

**City of Cottage Grove  
Lane County, Oregon  
EMERGENCY OPERATIONS PLAN**



**February 2015**

**Prepared for:**

City of Cottage Grove  
400 E. Main Street  
Cottage Grove Oregon 97424

**Prepared by:**

Dianna C. Skelly





This document was prepared under a grant from the U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of the City of Cottage Grove and do not necessarily represent the official position or policies of the Federal Emergency Management Agency's Grant Programs Directorate (GPD) or the U.S. Department of Homeland Security.

# Immediate Action Checklist

Use the following Immediate Action Checklist to initiate the City of Cottage Grove's response to and support of an emergency incident. If you are not qualified to implement this plan, dial 9-1-1 and ask for assistance.

## 1. Receive alert of incident.

- Alerts should be directed to the City Emergency Program Manager.
- If the City Emergency Program Manager is not available, alerts should be directed based upon the line of succession outlined in Section 1.8.1 of this plan.
- Alerts may be received through 9-1-1 dispatch, responding agencies, the on-scene Incident Commander, the public, or other sources.
- If you are the first person receiving notification of the incident, call 9-1-1 and provide as much detail as possible.
- See Functional Annex 1 – Emergency Services of this plan for more information on alert and warning.

## 2. Determine need to implement the City's Emergency Management Organization.

- The City Emergency Program Manager should determine, in coordination with the on-scene Incident Commander, what level of support is needed from the City for the incident. This may range from the City Emergency Program Manager being on stand-by to full activation of the City Emergency Operations Center.
- Identify key personnel who will be needed to support City emergency operations, including staffing of the City Emergency Operations Center, if activated.

## 3. Notify key City personnel and response partners.

- The City Emergency Program Manager will notify key personnel to staff the City Emergency Operations Center based on incident needs.
- Notify appropriate emergency response agencies.

**Immediate Action Checklist**

- See the City Emergency Contact List maintained by the City Emergency Program Manager. The Public Works Department also maintains a Department Emergency Contact list. Alert Sense has functionality allowing for the specific notification of identified City personnel calling them to staff the EOC on the direction of the City Manager, the Emergency Program Manager, or their representative(s).
- 4. Activate the City Emergency Operations Center as appropriate.**
- The City will utilize the Incident Command System in managing the City Emergency Operations Center.
  - Primary Emergency Operations Center Location: City Hall, 400 E. Main St., Cottage Grove, OR, 97424.
  - Alternate Emergency Operations Center Location: The City Shops, 425 N. 14th Street, Cottage Grove, OR, 97424.
  - See Section 5.4 of this plan for information on Emergency Operations Center operations.
- 5. Establish communications with the on-scene Incident Commander.**
- Identify primary and back-up means to stay in contact with the on-scene Incident Commander.
  - The on-scene Incident Commander may assign a radio frequency that the City Emergency Operations Center can use to communicate with the scene.
  - See Functional Annex 1 – Emergency Services of this plan for more information on communications systems.
- 6. Identify key incident needs, in coordination with the on-scene Incident Commander.**
- Consider coordination of the following, as required by the incident:
    - Protective action measures, including evacuation and shelter-in-place.
    - Shelter and housing needs for displaced citizens.
    - Emergency public information and coordination with the media.

**Immediate Action Checklist**

- Provisions for Access and Functional Needs Populations, including unaccompanied children.
  - Provisions for animals in disaster.
- 7. Inform the County and Oregon Emergency Response System (OERS) of Emergency Operations Center activation and request support as needed.**
- Lane County Emergency Management: 541-682-6744.
  - Oregon Emergency Response System: 800-452-0311.
  - If there is an oil or chemical spill to report, responsible parties should call the National Response Center at 800-424-8802.
- 8. Declare a state of emergency for the City, as appropriate.**
- If the incident has overwhelmed or threatens to overwhelm the City's resources to respond, the City should declare a state of emergency.
  - A declaration may be made by the City Manager or the Emergency Program Manager. A declaration should be ratified by the Council as soon as practicable.
  - The declaration should be submitted to Lane County Emergency Management.
  - See Section 1.7 of the Basic Plan for information on the disaster declaration process. See Appendix A for a sample disaster declaration form.

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# Preface

The Cottage Grove Emergency Operations Plan (EOP) is an all-hazard plan that describes how the City of Cottage Grove will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, State of Oregon Emergency Management Plan, the Lane County Emergency Operations Plan, and Oregon Planning Goal 7. This plan is compliant with the National Incident Management System (NIMS) and incorporates the principles set forth in the Incident Command System (ICS). Collectively, these documents support the foundation for the Cottage Grove 2016 EOP.

Response to emergency or disaster conditions in order to maximize the safety of the public, minimize property damage, and mitigate environmental consequences following an incident is a primary responsibility of government. It is the goal of the City of Cottage Grove that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the City of Cottage Grove has, in addition to promulgating this plan, formally adopted the principles of NIMS, including ICS and the National Response Framework.

This EOP is designed to be flexible, adaptable, and scalable. Consisting of a Basic Plan, Functional Annexes, and Incident Annexes, this EOP provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City of Cottage Grove will coordinate resources and activities with other federal, state, local, tribal, and private-sector partners.

Pursuant to Cottage Grove Municipal Code 8.20.080 The Emergency Program Manager recommended the 2016 Emergency Operation Plan to the City Manager, who approved the EOP on February 11, 2016.

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# Letter of Promulgation

To all Recipients:

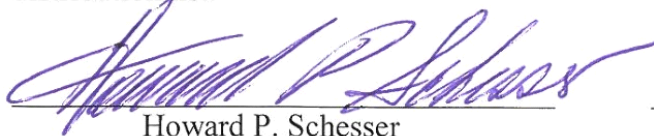
Promulgated herewith is the revised Emergency Operations Plan for the City of Cottage Grove, known as the Cottage Grove Emergency Operations Plan. This plan supersedes any previous plans. It provides a framework within which the City of Cottage Grove can plan and perform emergency functions during a disaster or national emergency.

The Federal Emergency Management Agency has established five mission areas of emergency management: prevention, protection, mitigation, response, and recovery. This Emergency Operations Plan attempts to combine three of these major mission areas to ensure that the City is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the City. This includes the following:

- **Prevention:** activities necessary to avoid, prevent, or stop a threatened or actual act of terrorism
- **Protection:** activities necessary to secure the City against acts of terrorism and natural or human-caused disasters
- **Mitigation:** activities that reduce loss of life and property by lessening the impact of disasters
- **Response:** activities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred
- **Recovery:** activities necessary to assist the community in recovering effectively from a disaster

*If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this plan.*

This plan has been approved by the City of Cottage Grove, with promulgation documents on file within the City. It will be revised and updated as required. All recipients are requested to advise the Cottage Grove Emergency Program Manager of any changes which might result in its improvement or increase its usefulness. Plan changes will be transmitted to all the addressees on the distribution list.



Howard P. Schesser  
Emergency Program Manager

February 12, 2016

\_\_\_\_\_  
Date

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# Plan Administration

The City of Cottage Grove Emergency Operations Plan is issued under the authority vested with the Cottage Grove City Council with the recommendations of City officials involved in the Emergency Management Organization (EMO). The EMO comprises the City Manager, the Emergency Program Manager, and one Representative of the following departments: Police, Public Works, and the South Lane County Fire and Rescue District. The Emergency Program Manager will coordinate review, revision, and re-promulgation of this plan every two years or when changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by Emergency Program Manager without formal City Council approval.

## Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

| Date        | Change No. | Department                       | Summary of Change   |
|-------------|------------|----------------------------------|---|
| August 2015 | 2015-001   | Community Development Department | Update information and bring overall information and formatting in line with EOPs throughout the State of Oregon. |
| June 2017   |            |                                  |   |
|             |            |                                  |   |
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## Plan Administration

**Plan Distribution List**

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The City of Cottage Grove Emergency Program Manager is ultimately responsible for dissemination of all plan updates. Copies of the plan will also be maintained at 400 E. Main Street, Cottage Grove, OR 97424 and posted online at [www.cottagegrove.org](http://www.cottagegrove.org).

| Department/Agency  | Title/Name  |
|--|---|
| Oregon Military Department, Office of Emergency Management | Operations and Preparedness Section Manager                     |
| Lane County Emergency Management                           | Lane County Emergency Program Manager                           |
| South Lane County Fire & Rescue District                   | Fire Chief  |
| South Lane County School District                          | Administrator   |
| Cottage Grove Community Hospital                           | Director of Security/Emergency Management, Peace Health Medical |
| Cottage Grove Public Works                                 | Public Works Director   |
| Cottage Grove Community Services Department                | Community Services Director                                     |
| Cottage Grove Finance Department                           | Finance Director  |
| Cottage Grove Police Department                            | Police Chief  |
| Cottage Grove City Manager's Dept.                         | City Manager  |
| Cottage Grove Public Water Treatment                       |   |
| Cottage Grove Wastewater Treatment Plant                   |   |
| Cottage Grove Public Works (Shop – Backup EOC)             |   |
| Cottage Grove Public Library                               |   |
|  |   |
|  |   |

## Plan Administration

## Emergency Operations Plan Review Assignments

Unless otherwise stated, the following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to the City Emergency Program Manager for incorporation into the plan and dissemination of the revised version. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related City emergency plans and procedures to enhance consistency.

| Section/Annex  | Responsible Party  |
|--|--|
| <b>Basic Plan</b>  | Emergency Program Manager  |
| <b>Functional Annexes (FAs)</b>  |  |
| <b>FA 1</b> Emergency Services   | Cottage Grove Police Department<br>South Lane County Fire & Rescue District<br>Emergency Program Manager |
| <b>FA 2</b> Human Services   | Emergency Program Manager  |
| <b>FA 3</b> Infrastructure Services  | Public Works Department  |
| <b>FA 4</b> Recovery Strategy  | Cottage Grove Community Development Department<br>Emergency Management                                   |
| <b>Incident Annexes (IAs)</b><br><i>(Developed and maintained by Lane County, incorporated into this EOP by reference)</i> |  |
| <b>IA 1</b> Drought  | Public Works Department  |
| <b>IA 2</b> Earthquake & Tsunami   | South Lane County Fire & Rescue District<br>Public Works Department                                      |
| <b>IA 3</b> Major Fire   | South Lane County Fire & Rescue District   |
| <b>IA 4a</b> Flood   | Public Works Department  |
| <b>IA 4b</b> Dam Failure   | Cottage Grove Police Department  |
| <b>IA 5</b> Severe Weather / Landslide   | Public Works Department  |
| <b>IA 6</b> Volcano  | Public Works Department  |
| <b>IA 7</b> Hazardous Materials Incident   | South Lane County Fire & Rescue District / Oregon HazMat Team #2   |
| <b>IA 8</b> Public Health  | South Lane County Fire & Rescue District / Lane County Department of Health and Human Services           |

## Plan Administration

| Section/Annex                              | Responsible Party  |
|--|--|
| <b>IA 9a</b> Animals in Disaster           | Lane County Department of Health and Human Services  |
| <b>IA 9b</b> Animal & Agriculture Incident | Cottage Grove Police Department<br>Oregon Department of Fish and Wildlife / Oregon Department of Agriculture |
| <b>IA 10a</b> Active Shooter               | Police Department  |
| <b>IA 10b</b> Terrorism                    | Public Works Department<br>Police Department   |
| <b>IA 11</b> Transportation                | Police Department  |
| <b>IA 12</b> Utility Failure               | Public Works Department  |
| <b>IA 13</b> Nuclear/Radioactive           | South Lane County Fire & Rescue District / Oregon HazMat Team #2.  |

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**Functional Annexes**

- FA 1 – Emergency Services
- FA 2 – Human Services
- FA 3 – Infrastructure Services
- FA 4 – Recovery Strategy

**Incident Annexes**

- IA 1 – Drought
- IA 2 – Earthquake
- IA 3 – Major Fire
- IA 4 – Flood & Dam Failure
- IA 5 – Severe Weather / Landslide
- IA 6 – Volcano
- IA 7 – Hazardous Materials
- IA 8 – Public Health
- IA 9a – Animals in Disasters
- IA 9b – Animal and Agriculture Related Incident
- IA 10a – Active Shooter
- IA 10b – Terrorism
- IA 11 – Transportation Incident
- IA 12 – Utility Failure
- IA 13 – Nuclear/Radioactive Incident

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# Basic Plan

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# 1

## Introduction

### 1.1 General

The emergency management mission of the City of Cottage Grove (hereafter referred to as the “City”) is to ensure that the City is prepared for a disaster by coordinating protection, prevention, mitigation, response, and recovery activities that increase the City’s capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the City every day. These “routine” emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the City encounters. For the most part, this type of emergency is handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this Emergency Operations Plan (EOP) can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front-line responders.

No plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters. This plan promulgates such a framework within the City that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key stakeholders to bear on any incident. This EOP provides the foundation and guidance for use of National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the City.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the City will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the City fulfill its response function to its maximum capacity.

**1. Introduction****1.1.1 Whole Community Planning**

The “Whole Community” planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate the effects of disasters. This includes all emergency management partners, both traditional and nontraditional, such as: volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the City shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, preparations for personal and family safety, and self-sufficiency. To the greatest extent possible, the City will assist its citizens in carrying out this responsibility by providing preparedness and mitigation information and delivering critical public services during a disaster. However, a major emergency is likely to damage the City’s critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of an emergency, can make a significant contribution towards survival and community resiliency.

**1.2 Purpose and Scope****1.2.1 Purpose**

The purpose of this document is to provide the City with a coordinated emergency response plan to minimize adverse effects to life and property in the case of a natural or man-made disaster. This EOP is meant to establish a comprehensive, all-hazards approach to protect the safety, health, and welfare of the community. It provides a framework for interaction between the City, the State of Oregon (State), and federal agencies, as well as public and private organizations following a significant event. Additionally, this plan outlines the procedures and responsibilities of local government agencies and personnel to effectively mitigate, prepare for, respond to, and recover from an emergency or disaster.

This EOP:

- Provides an all-hazard analysis of the type of emergencies likely to impact the Cottage Grove area.
- Provides a framework for multi-discipline and multi-jurisdictional coordination and collaboration.
- Provides an overview of all phases of disaster management though mitigation, preparedness, response, and recovery activities.

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- Designates NIMS as the operational framework and the Incident Command System (ICS) as the management structure.
- Identifies roles and responsibilities of City departments, offices, and personnel in emergency operations, as well as those of cooperating public and private-sector agencies.
- Provides clear guidelines and procedures for requesting and allocating resources to support single jurisdiction and multi-jurisdiction response and recovery activities.
- Outlines clear guidelines and procedures for ensuring consistent and timely release of emergency public information.

### 1.2.2 Scope

The EOP is implemented whenever the City must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the City's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit volunteer, and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, City departments and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how emergency tasks will be performed. Training and equipment necessary for response operations should be maintained by City departments and agencies.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency operations. The general public is also welcome to review non-sensitive parts of this plan to better understand how the City manages emergency operations.

## 1.3 Plan Activation

Once promulgated by the City Council, this EOP is in effect and may be implemented in whole or in part to respond to:

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- Incidents in or affecting the City
- Public health emergencies in or affecting the City
- Non-routine life-safety issues in or affecting the City that have the potential to overwhelm the jurisdiction's resources

An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Emergency Program Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

## 1.4 Plan Organization

The City EOP is composed of three main elements:

- Basic Plan (with appendices)
- Functional Annexes (FAs)
- Incident Annexes (IAs)

### 1.4.1 Basic Plan

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the City's emergency management structure. It serves as the primary document outlining roles and responsibilities of elected officials during an incident. Specifically, the Basic Plan:

- Provides a description of the legal authorities upon which the City structures its Emergency Management Organizations (EMOs), including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Describes the context under which the City will respond to an incident, independently or in collaboration with neighboring jurisdictions and communities, a community profile, and hazards and threats facing the community.
- Assigns and describes roles and responsibilities for each jurisdiction and their employees tasked with emergency preparedness and response functions.
- Describes a concept of operations for the City that defines how the jurisdiction will conduct emergency operations and coordinate with other agencies and partners.

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- Describes the City’s emergency response structure, including activation and operation of the EOC and implementation of ICS.
- Discusses the protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

### 1.4.2 Functional Annexes

The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City’s capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting additional resources from mutual aid agencies, followed by County agencies. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations is grouped into four FAs, which supplement the information in the Basic Plan:

- FA 1 – Emergency Services
- FA 2 – Human Services
- FA 3 – Infrastructure Services
- FA 4 – Recovery Strategy

The FAs are designed to be consistent with the 18 Emergency Support Function (ESF) annexes of the County EOP and groups information in a manner that reflects the City’s organization and response capabilities. Table 1-1 identifies the relationship between the City’s FAs and the County’s ESF annexes. This structure is also consistent with the State EOP and the National Response Framework (NRF). City emergency personnel should be familiar with the County’s EOP and ESF structure to better understand how the City’s response efforts would be coordinated with the County during an emergency event.

### 1.4.3 Incident Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, IAs supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the City’s and Lane County’s (County’s) most current Hazard Identification and Vulnerability Assessment. The County EOP IAs are incorporated into this plan by reference. The IAs identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident. Table 1-2 lists the IAs.

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| <b>Table 1-1 City of Cottage Grove Functional Annexes in Relation to Lane County ESF Annexes</b>                   |  |
|--|--|
| <b>City Functional Annex</b>   | <b>Lane County ESF Annex*</b>  |
| FA 1 – Emergency Services  | ESF 2 – Communications<br>ESF 4 – Firefighting<br>ESF 5 – Information and Planning<br>ESF 9 – Search and Rescue<br>ESF 10 –Hazardous Materials<br>ESF 13 – Military Support<br>ESF 15 – Volunteer and Donations Management |
| FA 2 – Human Services  | ESF 6 – Mass Care<br>ESF 8 – Health and Medical<br>ESF 11 – Food and Water   |
| FA 3 – Infrastructure Services   | ESF 1 – Transportation<br>ESF 3 – Public Works<br>ESF 12 – Energy  |
| FA 4 – Recovery Strategy   | ESF 14 – Public Information<br>ESF 3 – Public Works<br>ESF 15 – Volunteers and Donations<br>ESF 18 – Business and Industry   |
| *ESF 5 – Information and Planning and ESF 7 – Resource Support are partially or wholly addressed in the Basic Plan |  |

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| <b>Table 1-2 Lane County Incident Annexes</b> |  |
|---|--|
| <b>Annex</b>                                  | <b>Hazard</b>                            |
| IA 1  | Drought                                  |
| IA 2  | Earthquake                               |
| IA 3  | Major Fire                               |
| IA 4a   | Flood                                    |
| IA 4b   | Dam Failure                              |
| IA 5  | Severe Weather / Landslide               |
| IA 6  | Volcano                                  |
| IA 7  | Hazardous Materials                      |
| IA 8  | Public Health                            |
| IA 9a   | Animals in Disaster                      |
| IA9b  | Animals and Agriculture Related Incident |
| IA 10a  | Active Shooter                           |
| IA 10b  | Terrorism                                |
| IA 11   | Transportation Incident                  |
| IA 12   | Utility Failure                          |
| IA 13   | Nuclear / Radioactive                    |

## 1.5 Relationship to Other Plans

### 1.5.1 Federal Plans

The following federal plans guide emergency preparedness, response, and recovery at the federal level and provide support and guidance for state and local operations:

- **Presidential Policy Directive 8.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Describes the Nation's security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and all-of-Nation approach as its foundation.

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- **National Preparedness System.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole-community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.
- **National Incident Management System.** Provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.
- **National Response Framework.** Serves as a guide to how state and federal government should conduct all-hazards response. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.
- **National Disaster Recovery Framework.** Provides guidance that enables effective recovery support to disaster-impacted States, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient Nation.

### 1.5.2 State Plans

The following State plans guide emergency preparedness, response, and recovery at the State level and provide support and guidance for local operations:

- **State Emergency Management Plan.** The State Emergency Management Plan consists of four volumes:
  - ***Volume I: Oregon Natural Hazards Mitigation Plan.*** Identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards. In addition, the plan satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the federal government.

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- **Volume II: State of Oregon Preparedness Plan.** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster, including guidance and requirements for the state's training and exercise program.
- **Volume III: State of Oregon Emergency Operations Plan.** Establishes the procedures by which the state coordinates response to an emergency, including processes for resource requests from local and tribal partners, established roles and responsibilities for state agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC). The plan identifies 18 ESF annexes that serve as the mechanism for response support to local and tribal partners.
- **Volume IV: State of Oregon Recovery Plan.** Establishes a State Recovery Organization and describes how the State will coordinate short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions that serve as the delivery mechanism for recovery support local and tribal partners.
- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of State agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and/or tsunami.
  - **The Cascadia Playbook** Describes the State's response to a large-scale Cascadia Subduction Zone Earthquake from the moment shaking begins through 14 days post event.
- **State Debris Management Plan.** Provides a framework for state agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.
- **Mount Hood Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
- **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for state broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the Presidents message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

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### 1.5.3 Lane County Plans

The City relies on Lane County for many critical services during an emergency, so it is vital for the City to be familiar with Lane County's plans and how they link with City emergency plans.

- **Emergency Operations Plan (2015).** The Lane County EOP is an all-hazard plan describing how the county will organize and respond to events that occur in individual cities, across the County, and in the surrounding region. The plan describes how various agencies and organizations in the county will coordinate resources and activities with other federal, state, local, tribal, and private-sector partners.
- **Hazard Mitigation Plan (2012).** The Lane County Hazard Mitigation Plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and economic impacts from future disasters. Mitigation plans form the foundation for a communities long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards.
- **Public Health Emergency Preparedness Program.** The Lane County Public Health Department is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel responding to a public health incident in Lane County.
- **Community Wildfire Protection Plan (2005).** The Community Wildfire Protection Plan was developed using a collaborative process between Lane County and agencies to reduce wildfire risk.
- **Continuity of Operations (COOP) Plan.** The Lane County COOP Plan details all of the procedures that define how the County will continue or recover its minimum essential functions in the event of a disaster.

### 1.5.4 City of Cottage Grove Plans

Similar to the County's plan, the City's EOP is part of a suite of plans that address various elements of the City's emergency management program. While the EOP is focused on short-term recovery, other plans address the City's approach to mitigation, continuity, and other aspects of emergency management. These plans, listed below, work in concert with the City EOP:

- **Continuity of Operations Plan.** (under development)

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- **Hazard Mitigation Plan (2012).** The City has adopted a Natural Hazards Mitigation Plan, which is included as an annex within the Lane County Hazard Mitigation Plan.

