

Marion County  
Emergency Operations Plan (EOP)



O R E G O N

2020-2024

*REDACTED COPY*

Certain information has been redacted from this version, due to security concerns

Prepared by:  
Marion County Emergency Management

## **Acknowledgements**

Marion County Emergency Management developed this Emergency Operations Plan through public-private partnership funded by The Emergency Management Performance Grant (EMPG) Program as authorized by the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5121 et seq.). Title VI of the Stafford Act authorizes FEMA to make grants for the purpose of providing a system of emergency preparedness for the protection of life, property and the environment from hazards and threats in the United States. This updated Emergency Operations Plan is in collaboration between Marion County and the whole community.

## **Supersession**

Upon completion and formal adoption this plan will supersede the 2012 promulgated County Emergency Operations Plan.

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## **IMMEDIATE ACTION CHECKLIST**

### **1. Receive alert of incident**

- Alert should be directed to County Emergency Manager
- If the County Emergency Manager is not available, alerts should be directed to Public Works / Emergency Management Director. If neither are available contact her/his designee.
- Alerts may be received through 9-1-1 dispatch, responding agencies, the on-scene Incident Commander, the public, other sources, and/or through spontaneous events (earthquakes).
- If you are the first-person receiving notification of the incident, call 9-1-1 and provide as much detail as possible.
- See ESF 2 – Communications and ESF 14 – Public Information and Warning of this plan for more information on Public Alert and Warnings.

### **2. Determine need to implement the County’s Emergency Management Operations Center**

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

### **3. Notify key County personnel and response partners**

- County Emergency Manager or his/her designee or on-call Emergency Management Coordinator will activate Everbridge (County Emergency Notification System) to disseminate a message to:
  - Public Safety Leadership groups (include local, regional, state and federal partners)
  - County EOC Support Staff
  - County Department leadership and policy group
- See the Marion County Everbridge organization for individual and agency group assignments.

**4. Activate the County EOC as appropriate**

- The County will utilize framework as outlined in NIMS guidelines in managing the EOC.
- Primary EOC Location:
- Alternate EOC Location:
- The County Emergency Manager maintains a resource and contact rosters for the EOC

**5. Establish communication with the on-scene Incident Commander/Dispatch (if activated)**

- 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 EOC can use to communicate with the scene.
- See ESF 2 – Communications of this plan for more information on communication systems.

**6. Identify, in coordination with on-scene Incident Commander (if activated), key incident needs including public safety leadership support**

- Consider coordination of the following, as required by the incident:
  - Support for the safety of emergency responders
  - Emergency public information and coordination with the media
  - Protection action measures, including evacuation and shelter-in place.
  - Shelter and housing needs for displaced citizens
  - Provisions for Access and Functional Needs Populations including unaccompanied children
  - Provisions for animals in disaster

**7. Inform Oregon Emergency Response System (OERS) of EOC activation and request support as needed**

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## Preface

This Emergency Operations Plan is an all-hazard plan that describes how Marion County 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, and Oregon Office of Emergency Management plans.

Response to emergency or disaster conditions in order to maximize the safety of the public and minimize property damage is a primary responsibility of government. It is the goal of the County that responses to such conditions are conducted in an organized, efficient, and effective manner. To aid in accomplishing this goal, the County has, in addition to promulgating this plan, formally adopted the principles of the National Incident Management System, including the Incident Command System and the National Response Framework.

Consisting of a Basic Plan, Emergency Support Function Annexes that complement the federal and State of Oregon Emergency Support Function Annexes, Support Annexes, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, Local, Tribal, Community, and Faith based organizations, and Private-Sector Partners.

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# Letter of Promulgation

BEFORE THE BOARD OF COMMISSIONERS  
FOR MARION COUNTY, OREGON

In the matter of adoption of the 2020-2024 )  
Marion County Emergency Operations Plan )

**No. 20-027**

This matter came before the Marion County Board of Commissioners at its regularly scheduled public meeting on Monday, March 16, 2020.

WHEREAS, the county’s existing emergency operation plan was adopted in 2012; and

WHEREAS, the board wishes to adopt a new, updated emergency operations plan; and

WHEREAS, the emergency operations plan is an all-hazard plan that describes how Marion County will organize and respond to emergencies in the community; now, therefore, IT

IS HEREBY ORDERED that the Marion County Board of Commissioners adopt the 2020-2024 Marion County Emergency Operations Plan attached to this order

DATED at Salem, Oregon, this 16<sup>th</sup> day of March, 2020.

MARION COUNTY BOARD OF COMMISSIONERS

  
Chair

  
Commissioner

  
Commissioner

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## Letter of Adoption

The Marion County Emergency Operations Plan (EOP) addresses how the County will plan for and perform their respective emergency support functions before, during, and after a disruption, emergency or disaster incident.

This plan supports Oregon’s Revised Statute Chapter 401 and is consistent with Oregon Emergency Management (OEM) Emergency Operations Plan and the National Response Framework (NRF) published by the Federal Emergency Management Agency (FEMA).

I have reviewed the Marion County Emergency Operations Plan (EOP) and am pleased to submit it to the Chief Administrative Officer and Board of Commissioners for formal adoption and promulgation.

3-19-2020

Date



Brian Nicholas, Director  
Marion County Public Works



Kathleen Silva, County Emergency Manager  
Marion County Emergency Management

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## Plan Administration

Marion County Emergency Management (MCEM) will coordinate the review and revision of this plan every two (2) years and have it re-promulgated every five (5) years or when key changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive change to the Basic Plan, may be made by MCEM without formal County of Board Commissioners (BOC) approval.

Each County department is expected to develop and maintain policies and procedures (e.g., department emergency plans, standard operating procedures, Continuity of Operations Plans/Business Continuity Plans) in support of the Marion County Emergency Operations Plan.

In addition, assigned County departments are responsible for updating and maintaining their annex to the County EOP and portions of the Basic Plan, as appropriate, including new Presidential Directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. No proposed change should contradict or override authorities or other plans contained in a statute, Executive Order, or regulation that governs the basic requirements of the County EOP.

MCEM is responsible for coordinating and approving all proposed modifications to the County EOP with the assistance of primary and support agencies and other stakeholders as required. Once published, the modifications are considered part of the County EOP for operational purposes. Copies of revisions are then distributed as appropriate and required.

## Record of Review and Changes

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

Date	Change #	Summary of Changes
2008		Original Release
3/26/19	001	Letter of Adoption, Promulgation, Letter of Adoption, Plan Admin. Updated
3/27/19	002	Plan Distribution, EOP Plan Review Assign. Updated
3/27/19	003	Changed Federal ESF 7 from “Resource” to “Logistics” per NIMS compliance
3/27/19	004	Changed Federal ESF 5 from “Emergency Management to State ESF 5 “Information and Planning”
3/27/19	005	Changed Federal ESF 11 from “Food and Water” to “Agricultural & National Resources per NIMS compliance
3/28/19	006	Introduction, Summary, Purpose and Scope Updated
3/28/19	007	Added “Whole Community Concept” Section
3/28/19	008	Added “Authority & Guidance Section”
3/28/19	009	Added “ESFs, SAs, IAs” Sections
4/15/19	010	Added “State of Oregon EOP section
4/15/19	011	Added “State assistance, federal assistance, and resource typing sections
4/15/19	012	Added “Reporting/Documentation Section”
4/15/19	013	Added “Preservation of Vital Records Section”
3/16/20	014	Signed Promulgation and Letter of Adoption for the 2020-2024 EOP.

## Record of Distribution

Marion County Emergency Management will maintain the master EOP within their department. A redacted version will be posted on the MCEM website, with electronic copies directly distributed to Local, State, Tribal and Federal emergency partners, including the following:

- County Departments
- Fire Districts / Departments
- Healthcare & Hospitals
- Schools, Colleges, & Universities
- Partnering agencies
- Incorporated Cities
- Emergency Dispatch Centers

Recipients will be responsible for updating their EOP when they receive changes. The Marion County Emergency Manager is ultimately responsible for dissemination of all plan updates.

Name / Title	Organization	# of Copies	Date of Distribution

## EOP Review Assignments

To facilitate effective preparedness and operational activities the State of Oregon office of Emergency Management created 18 Emergency Support Functions (ESF), while the Federal Emergency Management Agency created 15 ESF's (**See: Federal Emergency Support Functions Table**). Each ESF has its own purpose and scope, as well as additional details and responsibilities surrounding that activity. These elements of the ESF's are developed and conducted by one or two lead agencies. For more information on ESF, see Section 1.4.2 Emergency Support Functions (ESF).

Unless otherwise stated, the State of Oregon ESFs & Responsible Marion County Department table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to Marion County Emergency Management 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 County emergency plans and procedures to enhance consistency. (**See: State of Oregon ESFs & Responsible Marion County Department Table**)

Support Annexes (SAs) describe functions that do not fit within the scope of the ESF annexes listed below and identify how the County's departments and agencies, private sector, volunteer organizations and non-governmental organizations (NGO) coordinate to execute a common support function required during an incident. (**See: Marion County Support Annexes**). For more information on SAs, see Section 1.4.3 Support Annexes (SA)

The EOP is developed for all-hazards; however, some hazards may require unique considerations. To that end, Incident Annexes (IAs) supplement the Basic Plan of the EOP to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County's most current Hazard Identification and Vulnerability Assessment. (**SEE: Marion County Incident Annexes**). For more information on IAs, see section 1.4.4 Incident Annexes (IAs)

Federal Emergency Support Functions	
ESF 1 – Transportation	ESF 9 – Search & Rescue
ESF 2 – Communications	ESF 10 – Oil & Hazardous Materials Response
ESF 3 – Public Works & Engineering	ESF 11 – Agriculture & Natural Resources
ESF 4 – Firefighting	ESF 12 – Energy
ESF 5 – Emergency Management	ESF 13 – Public Safety & Security
ESF 6 – Mass Care, Emergency Assistance, Temporary Housing, & Human Services	ESF 14 – Cross-Sector Business & Infrastructure
ESF 7 – Logistics	ESF 15 – External Affairs
ESF 8 – Public Health & Medical Services	



Marion County Emergency Management = MCEM, Marion County Public Works = MCPW, Marion County Fire Defense Board=MCFDB, Marion County Health and Human Services=MCHHS, Marion County Sheriff’s Office=MCSO, Marion County Board of Commissioners =BOC, Marion County Community Service = MCCA, Marion County District Attorney = MCDA, Marion County Community Services – Dog Shelter = MCCSDS, Marion County Economic Development = MCEM)

<b>State of Oregon ESF’s &amp; Coordinating County Department Responsibility</b>	
<b>Section / Annex</b>	<b>Coordinating County Department</b>
Basic Plan	MCEM
<b>Emergency Support Function (ESF)</b>	<b>Coordinating County Department</b>
ESF 1 – Transportation	MCPW / MCEM
ESF 2 – Communications	MCPW
ESF 3 – Public Works	MCPW
ESF 4 – Firefighting	MCFDB
ESF 5 – Information & Planning	MCEM
ESF 6 – Mass Care	MCEM
ESF 7 – Resource Support	MCHHS (Health Related) / MCEM (All Hazard)
ESF 8 – Health and Medical	MCHHS
ESF 9 – Search and Rescue	MCSO
ESF 10 – Hazardous Materials	MCFDB / MCEM
ESF 11 – Food & Water	MCEM
ESF 12 – Energy	MCEM
ESF 13 – Military Support	MCEM
ESF 14 – Public Information and Warning	BOC / MCEM / MCSO
ESF 15 – Volunteer & Donations	MCEM
ESF 16 – Law Enforcement	MCSO
ESF 17 – Agriculture & Animal Protection	MCEM / MCCA
ESF 18 – Business & Industry	BOC / MCCA

<b>Marion County Support Annexes (SAs)</b>		
<b>Annex</b>	<b>Function</b>	<b>Coordinating County Department</b>
SA 1	Debris Management – Marion County	MCEM / MCPW / MCHHS (Environmental Health)
SA 2	Debris Management – Regional	MCEM / MCPW
SA 3	Transportation Accident / Train Derailment Plan	MCFDB / MCEM
SA 4	Community Wildfire Protection Plan	MCEM & MCFDB

<b>Marion County Incident Annexes (IAs)</b>		
<b>Annex</b>	<b>Function</b>	<b>Coordinating County Department</b>
IA 0	Emergency Declaration Process	MCEM
IA 1	Hazard Identification & Risk Assessment	MCEM
IA 2	Drought	MCEM
IA 3	Earthquake & Seismic Activity	MCEM & MCPW
IA 4	Flood (Including dam failure)	MCEM
IA 5	Severe Weather	MCEM & MCPW
IA 6	Major Fire	MCFDB & MCEM
IA 7	Hazardous Materials	MCFDB / MCEM / MCHHS
IA 8	Volcano & Volcanic Activity	MCEM
IA 9	Terrorism	MCSO / MCEM
IA 10	Public Health Related	MCHHS
IA 11	Animals & Agriculture	MCEM

**\*\*Resource shortage and civil disobedience are considered secondary risks during any emergency\*\***

<b>State of Oregon Recovery Function</b>		
<b>Annex</b>	<b>Function</b>	<b>Supporting ESFs</b>
SRF 1	Community Planning & Capacity Building	4, 5, 7, 13, 14, 16
SRF 2	Economic Recovery	18
SRF 3	Health Services	8, 17
SRF 4	Social Services	6, 15
SRF 5	Disaster Housing	6, 15
SRF 6	Infrastructure Systems	1, 2, 3, 12
SRF 7	Natural and Cultural Resources	10, 17

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# **BASIC PLAN**

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# 1. Introduction

## 1.1. Overview

This plan, the Marion County Emergency Operations Plan (MC EOP), is part of a framework that protects the people, natural and cultural resources of Marion County: County Comprehensive Emergency Management Plan (MCCEMP). The County EOP coordinates emergency operations planning across levels of government including State, Tribal, Local, and Federal, in order to provide a more effective response to emergency events. This coordination also engages non-governmental organizations and private-sector businesses that provide vital services before, during, and after an event.

An important part of the context for the County EOP is the tenet that disasters are managed at the smallest jurisdictional level possible for effective response. Thus, many incidents are resolved every day by public safety responders within the parameters of their standard resources. In most cases, County government response is brought to bear after one or more local governments have exhausted their own resources and are requesting assistance. Since it is not always clear at the outset which incidents will grow to require this assistance, however, the County EOP is an all-hazards plan that promotes scalable, flexible, and adaptable responses that complement initial response efforts.

This plan accomplishes that not only through the basic plan, but also through several types of annexes. Support annexes address broad areas of coordination across many phases of emergency management, emergency support function annexes define the execution in specific areas of action during response, and incident annexes provide relevant details for specific hazards.

In addition, there are a wide variety of situations that, while severe, do not require emergency action of the nature of this plan: the specific natures of these situations, as well as County agency response actions, are explained in more detail in various incident annexes and Emergency Support Function annexes. Crucially, however, the County EOP is intended primarily to coordinate emergency management during an event that ‘causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss.’ (ORS 401.025).

### **1.1.1. Whole Community Planning Approach**

The “Whole Community” planning approach is based on the recognition that it takes all members of Marion County to effectively prepare for, protect against, respond to, recover from, and mitigate against disasters. This includes all emergency management partners, both traditional and non-traditional, 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 Marion County (including populations with access and functional needs) shares responsibility for minimizing the impact of disasters on Marion County. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major disaster is likely to damage Marion County’s infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves, their families, and assist neighbors in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

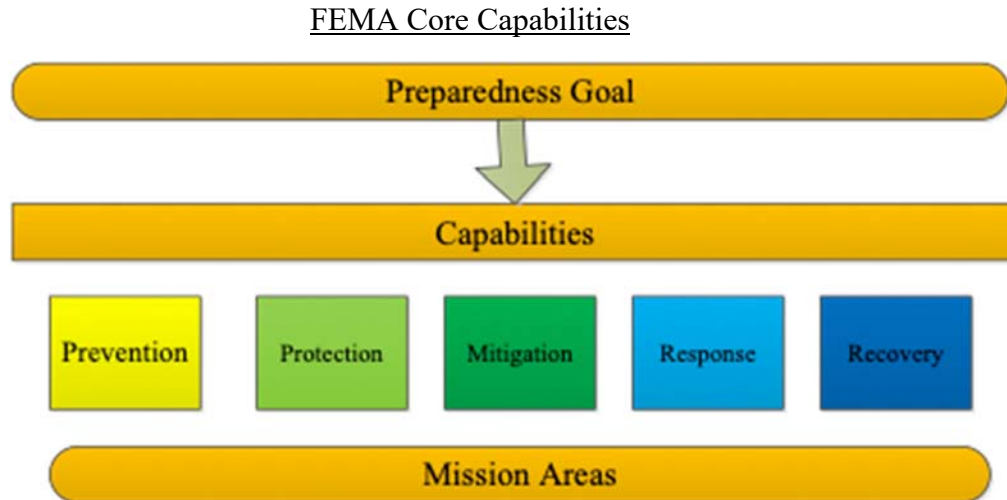
## **1.2. Purpose and Scope**

### **1.2.1. Purpose**

This plan, the Marion County Emergency Operations Plan (EOP), defines National Incident Management System (NIMS) and the Incident Command System (ICS) as the framework that will be used to perform the following functions:

- Coordinate emergency management plans at the Federal, State and Local government levels.
- Activation of the Marion County Emergency Operations Center (EOC) and associated functions.
- Effectively utilize government (Federal, State, County, Tribal, and Local), non-governmental organizations, and private sector resources through the response mission of emergency management.
- Enabling immediate activities that address long-term recovery consequences in the impacted areas.

These functions will be accomplished through a basic plan, support annexes, emergency support function (ESF) annexes, and incident annexes (IA), for more information see “EOP Review Assignments” section.



### 1.2.2. Scope

This EOP is implemented whenever the County must respond to a major emergency or disaster 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 County'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 disaster 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, County 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 tasks will be performed. Training and equipment necessary for response operations should be maintained by County departments and agencies.

## 1.3. Plan Organization

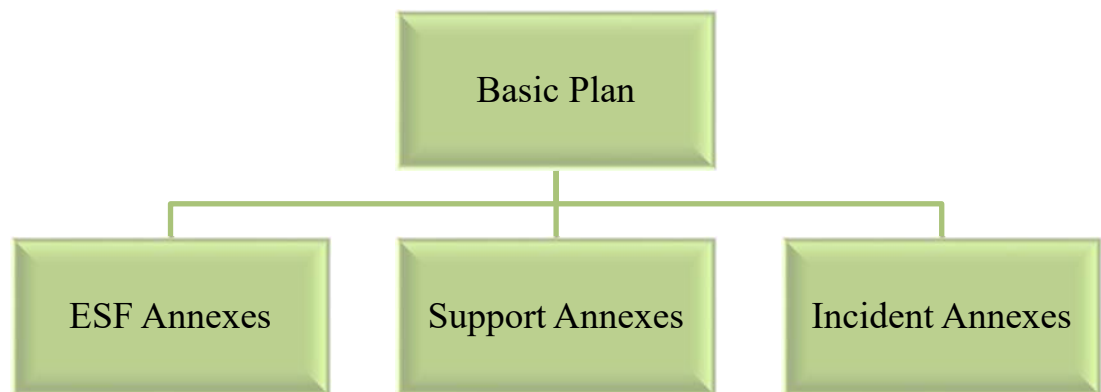
### 1.3.1. Basic Plan

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the County's emergency management structure. Specifically, the Basic Plan consists of the following chapters:

- **Introduction** – Identifies the authority, purpose, scope, and guiding principles for the plan; describes the plan's organizational structure; and explains the plan's relationships to other planning efforts.

- **Situation and Planning Assumptions** – Describes the scenarios that the plan is designed to address; describes the recovery continuum; identifies special considerations for recovery in Marion County.
- **Roles and Responsibilities** – Describes the roles and responsibilities for elected officials, County departments, and key response partners.
- **Concept of Operations** – Describes how the County will conduct its emergency operations and coordinate with other departments, agencies and jurisdictions.
- **Emergency Coordination** – Describes the County’s emergency response structure, including information regarding the EOC.

