MORONGO
BAND OF
MISSION
INDIANS

A SOVEREIGN NATION

# Emergency Operations Plan

December 2012

## Promulgation

The Morongo Emergency Operations Plan (EOP) is one component of the Tribe's emergency management program and is implemented through the Tribe's adoption of the National Incident Management System (NIMS) on September 11, 2006. The EOP is the base plan of the plans that the Tribe uses in all phases of emergency management: preparedness, response, recovery, and mitigation. It is an all-hazard plan covering all mission areas of prevention, protection, response, recovery, and mitigation.

## Implementation

The emergency plans consist of this base plan and several annexes (e.g. the EOC Annex) that establish emergency operating procedures for all-hazard events. The EOP is applicable any time that the plan is activated for response and recovery to any incident. This is most likely during events that individual facility and department managers or first response activities (e.g. Morongo Fire, Reservation Patrol, Public Works, and Morongo Water Department) cannot address through day-to-day standing operating procedures.

## Record of Changes

The EOP is a living document that is continuously changing based on new threat and hazard information, incident after action reports, training and exercise events, and feedback from individuals and departments who support it. This plan and any of its components (i.e. annexes) may be modified by the Office of Emergency Management at any time. Significant changes and updates to the EOP should be conducted in a consulted manner with the various committees and commissions that may have interest in the plan. Changes and updates should be collaborative though supporting tribal departments and other governments (e.g. Riverside County) that may support the plan.

All changes should be recorded on the table below and by change memorandum.

| # | Date | Made by | Summary |
|---|------|---------|---------|
|   |      |         |         |
|   |      |         |         |
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## Record of Distribution

The EOP and its annexes are distributed as shown in the table below. Additionally, electronic versions of the EOP and supporting components are available internally. The EOP is also made available to other governments and supporting non-governmental organizations.

| Tribal Department or Supporting Agency | Copies |
|----------------------------------------|--------|
| Tribal Council | 1 each |
| Tribal Council Staff | 2 each |
| Chief Officers (CAO, CEO, CFO) | 2 each |

| Tribal Department or Supporting Agency | Copies |
|---|---|
| Administrators and Department Heads | 1 each |
| EOC | 15 |
| Mobile EOC | 5 |
| Riverside County OES | 1 |
| CalEMA Southern Region | 1 |
| FEMA Region IX | 1 |
| Bureau of Indian Affairs | 1 |
| Riverside-San Bernardino County Indian Health, Inc. | 1 |
|  |  |

# Contents

## Purpose, Scope, Situation, Assumptions

This section explains the intent of the EOP, who is involved in carrying out the activities in the EOP and its support annexes, and why it was developed.

### _Purpose_

The overall purpose of the EOP is to outline strategies to cope with hazards that threaten the Tribe and the Morongo Indian Reservation. The EOP, as a base plan, is centric to the tribal government operations and inherently governmental activities similar to those undertaken by the U.S. Department of Homeland Security and Federal Emergency management Administration. The EOP outlines the concept of operations and management of critical resources in response to emergencies and disasters. Whenever an emergency reaches proportions that cannot be handled by routine measures the EOP should be activated. The EOP establishes uniform guidance and a set of processes and procedures that tribal staff will use to conduct emergency response and recovery operations when normal first response activities require activation of the Emergency Operations Plan and or any of its annexes (e.g. Emergency Support Function annexes).

This plan is intended to facilitate intergovernmental, multi-jurisdictional, and interdepartmental coordination. This coordination occurs between tribal government department staff supporting the plan; between the tribe and other tribes; between the tribe and federal, state, and local governments; and between the tribe private and non-profit organizations that support emergency and disaster response and recovery. Some of these partners are Riverside County, Bureau of Indian Affairs, Indian Health Services, the Federal Emergency Management Agency (FEMA), the Department of Homeland Security (DHS), and the California Emergency Management Agency (CalEMA).

### _Scope_

This section describes times and conditions the EOP might be activated however, the EOP is intended be flexible for response to all emergencies that are beyond the normal scope and abilities of first response entities of the Tribe (e.g. Fire, Patrol, Public Works).

The EOP addresses how the Morongo Band of Mission Indians will respond to extraordinary events or disasters, from preparation through recovery. The plan is developed based on a Threat and Hazard Identification and Risk Assessment (THIRA) conducted in accordance with Comprehensive Preparedness Guide 201, _Threat and Hazard Identification and Risk Assessment (THIRA) Guide_. The EOP shows the responsibilities of each tribal department to support the plan and realizes that individual departments are also planning to continue to provide their normal functions to maintain the tribal government (e.g. Social Services). The development of Emergency Support Functions and the _Introduction to Emergency Support Annexes to the Emergency Operations Plan_ coordinates the Tribe's limited resources in an effective manner to respond to disasters.

Activating the Emergency Operations Plan puts into movement the coordination for response and recovery to an emergency or disaster. Activation of the EOP may simply trigger the Office of Emergency Management to establish a watch schedule and increased communications or lead

to full activation of the Emergency Operations Center (EOC) and several Emergency Support Functions (ESFs). The EOP may be activated in any emergency management phase: preparedness, response, recovery, and mitigation however it is most normally activated in the response phase. The EOP may also be activated during any existing or potential emergency situation that cannot be handled by normal first response activities including those shown in the table below. The table is not intended to be exhaustive but rather to show some scenarios that may trigger activation of the EOP.

| |
|---|
| Earthquake – when an earthquake occurs that damages local or regional |
| Windstorm – a windstorm that created damage to homes and traffic patterns in the area. |
| Drought – a nationwide drought that increases |
| Flash flood – a rain event on the Reservation of |
| Evacuation – a relatively minor evacuation of the greater Los Angeles Area will likely create traffic patterns on Interstate 10 that will affect the Morongo Indian Reservation and surrounding communities. |

Table 1: Scenario situations where the Emergency Operations Plan might be activated.

### <u>*Situation*</u>

The EOP identifies the Tribe's emergency planning process, organizational activities, and response policies and procedures. The plan also addresses the integration and coordination with other governmental agencies and surrounding communities as related to all mission areas of prevention, protection, response, recovery, and mitigation. This section outlines actions taken by the Tribe to prepare for disasters and considerations of the planning process.

### *Threat and Hazard Identification and Risk Assessment Summary*

This section summarizes major findings identified in the Threat and Hazard Identification and Risk Assessment (THIRA). This is the first time that the Tribe used a THIRA as a planning tool and the THIRA was developed in accordance with the guidance established in Comprehensive Preparedness Guide (CPG) 201, *Threat and Hazard Identification and Risk Assessment Guide* of April 2012. The THIRA contains a list of threats and hazards that may affect the Morongo Indian Reservation and the Tribe, including: natural hazards, consisting of geological, metrological and biological; human caused events, both accidental and intentional; and technological events. The THIRA puts those hazards and risks into context of how they may affect the Tribe and the Morongo Indian Reservation. It details outcome statements of what the Tribe desires to achieve for all 31 national core capabilities as described in the National Preparedness Goal. The THIRA provides information on the detail of how the threats and hazards described in the context statements impact these core capabilities. Finally the THIRA establishes capability targets for all core capabilities. This section of the EOP uses much of this information in summary format to interconnect the planning effort of the THIRA with the EOP planning process and show the reader how they are interrelated. Each of the following sections of the EOP address a specific planning requirement outlined in FEMA's CPG 101, *Developing and Maintaining Emergency Operations Plans*, and correlates those hazards and risks to the THIRA guidance in FEMA's CPG 201.

Figure 1: Shows probability and severity of some of the threats and hazards to the Morongo Indian Reservation.

The Morongo EOP considers the threats and risk in the context of natural, technological, and human caused in the context of severity of impact and likelihood or probability of occurrence.

| Natural | Technological | Human Caused |
|---|---|---|
| Resulting from Acts of Nature | Accidents or Failure of Systems and Structures | Tied to Human Action (Intentional or Unintentional) |
| • Earthquakes<br>• Lightning Strike<br>• Flash Flood<br>• Landslide<br>• Drought<br>• Windstorm<br>• Extreme Temperatures<br>• Pandemic<br>• Vector<br>• Infestation<br>• Solar Flares | • Power Failure<br>• Major Gas Line Burst<br>• Water Line Burst | • Bomb Threat<br>• Nuclear Power Plant Incident<br>• Major Gas Line Leak<br>• Explosion<br>• Wildland Fire<br>• I-10 Accident (closure) |

Table 2: Shows the consideration of potential threats to the Morongo Indian Reservation.