### 1.5.5 Agency and Organization-Specific Plans

The following EOPs support specific agencies and organizations:

- **South Lane County Fire & Rescue District EOP**
- **South Lane School District EOP** (under development)
- **Cottage Grove Waste Water EOP** (under development)
- **Cottage Grove Water Department EOP** (2014)

## 1.6 Authorities

### 1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, Oregon Revised Statutes (ORS) Chapter 401, which establishes the authority for the highest elected official of the City Council to declare a state of emergency.

The City does not have an office or division of emergency management services separate from its existing departments, though it does have a designated Emergency Program Manager who works with the City's executive directors to guide emergency functions. For the purposes of this plan and consistency with the County and State plans, the City's emergency management structure will be referred to generally as the City EMO.

The City EMO, at a minimum:

- Coordinates planning activities necessary to prepare and maintain the City EOP.
- Manages and maintains the City EOC, from which City officials can coordinate emergency and disaster response activities.
- Establishes an Incident Command structure for management of incidents by all local emergency service agencies.

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- Coordinates with County and State agencies, as well as other private, nonprofit, volunteer, and faith-based organizations, to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

Through promulgation of this plan, the Emergency Program Manager has been identified as the lead agency in the EMO. The Emergency Program Manager has authority and responsibility for the organization, administration, and operation of the EMO. The Emergency Program Manager may delegate any of these activities to designees, as appropriate.

The City EMO is consistent with NIMS, and procedures supporting NIMS implementation and training for the City have been developed and formalized. The NIMS point of contact for the City is the Emergency Program Manager.

Table 1-3 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

| <b>Table 1-3     Legal Authorities</b>  |
|---|
| <b>Federal</b>  |
| — Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness   |
| — Homeland Security Presidential Directive 5: Management of Domestic Incidents  |
| — National Disaster Recovery Framework  |
| — National Incident Management System (NIMS)  |
| — National Preparedness Goal  |
| — National Response Framework (NRF)   |
| — Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006   |
| — Presidential Policy Directive 8: National Preparedness  |
| — Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.  |
| <b>State of Oregon</b>  |
| — Oregon Revised Statutes (ORS) 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency |
| — ORS 279B.080 – Emergency Procurements   |
| — ORS 401- Emergency Management and Services  |

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| <b>Table 1-3 Legal Authorities (cont.)</b>  |
|---|
| <ul style="list-style-type: none"> <li>— ORS 402 - Emergency Mutual Assistance Agreements</li> <li>— ORS 403 - 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System</li> <li>— ORS 404 - Search and Rescue</li> <li>— ORS 431 - State and Local Administration and Enforcement of Health Laws</li> <li>— ORS 433 - Disease and Condition Control; Mass Gatherings; Indoor Air</li> <li>— ORS 476 - State Fire Marshal; Protection From Fire Generally</li> <li>— ORS 477 - Fire Protection of Forests and Vegetation</li> <li>— State of Oregon Emergency Operations Plan</li> </ul> |
| <b>Lane County</b>  |
| <ul style="list-style-type: none"> <li>— Lane Manual Chapters 3.044(5) and 54 as amended</li> <li>— Ordinances and Emergency Operations Plans of municipalities within Lane County</li> <li>— Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS)</li> </ul>  |
| <b>City of Cottage Grove</b>  |
| <ul style="list-style-type: none"> <li>— City of Cottage Grove Municipal Code 8.20</li> </ul>   |

### 1.6.2 Mutual Aid and Intergovernmental Agreements

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

Copies of these documents can be accessed through the Emergency Program Manager. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

**1. Introduction****1.7 Emergency Powers****1.7.1 General**

Based on local ordinances and State statutes, a local declaration by the City Council allows for flexibility in managing resources under emergency conditions, such as:

- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting its resources.

The City Attorney should review and advise City officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

**1.7.2 City Disaster Declaration Process**

The City may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing County, State, or federal disaster assistance. To declare a state of emergency, the City Manager will call either a regular or a special meeting of the City Council to request a declaration of emergency by the council, or immediately declare an emergency in writing. If the manager declares an emergency, the City Council must ratify that declaration within seven days, or it will expire.

A declaration by the City Council will be effective for no longer than two weeks, but it may be extended in one-week increments, should an emergency continue to exist.

A declaration shall:

- Describe the nature of the emergency.

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- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within City boundaries.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

The declaration of emergency will be written based on the best information available at the time. It may be amended, based on additional information or changes in the situation. The City Attorney may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If County, State, or federal assistance is needed, the declaration must also state that all appropriate and available local resources have been expended, are nearing depletion, or are projected to be inadequate and that mutual aid agreements have been initiated, as well as contain a specific request for the type(s) of assistance required.

EOC Command and General Staff have the following responsibilities in the declaration process:

- **EOC Manager:** Present the package to the City Manager and City Council.
- **Operations:** Identify necessary resources and outline any special powers needed to respond to the emergency. Assist in the Initial Damage Assessment (IDA).
- **Planning:** Provide situation and resource summaries; conduct a windshield survey, IDA, and Preliminary Damage Assessment (PDA).
- **Logistics:** Compile resource requests.
- **Finance:** Track incident costs, assist in the PDA, and coordinate damage survey activities.

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*See Appendix A for sample Declaration of Emergency forms.*

**1.7.3 County Declaration Process**

The County may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing State or federal disaster assistance. To declare a state of emergency, the Emergency Program Manager will either call a regular or special meeting of the Board of Commissioners to request a declaration of emergency or immediately declare an emergency in writing. A quorum of three Commissioners is required to consider and vote on the emergency. If a quorum is not available, the line of succession specified in Section 1.8 will be used.

A declaration by the Board of Commissioners will be effective for no longer than two weeks, but it may be extended in one-week increments should an emergency continue to exist.

A declaration shall:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within County boundaries.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State that all local resources have been expended.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

The declaration of emergency will be written based upon the best information available at the time. It may be amended, based upon additional information or changes in the situation. The Lane County Counsel may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If State or federal assistance is needed, the declaration must also state that all appropriate and available local resources have

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been expended and contain a specific request for the type(s) of assistance required.

Upon the declaration of a state of emergency, all leaves and vacations may be nullified as necessary.

EOC Command and General Staff have the following responsibilities in the declaration process:

- **EOC Manager:** Present the package to Board of Commissioners. This package will include:
  - A draft order declaring an emergency
  - Supporting documentation as determined necessary by the County Administrator
  - A draft letter to the Governor requesting State declaration and specifying nature of the problem and the amount and types of assistance needed and certifying that local resources have been expended
  - An assessment of injuries, deaths, damage, and current situation
- **EOC Operations:** Identify necessary resources and outline any special powers needed to respond to the emergency. Assist in the IDA.
- **EOC Planning:** Provide situation and resource summaries; conduct a windshield survey, IDA, and PDA.
- **EOC Logistics:** Compile resource requests.
- **EOC Finance:** Track incident costs, assist in the PDA, and coordinate damage survey activities.

### 1.7.4 State Assistance

State assistance may be provided after local resources are exhausted, nearing depletion, or projected to be inadequate and mutual aid agreements have been initiated.

The Oregon Office of Emergency Management (OEM) Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. Local government requests will be made by the County Emergency Program Manager on behalf of the City. The State Operations Officer evaluates resource requests based on the goals and priorities established by the Director. Agency representatives keep the Operations

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Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

State resources are provided to the County or City EMO or to the on-scene Incident Commander as agreed by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest such as competing resource requests or priority questions.

**1.7.5 Federal Assistance**

FEMA provides resources, coordination, planning, training, and funding to support State and local jurisdictions when requested by the Governor of the State of Oregon.

In the event that the capabilities of the State are not sufficient to meet the requirements as determined by the Governor, federal assistance may be requested. OEM coordinates all requests for federal assistance through the State ECC. FEMA coordinates the Governor's Presidential request for assistance in accordance with the NRF.

**1.8 Continuity of Government****1.8.1 Lines of Succession**

Table 1-4 presents the policy and operational lines of succession during an emergency for the City. Order of succession guidelines for emergency coordination and emergency policy and governance are kept within the vital records packet at the EOC.

| <b>Table 1-4 City of Cottage Grove Lines of Succession</b> |  |
|--|--|
| <b>Emergency Coordination</b>                              | <b>Emergency Policy and Governance</b> |
| 1. City Manager  | 1. Mayor                               |
| 2. Emergency Program Manager                               | 2. City Council President              |
| 3. Police Chief  | 3. City Council Members                |
| 4. Public Works Director                                   | 4. Emergency Program Manager           |
| 5. Finance Director  |  |

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management's absence. Lines of succession for each department are maintained informally in each individual department. All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The City Manager will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the City are responsible for developing and implementing continuity of government and

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operations plans to ensure continued delivery of essential functions during an emergency.

### 1.8.2 Preservation of Vital Records

Each City department must provide for the protection, accessibility, and recovery of the agency's vital records, systems, and equipment. These are rights and interests records, systems, and equipment that, if irretrievable, lost, or damaged, would materially impair the department's ability to conduct business or carry out essential functions. Each department should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into account the cost of protecting or reconstructing records weighed against the necessity of the information for achieving the department mission.

## 1.9 Administration and Logistics

### 1.9.1 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by the City Emergency Program Manager to the Lane County Emergency Program Manager according to provisions outlined under ORS Chapter 401.

The Emergency Program Manager of the City is responsible for the direction and control of the City's resources during an emergency and for requesting any additional resources required for emergency operations. All assistance requests are to be made through County Emergency Management via the County EOC. County Emergency Management processes subsequent assistance requests to the State.

### 1.9.2 Financial Management

During an emergency, the City is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Council. If an incident in the City requires major redirection of City fiscal resources, the following general procedures will be carried out:

- The City Council will meet in emergency session to decide how to respond to the emergency funding needs.
- The City Council will declare a state of emergency and request assistance through the County.
- If a quorum of councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Manager (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.

## 1. Introduction

- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the City Finance Department.

For most emergency incidents, normal financial procedures and practices will remain in effect. During a large scale or complex emergency incident, Finance Section expense tracking may be expanded to include City employees, volunteers, contractors, mutual aid responders from other jurisdictions, and donated material.

Expenditure reports should be submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. The City Finance Director will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the City EOC, financial management will be handled by the Finance Section (within an Incident Command System (ICS) activation), which will be staffed by the Finance Department.

### 1.9.3 Legal Support and Liability Issues

Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the City and its surrounding areas.

### 1.9.4 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the City to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. City staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Messages: All requests for assistance and all general messages will be handled using the procedures and forms found in the appendices to this EOP.
- Incident and damage assessment reports: These short reports are designed to provide City, County, and State officials with basic information about an emergency situation.
- Operational Situation Reports: These reports are compiled daily and forwarded to Lane County Emergency Management for forwarding to OEM to keep County and State officials informed about the current status of operations.

**1. Introduction**

- Incident Command Logs/Duty Logs: This is a record of major events during EOC operations that will be compiled by a member of the support staff under the direction of the Incident Commander or his/her designee.
- Cost recovery forms: The Finance Department within the City has standard procedures based upon budgetary processes and generally accepted accounting principles.
- Incident critiques and After Action Reports (AARs).

All documentation related to the City's emergency management program will be maintained in accordance with Oregon's public records and meetings law (ORS 192), subject to applicable exemptions such as for "Public Safety Plans," as appropriate.

**1.10 Safety of Employees and Family**

All department heads (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the overall response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Currently, plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak have not been developed within the City. The City relies on Lane County Public Health Plans and the Standard Operating Procedures (SOPs) of the South Lane County Fire & Rescue District and the Cottage Grove Community Hospital for this type of event. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration, in coordination with the Oregon Health Authority, may provide assistance and guidance on worker safety and health issues. Information about emergency

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**1. Introduction**

procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the County EOP.

While all City agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the City and its citizens as rapidly as possible.

Processes that support employees and their families during emergency situations or disasters should be further developed through COOP planning.

# 2

## Situation and Planning Assumptions

### 2.1 Situation

The City of Cottage Grove is exposed to many hazards, both natural and human-caused. These hazards include, but are not limited to, flooding, fire, earthquakes, landslides, dam failure, hazardous material release, severe weather, civil disturbance, utility failure, weapons of mass destruction, and terrorism. All of these have the potential to disrupt the community, cause damage to property, and threaten human lives.

Emergencies or disasters can occur without warning and cause human suffering, injury, death, property damage, environmental degradation, loss of essential services, and economic hardship for the community. The extent of casualties and damage will reflect factors such as when the event occurs, how severe it is, weather conditions, population density, duration of the event, and the possible triggering of secondary risks such as fires and floods. Initial emergency response activities focus primarily on minimizing loss of life, property, and damage to critical infrastructure, including cultural and economic assets.

Department-specific procedures and protocols define support functions and critical tasks that will be implemented in conjunction with the EOP as needed or required.

#### 2.1.1 Community Profile

Cottage Grove covers approximately 3.8 square miles and is located approximately 20 miles south of the Eugene-Springfield metropolitan area on Interstate 5 (I-5), in the southern Willamette Valley of Oregon. Cottage Grove is the third largest city in Lane County and is located on or near the Row River, Silk Creek, and the Coast Fork of the Willamette River.

##### 2.1.1.1 Geography and Climate

Cottage Grove is located in the south end of the Willamette Valley, at the confluence of the Coast Fork of the Willamette River and the Row River, between the Coast Range to the west, and the Cascade Mountains to the east. In addition to the Coast Fork and Row Rivers, there are numerous creeks and streams in the area, including Bennett, Silk, and Mosby Creek. The City of Cottage Grove is located well within the boundaries of the Coast Fork Willamette Watershed.

Two large flood control reservoirs are operated by the United States Army Corps of Engineers (USACE) to the south and southeast of the City. These flood control measures control 28% of the water flow in the Willamette Watershed.

## 2. Situation and Assumptions

Dorena and Cottage Grove Reservoirs are a part of the USACE Willamette Valley Project, a 13-reservoir flood control project operated by the USACE out of Lookout Point in Lowell, Oregon.

The climate of Cottage Grove is moderate. The average high temperature in January is 46 degrees Fahrenheit, while the average low is 34 degrees. In August the average high is about 82 degrees, with an average low of 51 degrees. Each year, the area receives about 38 inches of precipitation.

### 2.1.1.2 Demographics

Cottage Grove is home to approximately 9,840 persons as of 2015. The annual average growth rate for the period 2015–2035, developed by the Portland State University Population Research Center, is estimated to be 1.3%.

The most recent demographic United States Census data for the City of Cottage Grove is the 5-year American Community Survey 2009–2013 Census. This census data describes the population of Cottage Grove as being 47.7% male and 52.3% female. The racial makeup of Cottage Grove is predominately White, at 90% of the population. African American, Native American, Asian, Hawaiian or Pacific Islander and those listed as “other” or multiple races, approximately 10% of the population.

Disaster impacts in terms of loss and the ability to recover quickly to pre-disaster levels can vary between population groups. Historically, 80% of disaster burdens fall onto the shoulders of the public, and disproportionately affect certain populations more than others. The elderly, the very young, the disabled, minorities, non-English-speakers, and low-income persons are often impacted to a greater degree than others. These vulnerable populations will need more assistance during and after a disaster. In Cottage Grove as of 2013:

- 23% of the City’s population are children under the age of 14.
- 18% are elders over the age of 65.
- 17% of families and 12% of the elderly population have incomes at or below the poverty level.
- 10% of the population 18–64 years old, and 8% of elders over 65 are classified as disabled.

These groups will have greater needs during and after a disaster, a factor which must be taken into account when planning for disaster response and recovery operations.

### 2.1.1.3 Economy

Due to the City’s location at the outer end of a comfortable commute to the Eugene-Springfield metro area, Cottage Grove has the feeling of a relatively self-contained, independent community. Despite its size and relative independence,

## 2. Situation and Assumptions

the City has struggled in recent years to sustain its economy, and Cottage Grove residents depend heavily on the metro area for employment.

In 1998, Cottage Grove's 313 employers provided a total of 3,200 jobs. In 2006, the City had 4,423 jobs. In the 2009 Economic Opportunities Analysis, ECONorthwest projected that employment in Cottage Grove will increase at an average of 1.4% per year—to 6,075 employees in 2029. This means 1,652 new jobs—a 37% increase during this 20-year planning period. Cottage Grove currently has a jobs-to-population ratio of 1:2.1, or one job for every 2.1 people. This is low compared with Springfield (1:1.7) and the state as a whole (1:1.6).

Major economic generators within the City include Weyerhaeuser, Kimwood, Cottage Grove Community Medical Center, South Lane School District, and the City of Cottage Grove itself.

### 2.1.1.4 Education

Public education in Cottage Grove is provided by the South Lane School District. Schools within the District include:

- Cottage Grove High School
- Al Kennedy Alternative High School
- Latham Elementary School (serving grades K–5)
- London School (serving grades K–8)
- Lincoln Middle School (serving grades 6–8)
- Dorena School (serving grades K–8)
- Bohemia Elementary School (serving grades K–5)
- Harrison Elementary School (serving grades K–5)

Charter Schools outside of the South Lane School District that are close to Cottage Grove:

- Academy for Character Education (serving grades K–12)

### 2.1.1.5 Transportation

I-5 traverses the City of Cottage Grove and is the main interstate freeway connecting California, Oregon, and Washington. Highway 99 runs directly through the City in a north/south direction, connecting the City to nearby Saginaw, Walker, Creswell, and Goshen to the north.

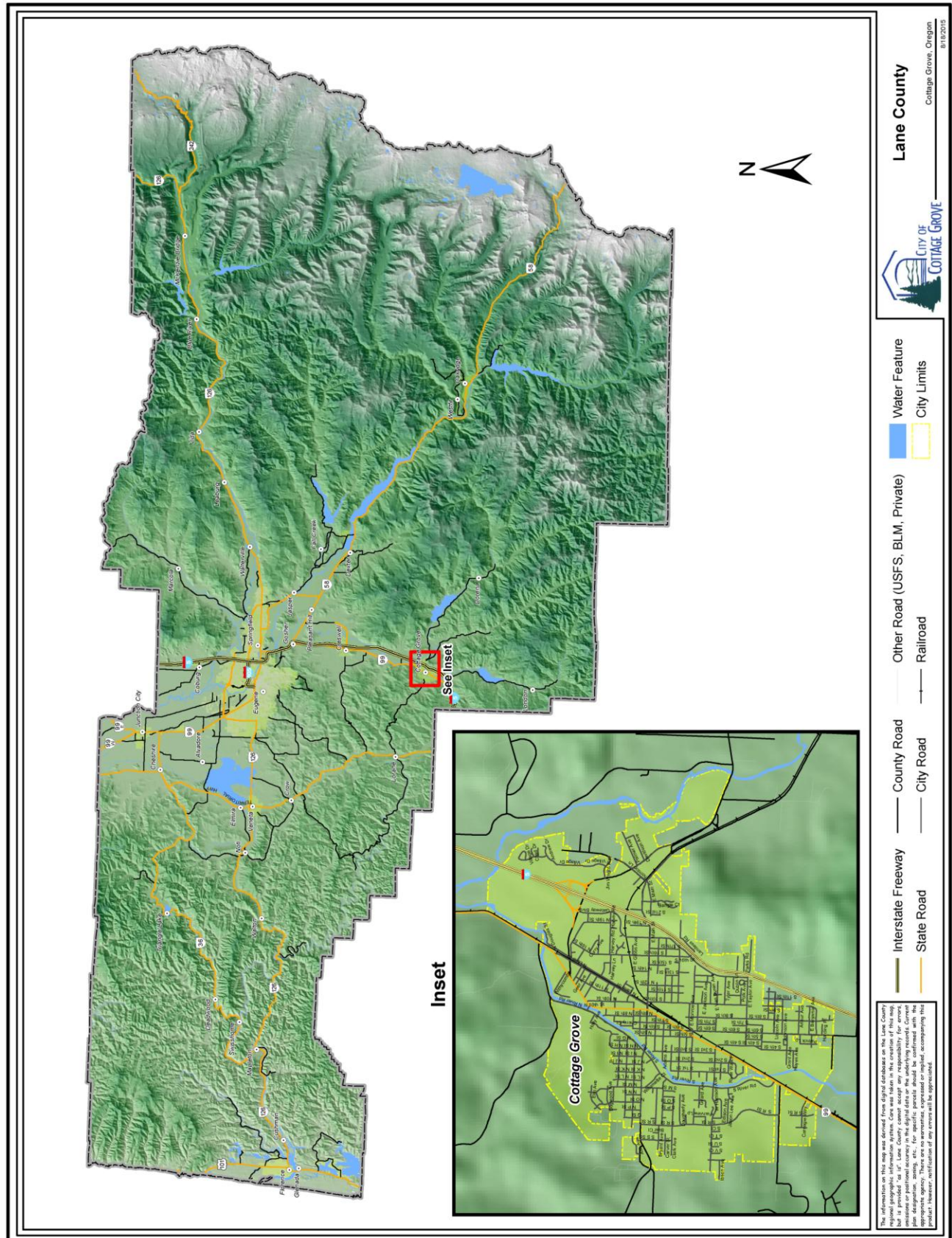
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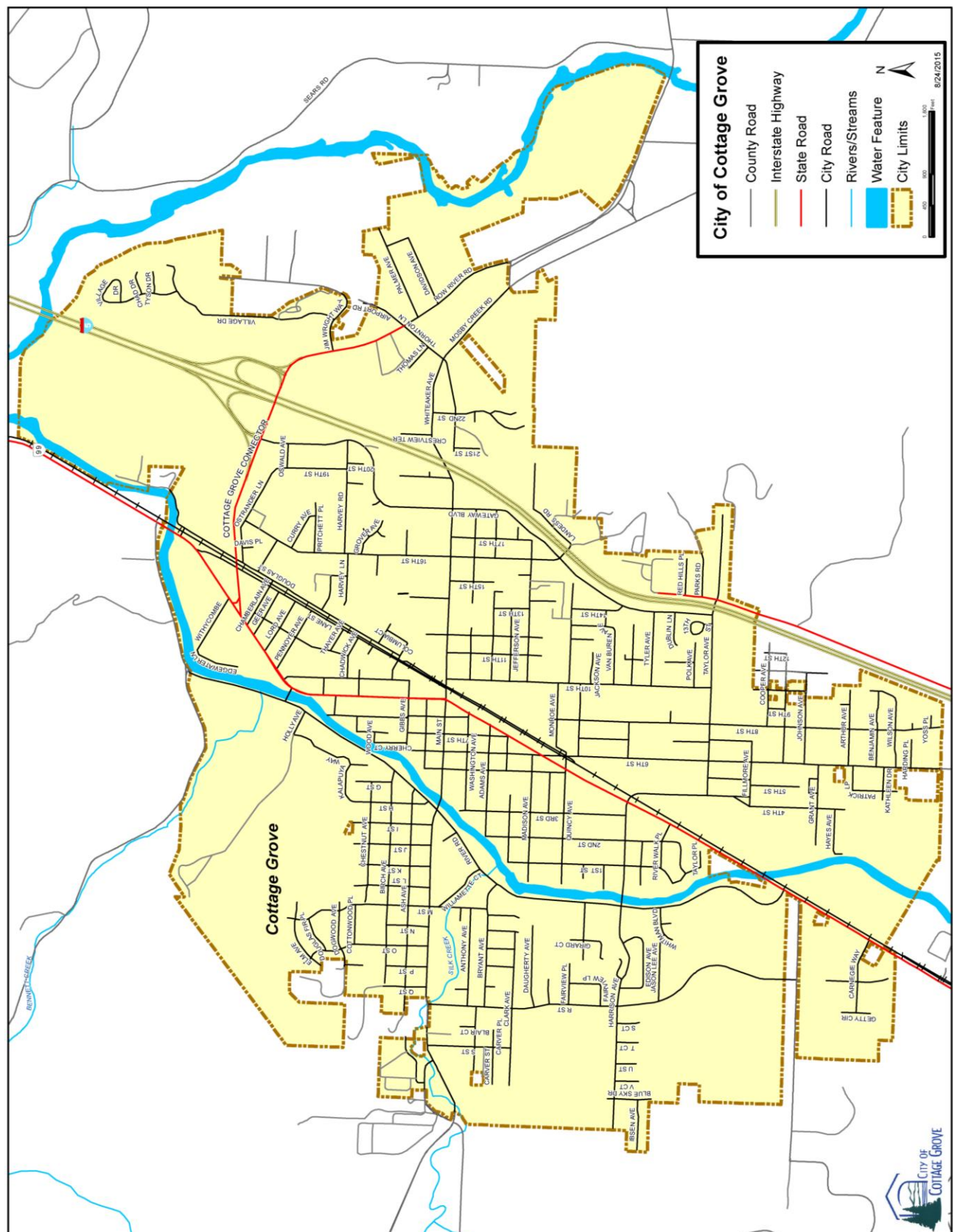
Figure 2-1 Map of Lane County and the City of Cottage Grove