Marion County EOP Organization



**1.3.2. Emergency Support Function Annexes (ESF)**

The Emergency Support Function (ESF) focuses on critical capabilities, and resources provided by emergency response agencies for the County throughout all phases of a major emergency or disaster. Each ESF has its own statements of Purpose and Scope, as well as additional detail on roles and responsibilities surrounding that activity.

Those elements in the ESFs are developed and conducted by one or two lead agencies and several supporting agencies. In many cases, the capabilities of the lead agency do not correspond perfectly to the purpose and scope of the ESF, but the addition of supporting departments and/or agencies provide the necessary breadth of resources and mandates to conduct the required activity.

Furthermore, in many cases the County government role in emergency management is that of supporting and coordinating Local governments in direct operations. Whether those Local emergency management programs themselves have emergency support functions is immaterial – County departments organized in this way can deliver support as needed, or identify external (from other Local, County’s, State, and/or federal agencies) resources as needed.

### **1.3.3. Support Annexes (SA)**

Support Annexes (SAs) describe functions that do not fit within the scope of the 18 ESF annexes. SAs, such as the Marion County Debris Plan, identify how the County's department and agencies, the private sector, volunteer organizations, and nongovernmental organizations coordinate to execute common support functions required during an incident. The actions described in the SAs are not limited to particular types of incidents but rather are overarching in nature and applicable to nearly every type of incident.

### **1.3.4. Incident Annexes (IA)**

While the County EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, Incident Annexes (IAs) supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County's most current Hazard Identification and Vulnerability Assessment. The IAs identifies step-by-step actions for each hazard through the pre-incident, response, and recovery phase of an incident.

## **1.4. Plan Activation**

Once promulgated by the County Board of Commissioners, this EOP is in effect and may be implemented in whole or part to respond to:

- Incidents in or affecting the County
- Health emergencies in or affecting the County
- Non-routine life-safety issues affecting the County
- Requests for mutual aid support from other counties

An emergency declaration is not required in order to implement the EOP or activate the Marion County EOC. The County Emergency Manager, Director or designee may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

## **1.5. Relationships to Other Plans**

Marion County Emergency Management (MCEM) holds numerous emergency and disaster management plans and protocols referenced in this plan.

### **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.
- **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 builds a more resilient nation.

### 1.5.2. State Plans

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

- **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.
  - **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 which 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 Playbook** 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 tsunami.
- **Oregon Resilience Plan the Oregon Resilience Plan** Maps a path of policy and investment priorities for the next fifty years. The recommendations offer Oregon’s Legislative Assembly and Governor immediate steps to begin a journey along that path. The plan and its recommendations build on the solid foundation laid over the past quarter century by some of Oregon’s top scientists, engineers, and policymakers.
- **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.
- **Volcano Coordination Plans Mount Hood & Central Cascades 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 incident 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 President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and Local and State emergency agencies.

**1.5.3. County Plans**

This County EOP is part of a suite of plans that addresses various elements of the County’s Emergency Management program. While EOP focuses on response and short-term recovery, other plans address the County’s approach to mitigation, continuity, and other aspects of emergency management. These plans work in concert with the County EOP, and are outlined below:

- **Multi-jurisdictional All-Hazard Mitigation Plan (HMP)** creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and economic impact from future disasters. Mitigation plans form the foundation for a community’s 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.
- **Continuity of Operations / Continuity of Government (COOP/COG)** the Marion County y Continuity of Operations Plan identifies mission-essential functions of each department, division and office of County government, and the means by which these services will be maintained during major emergencies and disasters. The plan addresses:

<b>Marion County COOP/COG</b>	
24 our contact information	Mission essential functions
COOP Teams	Vital records / resources
Order of Succession	Alert notification procedures
Delegation of authority	Go Kits
Primary and alternate facilities	Test, training, and exercise / plan maintenance
Security, access, and evacuation	Reference / Authorities
Hazard / Risk Assessment	

- **Community Wildfire Protection Plan** the County’s Community Wildfire Protection Plan improves upon historical fire planning efforts by providing a more localized and accurate approach for determining wildfire hazards and implementing best practices for wildfire protection. The plan balances wildfire protection with sustainable ecological management and economic activities throughout Marion County.
- **Debris Management Plan** guides the County in coordinating clearance, removal, and disposal of disaster debris.
- **Drought Contingency Plan** developed for the North Santiam Watershed, the plan goal is to build long-term resiliency to drought in order to minimize impacts to the communities, local economics, and the critical natural resources within the watershed.

**1.5.4. City Plans**

Pursuant to Oregon Revised Statutes (ORS) 401.305 each city in Marion County “may” establish an emergency management agency and implement a program like that of the County.

City officials have primary responsibility for the safety and welfare of their citizens and maintain oversight of resources and operations within their jurisdictions. Cities are encouraged to coordinate their emergency planning and response operations with the County.

All cities use NIMS/ICS to manage incidents. Cities are requested to provide a copy of their current EOPs to MCEM. The following cities within the County have developed EOPs intended to complement the County’s EOP:

<b>Marion County Cities EOP</b>	
Aumsville	Aurora
Detroit	Donald
Scotts Mills	Gates
Gervais	Hubbard
Idanha	Jefferson
Keizer	Mill City
Mt. Angel	Salem
Silverton	St. Paul
Stayton	Sublimity
Turner	Woodburn

**1.5.5. Support Agency Plans**

The County is supported by a number of partner agencies. To the greatest extent possible, the County encourages support agencies to design their plans to complement the County EOP, and the County will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

**1.6. Authorities and Emergency Declarations**

**1.6.1. Legal Authorities**

In the context of this EOP, a major emergency or disaster 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, ORS Chapter 401, which establishes the authority for the County to establish an Emergency Management Program and appoint an Emergency Program Manager who will be responsible for the organization, coordination, administration, and operation of emergency management functions.

MCEM will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.
- Manage and maintain the County EOC from which County officials can coordinate emergency and disaster response activities.
- Establish an Incident Command and Emergency Support Function structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

The County Emergency Manager may delegate any of these activities outlined in this plan to designees, as appropriate.

MCEM is consistent with NIMS, and procedures supporting NIMS implementation and training for the County will be developed and formalized by the County Emergency Manager.

The following table sets forth the Federal, State, and Local legal authorities upon which the organizational and operational concepts of this EOP are based.

The County EOP has also been designed to be consistent with Federal guidance including the National Incident Management System (NIMS), the National Response Framework (NRF), and the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). Additional items of relevant Federal guidance are also listed, though none have direct legal authority.

#### **1.6.1.1. Relevant Federal Guidance**

- 16 U.S.C. 3501- et. Seq, Coastal Barrier Resources Act
- 44 CFR 350 – of the Code of Federal Regulations
- 44 CFR Part 10 – Environmental Considerations
- 44 CFR Part 13 – (The Common Rule) Uniform Administrative Requirement for Grants and Cooperative Agreements.
- 44 CFR Part 14 – Audits of State and Local Governments
- 44 CFR Part 206 – Federal Disaster Assistance for Disasters Declared after November 23, 1988
- 44 CFR Parts 59-76 – National Flood Insurance Program and related programs
- 50 CFR Title 10 – 50 CFR Title 10 of the Code of Federal Regulations
- Public Law 93-234, Flood Disaster Protection Act of 1973, as amended by the Flood Insurance Reform Act of 1994, 42 U.S.C. 4001, et seq, provides insurance coverage for all types of buildings
- Public Law 84-99, 33 U.S.C. 701n, Flood Emergencies, authorizing an emergency fund for flood emergency preparation, flood fighting and rescue operations, and repair and restoration of flood control work threatened or destroyed by flood.

- Public Law 89-665, 16 U.S.C. 470, et seq, National Historic Preservation Act, relating to the preservation of historic resources damaged as a result of disasters.
- National Flood Insurance Act of 1968, 42 U.S.C. 4101, et., seq, as amended by the National Flood Insurance Reform Act of 1994 (Title V of Public Law 103-325).
- Public Law 101-549 – Clean Air Act Amendments of 1990, which provide for reductions in hazardous air pollutants and risk management planning.
- Public Law 101-615 – Hazardous Materials Transportation Uniform Safety Act (HMTUSA), which provides funding to improve capability to respond to hazardous materials incidents.
- Public Law 106-390, Disaster Law 106-390, Disaster Mitigation Act of 2000, to amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to authorize a program for pre-disaster mitigation, to streamline the administration of disaster relief, to control the Federal costs of disaster assistance, and for the other purposes.
- Public Law 833-703 – Amendment to the Atomic Energy Act of 1954
- Public Law 85-259, Prince-Anderson Act – 42 U.S.C. 2210, which provides for a system of compensating the public for harm caused by a nuclear accident.
- Public Law 91-671, Food Stamp Act of 1964 – in conjunction with section 412 of the Stafford Act, relating to food stamp distributions after a major disaster.
- Public Law 95-510, 42 U.S.C 9601- et., seq, the Comprehensive Environmental Response Compensation, and Liability Act of 1980 (CERCLA)
- Public Law 94-499 – Superfund Amendment and Re-authorization Act of 1986, Part III, the Emergency Planning and Community Right-to-Know-Act of 1986, 42 U.S.C 11001, et, seq, which governs hazardous materials planning and Community Right-to-Know.
- Regulatory Improvement Act of 1994 – Regal Community Development and Regulatory Improvement Act of 1994.
- Stewart B. McKinney Homeless Assistance Act – 42 U.S.C. 11331-11352, Federal Emergency Management Food and Shelter Program
- Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)
- Public Law 107-296 The Homeland Security Act of 2002
- Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)

- Presidential Policy Directive 8: National Preparedness (2008)
- Presidential Policy Directive 8: National Preparedness (2008)
- Federal Emergency Management (FEMA) Policy:
  - Crisis Response and Disaster Resilience 2030 (January 2012)
  - FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)
  - FEMA Administrator’s Intent (2015-2019)
  - FEMA Incident Management and Support Keystone (January 2011)
  - FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)
  - FEMA Community Preparedness Guide (CPG) 101, 2010 edition, amended 2019
  - FEMA Strategic Plan 2011-2014
  - National Disaster Recovery Framework (September 2011)
  - National Incident Management System (NIMS), 3rd edition (October 2017)
  - National Preparedness Goal (NPG), 2nd edition, (September 2015)
  - National Response Framework (NRF), 4th edition (October 2019)
  - National Disaster Housing Strategy (January 2009)

#### **1.6.1.2. Oregon Revised Statutes 2019**

- Executive Order of the Governor
- ORS 401.305-401.335
- ORS 401 Emergency Management and Services
- ORS 402 Emergency Mutual Assistance Agreements
- ORS 279B.080 – Emergency Procurements
- ORS 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency.
- ORS 404 Search and Rescue
- ORS 431 State and Local Administration and Enforcement of Health Laws
- ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air
- ORS 476 State Fire Marshal; Protection From Fire Generally
- ORS 477 Fire Protection of Forests and Vegetation

### 1.6.1.3. Marion County

- County Threat and Hazard Identification Assessment (THIRA), 2017
- County Code, Chapter 2.35, Emergency Management

## 1.7. Emergency Declaration

During times of emergency or disaster the question, "Should we declare an emergency in our city-county?" is sometimes heard, and the value and importance of doing so is sometimes overlooked. The following information will assist local elected and appointed public officials in successfully and knowledgeably executing their duties during an emergency or disaster.

- What does a declaration do?
- What is the benefit to community leaders in declaring a local emergency?
- What kind of a declaration should be made?
- What should be requested of the Governor?
- What kind of State and/or Federal declarations could assist our community?
- 

The answers to these questions depend on a number of factors, such as:

- Scope and magnitude of the event;
- Impact of damage and losses;
- Ability of local jurisdictions to respond;
- Economic health of the area affected;
- Current status of the local government budget;
- Timeframe before the next budget cycle;
- Outlook for known threats to the community until the new budget cycle begins
- Number and magnitude of emergencies the jurisdiction has already experienced since the beginning of the last budget period.

Per County Code 2.35.040, Declaration of emergency, when in the judgment of the board of commissioners, a state emergency exists, it shall declare in writing and publicize the existence of same. If circumstances prohibit the timely action of the board of commissions, the emergency management board designee may declare a state of emergency; provided, that the approval of a majority of the board of commissioners is sought and obtained at the first available opportunity.

Upon that declaration, the emergency management board designee is empowered to assume centralized control of and have authority over all departments, divisions, and offices of Marion County in order to implement the provisions of this chapter. The state of emergency declared pursuant to this section shall specify the factors which warrant the exercise of emergency controls. The emergency management board designee shall terminate the state of emergency when the emergency no longer exists or the threat of an emergency has passed. [Ord. 1198 § 3(I), 2004; Ord. 995 § 3B, 1994.]

**1.7.1. Types of Declarations**

- There are three levels of declarations
  - Local
  - State
  - Federal

***\*\*Special Note: For detailed information and examples of emergency declarations, see IA-0 Emergency Declarations\*\****



### **1.8. Mutual Aid and Intergovernmental Agreements**

Under Oregon law, all local jurisdictions are members of a statutorily created mutual assistance compact (ORS 190.155-170). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an incident that overwhelms the requesting jurisdiction's available resources. Assistance may also be requested for training, drills, or exercises. Requests may be either written or oral, although if a request for assistance is made orally the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to Marion County are agents of the County.

Mutual Aid Agreements and Memoranda of Understanding are essential components of emergency management planning, response, and recovery activities. 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. These agreements provide reciprocal emergency aid and assistance during an emergency or disaster; they increase available resources and improve response and recovery efforts.

The County must defend, save harmless, and indemnify these employees as it would its own employees. Should an employee of a responding government sustain injury in the course of providing requested assistance, the person is entitled to all applicable benefits, including workers' compensation, normally available to the employee while performing regular duties for the responding local government.

Marion County is not legally required to provide resources to the requesting jurisdiction. This language supplements other State law authorizing local governments to enter into cooperative assistance agreements with public or private entities for reciprocal emergency aid and resources.

Marion County may request and utilize the services, equipment, supplies, and facilities of departments, offices, and agencies of the State and local governments (ORS 402.010, .015). Except in cases of willful misconduct, gross negligence, or bad faith, emergency service workers acting under these provisions will not be held liable for the death or injury of any person, or damage or loss of property, as a result of that activity (ORS 401.032).

*Marion County has numerous MOU and MOA, they can be found in the County's Contacts Management System (CMS).*

**1.8.1. Emergency Management Assistance Compact (EMAC)**

The request for intrastate mutual aid or intergovernmental aid across state borders is closely tied to the State of Oregon's participation in the Emergency Management Assistance Compact (EMAC). EMAC provides for the seamless escalation of disaster response and execution of national mutual aid intrastate mutual aid the mechanism by which resources of member jurisdictions will be deployed under EMAC. No separate agreement is necessary, although individual resource orders will be executed in accordance with the Oregon Emergency Operations System. For states to request resources through EMAC terms, they must have passed and enacted membership legislation. The purpose of this compact is to provide for mutual assistance between the states entering into this compact in managing any emergency or disaster that is duly declared by the governor of the affected state(s), whether arising from natural disaster, technological hazard, man-made disaster, civil emergency aspects of resources shortages, community disorders, insurgency, or enemy attack. This compact shall also provide for mutual cooperation in emergency-related exercises, testing, or other training activities using equipment and personnel simulating performance of any aspect of the giving and receiving of aid by party states or subdivisions of party states during emergencies, such actions occurring outside actual declared emergency periods. Mutual assistance in this compact may include the use of the states' National Guard forces, either in accordance with the National Guard Mutual Assistance Compact or by mutual agreement between states.

After a declared emergency, and activation of EMAC, the Requesting and Assisting State Emergency Management Agencies complete the EMAC Request for Assistance Form (REQ-A) for accepted offers of assistance. The completed REQ-A constitutes a legally binding agreement between the two states.

Reimbursement starts with Deployed Personnel and Resource Providers submitting a reimbursement package to the Assisting State. Assisting States audit reimbursement packages that are sent to Requesting States who, upon completing an audit and resolving any outstanding issues, issue payment back to the Assisting State. It should be noted that a state's obligation to pay EMAC reimbursements is not contingent upon the receipt of federal funds.

**1.8.2. Multi-Omnibus Mutual Aid Agreement**

This OMNIBUS AGREEMENT is made and entered into by the undersigned counties to enable them to provide Emergency Assistance to each other during an Emergency; including agreement of the financial terms. Created in 2004, working with county legal counsel, the agreement soon became a living document. The document was then shared with the Oregon Region 1 Emergency Managers; Region 1 is comprised of Benton, Lincoln, Linn, Marion, Polk, and Yamhill counties. Since then, six more counties have signed on. This agreement is offered to all Oregon Counties to participate. The details of the agreement state that the participating counties agree to support each other in times of emergency response to an incident. The benefit of this agreement is that time will be saved by having processes and procedures in place before the incident occurs, ensuring agencies can respond in a more effective and efficient way.

OMNIBUS Participating Agencies		
Benton County	Clackamas County	Washington County
Clatsop County	Columbia County	Wheeler County
Crook County	Deschutes County	Yamhill County
Hood River County	Jefferson County	Josephine County
Klamath County	Lincoln County	Linn County
Marion County	Multnomah County	Polk County
Tillamook County		

**1.8.3. Oregon Resource Coordination Assistance Agreement (ORCAA)**

Under the Oregon Resource Coordination Assistance Agreement (ORCAA) member jurisdictions may request assistance from other member jurisdictions to prevent, mitigate, respond to, or recover from an emergency or disaster, or in concert with exercises. Any resource (employees, services, equipment and supplies) of a member jurisdiction may be made available to another member jurisdiction.

**1.8.4. Oregon Water / Wastewater Agency Response Network (ORWARN)**

The Oregon Water/Wastewater Agency Response Network (ORWARN) is comprised of member utilities providing voluntary assistance to each other during an emergency incident. ORWARN facilitates rapid short-term deployment of emergency services, in the form of personnel, equipment and materials, that are required to restore critical operations to utilities that have sustained damages from natural or man-made events.

**1.8.5. State of Oregon Mutual Aid**

The 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 Manager, or EOC Director, if activated.

The State Operations Officer evaluates resource requests based on the goals and priorities established by the OEM Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions. State resources are provided to the County 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.

**1.8.5.1. State Conflagration Act**

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal, in close coordination with the Marion County Fire Defense Board Chief. The Act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations.

When, in the judgment of the local Fire Chiefs or County Fire Defense Board Chief, an emergency is beyond the control of the local fire suppression resources, including primary mutual aid, the Fire Defense Board Chief shall report the conditions of the emergency to the State Fire Marshal Office and/or request mobilization of support for the department and/or district. After verifying the need for mobilized support, the State Fire Marshal shall, if appropriate, request authorization from the governor to invoke the Emergency Conflagration Act.

- The local Fire Chief is responsible for:
  - Contacting the Fire Defense Board Chief to request that the Conflagration Act be invoked.
  - Participating in an incident conference call.
  - Providing local geographic information system (GIS) capabilities or maps.
  - Working with the Incident Management Team (IMT) to locate a base camp.
  - Maintaining communications with the IMT throughout the deployment to assist with emergency management and other local issues.
  - Contact Marion County Emergency Manager.
- The County Fire Defense Board Chief is responsible for:
  - Notifying the State Fire Marshal via the Oregon Emergency Response System (OERS)
  - Providing the following information to the Oregon State Fire Marshal Duty Officer or Chief Deputy:
    - Incident Name
    - Contact Information
    - Type and location of incident
    - Situation description
    - Confirmation that local and mutual aid resources are depleted.
    - Incident Commander Information
    - Weather information
    - What resources are being requested
    - Participate in incident conference calls.

