EMERGENCY SUPPORT FUNCTION #15

EXTERNAL AFFAIRS

ESF Coordinator:

Tooele County Emergency Management

Primary Agency:

Tooele County Emergency Management

Primary Support Agencies:

Tooele County Commission
Tooele County Attorney
Tooele County Sheriff's Office
Tooele County Health Department

I. INTRODUCTION

A. PURPOSE

This ESF will provide guidance for developing and disseminating timely, accurate and useful information and protective action instructions to Tooele County residents in times of emergency; and in providing emergency preparedness educational materials and information to the public as well as emergency workers in order to raise public awareness of the hazards that threaten Tooele County.

B. SITUATION

1. Circumstances that may constitute a serious emergency situation for Tooele County may include any of the following:

    1. Natural hazards, i.e. earthquakes, wildland fires, floods
    2. Technological hazards, i.e. hazardous materials incidents, fires
    3. Acts of violence or terrorism, i.e. dirty bombs, biological releases
    4. A chemical event at Deseret Chemical Depot
    5. Any incident requiring protective actions by any county residents

2. The Tooele County Public Information Officer (PIO), in coordination with the Tooele County Emergency Management Director, shall be responsible to coordinate and control the flow of information/concerns to and from the Tooele County Policy Group and/or Incident Commander, emergency workers, the media and the public prior to, throughout, and following an emergency.

3. Emergency Public Information (EPI), education and preparedness activities and materials have been developed and distributed to the public and will continue to be developed/provided by the PIO, or other Emergency Management staff members, to mitigate or lessen the impact on citizens of emergency/disaster situations.

4. Tooele County will undertake an honest and cooperative approach to providing public information and will utilize the "single source" philosophy, i.e. not necessarily that only one person talks, but that, taken together, all the information that is disseminated forms one coherent story that is free of contradictions, misinformation and rumors.

5. In a community-wide emergency incident, the Tooele County PIO may elect to activate an EPI "Team". The Team will establish a high standard of accurate public information acquisition, verification and rapid dissemination.

6. Either the PIO or EPI Team will disseminate only information authorized by the Tooele County Policy Group or Incident Commander.

7. The public will receive emergency information utilizing the following systems:

Emergency Public Information (EPI) Dissemination Systems	ALERT & WARNING	PROTECTIVE ACTION DIRECTIVES	EMERGENCY STATUS REPORTS	PUBLIC SAFETY/HEALTH ADVISORIES
Emergency Alert System (EAS) Radio/TV stations	X	X	X	X
Joint Information Center/System Press Conferences//Releases Radio/TV/Newspapers Poison Control	-	X	X	X
NOAA Weather Radio/ Tone Alert Radios	X	X	X	X
Siren System (where available)	X	X	-	-
Route Alerting	X	X	-	-
Highway Message Boards	-	X	-	X
Word-of-Mouth	X	X	X	X

8. For Tooele County, the primary Emergency Alert System (EAS) stations are KSL Channel 5 on the television and radio 1160 AM and 102.7 FM. KDWZ, 910 AM is a secondary EAS carrier. However, most other Salt Lake area TV and radio stations will pickup and transmit emergency information once they become aware of the incident.

9. The Joint Information Center (JIC) is defined as the location where public information specialists gather to collaborate on and coordinate the release of emergency public information. Communications are handled by telephone, fax, amateur radio, email, and other electronic means.

10. The Joint Information Center is the heart of the emergency public relations response. It will be accessible to the news media, but segregated from the incident site, the command centers and/or the triage areas. It must be near, but separate from, areas where rescue workers congregate or where families of victims are waiting.

11. The primary JIC may designated at virtually any location as the incident may dictate, and in every case, a number of alternate or backup JIC locations will be designated.

12. The magnitude of an emergency will determine the volume of media coverage and therefore will determine the parameters of JIC operations.

13. The designated location for the Tooele County JIC is in the County EOC at 15 East 100 South in Tooele.

14. The Joint Information System (JIS) consists of regular communications between PAOs/PIOs of all involved agencies. The JIC serves as a physical location to facilitate the JIS through information collection and dissemination. Communications are handled one-on-one or by telephone, fax, amateur radio, email or other electronic means.

15. See Annex C - Alert & Notification for more detail on NOAA weather radios, sirens, highway message boards and route alerting as means for '"Emergency Public Information (EPI)" dissemination.

16. The EPI Team is also responsible for any logistics relating to media coverage including on-site accommodations and transportation for the media, establishment of a Joint Information Center/Joint Information System (JIC/JIS), routing media to the JIC, escorting media at/to the event scene, briefing spokespersons, preparing statements, writing media releases, etc.

17. Important Public Information telephone numbers: Tooele County PIO: (435) 843-3269; Tooele County Emergency Operations Center: (435)843-3260 or (435) 882-4132; the Joint Information Center: (435) 843-4120.