*Earthquakes*

The Morongo Reservation is in an area where there are numerous active faults that are capable of producing major earthquakes (greater than Magnitude 5). The San Andreas and San Gorgonio Fault zones either have faults on the Reservation or are adjacent to the Reservation. The Southern Section of the San Andres Fault in the San Gorgonio Pass area is fairly complex. Here the San Andreas fault interacts with other faults (most notably the San Jacinto fault zone and the Pinto Mountain fault) and thereby becomes somewhat fractured, over the distance extending from just north of San Bernardino to just north of Indio, some 110 kilometers (70 miles). Because this deformation has been going on for well over a million years, ancient and inactive strands of the San Andreas Fault can be found here. Other faults in this area are have been "reawakened" recently after being dormant for hundreds of thousands of years. There is even evidence to suggest that there is no active, continuous main trace of the San Andreas Fault going all the way through the pass, not even at depth -- implying that the San Andreas Fault may currently be in the process of creating a new fault path through this area! This could also mean that a single, continuous rupture from Cajon Pass to the Salton Sea (a stretch of the San Andreas that has not ruptured in historical times) is unlikely to occur. Fault rupture mechanics are still not well understood, however, and the discontinuity could prove to have little effect on tempering a major earthquake on this southern stretch of the San Andreas Fault zone. The San Andreas Fault zone is capable of producing earthquakes up to magnitude eight.
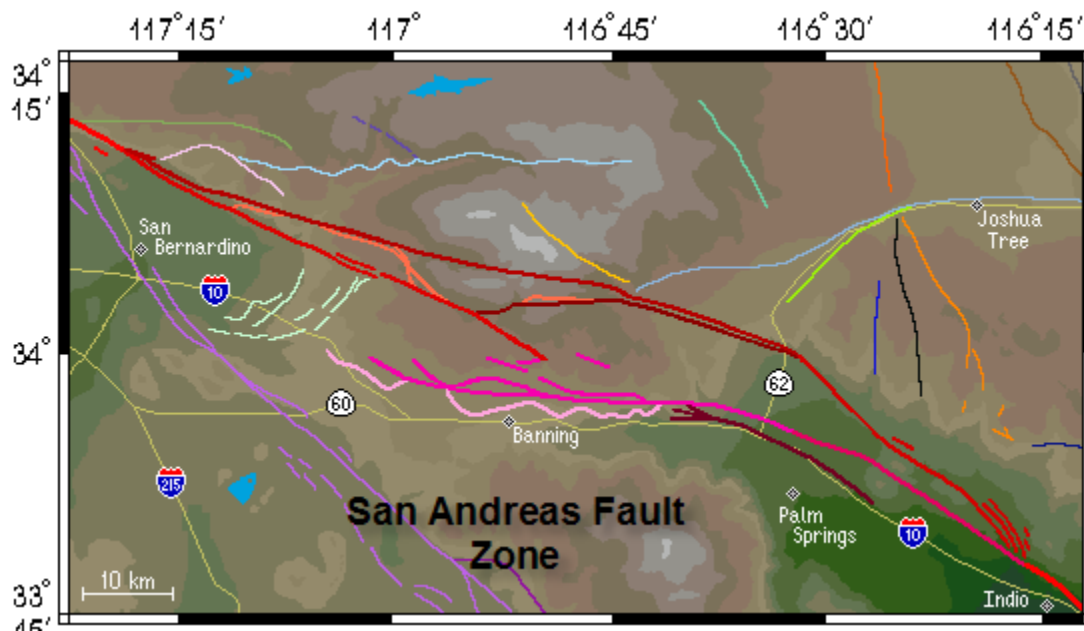


Figure 2: Shows the San Andreas Fault zone in the Pass Area.

The Banning Fault zone is a complex fault zone with long history. Interacts with or may be considered part of the San Andreas Fault zone and the San Gorgonio Pass fault zone. Remarkably enough, it has been suggested that the main Banning fault may once have been the eastern part of the San Gabriel fault, before the San Andreas and San Jacinto faults appeared in the area and severed the ancestral San Gabriel fault. The evidence for such a claim stems from the relation between the present-day Banning and San Gabriel faults with an ancient thrust fault known as the Vincent Thrust. This thrust fault appears both in the San Gabriel Mountains

and the San Bernardino Mountains, near each of the supposed sections of the ancestral San Gabriel fault in such a way that suggests that, like the pieces of the Vincent Thrust, these two faults once were as one. It is capable of producing magnitude 7.2 earthquakes.



Figure 3: Shows the Banning Fault Zone.

*Flash Flooding*
Annually there are three to five minor flash flooding events that that affect transportation on the reservation but not to the point of requiring activation of the EOP. These e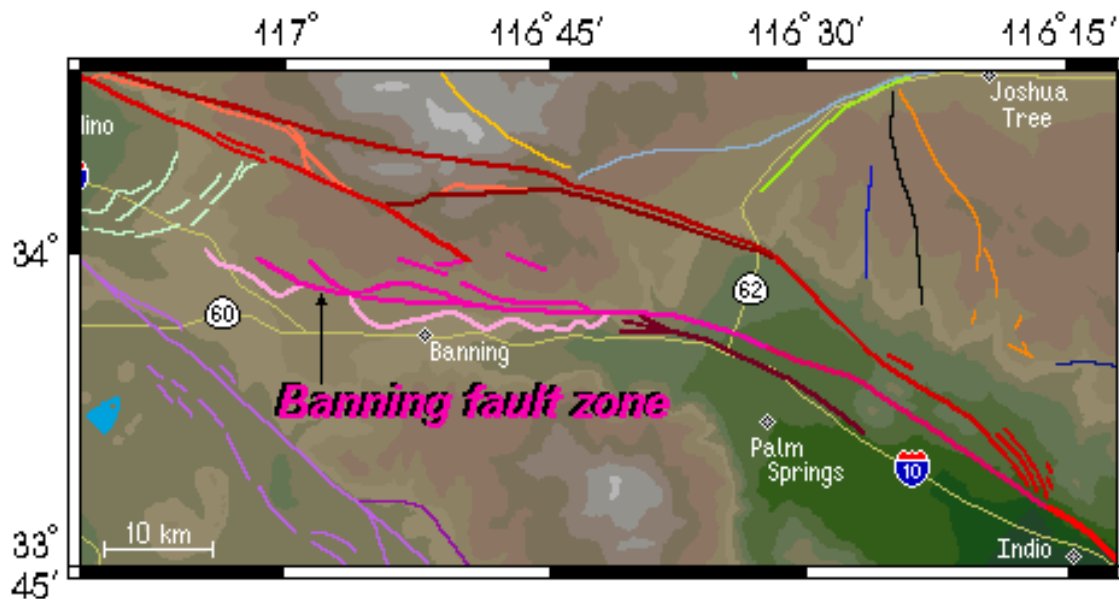vents cause runoff of fine solids and mud to cross roads along with sheeting water requiring minor debris removal and cleanup that is normally handled by the Tribe's Public Works Department. The department also does mitigation sandbagging at some intersections to prevent damage during rainstorms. Most of the rainfall occurs during the months of November through March but occasional high-intensity thunderstorms and tropical storms occur in late summer and early fall. The ground may be generally dry at the beginning of a storm but rainfall can saturate the surface thereby eliminating percolation and increasing runoff. Roads, houses, and other impervious surfaces increase runoff, which can be a significant contributor to damage downstream.

Average annual rainfall is almost 18 inches per year. However, when considering the potential of flash flooding it is important to note that the Reservation sits in a valley formed by two of Southern California's highest peaks and their ranges – Mt. San Gorgonio to north, and Mt. San Jacinto to the southeast. The reservation is bordered on the north and south by a series of alluvial fans and steep terrain that subject portions of the reservation to flash flooding. Many reservation roads and trails are unpaved and while some percolation along these roadways will occur during periods of rainfall, erosion and sand and soils transport will also be a consequence. Some areas of the reservation may be subject to damage and isolation (particularly since Banning and Beaumont face much of the same issues) during storm events. Flooding that creates isolated areas and may hinder transportation routes, initial damage assessment, and mitigation activities. Several unimproved washes pass through the Reservation with some

improvements where they cross transportation facilities. The unimproved wash crossings are sometimes referred to as "Arizona crossings" or simply a type of road crossing that allows a waterway to run over a road.

*Wildland Fires*

With an average of 300 days of sunshine a year and temperatures that range between 45.4 and 74.8 degrees the region provides significant fuels for wild land fires. Higher temperatures, low humidity, and clear sunny days characterize summer months. Thunderstorms from July through September can create lightning strikes, erratic high winds and sometimes, heavy rains.

The Tribe provides its own fire protection services and both augments, and is augmented by the California Department of Forestry (CalFire), Riverside County Fire, and adjoining municipal fire districts. Fire services in areas surrounding the reservation are responsibilities of these different jurisdictions. To the north is U.S. Forestry and California Department of Forestry (CalFire) provide fire service. On the south and east is Riverside County Fire (contracted to CalFire) and to the west is Banning Fire. Morongo Fire is dispatched by Riverside County Fire however; direct calls on the reservation during emergency and disaster situations may be answered by incident command or the EOC. If there is a complete lack of telephone services the Morongo Fire Department may be self-dispatching using information collected from the Reservation Radio Disaster Network, rapid damage assessments, and other information.

The residential area of the reservation consists of, and is bordered by, open fields and many undeveloped lots. Residential landscaping, fencing, and outbuildings may increase fuel loading, spotting, and fire intensity. Fire prevention strategies concentrate on education and assistance in fire prevention measures. Fire suppression strategies focus around containment and control while protecting structures in the threatened areas. Suppression activities may utilize natural firebreaks; direct suppression of the fire by hose lines, aircraft, bulldozers, and hand crews; increasing defensible spaces around homes; fire suppression foams; and total extinguishment of the fire and mop up.

*Extreme Heat*

The reservation may experience extreme heat conditions that can lead to heat-related illnesses and even death. Extreme heat can also cause increased demands for water and electrical power. Impacts of increased electrical needs are multiplied by statewide electricity demands.

Extreme heat occurs when temperatures hover 10 degrees or more above the average high temperature for the region and lasts for several weeks. Humid or muggy conditions, which add to the discomfort of high temperatures, occur when a "dome" of high atmospheric pressure traps hazy, damp air near the ground. Excessively dry and hot conditions may provoke dust storms and low visibility. During extreme heat events the Tribe may consider activation of the EOP to establish a cooling center or cooling center for Tribal members and the tribal community. These may be located at Tribal Admin, the Community Center, Tribal Hall, or any other facility that has an emergency back-up generator and can provide a level of comfort to those who may choose to use the facility.

