

**McKinley County  
All-Hazards Emergency Operations Plan**

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**Date: December 27, 2018**

**Jurisdiction: McKinley County**

**McKinley County**  
**All-Hazard Emergency Operations Plan (EOP)**  
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# **I. Introductory Material**

This is a new All-Hazard Emergency Operations Plan for McKinley County, New Mexico. This Plan was developed through the McKinley County Office of Emergency Management (OEM) with the cooperation and assistance of departments of the county and City of Gallup as well as state and federal agencies, law enforcement, fire, and health care professionals, volunteer organizations, the Local Emergency Planning Committee (LEPC), and neighboring communities.

## **A. Designated Emergency Management Program**

With McKinley County Resolution No. APR-13-024, dated April 2, 2013, the McKinley County Board of Commissioners adopted and established the McKinley County Office of Homeland Security and Emergency Management as the office delegated the responsibility for the All-Hazard emergency management preparedness functions and the responsibilities to carry out the All-Hazard Emergency Operations Plan.

With a "Delegation of Authority to Emergency Manager," dated April 11, 2017, the Chair of the McKinley County Board of Commissioners designated the McKinley County Emergency Manager to serve as the Chair's authorized representative during an emergency or disaster and to manage the incident. The Delegation of Authority delegates to the Emergency Manager for the duration of an emergency or disaster the following authorities:

- o Activate the Emergency Operations Center (EOC);
- o Determine the EOC Activation Level;
- o Change the EOC Activation Level;
- o Relocate the EOC;
- o Maintain communication with the Policy Group through direct contact with the County Manager;
- o Mobilize the Policy Group;
- o Deactivate the EOC; and
- o Demobilize the Policy Group.

MCKINLEY COUNTY  
STATE OF NEW MEXICO

RESOLUTION NO. MAY-19-032

MCKINLEY COUNTY ALL-HAZARD EMERGENCY OPERATIONS PLAN

WHEREAS, the Federal Emergency Management Agency (FEMA) and the New Mexico Department of Homeland Security and Emergency Management (NMDHSEM) require any local government seeking participation in FEMA and NMDHSEM programs or resources to have a current All-Hazard Emergency Operations Plan; and

WHEREAS, McKinley County has sought and will continue to seek funding and participation in FEMA and NMDHSEM programs and resources; and

WHEREAS, the McKinley County Board of Commissioners authorized and commissioned the McKinley County Office of Emergency Management to update the All-Hazard Emergency Operations Plan to meet the requirements of FEMA and NMDHSEM regulations; and

WHEREAS, this plan was prepared in accordance with local responsibilities and requirements of FEMA's Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans, Version 2.0 (CPG 101), NMDHSEM Crosswalk, and the National Incident Management System (NIMS); and

WHEREAS, this plan was prepared by a joint effort of the McKinley County Office of Emergency Management, public safety agencies, the private sector, and other government and non-government agencies; and

WHEREAS, the updated plan is complete and ready for approval,

NOW THEREFORE, the McKinley County Board of Commissioners in open meeting of **May 7, 2019** hereby resolves that:

- o The McKinley County All-Hazard Emergency Operations Plan of **December 27, 2018** is adopted as the official disaster preparedness, response and recovery plan for emergencies and disasters that occur within the non-tribal unincorporated area of McKinley County and emergencies and disasters that occur in other jurisdictions and cross into the McKinley County areas of jurisdiction, regardless of the origin of the incident;
- o This approval shall only be for those incidents that directly affect the non-tribal unincorporated area of McKinley County and incidents that occur in other

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jurisdictions and cross into the McKinley County areas of jurisdiction, and only for the duration of the emergency or disaster;

- o This approval shall not affect municipality responsibility for emergencies or disasters contained wholly within municipal boundaries;
- o It is the responsibility of McKinley County officials to control county resources and manage and coordinate those resources for disasters and emergencies;
- o This All-Hazard Emergency Operations Plan has been developed to coordinate with other jurisdictions and their emergency operations plans. The heads of all jurisdictions, departments, and agencies with roles in emergency and disaster prevention, protection, mitigation, response, and recovery are responsible for their own specific operational plans consistent with their roles and responsibilities.

Passed, Adopted, and Approved this 7<sup>th</sup> day of May, by the McKinley County Board of Commissioners.

Bill Lee  
Chairperson

05/07/19  
Date

ATTEST:

Harriet B. Beant  
McKinley County Clerk

05/07/19  
Date

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## B. Approval and Implementation

This All-Hazard Emergency Operations Plan replaces and supersedes any previous plan. This Plan applies directly to response within the non-tribal unincorporated portions of McKinley County and through mutual aid agreements more broadly to response within the county as a whole.

Within the McKinley County *All-Hazard Emergency Operations Plan (EOP)*, the Basic Plan provides a broad overview of McKinley County's approach to emergency operations and is suitable for distribution to the public. The Basic Plan discusses the situation and assumptions underlying the EOP and assigns responsibilities to organizations and individuals for different aspects of emergency preparedness, response, and recovery.

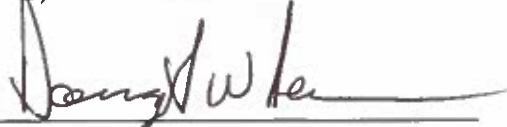
The Basic Plan is based on established policy, legal requirements and state and federal statutes. No changes can be made to the McKinley County Basic Plan without the review and approval of McKinley County officials and may include a review by legal counsel to ensure continued regulatory compliance.

Individual functional annexes and appendices focus on subject-specific missions, and the Emergency Manager limits distribution to those organizations and individuals with mission essential functions. The annexes describe the actions, roles, and responsibilities of participating organizations.

Functional annexes discuss how McKinley County manages the function, identify the agencies that implement the function, and address general strategies used for any emergency. Hazard-specific annexes such as the Hazardous Materials Emergency Response (HMER) Plan describe the policies, situation, concept of operations and responsibilities related to a particular hazard type. The annexes are based on functional procedures and current information so changes may be made to the annexes by the McKinley County Emergency Manager.

  
\_\_\_\_\_  
Chair, Board of Commissioners

5/7/19  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
McKinley County Attorney

5/8/19  
\_\_\_\_\_  
Date

  
\_\_\_\_\_  
McKinley County Emergency Manager

5/8/19  
\_\_\_\_\_  
Date



### C. Record of Changes

[illegible]

### Table 1: Record of Changes

## D. Record of Distribution

McKinley County makes the complete All-Hazards Emergency Operations Plan available for distribution to the persons and agencies listed below in Table 2. The Basic Plan is available for broad distribution, including the public, via request to McKinley County Office of Emergency Management, or online at MCOEM.com. The McKinley County Office of Emergency Management limits and controls distribution of the functional annexes which may contain procedures, guidelines, and other sensitive details and information.

Department/Agency	Name/Title	Copies	Date of Distribution
New Mexico Department of Homeland Security and Emergency Management		1	
FEMA Region 6		1	
McKinley County Emergency Manager		2 Originals/ 4 Copies	
McKinley County Commission		1	
McKinley County Manager		1	
McKinley County Legal Dept.		1	
Metro Dispatch Authority		1	
McKinley County Fire/EMS		1	
Gallup Fire Department/Gallup OEM		1	
Zuni Fire/EMS/Emergency Management		1	
McKinley County Sherriff Department		1	
New Mexico State Police District 6		1	
Gallup Police Department		1	
Zuni Police Department		1	
Navajo Nation Police Department		1	
Navajo Nation Dept. of Emergency Mgmt.		1	
Cibola County OEM		1	
San Juan County OEM		1	
Sandoval County OEM		1	
Apache County, Arizona OEM		1	
McKinley County Roads/Public Works		1	
McKinley County SAR/ARES		1	
Gallup Indian Medical Center		1	
Rehoboth McKinley Christian Hospital		1	
New Mexico Dept. of Health		1	
Gallup McKinley County Schools		1	
New Mexico Environmental Dept.		1	
New Mexico Livestock Board		1	
New Mexico Office Of the Medical Investigator		1	
American Red Cross		1	
Medstar Ambulance		1	
Gallup Med Flight		1	
Tristate Careflight		1	
Marathon Refinery		1	
<b>TOTAL DISTRIBUTED</b>		<b>39</b>	

Table 2: Basic Plan Distribution

## E. Definitions

**Continuity of Government.** Capability to ensure survivability of the government, governing body, and organizational leadership.

**Continuity of Operations.** Capability to continue essential program functions and to preserve essential processes and functions, positions, lines of succession, applications and records, communications, and facilities across a broad range of potential emergencies and disasters.

**Disaster.** A severe, prolonged, or catastrophic emergency that threatens life, property, environment, and/or critical systems.

**Emergency.** An incident or set of incidents or imminent threat, natural or human-caused, that requires immediate responsive actions to protect life, property, environment, and/or critical systems, or to avert the threat of a disaster or catastrophe, or to alleviate the damage, loss, hardship, or suffering caused thereby.

**Emergency Management Program.** A system that provides for management and coordination of prevention, mitigation, preparedness, response, and recovery activities for all-hazards. The system encompasses all organizations, agencies, departments and individuals having responsibilities for these activities.

**Hazard.** Something that has the potential to be the primary cause of an incident.

**Jurisdiction, Planning.** For purposes of multi-jurisdictional planning, the territory covered by the McKinley County All-Hazard Emergency Operations Plan is the whole of McKinley County including the City of Gallup and portions of the Navajo Nation and Pueblo of Zuni that fall within the geographical boundaries of McKinley County.

**Jurisdiction, Policy.** The territory and personnel covered by the policies and procedures of the McKinley County All-Hazard Emergency Operations Plan is the non-tribal unincorporated area of McKinley County, New Mexico.

**Mitigation.** Those capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

**Preparedness.** Actions taken to plan, organize, equip, train, and exercise to build and sustain the capabilities necessary to prevent, protect against, and mitigate the effects of, respond to, and recover from those threats that pose the greatest risk to the security of McKinley County's people, vital interests, and way of life.

**Prevention.** Those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism.

**Protection.** Those capabilities necessary to secure McKinley County against acts of terrorism and human-caused or natural disasters.

**Recovery.** Those capabilities necessary to assist communities affected by an incident to recover effectively.

**Response.** Those capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

## **F. Glossary of Acronyms**

**AAR.** After Action Report

**ADA.** Americans with Disabilities Act

**ARES.** Amateur Radio Emergency Services

**ASTM.** American Society for Testing and Materials

**ATSDR.** Agency for Toxic Substances and Disease Registry

**BIA.** Bureau of Indian Affairs

**BLM.** Bureau of Land Management

**CAD.** Computer-Aided Dispatch

**CAMEO.** Computer Aided Management of Emergency Operations

**CBRNE.** Chemical, Biological, Radiological, Nuclear, and Explosives

**CDC.** Centers for Disease Control

**CFR.** Code of Federal Regulations

**CIKR.** Critical Infrastructure and Key Resources

**COG.** Continuity of Government

**COOP.** Continuity of Operations Plan

**Com-L.** Communications Unit Leader

**CPG 101.** Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans

**CWPP.** Community Wildfire Protection Plan

**DHSEM.** Department of Homeland Security and Emergency Management

**EAS.** Emergency Alert System

**EEL.** Essential Elements of Information

**EM.** Emergency Manager

**EMAC.** Emergency Management Assistance Compact

**EMAP.** Emergency Management Accreditation Program

**EMC.** Emergency Management Coordinator

**EMS.** Emergency Medical Services

**EOC.** Emergency Operations Center

**EOP.** All-Hazard Emergency Operations Plan

**EPCRA.** Emergency Planning and Community Right to Know Act

**ERO.** Emergency Response Officer

**ESF.** Emergency Support Function

**FBI.** Federal Bureau of Investigation  
**FEMA.** Federal Emergency Management Agency  
**FQHC.** Federally Qualified Health Center  
**GIMC.** Gallup Indian Medical Center  
**GIS.** Geographic Information System  
**GMCS.** Gallup McKinley County School District  
**HAN.** Health Alert Network  
**HFRA.** Healthy Forest Restoration Act  
**HMER.** Hazardous Materials Emergency Response  
**HMP.** McKinley County Multi-Jurisdictional Natural Hazard Mitigation Plan  
**HSEEP.** Homeland Security and Exercise Evaluation Program  
**ICS.** Incident Command System  
**IHS.** Indian Health Service  
**IMAS.** Intrastate Mutual Aid System  
**IPAWS.** Integrated Public Alerts and Warning System  
**ISM.** Incident Support Model  
**IT.** Information Technology  
**JDOC.** Joint Department Operations Center  
**JIC.** Joint Information Center  
**JIS.** Joint Information System  
**JSACC.** Juvenile Substance Abuse Crisis Center  
**LEPC.** Local Emergency Planning Committee  
**MAA.** Mutual Aid Agreement  
**MACS.** Multi-Agency Coordination System  
**MCMDA.** McKinley County Metro Dispatch Agency  
**MCOEM.** McKinley County Office of Emergency Management  
**MYTEP.** Multi-Year Training and Exercise Plan  
**NIFOG.** National Interoperability Field Operations Guide  
**NIMS.** National Incident Management System  
**NMAC.** New Mexico Association of Counties  
**NMASIC.** New Mexico All Source Intelligence Center  
**NMDHSEM.** New Mexico Department of Homeland Security and Emergency Management  
**NMSA.** New Mexico Statutes Annotated  
**NTAS.** National Terrorism Advisory System  
**NWNMCOG.** Northwest New Mexico Council of Governments  
**OEM.** Office of Emergency Management  
**OMI.** Office of Medical Investigator  
**PIO.** Public Information Officer  
**PL.** Public Law  
**PMS.** Presbyterian Medical Services  
**PPD.** Presidential Policy Directive  
**PSIC.** Public Safety Interoperable Communications  
**RMCHCS.** Rehoboth McKinley Christian Health Care Services  
**SARA.** Superfund Amendments and Reauthorization Act

**SOP.** Standard Operating Procedure  
**SOG.** Standard Operating Guideline  
**SORT.** Special Operations Response Team  
**SVI.** Social Vulnerability Index  
**THIRA.** McKinley County Threat and Hazard Identification and Risk Assessment  
**TICP.** Tactical Interoperable Communications Plan  
**UNM-G.** University of New Mexico - Gallup  
**UCS.** Unified Command System  
**UHF.** Ultra High Frequency  
**VHF.** Very High Frequency  
**VIP.** Very Important Person  
**VOAD.** Voluntary Organization Active in Disaster

## II. Purpose, Scope, Situation Overview, and Assumptions

This section provides a guide to how McKinley County addresses Prevention, Protection, Mitigation, Response, and Recovery within the context of the five mission areas of the National Response Framework and the National Preparedness System mandated in Presidential Policy Directive (PPD) 8: National Preparedness.

