

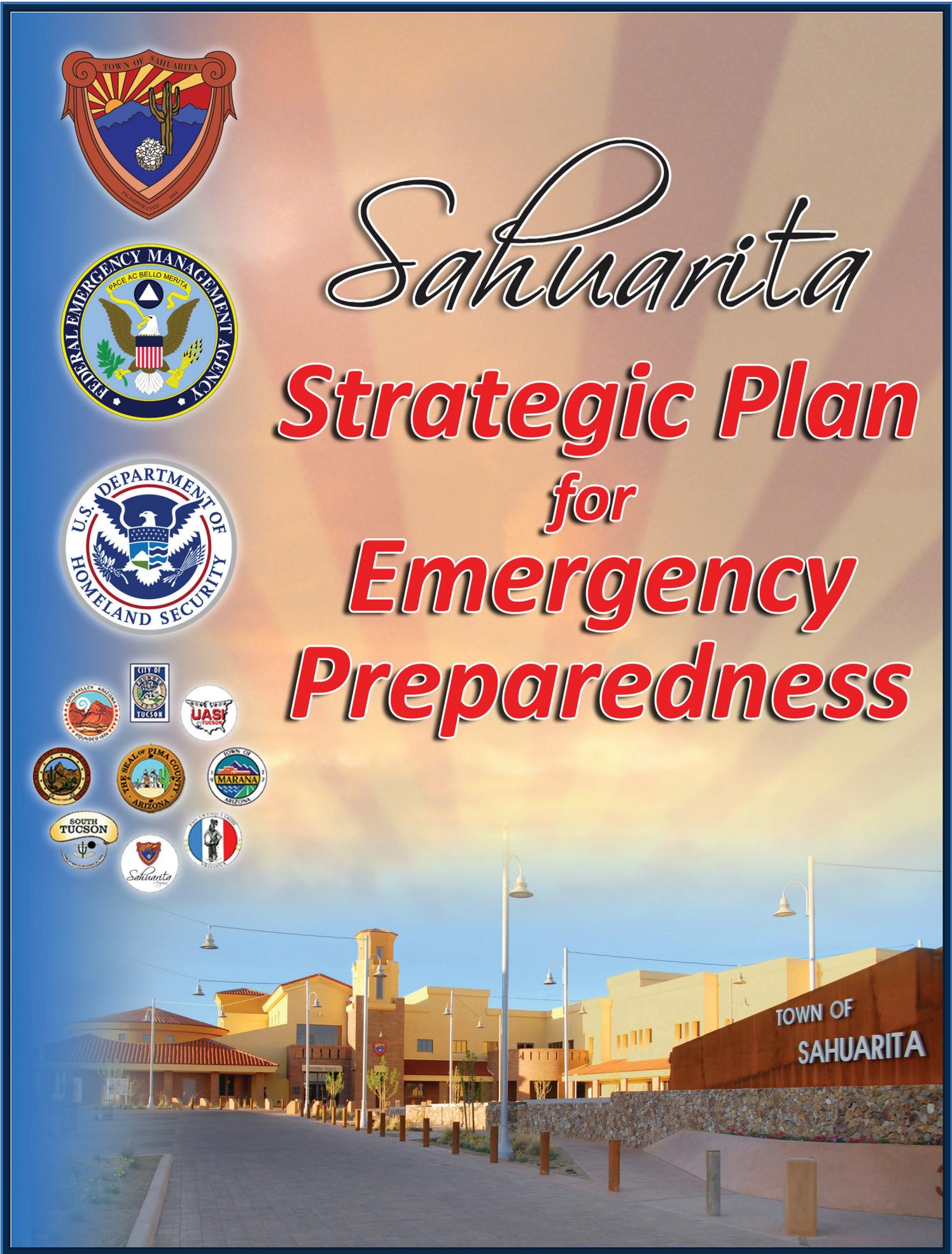


# Sahuarita

## Strategic Plan

for

## Emergency Preparedness



TOWN OF SAHUARITA

## Table of Contents

1. Acknowledgements	Page	3
2. Executive Summary	Page	4-5
3. Scope of the Plan	Page	6
4. Objective of Plan	Page	7
5. Authorities for Emergency Planning	Page	8
6. TUASI Regional Planners	Page	9
7. Emergency Preparedness	Page	10
Vision of Preparedness	Page	11
Mission of Preparedness	Page	11
8. Emergency Support Function Format	Page	12
9. EOP Format Recommendation	Page	13
10. Comprehensive Approach to Emergency Planning	Page	14
11. Hazard Mitigation Planning	Page	15
12. Community-Based Planning	Page	16
13. Strategic Planning Objectives	Page	17
1. Planner Position	Page	18
2. Overarching Goals	Page	19
3. EOP Development Process	Page	20
4. Emergency Operations Center(s)	Page	21
5. Training and Exercising	Page	22
6. Continuity of Operations Plans	Page	23
14. Recommended Time-Line	Page	24-26
15. Conclusion	Page	27

## Acknowledgements

The Strategic Plan for Emergency Preparedness (EP) for the Town of Sahuarita, as with all aspects of EP, is not the product of one person or one department. It is the collective thinking and involvement along with research, training and experience of a significant number of individuals and departments who have contributed their expertise, visioning, professional expertise and personal opinions. The plan was compiled into this presentation format by the Town's Regional Emergency Response Planner, Ed Pope.

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## Executive Summary

As a community, the Town of Sahuarita (Town) is challenged to pursue the goal of emergency preparedness by federal mandates, presidential directives, state law and Town ordinances. But we are also driven by duty and responsibility to protect our citizens, property, the environment and the Critical Infrastructures/Key Resources (CIKRs) of the Town. The approaches must be directed to all-threats and all-hazards, both natural and man-made and insure that our community:

- ❖ Prepare
- ❖ Mitigate
- ❖ Respond
- ❖ Recover

In 2010 the Town opted to participate in a regional, three year, grant-funded program guided by the Tucson Urban Area Security Initiative (TUASI) that provides for five Regional Emergency Response Planners. The Planners, each assigned to one of the five collaborating jurisdictions of Sahuarita, Marana, Oro Valley, Tucson and Pima County are charged with the completion of three overarching goals for their respective jurisdictions and for approaching all issues of emergency preparedness on a regional level:

- ❖ Development and implementation of a regionally deconflicted, all-threat, all-hazard Emergency Operation Plan (EOP) for the jurisdiction
- ❖ Coordination of both public, private and governmental entities in the development and implementation of Continuity of Operation Plans (COOPs)
- ❖ Pursuit of constant readiness and consistent improvement through the exercising-evaluation-improvement cycle.

