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Ada County



Threat/Hazard Identification and Risk Assessment

2014

Submitted by:

Ada County Emergency Management

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Introduction

This document is the 2014 Threat and Hazard Identification and Risk Assessment (THIRA) for Ada County. The THIRA process and resulting report were managed by Ada County Emergency Management, the local government agency responsible for disaster preparedness.

Ada County Emergency Management represents Ada County, Ada County Highway District, Boise, Eagle, Garden City, Kuna, Meridian and Star. The agency is a division of Ada County, Idaho, and works closely with other local, state, and federal agencies to help its community mitigate, prepare for, respond to, and recover from disasters and emergencies. All area partners were involved in the THIRA process, to include representatives from the Local Emergency Planning Committee (LEPC), County and local responder agencies, and senior elected officials.

The THIRA process for Ada County was informed by the Federal Emergency Management Agency (FEMA) guidance *Comprehensive Preparedness Guide (CPG) 201* and the *State of Idaho Threat and Hazard Identification and Risk Assessment (THIRA) Guide for Local Jurisdictions*. The 2014 THIRA contains the following elements:

- A description of the known natural, technological and human-caused threats and hazards of highest concern throughout Ada County, to include a potential high-impact scenario and community impacts;
- Desired outcome statements for all selected Core Capabilities (CCs); and,
- Capability targets for all selected Core Capabilities.

The threats and hazards of concern were selected following an analysis of existing Ada County Emergency Management reports, to include the Ada County Hazard Mitigation Plan and the Ada County Hazard Vulnerability Analysis. A workshop exercise was also conducted with the LEPC in December of 2013, where multiple threats and hazards of concern were ranked and described as high-consequence scenarios. Following this analysis, additional meetings with local subject matter experts provided additional threat/hazard scenarios for inclusion in this initial iteration of the County THIRA.

Based on the threat and hazard descriptions, Ada County Emergency Management and area partners selected the priority core capabilities from the thirty-two (32) included in the FEMA National Preparedness Goal (NPG). It is anticipated that future iterations of the THIRA include outcomes and targets for all core capabilities; the expedited nature of this first THIRA process necessitated a selection of core capabilities to establish a programmatic foundation that can be matured over time.

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Capabilities-Based Preparedness

Consistent with FEMA guidance, capabilities are considered the means to accomplish a mission, function, or objective based on the performance of related tasks, under specified conditions, to target levels of performance. The most essential of these capabilities are the core capabilities identified in the National Preparedness Goal, which extend across each of the five emergency management mission areas: Prevention, Protection, Mitigation, Response, and Recovery. Gaps in operational readiness for any of these capabilities can be addressed through specific projects focused on planning, organization and equipping, training, and/or exercising.

General Threat, Hazard, and Risk Information

First and foremost, the Boise metropolitan area is the most geographically isolated urban area of the Lower 48 States: Reno, Nevada is approximately 422 miles away, Portland, Oregon is approximately 430 miles away and Salt Lake City, Utah is approximately 350 miles away. This presents the region with specific challenges when looking to build the appropriate capabilities necessary to meet all the emergency management missions (i.e., prevention, protection, mitigation, response, recovery) for a disaster. In the Stafford Act, FEMA defines a disaster as follows:

An occurrence of a natural catastrophe, technological accident, or human-caused incident that has resulted in severe property damage, deaths, and/or multiple injuries. As used in this Guide, a “large-scale disaster” is one that exceeds the response capability of the local jurisdiction and requires state, and potentially Federal, involvement. As used in the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act), a “major disaster” is “any natural catastrophe [...] or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under [the] Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby” (Stafford Act, Sec. 102(2), 42 U.S.C. 5122(2)).

Given this definition, Ada County has an inherent vulnerability — accessing available resources from neighboring jurisdictions in a timely manner will present a significant challenge. The region will need to think creatively, adopt a “whole community” approach to emergency management, and be focused in the application of County and local resources to buy down risk and maintain operational readiness.