### A. Purpose

This new *All-Hazard Emergency Operations Plan (EOP)* consists of a Basic Plan and a series of Annexes. The Basic Plan provides the framework of emergency response in the jurisdiction, identifies the roles and responsibilities of McKinley County officials, outlines the goal to coordinate emergency response efforts to save lives, stabilize incidents, preserve property, and restore a sense of normalcy. The Basic Plan identifies strategies for preparing before, during and after an incident. The Annexes describe operational functions in more detail and address specific response functions cross-referenced with the Emergency Support Functions (ESFs) used in state and federal emergency response.

The *EOP* is meant to accomplish the following goals:

- o establish a framework for an overall, coordinated, integrated county-wide emergency management program for all partners and stakeholders in order to save lives, stabilize incidents, protect property and the environment, restore the community to a sense of normalcy, and recover from the effects of an emergency or disaster as quickly as possible;
- o facilitate the delivery of all types of local emergency response and assistance to the citizens of McKinley County, New Mexico;

- o maximize the use of resources of the county, municipal and tribal governments as well as resources of private companies and organizations in order to minimize the negative effects of emergencies and disasters.

## 1. Synopsis

The *EOP* describes in general terms how McKinley County will handle emergency situations and disasters within the county's jurisdiction as well as addressing all aspects of emergency management within departments of the county, public and private agencies, and a broad range of stakeholders including other jurisdictions as well as Voluntary Organizations Active in Disaster (VOAD) and private companies willing to assist in emergency and disaster response.

The Basic Plan identifies the existing natural and human-caused emergency hazards having the potential of affecting a portion or all of the population and area of McKinley County. Sections of the Basic Plan are organized in accordance with the FEMA Comprehensive Preparedness Guide 101 (CPG 101), Version 2.0, to describe overlapping multi-dimensional subject areas that encompass general operational functions. The Basic Plan outlines the planning assumptions, policies, concept of operations, organizational structures, specific assignments and responsibilities of departments and agencies tasked with providing assistance to citizens in emergencies and disasters.

A series of specialized Annexes provide operational plans and describe emergency functions that may apply to any type of emergency or may pertain to specific types of emergencies that require specialized considerations. The functional Annexes may contain general procedures, essential reference information, tables and charts, job aids, checklists and guidelines, and resource information.

McKinley County's Annex system has been developed with the federal Emergency Support Functions in mind while still maintaining a functional system that is appropriate and workable for McKinley County. The federal Emergency Support Functions (ESFs) provide the structure for coordinating federal interagency support in response to an incident. They are mechanisms for grouping functions most frequently used to provide federal support to States for both emergencies and declared disasters. The table below illustrates how the *EOP* Annex system cross-references the ESF system.

Annex		ESF
A.	Direction, Control and Coordination	
B.	Communications	ESF #2 - Communication
C.	Information	ESF #5 - Information and Planning ESF #15 - External Affairs
D.	Law Enforcement	ESF #13 - Public Safety and Security ESF #11 - Agriculture and Natural Resources
E.	Fire and Rescue	ESF #4 - Firefighting ESF #9 - Search and Rescue ESF #11 - Agriculture and Natural Resources
F.	Health and Medical	ESF #8 - Public Health and Medical Services ESF #11 - Agriculture and Natural Resources
G.	Critical Infrastructure and Key Resources (CIKR)	ESF #1 - Transportation ESF #3 - Public Works and Engineering ESF #12 - Energy
H.	Logistics	ESF #7 - Logistics Management and Resource Support ESF #11 - Agriculture and Natural Resources
I.	Donations and Volunteer Management	ESF #7 - Logistics Management and Resource Support ESF #11 - Agriculture and Natural Resources
J.	McKinley County Hazardous Materials Emergency Response (HMER) Plan	ESF #10 - Oil and Hazardous Materials Response
K.	Evacuation/Shelter in Place	ESF #13 - Public Safety and Security ESF #11 - Agriculture and Natural Resources
L.	Shelter and Mass Care	ESF #6 - Mass Care, Emergency Assistance, Housing, and Human Services ESF #11 - Agriculture and Natural Resources
M.	Continuity of Government	
N.	Recovery	National Disaster Recovery Framework (previously ESF #14) ESF #11 - Agriculture and Natural Resources
O.	Agreements	
P.	Forms	
Q.	Contacts Directory	

**Table 3: EOP Rewrite Annex/ESF Crosswalk**



## 2. Plan Activation

Operationally, the McKinley County Emergency Manager is authorized to make the decision when to activate this *EOP* ("the Plan") in full or in part for any emergency situation. Activation of the Plan is a comprehensive procedure that encompasses implementation of all elements of the overall Plan including emergency operations, continuity of government, continuity of operations, and recovery. When activated, this Plan is intended to be used to guide the implementation and delivery of emergency services to the citizens and institutions of the county.

Triggers that may require a decision to activate the Plan include but are not limited to:

- o situational awareness of an emergency or disaster that would require resources to support emergency responders and provide disaster relief for impacted communities;
- o notification from the McKinley County Metro Dispatch Agency (MCMDA) or requesting department head that response requirements exceed the capacity of a single responding agency;
- o activation of the Emergency Operations Center (EOC) and coordination of emergency response through the EOC;
- o any incident that results in destruction that goes beyond the capabilities of any single agency or single jurisdiction.

Individual Annexes developed in collaboration with emergency management partners may be activated individually by the participating partners without the activation of the entire Plan by the Emergency Manager.

### B. Scope

This *All-Hazards Emergency Operations Plan* applies directly to emergency and disaster preparedness, response and recovery within the non-tribal unincorporated portions of McKinley County. The Plan establishes the basis for mitigation, prevention, protection, response, and recovery from major emergencies and disasters which may occur within the jurisdictional boundaries of McKinley County.

The Plan assigns duties and responsibilities of McKinley County's elected officials and internal departments responsible for emergency preparedness and planning and for coordinating emergency response and recovery activities and resources before, during, and after an incident. The Plan addresses the essential emergency response functions of McKinley County governmental departments, agencies, and public officials.

## **1. Engaged Partnership**

At a broader level, the Plan provides a reference framework for all governmental jurisdictions in the county as well as other emergency organizations and cooperating private institutions to prevent emergencies and disasters, reduce vulnerability of citizens, respond effectively to the occurrence, and provide for recovery.

This Plan builds upon the support and assistance of multiple contributors from a wide variety of departments and agencies that have a role or responsibility in emergencies and ensuring public safety in McKinley County. The Plan does not contain specific instructions for each department or agency and does not take the place of departmental responsibility for developing, testing, and exercising emergency plans. Through broad distribution, this Plan provides a central reference and general guidelines for integrating internal responder departmental policies and procedures.

As the lead emergency planning agency, the McKinley County Office of Emergency Management (MCOEM) is responsible for implementation, evaluation and revision of emergency and disaster related plans and documents. As part of the planning process, MCOEM proactively seeks involvement and participation from all stakeholders and provides multiple opportunities to participate in the planning process.

The Local Emergency Planning Committee (LEPC) provides a mechanism for outreach to stakeholders through distribution of planning documents to all LEPC participants for their review, input and feedback. LEPC members include but are not limited to McKinley County MCMDA, Sheriff, Fire/EMS, and Roads departments, City of Gallup Emergency Management, Fire and Police departments, McKinley County Amateur Radio Emergency Services (ARES), McKinley County Search and Rescue, New Mexico State Police, Navajo Nation Emergency Management, Ramah Navajo Chapter, Pueblo of Zuni, University of New Mexico-Gallup, Gallup-McKinley County School District, Gallup Indian Medical Center, Indian Health Service Gallup Regional Supply Service Center, Rehoboth McKinley Christian Healthcare Services, Med Star Ambulance, Gallup Med Flight, New Mexico Department of Transportation, New Mexico Department of Health, Red Cross, Marathon Refinery, New Mexico Gas Company, and Burlington Northern Santa Fe Railroad.

## **2. How the EOP Works**

The McKinley County EOP is embedded in a complex county-wide and regional multi-jurisdictional emergency management program consisting of plans and documents that encompass the primary jurisdictions, organizations, and agencies that have responsibilities for management and coordination of prevention, mitigation, preparedness, response and recovery activities for all-hazards. The McKinley County EOP is a starting point for a variety of other emergency plans in the county. The EOP provides broad guidelines for emergency management and enables other jurisdictions, agencies and organizations to write their own detailed operational procedures.

McKinley County's EOP is one of two major system components of the county's Emergency Management Program. Although direct application of the McKinley County EOP is limited to the non-tribal unincorporated portions of the county, the second major component of the Emergency Management Program, the *Multi-Jurisdictional Natural Hazard Mitigation Plan*, applies to both the non-tribal unincorporated areas of the county and the county's primary municipality, City of Gallup. McKinley County also has in place a *McKinley County Community Wildfire Protection Plan* (CWPP). Wildfires know no boundaries, and the plan is available for any jurisdictional entity within McKinley County.

As a third major jurisdiction within the county, the Navajo Nation maintains a Department of Emergency Management which leads Navajo Nation efforts in protecting from all-hazards and threats by coordination, preparedness, protection, prevention, response, recovery and mitigation to save lives and property on Navajo tribal lands within the county and throughout the Navajo Nation. The Navajo Nation does have an Emergency Operations Center (EOC) that serves as the operations and coordination center for Navajo Nation efforts during and after an emergency.

The City of Gallup, Pueblo of Zuni, and Navajo Nation coordinate their emergency preparedness and response plans with McKinley County through participation in the Local Emergency Planning Committee (LEPC).

The University of New Mexico-Gallup (UNM-G) has in place an *Emergency Response Plan* coordinated with the emergency management plans of the University main campus in Albuquerque. The Gallup-McKinley County School District (GMCS) has plans in place that provide direction on how to handle emergency events. Each GMCS school has a master safety plan on file at the school site and in the district office. Representatives of GMCS and UNM-G are invited to participate in the LEPC to coordinate their emergency operational plans.

### C. Situation Overview

McKinley County, New Mexico, is located in the northwest section of the state of New Mexico adjacent to the Arizona border and adjoining reservations of the Navajo Nation and Zuni Pueblo. McKinley County is a large, rural, sparsely populated county with a total area of 5,450 square miles. The size of the state of Connecticut (5,543 square miles), McKinley County has a population density of 14 people per square mile compared to Connecticut with 739 people per square mile.

The county is located on a high plateau at elevations averaging from 5,500 to 6,800 feet above sea level with mountain peaks at up to 9,100 feet. The region's varied and diverse terrain consists of high desert mesas and valleys, mountain ranges, forested and woodland areas, canyons, and normally dry arroyos.

Gallup, a city of 22,670, serves as the county seat and market center for a large catchment area of at least 125,000 persons living in surrounding counties in New Mexico and Arizona. The economy is dominated by the private sector and includes significant jobs and revenue in retail trade, health care, energy, and tourism.

## **1. Governance**

McKinley County is governed by an elected three-person Board of Commissioners with an appointed chairperson. The Board of Commissioners is responsible for all government services including emergency response in the non-tribal unincorporated areas of the county.

The City of Gallup, the only incorporated municipality in the county, is responsible for government services and emergency response within the jurisdictional boundaries of the city. The county includes the Pueblo of Zuni, Ramah Navajo Chapter, and parts of the Navajo Nation Eastern Agency and Fort Defiance Agency. Tribal governments are responsible for government services including emergency response on tribal lands.

## **2. Population**

The U.S. Census estimated the population of the county at 74,923 in 2016. About 30% of the population lives in Gallup, the county's urban center. Pueblo of Zuni, the Ramah community, Thoreau, Crownpoint, Pueblo Pintado, and Tohatchi are secondary population centers. The remainder of the population lives in scattered locations throughout the rural areas of the county, generally proximate to 30 Navajo Chapter Houses, the Navajo Nation units of local government.

A racial breakdown shows that the population is predominantly American Indian (74%) and White (17%). The U.S. Census considers Hispanic origin separately from race, and 14% of the McKinley County population self-identified as of Hispanic or Latino ethnicity.

Based on student test scores, about a third of the Gallup-McKinley County School District's 34 elementary, middle and high schools were failing, and about two thirds of the students were not proficient in reading and math.

## **3. Socially Vulnerable Populations**

Income is substantially lower in McKinley County than in New Mexico as a whole, with an estimated 38% of the individuals in the county living below poverty level. Unemployment rates typically are higher than state rates.

Inadequate transportation and communication technology create barriers. In McKinley County, 13.5% of occupied housing units do not have a vehicle available, compared to 5.6% in New Mexico. In the county, 29.4% of occupied housing units have no telephone service, compared to 5.5% in New Mexico.

For the population as a whole, McKinley County's disability rate (14.4%) was higher than the state rate of 13.5%. Disability rates include difficulty with hearing, vision, cognitive difficulty, ambulatory difficulty, and difficulties with self-care or independent living. Disability rates were not distributed evenly among age groups, with the highest rates of disability (53%) for people 65 years and over.

In accordance with the Americans With Disabilities Act (ADA), McKinley County makes every effort to ensure that people with disabilities have an equal opportunity to benefit from emergency services including accessible emergency shelter and transportation.

McKinley County is one of only 3 county-level U.S. Census divisions of the United States where the language spoken at home is neither English nor Spanish. Of those speaking a language other than English at home, 28% speak English "less than very well." In McKinley County, non-English languages spoken at home are primarily Diné (Navajo) or Shiwí'ma (Zuni).

In 2013, McKinley County had nearly twice the rate per 100,000 of homeless people (254.6) compared to the state rate of 136.9 (New Mexico Coalition to End Homelessness, 2013).

The Agency for Toxic Substances and Disease Registry (ATSDR), a public health agency, has created a Social Vulnerability Index (SVI) to help emergency response planners identify and map the communities that will most likely need support before, during, and after a hazardous event. The SVI uses U.S. Census data on 15 social factors by census tract to measure the extent to which an area is socially vulnerable to natural disasters such as extreme weather events or disease outbreaks or human-caused events such as toxic chemical spills.

ATSDR has grouped the 15 social factors into a measure of overall vulnerability and four related themes: Socioeconomic Status, Household Composition/Disabilities, Race/Ethnicity/Language, and Housing/Transportation. According to ATSDR, McKinley County is ranked at the highest level for overall vulnerability and at very high levels in each of the four themed analyses. Maps illustrating these vulnerabilities are provided on the following pages.