## 2. Situation and Assumptions

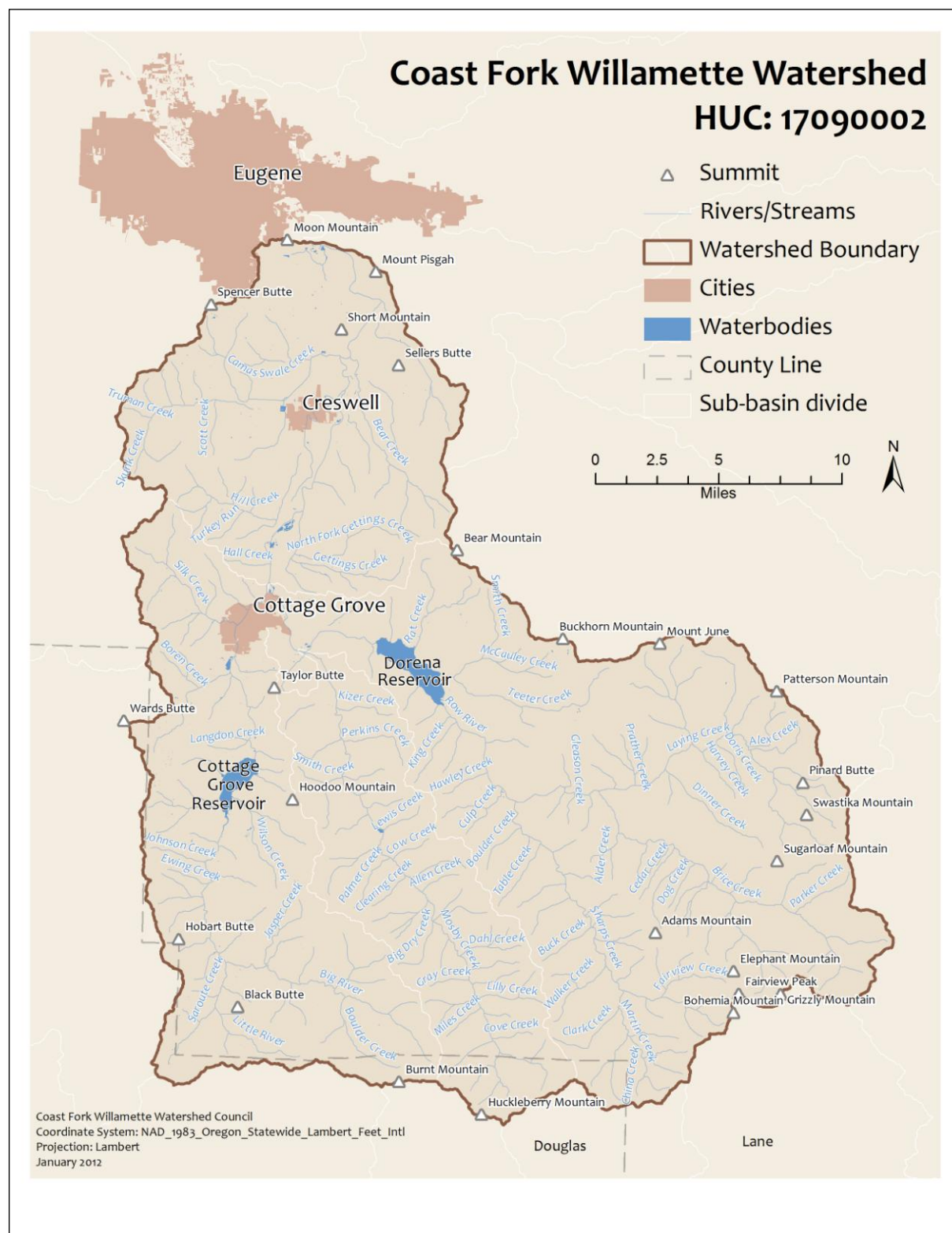
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**Figure 2-2 Map of the City of Cottage Grove**



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Figure 2-3 Coast Fork Willamette Watershed



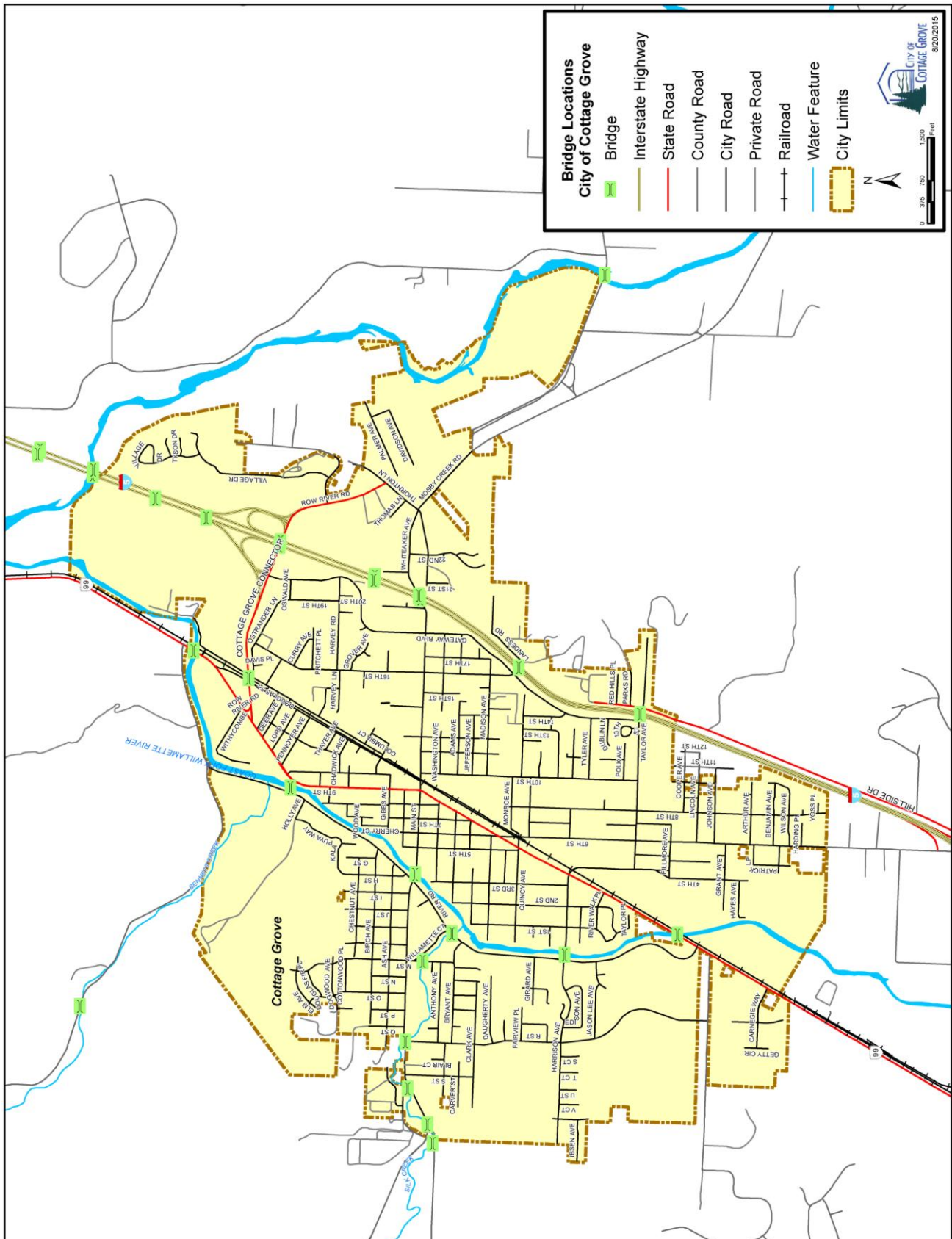
Source: Drows, M. D. Coast Fork Willamette Watershed Council. 6 July 2015.

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## 2. Situation and Assumptions

Figure 2-4 City of Cottage Grove Bridge Locations



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## 2. Situation and Assumptions

The Oregon Department of Transportation (ODOT) maintains bridges on I-5 and Highway 99, and the Cottage Grove Connector, all of which are within City limits. There are 23 bridges and overpasses in the City, three of which are maintained by Lane County; the remaining 20 are maintained by the Oregon Department of Transportation (ODOT).

The Central Oregon & Pacific Railroad has three to five scheduled freight trains running through the City during weekdays travelling on the Union Pacific Railroad rail line. The rail line parallels Highway 99, N. Douglas Ave., and N. Lane St. within the City limits.

Cottage Grove State Airport is located at 78803 Airport Road, east of downtown along the Row River with a 3,188-foot runway. The airport does not have a control tower; however, it is attended Monday through Saturday 10am to 7pm.

### 2.1.1.6 Medical Facilities

Cottage Grove Community Medical Center is located at 1515 Village Drive and is a part of the wider Peace Health medical system. This site maintains landing and support facilities for the LifeFlight Network for medical air transport services. South Lane County Fire & Rescue District maintains and staffs emergency medical and ambulance service within the City, and serves the wider Fire District.

### 2.1.1.7 Community Events

Cottage Grove is host to several community events throughout the year. These include yearly events such as the Bohemia Mining Days in July; the Cottage Grove Rodeo in mid-July; the Chili Cook-off and Rock, Roll, and Rumble, both scheduled in late July; Concerts in the Park on Wednesday evenings throughout the summer months between mid-June and early September; and the Western Oregon Exposition in mid-August.

Large gatherings of people occur in Cottage Grove during the course of the year at facilities prepared to accommodate the influx of both residents and visitors to the City. A calendar of events is available at the Cottage Grove Chamber of Commerce website. Facility locations and their major events include:

- Bohemia Park: *101 S. 10th Street*
  - Bohemia Mining Days: held yearly in mid-July
  - Concerts in the Park are weekly every Wednesday in the park amphitheater, from mid-June through early September.
- Coiner Park: *East Main Street.*
  - Bohemia Mining Days: held yearly in mid-July.
- Cottage Grove High School: *1375 S. River Road*
  - Sport events are held weekly during the school year.

## 2. Situation and Assumptions

- Cottage Grove Riding Club: *7954 Highway 99*
  - Cottage Grove Rodeo is a yearly event held in early July.
- Cottage Grove Speedway: *2150 N. Douglas Street*
  - One to two races are held each weekend between early April and mid-October.
- Western Oregon Exposition: *2000 N. Douglas Street*
  - Lumberjack Show held in mid-August.
  - Heritage Fair held in mid-August.
- The Gran Fondo Bicycle Race is held yearly in either late May or early June, depending upon the timing of local high school graduation activities. This event utilizes City streets.
- Cycle the Lakes is held in mid-September, sponsored by the Rotary Club of Cottage Grove. This event is based out of Bohemia Park and utilizes City and County roads.

### 2.1.2 Threat/Hazard Identification

The City may be subject to a variety of natural, technological, and human-caused hazards and threats, as defined below:

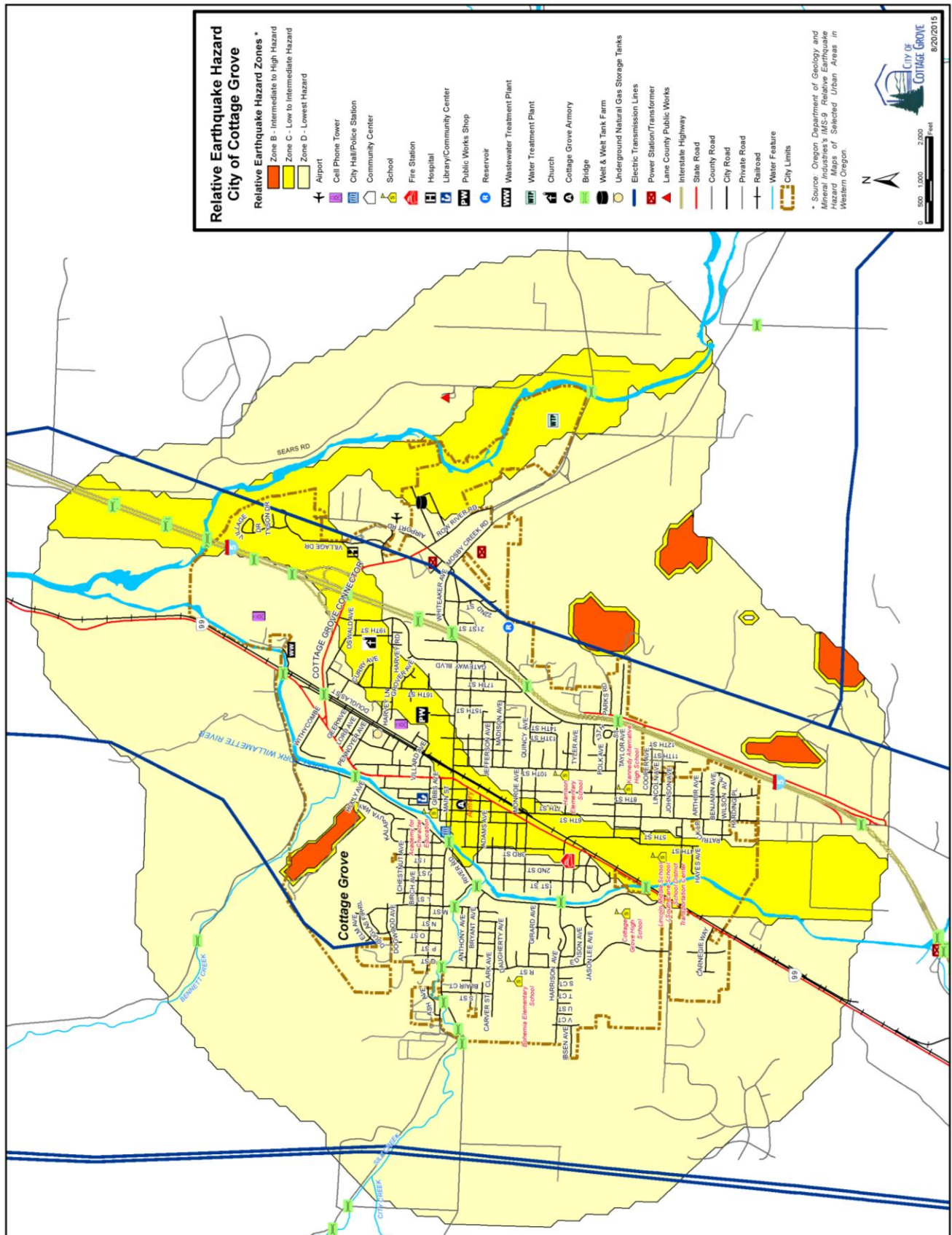
- **Natural Hazards:** Result from acts of nature.
- **Technological Hazards:** Result from accidents or failures of systems and structures.
- **Human-Caused or Adversarial Threats:** Result from intentional actions of an adversary.

The tables in this section represent a formulaic system used by the State of Oregon in determining the risks associated with specific hazards, and the vulnerability of individual communities to those hazards. In general, Risk = Hazard x Vulnerability x Consequences. The Risk Matrix simplifies several matrixes into a “Low, Medium, and High” categorization, and can be found in section 2.1.3 on the following pages.

The following maps describe threats within the immediate Cottage Grove area:

## 2. Situation and Assumptions

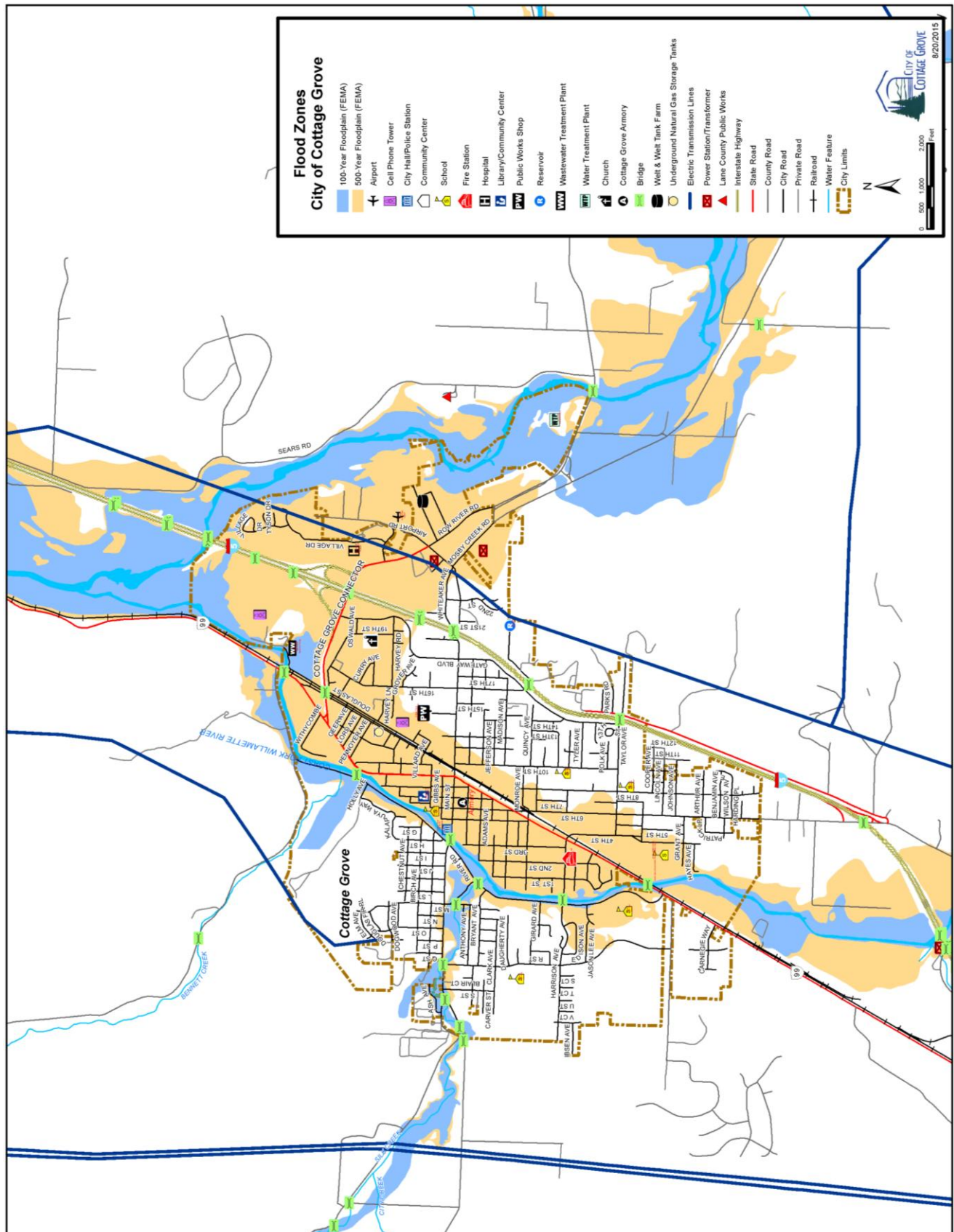
Figure 2-5 Relative Earthquake Hazard



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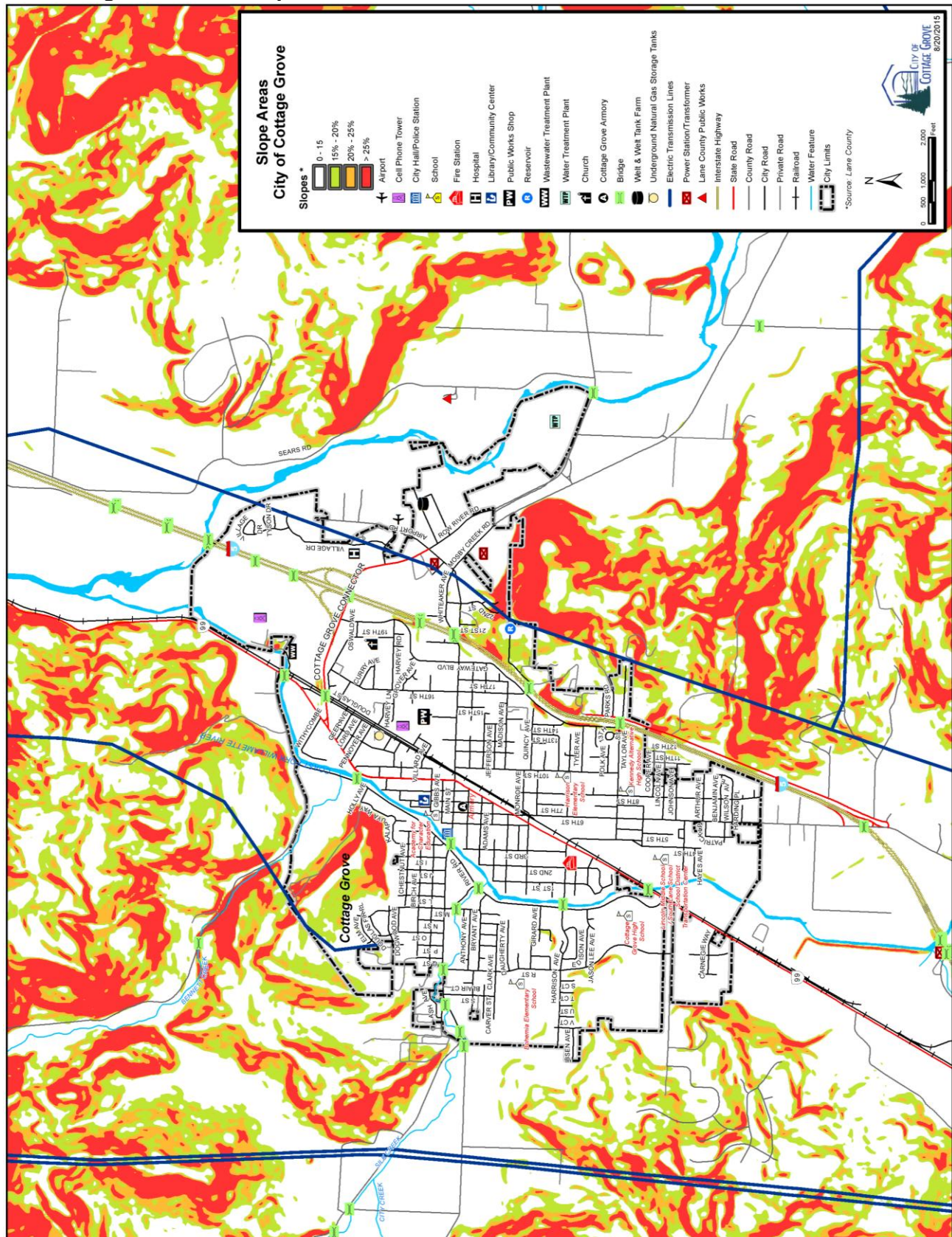
Figure 2-6 Flood Zones



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## 2. Situation and Assumptions

### Figure 2-7 Slope Areas



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## 2. Situation and Assumptions

Table 2-1 identifies the hazards and/or threats most likely to impact the City based on the community's vulnerability to those events.

