of every two (2) years.

Plan updates and revisions may be informed by:

- Lessons learned from exercises and real-world incidents
- After Action Reports (AARs) and Improvement Plans (IPs)
- Changes in organizational structure, staffing, or capabilities
- Updates in technology, communications systems, or infrastructure
- Changes in local, state, or federal guidance

All revisions will be documented and maintained by San Juan County Emergency Management.

Due to limited staffing and the rural nature of the County, plan maintenance activities may be prioritized and supported through coordination with regional and state partners.

Revisions to the EOP will be distributed to all agencies and organizations assigned responsibilities within the plan.

Each department and partner agency is responsible for maintaining current contact information and providing updates to Emergency Management to ensure accuracy of call-down lists and coordination systems.

8.1 EOP Multiyear Strategy: The EOP Multiyear Strategy establishes priorities and direction for maintaining and improving San Juan County's emergency preparedness capabilities. This strategy supports both short-term operational readiness and long-term capability development.

Strategic Objectives

- Ensure San Juan County is prepared to respond to and recover from emergencies and disasters
- Protect essential facilities, infrastructure, equipment, and records
- Reduce disruptions to County operations and services
- Minimize loss of life, property damage, and economic impact
- Support timely and coordinated recovery efforts

Capability Development and Maintenance

- Maintain and improve core emergency management capabilities through planning, training, and exercises
- Identify capability gaps and prioritize improvements based on risk and operational need
- Expand EOP capabilities to support operations outside primary County facilities, including field and remote environments
- Strengthen coordination with local, state, federal, tribal, and private-sector partners

- Maintain alignment with the National Incident Management System (NIMS) and Incident Command System (ICS)

Training and Exercise Integration

- Implement a progressive exercise program consistent with Homeland Security Exercise and Evaluation Program (HSEEP) principles
- Conduct regular training and exercises, including tabletop, functional, and operations-based exercises
- Use exercises and real incidents to validate plans and identify areas for improvement
- Incorporate findings from After Action Reports (AARs) and Improvement Plans (IPs) into plan updates

Plan Development and Coordination

- Maintain and update Emergency Support Function (ESF), functional, and hazard-specific annexes
- Develop and maintain Standard Operating Procedures (SOPs) to support EOP implementation
- Coordinate planning efforts with municipalities, regional partners, and state and federal agencies
- Conduct annual plan

Due to the County's size and limited staffing, maintaining a flexible and scalable planning process is critical. San Juan County prioritizes practical, usable plans that are regularly validated through exercises and real-world incidents.

SECTION 9 AUTHORITIES AND REFERENCES

9.1 Authorities

This Emergency Operations Plan (EOP) is developed in accordance with applicable federal, state, and local laws, regulations, and guidance governing emergency management and incident response.

San Juan County conducts emergency management activities in alignment with the National Incident Management System (NIMS) and the Incident Command System (ICS), which provide the framework for managing incidents of all types and sizes.

9.2 Federal Authorities: Key federal authorities and guidance include:

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. §§ 5121–5207), as amended
- Homeland Security Act of 2002
- Post-Katrina Emergency Management Reform Act of 2006
- Presidential Policy Directive 8 (PPD-8): National Preparedness
- National Incident Management System (NIMS) – current version
- National Response Framework (NRF) – current version
- Comprehensive Preparedness Guide (CPG) 101
- Title 44, Code of Federal Regulations (CFR) – Emergency Management and Assistance
- Superfund Amendments and Reauthorization Act (SARA Title III)
- Pets Evacuation and Transportation Standards (PETS) Act of 2006
- Americans with Disabilities Act (ADA) of 1990

The authorities under which this plan is developed include the following:

9.3 State and Local Authorities: San Juan County operates under the legal authority of the State of Utah and applicable local ordinances, including:

- Utah Code Title 53, Chapter 2a – Emergency Management Act
- Utah Intrastate Mutual Aid Act (Utah Code § 53-2a-401 et seq.)
- Applicable San Juan County ordinances and resolutions governing emergency management and disaster response

The San Juan County Commission has the authority to declare a local state of emergency in accordance with Utah law. The Emergency Manager is responsible for coordinating emergency management activities under the direction of County leadership.

9.4 Supporting Plans and Documents: The following plans and documents support the implementation of this EOP:

- State of Utah Emergency Operations Plan
- State of Utah Hazard Mitigation Plan
- San Juan County Pre-Disaster Mitigation Plan
- Comprehensive Preparedness Guide (CPG) 101
- Applicable plans from Tribal Governments, including:
 - Navajo Nation
 - Ute Mountain Ute Tribe
 - San Juan Southern Paiute Tribe

9.5 Agreements: San Juan County participates in mutual aid and interagency agreements to support emergency response and recovery, including:

- Utah Intrastate Mutual Aid Agreement for Catastrophic Disaster Response and Recovery
- Local and regional mutual aid agreements
- Memorandums of Understanding (MOUs) with partner agencies and organizations

Due to limited local resources and the County's large geographic area, mutual aid and regional coordination are essential to effective emergency response.