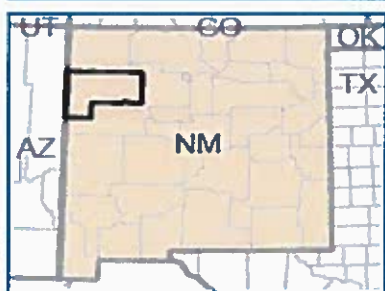
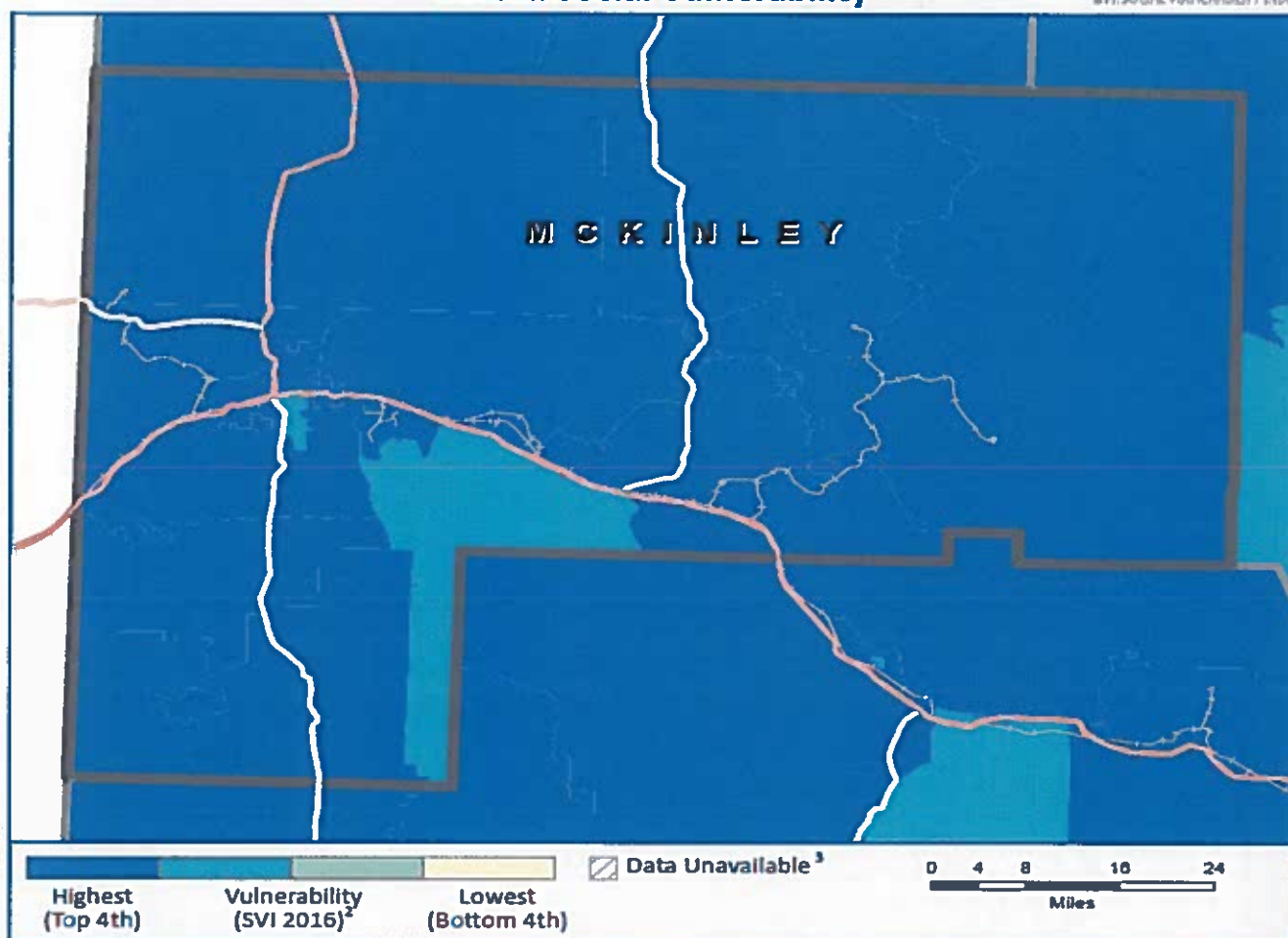
# CDC's Social Vulnerability Index 2016

McKinley County, New Mexico

PART 1



## Overall Social Vulnerability<sup>1</sup>



Social vulnerability refers to a community's capacity to prepare for and respond to the stress of hazardous events ranging from natural disasters, such as tornadoes or disease outbreaks, to human-caused threats, such as toxic chemical spills. The Social Vulnerability Index (SVI 2016)<sup>4</sup> County Map depicts the social vulnerability of communities, at census tract level, within a specified county. SVI 2016 groups fifteen

census-derived factors into four themes that summarize the extent to which the area is socially vulnerable to disaster. The factors include economic data as well as data regarding education, family characteristics, housing, language ability, ethnicity, and vehicle access. Overall Social Vulnerability combines all the variables to provide a comprehensive assessment.

MAP PRODUCED BY GRASP

Agency for Toxic Substances and Disease Registry  
Division of Toxicology and Human Health Sciences

FINAL - FOR EXTERNAL USE



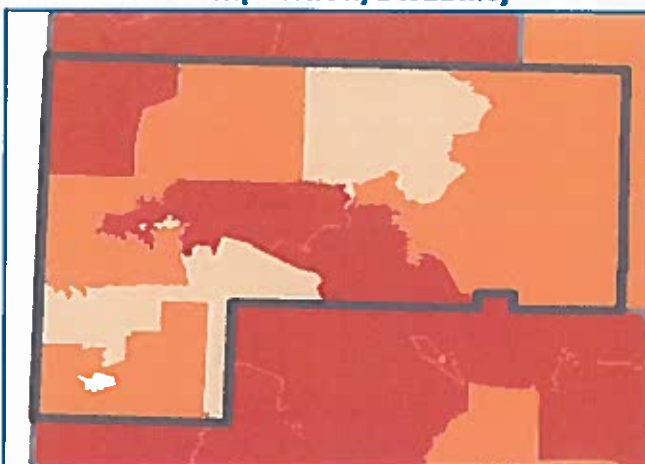
Figure 1: Social Vulnerability Part 1



## SVI Themes

Socioeconomic Status<sup>5</sup>

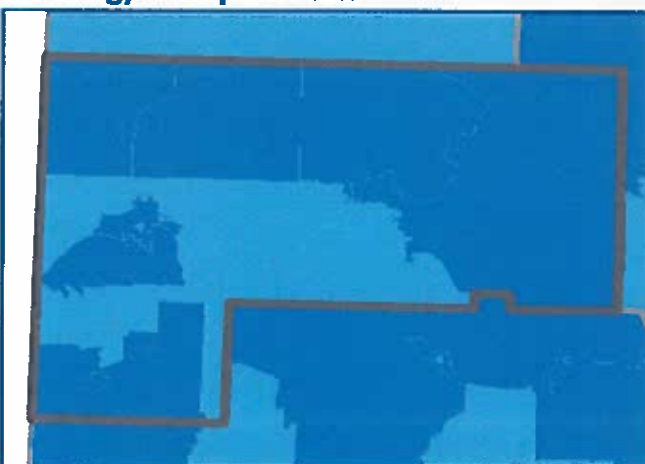
Highest (Top 4th) Vulnerability (SVI 2016)<sup>2</sup> Lowest (Bottom 4th)

Household Composition/Disability<sup>6</sup>

Highest (Top 4th) Vulnerability (SVI 2016)<sup>2</sup> Lowest (Bottom 4th)

Race/Ethnicity/Language<sup>7</sup>

Highest (Top 4th) Vulnerability (SVI 2016)<sup>2</sup> Lowest (Bottom 4th)

Housing/Transportation<sup>8</sup>

Highest (Top 4th) Vulnerability (SVI 2016)<sup>2</sup> Lowest (Bottom 4th)

Data Sources: <sup>1</sup>CDC/ATSDR/GRASP, U.S. Census Bureau, Esri® StreetMap™ Premium.

Notes: <sup>2</sup>Overall Social Vulnerability: All 15 variables. <sup>3</sup>Census tracts with 0 population. <sup>4</sup>The SVI combines percentile rankings of US Census American Community Survey (ACS) 2012-2016 variables, for the state, at the census tract level. <sup>5</sup>Socioeconomic Status: Poverty, Unemployed, Per Capita Income, No High School Diploma. <sup>6</sup>Household Composition/Disability: Aged 65 and Over, Aged 17 and Younger, Single-parent Household, Aged 5 and over with a Disability. <sup>7</sup>Race/Ethnicity/Language: Minority, English Language Ability. <sup>8</sup>Housing/Transportation: Multi-unit, Mobile Homes, Crowding, No Vehicle, Group Quarters.

Projection: New Mexico NAD 1983 UTM Zone 13N, CM shifted to -106.

References: Flanagan, B. E., et al., A Social Vulnerability Index for Disaster Management. *Journal of Homeland Security and Emergency Management*, 2011. 5(1).  
CDC's SVI web page: <http://svi.cdc.gov>.

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Figure 2: Social Vulnerability Part 2

#### **4. Land Status**

As the sole incorporated area of McKinley County, the City of Gallup accounts for only 15 of the county's 5,450 square miles. The remaining 5,435 square miles of land area are divided amongst Native American tribal lands and federal and other government and private land holdings, resulting in a complex, multi-jurisdictional planning context.

The Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), and the U.S. Department of Defense, Forest Service, National Park Service, and National Fish & Wildlife Service all play significant roles in land use. The State of New Mexico is a land-holder in the region. Deeded lands in private ownership account for less than 20% of the non-tribal unincorporated areas.

Land ownership patterns are further complicated by "checkerboarding" in areas where land ownership is parsed out in small square units divided between Indian reservation lands, national forest areas, and private ownership. The map on the following page illustrates the complexities of land status issues in the county.





## **5. Critical Facilities and Infrastructure**

The county's major health care facilities are clustered in Gallup and include a private 69-bed hospital, two outpatient clinics, behavioral health facility and an urgent care clinic operated by Rehoboth McKinley Christian Healthcare Services (RMCHS) and a 99-bed hospital and affiliated outpatient clinics that are operated by the Indian Health Service (IHS). The IHS hospital, Gallup Indian Medical Center (GIMC), is a Level 3 trauma center.

Gallup is home to 3 clinics and a school-based health center operated by Presbyterian Medical Services/Western New Mexico Medical Group (PMS), McKinley County's Federally Qualified Health Center (FQHC). There is also a Presbyterian Medical Services clinic in Thoreau.

The U.S. Veterans Administration operates an outpatient clinic in Gallup. There are two private skilled nursing facilities located in the city. U.S. Indian Health Service operates smaller rural hospitals in Crownpoint and Zuni and outpatient clinics in Pueblo Pintado, Tohatchi and Thoreau.

Gallup-McKinley County School District provides high schools, middle schools, and elementary schools located in communities throughout the county. Multiple Bureau of Indian Education, contract, and grant schools operate throughout the county as well as several charter and private schools.

Interstate 40 and commercial cross-continental railroad tracks traverse McKinley County from east to west and bisect Gallup. U.S. 491 is the primary north-south route linking the county to southwest Colorado. More than half of the county's rural roads are unpaved and unimproved and can become impassable due to difficult seasonal conditions such as rain, snow and mud. About 55 functionally obsolete bridges are one-lane structures that need to be replaced. Where bridges cross arroyos they are subject to being washed out due to flash flooding in heavy rains, especially during the summer monsoon season.

## **6. Hazard Analysis Summary**

The *McKinley County Multi-Jurisdictional Natural Hazard Mitigation Plan (HMP)* of October 2014, adopted by McKinley County with Resolution No. OCT-14-073, and the *McKinley County Threat and Hazard Identification and Risk Assessment (THIRA)* of 2017 are undergoing a comprehensive update process during the period 2018-2019.

The purpose of McKinley County's 2014 *HMP* is to reduce the county's vulnerability to all the identified hazards. The strategy recommends specific actions including details about the organizations responsible for carrying out the actions, their estimated cost, possible funding sources, and timelines for implementation. The mitigation actions of the plan target each of the identified hazards and include a public awareness component.

The purpose of the 2017 *THIRA* is to give the threats and hazards a detailed context, show how they may affect the community, establish core capability targets, and estimate the required resources per core capability to meet the capability targets. The MCOEM utilizes the findings of After Action Reports from discussion and operations-based exercises, real world events, and training to contribute to the assessment of areas of competence as well as areas of concern and gaps in preparedness.

During the update period, the 2018 *THIRA* provides an interim update to reflect an OEM analysis of current priorities and new findings related to threats and hazards the county faces. The new analysis builds upon the hazards identified in the 2014 *HMP* by a community-wide planning team as well as a review of the State of New Mexico's State Hazard Mitigation Plan, a historical review of emergency disaster declarations in the county, and a combination of local experience and expert judgment.

The updated list of threats and hazards was reviewed, considered, and endorsed by a wide variety of stakeholders who participate in the LEPC, including local government officials, first responder and emergency services organizations, education and healthcare providers, VOADs, and representatives of the business community with a special stake in effective emergency response.

Category	Threat/Hazard	Priority	Probability/Frequency
Natural	Severe Weather	1	High
Natural	Flash Flood	2	High
Natural	Wildland/Urban Interface Fire	3	High
Human Caused	Hazardous Materials Release	4	Medium
Natural/Human	Public Health Emergency	5	Medium
Natural	Drought	6	Medium
Human Caused	Terrorism	7	Low
Natural	Volcanic Activity	8	Low

Table 4: 2018 McKinley County Threats and Hazards

Severe weather in the form of extreme heat or cold, deep snow and blizzard conditions, hail, and high winds can threaten any part of the county. Flash floods are an extreme danger in rural areas but also can overwhelm urban flood control measures in the population centers. Forested areas, especially in the southern part of the county, are most likely to be affected by wildland fires.

Hazardous Materials Release largely affects major transportation routes such as the I-40 interstate highway and railroad tracks that run through the center of the county. Highway 491 is a major north-south commercial transport route from the oil fields in San Juan County on the northern border of the county. A public health emergency can strike at any time and can emerge in a remote rural area (Hantavirus) or in one of the more populated areas such as Gallup, Ramah and Zuni (flu).

Threats associated with drought conditions are more likely to affect the more rural areas, although the effects of drought can have a negative impact on the systems supplying water to the Gallup

urban center. Although terrorism can strike anywhere, the concentration of the population in Gallup makes it the most likely target for a terrorist attack calculated to do the most damage.

Mt. Taylor, located in Cibola County on the southern border of McKinley County, is one of the youngest of 75 volcanoes in New Mexico, and the possibility of an eruption has been ranked slightly higher than the rest of the state. The nearby McCarty lava flow is the youngest lava flow on the North American continent.