- Requests for conflagration should be made when a significant threat exists.
  - Life threatening situation (firefighter or public safety)
    - Evacuations currently taking place
    - Advisory evacuations
    - Evacuation plans in place
    - Road, highway or freeway closure
  - Real property threatened
    - Number of structures, commercial, and/or residents
    - Number of subdivisions
    - Population affected
    - Historically significant cultural resources
    - Natural resources, such as crops, grazing, timber, watershed
    - Critical infrastructure, such as major power lines
  - High damage potential
    - Long-term or short-term damage potential
    - Plausible impacts on community
    - Fuel type; size and growth potential
    - Political situations
    - Severity, extreme behavior, and fuel conditions

**\*\*Source: 2019 Fire Service Mobilization Plan, Oregon State Fire Marshall\*\***

### 1.8.6. Requesting Mutual Aid

All mutual aid requests ***will*** be coordinated through the Marion County Emergency Manager or the Marion County EOC if activated. To request mutual aid, Marion County uses the following process:

- The Party seeking mutual aid shall make the request directly to the party providing the aid in coordination with Marion County Emergency Management.
- Requests may be verbal or in writing. If verbal, the request shall be confirmed in writing no later than thirty (30) calendar days following the verbal request unless otherwise stated according to policies or resolutions.
- All communication shall be conducted directly between recipient and provider in coordination with Marion County Emergency Management.
- The Recipient shall be responsible for keeping all parties advised of the status of mutual aid activities.

If assistance is needed to coordinate mutual aid, Marion County can request coordination assistance to Oregon Office of Emergency Management.

### 1.9. Continuity of Government

Marion County has developed a COOP Plan and these plans may be used in conjunction with the EOP during various emergency situations. The COOP details the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Part of these plans identifies essential functions of county and local governments, private sector businesses, and community services and delineates procedures developed to support their continuation. COOP elements may include but are not limited to:

- Ensuring the County's continuous functions and operations during an emergency;
- Maintaining clear lines of authority and, when necessary, implementing the approved line of succession and proper delegation of authority; protecting critical facilities, equipment, vital records, and other assets;
- Reducing or mitigating disruptions to operations and essential community services;
- Reducing loss of life, minimizing property damage, and protecting the local economy from significant impacts; and
- Achieving a timely and orderly recovery from emergencies and resumption of full services to the public Lines of Succession.

**1.9.1. Lines of Succession**

The Marion County EOP has developed an Orders of Succession for all key positions held within the County and for Emergency Management program. Provided below is the title and name of each primary person currently holding each key position, followed by a list of designated successors. The successors are listed by title in order of precedence. The Marion County EOP has developed an Order of Succession for key positions based on County Code.2.35.050 *Succession of authority*. In the event that the Emergency Management Board Designee (EMBD) is unavailable or unable to perform his/her duties under this chapter, the duties shall be performed by (in order of succession):

Each County department is responsible for pre-identifying staff patterns showing a line of succession in management's absence. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. The EMBD or designee identified above will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within Marion County are responsible for developing and implementing Continuity of Operations Plans (COOP) to ensure continued delivery of vital services during an emergency.

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### 1.9.2. Preservation of Vital Records

The County has developed a vital records packet for use during emergency incidents. This packet includes records essential to executing emergency functions and includes this EOP, emergency operating records essential to the continued function of Marion County Emergency Management, current call-down list, vital records inventory, necessary keys or access codes, list of primary and alternate facilities, and the County's COOP.

Each County 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, will materially impair the agency's ability to conduct business or carry out essential functions. Each agency 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 agency mission.

## 1.10. Administrative and Logistics

### 1.10.1. Request, Allocation, and Distribution of Resources

Resource requests that cannot be filled at the local level, and emergency/disaster declarations, must be submitted by the Marion County EOC to the Oregon office of Emergency Management (OEM) according to provisions outlined under ORS Chapter 401. Marion County Code Chapter 2.35.070, Acquisition of Resources authorizes the BOC to extend government authority to nongovernmental resources (e.g., personnel, equipment) that may support regular governmental forces during a major emergency or disaster. The BOC may also enter into agreements with other public and private agencies for use of resources. *See ESF 7 – Resource Support for more information.*

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. All assistance requests will be made through Marion County EOC.

A request for State / Federal assistance needs to include:

- Language stating that local and county critical resources are depleted or expected to be depleted and there are no viable options left.
- Specific assistance or resource requirements to be requested (e.g., type and quantity of equipment needed, purpose for which it is needed and location of the area in need). Multiple requests on the same declaration may be necessary. The declaration should provide detailed information and explanation of the requested mission, not "who" could provide the requested resources.
- Expected duration of the incident or expected time required to gain control.

### 1.10.2. Financial Management

During a major emergency or disaster, the County is likely to find it necessary to redirect funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the BOC. If an incident in the County requires major redirection of County fiscal resources, the CAO, in consultation with EOC Command, will meet to decide how to address emergency funding needs and will request a declaration of emergency if not already in process.

Financial activities related to recovery include the development of Initial and Preliminary Damage Assessment (IDA/PDA) reports necessary to pursue federal aid. Two prominent programs include:

- **Public Assistance.** In the case where a Federal declaration is granted and required eligibility thresholds are met, FEMA's Public Assistance awards grant funding to assist state and local governments and certain private nonprofit entities with response and recovery activities. Specifically, the program helps with debris removal, emergency protective measures, and permanent restoration of infrastructure. The federal share of these expenses typically cannot be less than 75 percent of eligible costs.
- **Disaster Assistance.** In the case where a federal declaration is granted and specific thresholds of damages are met, Disaster Assistance is made available to provide monies or direct assistance to individuals, families, and businesses in an area whose property has been damaged or destroyed and whose losses are not covered by insurance. Disaster Assistance is rarely awarded, even when Presidential Disaster Declarations are made. The program is designed to assist with critical expenses that cannot be covered in other ways. This assistance is not intended to restore damaged property to its condition before the disaster.

### 1.10.3. Legal Support and Liability Issues

Legal support for the County's Emergency Management is provided by the County Legal Counsel Department.

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 County and its surrounding areas.

#### **1.10.4. Reporting and Documentation**

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

- Sign-Rosters (ICS-211)
- Incident and damage assessment reports
- Incident Command logs
- Cost recovery forms

Incident critiques and After-Action Reports (AARs) all documentation related to the County's disaster 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.

#### **1.10.5. 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 County 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.

Procedures addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak are included in the Health and Human Services Annex to this plan. See Emergency Support Function 8, Public Health and Medical Services, for more details. 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 procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the County EOP.

While all County 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 County and its citizens as rapidly as possible.

#### **1.11. Marion County EOP Partners**

Using the Whole Community Approach, Marion County's EOP was developed as a team effort consisting of departments and/or organizations from Federal, State, County, Local, Private Industry, and Non-Profit organizations. The following pages highlight the partners of Marion County.

**County Departments**

- Assessor’s Office
- Board of Commissioners
  - Administration
- Business Services
  - Administration
  - Facilities Management
  - Human Resources
  - Benefits & Risk Management
- Clerk’s Office
- Community Services
  - Administration
  - Dog Services
- District Attorney
  - Juvenile
  - Medical Examiner
  - Support Enforcement
  - Victims Assistance
  - Investigators
- Fire Defense Board
- Finance
  - Administration
  - Accounts Payable & Receivable
  - Budget
  - Capital Improvements Projects
  - Contract Management & Purchasing
  - General Ledger
  - Payroll
  - Tax Foreclosed Property & Surplus
- Health & Human Services
  - Administration
  - Behavioral Health
  - Human Services
  - Public Health
- Housing Authority
- Information Technology
  - Administration
  - GIS Program
- Justice Court
- Juvenile
  - Administration
  - Alternative Programs
  - Counseling Services
  - Detention
  - Education Services
  - Probation Services
- Legal Counsel
  - Hearings Office
- Public Works
  - Administration
  - Building Inspection
  - Emergency Management
  - Engineering
  - Environmental Services
  - Ferries
  - Parks
  - Planning
  - Operations (Road Maint.)
  - Safety
  - Survey
- Sheriff’s Office
  - Administration
  - Enforcement
  - Institutions
  - Operations
  - Community Corrections
- Tax Office
- Treasurer’s Office

State Partners	Federal Partners
Administrative Services	Agriculture
Agriculture	Army Corps of Engineers
Business Development	Bureau of Land Management
Consumer & Business Services	Bonneville Power Administration
Corrections	Federal Communication Commission
Education	FEMA Region X
Emergency Response Commission	Education
Emergency Response System	Health & Human Services
Energy	Homeland Security
Environmental Quality	Justice
Fire Marshal	Transportation
Forestry	Veteran Affairs
Geology & Mineral Industry	Environmental Protection Agency
Transportation	Postal Service
State Lands	Center for Disease Control & Prevention
Health Authority	Corporation for National & Community
	Service
Housing and Community Service	Federal Bureau of Investigation
Human Services	National Transportation Board
Justice	National Warning System (IPAWS: EAS,
	CMAS, NOAA, Internet Services)
Land Conservation & Development	National Weather Service / National Oceanic
	Atmospheric Administration
Military	Nuclear Regulatory Commission
National Guard 102 <sup>nd</sup> Civil Support Team	Office of Personnel Management
Occupational Safety & Health	Pipeline & Hazardous Materials Safety
	Administration
Public Utility Commission	Radio Amateur Civil Emergency Services
State Police	Small Business Administration
Emergency Management	Social Security Administration
Public Safety & Standards Training	International Development
Veteran's Affairs	General Service Administration
Civil Patrol	National Aeronautic & Space Administration
Water Department	Commerce
Secretary of State	Defense
National Guard Chemical, Biological, Radiological	Forest Service & Central Oregon Fire
Nuclear Explosive (CBRNE) Enhanced Response Force	Management Services
Package (CERFP)	

**Federal Partners**

Housing & Urban Development  
Labor  
State  
Interior  
Treasury  
Fire Administration  
Air Force Rescue Coordination Center  
Coast Guard  
Marshals Service  
Alcohol, Tobacco, Firearms & Explosives

**City Partners**

City of Aumsville  
Aumsville Public Works  
  
Aumsville Police Department  
  
City of Aurora  
  
Aurora Public Works  
City of Donald  
Donald Public Works  
City of Gates  
Gates Public Works  
City of Gervais  
Gervais Police Department  
City of Hubbard  
Hubbard Public Works  
Hubbard Police Department  
City of Idanha  
City of Jefferson  
Jefferson Public Works  
City of Keizer  
Keizer Public Works  
  
Keizer Police Department  
  
City of Mills City  
City of Stayton  
Stayton Public Works  
Stayton Police Department  
City of Sublimity  
Sublimity Public Works  
City of Turner  
Turner Public Works  
Turner Police Department

City of Woodburn  
Woodburn Public Works  
Woodburn Police Department

**Other Supporting Partners**

Clackamas County Emergency Management  
Polk County Emergency Management  
Health Preparedness Program – Region 2  
METCOM 911  
WVCC 911  
Fire Defense Board  
Aumsville Fire District  
Aurora Fire District  
Drakes Crossing Fire District  
Gates Fire District  
Hazardous Materials Response Team 13 –  
Salem  
Hazardous Materials Response Team 9 –  
Tualatin Valley Fire and Rescue  
Hubbard Fire District  
Idanha-Detroit Fire District  
Jefferson Fire District  
Keizer Fire District  
Lyons Fire and Ambulance District  
Mill City Fire District  
Monitor Fire District  
Mt. Angel Fire District  
Marion County Fire District #1  
Silverton Fire District  
St. Paul Fire District  
Stayton Fire District  
Sublimity Fire District  
Turner Fire District  
Woodburn Fire District  
Marion County Local Emergency Planning  
Committee (LEPC)  
Cascade School District  
Durham School Services-Silverton  
First Student Bus Transportation  
Gervais School District  
Mt. Angel School District  
North Marion School District  
North Santiam School District  
Salem-Keizer School District  
Silver Falls School District

**Other Supporting Partners**

St. Paul School District  
Woodburn School District  
Idanha-Detroit Water District  
Lyons-Mehama Water District  
Santiam Water Control District  
Brooks Service District  
East Salem Service District  
Fargo Interchange Service District  
Illahe Hills Street Light District  
Labish Village Sewage and Drainage District  
Willamette Regional Association of Public Information Officers

**Private Sector Partners**

211  
American Medical Response  
American Red Cross  
Amtrak Rail  
Burlington Northern Santa Fa Railway  
Community Action  
Consumer Power Co-Op  
Day Wireless  
Frontier Communications  
Legacy Emanuel Medical Center – Portland  
Marion-Polk Food Share  
NW Natural Gas Company  
Oregon State University Marion County Extension Office  
Oregon Water / Wastewater Agency Response Network  
Oregon State Fire Chief’s Association  
Capital Community Television  
Chemeketa Community College  
Cherriots Bus  
Comcast  
Communication Northwest  
Community Emergency Response Teams  
Corban University  
Falck Ambulance  
Legacy Silverton Medical Center  
Southern Baptist Disaster Relief  
North Santiam Service Integration Team  
Oregon Association of Water Utilities  
Oregon Volunteer Active in Disasters  
Oregon State Sheriff’s Association  
Pacific Power

Portland and Western Railroad  
Radio Amateur Civil Emergency Service  
Salem Health  
Santiam Hospital  
Union Pacific  
Willamette University  
Weyerhaeuser  
Petrocard Fueling  
Portland General Electric  
Salem Electric  
Salvation Army  
Marion County Auxiliary Communication /  
Amateur Radio Emergency Services  
St. Edward Catholic Church  
United Way  
Williams Natural Gas  
Woodburn Ambulance  
Southern Baptist Disaster Relief



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## 2. Situation and Planning Assumptions

### 2.1. Situation

Marion County is exposed to many hazards that have the potential to disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed include droughts, floods, wildfires, winter storms, heat waves, earthquakes, and volcanoes. The threat of technological and human-caused chemical, biological, radiological, nuclear, or explosive incidents is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

### 2.2. Community Profile

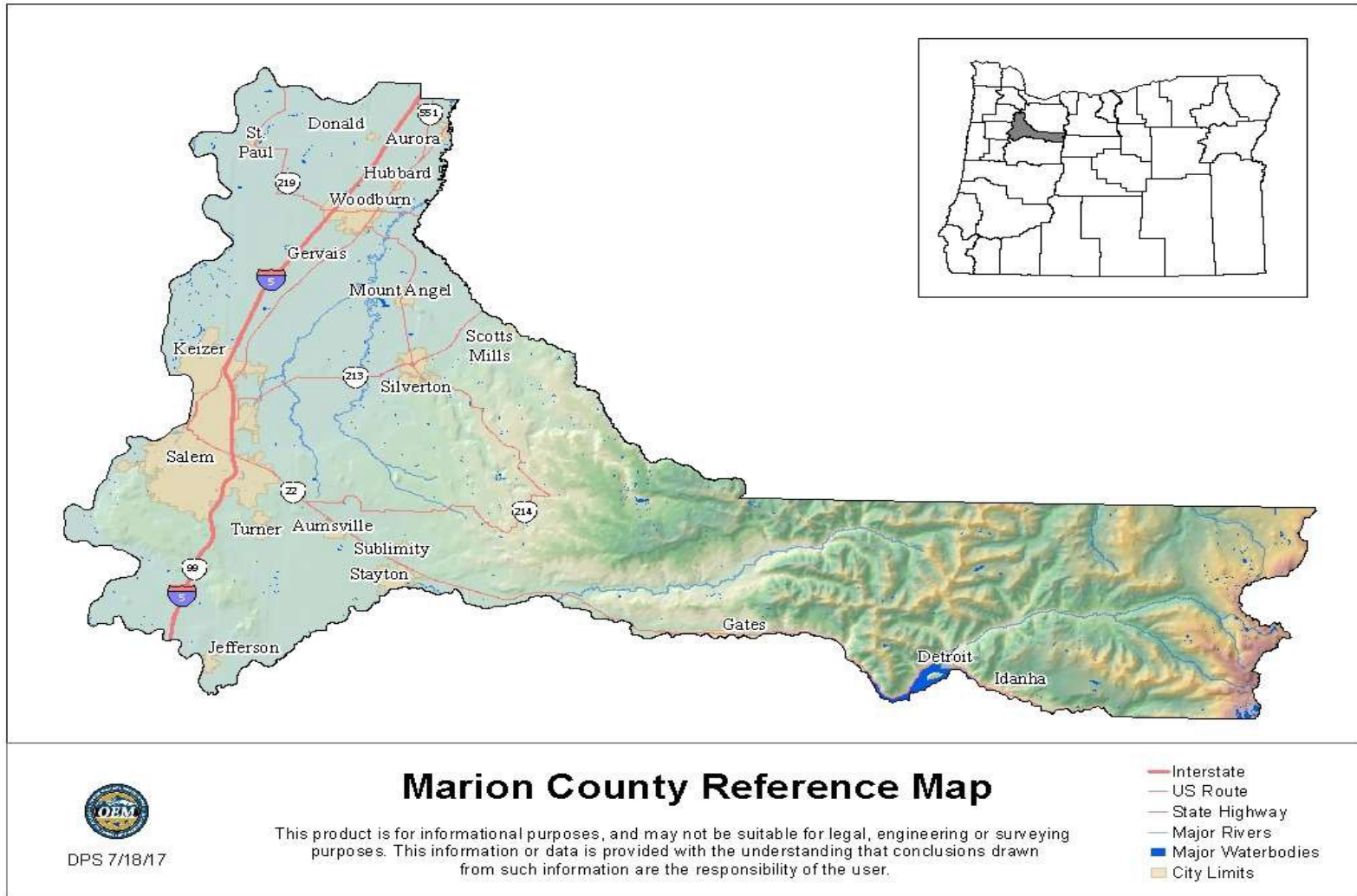
Marion County comprises an area of approximately 1,175 square miles and extends from the Willamette River to Cascade Mountains. The County is located in the heart of the Mid-Willamette Valley and is bound by the Willamette River and Interstate 5 in the west, and the North Santiam River and Highway 22 in the south. There are 20 incorporated cities and 37 unincorporated communities within the County. In 2018 Marion County had a total population of 346,868. Most of the County's population can reach the Pacific beaches in less than two hours. The natural features of Marion County make the environment and population vulnerable to natural disaster situations including flood, earthquakes, landslides, wildfires, severe winter storms and volcanic activity.

Marion County has an average annual precipitation of 40 inches, 90 percent of which is experienced between October and the end of May. Major river basins including the Willamette, Little Pudding and North Santiam drainages run through Marion County and the Mill Creek drainage running through Salem; all these drainages are subject to flooding. Approximately 26% of housing in Marion County was constructed before 1960; prior to FEMA flood plain mapping and earthquake resistant designs.

The county is in the Pacific Northwest Cascadia Subduction Zone, which has a risk of a magnitude 9.0 earthquake or greater. Additionally, Marion County is comprised of primarily class III agriculture soils and more than 97% of land zoned for agriculture or forest (timber) uses. Marion County is also subject to technological and human-caused hazards such as fire, dam failure, industrial and transportation accidents, hazardous materials spills, deliberate acts of terrorism, and civil disorder. The presence of the state capitol and other governmental infrastructure enhances the risk of terrorism in Marion County.

There are also risks associated with the hazardous materials that pass through the County on the major transportation routes including Interstate 5, the rail system, and state Highway 22. Ten dams also pose a significant hazard to Marion County; the Detroit reservoir is located 50 miles east of Salem.

# Marion County Geography



### 2.3. Community Events

Routine and recurrent events may warrant the implementation of the EOP. In addition, these events, which bring large groups of people together, have the potential to coincide with all threats and hazards. The County events outlined in the table below require considerations in pre-planning for an emergency.

<b>Marion County Community Events</b>		
<b>Event Name</b>	<b>Date</b>	<b>Description</b>
MS Walk	April	Walk MS brings together a community of passionate people for one powerful cause; to end MS forever
Turner Days	June	Community celebration
Relay for Life	June	Community based fundraising event for the American Cancer Society
World Beat Festival	June	Community celebration
Marion County Fair	July	Community celebration
Fourth of July	July	Community celebration
Jefferson Mint Festival	July	Community celebration
Steam up	July-August	Community celebration
Warbirds over the west	August	Community celebration
National Night Out	August	Community celebration
Oktoberfest	September	Community celebration

### 2.4. Planning

#### 2.4.1. Methodology

The EOP was developed under the Whole Community Approach consisting of numerous agencies, departments, organizations, and stakeholders. Each agency was consulted to determine their emergency roles and responsibilities. Each entity has agreed with the responsibilities assigned to them in the Marion County EOP. The EOP's concepts were developed by the Marion County Emergency Management. In coordination with the agencies and organizations involved in emergency management activities. Each entity involved is expected to have its own procedures to implement the concept of operations.