18. The public will be instructed to call the Utah Poison Control Center at 1-800-222-1222 if they suspect someone has been exposed to a hazardous material/chemical/poison.

19. Persons with hearing impairment needing emergency instructions, and calling from a Telecommunication Device for the Deaf/Voice (TTY), should dial 911 to access the local emergency TTY.

20. The Utah 24-Hour Relay Service is a communication service that links Deaf, Hard of Hearing, and Speech Impaired with Hearing people via the telephone. To utilize the Utah 24-Hour Relay Service call 1-800-346-4128. This service will call the receiving party using a TTY and stay on-line to relay the conversation. All calls and information are confidential. This service is provided at no cost to callers. Long distance calls will be billed accordingly.

II. ASSUMPTIONS

A. Tooele County Emergency Management (TCEM) has conducted extensive public education campaigns for many years; however, citizens will likely call the EOC during emergencies seeking more information. The PIO and/or EPI Team will do everything possible to meet these information requests.

B. The Tooele County PIO and/or EPI Team will work cooperatively with all involved agencies, jurisdictions and the media to provide accurate and timely information to the public.

C. The Tooele County PIO and/or EPI Team will seek to obtain immediate access to all information that pertains to the emergency.

D. During an emergency, the EPI Team will follow all safety guidelines established by the Sheriff's Office or other public safety agencies.

E. The PIO and/or EPI Team will make itself continuously available throughout the emergency, make EPI dissemination a priority and will remain available on an appropriate scale, resources permitting, until recovery has reached an acceptable level.

III. CONCEPT OF OPERATIONS

A. Following the incident occurrence, the Tooele County PIO will be notified according to standard operating guidelines and begin public information procedures under the direction of the Tooele County Policy Group, Incident Commander, or other appropriate County department(s).

B. County Commissioners and other public officials will be kept informed of the status of the situation throughout an emergency. Department officials and response organizations will provide incident status updates to the County Commissioners or their designee(s).

C. One of the major responsibilities of the Tooele County PIO is to provide the County Commission, Incident Commander and/or the Policy Group emergency situation and response information, to make them aware of public inquiries and concerns, and to relay official County media releases to the public through the media.

D. By coordinating all EPI activities through the Tooele County PIO, the Tooele County Policy Group will ensure the County "speaks with one voice".

E. Providing EPI will be addressed in phases:

Phase I - Increased Readiness – for a planned event or an incident with advance notice, the following actions may occur:

1. Coordinate with Tooele County Policy Group to determine status of plans and timing of actions.
2. Establish and maintain contact with the media. Provide preparedness information and any instructions cleared by Tooele County Officials.
3. Arrange for accelerated printing of electronic or camera-ready EPI materials, if needed.
4. Ensure distribution of printed material to broadcast media, pre-selected locations, and/or newspapers.

5. Monitor the media.
6. Augment public inquiry and/or media relations staffs, if needed, by activating the EPI Team. Set up the Joint Information Center/System (additional facilities for EPI operations) with support from Communications Coordinator.
7. Develop and distribute hazard-specific pre-impact messages that define the following:

   a. the kind of risk posed by the threat/hazard;
   b. the area at risk and predicted time of impact;
   c. property protection measures to take or which are being taken by the government;
   d. Individual and family preparedness information;
   e. Protective action recommendations;
   f. care advisories for special needs populations;
   g. animal care advisories, and;
   h. by what means and how frequently the government will be in contact with the public during the emergency.

Phase II - Limited Warning - the following actions may be taken if there is limited warning time available:

1. Coordinate with Tooele County Policy Group to determine status of plans and timing of actions.
2. Complete "stand-by" EPI instructions to include emergency-specific information.
3. Ensure warning systems are activated (e.g. EAS, tone alert radios, route alerting), all messages are coordinated and consistent, and EPI is being disseminated.
4. Contact media to repeat and update initial warning, and provide EPI contact name(s) and telephone number(s).
5. Develop and distribute hazard-specific limited-warning pre-impact messages that define the following:

   a. the kind of risk posed by the threat/hazard;
   b. the area at risk and predicted time of impact;
   c. protective action instructions;
   d. reference any useful information at-hand;
   e. what the government is doing or will do; and,
   f. when and how frequently county government will be in contact with the public during the emergency.

Phase III - Post Incident - actions that should be taken in response to notification of the emergency while emergency operations response activities are underway:

1. Establish and/or maintain contact with the media.
2. Coordinate with Tooele County Policy Group and/or Incident Commander to determine status of emergency response and timing of actions being taken.