## **7. Wildfire Protection**

The *McKinley County Community Wildfire Protection Plan (CWPP)* underwent an update that was approved in 2018. The *CWPP* uses geospatial information and analysis combined with local expertise from natural resource professionals to develop a place-based plan to protect life, property, infrastructure and watershed. The plan identifies priorities and makes recommendations regarding hazardous wildland fuels, structural ignitability, fire response capacity, watershed protection, community education, and community capacity.

## **8. Emergency Response Resources**

McKinley County, like most counties in New Mexico, has limited resources and supplies that may need to be supplemented by other jurisdictions during an emergency.

Pursuant to the Intrastate Mutual Aid Act, the State of New Mexico Department of Homeland Security and Emergency Management (DHSEM) and every political subdivision of the state are automatically part of the Intrastate Mutual Aid System (IMAS). The Navajo Nation and Pueblo of Zuni currently are not IMAS participants, but can join by resolution at any time.

Under IMAS, member jurisdictions may request assistance from other member jurisdictions to prevent, mitigate, respond to, or recover from an emergency or disaster. Any resource (personnel, assets and equipment) of a member jurisdiction may be made available to another member jurisdiction if resources available at the local level are not sufficient during an emergency.

## **D. Planning Assumptions**

The assumptions underlying the EOP can be taken as facts that McKinley County relies on for successful implementation of an effective emergency management program. Emergency responders may rely on these assumptions in the process of implementing the EOP in response to emergencies and disasters. Any part of the Plan may need to be modified or utilized separately as required by the specific circumstances of the emergency situation.

In developing the EOP, McKinley County has placed the highest priority on realistic planning for what will work best at the local level, and has established aspirational goals for improvement based on best practices in emergency management as defined by FEMA's National Response Framework,

National Preparedness Goal, and other comprehensive FEMA program models and guidelines, the Emergency Management Accreditation Program (EMAP) Standard, and ASTM "Standard Guide for Emergency Operations Center (EOC) Development" and "Standard Guide for Emergency Operations Center (EOC) Management."

## **1. Overall Operational Priorities**

The policies, procedures and guidelines of the EOP all reflect McKinley County's overall operational priorities in order of importance. Whenever demands for emergency resources (personnel or equipment) conflict, the priorities below may be used as guidelines to determine which operational demand should take precedence:

### **Priority #1: Save Lives**

1. Save human lives
2. Treat the injured
3. Warn the public to avoid further casualties
4. Evacuate people from the areas affected by the emergency
5. Shelter and care for those evacuated
6. Save animals

### **Priority #2: Stabilize the Incident**

1. Stop and/or mitigate the threat or hazard
2. Provide for continuity of governmental operations

### **Priority #3: Protect Property and the Environment**

1. Save property from destruction
2. Take action to prevent further loss
3. Provide security for property, especially in evacuated areas

### **Priority #4: Restore the Community to a Sense of Normalcy**

1. Restore essential utilities
2. Restore community infrastructure (such as roads)
3. Help restore the economic basis of the community
4. Restore essential program functions

## **2. Planning Assumptions**

- o McKinley County will continue to be exposed to the hazards identified in the HMP as well as others which may develop in the future.
- o Emergencies and disasters may occur at any time suddenly with little warning or may develop gradually over a period of time, may involve single or multiple geographic areas, and may impact critical infrastructure across sectors.

- o It is likely that McKinley County has the local capability and resources to carry out an effective response and recover quickly most of the time, and first responders within local jurisdictions have the skills and equipment to respond to emergencies, save lives, and help people cope with emergencies.
- o Any significant emergency or disaster may overwhelm the capacity of a single agency or government to carry out the extensive emergency operations necessary to save lives and protect property.
- o When emergencies occur that will require multiple agency response, effective partnerships are critically important to the coordination that will enhance effectiveness and improve outcomes.
- o McKinley County's consistent efforts to provide training opportunities for all local responders and other personnel together with broad distribution of the EOP to all individuals who are responsible for emergency response and coordination will maximize the experience and expertise of responders and coordinators called to the Emergency Operations Center (EOC) during an emergency.
- o Proper implementation and execution of the EOP in conjunction with public awareness and education will reduce or prevent the loss of life and property.
- o Officials of each agency and jurisdiction in McKinley County are responsible for allocating their resources, personnel and equipment for emergency response.
- o Departments within McKinley County as well as outside agencies and jurisdictions will utilize their own current internal standard procedures and guidelines (SOP/SOGs), resource lists, and checklists in coordination with the McKinley County EOP for response to and recovery from major emergencies and disasters.
- o Each jurisdiction and response agency is responsible for ensuring that all responders and emergency management personnel are trained in the Incident Command System (ICS) and Emergency Operations Center (EOC) management.
- o The McKinley County Emergency Operations Center (EOC) is sufficiently organized and equipped to coordinate emergency resources required to support a prolonged, sustained incident management operation and related support activities.
- o It could be possible that a large-scale emergency or disaster may occur that will exhaust local jurisdiction resources and overwhelm local capabilities to the extent that outside regional, state or federal assistance may be needed.
- o Re-establishment of government essential functions and basic infrastructure such as utilities, transportation, and the economy will be critical to returning to normal conditions.



### III. Concept of Operations

McKinley County has adopted the National Incident Management System (NIMS) as the jurisdiction's basis for all incident management. NIMS is a comprehensive, nationwide systematic approach to incident management that includes a core set of standardized concepts and principles that are scalable and applicable for all incidents to ensure a common operating picture.

NIMS includes procedures for managing personnel, communications, facilities, and resources to facilitate an effective and efficient integrated capabilities-based approach to incident management in order to reduce the loss of life and property and harm to the environment.

#### A. Direction, Control and Coordination

McKinley County will use NIMS principles and organizational structures to manage the emergency response. The NIMS Incident Command System (ICS) is used to organize the emergency response at the scene of the incident. The NIMS Incident Support Model (ISM) is used to organize the emergency coordination in the Emergency Operations Center (EOC). An adaptation of the NIMS Departmental Structure (DS) is used to organize the response coordination in the Joint Department Operations Center (JDOC).

- o The Incident Command Post is the physical location that administers the on-scene tactical incident command and other major incident management functions and establishes Unified Command as needed;
- o The EOC is a separate physical and/or virtual location above the field level where the Emergency Manager and other trained personnel support the on-scene response by providing support and coordination and securing additional resources when needed;
- o The JDOC is a separate central location above the field level, but below the EOC level, where representatives of the McKinley County operational departments and other outside agencies, as needed, gather to coordinate resources, expertise, and working relationships during large scale/wide spread events or incidents.

The ICS management system on scene, the ISM support model in the EOC, and the DS model in the JDOC enable effective, efficient, incident management by integrating facilities, equipment, personnel, procedures and communications operating within NIMS standardized organizational structures.

#### 1. Policy Group

Policy Group members are the Chair of the McKinley County Board of Commissioners, the two (2) elected Commissioners, the County Manager, Deputy County Manager, and the County Attorney. In the course of an emergency response, the Policy Group may find it necessary to call

an emergency meeting of the McKinley County Commission. All Commission meetings involving a quorum of at least two Commissioners present in person or by telephone are conducted in accordance with the procedures of the New Mexico Open Meetings Act.

The Policy Group is convened on an emergency basis to deliberate on policy and legal issues that may arise in a complex, multi-agency response to an emergency or disaster. The Policy Group reconciles differing policies, procedures, and authorities among agencies to ensure horizontal integration of McKinley County's emergency response within the region. If necessary, the Policy Group establishes priorities for multiple incidents.

The Policy Group is responsible for a Declaration of Emergency or Declaration of Disaster when needed to support a request for state resources because estimated emergency needs will exhaust resources available locally and/or prearranged by MAA or other means. The Policy Group *does not* employ command authority by communicating directly with the field level response. It advises the EOC Director to ensure coordinated incident planning and operations occur through the EOC.

## **2. Emergency Manager (EM)**

McKinley County maintains operational readiness with a qualified, trained, authorized Emergency Manager or designee prepared to respond to emergencies around the clock including business hours, nights, weekends and holidays.

During the emergency, the EM serves as the Authorized Representative of the Chair of the County Commission. In this capacity, the EM or designee has the authority to activate the EOC and determine the level of activation. Upon activation, the EM or designee serves as EOC Director with the authority to set or change the EOC Activation Level, relocate the EOC, maintain communication with the Policy Group through direct contact with the County Manager, mobilize the Policy Group, deactivate the EOC upon achievement of the EOC objectives, and demobilize the Policy Group. The EOC Director is responsible ensuring that all positions in the EOC Incident Support Model (ISM) structure are filled and/or functions are performed in accordance with the designated EOC Activation Level. The EM or designee has the authority to deploy the Mobile Command Unit, a command asset vehicle with an equipment cache to establish communications capability at any suitable location.

## **B. Emergency Operations Center (EOC)**

The EOC is the primary location for coordination of situational information and resource assets such as personnel, equipment, and/or supplies during an emergency, disaster, threat or planned event. McKinley County maintains primary and backup EOC facilities capable of adequately supporting sustained response and recovery operations.



The purpose of the EOC is to coordinate and support field level critical incident objectives and on-scene incident management operations and activities during an emergency, disaster, threat, or planned event. The EOC does not command or control on-scene response efforts, but does carry out the coordination functions through:

1. Collecting, evaluating and disseminating information;
2. Analyzing jurisdictional impacts and setting priority actions; and
3. Managing requests from Incident Command and/or the Joint Departmental Operations Center (JDOC) for procurement and utilization of resources.

The decisions made through the EOC are designed to offer general guidance on priorities. Information is disseminated through the EOC Director. Tactical decisions are coordinated by field response personnel. The EOC serves as a link between the Policy Group and the field personnel coordinating the execution of incident/event objectives.

The EOC is a key system element that provides support and coordination for:

- o Incident Command and the on-scene response team;
- o Unified Command where there are incidents involving multiple jurisdictions and/or agencies;
- o Area Command for complex situations involving multiple incidents handled individually by separate ICS organizations; and
- o Multi-Agency Coordination System (MACS) to support expanding large-scale emergencies or disasters when resource needs exceed local and/or regional capabilities.

There are three levels of activation of the McKinley County Emergency Operations Center (EOC):

Activation Level	Description
<b>3</b> Normal Operations/ Steady State	Activities that are normal for the EOC when no incident or specific risk or hazard has been identified
<b>2</b> Enhanced Steady-State/ Partial Activation	Certain EOC team members/ organizations are activated to monitor a credible threat, risk or hazard and/or to support the response to a new and potentially evolving incident
<b>1</b> Full Activation	EOC team is activated, including personnel from all assisting agencies, to support the response to a major incident or credible threat

Table 5: EOC Activation Levels

The EOC Activation Level can increase and decrease during an incident depending upon changes in circumstances. The EOC Director notifies the Policy Group if and when the EOC is activated/deactivated, changes levels, or has identified a need to request assistance from the State of New Mexico.

### C. Joint Department Operations Center (JDOC)

The JDOC serves as a central location where McKinley County can coordinate resources at a departmental level. The primary purpose of the JDOC is to facilitate resource prioritization and tracking for events or incidents such as winter storm, flooding, wildfire, public health emergency, prolonged incidents, or simultaneous multiple moderate to major incidents throughout the county. This not only includes active major incidents, but also ensuring that day to day operations are covered with sufficient staffing and resources while other incidents are expected or ongoing.

The JDOC is staffed with representatives of the McKinley County Sheriff's Office (MCSO), Roads Department, Fire Department, and Emergency Medical Services along with other outside agencies as needed. A Tactical Dispatcher serves as the link between the JDOC and MCMDA. Situational Awareness and Resource Tracking staff assist the department and agency representatives to log information and create a common operating picture in coordination with EOC staff.

The JDOC does not replace Incident/Unified Command established at the scene, but it could be considered as a form of Area Command when needed.

The JDOC takes requests for resources and situational awareness information from the Incident/Unified Command and prioritizes and vets the requests and information.

Resource requests may be sent on to where they can best be fulfilled, typically either through the Tactical Dispatcher to MCMDA or to the EOC for non-routine requests for resources not available through normal sources. Information gathered from the field will be entered into common operating picture maps and logs or sent to the Situational Awareness Section in the EOC to enter into the common operating picture.

### D. Sequence and Scope of Emergency Response

When responding to and managing emergencies or disasters, McKinley County will use a graduated response strategy in proportion to the scope and severity of an emergency or disaster. As the potential severity of the incident increases or the demand on local resources grows, the emergency response and coordination activities will expand to meet the increasing demands.

## **1. Normal Operations**

During normal operations, the MCOEM maintains broad situational awareness of threats and hazards that have the potential to create a need for emergency response. A smart board in the Emergency Manager's office is synchronized with the MCMDA AEGIS CAD system and displays real-time data tracking all incidents. MCOEM staff receive continual email alerts around the clock from New Mexico Dept. of Homeland Security and the New Mexico State Emergency Operations Center (EOC) as well as from the McKinley County CodeRED alert system. During working hours, televisions and radios in the MCOEM office are tuned to weather and news channels for monitoring of hazardous conditions in the service area that may require a response.

Activities during normal operations also include planning, training and exercising, low level operations, and coordination of facility and equipment maintenance.

## **2. Initiating Incident**

Staff at the McKinley County Metro Dispatch Authority (MCMDA) normally are the first people to be notified of an event or the threat of an event. The tele-communicators are responsible for obtaining all the required information about the nature of the emergency or hazardous material situation. MCMDA notifies the appropriate response agency according to internal protocols and procedures. In many cases, the appropriate response agency (such as law enforcement, fire, or EMS) is able to handle the emergency without notifying the MCOEM that activation of the Emergency Operations Center may be advisable, and MCOEM is not routinely notified of all incidents.

## **3. Hazardous Materials Response**

The McKinley County *Hazardous Materials Emergency Response (HMER) Plan* (EOP Annex J) is in accordance with the *New Mexico Hazardous Materials Emergency Response (HMER) Plan* and state statutes (2011 NMSA, Article 12, Hazardous Materials Emergency Response Act, 12-12-1 through 12-12-30). The McKinley County HMER Plan is intended to provide for a coordinated local response to actual or potential oil and hazardous materials releases or spills that threaten public or emergency worker safety or pose a threat to the environment.

The purpose of the McKinley County HMER Plan is to establish guidelines for an integrated local response with clear, defined roles for city, county, and state resources. The Plan identifies agencies responsible for responding to a hazardous materials incident, outlines general responsibilities, and defines the actions that each agency will take to provide the most effective possible response.

The HMER Plan addresses guidelines for determining when local governments may manage a hazardous materials emergency within their jurisdiction and capabilities and when a state response and additional resources may be required.

#### **4. Local First Response**

The McKinley County Sheriff's Office, Fire Department and Emergency Medical Service are responsible for first response. Initially, an incident will be managed by law enforcement, firefighting and/or emergency medical responders. The first arriving unit First Responder to arrive on-scene takes command and assumes role of Incident Commander, and may subsequently transfer command to a responder arriving on-scene with more relevant experience and/or expertise.