### 2.4.2. Planning Process

Marion County Emergency Management conducts an annual Threat Hazard Identification Risk Assessment (THIRA) in the month of February. The assessment allows our jurisdiction to better understand how we may be impacted according to the time of occurrence, season, location, and other community factors. The first two steps in the THIRA process took place in 2016: step 1 identified the threats and hazards within our community, and; step 2 described the threats and hazards by developing context statements for each threat or hazard within the three categories: natural, technological and human-caused. In 2017, step 3 focused on establishing capability targets and step 4 will continue to identify capability gaps. Step 3 in the THIRA process further identifies the target capability that a community needs to support a host of activities such as: capability estimations and required resources, and mutual aid planning. The final step identifies gaps within the capability target by identifying opportunities and estimating impacts to a particular core capability.

There are 32 core capabilities identified in the National Preparedness Goal to assist in Planning, Organizing, Equipping, Training, and Exercising (POETE) throughout the five mission areas: protection, prevention, mitigation, response, and recovery.

Additionally, Marion County partnered with local, state, and federal governments, the private sector, non-profits, faith-based, and community volunteers over the course of six months to discover coordinating, primary and support agency stakeholders for 18 emergency support functions.

This process included workshops, seminars, and table top exercises to identify partners that could help support specific capabilities or provide resources for a particular function within an ESF. While this process was lengthy emergency management learned from our partners about their skills, training, capabilities and resources such as, equipment they own that could maximize the ability to protect, prevent, respond, mitigate, and recover from threats and hazard's our community face. This process also, incorporated learning from the community about our access and functional needs populations in order to better serve our vulnerable populations such as, children, seniors, the medically fragile, disabled, non-English speaking, and or the socio-economic inequality community members.

The process used by Marion County has been designed to ensure that all stakeholders have an opportunity to participate in the development of the EOP and the EOP is based on the best information available. To this end, the planning process is based on the following planning principles:

- Planning should be community-based, representing the whole community and their needs
- Planning should include participation from all stakeholders in the community
- Planning uses a logical and analytical problem-solving process to help address the complexity and uncertainty inherent in potential hazards

- Planning considers all hazards and threats
- Planning should be flexible enough to address both traditional and catastrophic incidents
- Time, uncertainty, risk and experience influence planning
- Effective plans tell those with operational responsibilities what to do and why to do it
- Planning is fundamentally a process to manage risk

Planning is one of the key components of the preparedness cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective actions.

### **2.4.3. Threat and Hazard Identification Risk Assessment (THIRA)**

The County may be subject to a variety of natural, technological, and human caused hazards and threats. The following section identifies the hazard/threat most likely to impact the County based on the community's vulnerability and the resulting potential impacts of the hazard or threat.

#### **2.4.3.1. Earthquake**

The Pacific Northwest in general is susceptible to earthquakes from four sources: 1) the offshore Cascadia Subduction Zone; 2) deep intraplate events within the subducting Juan de Fuca Plate; 3) shallow crustal events within the North American Plate, and 4) earthquakes associated with volcanic activity. Marion County is primarily susceptible to crustal and Subduction Zone Earthquakes.

According to the Oregon NHMP, the return period for the largest of the CSZ earthquakes (Magnitude 9.0+) is 530 years with the last CSZ event occurring 314 years ago in January of 1700. The probability of a 9.0+ CSZ event occurring in the next 50 years ranges from 7- 12%. Notably, 10 - 20 "smaller" magnitude 8.3 - 8.5 earthquakes occurred over the past 10,000 years that primarily affected the southern half of Oregon and northern California. The average return period for these events is roughly 240 years. The combined probability of any CSZ earthquake occurring in the next 50 years is 37 - 43%.

The region has also been shaken historically by crustal and intraplate earthquakes and prehistorically by Subduction zone earthquakes centered off the Oregon coast. There have been multiple moderate earthquakes in Marion County in the past 100 years. Earthquakes with magnitudes of 5.0 and 4.6 occurred in Salem in 1957 and 1963 respectively. Minor damage was reported following both events. The most significant event in the region occurred near Scotts Mills in March 1993. This magnitude 5.7 event resulted in damage throughout Marion County.

The 700-mile long Cascadia Subduction Zone (CSZ) runs along Interstate 5 (I-5) and divides Marion County in half. When a 9.0 magnitude earthquake takes place and lasts 4 to 5 minutes, the impact will be widespread.

The County's population has 326,110 residents covering 1,182.33 square miles. The shaking, liquefaction (ground melting), lateral spreading and co-seismic settlement will cause significant structural and non-structural damage to homes and businesses. Experts estimate 9,000 injuries and 400 fatalities along the I-5 corridor. Critical infrastructure systems will be disrupted, including four major lifelines: energy, water, transportation, and communications.

#### **2.4.3.2. Flood**

Flood happen when rain and snowmelt creates water flow that exceeds the carrying capacity of rivers, streams, channels, ditches and other watercourses. In Oregon, flooding is most common from October through April. Most of Oregon's destructive natural disasters have been floods. The principal types of flood that occur in Marion County include riverine floods, shallow area floods, and urban floods.

Some floodplain areas in Marion County are located among residential dwellings and have been mapped by FEMA. These floodplain areas are located throughout the Willamette River and Santiam River areas, as well as along smaller creeks. Other portions of Marion County, outside of the mapped floodplains, are also subject to significant, repetitive flooding from local storm water drainage. Major river basins including the Willamette, Little Pudding and North Santiam drainages run through Marion County and the Mill Creek drainage running through Salem; all these drainages are subject to flooding.

Ten dams also pose a significant hazard to Marion County; the Detroit reservoir is located 20 miles east of Salem. Excessive rain through the months of October to March there is potential for increased flooding; impacting communities in low lining areas or in areas adjacent to the flood plans. The flood waters can occupy major roadways and incapacitate bridges creating a transportation standstill minimizing the ability to rapidly respond. Of special note, in January 2012, Marion County was 1 of 7 counties that sustained flood damage from heavy rain, wind, and ice. One hundred thirty homes and seven businesses were damaged in the City of Turner; 29 streets were closed in the City of Salem; the state motor pool lost 150 vehicles and thousands of gallons of fuel; Creek in the City of Scio overtopped, damaging several buildings. On December 18, 2015, in Turner, the Mill Creek almost flooded from a 7-8 year rain event.

#### **2.4.3.3. Severe Weather**

*Ice, hail, thunderstorms, and winter storm:* An ice storm within the county can be devastating and is caused by freezing rain. Even a thin layer of ice on the ground, trees, cars and other objects can impact transportation and utilities. As the ice accumulates roads become slick making it dangerous to travel and trees become compromised impacting power poles and telephone lines. Significant ice accumulations are usually accumulations of one-quarter inch or greater. Hail is relative during thunderstorms producing winds of at least 58 mph (50 knots) and/or hail at least "1-inch" (quarter size) in diameter. Near severe or strong thunderstorms typically account for wind gusts of 40-57 mph and/or for small hail less than 1-inch in diameter. *Heavy snow and blizzards storms:* A heavy snow event that produces, or forecasted to produce heavy snow accumulations. A blizzard is a winter storm with sustained or frequent winds of 35 mph or higher with considerable falling and/or blowing snow that frequently reduces visibility to one-quarter mile or less.

These conditions are expected to prevail for a minimum of 3 hours. Marion County has experienced several disruptive storms including heavy snow storms and ice resulting in building and property damage, utility failures, and in some cases injury or death. The winter storms that affect Marion County are typically large cyclonic low- pressure systems that move in from the Pacific Ocean and affect large areas of Oregon and/or the whole Pacific Northwest. These storms are most common from October through March.

#### **2.4.3.4. Landslide**

A landslide is any detached mass of soil, rock, or debris that falls, slides or flows down a slope or stream channel. Landslides are classified according to the type of materials and the rate of movement. In a landslide, two forces are at work: 1) the driving forces that cause the material to move down slope, and 2) the friction forces and strength of materials that act to retard the movement and stabilize the slope.

The landslide area within Marion County identified by the State Engineering Geologist is located on the west-facing slope of the Salem Hills and in the Cascades. The slides in this area have developed on steep slopes of soils originating from the marine sedimentary bedrock units. Landslides also occur in the canyon of Abiqua Creek about five miles east of Silverton and along the slopes of the Little North Fork of the Santiam River. In these areas, the slides are developed in deeply weathered tuffs of the Mehama Volcanic. Landslides may also occur in the clay soils overlying the Columbia River Basalt in the Salem Hills area and in the Waldo Hills-Silverton Hills area, if slopes are artificially over steepened. Steep slopes associated with landslide activity areas are themselves a deterrent to high density development. The landslides or debris flows, (mudslides), may affect buildings, roads, and utilities. Landslides are one of the most widespread and damaging natural hazards in Oregon.

**2.4.3.5. Civil Disorder**

Civil disorder involving demonstrations, rioting, looting, and other violent disorderly behavior has not been a major problem in Marion County.

**2.4.3.6. Dam Failure**

Marion County is vulnerable to dam failure with over 56 dams two are ranked at a high hazard level: Detroit Dam and Big Cliff Dam. Additionally, ten dams also pose a significant hazard to Marion County. Portions of Marion County are vulnerable in the event of a catastrophic failure of the Detroit, Hills Creek, Cougar, or Lookout Point dams. Dam failure is the uncontrolled release of impounded water resulting in downstream flooding, affecting both life and property.

Total failure of the Detroit Dam, with a full reservoir, would cause the smaller Big Cliff Dam to fail also and would inundate Gates, Mill City, Stayton, Aumsville, Turner and Jefferson as well as cause significant portions of Salem and Keizer to be flooded. Failure of the Detroit Dam is considered very low, however if it were to fail 65-70,000 people would be at risk and damages could well exceed \$500 million dollars.

While most result in minor damage and pose little threat, some have the potential for severe damage where facilities exist. Detroit and Big Cliff are hydroelectric dams that control the flow of water on the Santiam River, providing a major boating and recreational area. However, both dams are considered a major hazard for the large population downstream that would be at risk in the event of a dam failure. Marion County has not experienced any dam failures. Flooding, earthquakes, flow blockages, landslides, lack of maintenance, improper operation, poor construction, vandalism, or terrorism can cause dam failures.

**2.4.3.7. Transportation Accident – Hazardous Materials**

Marion County has no history of major transportation accidents that significantly impact the general population. Accidents involving hazardous materials appear to be the most serious type of transportation accident likely to happen. During the period of 1981-1995, there have been dozens of highway accidents, and 3 train derailments/ collisions that involve hazardous materials. Vulnerable areas include Interstate 5, Highway 22, and the railroad line; and could extend a mile or more from these transportation routes. Up to 80- 90% (200-225,000) of the County's population can be considered vulnerable. If such an event occurred traffic could be disrupted for 2-3 days, there could also be casualties and injury to motorists and respiratory distress to nearby residents who may be exposed to vapors.



**2.4.3.8. Wildland / Urban Interface Fire**

The forest lands in Marion County make up about 43 percent of the eastern part of the county and are significant to the economic, recreational and environment. The eastern region of the county is suited to forest use due to the large amount of precipitation, rugged terrain, remoteness from urban areas and large ownerships. The forest cover consists predominantly of the coniferous species of Douglas fir, Western and Mountain Hemlock, Western Red Cedar and True Firs. Deciduous species occur to a lesser extent at lower elevations and have only limited commercial value.

An area located east and south of the city of Silverton and commonly referred to as the Silverton Hills consist of a mixed pattern of farm and forest land uses. The topography of this area consists of relatively level ridge tops with intervening stream canyons. Marion County remains vulnerable to wildfire events and has identified 17 areas in the county as vulnerable Wildland/Urban Interface communities.

Most of Marion County wildfires occur east of the Cascade Highway. An uncontrolled fire often occurring in wild land areas; however, can also consume houses or agricultural resources. Wildfires have been a feature of the Oregon landscape, including Marion County, for thousands of years. Within Marion County especially vulnerable areas include; Santiam Canyon area, Idanha, Detroit, Gates, Stayton, Silverton, Turner and unincorporated areas to the south and east of Salem.

It is estimated that 8-10% (20- 25,000 people) of the County's total population live in areas potentially subject to an interface with a Wildland fire. Losses from a fire could range as high as \$10 to \$15 million dollars. The impacts include loss of communications, utilities and compromises water quality and the transportation of goods and services to the affected communities. The fire season typically occurs between May and October. A majority of the fires are caused by humans or lightning strikes.

**2.4.3.9. Pandemic**

The influenza pandemic occurs when a new influenza virus emerges for which people have little or no immunity and for which there is no vaccine, such as flu virus. The disease spreads easily person-to-person, causing serious illness, and can sweep across the country and around the world in very short time. A pandemic can be taxing on public health professionals in terms of coordination and corporation within the community. Vulnerable populations are the elderly, people with a variety of medical conditions and children. Communication and standardized messaging are important as providing clear, concise and creditable information is imperative when addressing community health and safety concerns.

**2.4.3.10. Tsunami (Population Migration-Surge)**

Marion County is the home of the State capitol. Therefore, the county may be impacted by the proximity of the coast and the associated needs of residents fleeing a tsunami. Marion County area may be additionally impacted if a regional earthquake is the cause of the costal tsunami.

**2.4.3.11. Volcano / Volcanic Activity**

Several Oregon and Washington volcanos are located relatively near Marion County, including Mount St. Helens and Mt. Hood. In the past 200 years, seven of the Cascade volcanoes in the United States have erupted, including Mt. Baker, Glacier Peak, Mt. Rainier, Mount St. Helens, Mt. Hood, Mt. Shasta, and Mt. Lassen. Within Marion County, the impacts of volcanic events are likely to be only minor ash falls, lahars, and lava flow, with perhaps some impact on public water supplies, utilities and transportation including aviation. Impacts include: temporary disruption of transportation, sewer disposal, and water treatment systems; highway and road closures; power outages; clogged filters and damage to mechanical equipment and vehicles; and eye irritation.

Previous history of volcanic eruption includes the 1980 Mount St. Helens eruption; ash fall from which did not cause any major problems in Marion County. Eruptions in the Cascades have occurred at an average of 1-2 per century during the last 4,000 years and future eruptions are certain. Mount Jefferson poses the greatest threat of volcanic eruption to Marion County. Located on the eastern edge of the county, Mount Jefferson presents not only a threat of lahars and lava flows, but also a threat of ash fallout. The Cascade volcanic arc in central Oregon, from Mount Jefferson to Diamond Peak, is composed of hundreds of individual volcanoes that lie among the major volcanic centers of Mount Jefferson, Three Sisters, and Newberry Volcano. The area has witnessed numerous eruptions during the past 14,000 years.

**2.4.3.12. Utility Disruption (power, water, and/or wastewater)**

Utility or infrastructure emergencies involving failure or disruption of electrical, telephone, computer, water, fuel, sewer, or sanitation systems may impact large populations within the County. Hazards increase significantly if incidents include a fire or explosion, a release of hazardous materials, or large number of casualties.

**2.4.3.13. Drought**

Is a period of drier than normal conditions that occur in virtually every climatic zone, but its characteristics vary significantly from one region to another. Drought is a temporary condition; it differs from aridity, which is restricted to low rainfall regions and is a permanent feature of climate. The extent of drought events depends upon the degree of moisture deficiency, and the duration and size of the affected area.

**2.4.3.14. Avalanche**

In the eastern part of the county there is potential for avalanches depending on the wildfire season; land stability can be volatile in the high country after fire. Additionally, the snow pack from winter storms in the higher elevations can increase the threat to avalanches in the eastern mountainous part of the county. The risk of an avalanche has the potential to impact life, property and the environment. The community at risk could be isolated until the road is cleared depending on the location and transportation of goods and services could be impacted.

**2.4.3.15. Animal Disease Outbreak**

Agriculture is the leading industry for the economy and it is a major user of land resources within Marion County. The county is also the leading farm-revenue-producing county in the State. This plus the tremendous diversity of crop type makes agriculture a dominant facet of life in Marion County. Therefore, an animal disease outbreak could devastate the economy and have a vital impact on the region. An outbreak of this caliber is unintentional, yet can have a tremendous impact locally and across the nation particularly to areas that receive goods from the Willamette Valley.

**2.4.3.16. Epidemic**

The occurrence of disease more than expected in a community or region during a given time period. A sudden severe outbreak of a disease, such as SARS and Ebola would impact public health within Marion County. There will be a strain on acute care facilities as the service needs will be increased.

**2.4.3.17. Airplane Crash**

In Marion County there are several airports although there is no international airport there is a risk of an aviation incident. Aviation is not only used for passengers and cargo services, but it is also used for agriculture purposes within the county. While no known actions can mitigate the risk of an aviation incident, the actions by all parties in the aviation sector is regulated by the Federal Aviation Administration. Safety standards, airport construction and maintenance, and aircraft maintenance is all regulated in order to prevent incidents from occurring.

**2.4.3.18. Hazardous Materials (HAZMAT)**

Marion County has no history of major transportation accidents that significantly impact the general population. Accidents involving hazardous materials appear to be the most serious type of transportation accident likely to happen. Vulnerable areas include Interstate 5, highway 22, and the railroad line; and could extend a mile or more from these transportation routes. Up to 80-90% (200-225,000) of the County's population can be considered vulnerable. If such an event occurred traffic could be disrupted for 23 days, there could also be casualties and injury to motorists and respiratory distress to nearby residents who may be exposed to vapors.

**2.4.3.19. Radiological Release**

Although there are no radiological power plants in Marion County in nearby Lynn County located at Oregon State University, Corvallis there is a TRIGA Reactor. The campus is located within 24 miles of Marion County there is low impact to the community.

**2.4.3.20. Train Derailment**

Hazardous materials are transported across the state via several means including highways, rail, air, and pipeline. There are Federal and State regulations, laws, and statutes to monitor and regulate the movement of these materials. Yet, due to the unpredictable nature of hazardous materials transportation and spills accidents involving trains and motor vehicles are of high concern for Marion County. There are several cities where the rail runs through the heart of the city and are located near critical infrastructure. A train derailment could be catastrophic not only to the local community but could pose a significant health risk to the community. A derailment in certain cities depending on the location could hinder evacuations leaving the only option to shelter in place.

**2.4.3.21. Terrorism**

Marion County is at risk for several types of terrorism: biological, chemical, sabotage, cyber-attack, and explosive radiological attacks as the State Capitol is located in Salem. The threat of terrorism, both international and domestic, is always present. An attack could occur when least expected. There are many categories of terrorism. Terrorists could strike anywhere at any time, depending on the goals, opportunities, and methods of the terrorists. Historically, domestic terrorists such as politically radical or anti-government groups may become more active in times of economic stress. Salem, the Capitol Mall, and/or the Detroit Dam are probable sites for an act of terrorism or government sabotage act to occur. If an act of terrorism occurred at the Capitol Mall an estimated 10-15,000 people would be at risk during a normal busy day. An estimated 65-70,000 people or over 25% of the County's population would be vulnerable to a terrorist act that caused the Detroit Dam to fail when the reservoir was full.

**2.4.3.22. School and Workplace Violence**

There are 13 school districts and 142 schools in Marion County, not including the charter, private, 2 universities and 2 community colleges. There are thousands of businesses that operate at all hours and on varying days.