3. Monitor media reports and telephone inquiries for accuracy and respond as appropriate to correct rumors and errors. Provide feedback to Tooele County Policy Group and/or Incident Commander.
4. Augment public inquiry and/or media relations staffs, if needed, by activating the EPI Team. Set up the JIC/JIS (additional facilities for EPI operations) with support from Communications Coordinator.
5. Arrange for printing of electronic or camera-ready EPI materials (e.g. Individual and Family Protection Program and Assistance leaflets and health and safety instructions), if needed.
6. Ensure distribution of printed material to the media, pre-selected distribution locations, volunteer groups or other response and recovery personnel that may go into residential areas, reception centers or shelters, and/or newspapers.
7. Compile chronology of events in coordination with emergency response officials and personnel.
8. Develop and distribute emergency messages, as appropriate, to help define the following:

   a. Incident status;
   b. current county government actions;
   c. protective action instructions;
   d. how/where to get help;
   e. restricted areas (for those not affected);
   f. how to volunteer to help;
   g. telephone number(s) for donations offers and inquiries, accompanied by donation guidelines or policy;
   h. by what mean and how frequently the government will be in contact with the public for the duration of the emergency; and,
   i. how and when a return to normalcy can be expected along with re-entry guidelines and policy.

9. For more detail on what types of information the public and media will want to know see Attachment 1 to this annex.
10. Rumor control is an important part of the emergency response. For rumor control helpful hints, see Attachment 2 of this Annex.

IV. ORGANIZATIONAL RESPONSIBILITIES (For an EPI Team Organizational Chart, see Attachment 3 of this ESF

A. Tooele County Policy Group (County Commission)
The Tooele County Commission will:

1. Serve as primary Spokesperson for media briefings, interviews and public meetings;
2. Delegate alternate spokespersons such as:

      a.   Emergency Management Director

      b.   Tooele County Sheriff or designee

      c.   Tooele County Attorney

      d.   Other elected officials

      e.   Tooele County PIO;

3. Provide final approval to release protective action information and other emergency instructions;
4. Provide policy guidance to Incident Commander(s) regarding transfer of authority from the Incident Command Post to the EOC;
5. Approve and/or designates location for media briefings or press conferences.

B. Public Information Officer (PIO)

The Public Information Officer (PIO) will:

1. Prepare and distribute emergency preparedness and incident information to the public, make presentations for schools, public meetings, community groups and church groups when requested.
2. Manage all aspects of EPI on behalf of the County Commission.
3. Assume EPI functions delegated by the County Commission.
4. Ensure timely preparation of EPI materials and their dissemination through the EAS stations, tone alert radios when utilized, and the media.
5. Ensure the EOC is kept current on the emergency situation and all peripheral activities of which he/she becomes aware.
6. Provide public with additional information and feedback.
7. Cooperate with the American Red Cross for services provided by their Disaster Welfare Information center.
8. Coordinate with all local, state and federal officials and emergency coordinators to obtain information and provide feedback.
9. Ensure the EPI Team is staffed to the appropriate level for the emergency and   brief all Public Information staff.
10. Schedule news conferences, interviews, and other media access.
11. Establish a JIC when appropriate.
12. Supervise all activities of the JIC.
13. Ensure all media reports are accurate and rumors are squelched.
14. Assist with the dissemination of information to potential donors on unmet needs.
15. Maintain a chronological record of disaster events and media releases.

C. Emergency Management Director

The Emergency Management Director will:

1. Advise the Tooele County Policy Group on when to disseminate emergency instructions and protective action directives to the public.
2. Assist the PIO with news releases and rumor control.
3. Ensure the EOC is tracking all information regarding the event.

D. JIC Hotline Coordinator

The JIC Hotline Coordinator will:

1. Staff the JIC Hotline in the EOC.
2. Function as liaison between the EOC and the JIC.

E. EOC School District Coordinator

The EOC School District Coordinator will disseminate emergency information to and from the schools through the Tooele County School District Superintendent or alternate, as appropriate, and according to district policy.

F. All Tasked Organizations

All tasked organizations will:

1. Provide emergency information as requested by the PIO or other EOC coordinator or official.
2. Clear all emergency related news inquiries with the Tooele County PIO.
3. Provide Public Information officers and/or staff to support EPI activities, as requested by the PIO.

V. ADMINISTRATION AND LOGISTICS

A. Administration - The PIO and/or EPI Team will:

1. Develop and disseminate the initial EAS and tone alert radio warning and notification message;
2. Ensure the Policy Group gets final copies of all press releases;
3. Provide feedback to the Policy Group regarding public reactions and concerns expressed in phone inquiries and public meetings; and
4. Coordinate with the EOC, if activated, or the Emergency Management Director, to ensure they are receiving current, correct and complete information on the event.