The Incident Commander uses ICS principles to formulate and implement an initial Incident Action Plan with the following elements:

- o defines desired end state;
- o defines mission, goals and objectives;
- o determines if a request for additional resources will be needed;
- o establishes initial operational period to achieve incident stabilization determined by achievement of initial objectives.

#### **5. EOC Activation and Deactivation**

The Incident Commander may request for the EOC to be activated by notifying MCMDA and/or the Emergency Manager. Any McKinley County Department Head can request for an EOC activation to support an incident they are handling. The EOC Director notifies the Policy Group of the decision to activate the EOC and sets the initial Activation level. The EOC Director continues to keep the Policy Group informed of any changes in the EOC Activation Level. The EOC Director is authorized to mobilize the Policy Group if and when there is a need to declare an emergency or disaster, resolve policy issues, or set priorities for multiple incidents.

The EOC Director is authorized to deactivate the EOC or lower the Activation Level when events or the state of support of an incident have decreased. All resource demobilization responsibilities will be completed or transferred to the EM prior to deactivation.

Activation and deactivation of the EOC may occur with or without activation of the JDOC.

#### **6. JDOC Activation and Deactivation**

The JDOC may be activated independently as a stand-alone facility for one or more department's operations or can be utilized in conjunction with an EOC activation. A Department Head can activate the JDOC by making a request to the Emergency Manager and/or Fire Chief. The level of JDOC staffing will be determined based on the scope of the request. The Emergency Manager or designee will make the initial notification to county management that the JDOC is being activated. If the activation is independent from an EOC activation, the JDOC Director can communicate directly with county management during the activation, while keeping the Emergency Manager informed. If the JDOC and EOC are both activated the JDOC will communicate any information for the Policy Group through the EOC Director.

The JDOC can be deactivated at any time when it is deemed appropriate by the JDOC Director, Emergency Manager, and/or EOC Director.

## **E. Communications and Warning**

The McKinley County Communications and Warning system addresses multiple targets including the public, responders, emergency personnel and additional stakeholders. The continuum of functions comprising the system encompasses notifications to key decision makers and emergency responders, mobilization of EOC and Policy Group personnel, and alerts and warnings to the public to communicate timely, accurate and accessible information on an incident's cause, size and current situation.

The system utilizes two-way radio communications, telephone landlines and cell phones, the CodeRED internet-based alert system, social media accounts, public service announcements on local commercial radio stations, Amateur Radio Emergency Services (ARES), and formal activation of the Integrated Public Alerts & Warning (IPAWS) and the New Mexico Emergency Alert System (EAS) to ensure system redundancy in case of failure in the primary system(s).

Tactical interoperable communications are implemented by means of hand-held radios, mobile units in responder vehicles, and base stations in public safety office facilities. McKinley County frequencies are shared by the Sheriff, MCOEM, MCMDA, County Fire Department and Emergency Medical Services. McKinley County ensures interoperability with a Tactical Interoperable Communications Plan (TICP) located in Annex B.

The MCOEM Public Education and Information system uses a variety of methods to disseminate routine information to inform and educate members of the public. An annual multi-media campaign supports preparedness, and social media accounts are used to disseminate to the citizens a variety of kinds of routine information such as notices of meetings and events, announcements of training activities, general informational updates, public relations materials, and preparedness messages to supplement the MCOEM media campaign.

## **F. Continuity**

Continuity in the vital Emergency Management functions is essential to ensure an effective response during an emergency or disaster situation. The Chair of the County Commission delegates to the Emergency Manager the following authorities:

- o Activate the EOC;
- o Determine the Activation Level;
- o Change the Activation Level;
- o Relocate the EOC;
- o Maintain communication with the Policy Group through direct contact with the County Manager;

- o Mobilize the Policy Group;
- o Deactivate the EOC; and
- o Demobilize the Policy Group.

Lines of succession within MCOEM are as follows:

- o Emergency Manager
- o Emergency Management Coordinator
- o Fire Chief
- o Deputy County Manager

This MCOEM policy on lines of succession is updated any time there is a change of personnel in any of the designated positions.

## G. Recovery

The purpose of Recovery is to restore the county to a sense of normalcy. Recovery operations likely will be implemented prior to EOC deactivation as certain EOC functions will be needed in the recovery phase, and recovery may begin before all of the emergency functions are completed.

The Emergency Manager coordinates the recovery phase. Recovery activities begin with an assessment of the effects of the event to determine the severity and extent of injuries and damage to key facilities, structures and systems.

The Emergency Manager works with the Policy Group as needed to establish priorities. The EM defines needed resources and develops and implements a course of action to restore and revitalize the socioeconomic and physical structure of the community.

Restoration may require rebuilding infrastructure systems, providing adequate interim and long-term housing for survivors, restoring health, social and community services, promoting economic development, and restoring natural and cultural resources.

The recovery phase may take years. The process may require restoration of essential utilities, community infrastructure, and the economic basis of the county. Recovery may be considered completed when all damaged public facilities, transportation networks and services are restored.

## IV. Organization and Assignment of Responsibilities

McKinley County relies on the National Incident Management System (NIMS), 2017, as the option for organizing the emergency management program as well as the operational organization to respond to emergency situations. NIMS is a comprehensive, nationwide approach to incident management based on the premise that utilization of a common framework will give emergency management and response personnel a flexible, scalable system that can be used to manage all types

of incidents. Because NIMS provides a set of standard operational structures, it allows disparate organizations and agencies to work together in a coordinated manner.

## A. Preparedness

All McKinley County employees share the responsibility for preparedness. Employees are required to take basic Incident Command System (ICS) classes provided online by the Federal Emergency Management Agency (FEMA). Within the McKinley County Emergency Management Program, the Preparedness function encompasses the Mission Areas of Prevention, Protection, Mitigation as well as a variety of Planning activities.

### 1. Prevention

Prevention focuses on avoiding, preventing or stopping imminent threats or actual acts of terrorism including cyber-terrorism and cyber threats. In addition to maintaining broad situational awareness, McKinley County relies on the FBI, the New Mexico Dept. of Homeland Security and Emergency Management, New Mexico All Source Intelligence Center (NMASIC) and the New Mexico State Emergency Operations Center (EOC) for Detection and Monitoring to identify threats and relay National Terrorism Advisory System (NTAS) Imminent Threat Alerts from the U.S. Government and other warnings of a credible, specific and impending threat involving New Mexico or McKinley County.

Terrorism alerts and warnings from the FBI or NMDHSEM would be conveyed primarily to local law enforcement agencies. Supporting agencies that may provide additional Detection and Monitoring capabilities include the McKinley County Metro Dispatch Agency (MCMDA), the County and Gallup Fire Departments, and the two local hospitals, Rehoboth McKinley Christian Healthcare Services (RMCHCS) and Gallup Indian Medical Center (GIMC), a U.S. Indian Health Service hospital.

For Detection and Monitoring of potential and imminent Bioterrorism threats and issuance of related alerts and warnings, McKinley County relies on the New Mexico Dept. of Health and the Centers for Disease Control (CDC) Health Alert Networks (HAN).

### 2. Protection

MCOEM shares with partners City of Gallup, Pueblo of Zuni, and Navajo Nation Office of Emergency Management the primary responsibility for ensuring that the county as a whole has in place the capabilities necessary to secure the homeland against acts of terrorism and human-caused or natural disasters. The *McKinley County Threat and Hazard Identification and Risk Assessment Guide (THIRA)*, 2018, establishes capability targets and resource requirements for use as a planning guide to ensure the county has essential capabilities in place to protect the county against identified natural and human-caused threats and hazards. The THIRA of 2018 identifies eight potential hazards

with the highest probability of affecting McKinley County: severe weather, flash flood, wildland/urban interface fire, hazardous materials release, public health emergency, drought, terrorism, and volcanic activity.

McKinley County has limited ability to respond to global biohazard threats based on information received through the NMDOH HAN or CDC's HAN.

The updated *McKinley County Community Wildfire Protection Plan (CWPP)* was adopted by the Board of Commissioners in 2018. The CWPP provides risk analysis and community information for wildfire prevention, preparedness and planning across McKinley County regardless of the origin of the incident. The completion of the CWPP Update complies with requirements of the Healthy Forest Restoration Act (HFRA) and enables the county to apply for funding to reduce hazardous fuels in the dry and drought-stricken forested rural areas within the jurisdiction. The McKinley County Fire Chief is responsible for maintaining and updating the CWPP as needed to stay current with conditions in forested areas affected by drought and climate change.

### **3. Mitigation**

The McKinley County *Multi-Jurisdictional Natural Hazard Mitigation Plan (HMP)*, of 2014, will undergo an update process during 2019. The County has primary responsibility for implementing the hazard mitigation plans and implementation strategy for the non-tribal unincorporated areas of the county.

Vulnerable populations most at risk from the identified hazards include people with disabilities of all kinds, especially people over 65 with disabilities. Language barriers and a lack of telephone service in sparsely populated rural areas challenge communication strategies and alert and warning systems.

Wildfire, Flood, Severe Weather and Drought all are affected and exacerbated by the effects of climate change. Severe and sustained drought places stress on water sources. For instance, the Bluewater reservoir was at only 5% of capacity in March 2016 and as of October 2018 is estimated at 8.6% of capacity. Although local conditions may vary, other impacts of climate change on New Mexico are increased heat, changes to rain and snowpack, insect outbreaks, more wildfires, wind events, and dust storms.

People living in forested areas of McKinley County are in particular danger of wildfire due to the drought conditions. The Rio Puerco flows through the county. Although currently largely dry, the river has a defined flood plain that affects large sections of Gallup. A rail line runs through the county and through the center of Gallup, and trains carrying passengers and freight increase the risk of derailment and release of hazardous materials.



#### 4. Planning

The MCOEM has primary responsibility for coordinating the Preparedness Cycle that begins with planning and continues through organizing, training, equipping, exercising, evaluating, and taking corrective actions leading back to planning. McKinley County utilizes After Action Reports (AARs) to evaluate and revise the training and exercise program annually to identify trends, issues and key outcomes from all exercises conducted as part of the exercise program. Some responsibility for implementing aspects of the Preparedness Cycle is shared with the Local Emergency Planning Committee (LEPC) and agency participants in the exercise and training program.

#### B. Communications and Information Management

The McKinley County Metro Dispatch Authority (MCMDA) has primary responsibility for Alert and Notification as well as Warning of hazards and threats. The county uses CodeRED, an internet-based notification system, for both routine and emergency public information.

The MCOEM provides support to implement the Communication and Warning System utilizing a variety of media including local radio and TV stations and social media accounts. The Sheriff, Fire Chief, Gallup McKinley County Schools, New Mexico State Police, San Juan County Dispatch Center, Cibola County and McKinley County Amateur Radio Emergency Service (ARES) provide additional support in disseminating alerts, notifications and warnings. The MCOEM also maintains a public education program and provides an annual media campaign, as budgets allow, to inform and educate members of the public.

The credentialed Communications Unit Leader (Com-L) has primary responsibility for tactical Communications with support from ARES. The McKinley County *Tactical Interoperable Communications Plan (TICP)* in Annex B documents interoperable communications resources available within McKinley County.

The Communications Work Group of representatives convenes informally to provide overall planning and problem solving for McKinley County's communications for public safety agencies.

#### C. Resource Management

The "Assignment of Responsibilities Table" shown below is organized by key management functions and captures the specific people, departments and agencies with primary and supporting organizational roles and responsibilities for the major functions in Preparedness, Response, and Recovery.

Area of Responsibility	Primary	Supporting
Preparedness	MCOEM	Sheriff, Fire Chief, LEPC
NIMS Compliance	MCOEM Coordinator	Emergency Manager
Public Education and Information	Emergency Manager	MCMDA, Sheriff
Resource Management, Preparedness	MCOEM Coordinator	Procurement Dept., Finance Dept., NMDHSEM
Watches and Warnings	MCMDA	NMDHSEM, Dept. of Health, National Weather Service
Law Enforcement	Sheriff	NM State Police
Terrorism Response	Sheriff	NM State Police, NMDHSEM, FBI
Fire/Emergency Medical Services	Fire and EMS Chief	21 Volunteer Fire Stations
Rescue (all forms)	Fire and EMS Chief	MCSAR
Haz-Mat Response	Gallup Fire Dept.	State Police ERO, LEPC
Tactical Communications	Com-L, MCMDA	ARES
Maintain IT Infrastructure	IT Dept. Head	County Manager
Public Information (PIO)	County PIO	Sheriff, Fire Chief, EM
Direction, Control and Coordination	Incident Commander or Unified Command	EOC Director, Policy Group
Dispute Resolution, Jurisdiction Issues	County Attorney	Policy Group, GIS
Activate and Manage EOC	Emergency Manager	MCOEM Staff
Resource Management, Response/Recovery	EOC Resources Support Section	Procurement Dept., Finance Dept., NMDHSEM
Information Management	EOC Situational Awareness Unit and PIO	Sheriff, Fire Chief, State ERO
Emergency Staffing Pool Assignments (all county employees not otherwise assigned)	EOC Director	EOC Resource Support Section
Safety, Workmen's Comp	Risk Manager	County Manager
Public Works (Damage Assessment, Debris Management)	Roads Superintendent	GIS, County Contract Engineer & Construction Contractor, Assessor's Office
Transportation (Safe Routes, Road Closures, Transport Vehicles)	EOC Director	Roads Dept., Sheriff, State Police, GIS, Facilities Management Dept.
Health and Medical (Mass Care)	EOC Director	NM DOH Public Health Office, RMCH, GIMC
Fatality Management and Mortuary Services	EOC Director	Cope and Rollie Mortuaries, NM Office of Medical Investigator (OMI)
Population Management (Corrections)	Adult Detention Center Director	EOC Director
Continuity of Government (COG)	County Manager	Policy Group
Recovery Plan	MCOEM	Whole Community Stakeholders as appropriate

*Table 6: Assignment of Responsibility*

## **1. Preparedness**

McKinley County utilizes the full range of available resources in planning for program staffing and other program support requirements. MCOEM is responsible for obtaining resources to support all Emergency Management functions.

The Sheriff, Fire Chief, and Roads Department Superintendent are responsible for managing their separate inventories of equipment and supplies and keeping MCOEM supplied with resource lists that are updated annually. This allows the EOC and JDOC to know what local resources might be available during an emergency or disaster.

## **2. Response**

An effective response requires a variety of resources including personnel, equipment, supplies and facilities. During an incident, the Emergency Manager or EOC Director has primary responsibility for Resource Management and Logistics, including identifying resource requirements and ensuring that resources are acquired, deployed and tracked during the emergency response.