*Extreme Cold*

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Even the lightest snowfall below 3,000' and extreme cold can immobilize the pass area. The Morongo Indian Reservation normally experiences mild winters but can be hit with a major snowstorm or extreme cold. The snow or extreme cold can impact daily operations of the Tribe and affect utilities and infrastructure. There are three series of high voltage transmission lines that cross the reservation. These lines cross both major ingress and egress routes of the reservation and may block access of vehicles and material if they fail. The EOP may be activated during an extreme cold event to meet needs of the tribal community. This will likely occur if care and shelter activities are needed and the event is likely to last over a couple days.

*Landslides*
Areas that have moderate to high susceptibility to landslides and other slope instability problems are generally limited to hillside areas in the northern portion of the reservation and along washes. There are some potions of State Route 243 on the south that have been cut into the hillside that pose a greater threat of landslides. Slides and/or falls may occur in these areas during earthquakes, rains, and temperature changes that may destabilize soils and rocks. Failure of bluff faces along streets and drainage channels could occur during periods of heavy rainfall. Activation of the EOP in a landslide event will likely occur during a multiple event incident and likely in support of other agency activities (e.g. CalTrans on SR 243).

*Hazardous Materials Incidents*
Hazardous materials incidents can occur either in transit or at a fixed facility. In the pass area there are numerous types of commercial and industrial processes, which have a high potential for dumping, spillage, or lend themselves to the inappropriate handling of hazardous materials. Interstate-10 itself has over 100,000 daily vehicle trips per day at the Malki Road exit. Of these it is estimated that 40,000 are heavy trucks and up to half may be transporting some type of hazardous material and all utilize large amounts of diesel fuel. The most minor vehicle incident could cause a hazardous materials incident on I-10 and close it for a long period of time for clean-up. The Union Pacific Rails that run along I-10 carry some 10,000 trains per year that are often one mile long and may be as long as two miles. The potential for a hazardous materials incident during any train or rail incident is likely.

Most of the hazardous materials that might affect the reservation are heavier than air so immediate actions normally include getting upwind and uphill from an incident. Activation of the EOP may be required when determined by the incident commander on a hazardous materials incident that it is of a large scope or during a large event that requires unified command and several jurisdictions in response and recovery.

*Major Motor Vehicle Incident*
A vehicle accident involving a bus, large commercial vehicle, or military convoy, which occurs in a heavily populated commercial or residential area, could result in considerable loss of life and property. Additionally, the closure of Interstate-10 can lead to serious traffic congestion and the inability for emergency vehicles to ingress and egress the reservation. The threat from such an incident may cause other consequences such as a hazardous materials incident; fire; severe damage to either adjacent buildings or vehicles; and loss of life of passengers, pedestrians, or individuals in adjacent buildings or vehicles.

Interstate-10 crosses the reservation horizontally east-west. The Interstate is a lifeline facility and plays a major role in moving interregional and interstate goods and commerce. It is traversed heavily by commercial vehicles, hazardous material and hazardous waste transporters, buses, and military equipment and materiel. Additionally there are virtually no maintained arterials adjacent to I-10 in the Pass area. Activation of the EOP during a major vehicle incident would be determined based on coordination needs of cooperating agencies (e.g. Riverside County) and authorities having jurisdiction (e.g. CalTrans, CHP). The Tribe only has a supporting agency role in these incidents however needs to have a presence as an agency representative at the unified/incident command post.

*Terrorism*
The threat of terrorism, although relatively low, has grown significantly during the past several years. The Reservation Patrol Department along with Riverside County Sheriff's Department participates in a counter-terrorism task force and a terrorism early warning group and will provide additional information on a "need to know" basis. The Reservation Patrol Department is active in identifying terror threats and works closely with the Morongo Gaming Agency in identifying threats, screening information, and developing intergovernmental relationships to assist in the war on terrorism. The EOP will likely be activated to a terrorist attack in a response capacity as protection and prevention missions are managed by Tribe's Reservation Patrol Department. Response activities and actions of the EOP are driven by normal response activities regardless of the cause. Reservation Patrol and supporting law enforcement agencies will provide law enforcement guidance.

Intelligence Considerations
The Tribe's law enforcement agency is its Reservation Patrol Department. The department coordinates all interagency anti-terrorism and intelligence efforts of the tribal government. The Tribe also contracts for law enforcement services from the Riverside County Sheriff's Office. In developing this EOP, the planning team was staffed with the Tribe's Reservation Patrol Chief who is the Terrorism Liaison Officer. Intelligence information used in protection efforts is coordinated with the tribal law enforcement agency (Reservation Patrol) and the various businesses, enterprises, and regulatory authorities (e.g. Tribal Gaming Commission) on a need to know basis.

Critical Infrastructure and Key Resources Planning
The Tribe has several tribal government facilities that are considered critical infrastructure and/or key resources to the Tribe in its continuity of tribal government operations. Critical infrastructures are those assets that the Tribe maintains that are essential for the functioning of the Tribe and its governance. These include tribal government facilities, water distribution facilities, telecommunications and information technology facilities, financial services and facilities, transportation facilities, agricultural assets, and utilities that service and cross the Reservation.

Inclusion of CBRNE Threats and Hazards
In developing this EOP the Tribe considered chemical, biological, radioactive, nuclear, and explosive threats and hazards. In putting threats and hazards into context the threat of CBRNE

incidents affecting the Reservation are either those of a cascading nature (e.g. incident at SONGS) outside of the Tribe's jurisdiction or those within the jurisdiction.

***Capability Assessment***
The capability assessment for this version of the EOP is part of the Tribe's Threat and Hazard Identification and Risk Assessment (THIRA) that was conducted in September and October of 2012 and submitted to the Department of Homeland Security though the Preparedness Capability Assessment Tool (PrepCast) portal. The capability assessment is based on comparing the Tribe's current capabilities as compared to its goals related to the core capabilities. The core capabilities are shown below and Morongo's core capability goals are included in the Tribe's THIRA.

| Prevention | Protection | Response | Recovery | Mitigation |
|---|---|---|---|---|
| Planning | | | | |
| Public Information and Warning | | | | |
| Operational Coordination | | | | |
| Forensics and Attribution Intelligence and Information Sharing Interdiction and Disruption Screening, Search, and Detection | Access Control and Identity Verification Cyber security Intelligence and Information Sharing Interdiction and Disruption Physical Protective Measures Risk Management for Protection Programs and Activities Screening, Search, and Detection Supply Chain Integrity and Security | Critical Transportation Environmental Response/Health and Safety Fatality Management Services Infrastructure Systems Mass Care Services Mass Search and Rescue Operations On-scene Security and Protection Operational Communications Public and Private Services and Resources Public Health and Medical Services Situational Assessment | Economic Recovery Health and Social Services Housing Infrastructure Systems Natural and Cultural Resources | Community Resilience Long-term Vulnerability Reduction Risk and Disaster Resilience Assessment Threats and Hazard Identification |

Table 3: Shows the national core capabilities in the five mission areas as considered in development of the THIRA and EOP.

## *Planning Assumptions and Realities*

Over the past five years there have been a lot of changes in the practice of emergency management and homeland security. In May of 2012 the Federal Emergency Management Agency (FEMA) released its guidance on preparation of Threat and Hazard Identification and Risk Assessments (THIRA). Prior to that, in December of 2011, FEMA published its "whole community" approach document titled, *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*. These efforts are intended to strengthen the nation's approach to whole community involvement in emergency preparedness, response, recovery, and mitigation.

In general emergency management activities are conducted in a layered effort as the government most closely tied to the hazard or incident, or agency having jurisdiction (AHJ), conducts emergency operations to its capability. The Tribe is responsible for its immediate and first response activities. If it is determined that the Tribe's resources are, or will be, overwhelmed additional support is supposed to come from other levels of government prior to requesting support from the federal government. Presently there are avenues for the Tribe to request support from surrounding tribes, the federal government, and the state. There are variables that play into such requests that may or may not make such requests practical or their

fulfillment likely. This section will discuss this mutual aid problem, the focuses of the EOP, and scenario based assumptions that the Tribe is planning for enhancing capabilities in all phases of emergency management.

### *Catastrophic Incidents and the Tribe*

The Morongo Band of Mission Indians is relatively small in numbers (approximately 1,045). A catastrophe can be defined as an incident that has the potential to adversely affect a people. Considering the Tribe as an indigenous group that has maintained its lineage an incident on the Morongo Reservation has a much greater potential to eliminate "a people" than it does the larger population. For instance a disaster that affected 10% of the Tribe's population will have a much greater effect on the specific population than a disaster that affected 10% of any surrounding community. In drafting this revision to the EOP the planning team took this concept into consideration.

### Lifeline Threats

Lifelines are those utilities and infrastructure that are life supporting. A major lifeline is Interstate-10. It supports transportation and commerce as the principle link between Los Angeles and Phoenix. Crossing the reservation are natural gas and petroleum pipelines, several high voltage electric lines, and the California Aqueduct that provides drinking water to much of Southern California.