In order for the Town to accomplish these goals, active engagement and operational participation is required at all stakeholder levels. From Town government led by the Mayor and Town Council, the Town Manager, all Town departments, the private sector, Non-governmental Organizations (NGOs), faith-based groups, and homeowner association participation is crucial to goal attainment.

The Town, now working with the resources provided through the office of the Regional Emergency Response Planner (RERP), is poised to develop and implement a holistic and contemporary Emergency Operation Plan (EOP) in order to ensure town-wide preparedness. But EOP development is not the goal of just one entity or one agency within our Town, it is the responsibility of all levels of Town government and all Town departments. It also

“Residents and all sectors of the community have a critical role and shared responsibility to take appropriate actions to protect themselves, their families and organizations, and their properties. Planning that engages and includes the whole community serves as the focal point for building a collaborative and resilient community.”

“...the CPG guide (Comprehensive Preparedness Guide 101 v.2) helps planners at all levels of government in their efforts to develop and maintain viable, all-hazards, all-threats emergency plans.”

W. Craig Fugate  
FEMA Administrator

requires adherence to the philosophy of “Community-Based Planning” that engages all aspects of the community and simultaneously ensures active, town-wide participation in planning and emergency preparedness.

The following Strategic Plan for Emergency Preparedness recommends a structured approach to goal attainment and EOP development. The process recommends a Town-wide inclusionary methodology to insure that the concerns of all jurisdictional stakeholders are represented in the final EOP. Thus, the Strategic Plan has been broken down into a six step process as follows:

1. The participation in the Tucson UASI Regional Emergency Response Planner position development grant and the hiring of Planner for the Town; (COMPLETED)
2. The identification of the overarching goals for development, content and plan implementation recommendation;
3. Formulation of an all-inclusive EOP development process to include the implementation of an Executive Policy Group (EPG) comprised of the Mayor and/or Town Manager as designee, all department heads, the local fire department executive(s) along with an EOP Working Group (WG) committee under the direction of the EPG and coordinated by the Town RERP;
4. Development and implementation of an Emergency Operations Center (EOC) process to include readiness for two physical localities in the jurisdiction;
5. Development and implementation of a comprehensive and Town-wide training and exercising process for preparedness – evaluation – improvement;
6. Coordination of town-wide efforts to develop and implement Continuity of Operations Plans (COOPs).

Lastly, the Strategic Plan for Emergency Preparedness presents a proposed timeline for the accomplishment of this six step strategic process. In summary, the timeline recommends:

- Implementation of Committees and plan development process by April 2011
- Draft EOP be ready for Town Council review and approval by December 2011 – January 2012
- Final Town approval and adoption of EOP by March 2012
- EOCs operational by May 2012
- Comprehensive training processes in place – ongoing finalized by August 2012
- COOPs fully completed by September 2013

If approved, the Strategic Plan will place the overall responsibility for Town Emergency Planning and Emergency Operations under the auspices of the EPG and the WG. The final approval of the Town EOP and responses provided by the Town in the event of a disaster will rest with the Town Council of Sahuarita.

Edward J. Pope  
Regional Emergency Response Planner

## Scope of the Plan

Since 2004, the Town has had an EOP in place and available for activation in the event of a disaster. Since the Plan implementation and in response to the 9-11 terrorism attack and Hurricane Katrina in 2005, the Department of Homeland Security and FEMA have dramatically increased their roles and responsibilities in the area of all-hazard emergency and disaster preparedness and response. This change in federal guidance, study and analysis of “best practices,” and planning and development of emergency operations templates now drives the revision of the Sahuarita Emergency Operation Plan.

In that the federal directives concerning Emergency Preparedness and Emergency Planning have been significantly broadened, the Town of Sahuarita is now participating in a three year federally funded grant program (FFY 2010-2013), a part of the Tucson Urban Area Security Initiative (TUASI). This grant has created a regional planning team to conduct revisions of each jurisdiction’s EOPs in the Tucson valley to include the Town. In 2010, a RERP position for the Town, was funded through this grant and has now been filled.

Planning and town-wide preparedness is not the responsibility of just one person, one department, or one division in Town Government. Emergency preparedness and planning is the responsibility of everyone in local government, non-governmental agencies, local businesses, faith-based organizations, medical practitioners and every resident of the community. The updated EOP for the Town must be a compilation of input from all departments in the Town government. The FEMA Comprehensive Preparedness Guidelines (CPG 101) Version 2.0 advocates participation and involvement of our private sector businesses, homeowners, and homeowners associations, along with other community stakeholders through the concept of “Community-Based-Planning.”

In order to develop a comprehensive EOP for the community, attention to existing concepts of emergency preparedness for the Town must be given to plans, programs and visions in place throughout the various Town departments, and county and state government agencies. EOP updating and revisions will reference and include such previous efforts as foundational materials as applicable. These include:

- Town of Sahuarita General Plan
- Town of Sahuarita Emergency Operations Plan
- Town of Sahuarita Report to Our Citizens 2010
- Town of Sahuarita Mission Statement
- Police Department Mission Statement
- Police Department Policies
- Department of Public Works Policies
- Department of Parks and Recreation Policies
- Department of Planning and Building Department Written Policies
- State of Arizona Multi-Hazard Mitigation Plan 2007
- Pima County Multi-Jurisdictional Hazard Mitigation Plan 2006
- FEMA Comprehensive Preparedness Guide 101 v.2.0

## Objective of the Plan

The justifications for emergency preparedness and planning in the Town are many. Although prominent justifications can be found within the myriad of federal and presidential mandates, **the need for Town-wide emergency preparedness is that Town leadership has already determined that it is the “right thing” to do and the EOP will be designed to propel that philosophy forward.** This is evidenced first by the Town mission statement that reads, in part, “The Town will ensure a safe environment and sustainable future.... to achieve a high quality of life...” This philosophy is echoed in the Town Report to our Citizens of 2010 listing the number one “primary function” of the Town as “Focus on Public Safety”. Thus the first objective of a revised EOP will to live up to the goals of our Elected Officials and Town leaders.