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Ada County is subject to a variety of hazards, including natural, technological, and man-made. The current Ada County All Hazard Mitigation Plan and Hazard Vulnerability Assessment contain additional information on the most likely and damaging hazards of concern. These analyses were used as a starting point for local subject matter experts to describe scenarios for these threats and hazards and consider our risk in terms of preparedness for and vulnerability to potential impacts. Using these THIRA results, Ada County will develop shared strategies to allocate resources, achieve capability targets, and reduce our collective risk.

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Executive Summary

Based on the results of the Ada County THIRA process, the following threats and hazards of concern are the basis for preparedness capability-building decisions for the coming year.

- Extreme Weather
- Flooding
- Wildland Fire/Wildland Urban Interface Fire
- Hazardous Materials Release
- Public Health Emergency/Pandemic
- Terrorism
- Earthquakes

The following Core Capabilities and associated targets reflect the County’s immediate preparedness goals¹

Prevention	Protection	Mitigation	Response	Recovery
Interdiction and Disruption	Planning	Planning	Planning	Planning
		Long-Term Vulnerability Reduction	Operational Coordination	Infrastructure Systems
			Operational Communication	
			Public Information and Warning	
			Infrastructure Systems	
			Mass Care	
			Mass Search and Rescue Operations	
			Public Health and Medical Services	
			Fatality Management Services	
			On-Scene Security and Protection	
			Critical Transportation	
			Environmental Response/Health and Safety	
			Situational Assessment	

¹ Note: Other preparedness needs may become evident as the result of an emerging threat or hazard. This THIRA report does not preclude the resourcing of capabilities to address those threats or hazards.

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Threat and Hazard Scenarios

The LEPC met on December 14, 2013 to conduct a workshop exercise. The activity presented an opportunity to collect information from local experts and stakeholders regarding the threats and hazards faced by the Whole Community in Ada County, informing preparedness priorities and capability building measures that address risk.

Workshop participants were asked, from the LEPC perspective, to rank the threats and hazards of greatest concern in terms of potential impact to their respective organizations, likelihood of occurrence, and their perceptions regarding the extent of the community's preparedness. Following the selection of threats and hazards, participants were directed to create a scenario for each that provided some context based on the following considerations:

- What would be the population in the impact area for this hazard?
- When is this event most likely to occur?
- Where is this event most likely to occur?
- Is there a time of year that would result in greater impact?
- Is there a time of day that would result in greater impact?
- Estimation of casualties and/or fatalities?
- Cascading impacts on community, such as:
 - Loss of critical infrastructure sectors (power, communications, etc.)
 - Hazardous materials release?
 - Mass Evacuations?
- Regional impact

This exercise resulted in the following threats/hazards and accompanying scenarios being selected: ***Extreme Weather, Flooding, Wildland/Wildland Urban Interface Fire, HazMat Release, Public Health Emergencies/Pandemics.***

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Extreme Weather:

A significant snow and ice storm strikes the region in mid-December, beginning during morning rush hour and causing significant casualties (100 people), endangering at-risk populations (e.g., elderly, economically disadvantaged) and resulting in degradation of infrastructure functionality (loss of power, communications, transportation routes) and a scarcity of critical supplies (food, fuel).

Flooding:

Following a wildland fire season with a significant topographical impact, a Spring flooding event takes place that impacts Ada and Canyon Counties along the entire Boise River corridor (rivers, creeks, drainage). Area reservoirs are at full capacity and a rain on snow event follows unseasonably high temperatures, causing releases of 20,000 cubic feet per second (CFS), heavy debris flows, and pit captures/riverbank erosion, that redirect river flows. There are some immediate casualties, damage to about _____ homes and evacuations, including hospitals and other dependent care facilities, are necessary. Significant infrastructure losses include inundation at the wastewater treatment facility resulting in HAZMAT release, inaccessible transportation routes and bridges, damage to pipelines, and contamination of the water supply.