### 2.1.2.1 Hazards that Originate in Neighboring Jurisdictions

In addition to the hazards identified above, hazards that originate in neighboring jurisdictions may create hazard conditions within the City. These hazards include the following:

- **Tsunami.** Due to its location adjacent to travel routes from the Oregon coast, like many inland communities, the City may be impacted by needs of coastal residents fleeing a large tsunami and the resultant damages. The City may be additionally impacted if a regional earthquake is the cause of the tsunami.
- **Volcano.** Similar to the tsunami hazard, a volcanic eruption in the Cascade mountain range may result in residents traveling through the City to escape its effects.

**Table 2-1 Identified Threats/Hazards**

| Natural   | Technological  | Human-Caused / Adversarial Threats  |
|---|--|---|
| <ul style="list-style-type: none"> <li>• Earthquake (Crustal/Cascadia)</li> <li>• Flood – Riverine</li> <li>• Flood – Dam Failure</li> <li>• Landslide/Debris Flow</li> <li>• Volcano</li> <li>• Wildfire (Wildland-urban interface)</li> <li>• Severe Weather</li> </ul> | <ul style="list-style-type: none"> <li>• Airplane Crash</li> <li>• Communications System Failure</li> <li>• Dam Failure</li> <li>• Fire (Large Scale Urban Conflagration)</li> <li>• Fuel Line Explosion</li> <li>• Hazardous Material Release (Fixed Facility)</li> <li>• Hazardous Material Release (Transportation)</li> <li>• Information Technology Disruption</li> <li>• Liquid Fuel Supply Disruption</li> <li>• Power Failure</li> <li>• Sewer Treatment Failure</li> <li>• Train Derailment</li> <li>• Water Supply Disruption</li> </ul> | <ul style="list-style-type: none"> <li>• Civil Disturbance/ Protest/Demonstration</li> <li>• Public Health Emergency</li> <li>• School Violence</li> <li>• Terrorism</li> </ul> |

*See the Cottage Grove Natural Hazards Mitigation Plan for more information regarding natural hazards for the area.*

## 2. Situation and Assumptions

### 2.1.3 Hazard Analysis

The Hazard Analysis identifies the relative risk posed to the City by each hazard and threat described above, in order to ensure that high-priority hazards are addressed in the City's hazard mitigation planning, emergency response, and recovery procedures. The City's Natural Hazard Mitigation Plan included a hazard analysis, as shown in Table 2-2. This risk matrix was used to complete the risk matrix in Table 2-3. Each natural and technological/human-caused hazard is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The weighing and severity scores for the hazard are then summed to provide a total risk score for that hazard. The tables utilized in the creation of these risk scores are on file in the Community Development Department. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

This hazard analysis was last prepared by the Emergency Program Manager on June 24, 2015.

FEMA describes Risk as being Vulnerability x Threat x Impact (or Consequences) to the community. Each of these factors leads to individual conclusions about the potential hazards and their potential effects to and within the community. When applied to Critical Infrastructure and Key Resources (CIKR), this assessment allows for an intelligent determination of the need for additional planning and mitigation for these facilities and municipal functions.

## 2. Situation and Assumptions

| Table 2-2 Cottage Grove Hazard Analysis Matrix  |                                     |                                      |                                    |                                    |             |
|---|-------------------------------------|--------------------------------------|------------------------------------|------------------------------------|-------------|
| Hazard  | Rating Criteria with Weight Factors |                                      |                                    |                                    | Total Score |
|   | History <sup>1</sup><br>(WF=2)      | Vulnerability <sup>2</sup><br>(WF=5) | Max Threat <sup>3</sup><br>(WF=10) | Probability <sup>4</sup><br>(WF=7) |             |
| Rating Factor x Weight Factor (WF) = Score for each rating criteria   |                                     |                                      |                                    |                                    |             |
| Rating Factors: High = 8–10 points; Medium = 4–7 points; Low = 1–3 points   |                                     |                                      |                                    |                                    |             |
| Earthquake  | 6                                   | 40                                   | 100                                | 21                                 | 167         |
| Terrorism / Cyber Attack  | 2                                   | 10                                   | 30                                 | 14                                 | 56          |
| Flood – Riverine  | 16                                  | 35                                   | 60                                 | 63                                 | 174         |
| Flood – Dam Failure   | 2                                   | 10                                   | 100                                | 7                                  | 109         |
| Landslide / Debris Flow   | 4                                   | 10                                   | 40                                 | 21                                 | 75          |
| Volcano   | 2                                   | 20                                   | 20                                 | 7                                  | 49          |
| Wildfire  | 6                                   | 20                                   | 30                                 | 35                                 | 91          |
| Severe Weather  | 16                                  | 40                                   | 50                                 | 63                                 | 169         |
| Hazardous Materials Incident  | 4                                   | 20                                   | 90                                 | 21                                 | 135         |
| <b>Notes:</b>   |                                     |                                      |                                    |                                    |             |
| 1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; medium = 2–3 events in last 100 years; low = 1–0 events in last 100 years.   |                                     |                                      |                                    |                                    |             |
| 2. Vulnerability addresses the percentage of population or property likely to be affected by the average occurrence of a hazard. Weight Factor is 5. Rating factors: high = more than 10% affected; medium = 1%–10% affected; low = less than 1% affected.  |                                     |                                      |                                    |                                    |             |
| 3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; medium = 5%–25% could be affected; low = less than 5% could be affected.   |                                     |                                      |                                    |                                    |             |
| 4. Probability addresses the likelihood of a future hazard occurrence within a specified period of time. Weight Factor is 7. Rating factors: high = one incident likely within a 10–35 year period; medium = one incident likely within a 35–70 year period; low = one incident likely within a 75–100 year period. |                                     |                                      |                                    |                                    |             |

## 2. Situation and Assumptions

| <b>Table 2-3 Cottage Grove Risk Matrix</b>                  |                    |                      |
|---|--------------------|----------------------|
| <b>Threat Event / Hazard</b>                                | <b>Probability</b> | <b>Vulnerability</b> |
| Earthquake  | Low                | High                 |
| Terrorism / Cyber Attack                                    | Low                | Low                  |
| Flood - Riverine  | High               | Medium               |
| Flood - Dam Failure   | Low                | Low                  |
| Landslide/Debris Flow                                       | Low                | Low                  |
| Volcano   | Low                | Medium               |
| Wildfire (wildland-urban interface)                         | Medium             | Medium               |
| Severe Weather  | High               | High                 |
| Hazardous Materials Incident                                | Low                | Medium               |
| Source: Cottage Grove Natural Hazard Mitigation Plan, 2010. |                    |                      |

### 2.1.4 Capability Assessment

A community capability assessment is a low-impact systematic approach to evaluating the City's emergency plan and capability to respond to hazards. This process is intended to assist communities in determining gaps in emergency plans.

The availability of the City's physical and staff resources may limit its capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited during periods when essential staff is on vacation, sick, or out of town on work-related projects.

Table 2-4 charts 31 core capabilities identified by FEMA, ranging from Planning to Natural and Cultural Resources. Due to a lack of staff availability, the City has not defined its core capabilities in accordance with the National Preparedness Goal or undertaken a formal capabilities assessment to date.

Should core capabilities for the City of Cottage Grove be developed in the future, it will summarize the jurisdiction's prevention, protection, response, and recovery capabilities involving the defined hazards. It will also further describe the jurisdiction's limitations on the basis of training, equipment, and personnel.

## 2. Situation and Assumptions

Table 2-4 Core Capabilities List

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

## 2. Situation and Assumptions

### 2.1.5 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the City. CIKR include the assets, systems, networks, and functions that provide vital services to cities, states, regions, and, sometimes, the nation, disruption to which could significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

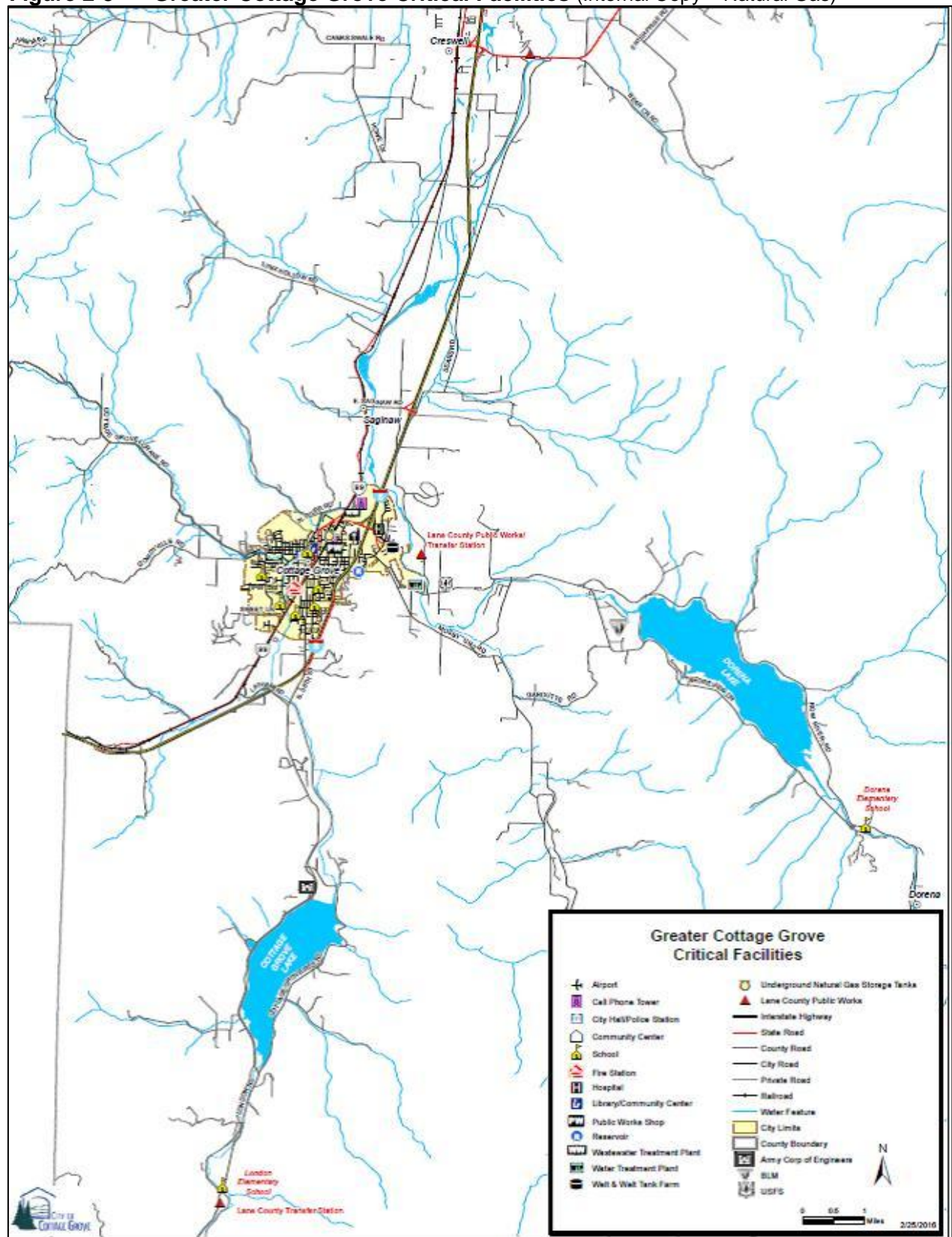
FEMA has identified 16 Critical Infrastructure Sectors. More information about these sectors can be found at <http://www.dhs.gov/critical-infrastructure-sectors>.

Key resources that should be considered in infrastructure protection planning include:

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.
- Government facilities, such as departments, agencies, and administrative offices.
- Hospitals, nursing homes, and housing likely to contain occupants who may not be sufficiently mobile to avoid death or injury during a hazard event.
- Police stations, fire stations, vehicle and equipment storage facilities, and EOCs that are needed for disaster response before, during, and after hazard events.
- Public and private utilities and infrastructure that are vital to maintaining or restoring normal services to areas damaged by hazard events.
- Communications and cyber systems, assets, and networks such as secure City servers and fiber optic communications lines.

Figure 2-8 and 2-9 shows the critical facilities of Cottage Grove.

## 2. Situation and Assumptions

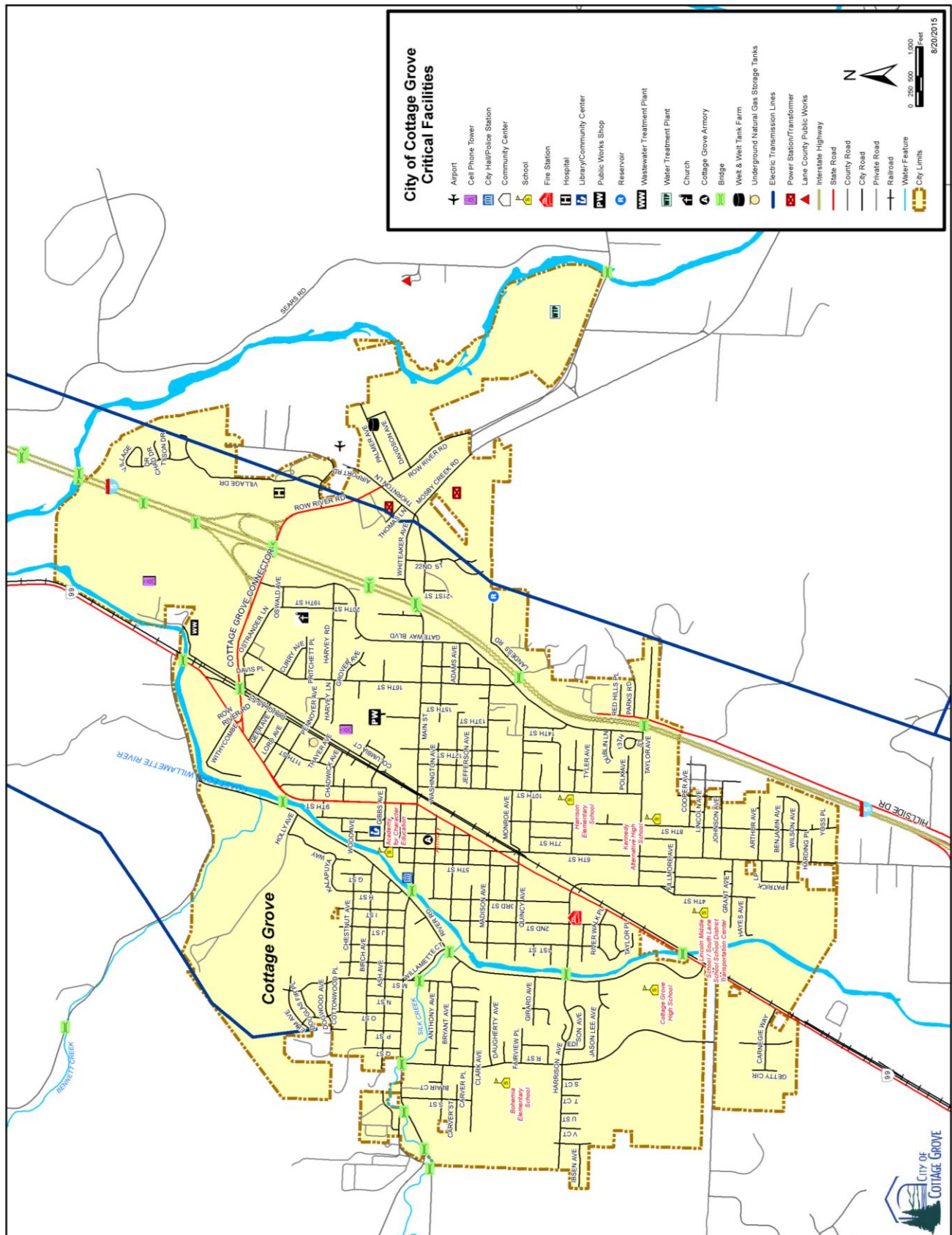
**Figure 2-8 Greater Cottage Grove Critical Facilities** (Internal Copy – Natural Gas)

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## 2. Situation and Assumptions

Figure 2-9 City of Cottage Grove Critical Facilities



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## 2. Situation and Assumptions

### 2.2 Assumptions This EOP is based on the following assumptions and limitations:

- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding City and County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- County support of City emergency operations will be based on the principle of self-help. The City will be responsible for utilizing all available local resources, along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the County.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the City may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security broadcasts threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the City could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed

## 2. Situation and Assumptions

to counteract such a threat: population protection and shelter-in-place programs.

- Outside assistance will be available in most major emergency/disaster situations that affect the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control in a State-declared emergency.
- City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the City can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures.
  - Assigned pre-designated tasks.
  - Provided with assembly instructions.
  - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.

# 3

## Roles and Responsibilities

### 3.1 General

Local and County agencies and response partners may have various roles and responsibilities throughout an emergency's duration. Therefore, it is particularly important that the local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident's size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain depth of qualified staff within the command structure and response community.

The Lane County Emergency Program Manager is responsible for emergency management planning and operations for the area of the County lying outside the limits of the incorporated municipalities. The City Manager and City Emergency Program Manager are responsible for emergency management planning and operations within city jurisdiction. Responsibilities may be shared with County Emergency Management under mutual agreement.

Most City departments have emergency functions that are similar to their normal duties. Each department is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below.

The City Emergency Program Manager may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other City staff. These delegations of authority and limitations on authority should be documented within the incident log. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the City's emergency management program can vary depending on the location, size, and impact of the incident.

### 3.2 City Government

The City is charged by ORS 401.305 with the responsibility of establishing an emergency management agency, which has been implemented through the adoption of the City's Emergency Ordinances, in Chapter 8.20 of the City Code. The Emergency Program Manager is appointed by the City Manager and is responsible for developing a City-wide emergency management program that will provide a coordinated response to a major emergency or disaster.

### 3. Roles and Responsibilities

The City Emergency Program Manager is responsible for the organization, administration, and operation of the emergency management agency, subject to the direction and control of the City Manager and City Council.

During any type of emergency, the following functions and tasks typically require coordination by the City government:

- Search and rescue (not including urban search and rescue)
- Emergency medical treatment
- Disaster reporting
- Transportation of victims and displaced persons
- Repair and recovery of essential community services
- Dissemination and management of public information and emergency instructions.

The City Emergency Program Manager is responsible for the following common tasks:

- Assigning personnel to City EOC
- Notifying department personnel and implementing established call-down procedures to contact key stakeholders and essential staff
- Implementing ICS
- Providing training to key personnel and emergency response staff
- Protecting vital records, materials, facilities, and services
- Providing information and instructions to personnel regarding self-protection and minimizing exposure resulting from particular hazards associated with the emergency.

### 3.3 Emergency Management Organization

As a small city, Cottage Grove does not have a standing EMO. In the event of an emergency, the Emergency Program Manager will staff ICS positions from the existing pool of Executive City Staff, including the South Lane County Fire & Rescue District Fire Chief (or his/her representatives).

### 3. Roles and Responsibilities

#### 3.3.1 Prioritization of Resources

The preservation of human lives will take precedence over property protection for decisions involving resource allocation and prioritization. Prioritization of resources will be based on the ability to do the greatest good for the largest population at risk. Public resources will be deployed according to the following priorities:

##### **First Priority: Protection of Life**

1. Responders
2. At risk populations
3. Public at large

##### **Second Priority: Incident Stabilization**

1. Protection of response resources
2. Isolation of the impacted area
3. Containment of the incident

##### **Third Priority: Property Protection**

1. Public facilities and infrastructure essential to life safety or emergency response
2. The environment where degradation will adversely impact public safety
3. Publicly owned resources and property
4. Private property as it alleviates a risk to public safety or negatively impacts public property
5. Private property in general to the extent that resources are available

### 3.4 Staff Utilization

In response to a major emergency within its jurisdictional boundaries, City Executive Staff may be activated upon the direction of the City Manager, or his/her designee, to staff the City's EOC once the EOC has been activated in an emergency.