Marion County Threats and Hazards		
Natural	Technological	Human-Caused
<ul style="list-style-type: none"> <li>▪ Earthquake</li> <li>▪ Animal Disease</li> <li>▪ Drought</li> <li>▪ Flood</li> <li>▪ Pandemic / Epidemic</li> <li>▪ Severe Storm / High Winds / Winter Storm / Ice</li> <li>▪ Sinkhole / Landslide / Expansive Soils</li> <li>▪ Tornado</li> <li>▪ Volcanic Eruption</li> <li>▪ Wildfire / Wildland Urban Interface Fire</li> <li>▪ Extreme Weather – High Temperature</li> </ul>	<ul style="list-style-type: none"> <li>▪ Dam or Levee Failure</li> <li>▪ Fuel Shortage</li> <li>▪ Hazardous Materials Incident</li> <li>▪ Radiological Release</li> <li>▪ Transportation Accident / Train Derailment</li> <li>▪ Urban Fire</li> <li>▪ Conflagration</li> <li>▪ Water Contamination</li> <li>▪ Power Failure</li> </ul>	<ul style="list-style-type: none"> <li>▪ Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE)</li> <li>▪ Cyber Incidents</li> <li>▪ Radiological Attacks</li> <li>▪ Terrorism (Domestic and International)</li> <li>▪ School and Workplace Violence</li> <li>▪ Civil Disorder</li> <li>▪ Food and Water Contamination</li> <li>▪ Active Shooter Incidents</li> </ul>

**2.4.3.23. Core Capability Assessment**

The County conducts an annual Threat Hazard and Risk Assessment (THIRA) update, which helps develop a shared understanding of risks, sets performance outcomes and targets, and identifies resource requirements aligned with the National Preparedness Goal’s 32 Core Capabilities. The following graph shows the 32 Core Capabilities outlined by FEMA National Preparedness Goal:

**FEMA 32 Core Capabilities**

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

## 2.5. Threats and Hazards Analysis

### 2.5.1. Threat Hazard Analysis and Vulnerability Risk Approach

A risk assessment is intended to provide the, “factual basis for activities proposed in the strategy to reduce losses from identified hazard”. Finding out what the hazards are is the first step in any effort to reduce community vulnerability. Hazard analysis involves identifying all of the hazards that potentially threaten Marion County and analyze them individually to determine the degree of the threat that is posed by each. Hazard analysis determines:

- What threats and hazards can occur
- How severe the situation is likely to get
- How Vulnerable is Marion County to the threat or hazard
- How Often they are likely to occur
- How these threats or hazards are likely to affect the community

The risk assessment integrates relevant information and data from the Marion County Comprehensive Risk Assessment and other multi-hazard specific assessment activities.

### 2.5.2. Critical Priority Risk Index

The objective of any risk analysis is to minimize impact and maximize response efforts. In order to accomplish this all relevant hazards, potential vulnerabilities and exposures for the region or jurisdiction should be assessed in a consistent way, with a clear numeric methodology. Based on this understanding of risk, communities can then develop a strategy to identify and prioritize response, continuity and mitigation actions.

#### 2.5.2.1. Hazard Analysis Definitions

- **Hazard**
  - A potential source of injury, death or damage
- **Vulnerability**
  - Susceptibility to injury, death or damage
- **Exposure**
  - People and property within the area the potential hazard could affect.
- **Risk**
  - The likelihood of a hazard resulting in injury, death or damage
- **Mitigation**
  - A systematic reduction to the exposure and vulnerability to a potential hazard.

Based on the identification of potential hazards, a robust hazard profile includes data concerning previous occurrences, the probability of future occurrences and the threat to the County.

Hazards can be defined individually in each plan for specific considerations, or at the Master level where overall hazards and vulnerability do not vary greatly across the jurisdiction. Weather-related and large scale infrastructure hazards such as drought, extreme temperatures, hail, windstorms and utility failures affect can affect an entire region.

As such, these hazards are built out at the Master level. However, some hazards such as dam and levee failure, flood and erosion or subsidence soils may have local variations and multiple profiles may be developed if the risk is not uniform across the jurisdiction or organization. For each identified hazard the following information should be provided in the description and impact statement sections:

- **Hazard Description**
  - A general discussion of the hazard and its outcome.
- **Hazard Location**
  - The geographic extent or location of the hazard in the County.
- **Prior Instances**
  - Information on historic incidents and their impact
- **Associated Secondary Hazards**
  - Those hazards of a unique nature that stem from the original occurrence.
- **Probability of Future Occurrence**
  - Frequency of past events used to gauge the likelihood of future occurrences

#### 2.5.2.2. CPRI Calculation

MCEM uses the Calculated Priority Risk Index (CPRI) methodology to prioritize each of the identified hazards across the County. CPRI rankings consider the following four elements of risk:

- |                |                        |
|----------------|------------------------|
| ➤ Probability  | ➤ Magnitude / Severity |
| ➤ Warning Time | ➤ Duration             |

The following tables provide a summary for each of the risk elements, including a rationale behind each numerical rating.



Risk Elements

	Rating	Rating Criteria
<b>Probability</b>	4 – Highly Likely	<ul style="list-style-type: none"> <li>▪ Event is probable within the calendar year</li> <li>▪ Event has up to 1 out of 1 chance of occurring this year</li> <li>▪ History of events is greater than 33% likely per year</li> </ul>
	3 – Likely	<ul style="list-style-type: none"> <li>▪ Event is probable within the next 3 years</li> <li>▪ Event has up to 1 in 3 years chance of occurring</li> <li>▪ History of events is greater than 20% but less than or equal to 33% likely per year</li> </ul>
	2 – Intermittent	<ul style="list-style-type: none"> <li>▪ Event is probable within the next 5 years</li> <li>▪ Event has up to 1 in 5 years chance of occurring</li> <li>▪ History of events is greater than 10% but less than or equal to 20% likely per year</li> </ul>
	1 – Unlikely	<ul style="list-style-type: none"> <li>▪ Event is possible within the next 10 years</li> <li>▪ Event has up to 1 in 10 years chance of occurring</li> <li>▪ History of events is less than or equal to 10% likely per year</li> </ul>

<b>Magnitude / Severity</b>	<b>Rating</b>	<b>Rating Criteria</b>
	4 - Catastrophic	<ul style="list-style-type: none"> <li>▪ Multiple fatalities</li> <li>▪ Complete shutdown of facilities for 30 or more days</li> <li>▪ More than 50% of property is severely damaged</li> </ul>
	3- Critical	<ul style="list-style-type: none"> <li>▪ Injuries and/or fatalities result in permanent disability</li> <li>▪ Complete shutdown of critical facilities for at least two (2) weeks</li> <li>▪ 25-50% of property is severely damaged</li> </ul>
	2- Limited	<ul style="list-style-type: none"> <li>▪ Injuries and/or illnesses do not result in permanent disability</li> <li>▪ Complete shutdown of critical facilities for more than one (1) week</li> <li>▪ 10-25% of property is severely damaged</li> </ul>
	1- Negligible	<ul style="list-style-type: none"> <li>▪ Injuries and/or illnesses are treatable with first aid</li> <li>▪ Minor quality of life lost</li> <li>▪ Shutdown of critical facilities and services for 24 hours or less</li> <li>▪ Less than 10% of property is severely damaged</li> </ul>

<b>Warning Time</b>	<b>Rating</b>	<b>Rating Criteria</b>
	4	Less than 6 hours
	3	6 to 12 hours
	2	12-24 hours
	1	24+ hours

Using the rankings described in the tables above, the following weighted formula was used to determine each hazard’s CPRI.

**$(Probability \times 0.45) + (Magnitude \times 0.30) + (Warning\ time \times 0.15) + (Duration \times 0.10)$**

When discussing probability, it is important to note that while many events occur frequently, they often result in little quantifiable impact. For example, lightning strikes the earth on average of 2,000,000 times per year; however, few of these strikes have adverse outcomes.

As such, when discussing the probability for each hazard, the discussion will be framed by the likelihood of that event have a measurable, large scale or detrimental impact. In addition, it is important to note that the occurrence of many, if not all, hazard event cannot be predicted with certainty. Simply because an event has occurred once prior, even if devastating, does not significantly weight its likelihood of reoccurrence with any certainty.

The CPRI values should be general indicators of response action criticality in an EOP or COOP plan. The following table details planning significance in the CPRI ranges:

**CPRI Range Values**

<b>Impact</b>	<b>Low CPRI</b>	<b>High CPRI</b>
High	3.0	4.0
Moderate	2.0	2.9
Low	.10	1.9

The terms high, moderate, and low indicate the level of prioritization in response efforts for each hazard, and do not indicate the potential impact of a hazard occurring. Hazards rated with moderate or high significance should be more extensively discussed due to the availability of data and historic occurrences, while those with a lower significance more generally addressed due to lack of available data and historical occurrences.

Marion County is vulnerable to a wide range of hazards that threaten its communities, businesses, and environment. To determine the hazards that poses the greatest threat,

Marion County has prepared a Threat Hazard Identification and Risk Assessment. The major findings are summarized below. The assessments were developed from historical data of events that have occurred and specifically examined.

Marion County Hazard Profile Summary						
Hazard	Probability	Magnitude	Warning Time	Duration	CPRI	Planning Significance
Earthquake	4	4	4	4	4	High
Severe Weather / Storm	4	4	1	4	3.55	High
Flood	3	4	2	4	3.25	High
Landslide	3	3	4	4	3.25	High
Civil Disorder / Terrorism	2	4	4	4	3.1	High
Drought	3	4	1	4	3.1	High
School Workplace & Violence	2	4	4	2	2.9	Moderate
Hazardous Materials Incident	2	4	4	3	3	High
Transportation Accident / Train Derailment	2	4	4	3	3	High
Wildland Interface Fire	2	3	4	4	2.8	Moderate
Biological, Chemical, Sabotage and Cyber Incident and Explosives Radiological Attack – Terrorism	2	3	4	3	2.7	Moderate
Power Failure	2	3	4	3	2.7	Moderate
Epidemic	2	4	1	4	2.65	Moderate
Pandemic	2	4	1	4	2.65	Moderate
Animal Disease Outbreak	2	3	2	4	2.5	Moderate
Dam or Levee Failure	2	3	2	4	2.5	Moderate
Extreme Weather – High Temperature	3	2	1	1	2.2	Moderate
Radiological Release	1	2	4	3	1.95	Low
Volcanic Eruption	1	1	1	1	1	Low
Tornado	1	1	1	1	1	Low
Avalanche	2	3	4	1	2.5	Moderate

For emergency management planning purposes, the critical analysis that must be undertaken is an assessment of the consequences of each hazard, including potential area of impact, population exposed and impacted, duration of the hazard, and potential economic consequences. These rankings utilize the criteria laid out in THIRA to weight those proportionally through historic data as well as future projections based on economic, demographic, the critical infrastructure information. Three levels of risk have been identified: High, Moderate and Low.

- **High**
  - High probability of occurrence; at least 50 percent or more of population at risk from hazard; significant to catastrophic physical impacts to buildings and infrastructure; major loss or potential loss of functionality to all essential facilities (hospital, police, fire, EOC, and shelters).
- **Moderate**
  - Less than 50 percent of population at risk from hazard; moderate physical impacts to buildings and infrastructure; moderate potential for loss of functionality to essential facilities.
- **Low**
  - Low probability of occurrence or low threat to population; minor physical impacts.

**2.6. Critical Infrastructure**

Marion County has a variety of critical infrastructure, the following tables provides information on these facilities.



### 2.7. Disaster Magnitude Class

This is an all-hazards EOP and addresses minor, major and catastrophic disasters. These levels of disaster are defined as:

- **Catastrophic Disaster:** A disaster that will require massive State and Federal assistance, including immediate military involvement. Federal assistance will involve response as well as recovery assets.
- **Major Disaster:** A disaster that will likely exceed local capability and require a broad range of State and Federal assistance. The Federal Emergency Management Agency (FEMA) will be notified and potential Federal assistance will be predominantly recovery oriented.
- **Minor Disaster:** A disaster that will likely be within the response capability of local government and will result in only a minimal need for State or Federal assistance.

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## 3. Roles and Responsibilities

### 3.1. General

County agencies and response partners may have various roles and responsibilities throughout a major emergency or disaster'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.

Most County 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, as well as in individual annexes.

### 3.2. Marion County Roles and Responsibilities

The Emergency Management Director has designated the County Emergency Manager responsible for emergency management planning and operations for that area of the County outside the corporate limits of the incorporated municipalities of the County and coordinating a countywide disaster response with the State and Federal partners.

Each County department and any other agency referenced in this plan is responsible for developing and maintaining its own emergency operations plans and procedures that are consistent with this EOP.

If a major emergency and/or disaster occurs during non-working hours, critical County employees, who have direct public safety responsibilities or have been designated by their department have a responsibility to report to work as soon as self-preservation concerns for themselves and their families have been met. EOC team members should check the Emergency Management website at:

<https://www.co.marion.or.us/PW/EmergencyManagement/Pages/default.aspx>,

**All other County employees** should follow departmental procedures for emergency situations, if possible, or tune to local radio/television for Emergency Alert System (EAS) broadcasts and list for direction.

Those cities developing their own EOP would be expected to create a similar outline of disaster response tasking and to use the NIMS/ICS for the purpose of effectively interfacing with the County's response system.

**Those cities without an EOP** would be expected to work directly with the County, within the framework of this plan.

Roles for major emergency response operations are primarily an extension of services that are provided on a daily basis by and County department or agency. This next section should not be considered all-inclusive, but should cover most major emergency operations and is



generally consistent with the State and Federal response plans. Additional, detailed information is available in the respective annexes.

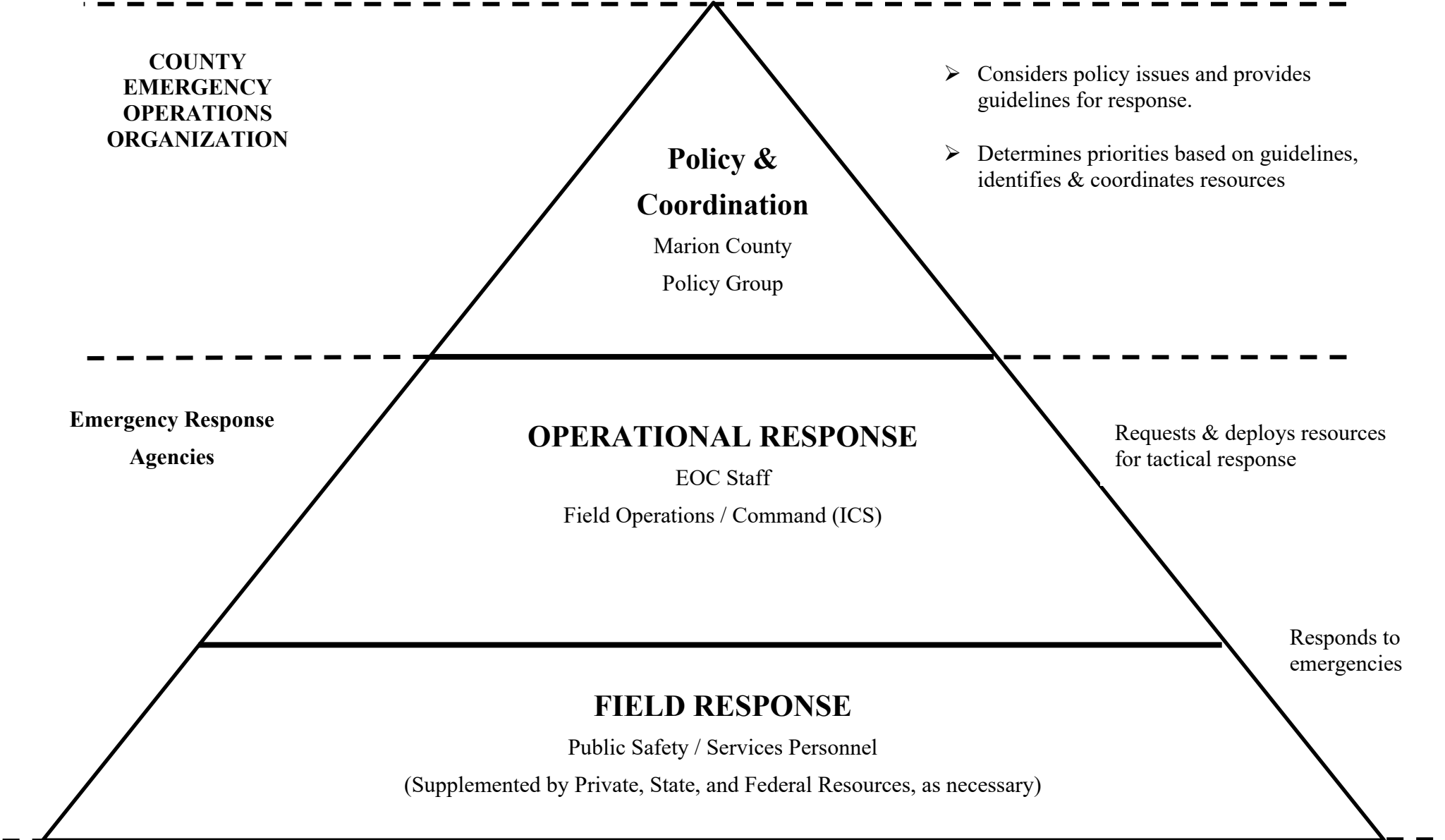
There may be a incident and/or disaster that will require the services of all County employees. This could mean that many would assist in the public safety response effort, which would require working outside the scope of their day-to-day duties.

### **3.3. Policy Group**

The Policy Group is responsible for the activities conducted within its jurisdiction. The Policy Group consists of the BOC, but also may include representation from County department leadership. County staff requested to support the Policy Group would be selected based on the incident. Key general responsibilities of the Policy Group 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.
- Support 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 need of:
  - The jurisdiction, including persons, property, and structures
  - Access and functional needs populations, including unaccompanied children, the medically fragile, and those with service animals.

# Marion County Response Policy Triangle



### 3.4. Marion County Departments & Leadership

#### 3.4.1. County Board of Commissioners (BOC)

Marion County is governed by the County Board of Commissioners (BOC), comprised of three commissioners to four year terms. The CAO is the chief administrative officer of the County and reports directly to the BOC. Twelve departments are headed by appointed officials administratively aligned under the Administrator, with five other departments headed by elected officials (Assessor, Clerk, District Attorney, Sheriff, and Treasurer). Most County government offices are located in the Courthouse Square complex on Court Street in the County seat of Salem, Oregon. **ESF: All (Support); IA: All (Support); SA: All (Support)**

The **Marion County Board of Commissioners (BOC)** is charged by ORS 401.305 with the responsibility of establishing an emergency management agency, which has been implemented through the adoption of the County's Emergency Ordinances. The County Public Works Director has been appointed by the BOC as the Emergency Management Director (EMD). The EMD is responsible for developing a countywide emergency management program that, through cooperative planning efforts with the 20 incorporated communities of Marion County, will provide a coordinated response to a major emergency or disaster. The EMD tasks the County Emergency Manager with these responsibilities and authorities that come with them.

In addition to serving as the Policy Group, the ultimate responsibility for policy, budget, and political direction for the County government is borne by the BOC. During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. Additionally, the BOC will provide elected liaison with the community and other jurisdictions. In the event that declaration of emergency is needed, the BOC will initiate and terminate the Local State of Emergency through a declaration. General responsibilities of the BOC include:

- Establishing emergency management authority by County resolution.
- Adopting an EOP and other emergency management related resolutions.
- Declaring a Local State of Emergency and providing support to the On-Scene Incident Commander.
- Supporting the overall preparedness program in terms of its budgetary and organization requirements.
- Acting on emergency funding needs.
- Attending Public Information (PIO) briefings.

##### 3.4.1.1. County Chief Administrator (CAO)

The County Administrator is responsible for COG, overall direction of County Administrator emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all departments develop, maintain, and exercise their respective service annexes to the EOP.
- Supporting the overall Emergency Management Program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring that plans are in place to protect, preserve, and recover from any disaster.