Wildland/Wildland Urban Interface (WUI) Fire:

On a Mid-August day during the peak of wildfire season, at approximately 1700 hours, conditions favorable to wildfire (i.e., dry land, thunderstorms, and high winds) result in ignition of a rapidly spreading wildfire impacting _____ structures in the WUI interface. Evacuations are necessary, including hospitals and other dependent care facilities, and cascading effects include air quality, water quality due to firefighting runoff, loss of habitat, and loss of power infrastructure assets.

HazMat Release:

During a summer evening in a highly populated area, an explosion takes place at a facility manufacturing, storing or using an extremely hazardous substance. This directly impacts 5 -10 thousand people in the immediate area, including 50 casualties and 10 fatalities with the need to evacuate citizens and secure a broad incident perimeter. Secondary impacts to infrastructure are regional in scope, potentially impacting public health and economic stability. Examples may include: loss of critical commercial inputs; interruptions to area fuel supplies; the need to truck supplies of fuel or other materials into the region; and, long term contamination of the water supply due to firefighting runoff. Other secondary impacts include the hazard of structural fires in the incident vicinity.

Public Health Emergency/Pandemic

During winter season, 40-60% of the County population is impacted by the emergence of a novel virus; citizens are either sick or staying home for social distancing or to take care of someone who is ill. There is a 25% attack rate in the population for the virus and a fatality rate of 5%. Degradation of infrastructure functionality (energy, food, communications, etc.) due to loss of workforce – this includes the public health infrastructure as community's demand for: care providers; mass care sites and/or points of countermeasure distribution; law enforcement security at treatment facilities; and, fatality management spikes. Long term economic effect due to loss of workforce, trade and commercial activity.

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Ada County Emergency Management met with subject matter experts from local response agencies and departments to further refine the threat and hazard scenarios described by the LEPC. Following these discussions, the following two scenarios were added to the County profile: ***Terrorism, 7.1 Magnitude Earthquake.***

Terrorism:

At 3 p.m. on a Saturday in early fall, there are simultaneous attacks at a high-profile sports/entertainment event and a downtown commercial area involving active shooters and explosive devices. There are 40 fatalities and 300 people in need of triage, treatment, or transport to an area hospital. There are challenges securing the incident scene due to the large concentrations of people, congestion in high-traffic areas, and convergence of media. The attacks are suspected to be tied to a local residence where tactical teams are looking to make entry, apprehend suspects assumed to be heavily armed, and secure any additional explosive devices or harmful agents.

7.1 Magnitude Earthquake:

During mid-morning in mid-October, a 7.1 magnitude seismic event on the Squaw Creek fault takes place. Structural failure of property on unstable soils occurs with widespread liquefaction impacts for homes in the Boise River floodplain. Critical infrastructure facility losses include failures of un-engineered canal embankments and structural damage to Lucky Peak causing secondary hazards, such as landslides and mudslides. Less than 50% of all critical facilities are functional for three days following the event. There are significant casualties in need of triage, treatment, and transport and a total of 190 fatalities quickly fill hospital morgues.

Core Capabilities

Given the threats and hazards scenarios approved by area subject matter experts, the following Core Capabilities were approved by the Emergency Management Community (i.e., the Executive Council, the LEPC, and the Ada County Board of County Commissioners) as priorities for the coming year:

Capability:

Operational Coordination (Response)

Capability Outcome:

- A regional multi-agency coordination system (MACS) capable of policy development and decision making to support incident response is activated within two hours of an incident.
- A unified and integrated command, support, and coordination structure and process that appropriately involves critical stakeholders and supports the execution of core capabilities is implemented in impacted areas within two hours of an incident.

Capability Targets

- Within 8 hours of the onset of a major incident, implement an ICS organization to manage the incident that fully staffs all ICS positions, for 14 days of 24/7 operations
- Within 12 hours of the onset of a major incident, implement a multi-agency coordination that fully staffs all EOC positions, for 14 days of 24/7 operations



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Capability:

Operational Communication (Response)

Capability Outcome:

- Redundant communications systems established to coordinate first responder response inside impacted areas, to include 911 calls for service
- Interoperable communications among all responders and supporting facilities through the repair or restoration of cellular towers, public switch telephone systems, and public safety communications systems.
- Priority provisioning or restoration of the County's critical telecommunications services, including services used to maintain a state of readiness or to respond to and manage any event or crisis that causes or could cause harm to the population, result in significant damage to or loss of property, or threaten the readiness posture of the region.