At a more local level, the reservation is serviced by Southern California Gas with local distribution lines servicing most of the residential area of the reservation. Electricity is provided by Southern California Edison. Water is provided by the Morongo Water department and all residential development is on septic tanks however, there is sewer service to the Morongo Government and Administration Center. All roads on the reservation are maintained by the tribe through a pavement management system and all surrounding local roads are maintained either by California Department of Transportation (CalTrans), Riverside County, or the City of Banning. Although local traffic is possible without Interstate-10 it is more difficult. Loading of local roads is a threat to lifelines.
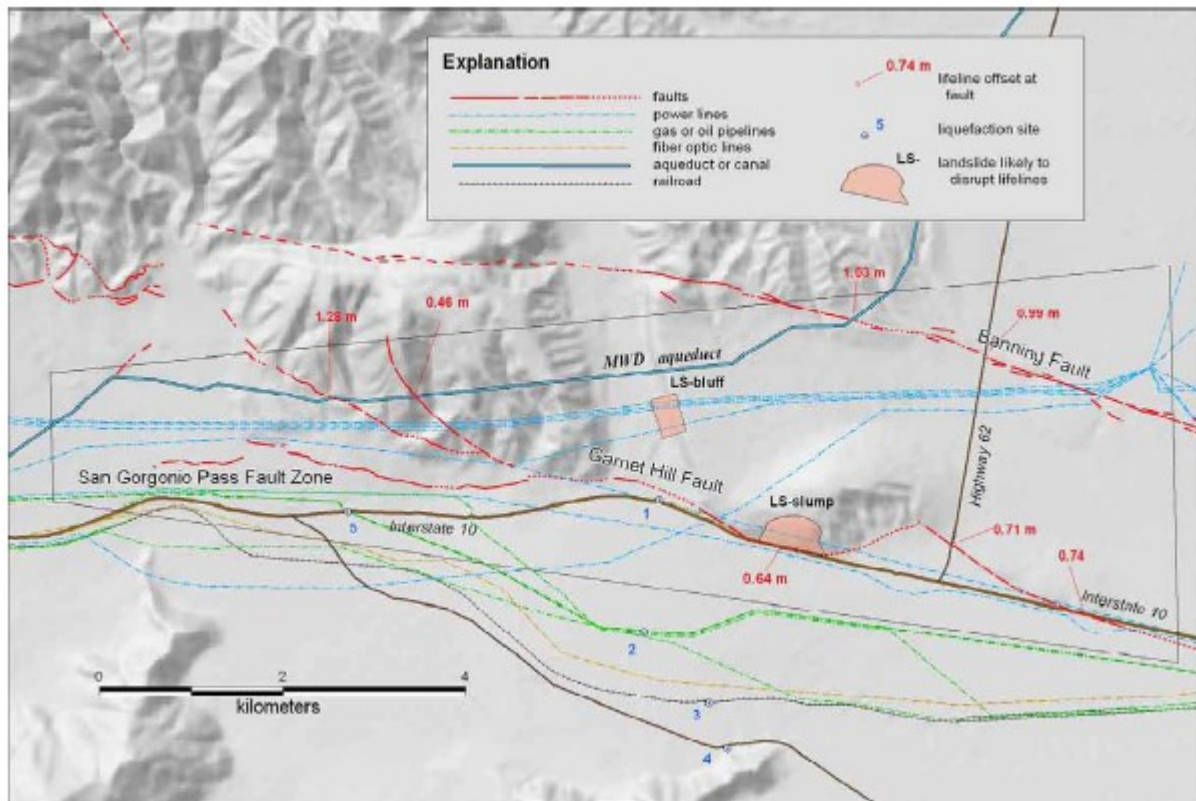
Figure 4: Is figure 4-4 of the USGS publication the ShakeOut Scenario of 2008. It shows the hazards to lifelines in the San Gorgonio Pass area and that cross the Morongo Indian Reservation just to the west and in the western portion of the figure shown.

### Focused on Type 1 and Type 2 Incidents

While the Emergency Operations Plan may support all incidents it is focused on what are considered Type 1 and 2 incidents. These incidents are those that require the most resources and most time to restore normalcy from. Type 5, 4, and 3 incidents are addressed primarily by department standard operating guides and plans and the incident command system. For instance a single structure fire on the Morongo Reservation is handled through the Incident Command System and through the department's (e.g. Fire and Reservation Patrol) standing operating guides and/or procedures.

Type 5 incidents are those that require few resources are dealt with in a short period of time and occur often. Type 4 incidents required more resources and are often under mutual aid from other agencies. Type 4 incidents take a longer period to deal with but normally within one operational area period. An operational period is the amount of time established by the incident commander to accomplish objectives outlined in the planning process. Type 3 incidents require a much longer time frame than Type 4 and 5 but can still be dealt with in a regional approach. Type 3 incidents normally require establishment of a significant incident command approach that may or may not be supported by an ESF. Type 2 and 1 incidents require activation of multi-agency coordination systems (MACS) which consist of EOCs. These type events require multiple operational periods to deal with and shift to a recovery/resilience posture.
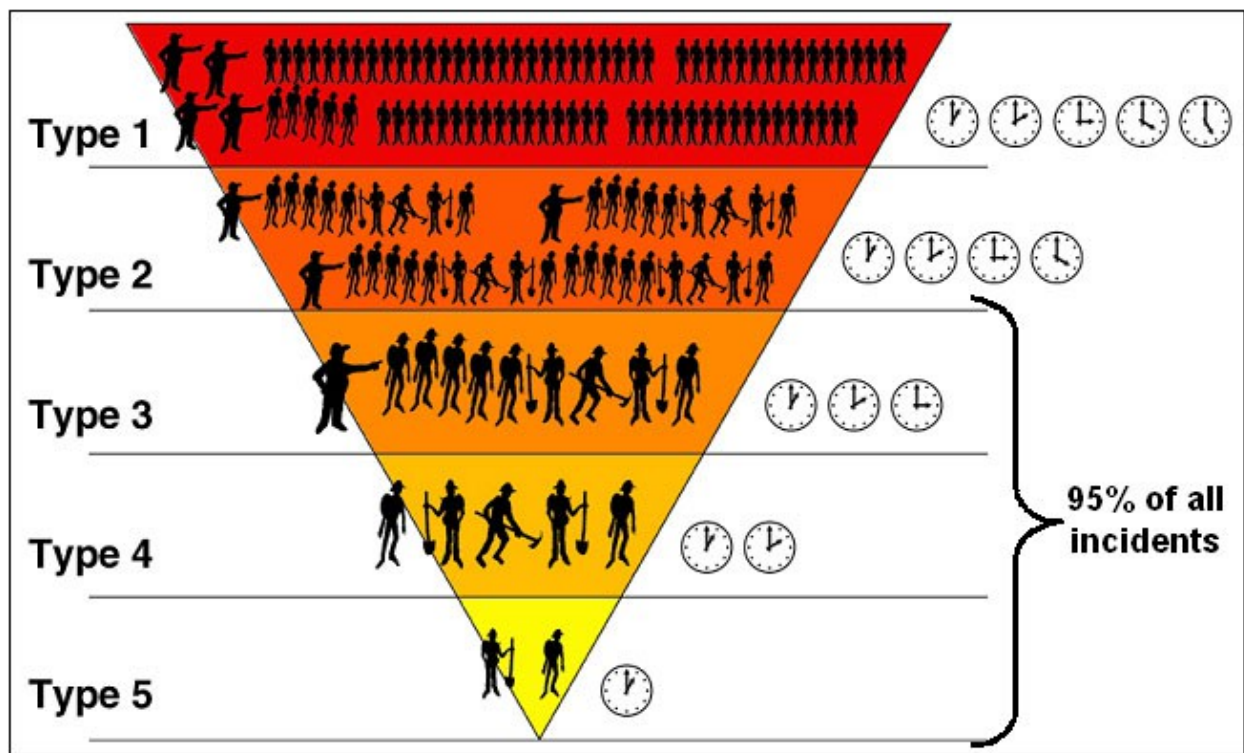
Figure 5: Shows incident typing and resource allocation. Type 5 incidents are the most common and most easily to deal with. Type 1 incidents are less common but have higher resource needs to respond to and recover from.

### *Emergency Action Plans (EAPs) and Planning*

The EOP, being focused on emergencies and disasters that require activation of additional resources, is not a supplement to emergency action planning as may be required for tribal facilities and departments under OSHA 29 CFR 1910.38(a) or any other federal, state compact, or tribal adopted safety standard. The EOP is developed to guide the Tribe through and emergency or disaster response and short-term recovery from the event. There is a conceptual timeline from the occurrence of an incident to a time in the future where operations have taken on a new normal. The figure below shows graphically, on a time continuum, that once an incident happens immediate actions are undertaken through departmental Emergency Action Plans (EAPs). While there are not specific times when various timeline activities start and stop, vertical lines were used to separate the activities. EAPs may simply be an evacuation plan for an administrative department or a complex evacuation and safe shut-down operation of a hazardous operation. Immediate actions occur at the office or department level. For instance, if an earthquake strikes the department or office manager is responsible ensuring EAPs are in place and for immediate actions (e.g. building evacuation) to protect life and safety of those under their responsibility. Immediate action planning is a department head and building manager function and should take place at the department level. Within the Tribe, the Human Resource Department's Safety Manager can provide assistance in EAP requirements and drafting of the plans. The Fire Department and Office of Emergency Management can also provide assistance to departments and the Safety Manager in developing EAPs. Following immediate actions at the department level first responders may be able to affect incident response activities at effected priority locations (e.g. places where people are in danger). From that point, and as required or directed/requested of the on-site incident commander, the EOP is

activated and actions outlined in the EOP and its annexes are carried out through the Tribe's emergency organization.

Figure 6: Shows the basic incident timeline.