#### **3.4.2. County Assessor's Office**

The Assessor's office is responsible for assessing all properties in Marion County. This includes commercial, industrial, residential, farm, forest, manufactured structures and business personal property. **ESF 7 (Adjunct).**

#### **3.4.3. Business Services**

County Business Services provides internal service to County departments: facilities maintenance and operations, human resources, benefits administration, employee relations and development, liability and workers compensation insurance management and employee safety and wellness. **ESF: 5, 7, 8, 18 (Support); IA: 1 (Support)**

#### **3.4.4. County Clerk's Office**

Marion County Clerk provides access to and preserves for posterity, those property records entrusted to their care. The office promotes public trust and confidence by conducting fair and open elections. **ESF: 5, 7 (Support); IA: 1 (Support)**

#### **3.4.5. Community Services**

Promotes safe and thriving communities for people to live, learn, work and play. The work through the Children and Families Commission, County Fair, Dog Services, Economic Development, Marion County Reentry Initiative and partnership with Marion County Extension and 4-H Service District, support our department in achieving its mission, social and economic health are key to building a thriving community and are priorities for Marion County and the Community Services department. **ESF: 5, 7, 15, 17, & 18 (Support); IA 1, 10, & 11 (Support).**

#### **3.4.6. District Attorney's Office**

The District Attorney's office is responsible for seeking justice through: promoting accountability for criminal offenders; interpreting, enforcing and executing laws; responding to the concerns of victims and the public; and working cooperatively with members of the justice system. **ESF 7, & 16 (Support); IA 1, & 9 (Support)**

#### **3.4.7. Emergency Management**

The Emergency Manager has the day-to-day authority and responsibility for overseeing the County Emergency Management Program. The Emergency Manager works with the Policy Group to ensure that there are unified objectives with regard to the County's emergency plans and activities, including coordinating all aspects of the County's capabilities. The Emergency Manager coordinates all components of the County's

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 Manager is responsible for: **ESF: All; IA: All; SA: All**

- 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.
- Ensuring the operational capability of the County EOC.
- Activating the County EOC.
- Keeping the governing body apprised of the County's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the counties, cities, state, federal, and other agencies / partners that serve Marion County.
- Maintaining liaison with organized emergency volunteer groups and private agencies.

#### **3.4.8. Finance**

Finance's mission is safeguarding Marion County's fiscal integrity through accounts payable, accounts receivable, budget, contract management and procurement, general accounting, payroll, purchasing, surplus property and tax foreclosed property management. **ESF: All (Support); IA: All (Support); SA: All (Support)**

#### **3.4.9. Health and Human Services**

Marion County Health & Human Services strives to create a safe and welcoming community where all people can access high quality health and human services, and are supported to achieve their highest level of health. **ESF: 5, 6, 10, 11, 14, 15, & 17 (Support); ESF: 7 (Health Related – Coordinating, All-Hazard- Support); ESF: 8 (Coordinating); SA 1 (Coordinating); IA 9, 11, and 12 (Coordinating); IA: 0 (Support)**

#### **3.4.10. Housing Authority**

Marion County Housing Authority has a long history of providing low income housing properties throughout Marion County. Marion County Housing Authority provides housing assistance to communities outside of the urban growth boundaries of the cities of Salem and Keizer. **ESF: 5, 6, 7, 18 (Support); IA: 1 (Support)**

#### **3.4.11. Information Technology**

Information Technology mission is to provide core technologies and services to our customers, to stay focused and business driven, and maximize the utilization of County resources. **ESF: All (Support); IA: All (Support); SA: All (Support).**

**3.4.12. Justice Court**

The justice court hears minor traffic offenses, fish and game offenses, small civil claims, and cases relating to violations of county ordinances, such as charges of excessive noise or dogs running at large. **ESF: 5, 7, & 16 (Support); IA: 1 (Support).**

**3.4.13. Juvenile Department**

The Juvenile Department serves a vital role in providing accountability, interventions and positive pro-social skill development for youth and families to mitigate community risk and increase public safety. The Department builds on the prevention and intervention efforts of the early childhood system, in an effort to address high-risk youth behaviors, victim and community impact, and redirect youth from escalating criminal behavior into the state juvenile justice system; and eventually the adult criminal justice system. **ESF: 5, 7, & 16 (Support); IA: 1 (Support).**

**3.4.14. Legal Counsel**

Marion County Legal Counsel's client is the legal entity of Marion County, Oregon. The Board of Commissioners is the governing body of the county. Office lawyers are prohibited from providing legal advice to the public or to parties other than the political subdivision and body politic of Marion County. **ESF: 5, 7, & 15 (Support); IA: 1 (Support).**

**3.4.15. Public Works**

Deliver responsive, quality services by professionally responding to customer needs and serving the public works needs of our community. Public Works is a community partner and an integral part of the Marion County enterprise, dedicated to providing superior customer service that has earned the public's trust by demonstrating integrity, excellence in leadership, professionalism, and efficiency. **ESF: 1, 2, & 3 (Coordinating); SA 1, 2 (Supporting); IA 2, & 6 (Coordinating); IA 1, 3, 4, 5, 7, 8, 9, 10, & 11 (Support).**

**3.4.16. Sheriff's Office**

Marion County Sheriff's Office (MCSO) is the lead law enforcement agency in the County and provides contract services for the cities of Aurora, Jefferson, Sublimity, Detroit, Gates, and Idanha. The following cities have their own municipal police departments: Salem, Silverton, Stayton, Gervais, Hubbard, Woodburn, Turner, Mt. Angel, Keizer, and Aumsville. **ESF: 1, 2, 9, & 16 (Coordinating); ESF: 5, 3, 4, 5, 6, 7, 8, 10, 12, 14, & 17 (Support); SA: 3, & 4 (Support); IA: 8 (Coordinating) IA: 1, 2, 3, 4, 5, 6, 7, 9, 10, & 11 (Support).**

**3.4.17. Treasurer's Office**

The Treasurer's Office receipts all revenue received by Marion County. The Treasurer controls the flow of money to and from the County and maintains records for the receipt, investment and payment of county funds. Maintains bank accounts at various banks as well as the State Treasury Local Government Investment Pool. The Treasurer is the investment manager for Marion County. Funds are invested in accordance with the County's Investment Policy as well as Oregon Revised Statutes, assuring that adequate cash is available to meet the obligations of the County. **ESF: 5 & 7 (Support); IA: 1 (Support).**

### 3.5. Responsibilities of ALL County Departments

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

- Supporting EOC operations to ensure that the County 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 BOC and County Emergency Management.
- 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 standard SOPs.
- Notifying the Emergency Manager or County EOC, if activated, of resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other County departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting personal and family preparedness among employees.
- Ensuring that staff completes 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).
- Marion County departments have specific responsibilities during disasters and/or during Marion County Emergency Management.



**3.6. Local and Regional Response Partners**

MCEM is supported by a number of outside organizations, including the incorporated cities, service organizations, and the private sector.

**3.6.1. Marion County Fire Defense Board and EMS Providers**

The Marion County Fire Defense Board is comprised of 17 fire districts and 1 fire department that serve the County, providing firefighting, emergency medical services (EMS), search and rescue and fire prevention services. The fire districts are Aumsville, Detroit-Idanha, Mill City, Stayton, Sublimity, Lyons, Monitor, Marion County #1, Turner, Silverton, Mt. Angel, Jefferson, Woodburn, St. Paul, Hubbard, Aurora, and Keizer with the City of Salem serviced by a city fire department.

Ambulance transport services for the county are provided by Woodburn Ambulance, Marion County Fire District #1, Falck Ambulance, Salem Fire Department, Keizer Fire District, St. Paul Rural Fire Protection District, Lyons Rural Fire Protection District, Santiam Memorial Hospital Ambulance, Turner Rural Fire Protection District and Jefferson Rural Fire Protection District.

**3.6.2. Willamette Valley Communication Center (WVCC)**

The Willamette Valley Communications Center (WVCC) is a regional center based in Salem, Oregon. It provides community emergency alerts and 9-1-1 dispatch services to the following police, fire, ambulance, and emergency services:

WVCC Service Areas

Lincoln County	Marion County
Central Coast Fire and Rescue	Gervais Police
Depoe Bay Fire	Keizer Fire District
Lincoln County Emergency Services	Keizer Police
Lincoln County Sheriff	Marion County Fire District #1
Newport Fire	Salem Fire
Newport Police	Salem Police
Pacific West Ambulance	Salem Suburban Rural Fire Protection District
Seal Rock	Polk County
Siletz Fire	Dallas Fire and EMS
South Lincoln Ambulance	Dallas Police
Yachats Fire and Rescue	Falls City Fire Department
Tribal	Independence Police
Grand Ronde Police	Monmouth Police
	Polk County Fire District
	Polk County Sheriff
	Southwestern Polk County RFPD
	Spring Valley RFP District

**3.6.3. METCOM 911**

Multi Agency Emergency Telecommunications (METCOM) is an intergovernmental agreement agency that supports 17 fire districts, 7 law enforcement agencies, and 2 private ambulance service providers. In addition, it provides after hour service to Marion County Public Works, Bureau of Land Management, and the U.S. Forestry Department. METCOM also provides citizen alert through Everbridge.

**METCOM Service Areas**

Fire and EMS Agencies	Law Enforcement	Other
Aumsville Fire District	Aumsville Police	U.S. Forest Service
Aurora Fire District	Hubbard Police	Bureau of Land Management
Breitenbush Fire Brigade	Mt. Angel Police	City of Idanha-Detroit
Drakes Crossing Fire District	Silverton Police	City of Donald
Gates Fire District	Stayton Police	City of Gates
Hubbard Fire District	Turner Police	City of Lyons
Idanha-Detroit Fire District	Woodburn Police	Marion County Public Works
Jefferson Fire District	U.S. Forest Service	City of Scotts Mills
Lyons Fire District and EMS	Marion County Sheriff	City of Sublimity
Mt. Angel Fire District	Gervais Police	City of Turner
Mill City Fire District		
Monitor Fire District		
Santiam Ambulance		
Silverton Fire District		
St. Paul Fire District		
Stayton Fire District		
Sublimity Fire District		
Turner Fire District		
Woodburn Ambulance		
Woodburn Fire District		

#### **3.6.4. 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 County must work with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are 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.
- Aiding (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

#### **3.6.5. Nongovernmental and Faith-Based Organizations**

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the County, 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 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.
- Supporting the distribution of public information.

### 3.6.6. Individuals and Households

Although not formally a part of the County's disaster operations, individuals and households play an important role in the overall disaster management strategy in support of the County's whole community approach. 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 closely.
- Volunteering with established organizations.
- Enrolling in emergency preparedness, response, and recovery training courses.
- Encouraging children to participate in preparedness activities.
- Be 2-weeks ready with emergency supplies.

### 3.6.7. City Government

Cities are responsible for ensuring the safety and well-being of their citizens, as well as providing initial response, within city capabilities, in the case of emergency or disaster incidents. At a minimum, cities should establish emergency response policies and procedures for their jurisdictions. Specific responsibilities of cities include:

- Appoint and support a qualified person to serve as the City Emergency Management Liaison. This position serves as the primary emergency management point of contact between the City and the County and actively participates in the emergency management system.
- Coordinate and integrate emergency management activities of the city with county emergency management through all phases of emergency management (mitigation, preparedness, response, and recovery).
- Provide Marion County Emergency Management with current copies of the city EOP (or Emergency Operation Guidelines (EOG)/Standard Operating Procedures (SOP)), emergency contact information, and lists of critical resources.
- Ensure incident management activities will be initiated and conducted using the concepts and principles identified by the National Incident Management System (NIMS).
- Ensure all responders have the appropriate level of NIMS and hazardous materials training.

- Train damage assessment teams (for cities desiring to field their own teams) and coordinate efforts with Marion County's overall damage assessment process.
- Ensure that Marion County Emergency Management is kept informed of situations that require (or may potentially require) countywide coordination and/or the activation of the Marion County EOC.
- Ensure that during a disaster, response activities (including requests for assistance and public information efforts) are coordinated with Marion County and that situation reports, damage assessments, and requests for County, State and/or Federal assistance are channeled through Marion County.

### **3.6.8. Special Districts**

Special districts (such as Soil and Water Conservation, Water Management, Fire and Rescue, and Schools) are responsible for establishing liaisons with Marion County and its organizations to support emergency management capabilities during an emergency or disaster. Special districts that involve inter-jurisdictional authority can provide resources and services to support other functionally related systems in times of disaster.

### **3.6.9. School Districts**

School districts are responsible for the safety and well-being of students, staff and visitors to their facilities. Emergency plans should be developed taking into account those hazards to which schools might reasonably be exposed. The districts are encouraged to be proactive in developing and implementing these plans.

### **3.6.10. Hospitals, Nursing Facilities, and Assisted Living Facilities**

These facilities are responsible for the safety and well-being of visitors and tenants to their facilities. They have a state mandate to maintain an emergency operations plan.

### **3.6.11. 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 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 ESFs 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 of Oregon Emergency Operations Plan for details on the State's emergency management program and detailed roles and responsibilities for State departments.*

**3.6.12. 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 EOP and, if necessary, the National Response Framework.

*See the National Response Framework for details on the federal government's emergency management program and detailed roles and responsibilities for federal departments.*

## 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 public works departments. 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 County and emergency response personnel.

The County is responsible for disaster management and protecting life, property and the environment within this jurisdiction. This EOP will be used when the County 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 County 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 impacts and is informed by activities conducted before and after emergency operations take place and is designed to assist the County in the following five mission areas.



#### 4.2.1. Response and Recovery Priorities

##### 4.2.1.1. Critical Infrastructure and Key Resources (CIKR)

Critical infrastructure includes those assets, systems, networks, and functions – physical or virtual – so vital to the County that their incapacitation or destruction would have a debilitating impact on security, economic security, public health or safety, or any combination of those matters. Key resources are publicly or privately controlled resources essential to minimal operations of the economy and the government.

#### 4.3. Response

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

- **First - Lifesaving:** Efforts to save lives and operations that minimize risks to public health and safety.
- **Second - Property:** Efforts to reduce impacts to CIKR and minimize property damage.
- **Third - Environment:** Efforts to mitigate long-term impacts to the environment.
- **Fourth - Economic Recovery:** The process by which businesses and local economies return to conditions of stability following a disaster.

#### 4.4. 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 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 County. This EOP is not a recovery plan; however, the County 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. 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. The County’s recovery priorities for CIKR are defined below:

- **Initial Damage Assessment:** The initial financial assessment of damages to public and private property, typically conducted via drive-by inspections within 72 hours of an incident.
- **Debris Removal:** Coordinate debris clearance, collection, and removal. Reference the Debris Management Plan
- **Infrastructure Restoration:** Facilitate restoration of CIKR.



## 4.5. Direction and Control

### 4.5.1. County

Impacted entities will coordinate with the emergency response efforts within their jurisdiction (County and Municipalities). The Incident Command System (ICS) and National Incident Management System (NIMS) will be used to coordinate emergency response and recovery operation at the disaster scene(s). The ICS/NIMS organization will always maintain communication and coordination with the Marion County EOC .

Marion County Emergency Management may activate Mutual Aid Agreements with neighboring jurisdictions. They may also recommend that the Marion County Board of County Commissioners declare a Local State of Emergency and make a formal request for state assistance. The following positions are authorized to request resources by contacting the Oregon Office of Emergency Management.

- County Emergency Manager or Director
- MCEM staff
- Any designated personnel authorized by the County Emergency Manager or Director

To request state assistance, Marion County must meet the following parameters:

- Exhausted or will likely exhaust Marion County resources;
- Exhausted or will likely exhaust mutual air resources;
- Exhausted or will likely exhaust contractual resources;
- The requested assistance is not available at the local level.

The Policy Group of Marion County, and/or designee is delegated policy-making authority and can commit resources at the Marion County EOC as well as routine management and operation of the facility. The EOC Director may issue mission assignments to the ESF to perform duties consistent with Marion County policy. Mission assignments and mutual aid assistance is tracked at Marion County EOC.

Coordination of County-wide protective actions will occur among all affected risk and host areas and Marion County EOC under the direction and control of the of EOC Director. Areas not impacted by these events may be requested to provide assistance. Prior to an evacuation and under the direction of the EOC Director, will implement coordination with ESF leads on issues which may include, but not limited to: deploying and pre-deploying personnel, identifying evacuation routes, ensuring the sufficiency of fuel, address emergency medical issues, and initiate procedures for notification to the public.

Initial planning for recovery begins before an emergency event impact Marion County. While response actions necessary to protect public health and safety are being implement, recovery is begins in coordination and implementation of recovery plans.

In the event state and federal assistance is required by Marion County, the State Coordinating Officer will interface directly with representatives of the Federal government. In the event a request for disaster assistance comes from the governor of another state, the Governor of the State of Oregon may order the mobilization of State and local resources under the Emergency Management Assistance Compact to be deployed to the impacted state. The management and coordination of these resources will be administered through the Response and Recovery Section under the direction of the Response and Recovery Director located at the Oregon Office of Emergency Management.

#### **4.5.2. State Level**

When an emergency or disaster has occurred or is imminent, the Governor may issue an Executive Order proclaiming the existence of a State of Emergency or activate the emergency response, recovery and mitigation aspects of State, local and inter-jurisdictional disaster plans. At the State level, the Oregon Adjutant General, or designee performs policy-making authority and commitment of State resources at the Oregon Emergency Management ECC. The Oregon Emergency Management ECC Manager is responsible for the provision of State assistance, as well as routine management and operation of the Oregon Emergency Management ECC. The Oregon Emergency Management ECC Manager may issue mission assignments to the Oregon Emergency Management ECC to perform duties consistent with State policy. Mission assignments, and mutual aid assistance brokered by the State, are tracked in the Oregon Emergency Management ECC.

Coordination of regional and multi-regional protective actions will occur among all affected risk and host counties, other states, and the Oregon Emergency Management ECC under the direction and control of the Oregon Emergency Management ECC Manager. Counties that are not impacted by an emergency/disaster situation may be directed by the Oregon Adjutant General to activate their ECCs to provide emergency assistance.

During activation of the Oregon Emergency Management ECC, the state's ECC Team provides up-to-date information on the situation and is also equipped to provide information on various grant programs and funding sources available to affected areas in the aftermath of disaster.

The Oregon Emergency Management ECC Preparedness Coordinator serves as the Oregon Emergency Management ECC liaison and shares information with local command, who then shares the information as per local protocol. The Oregon Emergency Management ECC will provide incident information to State agencies, State legislative, and United States Congressional officials. This is typically accomplished via situation reports and frequent Oregon Emergency Management ECC briefings.

In the event federal assistance is required, the State Coordinating Officer will interface directly with representatives of the federal government. If the State Coordinating Officer determines that the span-of-control needs to be broadened, he may designate a Deputy State Coordinating Officer to ensure coordination between federal and State agency representatives and to anticipate any needs or conflicts in the response or recovery phases as they progress.

In the event a request for disaster assistance comes from the governor of another state, the Governor of the State of Oregon may solicit the mobilization of State resources under the Emergency Management Assistance Compact (EMAC) to be deployed to the impacted state. The management and coordination of these resources will be administered through the Operations Branch under the direction of the Section Chief located in the Oregon Emergency Management ECC. In the event the Oregon Emergency Management ECC is not activated, EMAC will be managed and coordinated will be administered by Oregon Emergency Management's Operations Branch under the direction of the Branch Director or his/her designee.

#### **4.5.3. Federal Level**

Through the National Response Framework (NRF), the federal government aids by establishing a single, comprehensive framework for the management of domestic incidents. The NRF provides the structure and mechanisms for the coordination of federal support. Through the NRF, federal ESF coordinators may establish a direct liaison with Oregon ESF representatives in the Oregon Emergency Management EOC.

If the disaster is major or catastrophic, the Oregon office of Emergency Management will contact the Federal Emergency Management Agency, Region X and request a Federal Liaison and/or alert them that the Governor may submit a formal request for federal assistance.

If the President authorizes federal assistance, a Primary Federal Official (PFO) will represent the Secretary of the U.S. Department of Homeland Security and/or a Federal Coordinating Officer. The Federal Coordinating Officer is authorized to use the full authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended to reimburse response and recovery claims against the Disaster Relief Fund. Additionally, the Stafford Act provides funding to assist communities in mitigating the impact of future events.

#### **4.5.4. Joint Field Office (JFO)**

The emergency recovery process is initiated when the President of the United States issues a Major Presidential Disaster Declaration. Such a declaration makes available a series of federal disaster assistance programs to aid the State in its recovery from a disaster situation. The basis for the declaration is the determination by the President that the disaster is of such severity and magnitude that response is beyond State and local capabilities. The field recovery operation will be conducted in accordance with the most current edition of the State of Oregon Emergency Response Plan as well as other recovery plans and procedures.

Once a field office has been established in Marion County, the Marion County Emergency Management will provide the proper liaisons to the appropriate field office operations.