B. Logistics - Designating and Setting up the JIC

1. Choose primary and backup facilities

      a. Primary JIC, Tooele County EOC, 15 East 100 S., Tooele

      b. (Alternate)Tooele County Building

      c. (Alternate)Tooele Sheriff's Mobile Command Post

      d. (Alternate) Salt Lake County Fire Training Facility in Magna

2. Provide as much of the following equipment as possible

      a. Office supplies

      b. Telephones

      c. Copy Machines

      d. Fax Machines

      e. Word processing computers / fax modems / printers

      f. Amateur radio equipment and personnel

      g. Status boards

      h. Televisions for media monitoring

      i. Radios for media monitoring

      j. Podium

      k. Sound system

      l. Chairs / tables

      m. Refreshment center

      n. Poise/Paso center with telephones/computers/printers

      o. Conference room for news conferences

      p. Telephone call center with telephones/status boards

3. Safety and Security Equipment

      a. JIC officer vests

      b. JIC Sign-in roster

4. Transportation

      a. Staff vehicles

      b. Media courier services

5. Means of accessing media coverage

      a. Radio -- AM and FM

      b. Television (cable, satellite)

      c. Print media

      d. Internet

6. Support services

    a. Food services

    b. Portable toilet facilities, or access to lavatories

    c. Waste Disposal

7. Radio equipment

    a. AM/FM

    b. 800 MHz. Radio

    c. Scanners

    d. Tone Alert Weather Radio

    e. Dual band Amateur Radio

8. Telephones

    a. Commercial and secure line (perhaps with "scrambler" or encryption systems) for security liaison and public relations staff to use in sending and receiving information

    b. Additional telephone lines as needed or recommended by the telephone company to meet rumor control and other emergency needs.

9. Power sources

    a. Electrical power

    b. UPS

    c. Generator/fuel

    d. Batteries

ATTACHMENT 1

WHAT THE PUBLIC AND MEDIA WANT TO KNOW

In any emergency, reporters and the general public will want and need to know the WHO, WHAT, WHERE, WHEN, WHY and HOW of the emergency. They will want to speak to or hear from witnesses, experts, victims, those who respond to the incident and those who command the response. They and emergency responders, spokesmen, those directly and indirectly affected by the situation are going to ask:

Protective Actions
- Where, when and how to evacuate
- Where, when and how to Shelter-in-place
- Where and how to stand-by for more information
- Steps to Duck, Cover and Hold
- Etc.

Casualties
- Number killed or injured
- Number who escaped injury
- Nature of the injuries
- Care given to the injured
- Disposition of the dead
- Prominence of anyone who was killed, injured or escaped injury
- How escape was handicapped or cut off

Property Damage
- Estimated value of loss
- Description - kind of building, etc.
- Importance of the property, e.g., business operations, historic value, etc.
- Other property threatened
- Insurance protection
- Previous emergencies in the area

Causes
- Eyewitness accounts of victims
- Eyewitness accounts of witnesses
- Eyewitness accounts of first responders
- How emergency was discovered
- Who sounded the alarm
- Who summoned aid
- Previous indications of danger

Rescue and Relief
- The number engaged in rescue and relief operations
- Any prominent persons in the relief crew
- Equipment used
- Disabled persons to rescue
- How the emergency was prevented from spreading
- How property was saved
- Acts of heroism

WHAT THE PUBLIC AND MEDIA WANT TO KNOW

Descriptions of the Emergency Incident
- Scope of the emergency
- Crimes or violence
- Attempts at escape or rescue
- Duration
- Collapse of structures
- Extent of damage

Accompanying Incidents
- Number of spectators, spectator attitudes and crowd control
- Unusual happenings
- Anxiety, stress of families, survivors, etc.

Legal Actions
- Inquests, coroner's reports
- Police follow-up
- Insurance company actions
- Professional negligence or inaction
- Potential lawsuits stemming from the incident

ATTACHMENT 2

DO'S AND DON'TS OF RUMOR CONTROL

DO
- Do use only the truth to refute rumors.
- Do assign the task of rumor refutation to a specific spokesperson or group who has the authority and competence to refute the rumor.
- Do refute the rumor with logic and facts.
- Do permit outside and recognized authorities to help you in refuting the rumor.
- Do make sure the refutation discredits rather than validates the rumor.

DON'T
- Don't refute the rumor with inconclusive facts or poorly conceived answers; this tends only to compound the problem.
- Don't overstate refutations. Overstatement adds weight to the kernel of truth in the rumor.
- Don't repeat catchy wording, or themes, which are in the rumor.
- Don't joke or ridicule as a means of refutation.

NOTE:

If the rumor is essentially true, but an organization feels its survival or its successful resolution of the Emergency precludes commenting:

First, this is the time when the Emergency Communications Team and others involved in responding to the emergency or disaster search out and halt information leaks, unauthorized comments to the news media, and rumor spreading. Simultaneously they may choose to keep silent or explain to the media they can neither confirm nor deny at this time. They may need to explain why they will not comment -- e.g., safety, legal or security reasons.

ATTACHMENT 3
Tooele County West Desert Amateur Radio Club Communications Plan (To be added)

Frequencies:

Primary simplex frequency:
Primary ARES repeater:

Secondary VHF repeater:
Secondary simplex frequency:

Tertiary simplex:

 ERS LDS net is on *147.440*
Packet frequency:
HF capable at EOC?
IRLP?