### *Mutual Aid and Assistance*

The State of California conducts emergency management activities under its Standardized Emergency Management System (SEMS). This system is exclusive of Indian Tribes within the state boundaries so the best planning assumption is that the Tribe does not operate within the SEMS and mutual aid and assistance is unlikely through the Operational Area and SEMS. Mutual Aid will be more likely from the state if approached though the Fire Department under the auspices of the *Agreement for Local Government Fire and Emergency Assistance to the State of California and Federal Fire Agencies between: State of California, California Emergency Management Agency; State of California, Department of Forestry and Fire Protection; USDA Forest Service, Pacific Southwest Region; USDI Bureau of Land Management, California State Office; USDI National Park Service, Pacific West Region; USDI Fish And Wildlife Service, Pacific Southwest Region; And USDI Bureau of Indian Affairs, Pacific Region* of 2009 and/or any succession agreement. Under this concept of not-likely the Office of Emergency Management will focus on establishing agreements and plans with other sovereign tribal nations and working with its federal partners to outline round-about request processes.

During the revision of this draft the Agua Caliente Band of Cahuilla Indians has signed off on a formal mutual aid agreement and the Tribe has an existing agreement with the City of Banning.

### *Transient Populations*

For developing the EOP the Tribe considered transient populations as guests at tribal business enterprises (e.g. Morongo Casino Resort and Spa) as potential disaster survivors that the Tribe will likely have to provides some level of support to until roads are open.

### *Southern California Catastrophic Earthquake Scenario*

The *Southern California Catastrophic Earthquake Response Plan of December 14, 2010* and the *ShakeOut Scenario of 2008* were considered in the drafting of this version of the Tribe's EOP. The scenario is a 7.8 earthquake on the southernmost 200 miles of the San Andreas Fault, roughly between the Salton Sea to the southeast and Lake Hughes to the northwest. The 7.8 earthquake is not the greatest potential but the most likely. This scenario has the greatest potential to occur and provides a good planning foundation for our EOP revision and training and exercise plans.

SoCal Catastrophic EQ Scenario Based Assumptions

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The Sothern California Catastrophic Earthquake Response Plan identifies the specific projections of the scenario. It is estimated the Morongo Reservation will shake for up to 105 seconds, there will be four fires from the earthquake, and transportation will be limited. It is estimated that full traffic flow on Interstate 10 will not resume before 30 days.

## Concept of Operations

This section provides the concept of operations for the Emergency Operations Plan. Outlined in the section is who has the authority to activate the EOP, the emergency declaration process, how the Tribe's Office of Emergency Management (OEM) coordinates the emergency management phases, facilitates the development of plans, how the essential needs of children were considered and should be addressed during a disaster, and the various departments that have a role in implementing and supporting the EOP.

### *Activation of the EOP*

The EOP can be activated at the direction of the Tribal Chairman, Tribal Vice Chairperson, or any Tribal Councilmember carrying out their duties. More likely any tribal government administrator, department head, Emergency Support Function Coordinator, or incident commander on an active incident (e.g. senior Reservation Patrol Officer on scene) is authorized to activate the EOP. Activation of the EOP sets in motion the activities necessary to support incident response(s) on the Morongo Indian Reservation and or for any other Indian Tribe or other governmental agency that the Tribe's emergency organization is supporting. This activation of the EOP may be for a single Emergency Support Function (ESF), multiple ESFs, the EOC, and/or the EOC and any combination of ESFs.

The EOP is activated by the individual activating the EOP announcing such activation and taking action to begin to staff the EOC or requested ESFs. Activation of the EOP also immediately activates ESF-5, Emergency Management. This is done by contacting the Tribe's OEM personnel at one of three phone numbers (which are normally forwarded to cell phones after hours): 951-755-5309, 951-572-6074, 951-572-6141. Upon notification of EOP activation the on-duty ESF coordinator or ESF-5 personnel will size-up the situation with the on-site incident commander to identify needs that should be coordinated through the EOP. ESF-5 will coordinate recall of EOC, ESF personnel, and incident management teams (IMTs) in accordance with specific internal recall and notification using cell phones provided to employees by the Tribe and other means.

### *The Tribe's Basic Emergency Organization*

The Morongo Tribe's basic emergency organization is established upon activation of the EOP. The EOP provides for flexibility of staffing for the incident, emergency, or disaster based on needs for response and recovery. To support the EOP and emergency organization chief officers, administrators, department Heads, managers, and other exempt employees are staffed in positions with similar responsibility levels. All employees will be needed to respond to a catastrophe so should complete base level awareness training and all exempt employees should be able to assume positions in emergency organization commensurate with their current duties. All employees should develop a personal preparedness and readiness posture that includes basic and specific training and participate in training and exercises. The table and organization chart below identify primary emergency organization provides an overview of responsibilities.

The tables only show a summary and are at the unit leader level. Positions may be staffed under each of these to support response and recovery efforts.

| Emergency Organization Position | Primary | Alternate |
|---|---|---|
| **Command Staff** | | |
| **EOC Manager** | Emergency Management Director | IT Director |
| **Deputy EOC Manager** | Emergency Management Coordinator | Qualified Administrators and Department Heads |
| **Legal Officer** | Legal Counsel | |
| **Public Information Officer** | Education Administrator | Social Services Administrator |
| **Safety Officer** | HR Safety and Backgrounds Analyst | Public Works Supervisor |
| **Liaison Officer** | Tribal Operations Administrator | Education Administrator |
| **Security Officer** | Patrol Officer | Gate Officer |
| **Terrorism Liaison Officer** | Patrol Chief | Patrol Lt. |
| **General Staff** | | |
| **Operations Section Chief** | Fire Chief<br>Patrol Chief<br>Public Works Director | As incident dictates |
| **Planning Section Chief** | Reservation Services Administrator | Construction Services Director |
| **Finance and Admin Section Chief** | Finance Manager | Assistant Controller |
| **Logistic Section Chief** | Transportation Manager | Realty Administrator |
| **Operations Section Staffing** | | |
| **Operations Section Chief** | Fire Chief<br>Patrol Chief<br>Public Works Director | As incident dictates |
| **PW and Utilities Unit Leader** | Public Works Director | Water Manager |
| **Care and Shelter Unit Leader** | Recreation Manager | Elders Director |
| **Law Enforcement Unit Leader** | Patrol Chief | Patrol Lt.<br>Patrol Watch Commander |
| **Fire and Rescue Unit Leader** | Fire Chief | Fire Captain |
| **Damage Assessment Unit Leader** | Construction Services Director | Construction Services Manager |

| Planning Section Staffing | | |
|---|---|---|
| **Planning Section Chief** | Reservation Services Administrator | Construction Services Director |
| **Situation Status Unit Leader** | Construction Services Director | Environmental Director |
| **Resources Status Unit Leader** | Public Works Director | Transportation Manager |
| **Advance Planning Unit Leader** | Construction Services Director | Realty Manager |
| **Documentation Unit Leader** | Tribal Operations Administrator | Reservation Patrol Admin Assistant |
| **Visual Display Unit Leader** | IT Director | IT Manager |
| **Intelligence Unit Leader** | Patrol Chief | Patrol Lt. |
| Finance and Administration Section Staffing | | |
| **Finance and Admin Section Chief** | Finance Manager | Assistant Controller |
| **Time Unit Leader** | Payroll Technician | Accountant |
| **Cost Unit Leader** | Finance Manager | PW Admin Assistant |
| **Compensation and Claims Unit Leader** | Human Resources Director | Human Resources Technician |
| **Documentation Unit Leader** | Admin Services Administrator | Recording Secretary |
| Logistics Section Staffing | | |
| **Logistics Section Chief** | Transportation Manager | Realty Administrator |
| **Supply Unit Leader** | PW Admin Assistant | Facilities Admin Assistant |
| **Transportation Unit Leader** | Transportation Manager | Fleet Maintenance Manager |
| **Food and Facilities Unit Leader** | Social Service Director | Facilities Manager |
| **Equipment and Fuel Unit Leader** | Public Works Director | Landscaping/Grounds Supervisor |
| **Communications Unit Leader** | Cable Technician | IT Technician |
| **Personnel Unit Leader** | HR Director | HR Supervisor |

Table 4: Shows initial staffing goals and assignments to the emergency organization and EOC.

Figure 7: This organization chart is the Tribe's basic emergency organization.

### ***Emergency Support Functions***

The EOP is supported by Emergency Support Functions (ESFs) in all-phases of emergency management (preparedness, response, recovery, and mitigation). The EOP consists of the ESF

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annex introduction and the 17 ESFs shown below in summary. The introduction annexes introduces how the ESFs support the Tribe's emergency organization.