**A second objective of an updated EOP would be that of meeting constituent expectations.** In the event of a disaster, the populace turns to government for response and recovery. After some mitigation, it is not uncommon for the same populace to question preparedness and planning should it be found lacking after a disaster event. It is the public’s expectation that government will, in the event of a disaster, marshal resources and channel the efforts needed to mitigate, respond to and recover from the event.

**The revised EOP for the Town will provide a comprehensive emergency plan for the jurisdiction’s emergency management and response system as a whole.** While incorporating a Threat/Risk/Vulnerability Assessment (TRVA), the plan will identify the hazards faced, Town resources and capabilities, response and recovery abilities and requirements, and the jurisdictions’ emergency management structure. It will also outline the expected mission execution for each department and identify the agency that has the lead for various response functions according to the plan.

**The overarching goal of a revised EOP, and a strategic goal for all levels of government, local, tribal, State and Federal, is to protect its citizens, property, environment and the Critical Infrastructure/ Key Resources (CIKR) within their respective jurisdictions.** To accomplish this, it is incumbent on all levels of government in all jurisdictions to undertake preparedness measures to deter the threat of terrorism, mitigate vulnerabilities to acts of terror and the full range of manmade and natural catastrophes, and minimize the consequences of any attack or disaster should one occur. In short, every EOP needs to ensure every jurisdiction has an EOP that will:



## Authorities for Emergency Planning

As detailed in a report to the Town Council on October 25, 2010, direction and preparedness templates to help our community achieve these goals have been developed by DHS/FEMA. These include the National Response Framework (NRF), the National Incident Management System (NIMS) which includes the Incident Command System (ICS) and the Comprehensive Preparedness Guide (CPG). In addition to serving as planning and operational templates, adherence to these systems is directly linked to the obtaining of federal grant funds.

Several Homeland Security Presidential Directives (HSPD) have been issued mandating in-depth governmental emergency preparedness and also links the awarding of grant funding to emergency preparedness compliance. A governmental tracking/compliance system already exists and is used by the Town. The NIMS Compliance Assistance Support Tool (NIMSCAST) requires annual reporting to document a jurisdiction's compliance and cooperation with these federal directives.

Additionally, certain legal requirements exist that also drive the justifications for emergency planning and preparedness. This would include, on the federal level:

- ❖ The Homeland Security Act of 2002
- ❖ Homeland Security Presidential Directive (HSPD) #5
  - Management of Domestic Incidents
  - Links NIMS Compliance to Federal Grant Awards
- ❖ Homeland Security Presidential Directive (HSPD) #7
  - Critical Infrastructure Identification and Prioritization
- ❖ Homeland Security Presidential Directive (HSPD) #8
  - National Preparedness and Planning (annex)
- ❖ Homeland Security Presidential Directive (HSPD) #20 and 51
  - National Continuity Policy

At the State of Arizona level, Title 26, Chapter 2, Articles 1 and 3 directly address a multitude of duties and responsibilities for state government preparedness that also direct or require a number of local jurisdictional emergency management issues.

And of course, within the Town Code of Sahuarita, Title 2 Section 20.050(e) provides the Mayor with certain authorities and responsibilities in the event of an emergency or disaster.

*“Planning makes it possible to manage the entire life cycle of an event or potential event.” CPG 101 v 2.0*

As stated earlier, in 2010, a Regional Planner position for the Town was funded through a federal grant and the Tucson Urban Area Security Initiative (TUASI). This position is charged with the function of coordinating the preparation of an EOP for the Town and fulfilling regional collaboration requirements.

In keeping with the TUASI collaborative approach to EOP development, five Regional Planners are now in place. It is incumbent on the Planner to ensure the Sahuarita EOP is “deconflicted” with the EOPs of the other involved agencies, including the City of Tucson, Towns of Marana and Oro Valley and Pima County. This effort will work to prioritize shared resources between all jurisdictions when required and effectively eliminate major Pima County towns/cities from competing with each other for resources in the event of a regional disaster.

It is the duty and responsibility of the Town Planner to collaborate in pursuit of three major objectives as outlined in the grant award for the position:

EOP	• Development and implementation of an Emergency Operation Plan (EOP)
COOPs	• Coordination with public/private entities for development and implementation of Continuity of Operations Plans
Training & Exercising	• Planning provides for constant improvement through the exercising- evaluation-improvement cycle

First and foremost of these three objectives is the development and implementation of the Town EOP. The EOP, in order to meet the objectives, must be developed in conjunction with and follow the prescribed guidelines of the FEMA Comprehensive Preparedness Guide (CPG 101) version 2.0.

The second objective is the development and implementation of Continuity of Operation Plans (COOPs) with each department within the Town and subsequently with the private sector businesses of the community. COOPs are considered invaluable to insure the resiliency of our community and that all Town services, Critical Infrastructures and Key Resources (CIKR) are able to recover quickly in the event of a major disaster

The third objective is the development and implementation of a comprehensive Town training and exercising program to teach and practice coordinated emergency response plans and to ensure the adequacy and effectiveness of the plans. Certain training endeavors have already been implemented throughout Town government, including Incident Command System (ICS) training and Emergency Operations Center software training (WebEOC) for over thirty-five town leaders and representatives.

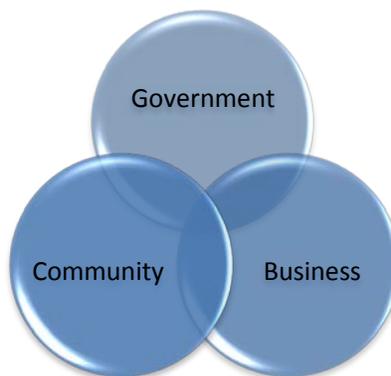
## Emergency Preparedness

The main objective of emergency planning is preparedness, not only for the elected officials and Town government, but also for emergency services and other first responders and the community as a whole. As the EOP for the Town is developed, it is necessary that the Planner and the EOP itself conform to and include the preparedness cycle (displayed below) to ensure continual improvement and effectiveness of the EOP.



It is recommended that the goal of emergency preparedness and planning in the Town of Sahuarita follow the tenets of the FEMA Comprehensive Preparedness Guidelines (CPG). The CPG provides for the developing of integrated, coordinated and synchronized EOPs and makes the planning process routine across all phases of emergency management within our jurisdiction.

The FEMA CPG guides emergency planners in developing and maintaining viable all-hazards, all threats EOPs. It also provides a methodical way to engage the whole community in thinking through the life cycle of a potential crisis, to determine needed levels and required capabilities for the jurisdiction. The CPG also establishes a framework for roles and responsibilities for all levels of government, nongovernmental organizations, the private sector, individuals and families.