#### 3.4.1 Extended Operations

In the event of extended operations, the shelter and feeding of emergency workers may become a need. The Incident Commander may designate a shelter for emergency workers. This shelter should be separate from any relocation areas designated for general public use. When the Incident Commander deems it necessary, an Emergency Care Unit may be created under the Logistics Section to provide for the care (sleep, relief, emergency medical attention, family

### 3. Roles and Responsibilities

notifications, etc.) and feeding of emergency workers. Volunteer Organizations Active in Disaster such as, but not limited to, the Salvation Army and the American Red Cross may have secondary responsibility for this function. Extended operations also require that consideration be given to relief personnel for emergency workers. Mutual aid becomes a primary source of relief personnel.

During extended operations (those in excess of 24 hours) experience has shown that emergency workers have reasonable worries about the well-being and safety of their families. With this in mind, the ECU will establish, in extended operation situations, a pool of workers who will be available to:

- Check on the welfare of families of emergency workers
- Maintain communications with families to ascertain their well-being and/or needs
- Communicate with families to convey the status of the emergency and emergency workers
- Establish one designated emergency telephone number for notifying families and for families to contact the Emergency Care Unit.

### 3.5 Function-Specific Roles and Responsibilities

Task assignments for major emergency response operations are primarily an extension of services that are provided on a daily basis by all departments and agencies. The following list should not necessarily be considered all-inclusive but should cover most major emergency operations and is generally consistent with the State and federal response plans.

Departments or agencies assigned as primary may only be responsible for coordinating with other primary or supporting agencies to ensure continuity.

- **Primary Agency(s)**
  - Identify lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.
- **Supporting Agency(s)**
  - Identify agencies with substantial support roles during major incidents.

### 3. Roles and Responsibilities

#### 3.5.1 Emergency Management Services

When activated in response to an emergency, the City Manager (or his/her designee) will work to coordinate development of immediate response objectives. City Council members and department heads should continue managing City government to ensure continuance and restoration of critical City services.

#### 3.5.2 Communications

**Primary Agency:** Cottage Grove Police Department

**Supporting Agencies:** Lane County Emergency Management, South Lane County Fire & Rescue District, Central Lane; and Lane County Sheriff Dispatch

The Cottage Grove 9-1-1 Communications Center (herein referred to as Communications) is primarily an E9-1-1 Public Safety Answering Point that takes and dispatches emergency calls. The Communications Center is located in City Hall.

During a major incident, Communications is responsible for:

- Maintaining and operating a communications system capable of reaching all areas of the City, so that emergency communications may be maintained among all levels of government during a disaster response.
- Providing the City EOC/alternate EOC with the necessary communications capabilities and staffing to ensure communications operations for command and control.
- Participating in the Lane County EAS. The Primary Entry Point for Presidential messages is KPNW AM1120 KHz in Eugene, Oregon. Lane County has the authority to initiate the EAS system, and State-level messages are distributed and transmitted using the same method.
- Serving as the warning point for the City and all agencies receiving dispatch services.
- Monitoring of the National Warning System, including relaying information received by other 9-1-1 centers in Lane County, which are responsible for further distribution to public safety agencies, key officials, and others as appropriate/necessary.
- Executive Staff should be familiar with the Alert Sense (Reverse 9-1-1) System, and it is the responsibility of the Emergency Program Manager to ensure that staff are familiar with activation of the system. The Emergency Program Manager, representative(s), or Police Dispatch may issue notices to the public. The South Lane County Fire & Rescue District has the

### 3. Roles and Responsibilities

ability to request such notifications through the City Manager or Emergency Program Manager.

- Ensuring that all Executive Staff members of the activated EOC have been trained to remotely initiate Alert Sense notices or advise Dispatch to initiate Alert Sense notices to the public. Notices will be developed by the Incident Commander or his/her designee.
- EMO executive team members are notified by Dispatch when the EAS is activated so they can be prepared to handle additional calls. The Emergency Program Manager and/or Incident Commander are responsible for further distribution of emergency information to City personnel to ensure that the necessary flow of information is occurring throughout the City.

*See FA 1 – Emergency Services and the County EOP, ESF 2 – Communications for more details.*

#### 3.5.3 Law Enforcement

**Primary Agency:** Cottage Grove Police Department

**Supporting Agencies:** Oregon State Police, Lane County Sheriff's Department, federal law enforcement agencies

**Search and Rescue Supporting Agencies:** Cottage Grove Police Department, South Lane County Fire & Rescue District, Oregon National Guard

The Cottage Grove Police Department is responsible for law enforcement activities and serving as the law enforcement representative to City Executives staffing the EOC, as necessary, to provide the following:

- Maintenance of law and order.
- Security measures, including crowd and traffic management, restricted area control, and EOC security and management.
- Evacuation of affected populations, including prisoners, when required and in cooperation with fire agencies or public works as needed.
- Search and rescue operations for missing people, including support in all body recovery operations.
- Designating a department coordinator/liaison to participate in all phases of City prevention, preparedness, response, and recovery activities when necessary or as requested.

### 3. Roles and Responsibilities

*See FA 1 – Emergency Services and the County EOP, ESF 9 – Search and Rescue and ESF 16 – Law Enforcement for more information.*

#### 3.5.4 Fire and Emergency Medical Services

**Primary Agency:** South Lane County Fire & Rescue District

**Supporting Agencies:** Cottage Grove Community Hospital – Peace Health, per the Lane County Fire Defense Board County Mutual Aid Agreement and existing auto-aid agreements with bordering agencies.

The South Lane County Fire & Rescue District is responsible for organizing, integrating, and coordinating the operations of all firefighting forces and paramedic services through mutual aid for response to major emergencies/disasters and serving as the fire services representative to the ICS Staff as necessary, to provide the following:

- Fire suppression
- Heavy rescue operations
- Water rescue operations
- First response to incidents involving hazardous materials
- First response to initiate medical field treatment
- EMS and transport
- Warning dissemination as may be necessary in a major emergency/disaster and assisting in evacuation, as needed
- Designating a department coordinator/liaison to participate in all phases of the City's prevention, preparedness, response, and recovery activities, when necessary or as requested
- Overseeing the delivery of EMS by external ambulance service providers if necessary.

*See FA 1 – Emergency Services and the County EOP, ESF 4 – Firefighting, and ESF 8 – Health and Medical for more details.*

### 3. Roles and Responsibilities

#### 3.5.5 Medical and Health Services

**Primary Agency:** Lane County Public Health

**Supporting Agencies:** Cottage Grove Community Hospital – Peace Health

The City relies on Lane County to provide public health and human services. In the event that local resources have been or are about to be depleted, Lane County Health and Human Services is responsible for coordinating medical, health, and sanitation services. These are required to cope with disasters in any urban or rural areas of the City. Additionally, the County representative will serve as the Health Department representative to the EOC as necessary, to provide the following:

- Identifying health hazards, including those from damage to water and sewage systems and disseminating emergency information on sanitary measures to be taken.
- Coordinating with the appropriate agencies to provide food and potable water to victims whose normal supply channels are closed.
- Inspecting occupied emergency temporary housing and feeding areas.
- Coordinating with hospitals, clinics, nursing homes/care centers and mental health organizations, including making provisions for the “special needs” population.
- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from mental and emotional disturbances in coordination with local first response agencies.
- Designating a County coordinator/liaison to participate in all phases of the City’s emergency management program, when necessary or as requested.

*See FA 2 – Human Services and the County EOP, ESF 8 – Health and Medical for more details.*

#### 3.5.6 Public Works and Engineering

**Primary Agency:** Cottage Grove Public Works Department

**Supporting Agencies:** Lane County Public Works, ODOT

The Public Works Department is a standing member of the ICS Command Staff, and is responsible for providing the following in the event of a major incident:

### 3. Roles and Responsibilities

- Inspecting bridges and roadways with the assistance of agencies such as ODOT and/or consulting structural engineers for structural damage immediately following the occurrence of an emergency event (earthquake, flood, etc.).
- Clearing debris and making temporary repairs of critical arterial routes and bridges.
- Supporting police and fire rescue efforts and traffic control measures.
- Coordinating transportation resources for evacuations.
- Coordinating restoration of public facilities, roads, bridges, potable water service, sewer, and sanitation.

City Public Works is responsible for disposal of the debris created by a natural disaster, until a specific debris removal plan has been developed by the City.

*See FA 3 – Infrastructure Services and the County EOP, ESF 3 – Engineering for more details.*

#### 3.5.7 Transportation

**Primary Agency:** Cottage Grove Public Works

**Supporting Agencies:** Lane County Public Works, ODOT

Transportation-related responsibilities include:

- Monitoring and reporting the status of and any damage to the City's transportation system and infrastructure.
- Identifying temporary alternative transportation solutions that can be implemented by others when City systems or infrastructure are damaged, unavailable, or overwhelmed.
- Coordinating the restoration and recovery of City transportation systems and infrastructure.
- Coordinating support of emergency operations activities among transportation stakeholders within the City's authority and resource limitations.

*See FA 3 – Infrastructure Services and the Lane County EOP, ESF 1 – Transportation for more details.*

### 3. Roles and Responsibilities

#### 3.5.8 Information Technology

**Primary Agency:** Lane Council of Governments Information Management

**Supporting Agencies:** [To be determined]

The City contracts with Lane Council of Governments Information Management for the maintenance of its information technology systems, with the exception of the radio systems.

The City also contracts with Lane County Information Services for Mapping and Geospatial Information Systems (GIS) products.

#### 3.5.9 Disaster Damage Assessment

**Primary Agency:** Cottage Grove Community Development Department

**Supporting Agencies:** Cottage Grove Public Works Department

The Public Works Director and the Office of Community Development coordinate the damage assessment reporting process. The damage assessment process provides for the initial collection of field reports, categorization, and totaling of damage sustained during disasters. The Public Works Department is responsible for inspecting City structures, bridges, and roads within City limits. The Community Development Department will be the first resource for building inspections and will provide the means of obtaining outside inspection resources from companies contracted to perform building inspections in the City for the Department.

The Public Works Director and/or Building Official may:

- Establish procedures to contact a variety of damage reporting resources and to utilize volunteer groups, such as those available through Oregon Volunteer Organizations Active in Disaster (ORVOAD), who may perform basic damage surveys.
- Coordinate with State and federal teams designated to assess damages for the purpose of providing an estimate for a disaster declaration.
- Coordinate damage assessment information received through other agencies.
- Oversee the issuance of building occupancy permits.

### 3. Roles and Responsibilities

#### 3.5.10 Emergency Public Information

**Primary Agency:** City of Cottage Grove – City Manager

**Supporting Agencies:** Cottage Grove Police Department, Community Development Department

The Incident Commander is responsible for coordinating with City departments, the Lane County Office of Emergency Management, or other appropriate agencies to provide timely public information and briefings to the media. The Alert Sense Public Information System is a third-party system, the operation of which is directed by the City Emergency Manager and/or activated EOC. Alert Sense is operated by the City Police Department when the EOC has been activated and is managed and maintained by the Community Development Department under the direction of the Emergency Program Manager.

The Incident Commander is responsible for ensuring that an EOC Public Information Officer (PIO) is designated. The PIO will establish contact with the media and coordinate with any multi-jurisdictional Joint Information System (JIS) at a Joint Information Center (JIC) that may be established during a disaster.

The PIO will support the preparation and dissemination of disaster-related public information and instructions to government agencies, critical facilities, private business/industry, and the general public through all media channels.

All news releases from City departments during an emergency operation are to be coordinated through the EOC's designated PIO and approved for release by the Incident Commander.

*See FA 1 – Emergency Services and the County EOP, ESF 14 – Public Information for more details.*

#### 3.5.11 Resource Management

Upon activation of the EOC, the Incident Commander has overall authority to ensure that appropriate measures are undertaken to effectively manage a disaster response. Individual departments are responsible for managing resources within their departments and coordinating any requests for additional resources through the Logistics Section or other designee of the EMO. The Incident Commander is responsible for establishing priorities if major shortages occur in critical resources. The Logistics Section Chief will allocate resources for additional staffing, materials, services, and supplies as they become available.

**3. Roles and Responsibilities****3.5.12 Mass Care**

**Primary Agency:** Cottage Grove Community Development Department

**Supporting Agencies:** American Red Cross, Cottage Grove Community Sharing and Support, ORVOAD, Cottage Grove Community Sharing, Food for Lane County, Humane Society of Cottage Grove

**3.5.12.1 Emergency Food and Shelter**

Upon activation of the EOC, the Emergency Program Manager has overall responsibility for ensuring that the mass care needs of the affected population are met, such as sheltering, feeding, providing first aid, and reuniting families. The American Red Cross is a potential resource and may be contacted to establish a coordinated response.

**3.5.12.2 Recovery/Long-Term Temporary Shelter**

The Emergency Program Manager is responsible for coordinating with local, State, and federal agencies in assisting the public in the response phase and working to provide long-term temporary housing services.

*See FA 2 – Human Services and the County EOP, ESF 6 – Mass Care and ESF 11 – Food and Water for more details.*

**3.5.13 Evacuation Management**

**Primary Agency:** South Lane County Fire & Rescue District

**Supporting Agencies:** Cottage Grove Police Department, South Lane County Fire & Rescue District, Cottage Grove Community Development

The Incident Commander is responsible for determining if any given population within the City shall be directed to evacuate their homes, places of business, or workplaces in response to a major incident.

*Note: Evacuation may be mandated only after a Declaration of Emergency has been issued by the responsible jurisdiction.*

The implementation of an evacuation procedure is the responsibility of the City Police Department or the law enforcement agency responsible for the majority of the population affected.

Any evacuation affecting multiple jurisdictions or a large segment of the population should be coordinated by Lane County Emergency Management.

*See FA 1 – Emergency Services for more details.*

### 3. Roles and Responsibilities

#### 3.5.14 Hazardous Materials Response

##### 3.5.14.1 Hazardous Materials Response

**Primary Agency:** South Lane County Fire & Rescue District, Oregon State Fire Marshal Regional Hazardous Materials Team No. 2

**Supporting Agencies:** Hazardous Materials Team No. 13

The initial hazardous materials response will be managed by the South Lane County Fire and Rescue District until the Oregon State Fire Marshal Regional Hazardous Materials Team No. 2 is on scene. Responsibilities related to oil and hazardous materials include:

- Conducting oil and hazardous materials response (chemical, biological, etc.).
- Providing remote consultation, as needed.
- Assessing the potential health effects of a hazardous materials release.
- Identifying the needs for hazardous materials incident support from regional and State agencies.
- Recommending protective actions related to hazardous materials.
- Conducting environmental short- and long-term cleanup.

##### 3.5.14.2 Radiological Protection

**Primary Agency:** South Lane County Fire & Rescue District, Oregon Health Authority, Radiation Protection Services

**Supporting Agencies:** Oregon State Fire Marshal Regional Hazardous Materials Team No. 2

Responsibilities related to radiological protection include:

- Providing localized radiological monitoring and reporting, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout

### 3. Roles and Responsibilities

projections, and allowable doses provided by the State Radiation Protection Services or federal government.

- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

*See FA 1 – Emergency Services and the County EOP, ESF 10 – Hazardous Materials for more details.*

#### 3.5.15 Energy

**Primary Agency:** Cottage Grove Development Department

**Supporting Agencies:** Emerald People’s Utility District, Pacific Power, Northwest Natural Gas

Responsibilities related to energy include:

- Coordinating with local utilities to restore and repair damaged infrastructure and accompanying systems.
- Coordinating with local utilities to reduce the risk of physical or cyber-attack on lifeline utility systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

*See FA 3 – Infrastructure Services and the County EOP, ESF 12 – Energy for more details.*

#### 3.5.16 Agriculture and Animal Protection

**Primary Agency:** Cottage Grove Development Department and Cottage Grove Public Works Department

**Supporting Agencies:** Humane Society of Cottage Grove, Animal Services – Lane County  
Responsibilities related to agriculture and animal protection include:

- Conducting animal and plant disease and pest response.
- Coordinating animal/veterinary/wildlife response during a disaster, including:
  - Capturing/rescuing animals that have escaped confinement or been displaced from their natural habitat.

### 3. Roles and Responsibilities

- Providing emergency care to injured animals.
- Providing humane care, handling, and sheltering to animals (including service animals, pets, and livestock).
- Protecting the State's natural resources from the impacts of a disaster.

*See ESF 17 – Agriculture and Animal Protection for more details.*

#### 3.5.17 Business and Industry

**Primary Agency:** Community Development Department

**Supporting Agencies:** Chamber of Commerce

Responsibilities related to business and industry includes:

- Coordinating with business and industry partners to facilitate private sector support to response and recovery operations.
- Identifying short-term recovery assistance to business and industry partners.
- Facilitating communication between business and industry partners and the local, tribal, and State emergency management organizations.
- Providing economic damage assessments for impacted areas.

*See ESF 18 – Business and Industry for more details.*

#### 3.5.18 Recovery

**Primary Agency:** Cottage Grove Community Development Department

**Supporting Agencies:** None at this time

Recovery-related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental-sector emergency recovery efforts.
- Participating with County and State partners to conduct damage assessments; identifying and facilitating availability and use of recovery funding.
- Accessing recovery and mitigation grant and insurance programs; providing outreach, public education, and community involvement in recovery planning.

### 3. Roles and Responsibilities

- Coordinating logistics management and resource support; providing assistance as needed.
- Locating, purchasing, and coordinating delivery of resources necessary during or after an incident in the City.
- Ensuring accurate documentation of the recovery effort to secure federal reimbursement of funds.

#### 3.5.19 Volunteer Services

**Primary Agency:** Community Development Department, American Red Cross, Salvation Army, ORVOAD

**Supporting Agencies:** Cottage Grove Community Sharing

In the event of a major incident, both registered and emergency volunteers may be utilized to aid in disaster response, as determined by the IC. The City may coordinate volunteer services as needed with local or State entities, non-governmental organizations such as, but not limited to, the American Red Cross, Salvation Army, other partners of ORVOAD, and the Lane County Medical Reserve Corps (MRC). The MRC unit in Lane County is protected under the county's liability coverage as MRC volunteers are considered County volunteers.

*See ESF 15 – Volunteer and Donations Management for more details.*

#### 3.5.20 Information and Planning

**Primary Agency:** Cottage Grove Community Development Department

**Supporting Agencies:** Lane County Emergency Management

The Emergency Program Manager is responsible for maintaining the readiness of the EOC, identifying support staff, and ensuring that they are adequately trained to perform their position duties. City departments will be requested to designate personnel who can be made available to be trained by the City Community Development Department, Division of Emergency Management and to work in the EOC during an emergency. Other departments may be requested to provide assistance in an emergency.

The following tasks are necessary for the City to activate and utilize its EOC to support and coordinate response operations during an emergency:

- Coordinating resources and emergency communications at the request of the on-scene Incident Commander.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode, as required by the incident, or ensuring that the EOC space can be converted into an operating condition.

### 3. Roles and Responsibilities

- Requesting department representatives (by title) to report to the EOC and developing procedures for crisis training.
- Ensuring that EOC personnel operate in accordance with ICS.
- Ensuring accurate record keeping.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

*See Chapter 5 – Command and Control, FA 1 – Emergency Services, and the County EOP Basic Plan and ESF 5 – Information and Planning for more details.*

#### 3.5.21 Legal Administrative Support

**Primary Agency:** City Attorney

**Supporting Agencies:** None at this time

The City Attorney is responsible for:

- Providing legal services to the City and key responders for problems related to disasters and recovery operations.
- Reviewing the EOP Basic Plan and related Annexes to determine if there are any legal implications for responsible officials.
- Being familiar with federal, State, County, and Cottage Grove City codes referring to disasters.
- Maintaining a relationship with the EOC and serving as a resource to the EOC, keeping abreast of developments to consult and advise officials on all legal matters related to disaster and recovery operations.
- Maintaining a liaison with the State Attorney General to obtain opinions when needed.
- Preparing standby documents such as permit of entry forms, state of emergency declarations, and mutual aid formats.

#### 3.5.22 Risk Management

**Primary Agency:** City Manager

**Supporting Agencies:** None at this time

The City Manager is responsible for coordinating risk management for City personnel engaged in responding to an incident requiring activation of the EOC or implementation of the EOP. The City Manager will also:

### 3. Roles and Responsibilities

- Participate in the review of the EOP Basic Plan and related emergency operations plans to avoid liability incidents when an emergency situation occurs.
- Maintain a close advisory status to the Incident Management Team and resource management activity during a disaster response.
- Assess hazardous/unsafe situations and develop measures for ensuring disaster response personnel safety, as appropriate.
- Obtain and process insurance materials during emergency situations for recovery and continuance of City operations.

#### 3.6 Executive Staff

The Executive Staff group may include representation from each City Department during an event. This group is responsible for the activities conducted within the City and may include both elected and appointed executives with legal responsibilities. Key general responsibilities for Executive Staff include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local mitigation efforts within the jurisdiction, including the private sector, as appropriate.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of:
  - The jurisdiction, including persons, property, and structures
  - Vulnerable populations, including unaccompanied children and those with service animals
  - Individuals with household pets
- Leading and encouraging all citizens (including vulnerable populations) to take preparedness actions.

### 3. Roles and Responsibilities

- Encouraging residents to participate in volunteer organizations and training courses.

#### 3.6.1. Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for the City government is borne by the City Council. During emergencies, this responsibility includes encouraging citizen involvement and assistance, issuing policy statements as needed to support actions and activities related to recovery and response efforts, and providing the political contact needed for visiting state and federal officials. Additionally, the council will provide elected liaison with the community and other jurisdictions. In the event that declaration of emergency is needed, the Mayor (or designee) will initiate and terminate the state of emergency through a declaration ratified by the council.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance.
- Adopting an EOP and other emergency management related resolutions.
- Declaring a state of emergency and providing support to the on-scene Incident Commander in requesting assistance through the County.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending PIO briefings.

#### 3.6.2. City Manager

The City Manager is responsible for continuity of government, overall direction of City emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring, through the City Recorder, that plans are in place to protect and preserve City records.

### 3. Roles and Responsibilities

#### 3.6.3 Emergency Program Manager

The Emergency Program Manager serves as the Emergency Manager for the City. This role has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Emergency Program Manager works with the City to ensure that there are unified objectives with regard to the City's emergency plans and activities, including coordinating all aspects of the City's capabilities. This role also coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls.

In particular, the Emergency Program Manager is responsible for:

- Serving as staff advisor to the Mayor, City Council and City Manager for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory (including call-down lists).
- Ensuring the operational capability of the City EOC.
- Activating the City EOC.
- Keeping the governing body apprised of the City's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the City and County Emergency Management.
- Maintaining liaison with organized emergency volunteer groups and private agencies.
- Coordinating all work of the Mayor and City Council during an event as it relates to emergency management.