During demobilization, MCOEM has primary responsibility for ensuring resources are returned to the original location and status. During recovery, MCOEM has primary responsibility to coordinate with public and private partners for Critical Infrastructure and Key Resource Restoration. The Roads Dept. has supporting responsibility for restoration of Critical Infrastructure and Key Resources.

## **D. Command and Coordination**

In NIMS, command and coordination encompasses the Incident Command System, Incident Support Model, Multi-Agency Coordination Systems, and Public Information.

### **1. Public Information Officer (PIO)**

The County appoints and trains a designated Public Information Officer (PIO) to provide reliable emergency public information. The County Commission Chair, Emergency Manager, Sheriff, Fire Chief and Roads Department Superintendent share responsibility for providing reliable Emergency Public Information. Gallup Fire, Gallup Police, NMDHSEM, and NM State Police share supporting responsibilities for providing emergency public information.

PIOs appointed by the primary and support agencies may come together to form a Joint Information System (JIS) and establish a Joint Information Center (JIC).

## **E. Ongoing Management and Maintenance**

### **1. NIMS Compliance**

With the formal adoption of NIMS as the system to govern the response to emergency and disaster incidents in McKinley County, the County Commissioners mandated that all county employees complete a minimum level of ICS training according to their potential response level. MCOEM maintains spreadsheets for each department to document completion of the required courses.

### **2. Supporting Technologies**

McKinley County utilizes radio and telephone systems to support tactical communications. Social Media such as Facebook are integrated into the county's public warning and notification systems along with CodeRED, an internet-based messaging system that serves as a key warning technology as well as a conduit for routine non-emergency communications.

The Emergency Manager uses social media to monitor and gather information about incident impacts to support situational awareness as well as tailoring the distribution of emergency public information and warnings to intended audiences. Standardized protocols help ensure the accuracy and validity of messages disseminated through these new technologies.

MCMDA's GIS unit provides comprehensive mapping capabilities to support emergency response support in the EOC. The City of Gallup Fire Department utilizes a software package, the Computer Aided Management of Emergency Operations (CAMEO), in order to plot isolation zones around spills or accidents involving hazardous materials.

## **V. Direction, Control and Coordination**

Direction, control and coordination are the core functions of the emergency response plan. A flexible and phased approach is used throughout the response to ensure that needed resources and effective staffing are in place to accomplish the operational objectives. In McKinley County, the National Incident Management System (NIMS), the Incident Command System (ICS), and the Incident Support Model (ISM) provide the framework for all direction, control and coordination activities.

### **A. Direction and Control**

#### **1. Incident Command System (ICS)**

During a response to an emergency situation, Incident Command has tactical and operational control of response assets and is responsible for overall management of the incident. The Incident Commander establishes operational level objectives, organizes a staging area and is responsible for assignment of volunteer personnel. Command functions include executing tactical operations to

implement policy, strategies and missions. The Incident Commander monitors and adjusts tactical operations as necessary.

ICS is a standardized, on-scene, all-hazards management approach that enables a coordinated response and common processes for planning and managing resources. The ICS structure includes command staff positions for Public Information, Safety, and Liaison, as well as general staff positions for section chiefs overseeing Operations, Planning, Logistics and Finance/Administration.

## **2. Unified Command System (UCS)**

In situations involving more than one jurisdiction or more than one agency within a single jurisdiction, the Unified Command typically defaults to the nature of the event. Functions of the Unified Command include directing incident activities, developing and implementing field-level objectives and strategies, and approving the ordering and releasing of resources.

At field level, Unified Command is a structure that brings together commanders of all major organizations involved in the incident in order to coordinate an effective response while at the same time carrying out their own jurisdictional responsibilities. The Unified Command System links the organizations responding to the incident and provides a forum for these entities to make consensus decisions.

Under UCS, the various jurisdictions and/or agencies and non-government responders may blend together throughout the operation to develop common strategy without relinquishing any agency's authority. Members of Unified Command work together to develop a common set of incident objectives and strategies, share information, maximize the use of available resources, and enhance the efficiency of the individual response organizations.

## **3. Area Command**

Area Command is an organization that oversees the management of multiple incidents handled individually by separate incident command organizations or very large or evolving incidents engaging multiple incident management teams. Area Command oversees and coordinates management of the incident(s).

## **B. Coordination**

Responsibility for coordination of incident logistics and resources rests with the Policy Group and the Emergency Manager. Planning for a flexible response is based on the likelihood and severity of the risk. In McKinley County, the *Threat and Hazard Identification and Risk Assessment (THIRA)*, 2018, identifies eight potential hazards with the highest probability of affecting McKinley County:

- o Severe Weather
- o Flash Flood
- o Wildland/Urban Interface Fire

- o Hazardous Materials Release
- o Public Health Emergency
- o Drought
- o Terrorism
- o Volcanic Activities

## **1. Policy Group**

Policy Group members are the Chair of the McKinley County Board of Commissioners, the two (2) elected Commissioners, the County Manager, Deputy County Manager, and County Attorney. When mobilized by the Emergency Manager, the primary functions of the Policy Group in emergencies are to make policy decisions and proclaim local emergencies and disasters as needed. The Policy Group does not govern the response at field level or make tactical decisions.

Although the McKinley County Board of Commissioners avoids emergency meetings whenever possible, in the course of an emergency response, circumstances may arise which demand immediate action by the Board of Commissioners; i.e., unforeseen circumstances that, if not addressed immediately by the Board of Commissioners, will likely result in injury or damage to persons or property or substantial financial loss to the County.

Emergency Policy Group meetings involving a quorum of at least two of the County Commissioners present in person or by telephone are conducted in accordance with the procedures of the New Mexico Open Meetings Act (NMSA 1978, Sections 10-15-1 to 10-15-4) applies. A table outlining the authorities of the Policy Group and other local officials is provided below.

	Policy Group	Emergency Manager	Sheriff	Fire and EMS Officer In Charge	State ERO
Provide for coordination with other jurisdictions (12-10-2(D) NMSA 1978)	X	X			
Resolve policy and/or legal issues; Reconcile differing authorities among agencies	X				
Make appropriations to pay expenses of emergency management (12-10-7 NMSA 1978)	X				
Declare Emergency or Disaster	X				
Activate Integrated Public Alert & Warning System/Emergency Alert System (IPAWS/EAS)	X	X			
Request Evacuation or Shelter in Place	X		X	X	
Carry out Emergency Operations Plan (EOP) (12-10-5 NMSA 1978)		X			
Establish priorities for multiple incidents		X			
Request resources and accept aid from other jurisdictions and/or private sector (12-10-7 NMSA 1978)		X			
Coordinate Resources		X	X	X	
Activate/Deactivate/Relocate EOC; Determine/change EOC Activation Level (Delegation Letter)		X			
Mobilize/Demobilize Policy Group (Delegation Letter)		X			
Serve as Emergency Operations Center (EOC) Director; Implement organizational structure in the EOC (Delegation Letter)		X			
Provide First Response to Emergency Incident; Establish & maintain Incident Command			X	X	
Respond to & Manage Hazardous Materials Incident (Hazardous Materials Emergency Response Act 12-12-17 through 12-12-30 NMSA 1978)					X

*Table 7: Authorities of Local Officials During an Emergency*

## 2. Emergency Operations Center

The EOC is the primary location for coordination of situational information and assets during an emergency, disaster, threat, or planned event. When the EOC is activated during a response to an emergency situation, the EOC provides coordination and support to Command post(s). The

functions of the McKinley County EOC center on coordination, while command and control are managed at the scene of the emergency.

The purpose of the EOC is to support the Incident Commander, Unified Command, or Area Command during emergencies by providing a common operating picture, managing resource support, and establishing strategic objectives as necessary. The EOC is also responsible for coordination and liaison with local, regional, private and/or other response and recovery assets.

The functions of the EOC are to facilitate the overall coordination of emergency activities, coordinate with other agencies and jurisdictions, coordinate mutual aid, establish priorities, collect, evaluate and disseminate damage information and emergency public information, and implement policy as needed.

### **3. Level 2 Partial Activation of EOC**

Partial Activation usually means a short-term activation involving one shift per day and does not typically include extended hours. Partial activation may be sufficient for small single-site events or monitoring potential events. Depending on the nature of the event, a partial activation may be adequate for large incidents involving more than one agency and/or site and access to resource support. Staffing is based on the Incident Support Model (ISM).

In a Partial Activation, activities may include situation analysis, alerts and notifications, resource coordination, financial tracking, public information, and other emergency functions. A large scale scheduled event or a major conference or sporting event may trigger a Partial Activation of the EOC to facilitate event coordination.

### **4. Level 1 Full Activation of EOC**

In a Full Activation, the EOC is fully staffed at all Incident Support Model positions, and Full Activation is appropriate for longer term or 24/7 operations or any incident involving the coordinated response of all levels of government, multiple outside agencies, and the full range of emergency services functions to save lives and protect property.

Examples of triggers that may suggest Full Activation of the EOC include but are not limited to a major event involving multiple sites, a regional disaster with multiple agencies involved, a hazardous materials leak prompting large scale evacuations, a large wildfire or wildland/urban interface fire, major or extensive flooding, or any event requiring widespread evacuations, especially a mass evacuation and sheltering operation.

### **5. Joint Department Operations Center (JDOC)**

The JDOC serves as a central location for McKinley County Operational Departments and other outside agencies as needed to coordinate resources at a department level. The JDOC receives requests for resources and situational awareness information from the Incident/Unified Command



post(s) and prioritizes and vets the requests and information. If the request is for a county or routine mutual aid resource, then the JDOC will send it to MCMDA through the Tactical Dispatcher with the JDOC's recommendation on what resource is needed and where to obtain it. If the request is not routine, the JDOC will send it to the EOC to find and obtain the resource through emergency management avenues.

Information gathered from the field may be entered into common operating picture maps and logs or sent over to the Situational Awareness Section in the EOC to enter into the common operating picture.

The JDOC is not any form of Incident/Unified Command. It could be considered Area Command, but never Incident/Unified Command. The JDOC does not replace or supersede the EOC.

## **6. Multi-Jurisdictional Coordination**

When an incident requires response from multiple emergency management and response agencies or for complex incidents with national implications, effective cross-jurisdictional coordination using common processes and systems is critical. NIMS provides flexible standardized core mechanisms for coordinated and collaborative incident management for incidents where additional resources are required whether the resources are provided from different organizations within a single jurisdiction or from outside the jurisdiction.

The Emergency Operations Center (EOC) serves as a Multi-Agency Coordination System (MACS) where information management and resource support can be coordinated across agencies and jurisdictions involved in the response. The MACS supports expanding large-scale emergencies or disasters.

## **C. Horizontal and Vertical Integration**

Horizontal integration takes place within the county government structure including Fire/EMS, Sheriff, and Roads. Departments within McKinley County maintain their own Standard Operating Procedures and Guidelines (SOP/SOGs).

The McKinley County Emergency Operations Plan (EOP) was developed through the McKinley County Office of Emergency Management with the cooperation and assistance of law enforcement, fire, health care professionals, volunteer organizations, City of Gallup departments, the McKinley County Local Emergency Planning Committee (LEPC), and neighboring communities.

In an emergency requiring a complex, multi-agency response, the McKinley County Policy Group reconciles differing policies, procedures, and authorities among agencies to ensure horizontal integration of the county's emergency response within the region.

Vertical integration takes place with other jurisdictions in the region and state. MCOEM has structured the *All-Hazard Emergency Operations Plan* (EOP) in accordance with CPG 101 to ensure vertical integration with emergency operations plans developed in accordance with CPG 101 at

regional and state levels. The New Mexico State *Emergency Operations Plan* was utilized as a reference in the development of this plan to enhance vertical integration, and the plan also was developed with reference to the Navajo Nation Office of Emergency Management.

Through the New Mexico Department of Homeland Security as well as local resources, McKinley County provides onsite classroom training sessions on all aspects of the National Incident Management System (NIMS), the Incident Command System (ICS), and the Incident Support Model (ISM) to ensure consistent vertical integration with current policies and priorities at the federal level.

## VI. Information Collection, Analysis, and Dissemination

Information is the life blood of emergency response. Information management is a continual process of collecting and gathering, collating and evaluating, analyzing, synthesizing, and disseminating information. From the first 911 call through the incident response to the recovery phase, the system functions best when the right information gets to the right people at the right time to support the most effective possible decision-making at every level.

The purpose of information planning is to collect, analyze and disseminate critical information to facilitate the overall emergency operations. The principal goals of the information management plan are to ensure accessibility and interoperability of information sharing throughout the response system. A key goal is to enable the integration of many operational assets as the demands of a response operation increase to better allocate resources across the overall response.

During the course of an incident, information fulfills a variety of diverse functions:

- o establish and maintain collective situational awareness and a common operating picture;
- o aid in developing the incident action plan and coordination with all partners to develop integrated operational plans;
- o match available services and resources to identified needs;
- o determine need for additional resources;
- o reduce confusion and duplicative resource requests;
- o analyze risk and identify safety issues;
- o ensure accurate and timely information is available to support the release of credible public information;
- o assist in the determination of incident costs.

### A. Information Collection

Different kinds of information may be needed at different levels with varying degrees of detail during evolving phases of the emergency response. The Policy Group and top-level decision-makers may require summary information for a more general regional picture and common understanding of regional impacts to support strategic decisions. Responders, incident commanders, and

emergency managers may need more detailed information in order to obtain necessary resources in support of responders and for continued delivery of essential government services.

## **1. Types of Information**

Confirmed or verified emergency intelligence about the who, what, when, where and how of an emergency encompasses all the types of information needed to produce and communicate action plans, prioritize resource requirements, and provide accurate information to the public in response to the emergency. Essential elements of information (EEI) that may be needed include items such as:

- o tactical information flowing between command and support and between cooperating agencies and organizations;
- o incident status reporting and documentation of planned or upcoming activities;
- o availability of resources;
- o emergency alerts and warnings to the public;
- o analytical data on impact to public health or environmental monitoring;
- o hazard-specific information;
- o details about the geographic location, incident area and jurisdictional boundaries, and access points for the emergency;
- o characteristics of natural features;
- o current or anticipated significant weather events;
- o status of key facilities and infrastructure elements;
- o transportation system status;
- o type and location of donations;
- o seismic or other geophysical data;
- o social, economic and political impacts;
- o communication system status;
- o aerial reconnaissance activity status;
- o disaster or emergency declaration status.

## **2. Sources of Information**

Sources of information may include source documentation, activity logs, tracking sheets and documents, situation reports, press releases, meeting notes, situation awareness documents in narrative form, resource management documents in tabular or spread sheet form.