## Vision of Emergency Preparedness

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It is the long-term vision of Emergency Preparedness in Sahuarita to be one of the many Town services contributing to the high standard of living and quality of life that exists in our community. In order to excel in this participation, all facets of Town Emergency Preparedness should strive to remain effective, efficient, comprehensive, participatory and committed to the preparation, mitigation, response and recovery from any and all natural or man-made incidents affecting our community.

To accomplish this vision, it is incumbent upon the Town and all levels of government to pursue integration with local, tribal, county, state and federal partners in the area of Emergency Preparedness through an EOP. Through such involvement and collaboration, the Town will be a part of the overall regional and state-wide Emergency Preparedness process that will better ready our response when needed and better serve the community as a whole.

## Mission of Emergency Preparedness

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The mission statement for the Town of Sahuarita, as contained in the “Report to our Citizens” for fiscal year 2010 states:

**The Town will:**

**Ensure a safe environment and sustainable future, provide excellent public services to achieve a high quality of life while preserving community values and traditions.**

It is the mission of Emergency Preparedness to not only continue the Town mission but to take ownership of “providing a safe environment” through application of contemporary strategies and practices. Comprehensive preparedness in the Town of Sahuarita requires incorporation of all essential functions and capabilities of each Town department. It requires active participation from all community stakeholders, all residents and all community leaders, whether governmental or private-sector. All must work collaboratively in order to build upon and continually improve the sustainability of the Town directed by a comprehensive EOP.

The comprehensive objective of preparedness in the Town is the protection of people and property. Any and all plans to accomplish this goal must include the Strengths/Weakness/Opportunity/Threats (SWOT) analysis conducted with Town Council, the potentials identified in the State of Arizona Multi-Hazard Mitigation Plan (MHMP) and strategies of the Department of Homeland Security/FEMA.

## Emergency Operations Plan Format

The CPG has outlined three EOP formats that a jurisdiction could select from when developing an EOP. These include the functional format, an Emergency Services Function (ESF) format and an agency/department-focused format. As part of a regional collaboration, and in order for all plans in Pima County to remain consistent with the State of Arizona Emergency Response and Recovery Plan (SERRP), the TUASI Regional Planners group has chosen to recommend the use of the ESF format. This format begins with a basic plan and includes identified Emergency Support Function annexes as well as support and incident annexes.

The basic plan provides an overview of the jurisdiction's emergency management system. It briefly explains the hazards faced, capabilities, requirements, and the jurisdiction's emergency management structure. It also reviews expected mission execution for each emergency and identifies the agencies that have the lead for a given ESF. The basic plan then outlines the ESFs that can be activated during a given emergency.

An ESF annex describes expected mission execution for each emergency phase and identifies tasks assigned to members of the fifteen ESFs including non-governmental and private sector partners where applicable. The ESF annexes identify a coordinator, primary, and any support agencies for each function. ESFs with multiple primary agencies should designate ESF coordinators to coordinate pre-incident planning.

The support annexes describe the framework through which a jurisdiction's departments and agencies, the private sector, not-for-profit and voluntary organization and other nongovernmental organizations coordinate and support the common emergency strategies.

The hazard,-threat,-or incident-specific annexes describe the policies, situations, concepts of operations and responsibilities for hazards, threats and incidents particular to a jurisdiction. This section includes the Threat - Risk - Vulnerability assessments outlined in the State Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) and the Pima County Multi-Jurisdictional Mitigation Plan (PCMJMP).



## EOP Format Recommendation

In order to remain consistent with the State of Arizona Emergency Response and Recover Plan (SERRP), it is recommended that the Town EOP be structured using the ESF format as outlined in FEMA's CPG 101 – Version 2.0. Development under this format will require active participation of every department in Town government along with other community stakeholders such as the Fire District and other Subject Matter Experts (SMEs) for the fifteen required ESFs of the plan.

As detailed above, the plan will consist of a Base Plan, fifteen Emergency Support Functions, Support Annexes and Hazard/Threat Annexes. Five key principles of emergency preparedness that would be incorporated into the recommended plan style or format would include:

- Engaged Partnerships
- Tiered Response
- Scalable, flexible and adaptable operational capabilities
- Unity of effort through unified command
- Readiness to act

While the EOP is often the centerpiece of emergency planning efforts, it is not the only plan that addresses emergency management or homeland security missions. There are a myriad of other plans that support and supplement the EOP and its support and incident annexes detailed above on page #12. These include:

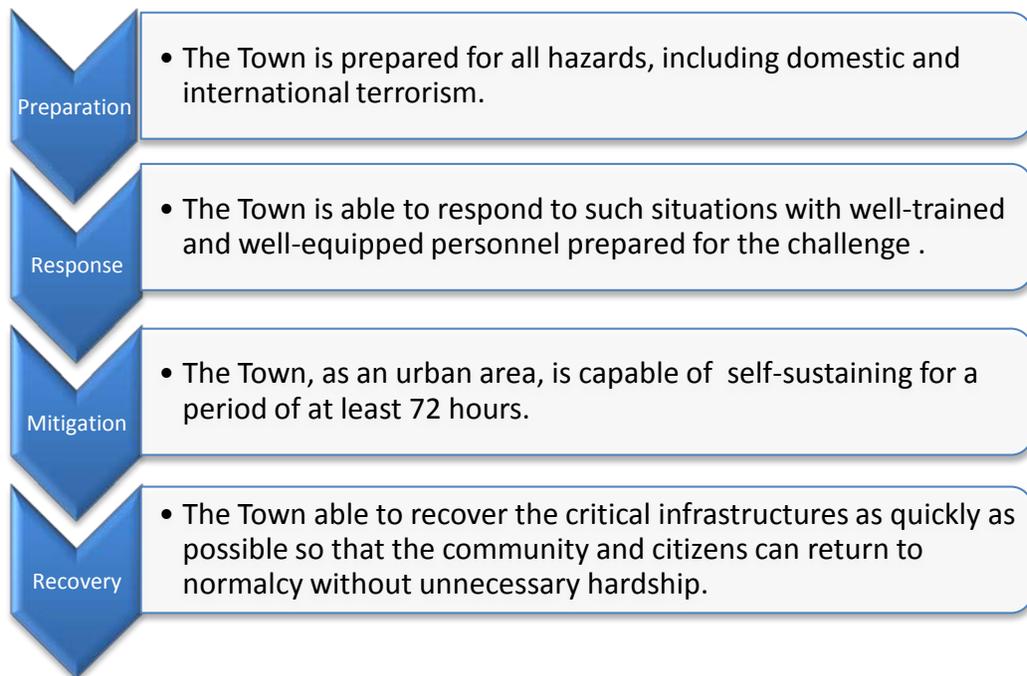


## Comprehensive Approach to Emergency Planning

In order to accomplish a comprehensive and holistic EOP for the Town, it is necessary to include the four primary objectives of the TUASI Federal Grant for collaborative emergency response planning. Doing so will ensure that the updated EOP is not developed in a “vacuum” but is the result of regional collaboration for shared resources, plan deconfliction and uniformity. These planning objectives are:

1. To ensure conformity of emergency plans between local, county, tribal, state and federal governments;
2. To ensure uniformity of plan structure and operations
3. To ensure collaboration at all levels of government, particularly local levels
4. To provide a strategic approach/plan that incorporates within the framework planning ranging from tactical-level (at-scene) plans and operations (Incident Command) to all-encompassing administrative plans.

And once these planning objectives are achieved, it is incumbent upon the plan developers to simultaneously incorporate into the plan, the four overarching goals of emergency planning and preparedness:



In order for the Town EOP to be as effective as possible, the plan will incorporate pre-disaster infrastructure mitigation planning. This mitigation planning approach and the inclusion of data that identifies specific risks to the Town of Sahuarita will be made from the Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) of November 2007. The Purpose and Authority of the MJHMP is as follows: **(Excerpt from Plan)**

### 2.1 Purpose and Authority

*The purpose for developing this plan is to comply with Section 322 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act or the Act), 42 U.S. C. 5165, enacted under Sec. 104 the Disaster Mitigation Act of 2000, (DMA 2000) Public Law 106-390 of October 30, 2000. In addition to DMA 2000 compliance, the plan is developed to establish a comprehensive disaster hazard mitigation program to reduce the loss of life and property, human suffering, economic disruption, and disaster assistance costs resulting from nature and human-caused disasters in Arizona.*

This plan was prepared by the Arizona Division of Emergency Management (ADEM), a division of the Department of Emergency and Military Affairs (DEMA). Arizona Revised Statutes (ARS) 26-305 establishes ADEM under DEMA via the following:

*A. There is established in the Department of Emergency and Military Affairs the Division of Emergency Management which is administered by the department, under the authority of the Adjutant General, subject to powers vested in the Governor as provided by law.*

The section goes on to designate ADEM as the State of Arizona entity responsible for emergency preparedness, including mitigation, via the following:

*B. The division shall prepare for and coordinate those emergency management activities which may be required to reduce the impact of disaster on persons or property.*

*C. Through the powers vested in the Governor, the division shall coordinate the cooperative effort of all governmental agencies including the Federal government, this State and its political subdivisions to alleviate suffering and loss resulting from disaster.*

The DMA 2000 is focused primarily on the importance of pre-disaster infrastructure mitigation planning and the control and streamlining of the administration of federal disaster relief and programs to promote mitigation activities. According to the Act, the purpose of Title I – Pre-disaster Hazard Mitigation is:

*...to establish a national disaster hazard mitigation program –*

*(1) to reduce the loss of life and property, human suffering, economic disruption, and disaster assistance costs resulting from natural disasters; and*

*(2) to provide a source of pre-disaster hazard mitigation funding that will assist States and local governments (including Indian tribes) in implementing effective hazard mitigation measures that are designed to ensure the continued functionality of critical services and facilities after a natural disaster.*

Major provisions of the Act include the following: funding for pre-disaster mitigation activities; developing multi-hazard maps to better understand risk; establishing state and local government infrastructure mitigation planning requirements; defining how states can assume more responsibility in managing the Hazard Mitigation Grant Program (HMGP); and, adjusting ways in which management costs for projects are funded.

## Community-Based Planning

Although planning groups will initially be comprised of only Town staff, as the development process continues, it will be incumbent for the Working Group (WG) to engage other community representatives to the development process. This would work to ensure that final EOP development is in accordance with the CPG principles of Community-Based-Planning. This would include such groups as representatives of the business sector or Chamber of Commerce; Non-governmental Organizations (NGOs) such as the Red Cross; members of the jurisdiction’s medical community, school community, homeowners groups and faith-based organizations.

Although their active participation is crucial to the development of a final EOP, determining how to effectively engage and incorporate these representatives in the planning process is one of the biggest challenges for planners. The methodology of such involvement will be determined in the collaborative setting of the WG adhering to the three CPG tenants of Community-Based-Planning:

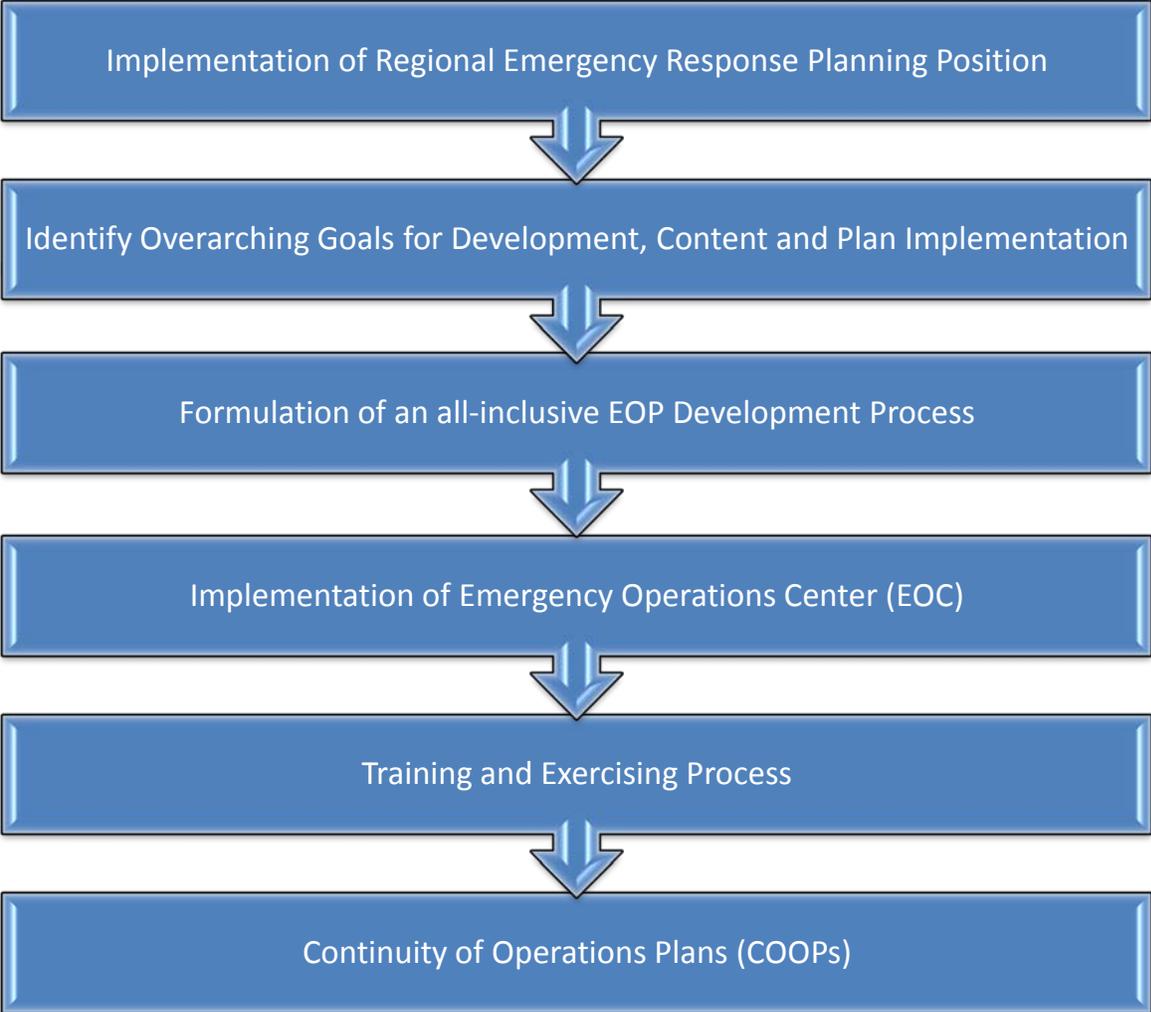


The CPG has listed as “critical” that planning processes include civic leaders, members of the public, and representatives of community-based organizations. They serve as an important resource for validating assumptions about public needs, capabilities, and reactions. In that planning assumptions and response activities will directly impact the public at large, involving the whole community during the planning phase is essential. Potential roles include support to planning teams, public outreach, and establishing Community Emergency Response Teams (CERT). Other possible involvements include such pre-established partnerships as the Citizen Corps Councils as well as the Local Emergency Planning Committee (LEPC).

In order for the Town’s EOP to be effective and efficient, a strategic development process/approach is imperative and essential to attain Town approval and subsequent implementation. As mentioned earlier, successful plan development will rely not only on one person, but on all Town officials, Town management, representatives of each Town department, and representatives of the business community, faith-based groups and residents. In other words, the Town strategic plan cannot be developed in a “cubicle environment” in order to achieve “Community-based planning”.

In order for the final version of the Town EOP to conform to the developmental guidelines of the FEMA CPG 101 Version 2, a number of recommended issues are included and addressed in the following strategy, which will be the responsibility of, and coordinated by, the Town Regional Emergency Response Planner:

**Strategic Developmental Process Objectives:**



### ***#1 – Objective: Implementation of a grant-funded position within the Town of Sahuarita for a Regional Emergency Response Planner (RERP). COMPLETED***

This objective will create and fund, through federal grant dollars, a full-time position within Town government dedicated to emergency preparedness and emergency management.

#### ***Key Strategies:***

- 1.1 Participate in the Tucson Urban Area Security Initiative (T-UASI) grant proposal to fund five RERPs for the area.
- 1.2 Upon grant awarding, participate in collaborative hiring process to identify and employ the selected candidate for the position in Sahuarita.
- 1.3 Function in collaborative setting with other planners in accordance with position guidelines identified in the grant application process.
- 1.4 Interacting with all resources of the Town, coordinate the development and implementation of an all-hazards comprehensive EOP for Sahuarita.

#### ***Activities to Achieve Strategies:***

- ❖ The Police Department grant-writer to work collaboratively with Pima County, City of Tucson, Towns of Marana and Oro Valley to write a grant application and position description
- ❖ Police Department representative to participate in coordinated and collaborative interview and hiring process to fill the position when funded.
- ❖ Hiring of individual identified by selection process to work in collaborative planning team for Tucson region under TUASI.
- ❖ Secure any and all needed training in the field of Emergency Management, NIMS/ICS and Emergency Operations plan writing.

### ***Objective #2 – Identify the overarching goals for the development, content and implementation strategy of an Emergency Operations Plan (EOP) recommendation for the Town of Sahuarita.***

This objective will insure that the EOP for the Town contains all essential elements to meet the requirements of the community and the formatting recommendation of the FEMA CPG 101 version 2.0.

#### ***Key Strategies:***

- 2.1 Coordinate the EOP planning format with existing federal, state and county guidelines or templates to insure development and structure compatibility.
- 2.2 Work in a regional collaborative setting to deconflict any and all plan content.
- 2.3 Provide for inter-jurisdictional relations and mutual aid agreement able to provide support to the Town in the event of a disaster.
- 2.4 Public involvement and personal awareness goals.
- 2.5 Inclusion of content addressing potentials identified in the both the State and Pima county Hazard Mitigation plans.
- 2.6 Utilization of input from all Town departments internal standard operating guidelines, draft a final recommended EOP for Town Council approval and adoption.

#### ***Activities to Achieve Strategies:***

- ❖ Research and review the FEMA Comprehensive Preparedness Guide along with existing state, county and local EOPs.
- ❖ Remain included in and an active participant in the Tucson Urban Area Security (T-UASI) Initiative in general and with several operating sub-committees.
- ❖ Ensure jurisdiction's plan-writer remains an active part of the T-UASI Regional Emergency Response Planning team.
- ❖ Communicate in collaborative regional setting for the development of mutual aid agreements and other forms of resource sharing.
- ❖ Participate in the county's preparation of the updated State of Arizona Hazard Mitigation Plan and include applicable data in final EOP.
- ❖ Ensure that all Town departments have contemporary internal standards and operating guidelines to insure inclusion in the EOP.
- ❖ At completion of draft plan by WG (see objective #3) present plan to Executive Policy Group and then Town Council for approval and institutionalization.