#### 3.6.4 City Department Heads

Department and agency heads collaborate as the Executive Staff during development of local emergency plans and provide key response resources. City

### 3. Roles and Responsibilities

department and agency heads and their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities, as well as clearly reinforce preparedness expectations. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the City Manager.

#### 3.7 Responsibilities of All Departments

Individual departments are an integral part of the emergency organization. While some departments' staff comprises emergency response personnel, the majority of City departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

All City departments are responsible for:

- Supporting EOC operations to ensure that the City is providing for the safety and protection of the citizens it serves.
- Establishing, in writing, an ongoing line of succession and/or delegation of authority for each department; this document must be made known to department employees, and a copy must be filed with the City Council, City Manager, and Emergency Program Manager.
- Developing alert and notification procedures for department personnel.
- Developing guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with SOPs.
- Notifying the Emergency Program Manager of resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assigning personnel to the EOC, as charged by this plan.

### 3. Roles and Responsibilities

- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete required training (including required NIMS and ICS training).
- Dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).

Other City department and agency heads not assigned a specific function in this plan will be prepared to make their resources (including personnel) available for emergency duty at the direction of the City Manager.

#### 3.8 Local and Regional Response Partners

The City's emergency organization is supported by a number of outside organizations, including the County, service organizations, and the private sector. The following services or organizations are prepared to support the City in the event of a disaster:

- Cottage Grove City Council
- South Lane County Fire and Rescue Department
- Lane County
- The cities of Eugene and Springfield
- Eugene Water and Electric Board (EWEB)
- KNND Radio Station (AM 1400)
- The Salvation Army
- The American Red Cross
- ORVOAD
- Amateur Radio Emergency Services (ARES)

### 3. Roles and Responsibilities

- Faith-based organizations
- The South Lane School District
- Media and public information network
- Private-sector partners, including but not limited to, hospitals, railroads, energy/utility companies, general contractors, and commercial businesses.

#### 3.8.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the City and County must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

#### 3.8.2 Nongovernmental and Faith-Based Organizations

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the City, nongovernmental/faith-based organizations such as the Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and

### 3. Roles and Responsibilities

promote the recovery of disaster victims. Nongovernmental and faith-based organizations also collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of nongovernmental and faith-based organizations in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food, shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping to coordinate assistance.

#### 3.8.3 Individuals and Households

Although not formally a part of the City's emergency operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.
- Encouraging children to participate in preparedness activities.

### 3.9 Lane County Response Partners

The Lane County Emergency Program Manager has been appointed under the authority of the Board of County Commissioners. The Lane County Emergency Program Manager is responsible for developing a countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

### 3. Roles and Responsibilities

*See the County EOP for details on the County's emergency management organization and detailed roles and responsibilities for County departments.*

#### 3.10 State Response Partners

Under the provisions of ORS 401.035, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The administrator of Oregon Emergency Management (OEM) is delegated authority by ORS 401.052 to 401.092 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting Emergency Support Functions (ESF) is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. Some State agencies may call upon their federal counterparts to provide additional support and resources following established procedures and policies for each agency.

*See the State EOP for details on the State's emergency management organization and detailed roles and responsibilities for State departments.*

#### 3.11 Federal Response Partners

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the Oregon Emergency Management Plan and, if necessary, the National Response Framework (NRF).

*See the NRF for details on the federal government's emergency management organization and detailed roles and responsibilities for federal departments.*

3. Roles and Responsibilities

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# 4

## Concept of Operations

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, police services, and the Public Works Department. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of the City and emergency response personnel.

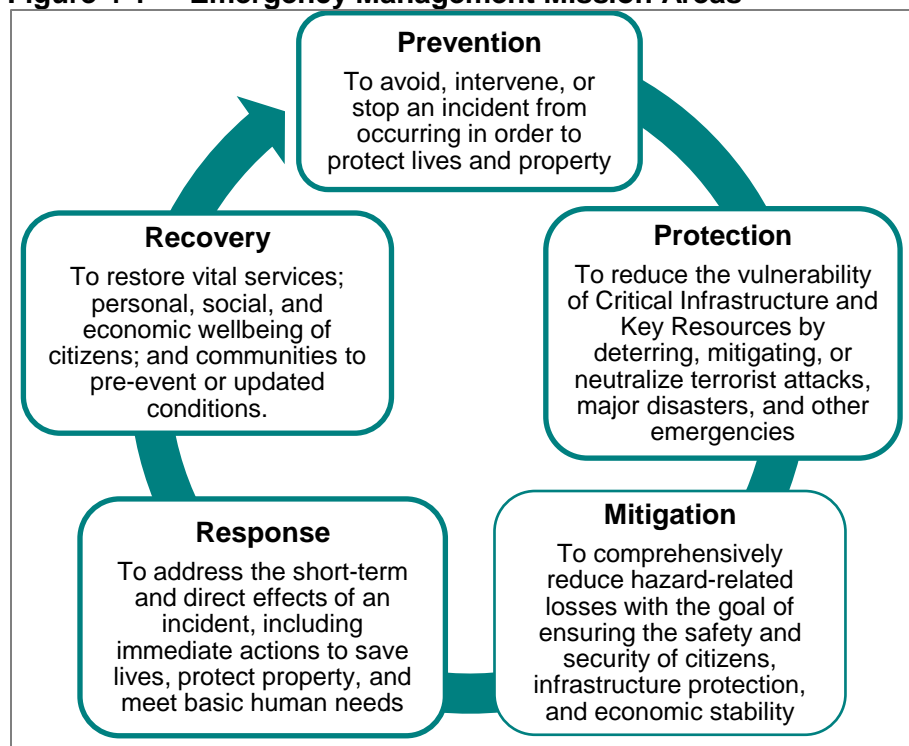
The City of Cottage Grove is responsible for emergency management and protecting the life and property of citizens within this jurisdiction. This EOP will be used when the City or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where City resources are limited and/or have been expended.

### 4.2 Emergency Management Mission Areas

This plan adheres to the emergency management principle of all-hazards planning, which is based on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. The focus of this EOP is response and short-term recovery actions. Nevertheless, this plan both impacts and is informed by activities conducted before and after emergency operations take place and is designed to assist the City in the following five mission areas.

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Figure 4-1 Emergency Management Mission Areas



## 4.3 Response and Recovery Priorities

### 4.3.1 Response

Response activities within the City are undertaken immediately after an incident. The City's response priorities are defined below:

1. **Lifesaving:** Efforts to save lives and operations that minimize risks to public health and safety. In order to provide timely and lifesaving services with as little interruption as possible, protecting City employees (including dependents) from the effects of a disaster would be the first priority. The expectation would be that the employee's family would be sufficiently prepared to be self-reliant after the initial incident. Self-preservation includes actions taken immediately before, during, and after an incident.
2. **Incident Stabilization:** Ensuring that the scene is as safe as it can be made and that no responders are being put needlessly in harm's way.
3. **Property/Environment:** Efforts to reduce impacts to Critical Infrastructure and Key Resources (CIKR), minimize property damage, and mitigate long-term impacts to the environment.

### 4.3.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private

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sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the City. The City EOP is not a recovery plan; however, the City recognizes that response and recovery activities often take place concurrently until life safety and emergency protective actions are completed.

Recovery operations are the actions taken to restore vital services, help citizens resume self-sufficiency, and help communities return to pre-event or “new normal” conditions.

The City’s recovery priorities for Critical Infrastructure and Key Resources are defined below:

1. **Initial Damage Assessment:** Determine structure impacts to the City.
2. **Debris Removal:** Coordinate debris clearance, collection, and removal.
3. **Infrastructure Restoration:** Facilitate restoration of Critical Infrastructure and Key Resources.

Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, and electricity, as well as garbage and debris removal. These functions must occur early in the emergency response to support the life, health, and safety of the population and to support other emergency operations.

### 4.4 Incident Levels

Incident levels assist local, County, and State response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations within the City will not always fit neatly into these levels, and any incident has the potential to intensify or expand to a higher level. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents.

#### 4.4.1 Level 1

Level 1 incidents are often referred to as “routine” crisis management or emergency situations that can be handled using resources available at the incident location. A Level 1 incident is minor and localized and is quickly resolved within existing City resources or limited outside help. This type of incident does not require activation of this EOP or the EOC. Impacted emergency response personnel coordinate directly with their individual departments and each other to resolve the incident.

#### 4.4.2 Level 2

Level 2 incidents are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site

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resources, etc.). Requests for assistance related to Level 2 incidents often take the form of a 9-1-1 call for police, fire, or medical assistance. Examples include hazardous material spills and traffic incidents with multiple injuries. The on-scene Incident Commander may request implementation of elements of the City EOP, including activation of the City EOC.

### 4.4.3 Level 3

Level 3 incidents are major incidents that require application of a broad range of community resources to save lives and protect property. Examples of such situations include an airliner crash in a populated area, a major earthquake, etc. In these circumstances, the City EOP should be implemented and the EOC activated to coordinate response and recovery activities.

### 4.4.4 NIMS Incident Levels

While the City uses incident levels that are consistent with the County and State EOPs, incident types at the federal level are based on the five levels of complexity that ascend from relatively minor incidents (Type 5, e.g., vehicle fire) to a major disaster (Type 1), resulting in high impact on the City and requiring national response resources (source: U.S. Fire Administration).

During an incident,

- Where federal agencies are involved in response and recovery operations (Type 3), or
- Where national resources are impacted (such as waters of the United States), requiring response from federal agencies

The incident levels identified above will transition to the NIMS incident levels. Refer to Table 4-1 for further information on NIMS incident levels.

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| <b>Table 4-1 NIMS Incident Levels</b> |  |
|---------------------------------------|--|
| <b>Type 5</b>                         | <ul style="list-style-type: none"> <li>■ The incident can be handled with one or two single resources with up to six personnel.</li> <li>■ Command and General Staff positions (other than the Incident Commander) are not activated.</li> <li>■ No written Incident Action Plan (IAP) is required.</li> <li>■ The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>■ Examples include a vehicle fire, an injured person, or a police traffic stop.</li> </ul>  |
| <b>Type 4</b>                         | <ul style="list-style-type: none"> <li>■ Command and General Staff functions are activated only if needed.</li> <li>■ Several resources are required to mitigate the incident.</li> <li>■ The incident is usually limited to one operational period in the control phase.</li> <li>■ The agency administrator may have briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>■ No written IAP is required, but a documented operational briefing will be completed for all incoming resources.</li> <li>■ The agency administrator develops operational plans, including objectives and priorities.</li> </ul>   |
| <b>Type 3</b>                         | <ul style="list-style-type: none"> <li>■ When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident.</li> <li>■ Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions.</li> <li>■ A Type 3 Incident Management Team or Incident Command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team.</li> <li>■ The incident may extend into multiple operational periods.</li> <li>■ A written IAP may be required for each operational period.</li> </ul> |

## 4. Concept of Operations

| Table 4-1 NIMS Incident Levels |  |
|--------------------------------|--|
| Type 2                         | <ul style="list-style-type: none"> <li>■ The incident extends beyond the capabilities for local control and is expected to extend into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the Operations, Command, and General Staffing.</li> <li>■ Most or all of the Command and General Staff positions are filled.</li> <li>■ A written IAP is required for each operational period.</li> <li>■ Many of the functional units are needed and staffed.</li> <li>■ Operations personnel normally do not exceed 200 per operational period, and total incident personnel do not exceed 500 (guidelines only).</li> <li>■ The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.</li> </ul> |
| Type 1                         | <ul style="list-style-type: none"> <li>■ A Type 1 incident is the most complex, requiring national resources to safely and effectively manage and operate.</li> <li>■ All Command and General Staff positions are activated.</li> <li>■ Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000.</li> <li>■ Branches need to be established.</li> <li>■ The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>■ Use of resource advisors at the incident base is recommended.</li> <li>■ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> </ul>   |

## 4.5 Incident Management

### 4.5.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the Emergency Program Manager or designee may implement all or part of this EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. In addition, the Emergency Program Manager may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required in order to implement the EOP or activate the EOC. Upon notification that the EOC has been activated and/or an emergency has been declared, all involved City emergency services will implement their respective

#### 4. Concept of Operations

plans and procedures, and provide the Emergency Program Manager with the following information:

- Operational status
- Readiness and availability of resources
- Changing conditions and status of resources (personnel, equipment, facilities, supplies, etc.)
- Significant concerns and issues dealing with potential or actual loss of life or property

Refer to the immediate actions checklist for further information on initial actions to be taken by the Emergency Program Manager (or designee) upon implementation of all or part of this EOP.

##### 4.5.2 Initial Actions

Upon implementation of all or part of this EOP, the Incident Commander (or designee) will immediately take the following actions:

- Alert threatened populations and initiate evacuation as necessary. *See FA 1 – Emergency Services for more details.*
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. American Red Cross notification number for disaster services: 1-888-680-1455 (24/7, 365 days a year). *See FA 2 – Human Services Annex for more details.*
- Instruct appropriate City emergency service providers to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Request the City Council to prepare and submit a formal declaration of emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations.
- Prepare to staff the City EOC as appropriate for the incident (maximum 12-hour shifts).

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- City personnel will restore normal activity and provide essential community services as soon as possible following the emergency.

*See FA 4 – Recovery Strategy for additional information regarding community recovery procedures.*

### 4.5.3 Communications, Notification, and Warning

Warnings, emergency information and notifications, and disaster reports received by City personnel will be relayed to the Emergency Program Manager and the City Police Department Dispatch Center. Decisions to respond, implement the disaster plan, and activate the EOC will be made by the Emergency Program Manager.

City response personnel will communicate and receive notifications using traditional communications technology such as landline and cellular telephones, faxes, pagers, internet/email, and radio throughout the duration of response activities as long as these resources are available. The City has a procedure for Emergency Notification of City employees and the public through Alert Sense, the Lane County contracted service for reverse 9-1-1 notifications. *See FA 1 – Emergency Services for more details.*

Plain language will be used by all City personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel, and City staff, as well as personnel from neighboring jurisdictions, the County, or State to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

*See FA 1 – Emergency Services for detailed information regarding how communication systems are accessed, managed, and operated throughout an emergency's duration.*

#### 4.5.3.1 Interoperability

To the greatest extent possible, the City will maintain the ability of emergency management and response personnel to communicate within and across agencies and jurisdictions via voice, data, or video in real time, when needed, and when authorized. It is essential that these communications systems be capable of interoperability, as successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies.

Interoperability planning requires accounting for emergency management and incident response contingencies and challenges. Interoperability plans should include considerations of governance, SOPs, technology, training and exercises, and usage within the context of the stress and chaos of a major response effort.

Coordinated decision-making among agencies and jurisdictions is necessary to establish proper and coherent governance and is critical to achieving

## 4. Concept of Operations

interoperability. Agreements and SOPs should clearly articulate the processes, procedures, and protocols necessary to achieve interoperability.

### 4.5.4 Situational Awareness and Intelligence Gathering

Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received by an outside agency). Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies, intergovernmental levels, and the private sector. Intelligence gathering is the collecting of security and operational information, such as collection of severe weather forecasts from the National Weather Service. Intelligence gathering may also be used to detect, prevent, apprehend, and prosecute criminals planning terrorist incidents.

Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and forecasting or predicting incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence- and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

On a day-to-day basis, and during Level 1 and 2 incidents (*note the difference between Type 1 incidents and Level 1 Incidents*), when the EOC is not fully activated, the City, primary agencies, and supporting response agencies will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations.
- Share and evaluate information from multiple sources.
- Integrate communications and reporting activities among responding agencies.
- Monitor threats and hazards.
- Share forecasting of incident severity and needs.

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the City Police Department will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC) through the Lane County Sheriff's Office. During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

**4. Concept of Operations****4.5.5 Resource Management**

When the EOC is activated, the Logistics and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all City resources. In a situation where resource allocations are in dispute, the City Manager has the final allocation authority. Under emergency conditions, City resources will be allocated according to the following guidelines by EOC staff:

- Deploy resources according to the following priorities:
  1. Protection of life
  2. Protection of responding resources
  3. Protection of public facilities
  4. Protection of private property
- Distribute resources so that the most benefit is provided for the amount of resources expended.
- Coordinate citizen appeals for assistance through the PIO at the EOC or JIC. Use local media to provide citizens with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources.
- When all local resources are committed or expended, issue a request to Lane County for County, State, and federal resources through an emergency declaration.

**4.5.5.1 Resource Typing**

Resource typing is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. At this time, the City has implemented resource typing. Response personnel and support staff will train and exercise using resource typing lists to become familiar with the standard terminology for commonly requested resources.

**4.5.5.2 Credentialing of Personnel**

At this time, the City has not implemented a formalized credentialing program. Should one be implemented, it will be developed with technical assistance from

#### 4. Concept of Operations

OEM and provide for documenting personnel and authenticating and verifying their qualifications.

The City's credentialing program may include the following elements:

- Conduct identity enrollment of personnel in accordance with approved standards.
- Identify type and quality of personnel in accordance with published NIMS job titles. For those not covered by NIMS, develop typing for positions based on essential functions of a position, levels of training, experience levels, required licensure and certifications, and physical and medical fitness required for the position.
- Certify personnel based on completion of identity vetting and meeting qualifications for the positions to be filled.
- Card personnel after completing certification of identity, qualifications, and typing.
- Provide authorization for deployment of credentialed personnel through order numbers, travel authorizations, etc.
- Ensure that personnel are credentialed only while they maintain employment and qualifications.

##### 4.5.5.3 Volunteer and Donations Management

At this time, the City does not have a formal volunteer and donations management program in place. Should one be developed, it will work to ensure the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support events and incidents. Technical assistance for implementing NIMS/ICS volunteer and donations management procedures is available from OEM.

During a Level 2 incident, when the EOC is activated and an emergency has not been declared, the Emergency Program Manager will coordinate and manage volunteer services and donated goods through the City EOC, with support from the Red Cross, Salvation Army, and other volunteer organizations. If the incident escalates and requires a declaration of an emergency, then the Emergency Program Manager will coordinate volunteer and donations management support with the County.

Potential elements of the City's volunteer and donations management program, should the city decide to implement such a program, may include the following:

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- Activation of a Volunteer and Donations Management coordinator within the City's emergency management organization to address volunteer and donations management, including coordination with neighboring jurisdictions and the State's donation management system.
- Implementation of a system for tracking and utilizing volunteers and donations (including cash contributions).
- Coordination with County, State and local volunteer agencies and Volunteer Organizations Active in Disaster road groups.
- Establishment of facilities such as a warehouse and volunteer reception center.
- Methods and sites for collection, sorting, managing, and distributing in-kind contributions, including methods for disposing of or refusing goods that are not acceptable.
- Communications support such as coordination of a call center and public information.
- Procedures to verify and/or vet voluntary organizations and/or organizations operating relief funds.

##### 4.5.6 Access and Functional Needs Populations

Access to emergency services shall not be denied on the grounds of color, national origin, sex, age, sexual orientation, or functional needs. Access and Functional Needs Populations (also referred to as Vulnerable Populations and Special Needs Populations) are members of the community who experience physical, mental, or medical care needs and who may require assistance before, during, and after an emergency incident after exhausting their usual resources and support network.

Examples of individuals who have access and functional needs include, but are not limited to:

- Individuals who are deaf or hard of hearing
- Individuals with limited English proficiency
- Children and the elderly
- Individuals without vehicles

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- Individuals with special dietary needs
- Individuals who experience physical disabilities
- The following websites contain information which may be of use to the Special Needs populations:
  - <http://www.ready.gov/translations/>
  - <http://www.ready.gov/publications>
  - [http://www.ready.gov/sites/default/files/Ready\\_OrderForm\\_June2012.pdf](http://www.ready.gov/sites/default/files/Ready_OrderForm_June2012.pdf)
  - <http://www.ready.gov/kids>
  - <http://www.accessibleemergencyinfo.com/>

Persons with access and functional needs within the City have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, the Emergency Program Manager will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

*See FA 2 – Human Services for additional information on Access and Functional Needs Populations.*

### 4.5.7 Children and Disasters

Planning and preparing for the unique needs of children is of utmost concern to the City and, whenever possible, the City will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to children.

Individuals with children have the primary responsibility for minimizing the impact of disasters to themselves and their children through personal preparedness activities. To the greatest extent possible, the Emergency Program Manager will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

### 4.5.8 Animals in Disaster

While the protection of human life is paramount, the need to care for domestic livestock and/or companion animals plays into decisions made by people affected by disasters. Preparing for the care of animals during a disaster is the responsibility of owners. However, the City may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the City may request assistance through Lane County Emergency

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Management. *See the Lane County EOP, IA 9a – Animals in Disaster for additional information.*

### 4.5.9 Demobilization

As the emergency situation progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with short- and long-term recovery operations.

The following issues will be considered when demobilizing:

- Identification of surplus resources and probable resource release times.
- Demobilization priorities as established by the on-scene Incident Commander and/or EOC Manager.
- Released or demobilized response resources as approved by the on-scene Incident Commander and/or EOC Manager.
- Repair and maintenance of equipment, if necessary.

The City Manager or the Emergency Program Manager, under advice from the on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal City functions can be restored.

### 4.5.10 Transition to Recovery

Once the immediate response phase has been completed, the City will turn toward recovery to restore government function and community services. A transition from response to recovery may occur at different times in different areas of the City and may run concurrent with response operations.

Short-term recovery operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a “new normal” or improved state.

During the recovery period, the City will review and implement mitigation measures, collect lessons learned and share them within the emergency response community, and reassess this EOP, including annexes, to identify deficiencies and take corrective actions. Resources to restore or upgrade damaged areas may be available if the City demonstrates that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

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*See FA 4 – Recovery Strategy for more details.*

**4.6 Inter-Jurisdictional Coordination****4.6.1 Municipalities**

The City is responsible for the direction and control of its local resources during emergencies, including requesting additional resources from mutual aid partners. For resources not covered under mutual aid, requests shall be directed to County Emergency Management, including any requests for a State declaration of emergency or Presidential Disaster Declaration.

**4.6.2 Mutual Aid**

State law (ORS 402.010 and 402.015) authorizes the City to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services.

State law (ORS 402.210) authorizes the creation of an intrastate mutual assistance compact among local governments within the State. This compact, referred to as the Omnibus Mutual Aid Agreement, streamlines the process by which a local government requests assistance and temporarily acquires resources.

**4.6.3 Special Service Districts**

The City has two special districts: The South Lane County Fire & Rescue District and the South Lane School District. These districts provide services that are not available from City or County government. Each is governed by an elected Board of Directors and has policies separate from City and County government. They often overlap City and County boundary lines and thus may serve as primary responders to emergencies within their service districts.