Agencies:

Staging areas for ARES groups coming from outside of the county:

From the South:

From the North:

Emcomms operations will be done on VHF via a directed net on the primary simplex (w/ linked repeater) or the Island VHF repeater. A hand held with batteries for two or three days with a gain antenna is essential. Staging will be done on 145.750 simplex. Contact the staging NCS when you are enroute. All volunteers are expected to be totally self sufficient for the time during mutual aid including power, food, shelter and adequate clothing. (Needs to be revised)

ATTACHMENT 4
EOC Phone Numbers

Policy Group

Attorney	4014
Clerk/Auditor	4138
Commissioners	4055
Commissioners	4061
Commissioners	4166
Emer. Ser. Dir.	4015
Fire	4057
Health	4016
Public Information Officer	4168
Public Works	4104
Sheriff	4056

Coordination Group

Operations:

Emergency Services Coordinator	4185	
Dispatch	4053	4151 (911 Center)
Fire	4052	
Health Department	4054	
Public Works	4184	
Sheriff	4183	
Finance: (Clerk/Auditor)	4059	
Finance: (Personnel)	4060	

Logistics: (Red Cross, Resource Mng)	4013

Planning: (Recorder, Planning, Surveyor.)	4058

ATTACHMENT 5

Neighboring Jurisdiction Dispatch Centers and Radio Resources

1.   Davis County Sheriff's Office

        (801)451-4150
        (801)451-4151
        (801)451-4152
        (801)451-4153
        (801)451-4154
        (801)451-4250
        (801)451-4141

2.   Salt Lake County EOC/Sheriff's Office

3.   Utah County EOC/Sheriff's Office

4.   Juab County EOC/Sheriff's Office

5.   West Wendover, Nevada Police/Fire

6.   Elko County, Nevada Sheriff's Office

APPENDIX 1

Emergency Alert System (EAS) Activation Procedure

Only persons pre-authorized by the County Emergency Management Director or Sheriff may activate the Emergency Alert System (EAS). KSL maintains that list on file and is updated as needed by the Emergency Services Coordinator.

1.   Create a message or instruction to be broadcast.

2.   Call KSL at (801)575-6397.

3.   Use the following format upon calling KSL:

> "This is _____ from Tooele County Sheriff's Office. I request that the Emergency Alert System be activated for the following location _____ because of (the type of emergency situation at hand)."

4.   Then provide the following information:

   a.   Who the requesting official is.
   b.   Given your authentication number. (1G0_#_)
   c.   Whether the message is for immediate or delayed broadcast.
   d.   The area of the State that is involved.
   e.   Describe the nature of the emergency.
   f.   Actions being taken.
   g.   The message or instructions to the public.

(Tooele County FIPS code: 49011
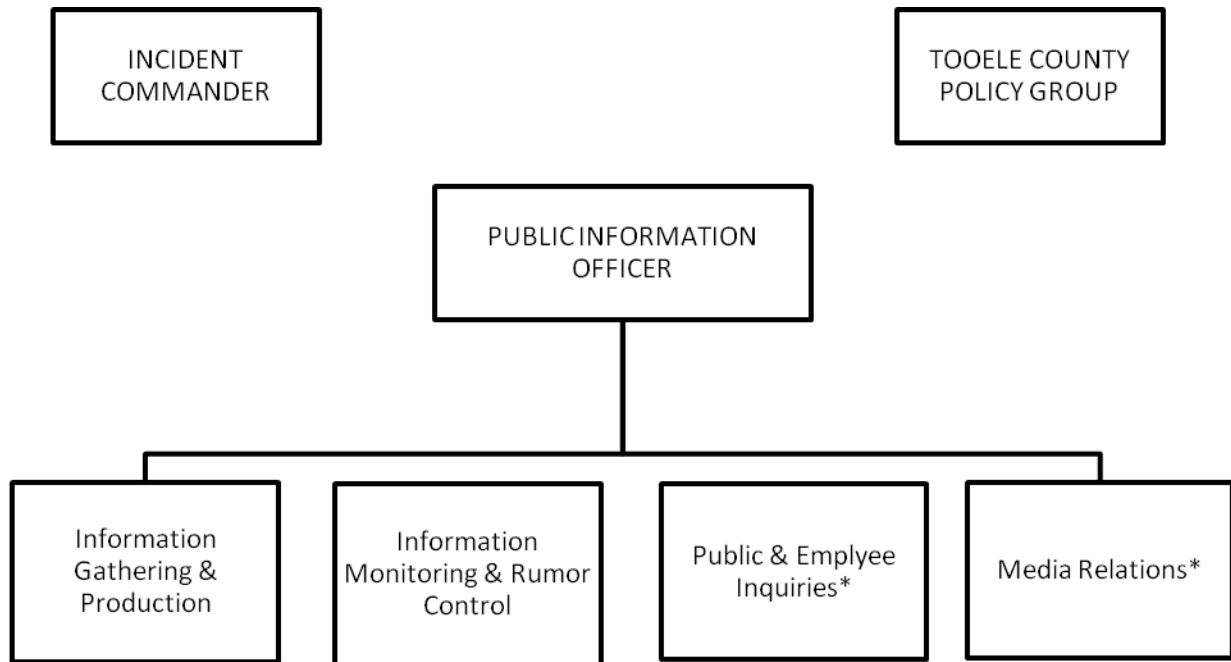
APPENDIX 2