### ***Objective #3 – Formation of an all-inclusive EOP development process for the Town that is participatory of all levels of Town government, management, departments and all identifiable stakeholders.***

This objective should construct the process to be used for plan development while simultaneously insuring that all community stakeholders will be actively involved in that process. It includes the development and implementation of the Town Emergency Management Team (EMT).

#### ***Key Strategies:***

- 3.1 Implement an Executive Policy Group (EPG) comprised of Town Mayor or designee, Town Manager (commonly mayoral designee), and department heads from each town department along with Fire Chief's of two local fire entities.
- 3.2 Implement an EOP development Working Group committee (WG) comprised of assigned representatives of each town department and representatives of the two fire departments within the jurisdiction chaired by the Town Planner reporting to and accountable to the EPG.
- 3.3 Establish a collaborative culture in the Town as it applies to all levels of emergency preparedness and emergency management
- 3.4 Combine input from all department representatives in the Working Group (WG) into a draft EOP for review and modification prior to submission to EPG.
- 3.5 WG to ensure input inclusion from various stakeholders throughout the process to fulfill the obligations of "Community-Based Planning".
- 3.6 Identify and include Town Threat-Risk-Vulnerability Assessments through the State Multi-Jurisdictional Hazard Mitigation Plan (MJHMP).

#### ***Activities to Achieve Strategies:***

- ❖ WG to obtain direction from EPG and ensure all department heads active participation and input to the final plan.
- ❖ Secure interdepartmental "buy in" and participation at all levels through the WG.
- ❖ Capitalize on collaborative input and information from all levels of Town government.
- ❖ Support continuous awareness of emergency management in daily operations in all jurisdictional entities.
- ❖ Inclusion of emergency management practices and principles in future town development plans such as planning and zoning policies.
- ❖ Develop open communications with all facets of community, including the business sector, health care sector, faith-based groups and homeowners/associations through Town Council meetings and other groups and association meetings.

### ***Objective #4 – Implementation of the Town Emergency Operations Center (EOC) Process.***

This objective will provide for the implementation of two EOCs in the Town. Implementation will include equipping, staffing and training for all aspects of EOC operations in the event of activation.

#### ***Key Strategies:***

- 4.1 Create two facilities in existing municipal buildings of the size to effectively conduct all activities related to EOCs and create an environment of redundancy if needed.
- 4.2 Identify roles and responsibilities for Town officials and staff that would be assigned to manage and coordinate an EOC in the event of a disaster.
- 4.3 Arrange training to increase operational knowledge and abilities of those staff identified to function in the EOC environment upon activation.
- 4.4 Equip both locations/facilities with start-of-the-art equipment and technology to provide for operational efficiency of the Town EOC's.
- 4.5 Develop operational policy and procedure for the two EOCs, one location designated for the EPG during an event and one for the WG.
- 4.6 Ensure adherence to NIMS/ICS protocols as outlined by the National Response Framework.

#### ***Activities to Achieve Strategies:***

- ❖ Instill philosophical culture for both EOC's that when activated, EOCs primarily serve as support to the Incident Command/Commander and secondarily as policy and decision makers.
- ❖ Identify, recommend and obtain usage of two locations to serve as EOC's in the Town.
- ❖ Engage the assistance of the Town Finance/IT department to assist in the selection and purchasing of needed technology and equipment.
- ❖ Include in the Town EOP the detailed EOC duties and responsibilities of those required to function in the EOC environment.
- ❖ Equip the two EOCs with all needed manuals, local, state and federal to guide and ensure effective operations in the event of activation.
- ❖ Arrange for applicable training for all Town administrators and staff that will be required to function in the EOC setting.
- ❖ Train and exercise in preparation for actual activation – objective #5 below.

### ***Objective #5 – Implementation and coordination of comprehensive training and exercising processes to ensure jurisdictional and operational effectiveness in the event of a disaster in the community.***

This objective will provide for both NIMS-related and ICS-related training of all necessary personnel along with the development of a comprehensive plan for operational exercising, both practical and table-top systems.

#### ***Key Strategies:***

- 5.1 Ensure appropriate emergency response training is provided for all Town of Sahuarita first responders as recommended by the NIMS,
- 5.2 Coordinate emergency operation center training for all appropriate Town of Sahuarita personnel in accordance with FEMA standards for operating and managing EOCs.
- 5.3 Ensure that all Town of Sahuarita personnel identified in the NIMS Training Guidelines of 2008 avail themselves to such on-line and classroom training in Emergency Operations and track such training accomplishments to comply with NIMSCAST requirements,.
- 5.4 Provide for event readiness for all Town emergency response personnel through both table-top and operational exercising events.

#### ***Activities to Achieve Strategies:***

- ❖ Work with Pima County of Emergency Management to arrange and present table-top exercises for Town personnel.
- ❖ Planner to attend any and all county-wide emergency operations training exercises to bring experience and knowledge back to Town personnel.
- ❖ Conduct short-notice operational activation training for applicable Town EOC-assigned personnel.
- ❖ Consistently ensure that all required personnel complete NIMS/ICS training programs as recommended by FEMA/NIMS training guidelines of 2008 or as updated.
- ❖ Track all NIMS/ISC training completions, both on-line and operation for NIMSCAST annual reporting requirements.
- ❖ Participate in other jurisdiction's operational and table-top exercising programs when available.
- ❖ Planner to obtain NIMS/ISC "train the trainer" status as possible to bring such training to the personnel of Sahuarita.

### ***Objective #6 – Comprehensive process and coordination effort for development of Continuity of Operation Plans (COOPs).***

This objective is aimed at the development of a Town-wide process for assisting and/or coordinating the usage of COOPs for all Town facilities (Continuity of Government) and all Town CIKR facilities and private-sector entities as necessary.

#### ***Key Strategies:***

- 6.1 Provide assistance to Town departments in the development of agency-specific continuity of operations plans to include their facility.
- 6.2 Working Group coordinates/collaborates with all departments and private entities to identify all CIKRs within our jurisdiction.
- 6.3 Coordinate town-wide effort to stimulate volunteer private sector participation in the development of COOPs.
- 6.4 Ensure capability for immediate plan implementation with or without warning
- 6.5 Ensure operational capabilities no later than 12 hours after activation and sustainable operations for up to 30 days.
- 6.6 Ensure succession of key leadership in the agency or organization

#### ***Activities to Achieve Strategies:***

- ❖ Conduct WG training concerning COOPs.
- ❖ WG to coordinate with all Town departments and insure the development of COOPs and that they do not conflict department to department.
- ❖ Research through the Arizona MJHMP to identify all CIKRs located in the Town.
- ❖ Hold meetings, both individually and collectively with entities identified as CIKRs to address COOP planning.
- ❖ Conduct training and coordination efforts with CIKR's to assist them in development of COOPs.