***Morongo ESFs***
The Tribe's ESFs are similar to both the Federal and State ESFs. The Tribe's ESFs are shown in the table below with the supporting department(s) identified. Supporting departments and responsibilities for Emergency Support Function (ESF), Incident Management Team (IMT), and Emergency Operations Center (EOC) will also be addressed in the later Chapter titled Organization and Assignment of Responsibilities:

| *Morongo ESF Title* | *Morongo ESF Functions/Scope* | *Supporting Department(s)* |
|---|---|---|
| ESF – 1, Transportation | Management of transit assets and infrastructure during response and recovery to incidents. The Transportation Section of the Public Works Department assists the Morongo School, Preschool, Learning Center, Recreation Center, and Banning and Beaumont Unified School Districts with student reunification efforts. The Fleet Maintenance Section provides vehicle service to both Tribal and Mutual Aid Resources. The Planning Department's focus is on transportation facility restoration and evacuation coordination. | Transportation and Fleet Maintenance Sections of Public Works Department Planning Department |
| ESF – 2, Communications | Provides resources, support, and restoration of tribal emergency data networks, telecommunications, and support to Amateur Radio Emergency Services. The ESF provides for the emergency notification system and reservation disaster radio network operations. | Information Technology Department |
| ESF – 3, Public Works | The public works department provides emergency repair and protective measures of all public works activities in preparedness, response, and recovery phases. | Public Works Department |
| ESF – 4, Fire and Rescue | Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wildland fires and emergency incident scene rescue activities and provides personnel, equipment, and supplies to support local jurisdictions. | Fire Department |

| Morongo ESF Title | Morongo ESF Functions/Scope | Supporting Department(s) |
|---|---|---|
| ESF – 5, Emergency Management | Manages and provides direct support to all ESFs in the four phases of emergency management. Provides for NIMS and NFPA 1600 compliance. During emergencies where the EOC is activated manages disaster response and recovery efforts and serves in an advisory capacity to the Tribal Council and Tribe. | Emergency Management Department |
| ESF – 6, Care and Shelter | Meets the basic needs of survivors displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and recovery. | Recreation Department Elders Program Social Services Department |
| ESF – 7, Emergency Logistics and Resources | Coordinates plans and activities to locate and procure disaster resources to support emergency operations, disaster response, and recovery. Preparedness logistical resource considerations are a function of planning for each ESF. | Facilities Section of Construction Services Department Administration Section of the Public Works Department |
| ESF – 8, Public Health, Medical, and Disaster Mental Health | Coordinates Public Health and Medical activities and services in supporting the Tribe's emergency organization in preparedness, response, and recovery from emergencies and disasters. In disaster response and recovery provides for disaster mental health and activities to support returning to normalcy. | Indian Health Clinic of Riverside-San Bernardino County Indian Health, Inc. Social Services |
| ESF – 9, Search and Rescue | The Fire Department supports and coordinates response of personnel and equipment to search for and rescue missing or trapped persons. Fire supports and coordinates responses to search for, locate and rescue victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar emergencies and disasters and water rescues. Reservation Patrol supports and coordinates responses to search for, locate and rescue missing or lost persons, missing and downed aircraft, high angle rock rope rescue and investigations of missing person incidents that may involve criminal acts and water rescues. | Fire Department Reservation Patrol Department |

| Morongo ESF Title | Morongo ESF Functions/Scope | Supporting Department(s) |
|---|---|---|
| ESF – 10, Hazardous Materials | The Environmental Department coordinates resources and supports the activities to minimize threats to the Tribe, Reservation, or environment by actual or potential hazardous materials releases. During incident the Fire Department manages and coordinates first response activities to hazardous materials incidents. | Environmental Department<br>Fire Department |
| ESF – 11, Food, Agriculture, Vector Control, and Animal Control | The Environmental Department coordinates activities related to agriculture and vector control. The department assists the Tribe in dealing with vector emergencies and coordinates recovery activities. During emergencies the Reservation Patrol Department coordinates and manages animal control activities. | Environmental Department<br>Reservation Patrol |
| ESF – 12, Utilities and Water | During emergencies the Water Department manages and coordinates the delivery of potable water and restoration of water and wastewater facilities. The department coordinates with the Water Agency Resources Network (WARN) for mutual aid and through Emergency Management ESF (ESF – 5) for Emergency Management Mutual Aid (EMMA) and other requests. The Realty Department coordinates utility restoration with service providers. The Cable Section of the Information Technology Department coordinates and manages the restoration of cable facilities. The Cable Section Coordinates with the Communications ESF (ESF – 2) for the promulgation of emergency information during and cable facility status. | Water Department<br>Realty Department<br>Cable Section of the IT Department |

| Morongo ESF Title | Morongo ESF Functions/Scope | Supporting Department(s) |
|---|---|---|
| ESF – 13, Law Enforcement | The Reservation Patrol Department provides law enforcement and public security for the Reservation and tribal enterprises. The department coordinates with the MCRS Security, Riverside County Sheriff, Union Pacific Police, California Highway Patrol, other federal law agencies, and works within the Law Enforcement and Coroner's Mutual Aid Plans. The Patrol Department provides security of the tribe's critical infrastructure and key resources. The Department coordinates with other ESFs to identify security needs and coordinates for additional security services through on-the-spot hiring/training or contracting private security firms. | Reservation Patrol Department |
| ESF – 14, Long-term Recovery | Supports economic recovery of the Tribe from the long-term consequences of disasters. The Planning Department focuses on long-term restoration and mitigation of natural and human-made hazards and risks. The Construction Services Department's primary focus in this ESF is on building and construction management and the Emergency Management Department is responsible for fiscal management and grants-in-aid of both Stafford and non-Stafford Act Disasters. | Planning Department Construction Services Department Emergency Management Department |
| ESF – 15, External Affairs and Public Information | Provides coordination and management of information in support of the Dealing with the Media During Incidents Annex. Each of the support departments provides subject matter expertise to the Tribe and Tribal Council. The ESF coordinates with various federal agency and state tribal liaisons. | Fire Department Reservation Patrol Department Emergency Management Department |

| Morongo ESF Title | Morongo ESF Functions/Scope | Supporting Department(s) |
|---|---|---|
| ESF – 16, Evacuation[1] | Coordinates and manages the safe evacuation of persons, domestic animals, and livestock from hazardous areas. For livestock matters, coordinates with the Morongo Cattleman's Association. Maintains coordination with surrounding agencies and governments to understand potential impacts of evacuations of other areas (e.g. greater Los Angeles evacuation). | Fire Department Reservation Patrol Department Emergency Management Department |
| ESF – 17, Volunteer and Donations Management[2] | Manages and coordinates volunteer resources. Provides adequate on-the-spot training for convergent volunteers and with non-governmental agencies that may be supporting the Tribe's disaster response and recovery efforts. The ESF may be activated during disasters that are affecting other areas of the state (e.g. other Reservations) where the Tribe may provide a support role. | Chief Administrator's Office Chief Executive's Office Tribal Elders Department |

Table 5: Shows the Morongo ESFs which are established to support the emergency organization.

## Emergency Declaration Process

The Morongo Tribe is governed by its customs and traditions tribe meaning that it does not have a formally adopted European style charter or constitution. The tribe itself maintains its inherent rights of self-governance that may, or may not; make a disaster declaration important to the tribal members and tribal community. It is understood by the planning team that the presence of a disaster declaration is more of a requirement posed on the tribe to receive federal assistance than pursue response and recovery activities. A disaster declaration is required for a federal action to take place or to initiate mutual aid or assistance the Tribal Chairman and Council will do so by council motion (minute action) or formal resolution.

## EOP Coordination

The Tribe's Office of Emergency Management (OEM), through ESF-5, supports the coordination of this plan with support and direction of tribal members, the tribal community, and tribal government departments. The EOP is reviewed on a recurring continuous basis and is prepared as a guide to support creativity in problem solving and not necessarily a one-size fits all action checklist for any potential incident. Every emergency and disaster situation requires significant decision making and problem solving based on the problems at hand. There is a balance that is drawn between likely events, resource allocations, and available resources. The EOP is

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[1]

Evacuation is not a Federal ESF.

[2]

Volunteer and Donations Management is not a Federal ESF.

coordinated between surrounding supporting Indian tribes, local governmental jurisdictions (political subdivisions of the state), and the federal government and its agencies and departments. Specific coordination activities are outline for EOC and ESF response and recovery in each of those specific annexes.

### Essential and Special Needs

The Morongo Tribal Elders' Program, Morongo Social Services Department, and Riverside-San Bernardino County Indian Health, Inc., are the principle departments that support essential and special needs for Reservation. In developing the EOP the planning team realizes the importance of addressing all needs in response and recovery. The population base of the community is around 1,200 so essential and special needs may on one hand be more manageable but on the other be less available because of the number of population being served. The concept of operations is to consider all special needs in response to the event.

### Household Pets and Service Animals

The sheltering of animals is also a consideration that will be event driven. In establishing a shelter with household pets and service animals consideration will be given first to service animals and potential effects on other survivors seeking services. The care and shelter annex to the EOP specifically addresses the establishment of various shelter services and best practices that will be followed in an incident that requires services for animals. The concept of operations includes that individual

### Related, Supporting, and Supplementary Plans

As indicated above there are several supporting and supplementing plans that are considered as part of the whole planning process that support the EOP. In supporting ESF-5 Emergency Management, the Tribe's Office of Emergency Management coordinates the development of additional plans as needed from lessons learned, new policies, new equipment, and as may be mandated by the federal government. Supporting and supplementary plans are often more useful for specific incident and/or incident response and recovery activities than the base of the EOP is. By design the plans are made to be useful to users while encouraging creativity in solving incident response and recovery issues.

Some of the related, supporting, and supplemental plans the planning team considered in developing this revision of the EOP are (a) the *Threat and Hazard Identification and Risk Assessment*, (b) the *Morongo Tribal Hazard Mitigation Plan*, (c) the *Community Wildfire Protection Plan*, (d) the *Wildland Urban Interface Environmental Assessment*, (e) the Tribe's General Plan, (f) the Riverside County Operational Area EOP, (g) the ESF annexes, (h) the EOC annex, the Southern California Catastrophic Earthquake Plan and Scenario, and (j) FEMA's *A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action*. There are other source materials and references that are included in the References section of this EOP that are valuable for all phases of emergency management and for this revision to the EOP.

## Organization and Assignment of Responsibilities

The Morongo Tribe is the lead agency for emergency management on the Morongo Indian Reservation. The Tribe will coordinate emergency management activities (preparedness,

response, recovery, and mitigation) with its federal and state partners. In 2006 the Morongo Tribal Council adopted the National Incident Management System (NIMS) created the Tribal Office of Emergency Management (OEM) to carry out these responsibilities. The Tribe's OEM will develop and recommend for adoption all emergency and mutual aid plans and agreements, including this Emergency Operations Plan (EOP), and such ordinances, resolutions, rules and regulations as are necessary to implement the emergency management program.