Data gathering methods can include 911 calls from dispatch, radio or data communications among responders, eyewitness reports from social media and news media. Information may be collected from many sources and through many individuals.

Good record keeping and documentation are key elements to obtaining federal disaster assistance when it is available. The Incident Command System (ICS) platform and the Incident Support Model (ISM) are integral parts of the documentation process.

Type of Information	Primary Sources
Detailed information re: impacts to services	Public Safety Agencies
Incident-related information of all types	The Incident/Unified Command
Potential threats and security hazards	Law Enforcement experts
Thermal hazards and hazardous materials	Fire Department experts
Disease surveillance, health monitoring	Public health organizations
Forecasting and identifying emerging or evolving threats or trends	New Mexico All Source Intelligence Center (NMASIC)
Chemical, Biological, Radiological, Nuclear, and Explosives (CBRNE)	911 calls and Public Safety reports
Strategic directions, resource priorities	Policy Group
Firsthand and eye-witness accounts of incident impacts	Social Media and local/regional media
Nature and extent of the emergency/disaster incident	911 calls to MCMDDA; Reports from partner agencies and jurisdictions
Damage assessment	Roads Department, Public Safety, and Utility Companies
Incident Action Plan and priorities	Incident/Unified Command
Status of critical infrastructure	Roads Department and Utility Companies
Utility, transportation, or construction capabilities	Organizations activated to respond bring expertise to bear in their areas of specialization and responsibility
Assessment of hazards and measurements of environmental and occupational exposures.	Expertise of Federal, state, local, tribal or other organizations
Integrated Plans in the EOC	Responders, other jurisdictions, or private sector reps in the EOC
Information to support decisions by the Policy Group, PIO, Emergency Manager, Sheriff, Fire Chief, EMS, Roads Department	Local media, Incident/Unified Command, first responders, partners and stakeholders

*Table 8: Source of Information*

## B. Information Analysis

Information analysis is the process of converting raw data into comprehensible, actionable intelligence. Raw information is converted to intelligence through a process by which specific types of information are requested, collected, and analyzed. Information must be analyzed and validated in order to be useful. Accuracy and completeness of information are fundamental to the quality of incident decisions.

Data analysis attempts to determine plausibility, originality, timeliness and credibility of the information. To be most effective, analysis should be timely, objective, and cognizant of missing or unknown data.

In all-hazards situations, when the EOC is activated, the primary responsibility for Information Collection, Analysis and Dissemination rests with the EOC Situational Awareness section under the general guidance of the EOC Director. Developing situational awareness entails continual monitoring, verifying, integrating and analyzing relevant elements of data and information. The Situational Awareness section of the EOC is responsible for development of a common operating picture through formal analysis and packaging of the incoming information.

To validate information, incoming data must be evaluated for recency, source (first-hand eyes-on or second hand), distance from target, format, and mission alignment (criticality to the mission). Validation determines whether the information is incomplete, inaccurate, embellished, outdated, or misleading.

Not all sources of information have the same credibility. Information from social media and the public can be useful but often is unstructured and unverified. It may be necessary to verify key information through subject matter experts before using the information for decision making or sharing the information with others.

Two or more credible sources are better than one, especially to corroborate information that may lead to life safety or major property protection decisions. Using a variety of sources to verify data improves confidence in the validity of the resultant information.

Credibility of information is important toward controlling rumors and making good response decisions. Analysis supports decisions to share or withhold the information, with whom to share it, time sensitivity, connecting or recognizing the relationship between information from different sources, or identifying actions that may be needed.

## C. Information Dissemination

Validated, credible information is disseminated among command and support elements and to response partners, supporting agencies and organizations, cooperating jurisdictions and organizations, and to the public. Methods used to exchange tactical and strategic information among

internal and external stakeholders include telephone, text and email, shared digital documentation, regular briefings to update staff, conference calls with partners and stakeholders.

## 1. Flow of Incoming Information

Requests for resources or information about resources	Forward to or coordinate with the EOC Resources Support section to fulfill requests in the most appropriate way
Situation Updates	Forward to the Situational Awareness section for processing
Offers of assistance	Forward to the Resources Support section for tracking
Inquiries from media and citizen inquiries	Forward to the PIO for approved, validated and consistent response.
Inquiries from senior department heads and elected officials	Can be forwarded to PIO but may require more detailed responses from EOC director.
Non-emergency information and requests	Routed to the intended recipient and may be resolved with a phone call returned

*Table 9: Incoming Information Flow in the EOC*

## 2. Public Information Officer

The Public Information Officer is trained and designated to coordinate and/or deliver emergency messages appropriate to the hazard and audience. The PIO interfaces with the public, media, and other agencies with incident-related information needs. The PIO may utilize pre-scripted information bulletins about hazards, preparedness measures, and protective actions.

The PIO gathers, verifies, coordinates, and disseminates accurate, accessible and timely information on the incident cause, size, and current situation; resources committed; and other matters of interest for both internal and external audiences. The functions of the PIO include the following:

- o inform the public about threats to public safety;
- o disseminate information to protect public health and safety;
- o respond to public inquiries and provide rumor control;
- o serve as a central contact point for the media;
- o perform a key public information monitoring role;
- o interface with public officials and VIPs;
- o coordinate and authorize information for release.

Emergency public information and warnings are disseminated through AM/FM radio, television, and telephone systems, websites and social media, alert and notification systems such as CodeRED/IPAWS, and through media briefings, press releases and press conferences.

The Joint Information System (JIS) and Joint Information Center (JIC) provide mechanisms for integrating various elements operating at different levels of incident management to achieve the maximum effect through a shared understanding. The PIO participates in or leads the JIC to ensure consistency in providing information to the public.

## VII. Communications and Warning

The McKinley County Communications and Warning system addresses multiple targets including the public, responders, emergency personnel and stakeholders in higher, lateral, and subordinate positions. The continuum of functions comprising the system encompasses notifications to key decision makers and emergency responders, mobilization of EOC and Policy Group personnel, and alerts and warnings to the public to communicate timely, accurate and accessible information on an incident's cause, size and current situation.

The system utilizes two-way radio communications, telephone landlines and cell phones, the CodeRED internet-based alert system, social media accounts, public service announcements on local commercial radio stations, Amateur Radio Emergency Services (ARES), and formal activation of the New Mexico Emergency Alert System to ensure system redundancy in case of failure in the primary system(s).

McKinley County implements the Communication and Warning System utilizing a variety of media including local radio and TV stations and social media accounts. Additional support in disseminating alerts, notifications, and warnings is provided by agencies and organizations such as the Sheriff, Fire Chief, Gallup McKinley County Schools, New Mexico State Police, San Juan County Dispatch Center, Cibola County and McKinley County Amateur Radio Emergency Services (ARES).

### A. Communications

Communication failures have been a defining part of natural disasters and even some human-caused events such as the September 11 attacks that occurred in New York City in 2001. A lack of communication between firefighters at the World Trade Center contributed directly to the deaths of hundreds of responders. Analysis of the nation's emergency response to this and other disasters has established the need for strong interoperable communications plans in all jurisdictions.

#### 1. Interoperable Communications

Homeland Security *Presidential Directive 5: National Incident Management System*, signed on March 1, 2004, prescribes interoperable communications systems for both incident and information

management. When responders and emergency managers across all agencies and jurisdictions have a common operating picture, the emergency response can be more efficient and effective.

Tactical interoperable communications are implemented by means of hand-held radios, mobile radios in response vehicles, and base stations in public safety office facilities. McKinley County Sheriff's Office, McKinley County Fire and EMS, McKinley County Office of Emergency Management, Gallup Fire Department and Gallup Police Department operate off of various frequencies in the Very High Frequency (VHF) band. Med Star Ambulance, Rehoboth McKinley Christian Hospital and Gallup Indian Medical Center utilize Ultra High Frequency (UHF) frequencies as their primary communications. MCMDA is able to communicate with these agencies via their primary dispatch channels.

McKinley County Roads Department utilizes a UHF radio system and the field units talk to a base station located at the McKinley County Roads Department office in Gallup.

In accordance with a 2014 Intergovernmental Services Agreement between McKinley County and Gallup McKinley County School District, the county has placed public safety emergency communications equipment in four schools within the city limits of Gallup. This allows for improved communications between law enforcement and MCMDA from inside the school buildings.

In the event of an incident or disaster that requires the response of multiple agencies, it is the intent of McKinley County to utilize Unified Command under the Incident Command System along with the Non-Federal National Interoperability Frequencies and the New Mexico Public Safety Interoperable Communications (PSIC) frequencies as listed in Appendix B-A of Annex B.

## **2. NIFOG**

The *National Interoperability Field Operations Guide (NIFOG)* is a technical reference for emergency communications planning within Incident Command and for radio technicians responsible for radios that will be used in disaster response. The NIFOG contains rules and regulations for use of nationwide and other interoperability channels in major emergencies, tables of frequencies and standard channel names, and other reference material.

## **3. Plain Language Policy**

It is McKinley County policy, based on the adoption of the National Incident Management System, for all emergency response agencies and entities communicating in tactical situations to replace coded language radio transmissions with plain language transmissions using everyday, common terminology for procedures and other tactical communications.

The purpose of the Plain Language Policy is to ensure consistent use of plain language for radio communications in emergency tactical situations in order to simplify the communication process, reduce the chance of error, and facilitate full interoperability. Consistent use of plain language for



radio communications is a key component of interoperability. Plain language simplifies the communication process and reduces the chance of error during an emergency situation.

#### **4. Alternative Means of Communication**

The Amateur Radio Emergency Service (ARES) is a corps of trained amateur radio operator volunteers organized to assist in public service and emergency communications. It is organized and sponsored by the American Radio Relay League and the Radio Amateurs of Canada.

Amateur radio provides a means of communication when all else fails. Amateur radio operators under ARES are available for communications emergencies. The Emergency Manager may call out this group any time day or night.

#### **B. Notification of County Staff**

McKinley County utilizes the CodeRED message system to initiate and relay notifications to alert key decision makers and emergency personnel. Triggers that may alert McKinley County to the need for a CodeRED message may include but are not limited to MCMDA notification of emergency calls to 911, a request from the on-scene Incident Commander, alerts from the State of New Mexico, weather advisories and warnings from the National Weather Service regarding flash floods, dust storms and snow storms, notice of road closure by the New Mexico State Police or New Mexico Department of Transportation, and so on.

The Emergency Manager coordinates with department heads and MCMDA to create and maintain CodeRED Contact Groups to serve as Call Down Lists for notification to targeted groups. After the initial CodeRED emergency notification is sent by McKinley County, further CodeRED messages may be issued at the discretion of the Emergency Manager.

#### **C. Alert and Warning Systems**

The McKinley County Metro Dispatch Agency (MCMDA) has primary responsibility for disseminating emergency alerts and warnings to the public as well as notification of hazards and threats. The county uses CodeRED, an internet-based notification system, for both routine and emergency public information. CodeRED also provides the county a means to initiate IPAWS messages.

Within the MCOEM Communications and Warning system, the purpose of the web-based CodeRED system is to reach the broadest possible range of citizens with both routine messaging and emergency alerts.

Triggers that may alert McKinley County to issue an alert or warning may include but are not limited to alerts from the State of New Mexico, notification of an emergency by McKinley County Metro Dispatch Authority (MCMDA) calls to 911, weather advisories and warnings from the

National Weather Service regarding flash floods, dust storms and snow storms, notice of road closure by the New Mexico State Police or New Mexico Department of Transportation, and so on.

#### D. Systems Testing

McKinley County has the capability to test the Integrated Public Alerts and Warning System (IPAWS) side of CodeRED. An IPAWS message can be generated in CodeRED and sent to a secure test site that FEMA operates. This allows the county to ensure that CodeRED and IPAWS are working properly without sending a real message to the population of McKinley County.

#### E. Public Education and Information

McKinley County maintains various public education programs. MCOEM provides emergency preparedness information at fairs and other special events that the agency is invited to throughout the year. McKinley County Fire and EMS provide fire safety presentations to schools and civic groups as requested. McKinley County Sheriff's Office works to promote the ENDWI campaign as well as safety programs for children. Other county departments also support these efforts and engage in public efforts of their own.

The McKinley County Public Education and Information system uses a variety of methods including social media to disseminate routine information to inform and educate members of the public. Routine information may include but is not limited to notices of meetings and events, drills and exercises, announcements of training activities, general informational updates, public relations materials, preparedness messages, and so on.

### VIII. Administration, Finance and Logistics

Resources generally are provided by the lowest level jurisdiction possible. Local city and county governments are required to use and exhaust their resources first before seeking outside resources. Before State assistance is authorized, the jurisdiction must have utilized all of its appropriate disaster relief resources, including the use of local contractors, activation of mutual agreements, and use of regional or other nearby resources.

When McKinley County resources are exhausted in an emergency, the County reaches out to local and regional governments such as City of Gallup, Cibola and San Juan Counties, and Pueblo of Zuni and Navajo Nation for needed resources. When these are exhausted, then the State provides additional resources, followed by the Federal government when necessary. The Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act) as amended (Public Law 100-707, previously PL 93-288) provides statutory authority for most Federal disaster response activities.

## **A. Administration**

McKinley County maintains active and cooperative relationships with other emergency management professionals locally, throughout the region, and at the State level. Few jurisdictions have the resources to manage a major emergency or disaster on their own. Collaboration and resource-sharing with other jurisdictions are principles underlying effective emergency response.

### **1. Intrastate Mutual Aid System (IMAS)**

The New Mexico Intrastate Mutual Aid System (IMAS) is a system to facilitate the efficient and effective sharing of resources between jurisdictions during times of emergency or disaster. The State and all political subdivisions of the State are automatically part of the IMAS system. No tribal entities have opted to participate in IMAS as of the time of this update, but can join through resolution at any time.

IMAS was established by the Intrastate Mutual Aid Act, 12-10B, NMSA 1978. The IMAS Implementation Guide and Request and Deployment Form are available on the NMDHSEM website. Participation in the system does not supersede any other agreement to which McKinley County is a party.

### **2. Emergency Management Assistance Compact (EMAC)**

The Emergency Management Assistance Compact (EMAC) (Public Law 104-321) is a nationally adopted mutual aid agreement among states to share resources during times of need. EMAC is implemented by the New Mexico Dept. of Homeland Security and Emergency Management on behalf of the Governor of New Mexico.

## **B. Finance**

McKinley County financial policies are designed to meet the legal responsibilities of the County in accordance with 2006 New Mexico Statutes, Article 10, Civil Emergency Preparedness Act, 12-10-1 through 12-10-21.