MASS EVACUATION COMMUNICATIONS PROCEDURES

A.   Population Evacuation

    1.   When mass evacuation is contemplated, the Communications Coordinator will:

        a.   Establish twenty-four (24) hour supervisory communications coverage in the County EOC.

        b.   Notify all appropriate county agencies to alert their staff and be prepared for duty at EOC/traffic control locations as required.

        c.   Page all EOC and Sheriff's Office supervisory personnel to respond to the EOC for evacuation briefing.

        d.   Call in the West Desert Radio Club command group to respond to the EOC for evacuation briefing.

        e.   Pre-assign radio channels for deputies/officers/dispatchers.

    2.   When Population Evacuation officially begins:

        a.   Notify all county departments and radio units.

        b.   Support the Emergency Services Director and other agencies as required by providing radio communications between all traffic control points and the County EOC, as well as any other locations where radio communications are needed.

        c.   Provide the communications necessary to control the movement of the populace along the designated routes to their proper reception center locations. This will be coordinated with the City Police Departments that are affected and the Highway Patrol.

    4.   As soon as possible, when it is determined that Population Evacuation is likely; the Emergency Public Information Package (EPI) will be distributed. This may be done by:

        a.   Repositioning camera-ready copies signed by the appropriate authorities at all the appropriate media outlets.

        b.   Instructing the media when to publish them.

        c.   Television and radio broadcasts may continually present repeated portions of the EPI package and other instructions that may be helpful to the public as the crisis develops and the evacuation progresses.

TOOELE COUNTY
EPI TEAM
ORGANIZATIONAL CHART

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┌──────────────────┐                              ┌──────────────────┐
│    INCIDENT      │                              │  TOOELE COUNTY   │
│   COMMANDER      │                              │  POLICY GROUP    │
└──────────────────┘                              └──────────────────┘

              ┌──────────────────────────┐
              │   PUBLIC INFORMATION     │
              │        OFFICER           │
              └──────────────────────────┘
                          │
      ┌───────────┬───────┴───────┬───────────┐
┌──────────┐ ┌──────────┐ ┌──────────┐ ┌──────────┐
│Information│ │Information│ │ Public & │ │  Media   │
│Gathering &│ │Monitoring │ │ Emplyee  │ │Relations*│
│Production │ │& Rumor    │ │Inquiries*│ │          │
│          │ │Control    │ │          │ │          │
└──────────┘ └──────────┘ └──────────┘ └──────────┘
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*May be augments with volunteers

Salt Lake County EOP Example

Emergency Support Function #15 – External Affairs Annex

ESF Coordinator: *Steve Sautter*   *Support Agencies:*
                                                          *See Below

Primary Agencies: *Salt Lake County Emergency Management*

County Liaison: *Cathy Bodily*

INTRODUCTION

Purpose
The purpose of Emergency Support Function (ESF) 15 is to provide a comprehensive plan for the efficient and consistent use of the external affairs function to include emergency public information, liaison capabilities and community relations. During an actual or potential emergency, internal and external audiences must be informed of measures being taken to respond to or prepare for that emergency, including governmental decisions, recommendations and directives. Releasing accurate and timely emergency information is vital to alleviate misinformation and speculation.

Scope

During a major disaster within Salt Lake County, effective emergency public information and instructions will provide evacuation, movement, sheltering, and personal protective measures for affected populations. The Emergency Alert System (EAS) and voice-driven systems such as public announcement (PA) systems on emergency response vehicles simply can't reach the large populations that will be affected. A cooperative and technically effective use of the Internet and the dissemination of public information via the media provide the best chance of conveying life-safety and public awareness information to large numbers of the at-risk population.
In the response phase, coordinated, accurate, consistent, timely, and easily understood information can directly affect the safety of at-risk populations and contribute to the overall safety and well-being of the community. Individual and regional public information functions and actions before, during and following any emergency will be determined not only by the severity of the emergency and the involved agencies and organizations, but also by public perception.

During recovery, emergency public information can be critical for helping people put their lives back in order.

A significant emergency public information response will require the coordination of many public and private organizations, state, and federal agencies.

This ESF describes those organizations and their responsibilities and relationships.

Policies

All agencies, both support and primary, operating within ESF 15 will act in accordance with the Salt Lake County Emergency Operations Plan (EOP), the emergency plans of each individual agency, and applicable state and federal guidelines.

Consistent and timely public information is the overriding concept of operations for Salt Lake County. Each individual Public Information Officer/Public Affairs Officer (PIO/PAO) involved in the Salt Lake County Joint Information System (JIS) and Joint Information Center (JIC) will continue to represent their agency, and at the same time, participate fully in a coordinated public information approach.