Capability Targets



- Interoperable voice communication among emergency responders within an hour for routine events and three hours for significant events/incidents, such as those involving significant damage to the communications infrastructure.
- Interoperable data communications among responders within 24 hours of a significant event/incident.
- Operable voice communications among responders and their supporting emergency response facilities are established during the first 24 hours of an incident through the use of back-up or redundant systems and/or through the repair or restoration of cellular towers, public switch telephone systems, and public safety communications systems.
- Interoperable voice and data communications among emergency responders and emergency response facilities established during the first 72 hours of an incident through the use of back-up or alternative systems and services and/or through repair or restoration of primary systems.

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Capability:

Planning (Protection/Mitigation/Response/Recovery)

Capability Outcome:

- Regional and jurisdictional all-hazards plans that address all of the mission areas, with specific annexes as required, established and updated every three years.

Capability Targets



- Ada County and each of its jurisdictions develop and maintain Comprehensive, all-hazard Emergency Operations Plans and Continuity of Operations Plans. The County will maintain a Natural Hazards Mitigation Plan and Disaster Recovery Framework.
- The THIRA and County Training and Exercise plan are updated annually

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Capability:

Long-Term Vulnerability Reduction (Protection/Mitigation)

Capability Outcome:

- Vulnerability of critical infrastructure, systems, and community assets at risk to future incident is reduced.

Capability Targets



- The vulnerability of critical infrastructure and key resources (e.g. schools, public safety centers, bridges, dams, HazMat sites and residential foundations) at risk to future incidents is reduced by identifying project opportunities and options, selecting and prioritizing projects, and implementing projects in cooperation with community stakeholders.
- Objectives and action plan identified in Ada County Hazard Mitigation Plan achieved
- Continuity of Operations planning is prioritized across critical public and private entities

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Capability:

Public Information and Warning (Response)

Capability Outcome:

- ❑ Information provided immediately following a no-notice incident or in advance of a pending incident or event, in a coordinated manner that enables the Whole Community (i.e., emergency responders, the public, businesses, non-governmental organizations) to take protective action, sustain life and property, and/or access critical services.

Capability Targets



- ❑ Within one hour of the onset of a significant event, commence communications with an established network of broadcast, print, and social media platforms and provide the public (including populations with functional and access needs) with the most timely, accurate and relevant information and protective action recommendations.
- ❑ Within the first operational period following the onset of a significant event and for multiple operational periods per the needs of Incident Command and the Multi-Agency Coordination System (MACS), establish a Joint Information System (JIS) that gathers, verifies, integrates, and coordinates information to ensure timely, accurate and relevant messages are provided to the public and media in support of two (2) incident command/unified command (IC/UC) structures in the field and the County Emergency Operations Center (EOC).
- ❑ Provide alerts and warning to (a) (insert number) citizens an hour in a defined geo-spatial area enabling them to take protective actions, and (b) (insert number) pre-designated employees enabling them to mobilize organizational teams, via a streamlined process and a multi-platform system compatible and/or compliant with IPAWS-Open gateway standard, EAS, WEA, NWEM, email, voice to text, SMA, and TAP, within (insert number) minutes/hours of notice of a pending hazard or post-onset of an incident.

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Capability:

Infrastructure Systems (Response and Recovery)

Capability Outcome:

- Damaged critical infrastructure stabilized and essential life sustaining services partially restored in the immediate days following an incident.
- Priority provisioning or restoration of the County's critical telecommunications services, including services used to maintain a state of readiness or to respond to and manage any event or crisis that causes or could cause harm to the population, result in significant damage to or loss of property, or threaten the readiness posture of the region.