### **1. Authority to Accept Aid**

McKinley County's authority to accept aid is authorized by NMSA, Article 10, Section 12-10-7, *Authority to make appropriations and accept aid*, as follows:

- A. Each political subdivision of the state shall have the power to make appropriations in the manner prescribed by law, and subject to the limitations of the law, for the payment of expenses of emergency management.
- B. Whenever the federal government or any agency or officer thereof shall offer to the state or any political subdivision thereof services, equipment, supplies, materials or funds by way of gift, grant or loan for purposes of emergency

management, the state, acting through the governor, or the political subdivision acting with the consent of the governor, may accept the offer and may authorize any officer of the state or of the political subdivision to receive the aid and assistance.

- C. Whenever any private person, firm or corporation shall offer to the state or to any political subdivision thereof any aid or assistance for emergency management, the state or the political subdivision shall be authorized to accept the aid or assistance, subject to the provisions of this section

## **2. Recordkeeping**

Before, during and after an emergency, it is essential that all incidents be documented. Reports of key emergency events and activities become a part of the permanent record of the emergency response.

Documentation of emergencies and disasters may be generated and maintained by McKinley County Manager's Office, the Office of Emergency Management, and associated county departments including Finance and Human Resources. Essential records encompass situation and status reports, Declarations, associated County Resolutions, detailed financial records on ownership, sources and uses of resources, and compensation to owners of private property used by the jurisdiction.

The Office of Emergency Management maintains records of training exercises and After Action Reports as well as detailed inventories of county response assets.

## **C. Logistics**

NIMS Resource Typing is a system developed by FEMA to categorize by capability the resources requested, deployed and used in incidents. Measurable standards identifying resource capabilities and performance levels serve as the basis for categories. Resource users at all levels use these standards to identify and inventory resources. Kinds of resources may be divided into subcategories to define more precisely the capabilities needed to meet specific requirements.

### **1. EOC Resources Support Section**

When the EOC is activated, the Resources Support Section will identify the need for resources and support these requirements accordingly. If unable to fulfill resource requirements, the County will submit resource requests through IMAS and/or the New Mexico Department of Homeland Security and Emergency Management for the appropriate assistance.

The EOC Resources Support Section is responsible for acquiring resources with support from all county departments and mutual aid partners. The Resources Support Unit also tracks and accounts for resources during the response.

The EOC Director and/or the EOC Resources Support Section will work with the Procurement Department to ensure that prequalified contractors and vendors are used to provide products and services whenever possible. If no pre-qualified contractors or vendors are identified, the Resources Support Section will utilize McKinley County's emergency procurement process to obtain the required resources.

## 2. Augmenting Staff

An escalating incident with increasing complexity may trigger a need for more personnel. Additional staff may be recruited as needed from county personnel and volunteers, preferably those who have completed a training course that includes IS 100 and 200. Completion of additional training, such as IS 300, 400, 700, 800, and EOC Operations, is highly desirable when reassigning public employees and soliciting volunteers.

The following table is a guideline for augmenting McKinley County staff with additional personnel.

Action	Policy	Liability Issues
Reassigning public employees to augment emergency operations	Recall employees off-duty, on vacation, etc.	Restrictive job descriptions
Soliciting volunteers from public employment	Exhaust sources of public employees in response agencies, first.	
Soliciting volunteers from private employment	Exhaust all sources of public employees, first.	
Soliciting volunteers from the public	Exhaust all sources of public employees, first.	Insurance

*Table 10: Reassigning Public Employees and Soliciting Volunteers*

## IX. Plan Development and Maintenance

Responsibilities for developing, maintaining and updating important components of the EOP and related plans are distributed throughout the emergency response community. Key components with specific assigned updating responsibility include:

- o EOP Basic Plan
- o EOP functional annexes and appendices
- o McKinley County NIMS Compliance
- o Individual McKinley County Departmental Standard Operating Guidelines (SOGs)

## A. Planning Cycle

In accordance with New Mexico Dept. of Homeland Security and Emergency Management requirements, McKinley County OEM maintains a three-year review cycle for the EOP including the Basic Plan and Annexes. In addition to a comprehensive review and update every three years, revisions and updates may be needed at any time. The EOP is a living document under continuous review and evaluation making it highly adaptable to changes in local conditions as well as local, regional and national priorities.

MCOEM reviews the McKinley County EOP at a minimum in connection with After Action Reports (AARs) following any disaster or emergency that may occur in the county as well as following targeted training exercises. All changes and corrections to the EOP in either the Basic Plan or the Annexes must be recorded. Table 1 of the Basic Plan documents record of changes and updated on an ongoing basis.

The EOP is part of a system that includes other key documents that are maintained and updated on varying review cycles. Revisions to the EOP may be considered and coordinated with updates of other key documents such as:

- o *Multi-Jurisdictional Hazard Mitigation Plan (HMP);*
- o *Threat and Hazard Identification and Risk Assessment (THIRA);*
- o *McKinley County Community Wildfire Protection Plan (CWPP).*

The Emergency Manager has responsibility for overall planning and coordinates the development, maintenance, evaluation, and revision of this EOP, the HMP, THIRA, and other emergency management related planning. McKinley County uses a variety of means to ensure stakeholder involvement and participation in the planning process.

### 1. LEPC

The Local Emergency Planning Committee (LEPC) is comprised of representatives of a broad spectrum of stakeholders. The LEPC is invited to review selected documents in development and provide input and advice on the ongoing implementation, evaluation and revision of McKinley County emergency operations plans. The Emergency Manager ensures that all input and feedback from LEPC members are taken into consideration in the development of emergency management related documents.

The Local Emergency Planning Committee (LEPC) is convened to:

- o establish and monitor programs to reduce the potential for hazard events in the community through planning, review, and training; and
- o assist the Office of Emergency Management in developing and maintaining the All-Hazard Emergency Operations Plan for the county.

The *Superfund Amendments and Reauthorization Act (SARA), Title III, (SARA Title III)* under Emergency Planning (Sections 301-303, 42 U.S.C., Sections 11001-11003) requires the LEPC to assist the local emergency management in development, training and evaluation of emergency operations procedures.

## **2. Collaborative Annexes**

In some cases, in lieu of formal agreements, McKinley County invites local experts and stakeholders to collaborate on the development of key Annexes where broad community representation enhances the effectiveness of McKinley County preparedness and planning. Collaborative Annexes are in development for Transportation, Evacuation, Shelter and Mass Care, and Donations and Volunteer Management.

## **B. Training and Exercise Cycle**

Effective response to emergencies and disasters is paramount for public safety services and support providers. Providers that are responsible for developing and implementing their own targeted training include law enforcement, firefighters, EMS, public utilities, transportation services, amateur radio and others.

### **1. NIMS Training**

With McKinley County Resolution #APR-13-023, McKinley County formally adopted the National Incident Management System (NIMS) as the system to prepare for, prevent, respond to, recover from and mitigate the effects of incidents that occur in the county.

There are multiple aspects to NIMS compliance that are overseen by the Office of Emergency Management (MCOEM). A component of NIMS is the use of the Incident Command System (ICS) which is a management system used to conduct orderly and effective operations when responding to an emergency event, incident, and/or disaster. Another component of NIMS, the Incident Support Model (ISM), is a system used to coordinate incident support in the Emergency Operations Center (EOC) when activated.

McKinley County department heads are responsible for informing their employees of training needs and helping them find training or conducting the training for them. The McKinley County Office of Emergency Management (MCOEM) is responsible for tracking the training of responders who may be involved at any level of response to an emergency or disaster. Should an emergency or disaster strike, county employees may be required to perform a function or duty that is out of the scope of their normal day to day duties. For these reasons, McKinley County Commissioners have mandated that each county department and all county employees successfully complete a minimum level of ICS training according to their response level.

The following table outlines training requirements for McKinley County personnel commensurate with their emergency responsibilities.

Category	Required Courses
All County Employees	IS 100 IS 700
Elected Commissioners Elected Treasurer Elected Assessor Elected Clerk Elected Probate Judge	IS 100 IS 700
Department Heads: Bureau of Elections DWI Compliance DWI IT/GIS Human Resources JSACC	IS 100 IS 700 IS 200 IS 800
Key County Personnel: County Manager Deputy County Manager County Attorney Procurement Manager Finance Director Risk Management Facilities Management Roads Department Supervisors	IS 100 IS 700 IS 200 IS 800 ICS 300 Classroom Course ICS 400 Classroom Course
Public Safety Employees: OEM Fire Sheriff Adult Detention Metro Dispatch	IS 100 IS 700 IS 200 IS 800 IS 300 Classroom Course - First line supervisor and higher IS 400 Classroom course - Mid-level supervisor and higher

*Table 11: NIMS Compliance Training Matrix*

## 2. Exercise Planning

The EOP is validated through an annual exercise and training program. The testing, training and exercising cycle is an important process that ensures that public safety services and support providers are ready to respond efficiently.



McKinley County follows the guidelines identified in the Homeland Security and Exercise Evaluation Program (HSEEP). HSEEP is a capabilities-based exercise program that provides a standardized methodology and consistent terminology for designing, developing, conducting and evaluating all exercises. HSEEP establishes common language and concepts to be adopted and used by various agencies and organizations. HSEEP provides tools and resources to help build self-sustaining exercise programs and includes a cycle, mix, and range of exercise activities of varying degrees of complexity and interaction.

McKinley County identifies mission areas and core capabilities for exercising on an ongoing basis throughout the year and develops an exercise cycle that includes those agencies respective to the scenario and type of exercise. This information is shared at the annual Training and Exercise Planning Workshop hosted by DHSEM.

The McKinley County Office of Emergency Management is responsible for exercising the EOP. The Multi-Year Training and Exercise Plan (MYTEP) is updated on a continuous basis to reflect input from the LEPC as well as After Action Reports from previous exercises and incidents to ensure appropriate training is provided. The MCOEM utilizes various training resources available through providers such as New Mexico DHSEM and the FEMA National Domestic Preparedness Consortium partnership of organizations that address emergency responder training under FEMA Homeland Security National Training Program Cooperative Agreement.

## **X. Authorities and References**

This section provides the legal basis for McKinley County's Emergency Operations Plan and related plans. The section cites relevant Federal, state and local laws, statutes, regulations, executive orders, directives, policies, and formal agreements.

The New Mexico Association of Counties (NMAC) and the Northwest New Mexico Council of Governments (NWNMCOG) both monitor the state's annual legislative sessions and alert McKinley County to any changes in legislation or regulations that may affect the county. NMAC's Emergency Management Affiliate alerts McKinley County to changes that may affect emergency management. The county attorney scans by title and caption through all bills introduced in each session to identify any changes that may affect any county operations.

### **A. Authorities**

#### **1. Federal**

Emergency Management and Assistance, Code of Federal Regulations, Title 44

Presidential Policy Directive PPD-5: Management of Domestic Incidents, February 28, 2003

Presidential Policy Directive PPD-7: Critical Infrastructure Identification, Prioritization, and Protection, December 17, 2003

Presidential Policy Directive PPD-8: National Preparedness, March 30, 2011

Emergency Management Assistance Compact (EMAC), Public Law 104-321

Management of Emergency Planning Agency (FEMA), Presidential Executive Order 12148, Section 2

Federal Civil Defense Act of 1950, PL 81-920, as amended

Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707 (amended PL 93-288)

Comprehensive Environmental Response Compensation and Liability Act of 1980, PL 99-499, as amended October 17, 1986

Superfund Amendments and Reauthorization Act of 1986 (PL 99-499), Title III (SARA Title III), Emergency Planning and Community Right to Know Act (EPCRA)

Americans with Disabilities Act (ADA), Code of Federal Regulations (CFR) at 28 CFR, Part 35 (Title II) and 36 (Title III); also 42 U.S. Code, Chapter 126.

## **2. State**

New Mexico Civil Emergency Preparedness Act, 2006 New Mexico Statutes, Article 10, Sections 12-10-1 through 12-10-10.

New Mexico Emergency Management Assistance Compact, 12-10-14 through 12-10-15, NMSA 1978, as amended

New Mexico Hazardous Chemicals Information Act, 74-4E-1 through 74-4E-9, NMSA 1978, as amended

New Mexico Hazardous Materials Emergency Response Act, 12-12-17, NMSA 1978, as amended 2011

New Mexico Disaster Relief Act, 6-7-1 through 6-7-3, NMSA 1978, as amended

New Mexico Intrastate Mutual Aid Act (IMAS), 12-10B, NMSA 1978

New Mexico Open Meetings Act, 10-15-1 through 10-15-4

New Mexico Counties; powers; ordinances, 4-37-1, NMSA 1978, as amended 2006

### **3. Local**

McKinley County Resolution No. APR-13-023 Adopting the National Incident Management System (NIMS) as the Basis for All Incident Management in the County of McKinley, New Mexico

McKinley County Resolution No. APR-13-024 Adopting/Establishing the McKinley County Office of Homeland Security and Emergency Management; and Repealing Resolution SEPT-02-153 which created an Emergency Management Organization

McKinley County Resolution No. JUNE-13-037 to Approve and Adopt the "McKinley County Community Wildfire Protection Plan Update" document and related Promulgation Statement

Resolution No. FEB-13-015, McKinley County All-Hazards Emergency Operations Plan Delegation of Authority to County Manager (to sign off on MOU/MOAs), June 5, 2018

Delegation of Authority to Emergency Manager (to serve as authorized representative of McKinley County Board of Commissioners Chair during an emergency or disaster and manage the incident), April 22, 2017

McKinley County Procurement Code, Section 16.2 (13-1-127 through 13-1-128): Emergency Procurements

Intergovernmental Services Agreement Between McKinley County, New Mexico, and Gallup McKinley County School District for "Placement of Public Safety Communications Equipment"

Intergovernmental Services Agreement Between McKinley County, New Mexico, and City of Gallup For "Emergency Communications Trailer"

### **B. References**

Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations, Version 2.0 (CPG 101, FEMA, April 2012)

National Incident Management System (NIMS), Third Edition, October 2017

National Response Framework (NRF), Second Edition, May 2013

National Preparedness Goal, First Edition, September 2011

State of New Mexico All-Hazard Emergency Operations Plan, revised December 2016

State of New Mexico Intrastate Mutual Aid System (IMAS) Implementation Guide, July 2014

*New Mexico Hazardous Materials Emergency Response (HMER) Plan*

ASTM Standard Guide for Emergency Operations Center (EOC) Development, Designation E2668-10

ASTM Standard Guide for Emergency Operations Center Management, Designation E2915-13

Emergency Operations Center Assessment Checklist, [fema.gov](http://fema.gov).

New Mexico State Police, Title 10, Chapter 20, Part 2: Hazardous Materials Emergency Response Plan and Procedures Manual

Local Emergency Operations Plan Crosswalk Review, New Mexico Dept. of Homeland Security and Emergency Management, February 2015

2016 Emergency Management Standard, Emergency Management Accreditation Program, ANSI/EMAP 4-2016