SECTION 10 GLOSSARY

General Emergency Management Terms

- All-Hazards: Incidents, natural or human-caused, that require action to protect life, property, the environment, and public health or safety.
- Emergency Management: The coordinated activities of mitigation, preparedness, response, and recovery undertaken to protect life, property, and the environment.
- Emergency Operations Plan (EOP): The plan that outlines San Juan County's emergency response organization, authorities, and concept of operations.
- Standard Operating Procedures (SOPs): Detailed instructions that support the implementation of plans and guide specific operational actions.

County Structure and Leadership

- County Commission: The governing body of San Juan County responsible for policy direction and declaring a local state of emergency.
- Emergency Manager: The individual responsible for coordinating county emergency management programs, including preparedness, response, recovery, and mitigation activities.
- Policy Group: Senior officials responsible for strategic decision-making during an emergency.
- Policy Group Liaison: Individual responsible for coordinating communication between the Policy Group and operational leadership.
- County Liaison Officer: The point of contact responsible for coordinating with agencies and assisting with interagency communication.
- State Liaison: Representative assigned by the Utah Division of Emergency Management to coordinate state support and communication.

Incident Command System (ICS)

- Incident Command System (ICS): A standardized, on-scene management structure used to organize response operations.
- Operations Section: Responsible for directing and coordinating tactical response activities.
- Planning Section: Responsible for collecting, evaluating, and disseminating information and developing incident action plans.
- Logistics Section: Responsible for providing resources, services, and support to operations.
- Finance/Administration Section: Responsible for tracking costs, contracts, and reimbursement.
- Safety/Security: Responsible for ensuring the safety and security of personnel and operations.

Emergency Operations Center (EOC)

- Emergency Operations Center (EOC): A centralized location where agencies coordinate information, resources, and support for incident operations.
- Incident Support Plan (ISP): A plan developed within the EOC that outlines operational objectives and strategies to support incident response.

Emergency Support Functions (ESF)

- Emergency Support Function (ESF): A functional grouping of agencies and resources organized to provide support during emergency operations.
- ESF Assignment Matrix: A document identifying primary and support agencies for each ESF.
- ESF Coordinator: The agency responsible for overall coordination of a specific ESF.
- ESF Primary Agency: The agency with primary responsibility for managing and coordinating an ESF.

- ESF Support Agency: Agencies that provide additional resources or capabilities to support the ESF.

Communications and Public Information

- Common Operating Picture (COP): A shared understanding of the incident maintained through communication, information systems, and intelligence to support coordinated decision-making.
- Situation Report (SitRep): A report that provides current information on incident status, resource needs, and operational priorities.
- Emergency Notification System (ENS): A system used to deliver emergency alerts to the public through phone, text, or email (e.g., AlertSense).
- Joint Information Center (JIC): A centralized location for coordinating public information and media relations during an incident.
- Joint Information System (JIS): A structure for organizing and delivering coordinated public information across agencies.
- Public Information: Information developed and disseminated to inform the public before, during, and after an emergency.

Damage Assessment and Intelligence

- Rapid Assessment: Immediate collection of information following an incident to identify life-safety needs, hazards, and impacts.
- Damage Assessment: The process of evaluating the extent of damage to infrastructure, property, and the community.
- Preliminary Damage Assessment (PDA): A coordinated assessment used to estimate damages and support disaster declarations.

External Systems and Frameworks

- Federal Emergency Management Agency (FEMA): The federal agency responsible for coordinating disaster response, recovery, and mitigation.
- Emergency Management Assistance Compact (EMAC): A nationwide mutual aid agreement that enables states to share resources during disasters.
- National Incident Management System (NIMS): A standardized framework for managing incidents across all levels of government.
- National Response Framework (NRF): A guide that outlines how the nation responds to all types of emergencies and disasters.

Local Government and Partners

- Local Government: Municipal and county agencies responsible for providing services and responding to emergencies within their jurisdiction.
- Municipality: A city or town with its own local government, responsible for coordinating with the County during emergencies.
- Local Nonprofits: Organizations that provide services to the community and may support or require support during emergencies.

Section 11

ACRONYMS

ARC – American Red Cross
ARES – Amateur Radio Emergency Service
CIKR – Critical Infrastructure and Key Resources
COG – Continuity of Government
COOP – Continuity of Operations
COP – Common Operating Picture
CFR – Code of Federal Regulations
DEM – Division of Emergency Management
EAS – Emergency Alert System
EMAC – Emergency Management Assistance Compact
EMS – Emergency Medical Services
ENS – Emergency Notification System
EOC – Emergency Operations Center
EOP – Emergency Operations Plan
ESF – Emergency Support Function
FEMA – Federal Emergency Management Agency
HAZMAT – Hazardous Materials
HSEEP – Homeland Security Exercise and Evaluation Program
HSPD – Homeland Security Presidential Directive
ICS – Incident Command System
ICP – Incident Command Post
IPAWS – Integrated Public Alert and Warning System
ISP – Incident Support Plan
JIC – Joint Information Center
JIS – Joint Information System
NIMS – National Incident Management System
NRF – National Response Framework
PDA – Preliminary Damage Assessment
SARA – Superfund Amendments and Reauthorization Act
SJC – San Juan County
SitRep – Situation Report
SOP – Standard Operating Procedures
THIRA – Threat and Hazard Identification and Risk Assessment
VOAD – Voluntary Organizations Active in Disaster
WEA – Wireless Emergency Alerts