**4.6.4 Private Sector**

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Program Manager will coordinate response efforts with business and industry. This includes providing assistance, as appropriate, in action taken by industry to meet State emergency preparedness regulations governing businesses, such as utility companies, that provide essential services. Schools, hospitals, nursing/care homes, and other institutional facilities are required by federal, State, and local regulations to have disaster plans. The PIO will also work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as the American Red Cross, faith-based groups, amateur radio clubs, Community Emergency Response Teams, etc.

**4. Concept of Operations****4.6.5 Lane County Government**

Lane County EMO, as defined in the County EOP, can be activated through County Emergency Management. The County provides direct agency support at the local level and serves as a channel for obtaining resources from outside the County structure, including the assistance provided by State, regional, and federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before the County requests State assistance.

**4.6.6 Oregon State Government**

The State EMO, as defined in the State EOP, can be activated through OEM. This department provides a duty officer at all times. The State provides direct agency support to the local level and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the federal government.

**4.6.7 Federal Government**

The County shall direct requests for federal disaster assistance to OEM. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including financial support to governments, businesses, and individual citizens.

# 5

## Command and Control

### 5.1 General

The ultimate responsibility for command and control of City departments and resources lies with the City Manager. The Emergency Program Manager will maintain direction and control of the City EOC as directed by the City Manager. City emergency operations, both on-scene and in the City EOC, will be conducted in a manner consistent with NIMS, including the use of ICS.

During a City-declared disaster, control is not relinquished to County or State authority but remains at the local level for the duration of the event.

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., City Public Works Department, Police Department, and/or South Lane County Fire & Rescue District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene Incident Commander will notify the Emergency Program Manager and request activation of the City EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with City, County, and State leads.

### 5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the City may activate the EOC and assign an EOC Manager. The EOC and EOC Manager support on-scene operations and coordinate City resources. The request will be submitted to the Emergency Program Manager, who will determine whether to activate the City EOC and will assume, or designate, the role of EOC Manager. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the City EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the City EOC to serve as part of the Unified Command or Multi-Agency Coordination Group, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will

## 5. Command and Control

be requested and used as an adjunct to existing City services, and then only when a situation threatens to expand beyond the City's response capabilities.

Upon activation of the City EOC, the Emergency Program Manager is empowered to assume executive control over all departments, divisions, and offices of the City during a state of emergency. If appropriate, the on-scene Incident Commander or EOC Manager may request that the City Manager or Emergency Program Manager declare a state of emergency.

### 5.4 Emergency Operations Center

The EOC supports incident response activities including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The EOC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the EOC may become the City seat of government for the duration of the crisis.

#### 5.4.1 Emergency Operations Center Activation

During emergency operations, and upon activation of the EOC, EOC staff will assemble and exercise direction and control, as outlined below.

- The EOC will be activated by the Emergency Program Manager, who may assume or designate the role of EOC Manager. While the on-scene Incident Commander retains tactical control of the incident, the EOC Manager assumes responsibility for coordinating and prioritizing City resources in support of emergency operations.
- The EOC Manager will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, forces supplied through mutual aid agreements, and private contractors. County, State, and federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordinate resources with the EOC.
- Department heads and organization leaders are responsible for assigned emergency functions, as outlined in FA 1 through FA 4.

## 5. Command and Control

- The EOC may, as appropriate, operate on a 24-hour basis.
- The Emergency Program Manager will immediately notify the County Emergency Management office upon activation of the City EOC. Periodic updates will be issued to the County for the duration of City EOC activation.

*See Appendix D – Incident Action Planning Cycle for more information on the activities that go on during an operational period and the development of an Incident Action Plan.*

### 5.4.2 Emergency Operations Center Location

The **primary location** for the City EOC is shown on Figure 2-9 “City of Cottage Grove Critical Facilities” map and is listed on the Legend as “City Hall”:

Cottage Grove City Hall  
400 E. Main Street  
Cottage Grove, OR 97424

If necessary, the **alternate location** for the City is shown on the Figure 2-9 “City of Cottage Grove Critical Facilities” map, and is listed on the Legend as “Public Works Shop”:

City of Cottage Grove Shop  
425 N. 14<sup>th</sup> Street  
Cottage Grove, OR 97424

The **Lane County EOC** is located at:

Lane County Emergency Operations Center  
Lane County Public Service Building  
125 East 8<sup>th</sup> Ave  
Eugene, OR 97401

The **Alternate Lane County EOC** is located at:

Lane County Public Works, “Veneta Shops”  
25398 Jeans Road  
Veneta, OR 97487

The location of the EOC can change, as required by the needs of the incident. Coordination and control of City emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Manager will designate an alternate facility. The EOC Manager may request the use of the County EOC or County facilities from Lane County Emergency Management.

**5. Command and Control****5.4.3 Emergency Operations Center Staffing**

Depending on the incident type, City departments will provide staff to the EOC. The City may receive assistance from Lane County Emergency Management to support the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the on-scene Incident Commander or EOC manager may change to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain the City EOC, the City may request support from the State via the County.

City departments involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff positions.

Due to limited personnel and resources available in the City, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency.

**5.4.4 Access and Security**

During an emergency, access to the City EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. The EOC Manager may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

**5.4.5 Incident Management Software**

The City does not utilize incident management software to help gather, analyze, and disseminate information in the City EOC at this time. Should the City change this policy, the Emergency Program Manager will be responsible for training EOC staff on the use of software.

**5.4.6 Deactivation**

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, EOC Manager, and City Manager (if different than the EOC Manager).

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the City EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the City Manager and staff to manage recovery operations as part of their daily responsibilities.

## 5. Command and Control

The City Manager has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Emergency Program Manager.

### 5.5 Incident Command System

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The City will utilize ICS to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures (Figures 5-3 and 5-4).

The City ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel from any emergency service agency, including personnel from a variety of disciplines. The City ICS structure can also be utilized for lower level emergencies such as a minor incident involving a single emergency response agency (Level 1). The City has established procedures supporting EOC activation and ICS operational procedures, and position checklists. These checklists are appended to this Basic Plan (Appendix C); however, this document does not perform the full function of an EOC manual.

## 5. Command and Control

Figure 5-1 Example of a Scalable Command Structure for the City

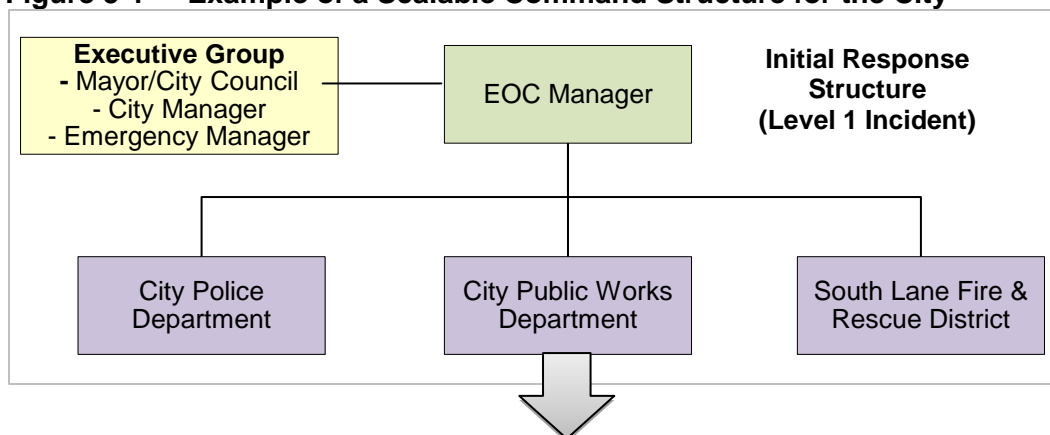
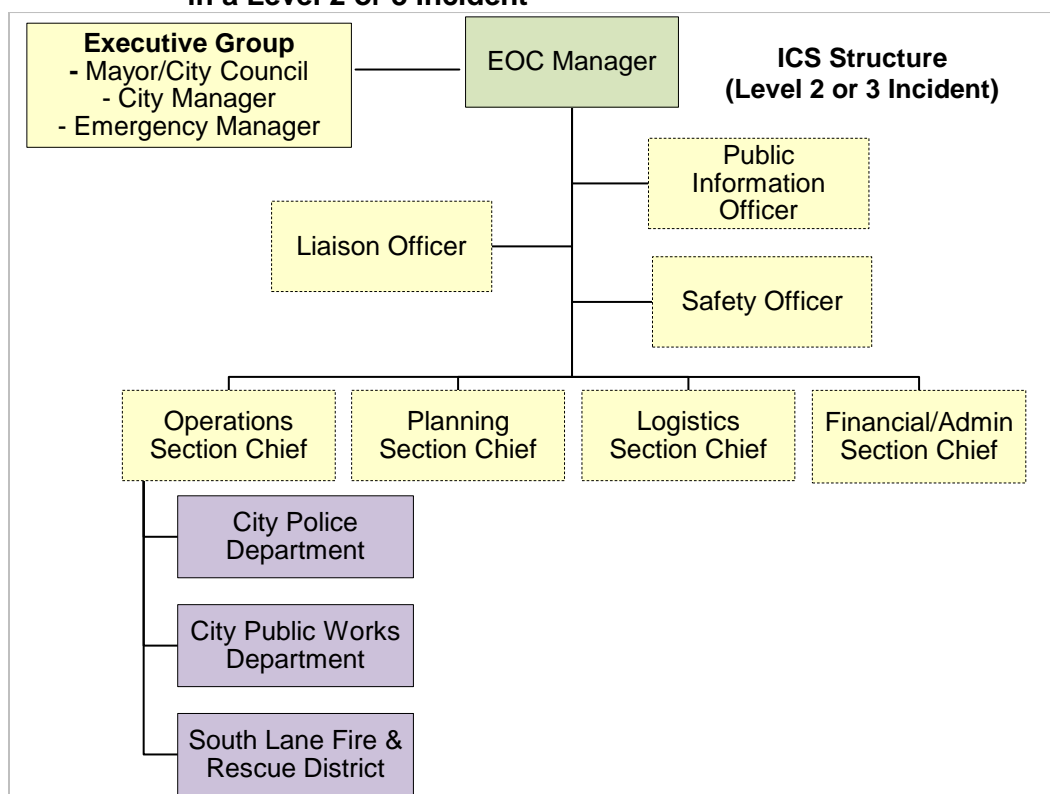


Figure 5-2 Example of a Scalable Command Structure for the City in a Level 2 or 3 Incident



## 5.5.1 Emergency Operations Center Manager

The EOC Manager is responsible for operation of the EOC when it is activated and has overall responsibility for coordinating resources in support of emergency operations. In general, the EOC Manager is responsible for:

**5. Command and Control**

- Maintaining EOC operations in accordance with the principles of ICS and NIMS.
- Approving and supporting implementation of an IAP.
- Coordinating activities supporting emergency operations.
- Approving release of information through the PIO.
- Performing the duties of the following Command Staff if no one is assigned to the position:
  1. Safety Officer
  2. PIO
  3. Liaison Officer
- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident.

**5.5.2 Emergency Operations Center Command Staff****5.5.2.1 Safety Officer**

The Safety Officer within an ICS-organized structure is responsible for the safety of emergency response personnel, EOC Command and General Staff, and their operations. The Safety Officer's responsibilities include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Delegating the assessment of hazardous/unsafe situations and developing measures for ensuring disaster response personnel safety, as appropriate.
- Implementing site and access control measures.
- Monitoring and assessing the health and safety of response personnel and support staff.
- Preparing and implementing a site Health and Safety Plan and updating the EOC Manager, on-scene Incident Commander, and Operations Chiefs as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.

**5. Command and Control****5.5.2.2 Public Information Officer**

The PIO will coordinate and manage the City's public information network, including local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a JIS and, if applicable, participating in a JIC.
- Implementing information clearance processes with the EOC Manager and the City Emergency Program Manager.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

**5.5.2.3 Liaison Officer**

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the EOC Manager, government officials, and stakeholders.

The annexes attached to this plan contain general guidelines for City staff, volunteer organizations, neighboring jurisdictions, County officials and departments, and other response agency staff to carry out assigned Command Staff responsibilities at the City EOC, as well as at EOCs of the County and neighboring jurisdictions.

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5. Command and Control**5.5.3 Emergency Operations Center General Staff****5.5.3.1 Operations Section Chief**

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. The following agencies and organizations are typically included in the Operations Section:

- **Fire Services** – emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- **Law Enforcement** - incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- **Emergency Medical Services** – in Mass Casualty Incidents and Disaster Response, the Ambulance Service Area for the City is provided by South Lane County Fire & Rescue District and will coordinate all resources needed for rescue and transport of victims out of the incident area for the duration of the incident.
- **Public Health Officials** – contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- **Public Works** – incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.
- Private entities, companies, and nongovernmental organizations may also support the Operations Section. Examples of support these organizations may provide include:
  - Grassroots social media support for situational awareness, as well as identifying and connecting resources to citizens in need
  - Non-hazardous debris clearance collection and disposal

The Operations Chief is responsible for:

- Developing and coordinating tactical operations to carry out the IAP.
- Managing field response activities.
- Directing implementation of unit operational plans.

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**5. Command and Control**

- Requesting resources as needed.
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

**5.5.3.2 Planning Section Chief**

The Planning Section is responsible for forecasting the needs of the response as well as implementing appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting and evaluating information, and distributing incident information through status summaries.
  - For terrorist incidents, this position will liaise with the OTFC.
- Maintaining resource status.
- Preparing and disseminating the IAP, including developing alternatives for tactical operations
- Conducting planning meetings.

**5.5.3.3 Logistics Section Chief**

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the IAP.

**5.5.3.4 Finance/Administration**

The Finance/Administration Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the City's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some

## 5. Command and Control

incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

### 5.5.4 Unified Command

Unified Command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single IAP. Each participating agency maintains its individual authority, responsibility, and accountability. Figure 5-3 illustrates an example Unified Command Structure.

### 5.5.5 Area Command

An Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involves multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. If activated, the Area Command:

- Sets overall incident-related priorities:
  - De-conflicts incident management objectives with other ICS organizations and established policies.
  - Allocates critical resources according to incident-related priorities.
  - Identifies critical resource needs and reports them to the EOCs.
- Conducts oversight:
  - Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.
  - Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

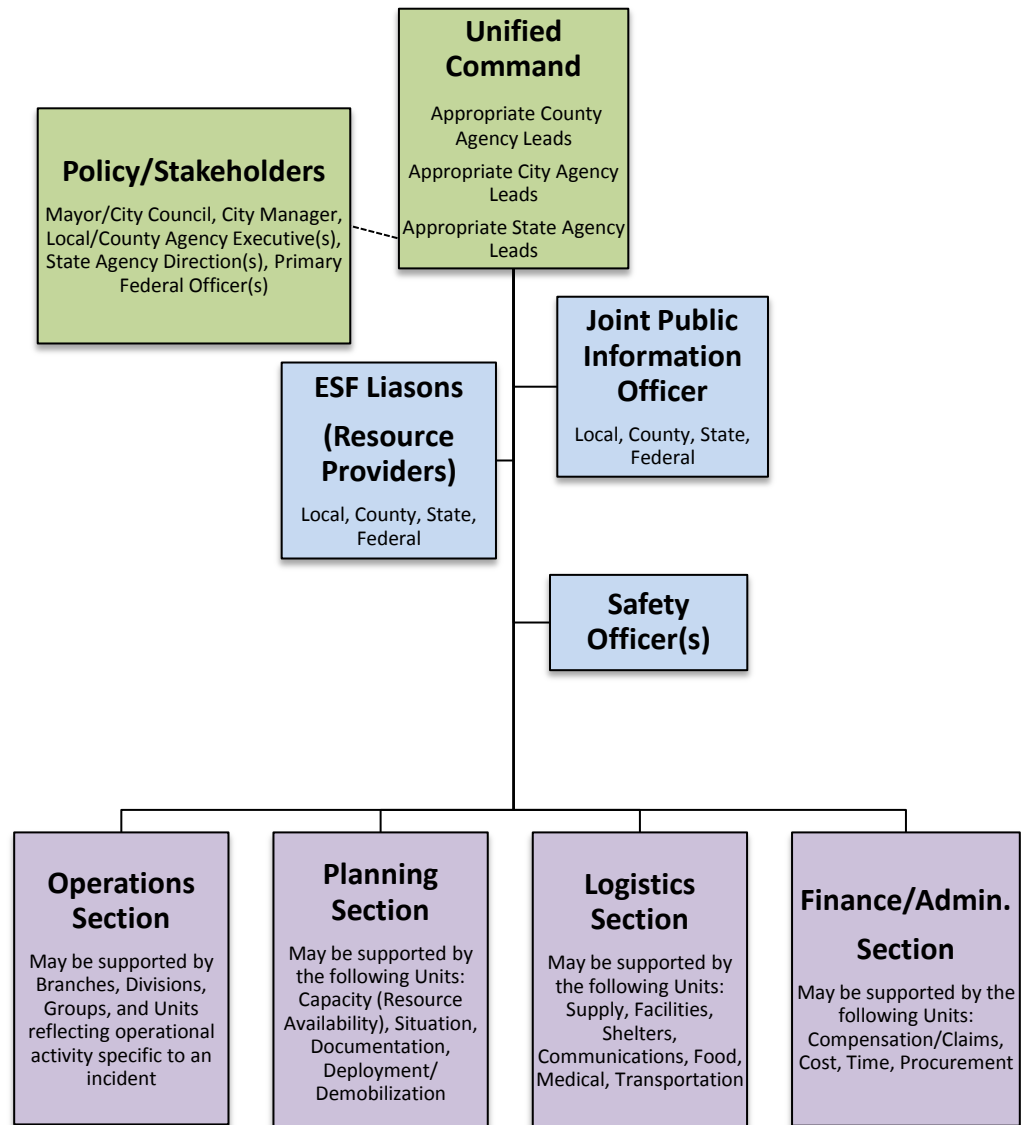
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**5. Command and Control****5.5.6 Multi-Agency Coordination**

In the event that the City is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination Group (MAC Group). Typically, administrators/executives, or their appointed representatives who are authorized to commit agency resources and funds, are brought together to form MAC Groups. Other names for MAC Groups include “multiagency committees” and “emergency management committees.” A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

## 5. Command and Control

**Figure 5-3 Example of Unified Command for the City of Cottage Grove**



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# 6

## Plan Development, Maintenance, and Implementation

### 6.1 Plan Review and Maintenance

The EOP will be re-promulgated a minimum of every five years to comply with State requirements. If awarded monies through the Emergency Management Performance Grant, this EOP will be reviewed every two years throughout the period of performance of the award. This review will be coordinated by the City Emergency Program Manager and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

- Verify contact information.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in the plan to ensure their continued viability and accuracy.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments.

#### **Recommended changes should be forwarded to:**

Emergency Program Manager  
Department of Community Development  
400 Main Street  
Cottage Grove, OR 97424

### 6.2 Training Program

To assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts in all facets of an emergency, each agency and department is responsible for ensuring that critical staff are identified and trained at a level that enables effective execution of existing response plans, procedures, and policies.

The Emergency Program Manager coordinates training for City personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

## 6. Plan Development, Maintenance and Implementation

Current training and operational requirements set forth under NIMS have been adopted and implemented by the City (see minimum training requirements in Table 6-1). The Emergency Program Manager maintains records and lists of training received by City personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff, as well as:

- Law enforcement personnel
- Public works/utility personnel
- Skilled support personnel
- Other emergency management response personnel
- Support personnel at all levels

| <b>Table 6-1 Minimum Training Requirements</b>  |   |
|---|---|
| <b>Emergency Personnel</b>  | <b>Training Required</b>                      |
| Direct role in emergency management or emergency response   | ICS-100b<br>IS-700a                           |
| First-line supervisors, mid-level management, and Command and General Staff   | ICS-100b, -200a<br>IS-700a                    |
| Supervisory role in expanding incidents or a management role in an EOC  | ICS-100b, -200a<br>IS-700a                    |
| Management capacity in an Area Command situation or EOC   | ICS-100b, -200a, -300, -400<br>IS-700a, -701a |
| PIOs  | IS-702a                                       |
| Resource management   | IS-703a                                       |
| Communication or incident information systems   | IS-701a                                       |
| Development of mutual aid agreements and/or mutual aid operational plans  | IS 706  |
| Planning  | IS-800b                                       |
| <i>Additional information about training requirements can be found on the OEM website at <a href="http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf">http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf</a>; Independent study courses can be found at <a href="http://training.fema.gov/IS/crslist.asp">http://training.fema.gov/IS/crslist.asp</a></i> |   |

### 6.3 Exercise Program

The City may conduct exercises during the five-year planning period to test and evaluate this EOP. The City will coordinate with agencies; organizations (nonprofit, for-profit, and volunteer); neighboring jurisdictions; and State and

## 6. Plan Development, Maintenance and Implementation

federal government to participate in joint exercises where feasible. These exercises would consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <https://hseep.preptoolkit.org/>.

The Emergency Program Manager will work with other City/County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through Emergency Management.

### 6.4 Event Critique and After-Action Reporting

To document and track lessons learned from exercises, the Emergency Program Manager will conduct an after-action review, or “hot wash,” with exercise participants after each exercise. The Emergency Program Manager will also coordinate an After-Action Report (AAR), which will describe the objectives of the exercise, document the results of the evaluation, and improve the City’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. Success stories and lessons learned should be submitted to the Lessons Learned Information Sharing website (<https://www.fema.gov/lessons-learned-information-sharing-program>). The Emergency Program Manager will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the City’s EMO.

### 6.5 Community Outreach and Preparedness Education

The City will educate the public about threats, disasters, and what to do when an emergency occurs. The City maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the City’s overall readiness.

Information about the City’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the City’s website, public library, and at City Hall.

### 6.6 Funding and Sustainment

It is a priority of the City to fund and maintain an EMO that ensures the City’s ability to respond to and recover from disasters. The Emergency Program Manager will work with City Council and community stakeholders to:

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**6. Plan Development, Maintenance and Implementation**

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the Council is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.



# **Sample Disaster Declaration Forms**

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Appendix A. Sample Disaster Declaration Forms

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## Appendix A. Sample Disaster Declaration Forms

RESOLUTION NO. \_\_\_\_\_

**A RESOLUTION DECLARING A OF STATE OF EMERGENCY**

WHEREAS, on insert military time on insert month, day, year, a/an insert description of emergency incident or event type occurred in the City of Cottage Grove within the geographic boundaries of insert geographic boundaries threatening life and property; and,

WHEREAS, the current situation and conditions are:

Deaths: insert number of deaths

Injuries: insert number of injuries

Population at risk: insert number of population at risk

Other: insert other conditions or threats; and,

WHEREAS, an initial estimate of the damage and impacts is: insert initial estimate; and,

WHEREAS, the following assistance is being requested: insert specific information about the assistance being requested; and,

WHEREAS, actions that have been taken and resources that have been committed by the City of Cottage Grove: insert the current actions taken and resources that have been committed by the City; and,

WHEREAS, the insert name and title of person declared a State of Emergency on insert date and time.