Figure 8: A graphic showing the difference in response and coordination activities and where they occur.

### Tribal Government Department Assignments

Within the emergency organization, tribal departments and individual personnel have specified roles and responsibilities that they should be prepared to undertake in the event of a disaster or emergency. These responsibilities include normal, day-to-day preparation activities, incident management team (IMT) responsibilities, ESF responsibilities, and personal and family preparedness.

#### Emergency Organization General Responsibilities

The Tribe's emergency organization is staffed with tribal government employees and tribal community volunteers. The sub-sections below provides the reader an overview of tribal governmental departments overall support efforts in the emergency management phases of preparedness, response, recovery, and mitigation.

#### Tribal Council and Chief Officers

The Tribal Council and Chief Officers make up the policy group in the emergency organization and provide policy direction to all staff supporting functions of the emergency organization.

#### Administrators and Department Heads

Tribal government administrators and department heads show leadership in their involvement in planning, training, exercises, and conduct specific actions related to disaster response and recovery. Because of their years of experience and leadership role in the organization most

administrators and department heads are expected to fill important roles in the emergency organization and complete more advanced training. Many administrators and department heads have worked in the public sector and have experience with emergency operations plans and EOC activities and NIMS training. Administrators and department heads are normally assigned roles of ESF coordinators, EOC and IMT section chiefs, and command staff functions. Each administrator and department head should also expect to assist in planning efforts, exercises, and actual disaster response and recovery efforts as part of the emergency organization. During incident response or recovery that requires extended staffing patterns and during management watch, administrators and department heads will likely be required to take these duties on a rotational basis.

Managers and Supervisors
The tribe's managers and supervisors provide a key role in developing specific plans and carrying out specific roles in smaller units in the emergency organization. These employees are provided a base level of awareness training and are expected to participate in ESF training and EOC exercises as their specific positions in the EOC, on the IMT, or in an ESF role.

Departmental Support to the EOC, ESFs, and IMT
Many departments function in support of emergencies and disasters much in the same manner they approach their day-to-day business (e.g. Finance). Support of the EOC and EOC activation does not necessarily mean that each and every department needs to provide staffing in the EOC. An example of this is the tribal information officer role. The information role can be undertaken off-site.

Departmental Support to Various Annexes
Various tribal government departments have direct support to various annexes of the EOP. For example the Student/Parent Reunification annex is primarily supported by the Transportation Section of the Public Works Department, the Schools, the Tutoring Center, and Education Administration. Likewise the Student/Parent Reunification plan supports the transportation and education departments' reunification efforts.

***Typed Resources***
The FEMA national mutual aid and resource management initiative supports the National Incident Management System (NIMS) by establishing a comprehensive, integrated national mutual aid and resource management system that provides the basis to type, order, and track all (federal, state, tribal, and local) response assets. These are commonly referred to as "FEMA typed resources." They can be any resource (e.g. an incident management team) that meets specified requirements. The Tribe has several typed fire apparatus and some typed emergency management equipment. Resources only need to be typed if they are part of a mutual aid system or agreement that requires the typing.

***Personnel Qualification and Certification***
Importance is placed on having qualified individuals on staff to support the tribe's emergency organization, the EOP, and ESFs. The following sections describe the considerations of EOC team and IMT qualifications and certifications. Qualifications are established by the authority having

jurisdiction (AHJ) over the development and/or deployment of the resource. The Tribe has the authority to establish its own qualification requirements.

### EOC Team Basic Qualifications

The EOC Team is a composite of the tribal government personnel with primary responsibilities for EOC response. The primary EOC team members are identified in the EOC annex and shall have qualification and certification equivalent to the current recommendations provided by the FEMA NIMS National Integration Center and the current version of the FEMA NIMS Training Plan.

### Incident Management Team

The Tribe's Incident Management Team is being formed during the drafting of this plan but is a component of ESFs to support smaller Type 3 and Type 4 incidents that don't necessarily require activation of the EOC for other than a management watch status. The team will consist of at least five key personnel that first response entities (e.g. Water Department, Reservation Patrol) can request to support on-scene incident response activities.

### *Recall and Notification*

Various offices and departments have differing means of recall and notification for their employees. Under the auspices of ESF-5 Emergency Management the Office of Emergency Management maintains an automated recall system that contains employee cell phone numbers and office extension numbers. The system also has a group to notify volunteers and interested members of the tribal community of events, incidents, and emergency information.

### *Maintenance of Public Safety and Security*

Public safety and security are provided to the Tribe through several departments. Traditionally when public safety and security is mentioned people think of law enforcement but as we consider safety and security this entails all activities that provide for safety and security (e.g. environmental department as a safety consideration). Day-to-day safety and security management activities are undertaken by a variety of departments and the tribe's normal organizational alignment is created to address these. During times when public safety and security is threatened the department involved may request support of any ESF and or EOC activation if first response activities cannot address the problem at hand.

### *Unified Incident Command and Emergency Management*

Generally all incident command operations begin as unified command unless there is a clear demonstration of a single agency having jurisdiction. Operationally the Tribe would rather be inclusive of potential agency representatives with jurisdiction then to be exclusive and will establish and/or support unified command. Similarly, EOC operations supporting disasters will approach efforts in a whole community approach using best practices and creative thinking to solve incident and disaster problems.

### *Radio and Satellite Communications*

The basic communications framework consists of commercial and amateur assets for communications during a disaster. The communications annex, interoperable field guide, and ESF-2, Communications all support communications of the emergency organization and the

EOC. The Tribe's Information Technology department conducts much of the routine frequency communications management and radio programing and equipment installation. Through ESF-5, Emergency Management, the Tribe maintains a disaster network with a repeater and five talk around channels that are used by the tribal community in coordination of whole community first response efforts. There is also a separate repeater for EOC operational activities with a repeater and a talk around channel.

The EOC has a communications room that has satellite voice and data capability. It also has amateur radio assets. The Information Technology Department's Cable Office next door is also a large part of the emergency communications and houses one Riverside County Office of Emergency Services Disaster Network Radio that provides direct communication with the office. ESF-5 also has a mobile communications vehicle that is a towed trailer with tow vehicle that has redundant communication assets for communicating internally and externally. The Tribe also maintains an interoperability device that can connect up to four disparate communication platforms for response and recovery.

### *Administration, Finance, and Logistics*

This section briefly describes the processes used to document the actions taken during and after the emergency. It includes the reasons for documenting actions, identifies records retention goals, and how the after-action report is completed.

Disaster response operations are captured in various forms and records to be able to recreate major incident timelines. Incident command uses standard ICS forms and the EOC uses its own modified ICS forms. Additionally the Rapid Damage Assessment Plan includes forms for initial damage reporting and to contribute to initial size-up of the event.

ESF-5, Emergency Management coordinates after action and debriefing following major disasters and ESFs or incident command is responsible for type 3-5 incidents. Records will be retained for any declared disaster in accordance with Tribal Council Policy and/or at least three years following the closeout of any federal assistance program.

### *After Action Report and Improvement Plan*

The After Action Report (AAR) and Improvement Plan (IP) are used to review and discuss the response and recovery operations in light of the plans and strategies implemented. The AAR process will consist of meetings with command and general staff and is coordinated by ESF-5 Emergency Management. Generally, the after action report format will follow the Homeland Security Exercise Evaluation Program (HSEEP) format used for exercises. The report will stem from an after action review or "hot-wash." The hot-wash is conducted as immediately at the end of an event as possible to capture responses from the command and general staff of areas where systems can be improved.

The AAR/IP is prepared in a report format that will identify shortfalls, and strengths and weaknesses with a focus on identifying all potential areas where the Tribe might improve its response and recovery in the future. The document is a key source that will be used to guide plan and procedure improvement efforts in the future. AARs will also be used to guide the

Tribe's Emergency Management Strategic Plan and multi-year training program development. The AARs help in identifying exercise focus needs.

*Finance*
This section provides an overview of what avenues the Tribe has for recovery of costs incurred during a disaster. Similar to the states, the Tribe maintains a government-to-government relationship with the federal government. This relationship provides the Tribe access to federal agencies and departments both with and without the existence of a formal tribal disaster declaration and/or a federal declaration. Currently federal law requires that a governor of a state request a disaster declaration on behalf of a tribe located within its boundaries. This means that for federal disaster assistance (i.e. public or individual assistance) the Governor needs to forward an emergency or major disaster declaration request to the federal government that specifically indicates the Morongo Indian Reservation as one of the areas covered under the request.

Regardless of whether or not a disaster is declared the Tribe will keep record of all incident related expenses and seek resource and assistance from its federal partners. Federal agencies may have an ability to provide assistance to the Tribe without a declared disaster. To streamline recovery effort the Recovery Operations Annex will be continuously updated by ESF-5, Emergency Management in support of this EOP. Cost incurred during an incident or disaster will be recorded through the use of existing financial systems and guided by the Finance and Administration Section and the Tribe's Finance Department. All incident staff will keep record of significant actions and activities. Photographic and audio records are the best means to rebuild and recreate incident and identify expenses. The recovery process will be part of the Tribe's multi-year training effort.

*Logistics*
This section describes the logistical and resource activities used to identify and acquire resources in advance of and during emergency and disaster operations. Generally the Tribe, as other governments, relies on its existing resources that are assigned to a disaster. The emergency organization itself does not hold a robust cache of incident dedicated resources and relies heavily on the Tribe's other organizational components (e.g. Public Works).