## Strategic/Key Activities Time-Line

Strategic Activity	Responsible Entity	Projected Start Date	Projected Completion Date
<b>Objective #1 –Regional Planner Position</b>			
1.1 Participation in TUASI grant for planner position funding	Police Department	October 2008	March 2009 <b>COMPLETED</b>
1.2 Hiring to fill Regional Emergency Response Planner position	Police Department	January 2009	May 2009 <b>COMPLETED</b>
1.3 Planner working in collaborative setting	Emergency Planner/PCOEM	June 2009	June 2009 <b>COMPLETED</b>
1.4 Develop draft Town Emergency Operations Plan (EOP)	Emergency Planner	December 2011	March 2012
<b>Objective #2 – Goal Development Strategy</b>			
2.1 Coordinate EOP format with Federal, State and county guidelines	Emergency Planner	August 2010	December 2010 <b>COMPLETED</b>
2.2 Collaborate in plan deconfliction	Emergency Planner	January 2011	Ongoing
2.3 Inter-jurisdictional relations and mutual aid agreements	Working Group Executive Group	April 2011	December 2011
2.4 Public inclusion in EOP finalization	Working Group	September 2011	December 2011
2.5 Hazard mitigation planning	Working Group	September 2011	December 2011
2.6 Departmental standard operating procedures inclusion	Working Group Dept. Heads	October 2011	December 2011
2.7 Final plan submitted to Executive Policy Group/Town Council	Working Group	December 2011	March 2012

<b>Strategic Activity</b>	<b>Responsible Entity</b>	<b>Projected Start Date</b>	<b>Projected Completion Date</b>
<b>Objective #3 – EOP Plan Development Process</b>			
<b>3.1 Implementation of Town Executive Policy Group (EPG)</b>	Town Council Town Manager	April 2011	March 2012
<b>3.2 Implementation of Town EOP Working Group (WG)</b>	Town Council Town Manager	April 2011	March 2012
<b>3.3 EPG to establish collaborative culture in Town as applicable to Emergency Preparedness</b>	Town Council Executive Group	April 2011	On-going
<b>3.4 Draft EOP submitted to EPG</b>	Working Group	December 2011	March 2012
<b>3.5 Initiate Community-Based planning processes</b>	Working Group	September 2011	December 2011
<b>3.6 Threat-Risk-Vulnerability assessment from Arizona Hazard Mitigation Plan</b>	Working Group	September 2011	March 2012 (State Deadline)
<b>Objective #4 - Emergency Operations Centers</b>			
<b>4.1 Create two (2) Emergency Operations Center (EOC) facilities in Town (Grant)</b>	Emergency Planner Grant Writer	September 2010	January 2011 <b>COMPLETED</b>
<b>4.2 Identify roles and responsibilities for all EOC leadership and staff</b>	Working Group	January 2012	May 2012
<b>4.3 Coordinate EOC training</b>	Working Group	January 2012	May 2012
<b>4.4 Fully equip two EOC locations</b>	Working Group	January 2012	May 2012
<b>4.5 Write and implement Town EOC operating policies</b>	Department Heads	January 2012	May 2012
<b>4.6 Incorporation of all NIMS/ICS protocols</b>	Planner Working Group	January 2012	May 2012

<b>Strategic Activity</b>	<b>Responsible Entity</b>	<b>Projected Start Date</b>	<b>Projected Completion Date</b>
<b>Objective #5 – Training and Exercising</b>			
<b>5.1 Implementation of comprehensive first responder training program</b>	Working Group Executive Group	June 2011	On-going
<b>5.2 Implementation of comprehensive EOC training program</b>	Working Group Executive Group	May 2012	September 2012
<b>5.3 Implementation of all NIMS-compliant on-line and classroom and Emergency Preparedness training</b>	Executive Group Working Group	May 2010	On-going
<b>5.4 Conduct table-top and operational practical readiness training efforts</b>	Working Group	May 2012	On-going
<b>Objective #6 – Continuity of Operations Planning</b>			
<b>6.1 Active process for development of agency-specific Continuity of Operations Plans (COOPs)</b>	Working Group Dept. Heads	September 2012	September 2013
<b>6.2 Identify all Town CIKRs from state hazard mitigation plan</b>	Working Group	September 2012	February 2013
<b>6.3 Stimulate private sector participation in development of COOPs</b>	Working Group	September 2012	December 2012
<b>6.4 Review all COOPs ensuring readiness for implementation in event of disaster.</b>	Working Group	December 2012	September 2013
<b>6.5 COOPs activation ability within 12 hours and 30 days sustainability</b>	Working Group	December 2012	September 2013
<b>6.6 Review all COOPs to ensure succession plan for key leadership</b>	Working Group	December 2012	September 2013

## Conclusion

The ability for the Town of Sahuarita to protect the lives and property of our constituency is a primary responsibility for every member of Town government. But as noted throughout this strategic plan, the entire community must be engaged and participative in the process. The concept of “Community-based planning” is not just a catchphrase, it should be a reality at all stages of Emergency Preparedness in the Town.

This strategic plan well-defines a comprehensive town-wide approach to preparedness and also fully integrates, from a regional and collaborative perspective, with county, tribal, state and federal collaborations, preparedness philosophies and practices. And although the recommended EOP for the Town is modeled after and has been “deconflicted” with the state and county plan, it will be a plan customized for the Town and all the stakeholders of the community.

As cited at the beginning of this strategic plan for emergency preparedness, EOPs are driven by a number of forces. The first and foremost is the safety of the community through the pursuit of Town-wide preparedness, response ability and resiliency. But second to those is the direct linkage of documentable preparedness to continue grant funding for a number of programs and projects directly benefiting the community. This strategic plan, and all the recommended efforts and actions included, is designed to achieve Town compliance with the requisites of both of these driving forces.

It is thus the recommendation of the Town Emergency Response Planner that this strategic plan be approved in concept and philosophy by the Town Council and that authority be granted to proceed with all work requirements needed, and as outlined in the plan, to pursue the achievement of the six embedded goals and their related objectives.