PIO/PAOs from affected agencies and jurisdictions have a primary responsibility to effectively and rapidly communicate the situation, its impact, the response and protective actions that public needs to take. Public welfare, as a whole, calls for an overall rapid and coherent response in an emergency and simultaneously requires clarity in what may be differing safety messages from responding jurisdictions.

Recognizing this, PIO/PAOs should practice interagency coordination and cooperation to ensure consistency in the flow of accurate and timely information. A JIS can be instituted when a jurisdictional or agency PIO requires support in order to rapidly communicate emergency public information.

Gathering and disseminating emergency information during a response requires an organized coordination process. There are several tools that aid in the information coordination process. When PIO/PAOs coordinate information from their own Emergency Operations Center (EOC), from within the community or within the walls of a designated JIC, they are using a JIS. When PIO/PAOs cannot physically relocate to a physical JIC location, they can still operate in JIS or a virtual JIC using various technology mechanisms.

The Salt Lake County JIS/JIC is a modular and scalable response tool. When requested by the Incident Command PIO, Incident Command or EOC Command, the JIS/JIC should be prepared to operate on a 24-hour, seven-day a week rotation.

The JIS/JIC is organized systematically through the Information Management Cycle.

Information Management Cycle

The JIS/JIC is fueled by information; without information the JIS/JIC cannot complete its responsibilities. Successful information management depends upon seven steps:

1. GATHER – The JIS/JIC must promptly gather information from as many sources as possible including incident management, media, public and responders. When information comes into the JIS/JIC, it must be analyzed and organized.

2. ANALYZE – Information must be verified and analyzed. Information analysts must rapidly evaluate incoming information and decide which pieces of information are critical to internal and external audiences. Analysts must share their information with the JIC staff responsible for producing informational products.

3. ORGANIZE, WRITE, PRODUCE – The public needs information presented in a useable form, organized by category, priority and value. This requires trained and experienced staff that can compile information in a useful form.

4. REVIEW/APPROVE/COORDINATE – A quick and thorough review of all information to be released is an essential part of the information management process. Any information released to the public must first be approved by the Incident Commander or his/her designee. Most important, reviewers must coordinate with all agencies that have information to be released.

5. DOCUMENT – Proper documentation is necessary for all Incident Command System (ICS)/National Incident Management System (NIMS) functions. In order to resolve miscommunications or in the case of litigation, all decisions and activities must be documented.

6. DISSEMINATE - JIS/JIC staff must use all means available to provide prompt information to concerned internal and external audiences.

7. MONITOR – Constant monitoring of the media is a crucial function of the JIC. Staff must identify inaccuracies that could cause problems for people in affected areas, as well as for emergency response officials.

Each JIS/JIC participant and role is directly linked to the Information Management Cycle and consequently, linked directly to the mission of the JIS/JIC. Due to the nature of the systematic organization a PIO/PAO may be called upon to fulfill a role not directly linked to their organization or their daily responsibilities. Teamwork, training, collaboration and coordination are vital elements of JIS/JIC development and success. Oftentimes, a participant must leave their title at the door in order to coordinate and disseminate emergency public information.

Situation

Emergency or disaster response will be led by local jurisdictions until such time as the situation overwhelms the local jurisdiction's capabilities and resources. Local jurisdictions may then call upon Salt Lake County Emergency Management (SLCOEM) for assistance. In disaster or

emergency situations when extensive county assistance must be delivered in support of local ju-risdictions, SLCOEM will activate or place all needed ESFs on standby.

   A. Disaster Conditions

   The use of External Affairs is integral to the implementation of the Salt Lake County EOP. An emergency or disaster, natural or man-made, would require the use of ESF 15.

Planning Assumptions

1. Public information is vital and often life-saving for both internal and external audiences.
2. The use of emergency public information feeds curiosity, builds trust and protects responders and the public.
3. Extensive destruction of media communications facilities and loss of electrical power may severely disrupt the normal flow and dispersal of information in the disaster area.
4. The capabilities of emergent technology will strain the capabilities of the Salt Lake County JIS/JIC. The use of "new" or social media will require more trust, coordination and teamwork between information responders and the media to develop a consistent flow of information.
5. The demand for emergency public information will exceed the capabilities of county public information personnel. Additional support may be requested from the state or other sources.
6. During a disaster, information changes frequently; monitoring and analyzing information are necessary elements of successful public information.
7. During a disaster, relationships between response entities may be strained; the use of liaisons within the community is necessary to maintain a strong understanding of re-sponse capabilities.