*Plan Development and Maintenance*
This section describes the process used to regularly update the EOP. The Tribe will work cooperatively and in a coordinated with surrounding governments in developing the EOP and associated plans that support the EOP. At times this coordination may consist of simply sharing a draft plan or revision to as far as joint exercising a plan or new equipment process. It is important to consider that probability of each level and of each other government to support each other based on the most likely incident or event. The State of California and its political subdivisions maintain their own EOPs and similarly those governments share information and planning activities that are interrelated and provide for a whole community approach to emergency management.

General changes to the EOP and its supporting plans are a primary responsibility of ESF-5, Emergency Management and the Tribe's Office of Emergency Management coordinates changes

to the EOP driven from new needs, after-action reports, exercise findings, and basic review of processes and plan review. Additionally, OEM coordinates as needed monthly to quarterly disaster preparedness workgroup meeting that may identify weaknesses in planning and plans for continuous improvement of existing plans and processes.

Being a relatively small organization, change recommendations to the EOP do not need to be formal in manner but should be directly shared with the Tribe's OEM by email or discussion. A key resource for the OEM in promulgating changes is the tribal membership. The OEM engages the tribal membership through various avenues including monthly preparedness meetings, tribal elders' meetings, and etc.

The EOP and its supporting plans are distributed both hard copy and electronic. Electronically is the first means to share draft plans internally with staff for comments and consideration. Once plans are reviewed and a consensus is gained copies of the plan will be printed and distributed. The planning process is continuous and while at a specific point in time all plans may be up-to-date there is not significant amount of time that these dynamic plans are static. From time-to-time the Tribe will be updated on the plans and the Tribal Council will consider them for adoption.

### Authorities and References
The Tribe is considered a dependent sovereign nation and maintains its rights to adopt plans as appropriate. This plan is based primarily on FEMA's Community Preparedness Guide 101, *Developing and Maintaining Emergency Operations Plans, Version 2*. The CPG provides a significant list of resources and references that should be consulted by the reader for specific topical information. Additionally there is a reference list at the end of this EOP.

# Glossary

This glossary of terms addresses terms used in this base Emergency Operations Plan and the various supporting plans. It is not intended to be all inclusive but provide the reader a rapid recourse of definitions.

*Agency*: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

*Agency Representative*: A person assigned by a primary, assisting, or cooperating Federal, State, local, or tribal government agency or private entity that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

*Area Command (Unified Area Command)*: An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

*Assessment*: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

*Assignments*: Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

*Assistant*: Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to unit leaders.

*Assisting Agency*: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident command or emergency management (See also Supporting Agency).

*Available Resources*: Resources assigned to an incident, checked in, and available for a mission assignment, normally located in a Staging Area.

*Branch*: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section, and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Chain of Command**: A series of command, control, executive, or management positions in hierarchical order of authority.

**Check-In**: The process through which resources first report to an incident. Check-in locations may include the emergency operations center, incident command post, resources unit, incident base, camps, staging areas, or directly on the site.

**Chief**: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

**Command**: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command Staff**: In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

**Common Operating Picture**: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

**Communications Unit**: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

**Cooperating Agency**: An agency supplying assistance other than direct operational or support functions or resources to the incident management effort.

**Coordinate**: To advance systematically an analysis and exchange of information among principals who have or may have a need to know certain information to carry out specific incident management responsibilities.

**Deputy**: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or perform a specific task. In some cases, a deputy can act as relief for a superior and, therefore, must be fully qualified in the position. Deputies can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Dispatch**: The ordered movement of a resource or resources to an assigned operational mission or an administrative move from one location to another.

**Division**: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the ICS organization between the branch and resources in the Operations Section.

***Emergency***: Absent a Presidential declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

***Emergency Organization***: The term emergency organization is used to identify the Tribe's normal organization shifted toward an activity of one of the emergency management phases (preparedness, response, recovery, and mitigation). This distinguishes the normal routines and activities in our daily operations toward a focus on and in the EOP concept.

***Emergency Operations Center (EOC)***: The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOC may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, county, city, tribal), or some combination thereof.

***Emergency Operations Plan***: The "steady-state" plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

***Emergency Public Information***: Information that is disseminated primarily in anticipation of an emergency or during an emergency. In addition to providing situational information to the public, it also frequently provides directive actions required to be taken by the general public.

***Emergency Response Provider***: Includes Federal, State, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as ***Emergency Responder***.

***Evacuation***: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas, and their reception and care in safe areas.

***Event***: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

***Federal***: Of or pertaining to the Federal Government of the United States of America.

***Function***: Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The term function is also used when describing the activity involved, e.g., the planning function. A sixth function, Intelligence, may be established, if required, to meet incident management needs.

**General Staff**: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

**Group**: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. (See Division.)

**Hazard**: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

**Incident**: An occurrence or event, natural or human-caused, which requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wild land and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan (IAP)**: An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Command Post (ICP)**: The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

**Incident Command System (ICS)**: A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Commander (IC)**: The individual responsible for all incident activities, including the development of strategies and tactics and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

*Incident Management Team (IMT)*: The IC and appropriate qualified Command and General Staff personnel assigned to an incident.

*Incident Objectives*: Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

*Initial Actions*: The actions taken by those responders first to arrive at an incident site.

*Initial Response*: Resources initially committed to an incident.

*Intelligence Officer*: The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

*Joint Information Center (JIC)*: A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

*Joint Information System (JIS)*: Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

*Jurisdiction*: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

*Liaison*: A form of communication for establishing and maintaining mutual understanding and cooperation.

*Liaison Officer*: A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies.

*Local Government*: A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the

council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

*Logistics*: Providing resources and other services to support incident management.

*Logistics Section*: The section responsible for providing facilities, services, and material support for the incident.

*Major Disaster*: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

*Management by Objectives*: A management approach that involves a four-step process for achieving the incident goal. The Management by Objectives approach includes the following: establishing overarching objectives; developing and issuing assignments, plans, procedures, and protocols; establishing specific, measurable objectives for various incident management functional activities and directing efforts to fulfill them, in support of defined strategic objectives; and documenting results to measure performance and facilitate corrective action.

*Mitigation*: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, and analysis of hazard related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

*Mobilization*: The process and procedures used by all organizations (Federal, State, local, and tribal) for activating, assembling, and transporting all resources that have been requested to respond to or support an incident.

*Multi-agency Coordination Entity*: A multi-agency coordination entity functions within a broader Multi-agency Coordination System. It may establish the priorities among incidents and associated resource allocations, coordinate agency policies, and provide strategic guidance and direction to support incident management activities.

***Multi-agency Coordination Systems***: Multi-agency Coordination Systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of Multi-agency Coordination Systems include facilities, equipment, emergency operation centers (EOC), specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

***Multi-jurisdictional Incident***: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

***Mutual-Aid Agreement***: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

***National***: Of a nationwide character, including the Federal, State, local, and tribal aspects of governance and polity.

***National Disaster Medical System***: A cooperative, asset-sharing partnership between the U.S. Department of Health and Human Services, the U.S. Department of Veterans Affairs, the U.S. Department of Homeland Security, and the U.S. Department of Defense. NDMS provides resources for meeting the continuity of care and mental health services requirements of the Emergency Support Function 8 in the Federal Response Plan.

***National Incident Management System***: A system mandated by HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

***Nongovernmental Organization***: An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

***Operational Period***: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually not over 24 hours.

**Operations Section**: The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

**Personnel Accountability**: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that ICS principles and processes are functional and that personnel are working within established incident management guidelines.

**Planning Meeting**: A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the Incident Action Plan (IAP).

**Planning Section**: The functional section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Preparedness**: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preparedness Organizations**: The groups and forums that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

**Prevention**: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Private Sector**: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations (PVO).

**Processes**: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

**Public Information Officer**: A member of the Command Staff responsible for interfacing with the public and media or with other agencies with incident-related information requirements.

**Publications Management**: The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

**Qualification and Certification**: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

**Reception Area**: This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

**Recovery**: The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private sector, non-governmental and public-assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan**: A plan developed by a state, local, or tribal jurisdiction with assistance from responding federal agencies to restore the affected area.

**Resources**: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

**Resource Management**: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special Federal, State, local, and tribal teams; and resource mobilization protocols.

**Resources Unit**: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

**Response**: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Safety Officer**: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

**Section**: The organizational level having responsibility for a major functional area of incident management, e.g., Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established). The section is organizationally situated between the branch and the Incident Command.

**Span of Control**: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Staging Area**: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

**Strategic**: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

**Strike Team**: A set number of resources of the same kind and type that have an established minimum number of personnel.

**Strategy**: The general direction selected to accomplish incident objectives set by the IC.

**Supporting Technologies**: Any technology that may be used to support the NIMS is included in this subsystem. These technologies include ortho photo mapping, remote automatic weather stations, infrared technology, and communications, among various others.

**Task Force**: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Assistance**: Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

**Terrorism**: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 213 5 (2002).

**Threat**: An indication of possible violence, harm, or danger.

**Tools**: Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

**Tribal**: Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as indigenous people.

**Type**: A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

**Unified Area Command**: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional. (See Area Command.)

**Unified Command**: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross-political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**Unit**: The organizational element having functional responsibility for a specific incident planning, Logistics, or finance/administration activity.

**Unity of Command**: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

**Volunteer**: For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

## Acronyms

EAP Emergency Action Plan

EMAC Emergency Management Assistance Compact

EOC Emergency Operations Center

EOP Emergency Operations Plan

IAP Incident Action Plan

IC Incident Commander

ICP Incident Command Post

ICS Incident Command System

IC or UC Incident Command or Unified Command

IMT Incident Management Team

NGO Nongovernmental Organization

NIMS National Incident Management System

NRP National Response Plan

OEM Office of Emergency Management

PIO Public Information Officer

SOP Standard Operating Procedure