NOW, THEREFORE, BE IT RESOLVED that the Cottage Grove City Council does hereby declare that a State of Emergency now exists in the City of Cottage Grove and that the City of Cottage Grove has expended or will shortly expend its necessary and available resources. The City of Cottage Grove respectfully request that Lane County provide assistance, consider the City of Cottage Grove an "Emergency Area" as provided for in PRS 401, and, as appropriate, request support from State agencies and/or the federal government.

BE IT FURTHER RESOLVED that his resolution shall take effect immediately upon its passage.

PASSED BY THE COUNCIL AND APPROVED BY THE MAYOR THIS \_\_\_\_\_ DAY OF \_\_\_\_\_, 20\_\_.

\_\_\_\_\_  
Name, Mayor

Dated: \_\_\_\_\_

ATTEST:

\_\_\_\_\_  
Name, Title

Dated: \_\_\_\_\_

*This request may be passed to the County via radio, telephone, Email, or fax. The original signed document or scanned document must be sent to Lane County Emergency Management, with a copy placed in the final incident package.*

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Appendix A. Sample Disaster Declaration Forms

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# B

## Incident Command System Forms

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Appendix B. Incident Command System Forms

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## Appendix B. Incident Command System Forms

**Index of Incident Command System (ICS) Forms**

The following ICS forms are included in this appendix.

| ICS Form No.  | Form Title                            |
|---------------|---------------------------------------|
| ICS Form 201  | Incident Briefing                     |
| ICS Form 202  | Incident Objectives                   |
| ICS Form 203  | Organization Assignment List          |
| ICS Form 204  | Assignment List                       |
| ICS Form 205  | Incident Radio Communications Plan    |
| ICS Form 205a | Communications List                   |
| ICS Form 206  | Medical Plan                          |
| ICS Form 207  | Incident Organizational Chart         |
| ICS Form 208  | Safety Message/Plan                   |
| ICS Form 209  | Incident Status Summary               |
| ICS Form 210  | Resource Status Change                |
| ICS Form 211  | Incident Check-in List                |
| ICS Form 213  | General Message                       |
| ICS Form 214  | Activity Log                          |
| ICS Form 215  | Operational Planning Worksheet        |
| ICS Form 215a | Incident Action Plan Safety Analysis  |
| ICS Form 218  | Support Vehicle/Equipment Inventory   |
| ICS Form 219  | Resource Status Card (T-Card)         |
| ICS Form 220  | Air Operations Summary                |
| ICS Form 221  | Demobilization Plan                   |
| ICS Form 225  | Incident Personnel Performance Rating |

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Appendix B. Incident Command System Forms

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# **Emergency Operations Center Position Checklists**

**Appendix C. Emergency Operations Center Position Checklists**

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**Appendix C. Emergency Operations Center Position Checklists**

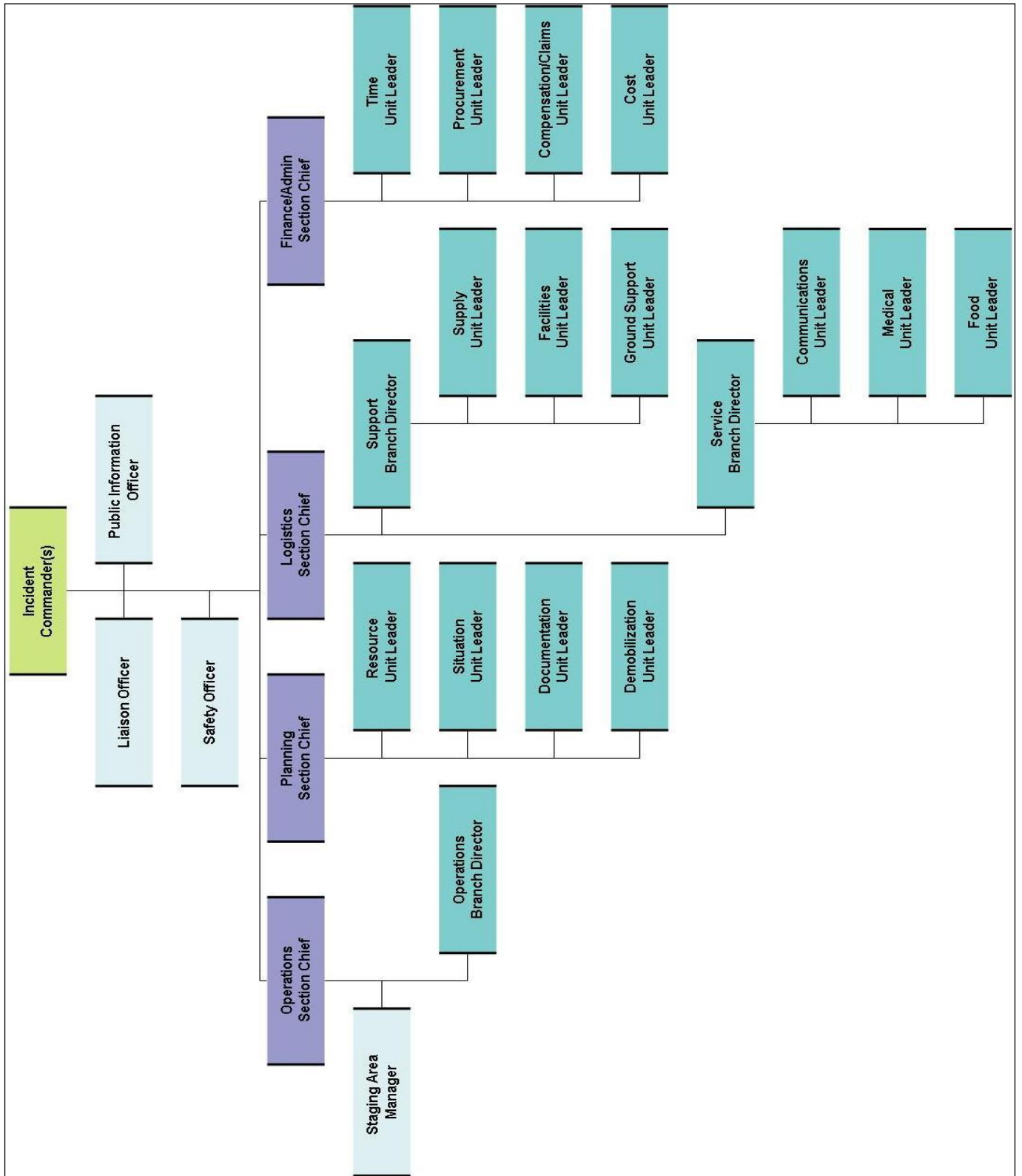
**Index of EOC Position Checklists**

The following checklists are included in this appendix.

1. Air Operations Branch Director
2. Communication Unit Leader
3. Compensation/Claims Unit Leader
4. Cost Unit Leader
5. Demobilization Unit Leader
6. Division-Group Supervisor
7. Documentation Unit Leader
8. Facilities Unit Leader
9. Finance – Administration Section Chief
10. Food Unit Leader
11. Ground Support Unit Leader
12. Incident Commander
13. Liaison Officer
14. Logistics Section Chief
15. Medical Unit Leader
16. Operations Branch Director
17. Operations Section Chief
18. Planning Section Chief
19. Procurement Unit Leader
20. Public Information Officer
21. Resources Unit Leader
22. Safety Officer
23. Service Branch Director
24. Situation Unit Leader
25. Staging Area Manager
26. Strike Team-Task Force Leader
27. Supply Unit Leader
28. Support Branch Director
29. Technical Specialist
30. Time Unit Leader

Appendix C. Emergency Operations Center Position Checklists

Figure C-1 EOC Position Organizational Chart



**D**

## **Incident Action Planning Cycle**

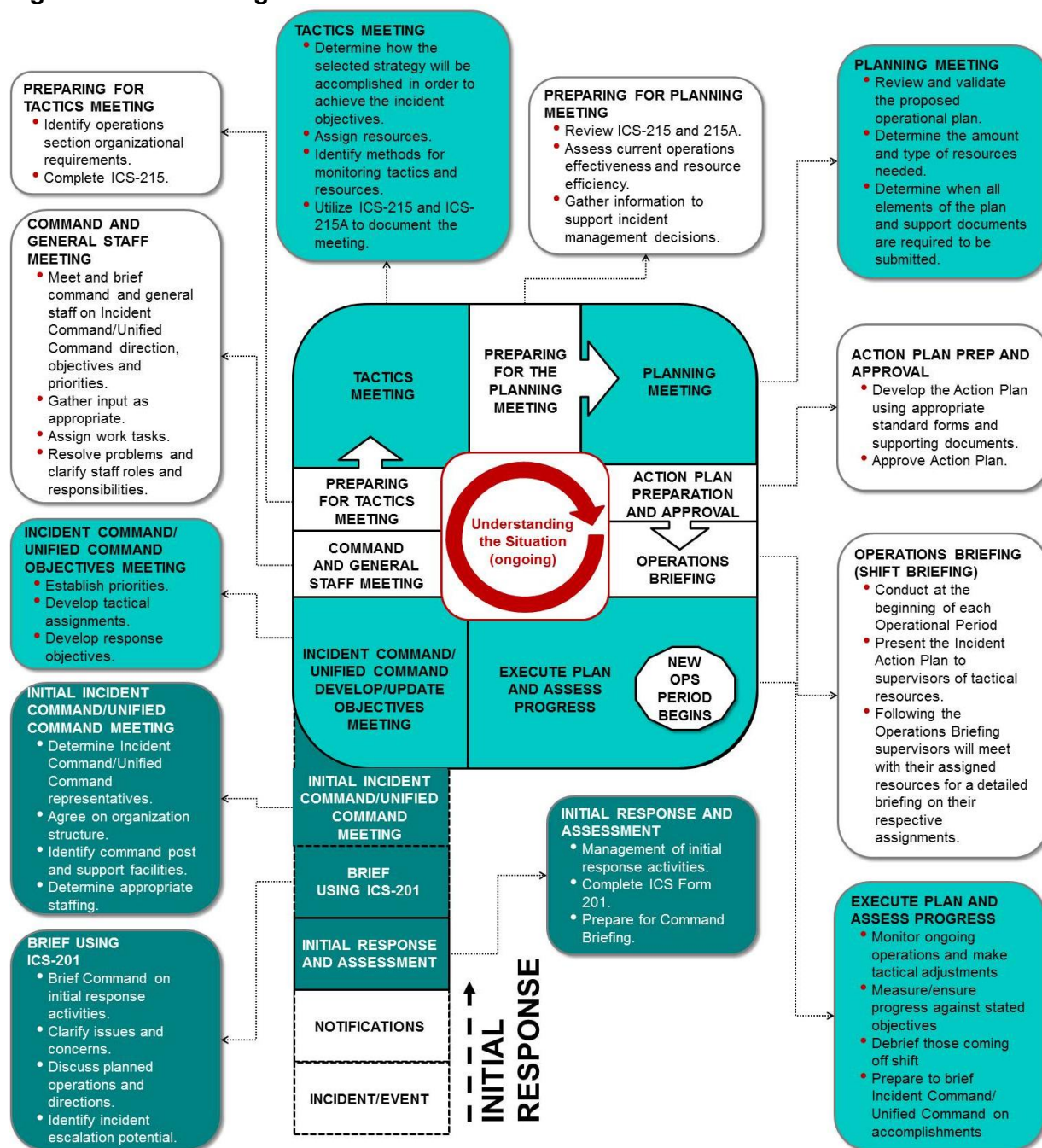
Appendix D. Incident Action Planning Cycle

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## Appendix D. Incident Action Planning Cycle

An Incident Action Plan is the vehicle by which Incident Command communicates their expectations and provides collaboration and participation among all levels of incident management. A complete Incident Action Plan facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning “P” in Figure D-1 is a guide to the process and steps involved in planning for an incident. The leg of the “P” describes the initial response period whereas the top of the leg of the “P” is the beginning of the first operational planning period cycle.

Figure D-1 Planning “P”



## Appendix D. Incident Action Planning Cycle

An Incident Action Plan should be comprised of the items listed in Table D-1, along with pertinent information on each item.

| <b>Table D-1 Incident Action Plan Components and Sequence of Assembly</b> |                            |  |                                      |  |
|---|----------------------------|--|--------------------------------------|--|
| <b>Order</b>  | <b>FEMA-ICS Form</b>       | <b>Title</b>                           | <b>Required</b>                      | <b>Prepared By</b>                             |
| 1   | 200                        | Cover Sheet                            | Always                               | Planning Support Unit Leader                   |
| 2   | 202                        | Incident Objectives                    | Always                               | Situation Unit Leader                          |
| 3   | 205                        | Incident Radio Communications Plan     | As the incident requires – Radio Use | Communications Unit Leader                     |
| 4   | 205A                       | Incident Telephone Communications Plan | Always                               | Resource Unit Leader                           |
| 5   | 207                        | Incident Organization Chart            | Always                               | Resource Unit Leader                           |
| 6   |                            | Incident Map                           | Always                               | Situation Unit Leader /GIS Unit                |
| 7   | 204                        | Assignment List                        | Always                               | Resource Unit Leader                           |
| 8   | 220                        | Air Operations Summary                 | As the incident requires – Air Ops   | Operations Section Chief/Air Operations Branch |
| 9   | 206                        | Medical Plan                           | Always                               | Safety Officer                                 |
| 10  | 230                        | Meeting Schedule                       | Always                               | Situation Unit Leader                          |
| 11  | 213                        | General Message                        | Optional                             | Any Message Originator                         |
| 12  | Other components as needed |  | Optional                             | Planning Support                               |

*For more information, see FEMA's Incident Action Planning Guide, June 2012*

# E

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- Natural Hazard Mitigation Plan, 2012
- Lane County Code: Chapter 18, *Lane County Ambulance Service area Plan*. March 2015.
- Community Wildfire Protection Plan, June 2005
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**City of Cottage Grove**

- Natural Hazard Mitigation Plan, 2010
- Drinking Water Protection Plan April, 2015
- Continuity of Operations Plan, under development as of Summer 2015
- Debris Management Plan, has been identified as a future planning need
- City of Cottage Grove Municipal Code 8.20

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# F

## Acronyms and Glossary

### Acronyms and Abbreviations

|                |   |
|----------------|---|
| AAR            | After Action Report   |
| ARES           | Amateur Radio Emergency Services  |
| CIKR           | Critical Infrastructure and Key Resources                               |
| City           | City of Cottage Grove, Oregon   |
| Communications | Cottage Grove 9-1-1 Communications Center                               |
| COOP           | Continuity of Operations  |
| County         | Lane County, Oregon   |
| ECC            | Emergency Coordination Center   |
| ECU            | Emergency Care Unit   |
| EMO            | Emergency Management Organization                                       |
| EMS            | Emergency Medical Services  |
| EOC            | Emergency Operations Center   |
| EOP            | Emergency Operations Plan   |
| ESF            | Emergency Support Functions   |
| FA             | Functional Annex  |
| FEMA           | Federal Emergency Management Agency                                     |
| I-5            | Interstate 5  |
| IA             | Incident Annex  |
| IAP            | Incident Action Plan  |
| ICS            | Incident Command System   |
| IDA            | Initial Damage Assessment   |
| JIC            | Joint Information Center  |
| JIS            | Joint Information System  |
| MAC Group      | Multi-Agency Coordination   |
| MRC            | Medical Reserve Corps   |
| NIMS           | National Incident Management System                                     |
| NRF            | National Response Framework   |
| ODOT           | Oregon Department of Transportation                                     |
| OEM            | Oregon Emergency Management   |
| OERS           | Oregon Emergency Response System  |
| ORS            | Oregon Revised Statutes   |
| ORVOAD         | Oregon Volunteer Organizations Active in Disaster                       |
| OTFC           | Oregon Terrorism Information Threat Assessment<br>Network Fusion Center |
| PDA            | Preliminary Damage Assessment   |

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**Appendix F. Acronyms and Glossary**

|       |                                       |
|-------|---------------------------------------|
| PIO   | Public Information Officer            |
| SOP   | Standard Operating Procedures         |
| State | State of Oregon                       |
| USACE | United States Army Corps of Engineers |

## Appendix F. Acronyms and Glossary

## Glossary of Key Terms

**Accessible:** Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

**Acquisition Procedures:** A process used to obtain resources to support operational requirements.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

**Agency Administrator/Executive:** The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.

**Agency Dispatch:** The agency or jurisdictional facility from which resources are sent to incidents.

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

**All-Hazards:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

**Allocated Resource:** Resource dispatched to an incident.

**Area Command:** An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

**Assessment:** The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

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Appendix F. Acronyms and Glossary

**Assigned Resource:** Resource checked in and assigned work tasks on an incident.

**Assignment:** Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

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

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

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

**Badging:** The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

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

**Cache:** A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Camp:** A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

**Categorizing Resources:** The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

**Certifying Personnel:** The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

**Chain of Command:** The orderly line of authority within the ranks of the incident management organization.

**Check-In:** The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

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Appendix F. Acronyms and Glossary

**Chief:** The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

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

**Command Staff:** The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

**Common Operating Picture:** An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

**Common Terminology:** Normally used words and phrases-avoiding the use of different words/phrases for same concepts-to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications:** The process of transmission of information through verbal, written, or symbolic means.

**Communications/Dispatch Center:** Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multiagency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

**Complex:** Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

**Comprehensive Preparedness Guide 101:** A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

**Continuity of Government:** A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

**Continuity of Operations:** An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

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Appendix F. Acronyms and Glossary

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

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

**Corrective Actions:** The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

**Credentialing:** The authentication and verification of the certification and identity of designated incident managers and emergency responders.

**Critical Infrastructure:** Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the Incident Commander prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

**Demobilization:** The orderly, safe, and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC):** An Emergency Operations Center (EOC) specific to a single department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

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

**Director:** The Incident Command System title for individuals responsible for supervision of a Branch.

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

**Division:** The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and

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Appendix F. Acronyms and Glossary

Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

**Emergency Management/Response Personnel:** Includes Federal, State, territorial, tribal, substate regional, and local governments, nongovernmental organizations, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

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

**Emergency Operations Plan:** An ongoing plan for responding to a wide variety of potential hazards.

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

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

**Event:** See Planned Event.

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

**Field Operations Guide:** Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

**Finance/Administration Section:** The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

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**Appendix F. Acronyms and Glossary**

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

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

**Group:** An organizational subdivision established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. See Division.

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

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

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

**Incident Base:** The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Incident Base.

**Incident Command:** The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

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

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Appendix F. Acronyms and Glossary

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

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

**Incident Management:** The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

**Incident Management Team (IMT):** An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

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

**Information Management:** The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

**Integrated Planning System:** A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

**Intelligence/Investigations:** An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as a public health event or fire with unknown origins. This is

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Appendix F. Acronyms and Glossary

different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**Interoperability:** Ability of systems, personnel, and equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed, and when authorized.

**Job Aid:** Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

**Joint Field Office (JFO):** The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

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

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

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

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

**Key Resource:** Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

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Appendix F. Acronyms and Glossary

**Letter of Expectation:** See Delegation of Authority.

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

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

**Local Government:** Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics:** The process and procedure for providing resources and other services to support incident management.

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

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

**Manager:** Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

**Mitigation:** Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

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

**Mobilization Guide:** Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

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Appendix F. Acronyms and Glossary

**Multiagency Coordination (MAC) Group:** A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

**Multiagency Coordination System (MACS):** A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

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

**Mutual Aid Agreement or Assistance Agreement:** Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

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

**National Essential Functions:** A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

**National Incident Management System:** A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework:** A guide to how the Nation conducts all-hazards response.

**Nongovernmental Organization (NGO):** An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-

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based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting Emergency Program Managers before, during, and after an emergency.

**Officer:** The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12 to 24 hours.

**Operations Section:** The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

**Organization:** Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

**Personal Responsibility:** The obligation to be accountable for one's actions.

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

**Plain Language:** Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management System, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

**Planned Event:** A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

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

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

**Portability:** An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies

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among emergency management/response personnel will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

**Pre-Positioned Resource:** A resource moved to an area near the expected incident site in response to anticipated resource needs.

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualification and certification; and equipment certification.

**Preparedness Organization:** An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, Critical Infrastructure Sector Coordinating Councils).

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

**Primary Mission Essential Functions:** Government functions that must be performed in order to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

**Private Sector:** Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

**Protocol:** A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

**Publications Management:** Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

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

**Recovery Plan:** A plan developed to restore an affected area or community.

**Reimbursement:** A mechanism to recoup funds expended for incident-specific activities.

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

**Resource Tracking:** A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

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

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

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**Retrograde:** To return resources back to their original location.

**Safety Officer:** A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

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

**Single Resource:** An individual, a piece of equipment and its personnel complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

**Situation Report:** Confirmed or verified information regarding the specific details relating to an incident.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

**Special Needs Population:** A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

**Staging Area:** Temporary location for available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

**Standard Operating Guidelines:** A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

**Standard Operating Procedure:** A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any

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possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Status Report:** Information specifically related to the status of resources (e.g., the availability or assignment of resources).

**Strategy:** The general plan or direction selected to accomplish incident objectives.

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

**Substate Region:** A grouping of jurisdictions, counties, and/or localities within a State brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

**Supervisor:** The Incident Command System title for an individual responsible for a Division or Group.

**Supporting Agency:** An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

**Supporting Technology:** Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

**System:** Any combination of facilities, equipment, personnel, processes, procedures, and communications integrated for a specific purpose.

**Tactics:** The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

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

**Technical Specialist:** Person with special skills that can be used anywhere within the Incident Command System organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

**Technology Standards:** Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

**Technology Support:** Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

**Terrorism:** As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United

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States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

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

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

**Type:** An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

**Unified Approach:** The integration of resource management, communications and information management, and command and management in order to form an effective system.

**Unified Area Command:** Version of command established when incidents under an Area Command are multijurisdictional. See Area Command.

**Unified Command (UC):** An Incident Command System application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior persons from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single Incident Action Plan.

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

**Unit Leader:** The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

**Unity of Command:** An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.

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**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

**Volunteer:** For purposes of the National Incident Management System, any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.10

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# **Functional Annexes**

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# **Incident Annexes**

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