The organizational structure for recovery is under the leadership of the State Coordinating Officer. Once a federal disaster declaration has been issued, the State Coordinating Officer consults with a Federal Coordinating Officer. In addition, a Governor's Authorized Representative (GAR) is designated in the Federal Emergency Management Agency-State Agreement and is responsible for compliance with that Agreement.

During a recovery operation, the State Coordinating Officer usually appoints a Deputy State Coordinating Officer who represents him/her at the Joint Field Office. The Deputy State Coordinating Officer is responsible for the establishment and management of State operations in the Joint Field Office and coordination between State and Federal programs.

#### **4.6. Incident Management**

##### **4.6.1. Incident Level's**

The County generally operates within the levels outlined below.

###### **4.6.1.1. Normal Operations / Steady-State**

Day-to-day operations of Marion County, absent of a declaration of State or Local Disaster Emergency is under the authority of the local governing body.

It is the responsibility of governments of Marion County and its communities to protect life and property from the effects of hazardous events. This plan is based on the concept that emergency functions of responding agencies will generally parallel their normal, day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases. Day-to-day functions that do not contribute directly to the emergency operation may be suspended for the duration of any emergency. Efforts that would normally be required of those functions will be re-directed to accomplish the emergency task assigned.

This plan aids in day-to-day operations by providing each agency their responsibilities during an emergency. This allows agencies to construct programs, strategies and methods which allow day-to-day responsibilities to compliment emergency operations.

###### **4.6.1.2. Enhanced Steady State / Partial Activation**

In some instances, the EOC and/or Department Operations Centers (DOCs) may be activated at a monitoring level in order to assess a small incident or event that could rapidly escalate, such as a weather event or wildfire. Situations are referred to as "routine" crisis management or emergency situations that can be handled by MCEM EOC staff using minimal resources. The EOC is considered activated at the lowest level. For these situations, it may not be necessary to implement the EOP.

#### **4.7. Full Activation**

Activation situations are major incidents that require application of a broad range of community resources to save lives and protect property. The level of activation would be a complete and full activation with all organizational elements at full staffing. Examples of such situations include an airline crash in a populated area, a major earthquake, etc. Emergency plans will be implemented and the EOC will be activated to coordinate response and recovery activities.

#### 4.7.1. National Incident Management System (NIMS) Incident Levels

While the Community uses incident levels that are consistent with the County EOP, 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 Community and requiring national response resources (source: U.S. Fire Administration). For more information see:

<https://training.fema.gov/emiweb/is/icsresources/assets/incidenttypes.pdf>

#### 4.7.2. Jurisdictional Authority

The jurisdiction in which the incident occurs has jurisdictional authority and primary responsibility for managing the incident.

- Initial response is provided by local first responders and directed by On-Scene Command. Activities may include rescue, firefighting, emergency medical services, crime scene investigations, traffic and crowd control, evacuation and emergency public information, among others. On-Scene Command may establish a Unified Command to integrate jurisdictional authority and functional responsibility of participating organizations.
- If the incident occurs within an incorporated area, the city in which it occurs has jurisdictional authority and primary incident management responsibility. If two or more cities are impacted, the cities share responsibility for incident management and the safety and well-being of their citizens.
- The County has jurisdictional authority and primary incident management responsibility for incidents that occur in the unincorporated area of the County, and for health emergencies county-wide. If the incident impacts both the unincorporated and an incorporated area, the County and impacted cities share responsibility.

All jurisdictions with incident management responsibility are likely to activate their EOCs in a major emergency or disaster. EOC staff coordinates resources in support of field activities, shares incident information, conducts multi-agency planning, and operates the Joint Information System (JIS). All participating agencies/jurisdictions collaborate to establish and maintain a Common Operating Picture.

The Marion County EOC exists to provide a facility from which the response can be effectively coordinated. It is the hub for the emergency management program and is the central point for coordinating all incident-related activities. EOC operations are focused on advisory and coordinating functions to ensure all response efforts are in support of common objectives.

#### **4.7.3. Alert and Warning**

MCEM will monitor developing or occurring hazardous events, evaluating the need for activation of the EOC and will collaborate with the Chief Administrative Officer (CAO) and/or the Emergency Management Board Designee (EMBD). Prior to issuing notifications for EOC activation the County Emergency Manager will make a recommendation to the CAO and /or the Emergency Management Director providing situational awareness and outlining the need of the impacted jurisdiction prior to receiving authorization for activation. *See Section 7.4 EOC Activation, for additional information.*

Willamette Valley Communications Center and METCOM 9-1-1 serve as the Marion County Warning Points. The Marion County Warning Points provide Marion County with a single point to disseminate information and warnings to government officials that a hazardous situation could threaten the general welfare, health and safety, and/or property of the population. The Warning Points are equipped with multiple communication networks and auxiliary power.

***\*\*See ESF 14 Public Information and Warning and ESF 2 Communications for more details\*\****

#### **4.7.4. Communications**

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responder and public safety and will be used by all County personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel, and County staff, as well as personnel from neighboring jurisdictions or the State, to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

The County has established a public alert and warning system to provide emergency information and instructions during a pending or actual emergency incident or disaster.

***\*\*See ESF 2 – Communications\*\**** for detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration.

#### **4.7.5. Situational Awareness and Intelligence Sharing**

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 and 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.

On a day-to-day basis, and when the EOC is not fully activated, the County, 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 MCSO will notify the Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center. During a terrorist incident, TITAN Fusion Center will support situational awareness and intelligence gathering functions.

#### **4.7.6. Resource Management**

When the EOC is activated, the EOC Director, Logistics, Operations, and Planning Sections have primary responsibility for coordinating the resource management effort. The EOC Director or designee has authority under emergency conditions to establish priorities for the assignment and provide recommendations for the use of County resources. In a situation where resource allocations are in dispute, the CAO has the final allocation authority. County resources will be allocated according to the following guidelines:

- Deploy resources according to the following priorities:
  - Life Safety
  - Protection Critical Infrastructure and Key Resources (CIKR)
  - Protection of private property
  - Protection of the environment
- 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 Joint Information Center (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 the County EOC for County, State, and Federal resources through an emergency declaration.

***\*\*See ESF 7 – Resource Support for more information\*\****

At this time, the County has not implemented a formalized credentialing program. Should one be implemented, the program will be developed with technical assistance from OEM and provide for documenting personnel and authenticating and verifying their qualifications.

#### 4.7.7. 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; 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
- Elderly
- Individuals without vehicles
- Individuals with special dietary needs
- Individuals who experience physical disabilities
- Individuals with medical needs
- Pregnant women

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

#### 4.7.8. American with Disabilities Act Accessibility

The County will conduct emergency planning and response in a manner that complies with Title II of the Americans with Disabilities Act (ADA), which states that emergency programs, services, activities, and facilities must be accessible to people with disabilities.

The County takes ADA accessibility into account through:

- Emergency sheltering programs:  
<https://www.ada.gov/pcatoolkit/chap7shelterchk.htm>
- Access to social services, temporary housing, and other benefit programs.
- Repairing and rebuilding government facilities.

See the ADA Best Practice Tool Kit for state and local governments for more information:

<https://www.ada.gov/pcatoolkit/chap7emergencymgmt.htm>



**4.7.9. Children and Disasters**

Planning and preparing for the unique needs of children is of utmost concern to the County and, whenever possible, the County 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, MCEM will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

Schools are encouraged to prepare for all hazards including sheltering in place for a few days. MCEM may assist with planning and preparedness in the school (K–12) setting.

**4.7.10. Animals in Disasters**

While the protection of human life is paramount, the need to care for companion animals and/or domestic livestock plays into decisions made by people affected by disasters. Owners are responsible for preparing for the care of their animals during a disaster. However, the County 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 County may request assistance through the regional animal multi-agency coordination group or OEM.

**4.7.11. Demobilization**

As the emergency 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 transitioning to recovery:

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

The CAO, with advice from the local Emergency Manager, EOC Director and/or on-scene Incident Commander, will determine when a Local State of Emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

**4.7.12. Transition to Recovery**

Once the immediate response phase has been completed, the County will turn towards recovery to restore government function and community services. A transition from response to recovery may occur at different times in different areas of the County.

Short-term 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 County 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 County 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 County demonstrates that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future. Efforts are in place to incorporate recovery planning more thoroughly into the next EOP update

#### **4.7.13. Public Information**

Pre-planning, message maps, easily adapted messages to be recorded, and the creation of partnerships can assist the PIO in determining what message formats and dissemination methods will be the most accessible to the population of the County.

Emergency public information involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders under all hazard conditions. To ensure that appropriate information is distributed to all populations within the County, MCEM will seek to develop public and private partnerships from a variety of organizations such as fixed and mobile service providers, local officials and state agencies, representatives from access and function needs populations such as non-English-speakers and disabled residents, staff from nonprofit emergency support organizations, representatives from fixed facilities, third party emergency alert and telephone notification vendors, and broadcasters. Partners help inform the overall guidance on public information and warning including emergency messaging development, standard practices, and evaluation tools to help refine emergency plans and procedures.

The PIO is a member of the Command Staff who is responsible for interfacing with the public, media, and other agencies during all emergency mission phases. During an emergency, the PIO gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information and is an important link between the emergency management program and the community. The information the PIO collects will include the priorities and needs on the following four areas:

- First – Life Safety
- Second – Incident security and stability
- Third – Property and environmental protection
- Fourth – Economic Recovery

Information the PIO provides to a community can call people to action, educate and inform, change behavior and attitudes, create a positive impression of the County's emergency management program, and prepare the community for an emergency.

##### **4.7.13.1. Joint Information System (JIS)**

Joint Information System (JIS) integrates incident information and public information into a unified organization that provides consistent, coordinated, accurate, accessible, timely, and complete information to the public and stakeholders during incident operations.

##### **4.7.13.2. Joint Information Center (JIC)**

The JIS provides the mechanism for integrating public information activities among Joint Information Centers (JIC), across jurisdictions, and with private-sector and non-governmental organizations.

Marion County has implemented and institutionalized processes, procedures and plans for its JIC and can be referenced in the ESF 14 Public Information and Warning.

When the Marion County EOC is activated, the County Emergency Manager or the Public Information Officer may activate the Joint Information Center (JIC). When the JIC is in operation, it serves as the central point of public information collection and dissemination. The JIC functions as part of the Command Staff in the Marion County EOC and will coordinate the release of non-operational information.

Depending on the incident, representatives from each jurisdiction, agency, private sector organization, and non-governmental organization involved in incident management activities will be notified and asked to have their PIO representative respond to the JIC within a reasonable period of time. Communication will be accomplished via the Emergency Alert System, radio, television, fax, Internet, telephone or any other means available. When the JIC is activated, the Public Information Officer or his/her designee will notify media outlets that all media inquiries are to be directed to the JIC and that the JIC will be releasing media updates on a routine basis and when noteworthy events take place. Members of the media will not be allowed access to the Marion County EOC.

More information on public awareness and education can be found in ESF 14 Public Information and Warning. More information on communication plans and protocols can be found in ESF 2 Communications.

#### **4.7.14. Methods of Public Information Dissemination**

Clear, accurate, and consistent information must be disseminated to the public during an emergency for the public to take appropriate protective actions. The information must be distributed in a variety of methods to ensure accessibility and comprehensive penetration of the message. Methods of public information dissemination include:

- **Social Networks-** Web-based platforms may be used for alerting the public in sudden onset and rapidly developing disasters, direct communication with large groups of constituents, building situational awareness, fostering transparency and accountability, obtaining feedback, and responding quickly to rumors and misinformation. Common types of social networks are:
  - Facebook, Twitter, Instagram, Gov. Delivery, Nextdoor, and Flash Alerts.
- **Press Releases** – A press release is a prepared written news release that uses current data and information.
- **Media Briefing or Conference** – A briefing is an exchange of information on a single topic and typically includes a question-and-answer period, whereas a conference is a gathering of media where reporters expect to be able to ask questions on a variety of topics.
- **Print Media** – Print media, including newspapers, flyers, and magazines, allow PIOs to disseminate public information such as detailed information, background, and input from subject matter experts.

## 5. Prevention

### 5.1. Goals

The prevention goals of the County and MCEM include:

- Expand regional coordination
- Implement the National Incident Management System (NIMS) and National Response Framework (NRF)
- Strengthen information sharing and collaboration capabilities
- Strengthen interoperable and operable communications capability
- Strengthen medical surge and mass prophylaxis capabilities
- Strengthen planning and citizen preparedness capabilities
- Increase coordination with the Oregon Intelligence Fusion Center

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## 6. Preparedness

### 6.1. General

The goal of Marion County's preparedness operations is to help ensure a timely and effective response to, recover from and mitigation of the impacts and consequences associated with an emergency/disaster situation. To facility this goal, key abilities and weaknesses must be assessed. These elements will be addressed in a comprehensive manner with Planning and Mitigation officers. In order to address Core Capability objectives, the following activities will be prioritized:

- Administer grant programs for operational support and training activities
- Participate in capability assessments at the regional and county level
- Establish an inclusive planning process using the “Whole Community Approach”

## 7. Command and Control

### 7.1. General

In accordance with ORS 401.025, the responsibility for Emergency Management and direction and control in time of disaster belongs to the elected Board of Commissioner (BOC) members. The Emergency Management Board Designee (EMBD) is empowered to assume centralized control of and have authority over all departments, divisions, and offices of Marion County during an emergency disaster declaration. He or she is responsible for performing such duties as imposing regulations, causing emergency measures to be enforced, and designating emergency areas until full BOC is available. In the event the EMBD is unavailable to perform the above duties, the persons listed in Chapter 2.35 of the Marion County Codes shall perform the duties. The EMBD may declare an emergency disaster declaration, may put this plan into effect, and may activate and staff the County EOC on full or partial basis. In the event that one or more of the above actions are implemented, a report of such action will be made to the Marion County BOC at the first available opportunity.

The County Emergency Manager is responsible for assuring that coordinated and effective emergency response systems are developed and maintained. Existing agencies of government will perform emergency activities closely related to those they perform routinely.

Specific positions and agencies are responsible for fulfilling their obligations as presented in the Emergency Operations Plan (EOP) and individual annexes. The EMBD and Policy Group will provide overall direction of response activities of all Marion County departments. In accordance with Chapter 2.35 of the Marion County Codes, as amended, the EMBD and Policy Group may take extraordinary measures in the interest of effective emergency management. Department heads will retain control over their employees and equipment unless directed otherwise by the EMBD. Each agency will be responsible for having its own Continuity of Operations Plan (COOP) to be followed during response operations.

Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used only as an adjunct to existing Marion County services, and then only when the situation threatens to expand beyond Marion County's response capabilities.

## **7.2. On-Scene Incident Management**

Initial response to an incident will be managed by the responding agency (i.e., Local law enforcement, MCSO, and/or Fire 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 County Emergency Manager and may request activation of the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with County and State leads.

## **7.3. Emergency Operations Center (EOC) Support to On-Scene Operations**

Depending on the type and size of the incident, or at the request of the on-scene Incident Commander, the County may activate the EOC and assign an EOC Command and establish Unified Command. The EOC will support the on-scene operations and coordinate County resources.

The request will be submitted to the County Emergency Manager or their designee, who will determine whether to activate the County EOC and will assume, or designate, the role of EOC Command. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the County EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County 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 be requested and used as an adjunct to existing County services, and then only when a situation threatens to expand beyond the County's response capabilities. Upon activation of the County EOC, Unified Command and/or the EOC Command is empowered to assume executive control over all departments, divisions, and offices of the County during a Local State of Emergency. If appropriate, the on-scene Incident Commander, Unified Command or EOC Command may request that the BOC declare a Local State of Emergency.