Capability Targets



- Damaged critical infrastructure, including: 7 critical medical and health facilities; 56 emergency services sector facilities; 273 schools; area utilities; fuel and natural gas delivery systems; communications systems; water supply systems; wastewater facilities; and, transportation hubs are stabilized and essential life sustaining services at least partially restored to the impacted area during the first 96 hours of an incident.
- A whole community planning process with a specified timeline for redeveloping community infrastructure to contribute to resiliency, accessibility, and sustainability is commenced within 6 months of an incident.
- Within 1 year, the necessary components in place to restore minimum service to 100% of the affected area.
- Public-private sector exercises that address recovery processes every two years.

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Capability:

Mass Care (Response)

Capability Outcome:

- Functioning system of personnel, equipment, facilities, and assets able to provide immediate feeding, sheltering, hydration, family reunification, and mental health services to the Whole Community, including individuals with functional and access needs.

Capability Targets



- Life sustaining services focused on hydration and feeding for 60,000 people are initiated during the first 72 hours of an incident.
- Shelter operations and counseling for 30,000 displaced people, including approximately 12-18% who have some degree of access and functional needs, are initiated during the first 72 hours of an incident.
- Pet recovery and family/pet reunification services are initiated during the first 72 hours of an incident.

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Capability:

Mass Search and Rescue (Response)

Capability Outcome:

- Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need with the goal of saving the greatest number of endangered lives in the shortest time possible.

Capability Targets



- Triage, search and rescue operations to locate, rescue and extricate persons in distress at damaged and destroyed buildings, including individuals with access and functional needs, are initiated during the first 12 hours of an incident.
- Heavy rescues completed within 96 hours of incident

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Capability:

Public Health and Medical Services (Response)

Capability Outcome:

- For public health emergencies, healthcare response is coordinated across the County through sharing of public health data and mobilization of available healthcare staffing and resources.
- For mass casualty events, triage and initial stabilization of casualties completed and definitive care for those likely to survive injuries is initiated.

Capability Targets



- Public Health: (In progress...to be developed in coordination with Central District Health)
- Medical: Provide lifesaving pre-hospital medical treatment for all threats/hazards and in all-terrains, to include complete triage and initial stabilization of all accessible casualties (i.e., those not in need of heavy technical or urban search and rescue) and appropriate documentation of care for a Level 1 Mass Casualty Incident (MCI) with 150-175 casualties within four hours of the onset of the incident.

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Capability:

Fatality Management Services (Response)

Capability Outcome:

- ❑ Fatalities managed in a manner that supports forensic investigations as well as community grief and healing. All decedents scientifically identified and information sharing with victims' families and public initiated and maintained throughout the duration of the incident.

Capability Targets



- ❑ Fatality management operations have been initiated to recover 190 fatalities and to provide family reunification, counseling, and victim identification during the first 24 hours of an incident. Within 24 hours, establish mechanism to support coordinated information sharing and ante mortem data collection to 1,500 friends and families of victims.

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Capability:

Interdiction and Disruption (Prevention)

Capability Outcome:

- All persons, materials, and conveyances associated with an imminent threat to the County are interdicted.
- Terrorist acquisition and transfer of CBRNE materials and precursors is prevented.
All CBRNE hazards are rendered safe and properly disposed of.
- Local, state, and federal law enforcement agencies consistently conduct counterterrorism tactical operations in a coordinated manner.

Capability Targets



- Local, state, and federal law enforcement agencies identify imminent threats to Ada County through effective and coordinated investigative activities and interdict persons, materials, and conveyances associated with those threats.
- Dual, regionally-deployable Type II SWAT/Tactical teams capable of deploying within 45 minutes of the onset of a major incident are maintained. Teams must be able staff multiple operational periods, maintain a secure perimeter with documented ingress and egress, provide tactical medical support to the public and responders, and fully secure an incident scene within 72 hours

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Capability:

On-Scene Security and Protection (Response)

Capability Outcome:

- A safe and secure environment for responders and the affected community is established.

Capability Targets



- Within the first operational period following the onset of a significant local or regional incident, supplement and enhance law enforcement resources to provide on scene security and citizen rescue over multiple operational periods.
- Establish/maintain a sufficient cadre of first responders appropriately trained and equipped to provide security and protection for affected areas and all response personnel engaged in all life-saving operations.