Preparedness Actions

1. Develop a public information program to educate the public regarding the effects of emergency, and disaster situations.
2. Develop plans to coordinate with local, regional and national news media for emergency operations, before, during and after emergency situations.
3. Develop plans to conduct a multi-agency, multi-jurisdiction coordinated public information program during emergencies and disasters.
4. Develop plans and programs to educate news media on the methods that will be used to release emergency public information.
5. Develop and maintain pre-scripted EAS messages, news releases, and public service announcements, for all hazards.
6. Encourage the public to develop disaster plans and kits.
7. Update public information responder listing, as necessary.
8. Develop and implement a training program for all ESF 15 team members.
9. Participate in exercises and conduct an ESF 15 exercise to validate this ESF and supporting standard operating procedures.
10. Develop and maintain a roster with contact information of all ESF personnel.

11. Ensure all ESF 15 personnel integrate NIMS principles in all planning. All ESF personnel must complete all required NIMS training, as outlined in the Department of Homeland Security training guidance.
12. Secure lists of qualified interpreters/translators to relay emergency public information.

CONCEPT OF OPERATIONS

A. General

ESFs operate as part of the Operations Section under ICS. A primary agency coordinates the activities of the ESF with help from supporting agencies. Local jurisdictions within Salt Lake County will request assistance from SLCOEM, the Operations Section Chief will task ESFs with missions to respond to those requests and meet the needs the requests address. ESFs will coordinate with other ESFs, their local counterparts, private organizations and vendors to accomplish their missions. ESFs will properly document their activities and keep fiscal records for costs incurred while performing assigned tasks.

The use of External Affairs is integral to the implementation of the Salt Lake County EOP. An emergency or disaster, natural or man-made, would require the use of ESF 15.

B. Organization

Participating organizations should establish a public information function to provide information and instructions to their respective communities before, during, and after an emergency or disaster. That function should include the coordination of information with other affected organizations as needed.

SLCOEM will work with local jurisdictions and agencies within those jurisdictions, including communities, law and fire agencies. In addition, the county will coordinate with state agencies and local non-governmental organizations involved in ESF 15 activities.

C. Notification

Primary agency notification is done via the county's E-Sponder alert system. The JIC Manager and JIC Administrative Assistant are responsible for notifying ESF 15 Support Agencies that the JIS and/or JIC are being activated for the event.

D. Response Actions

1. Initial Response Actions
   The Lead PIO, in consultation with the SLCOEM Duty Officer and/or Incident Manager/EOC Manager will make an ***initial*** determination on the need for and level of any ESF 15 response to activate the JIS and/or JIC.

In a very limited response, Lead PIO could release emergency information from the EOC using various tools including news releases, direct media contact, and social media.

If a greater response were needed, the JIC could be activated to a level commensurate with the severity of the incident and the need to provide the public with protective action measures.

2. Continued Response Action

As the event/incident evolves, it may be necessary to maintain 24-hour operations of the JIS/JIC. In order to provide ongoing information release, staffing levels will need to be determined. This will be a decision made among the JIC Manager, Lead PIO and the EOC Manager.

3. Recovery Actions

Recovery is an important aspect of emergency management. During recovery the EOC and/or the JIC may or may not be activated. If de-activated, public information related to disaster recovery will transition back to individual agencies involved in recovery operations within their communities.

SLCOEM will provide information related to countywide damage assessment and estimates, the preliminary damage assessment process, and the status of state and federal disaster assistance. It may also still be necessary for the SLCOEM to manage recovery-related activities.

In the event the EOC and/or JIC remain open to coordinate recovery operations in cooperation with the state and federal government, PIO/PAOs will publicize the status of disaster declarations, the types of assistance available to disaster victims and the methods or locations for disaster victims to access assistance.

In either case, it will be essential for the JIS to continue to be used in order to maintain consistent messaging.

RESPONSIBILITIES

In coordination with the Salt Lake County Emergency Management Director, the Salt Lake County Emergency Support Team/EOC Response Team and the Salt Lake County Mayor's Public Information Office, the Salt Lake County Emergency Management Bureau has overall responsibility for coordination, implementation and training of this ESF.

A. Responsibilities of Primary Agency

1. General Responsibilities

SLCOEM has the lead on countywide development, maintenance, coordination and update of ESF 15.

2. Specific Responsibilities

SLCOEM will work with other agencies and jurisdictions within Salt Lake County to see input into any updates to ESF 15.

SLCOEM is responsible for all aspects of the maintenance and operation of the Salt Lake County JIC.

SUPPORT AGENCIES

A. Responsibilities of Support Agencies

1. General Responsibilities

To the extent possible, support agencies shall participate in the JIS or provide an individual(s) to serve in the JIC in a capacity as assigned by the Lead PIO and/or JIC Manager.

2. Specific Responsibilities

Individuals responding to the Salt Lake County EOC may provide support with media/public inquiries, preparing for news conferences, writing talking points and news releases, coordinating releases and messages with other PIO/PAOs within the affected area.

Individuals reporting to the JIC might also act as PIO and/or spokesperson for their agency in the JIC if called upon.

REFERENCES

1. Salt Lake County Emergency Operations Plan
2. Salt Lake County Joint Information System/Center Standard Operating Plan