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Capability:

Critical Transportation (Response)

Capability Outcome:

- Accessible transportation corridors and/or alternate delivery methods are established to facilitate response and recovery operations and address public safety, health, and security needs.

Capability Targets



- Accessible transportation corridors and/or alternate delivery methods are established to facilitate response and recovery operations and address public safety, health, and security needs, by bypassing damaged bridges, overpasses, major highway, light rail, railways, tunnels, river systems, and airport runways to provide vital resources in an effort to save lives and to meet the needs of 65,000 people in the impacted area during the first 72 hours of an incident.
- Transportation services, including ground, air, and water, necessary to move responders and the public are provided during the first 72 hours of an incident.

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Capability:

Environmental Response/Health and Safety (Response)

Capability Outcome:

- ❑ Ensure the availability of guidance and resources to address all hazards including hazardous materials, acts of terrorism, and natural disasters in support of the responder operations and the affected communities.
- ❑ During the first 24 hours of an incident, assessments to identify environmental health and safety concerns for response personnel and the affected community are completed.
- ❑ During the first 72 hours of an incident site and incident-specific health and safety plans are developed, distributed, and implemented.

Capability Targets



- ❑ For response to incidents/disasters involving known chemicals; unknown chemicals; known or suspect weapons of mass destruction chemical/biological substances, build and maintain a Type I HazMat Entry Team capable of performing three (3) entries in a 24-hour period, to provide chemical/biological substance testing, monitoring, sampling, and intervention, as well as decontamination of response personnel
- ❑ During the first 24 hours of an incident, assessments are completed to identify environmental health and safety concerns for response personnel and affected communities including damaged and leaking fuel tanks, hazmat releases, chemical fires, smoke and toxic fumes, wastewater and sewage facility leaks, contaminated debris, degraded food and water supplies, and contaminated environmentally sensitive areas and waterways.
- ❑ During the first 72 hours of an incident, site and incident-specific health and safety plans are developed, distributed, and implemented to protect responders and the public from damaged and leaking fuel tanks, hazmat releases, chemical fires, smoke and toxic fumes, wastewater and sewage facility leaks, contaminated debris, degraded food and water supplies, and contaminated environmentally sensitive areas and waterways.

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Capability:

Situational Assessment (Response)

Capability Outcome:

- Comprehensive situational assessments completed and a common operating picture among all response entities is achieved.
- Decision-relevant information regarding the nature and extent of the incident is provided to key decision makers, such as: elected officials; agency/departmental heads throughout the County; non-governmental organizations participating in response; and, owners and operators of critical infrastructure.

Capability Targets



- Within the first operational period, following the onset of a significant local or regional incident, deploy assets to supplement and enhance, on scene information gathering in an all threats and all hazards environment to maintain situational awareness for all jurisdictions/agencies involved in incident management and support for the duration of the incident.
- Primary, alternate, or temporary EOCs, CCCs, and DOCs are activated, complete and share comprehensive situational assessments, and develop a common operating picture within the first 24 hours of an incident necessary to meet basic human needs and stabilize the incident.
- Primary, alternate, or temporary EOCs, CCCs, and DOCs deliver decision relevant information regarding the nature and extent of the incident, any cascading effects, and the status of the response to local, county, and regional decision makers within the first 24 hours of an incident necessary to meet basic human needs, stabilize the incident, and transition to recovery.

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Next Steps

The capability targets described in this THIRA will serve as general preparedness targets for Ada County and a basis for resourcing decisions. Resources applied to build capabilities will not be derived exclusively from homeland security and emergency management grants, but also funds derived from local government sources and investments of time and effort from area personnel involved in the emergency management mission space.

After action reports from exercises and real-world events, as well as training and credentialing activities, will provide the community with insights regarding progress in meeting our preparedness goals. Additional iterations of this THIRA will provide appropriate refinement of the threat/hazard scenarios, recalibration of our preparedness goals, and the inclusion of additional capabilities as warranted.