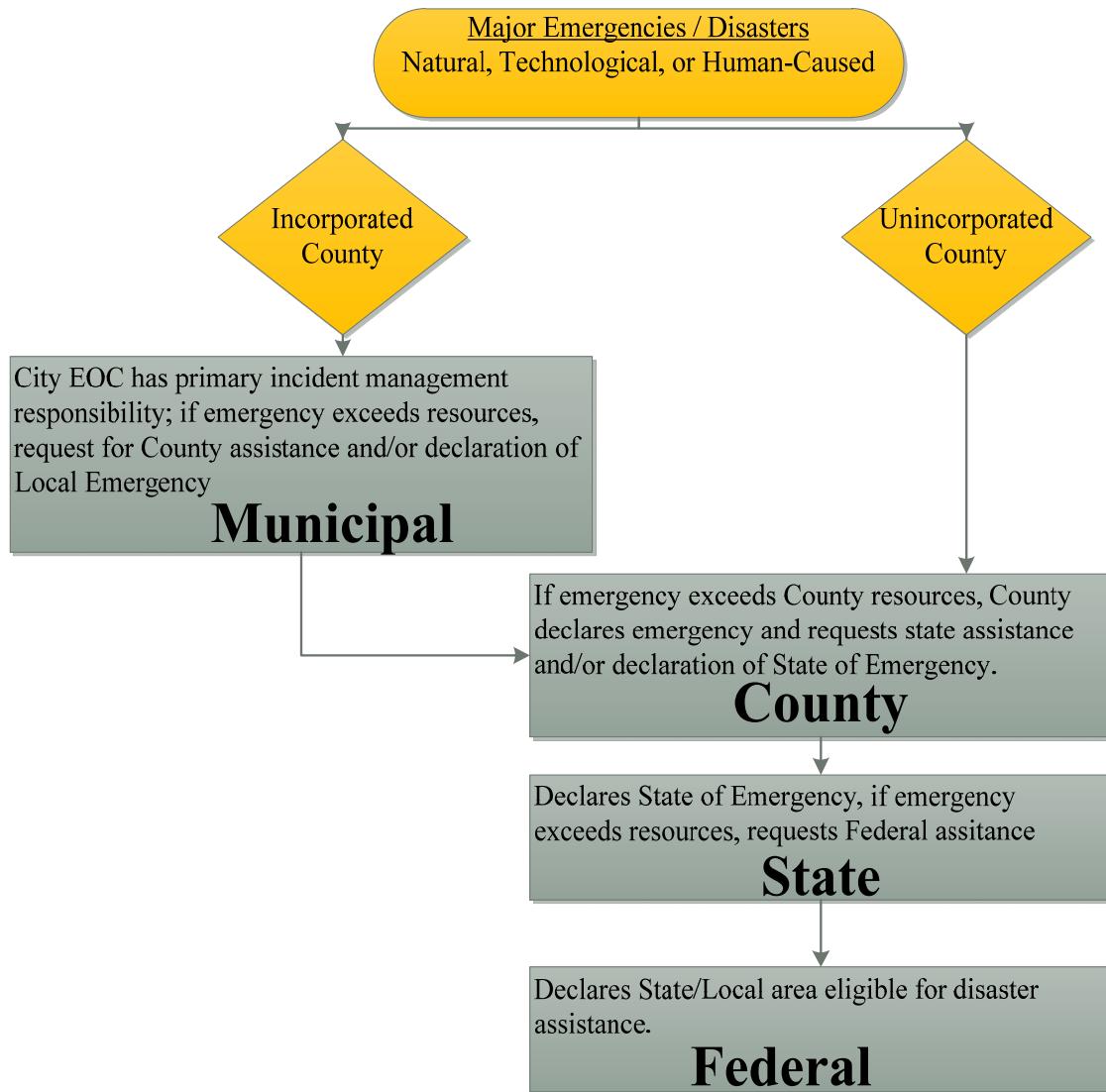


#### **7.4. Emergency Operations Center Activation**

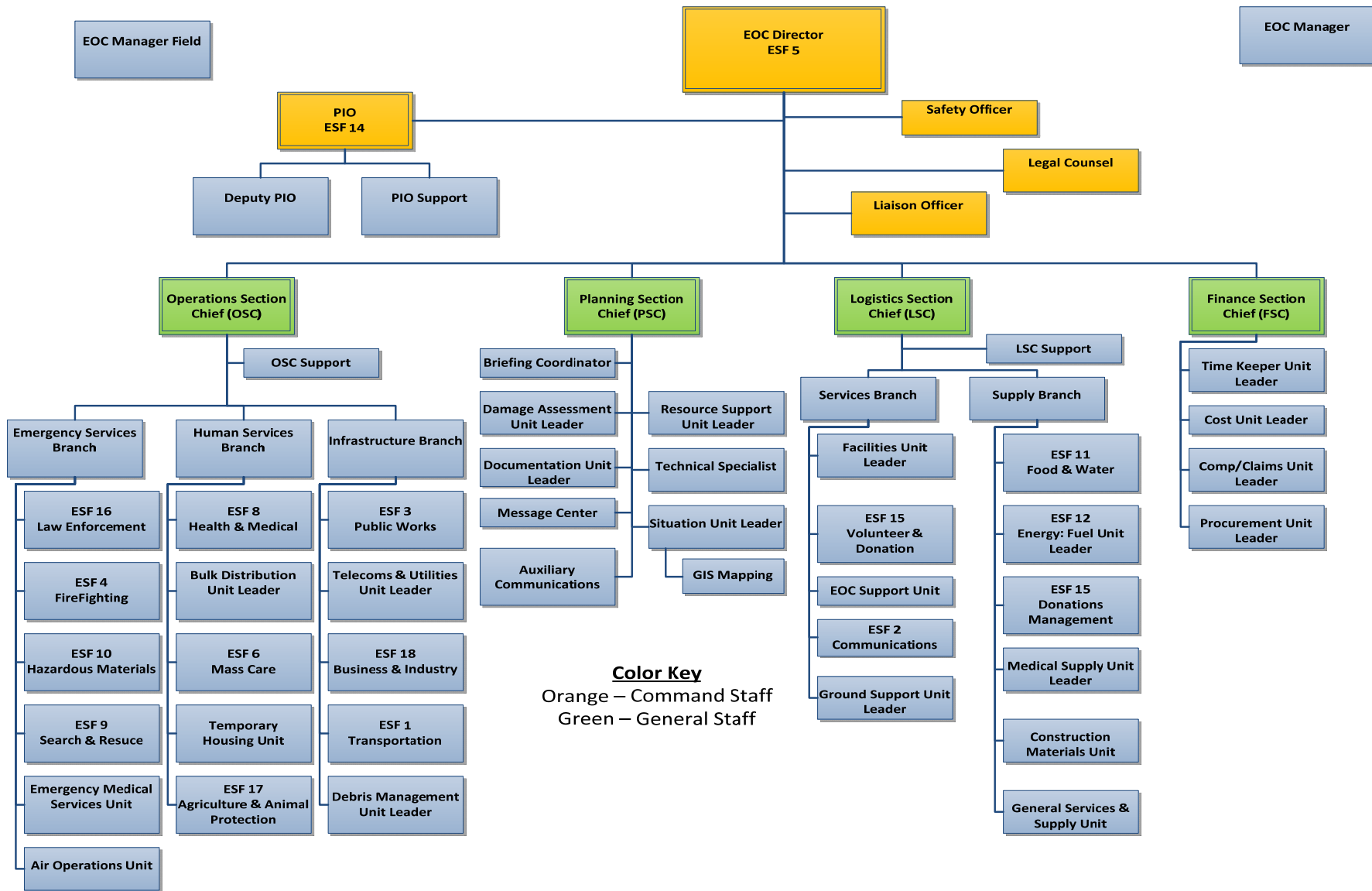
The County Emergency Manager is on call 24 hours a day, seven days a week, and is advised of any threats, unusual events or situations by METCOM or WVCC. Reports may also originate from concerned citizens, On-Scene Command, or other agencies.

The County Emergency Manager has the responsibility to monitor and follow up on any threat that has the potential to impact the County. It is important to note that although the County Emergency Manager may be monitoring the progression of an incident or event, the EOC is not considered activated until MCEM staff are tasked to support the incident and are operating outside their normal scope of day-to-day business activities. MCEM staff has the authority to activate the EOC following collaboration with the Chief Administration Officer (CAO) and/or the Emergency Management Board Designee (EMBD) and/or Emergency Management Director (*See 4.7.3 for more information*). MCEM will contact EOC staff appropriate depending on the need. An email update will be provided to all EOC staff and County employees notifying them of the activation with pertinent details. Public Information, alert and warning will be provided through Marion County dispatch centers. EOC staff notice of activation will be made through Everbridge by MCEM. OEM will be notified of all level 3 activation. See EOC Command Structure on the following page.

Incident Management in Marion County



# Marion County EOC Organization Structure





### 7.4.1. EOC Staffing

The EOC staffing level and composition is contingent on the specific requirements of an incident. The organizational structure of the EOC is modular, extending to incorporate all elements necessary for the type, size, scope, and complexity of a given incident. While any configuration of functional units may be used in the EOC, the core organizational structure of the EOC is organized by Command and General Staff and ESF teams. The various functional elements are activated based on need. The organizational structure can be condensed, expanded, or reconfigured as needed.

While the structure is flexible, it is always organized around five core functions:

- **Command Staff**: This component is responsible for the overall disaster policy and coordination. Specific functions include oversight of the EOC and coordinate public information with ESF 14. The Command Staff is led by the EOC Director. This position is staffed by the Marion County Emergency Manager or their designee.
- **Operations Section**: The purpose of this section is to support field operations and coordinate countywide response activities through the implementation of the Incident Action Plan. This section is led by the Operations Section Chief which is staffed by a designated responsible agency.
- **Planning Section**: The purpose of this section is to collect, evaluate, process, and disseminate information for use in the EOC. This section is led by the Planning Section Chief who has been trained and credentialed for this position.
- **Logistics Section**: This section supports operational activities through the provision of supplies, equipment, facilities, personnel, mutual aid, and other support and services necessary for disaster response and recovery. This section is led by the Logistic Sections Chief who has been trained and credentialed for this position.
- **Finance / Administration Section**: This section is responsible for the coordination of the financial planning, operations, and reporting services. This section is led by the Finance Section Chief which is staffed by Marion County Finance.
- **Intelligence / Investigations Section (when needed)**: The I/I Function within ICS provides a framework that allows for the integration of intelligence and information collection, analysis, and sharing, as well as investigations that identify the cause and origin of an incident regardless of source.

Each agency responding will report back to the Marion County EOC through their liaison who is the Point of Contact (POC) for each respective agency or organization in either a single or Unified Command Structure. These reports are later synchronized, and information is provided to mutual aid partners, adjacent counties, and the Oregon Office of Emergency Management to provide visibility of emergency operations.

During the response phase and upon an emergency disaster declaration, the EMBD or designee has ultimate authority with coordination of Marion County Emergency Management who coordinate directly to the Oregon Office of Emergency Management, which provide support and resources as requested through the Marion County EOC.

#### **7.4.2. 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 Command, and CAO.

During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the County 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 CAO and staff to manage recovery operations as part of their daily responsibilities.

MCEM has the authority for activation and deactivation 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 County Emergency Manager and / or their designee.

#### **7.4.3. Department Operating Centers**

Department Operating Centers (DOC) are established and activated by individual departments to coordinate and control actions specific to that department during an emergency event. A DOC is a physical facility or location similar to the EOC. However, one purpose of a DOC is to tactically manage department owned and controlled resources and maintain public services during an emergency situation. The authority to activate resides with the director of the individual department based on the department mission. If the EOC is activated, a DOC holds a subordinate position in the allocation of resources and management of public information countywide.

The DOCs will work to restore their departments' critical business functions, perform high priority response activities, and share objectives, strategies, and status updates at regular intervals with the EOC. Personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills. A liaison from the DOC will be assigned to the County EOC. Because DOCs are primarily for departments that play a role in immediate response during a disaster or emergency, not all departments will require a DOC.

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## 8. Recovery

### 8.1. General

In the aftermath of a disaster, Marion County efforts turn to rebuilding the infrastructure and restoring the social and economic life of the community with the incorporation of mitigation measures as a major goal. To accomplish this goal the following strategy is provide

- To deploy several specialized recovery teams (personnel) and facilities (centers) into a disaster area to help victims and support the Incident Commander
- To work closely with the Oregon office of Emergency Management and to inform affected local governments, individuals and businesses that programs are available to assist them in recovery efforts.

### 8.2. Recovery Field Operations

The County Emergency Manager is responsible for ensuring that appropriate data on disaster impacts is collected and distributed to the public and the involved governmental agencies. The County Emergency Manager also coordinates disaster recovery assistance that may be made available to meet the needs of the disaster victims.

The recovery process for a disaster should actually begin early in the response phase through the declaration of a local emergency, followed by a fast and accurate assessment of conditions and a formal request for state assistance. In addition, a complete record of expenditures for local response personnel, equipment and supplies should be maintained in the event that a federal disaster is declared and funds are made available to reimburse the documented response costs of public/non-profit agencies, as well as providing funds for disaster damage to the infrastructure of the state and local government.

If a federal disaster is declared and financial assistance is offered, FEMA and OEM will open Disaster Field Offices (DFO) in or near the affected communities to coordinate with local emergency management in publicizing the availability of financial assistance and determining eligibility for public and non-profit agencies. Disaster Recovery Centers (DRC) may also be opened, if requested by local and state authorities, to coordinate the process for providing financial assistance to individuals and small businesses, if that type of assistance is offered under the federal declaration.

Public and/or individual assistance may be offered when a Presidential Declaration is made, depending on the impact of the disaster and the ability of local emergency management to provide adequate and timely documentation of the results.



There may be situations where damage is limited to an area or activity, e.g., if only agricultural damage is incurred, there may be special assistance programs available that do not require a Presidential disaster declaration. Small-scale or “specialized” disasters will need to be handled on a case-by-case basis to ensure that an appropriate response is made.

### **8.3. Recovery Direction and Control**

#### **8.3.1. Executive Actions**

The County Emergency Manager and/or designee are responsible for ensuring that appropriate disaster recovery activities are accomplished as part of the County’s Emergency Management Program.

#### **8.3.2. Coordination**

Overall coordination of the disaster recovery process will be exercised from the EOC when activated. When the EOC is deactivated, on-going disaster recovery for the County will be handled through the offices of County Emergency Management in conjunction with any DFO’s and/or DRO’s that may be opened by OEM/FEMA.

All County departments shall coordinate recovery activities with County Emergency Management.

#### **8.3.3. Assignments**

### **8.4. County Emergency Manager**

- Coordinate the training of staff and volunteers in disaster damage assessment
- Conduct exercise for orientation and training of personnel in disaster recovery activities.

### **8.5. Public Works**

- Identify and map critical facilities, bridges and roads requiring priority repairs if damaged.
- Identify and train personnel for disaster damage assessment.
- Develop departmental standard operating procedures (SOP) for disaster response, including gathering and reporting information to the EOC during the response and recovery.
- Participate in emergency management exercises.

### **8.6. Community Development – Building Inspection Division**

- Ensure the mitigation activities of building codes and land use regulations are followed.
- Identify and train personnel for disaster damage assessment.
- Develop departmental standard operating procedures (SOP) for disaster response, including gathering and reporting information to the EOC during the response and recovery.
- Participate in emergency management exercises.

**8.7. Environmental Services**

- Ensure that appropriate personnel are familiar with the Disaster Debris Removal Annex and that input is provided to MCEM on scheduled reviews for updates and revisions of the annex.
- Participate in emergency management exercises.

**8.8. American Red Cross (When Requested)**

- Identify and train personnel in damage assessment techniques.
- Develop agency standing operating guidelines for disaster response, including gathering and reporting information to the EOC during response and recovery.
- Participate in emergency management exercises

**8.9. Incorporated Cities**

- Each jurisdiction with an adopted EOP is responsible for developing disaster recovery procedures consistent with County, State and Federal requirements.
- Those jurisdictions without their own EOP should follow the guidance provided in this annex and coordinate with MCEM in disaster recovery activities.

**8.9.1. Damage Assessment**

Damage assessments include those actions that are undertaken to determine the nature and scope of damages to structures, facilities and infrastructure for the purpose of identifying and scaling the need for State and Federal disaster assistance in the recovery phase. Damage assessment will be closely coordinated with Emergency Management, which has the lead for impact assessment and incident action planning during the response phase.

Operational assessment is the immediate, informal reporting of emergency conditions to size-up the damage that has occurred and to determine what personnel, equipment and facility resources the county has available for response. First indications of the scope and extent of damages will likely be provided by field personnel reporting to their dispatch centers or to the MCEM EOC. These initial reports include hazard conditions, critical emergency needs and condition of surface routes, and are extremely important in allocating emergency responders and determining incident situation status.

The MCEM EOC may also receive damage assessment information from additional sources: ambulance crews, utility crews, employees traveling to or from work, media sources in the field, citizens, businesses, etc. The MCEM EOC may establish a process where the public can submit damage reports.

The MCEM it is the lead for the Marion County's Damage Assessment Program. Responsibilities include recruitment and training of team members and the overall management of damage assessment priorities in coordination with ESF Emergency Management.

The County Property Appraiser's Office will assist in providing estimates of loss and economic impact. The Chamber of Commerce and the insurance industry will provide information on losses to businesses.

The Emergency Manager will provide information to the Oregon Office of Emergency Management within 12-36 hours if possible.

#### **8.10. Initial Safety and Damage Assessments**

The Marion County Emergency Management will coordinate an initial damage assessment using resources to determine the overall extent of damages. The Marion County Emergency Management has pre-identified County and municipal employees who will assist with damage assessment. Also, members of the fire department have been trained and will assist with damage assessment. The goal of this assessment is to determine the magnitude and severity of damage to structures and infrastructure; and, in the event of a severe rainfall event, determine the level of flooding damage. This information will be collected by the Marion County Emergency Management, and, who will then provide the information to the Oregon Office of Emergency Management.

The impact assessment data provides a County wide general overview of the most significantly impacted areas and, therefore establishes a prioritization mechanism for damage assessment team deployment, resource allocation and disaster assistance.

Team members will be contacted by telephone, cellular phone, email or two-way radio. The Marion County Emergency Management maintains a current contact list of Damage Assessment Team members. Information collected through the initial damage assessment will be collected by the Marion County Emergency Management, who will then provide the information to the Oregon Office of Emergency Management.

##### **8.10.1.1. Preliminary Damage Assessment**

If the situation warrants, a formal Preliminary Damage Assessment will be requested and performed by local, State and Federal assessors. This will include assessments for both public and individual damages. Local representatives will accompany these teams during their assessments. These individuals will be familiar with damaged areas and will supply maps needed to complete the damage assessment process. The Oregon Office of Emergency Management will then coordinate with the Federal Emergency Management Agency to determine if the County qualifies for public and/or individual assistance.

Capturing all costs associated with the emergency is essential because accurate damage assessments (Initial Damage Assessments and Preliminary Damage Assessments) document the need for state and/or federal assistance and are required to obtain a federal disaster declaration.

#### **8.11. Habitability Assessments**

Habitability assessors will determine the structural safety of residential buildings. This will be conducted through the coordinated efforts of the Damage Assessment Team. When practical, this assessment will be coordinated with the American Red Cross, or other relief agencies.

The municipalities in Marion County are responsible for all corresponding inspections, damage assessments and other disaster response and recovery functions and activities for their jurisdictional area. The County would include the municipalities in its response and recovery activities due to their limited resources. The municipalities will still coordinate final reporting to the MCEM, who will then provide the information to the Oregon Office of Emergency Management.

The County is responsible for all corresponding inspections, damage assessments and other disaster response and recovery functions and activities for their jurisdictional area. The County will coordinate final damage estimates to the MCEM, who will then provide the information to the Oregon Office of Emergency Management.

Additional damage assessment functions are maintained in the appropriate County SOPs and Annexes. This includes the identification of roles and responsibilities, training, assessment criteria, reporting formats and process for both initial and preliminary damage assessments.

#### **8.11.1. Priorities of Inspections**

- Structures involved in response operations
- Critical transportation routes and infrastructure
- Critical infrastructure and key resources (CIKR)

Cities and special districts within the Marion County share responsibility for damage assessment and provide information regarding damages and costs within their jurisdictions and service areas to Marion County Emergency Management, who will then provide the information to the Oregon Office of Emergency Management.

#### **8.12. Disaster Declaration**

Following a major or catastrophic disaster in which an emergency or major disaster declaration is granted by the President, federal assistance to disaster victims becomes available under three program areas: Individual Assistance, Public Assistance and Post Hazard Mitigation funding. The administration of these programs is coordinated through a joint Federal/State effort in a Joint Field Office (JFO), which is usually located in the impacted area.

The JFO is the primary field location for the coordination of federal and state recovery operations. The Federal Coordinating Officer (FCO) and the State Coordinating Officer (SCO) co-locate in the JFO, as well as other Federal and State personnel. Recovery and mitigation operations, logistics, information and planning, financial management and general administration are coordinated at the JFO.

**8.13. Public Assistance (PA) and Individual Assistance (IA)****8.13.1. Public Assistance**

The Public Assistance (PA) program provides program support to eligible local governmental entities following a disaster to assist in the recovery and restoration of buildings, infrastructure, and the removal of debris that is on public property. The categories of Public Assistance include:

- Category A: Debris Removal
- Category B: Emergency Protective Actions
- Category C: Road Systems
- Category D: Water
- Category E: Buildings and Equipment
- Category F: Utilities
- Category G: Parks, Recreation, and Other

In the event of a declared disaster, Marion County Emergency Management will work closely with ESF 14 Public Information and Warning to notify all eligible governments and private not-for-profit organizations of the availability of federal public assistance funds. They include all Marion County government agencies, and those quasi-governmental organizations that perform a governmental function. Such applicants are trained concerning the public assistance program through the various recovery training sessions offered. Notification may occur through written correspondence and telephone contacts, notices in local newspapers, and broadcasts on local radio station. The briefings will notify local governments, non-profit agencies and other eligible applicants of scheduled briefings and Kick-Off Meetings for the Public Assistance (PA) program and the Hazard Mitigation Grant Program (HMGP). The Public Assistance applicant briefings include procedures for all aspects of financial management, personnel and record keeping that will be required for the various Federal and State financial assistance programs. State and Federal recovery personnel must advise the Marion County Emergency Management of these briefings so that agencies can be notified. Key components of the Public Assistance program include:

- Project Worksheets are prepared for eligible emergency costs and eligible costs for restoration of damaged facilities.
- The federal share for reimbursement under most federal declarations is 75 percent. The 25 percent nonfederal share is normally by local sources in accordance with policies established by the Executive Office of the Governor and the Oregon Legislature.
- The State serves as the Grantee and eligible applicants are Sub-grantees under the federal disaster assistance program.
- Contractual agreements with Oregon office of Emergency Management are executed with applicants with all reimbursements coming through Oregon Office of Emergency Management.

- Documentation, record keeping, inspections, and final closeouts are overseen and approved by the Oregon Office of Emergency Management.

Documentation is obtained by Marion County Emergency Management regarding damage sustained to:

- Roads
- Water control facilities
- Public building and related equipment
- Public utilities
- Facilities under construction
- Recreational and park facilities
- Education institutions
- Certain private and non-private facilities

### **8.13.2. Individual Assistance (IA)**

If the County is declared for Individual Assistance, eligible residents will be able to apply for the Individual Assistance Program. In some cases, FEMA will deploy habitability inspectors to verify the damages individual applicants are claiming. They will do this independent of the State or local assessors. Marion County will also perform inspections of damaged homes to determine safety. A zoning or civil affairs engineer will be responsible for coordinating post-disaster habitability inspections.

#### **8.13.2.1. Non-Declared Disasters**

During the recovery stage, a disaster may not be declared at the federal level. It will then fall upon the County to use local funds, available competitive grant funds, or any supplemental funding provided by the State of Oregon to recover from the event.

Like a declared disaster, costs for response and recovery are to be monitored by all participating agencies. Each responding agency is responsible for the overall management of documentation of the costs of a non-declared disaster with reports submitted ultimately to the Marion County Board of Commissioners for budget and finance approval of local dollars.

### **8.14. Disaster Recovery Center and Staging Area**

Centers that are set up in a disaster area to provide information on the complete range of disaster assistance that is available. The responsibility for managing these centers is jointly shared by the State, the Federal Emergency Management Agency, and the County where the center is located.

A Disaster Recovery Center (DRC) is a facility established in, or in close proximity to, the community affected by the disaster where persons can meet face-to-face with represented Federal, State, Local and volunteer agencies to:

- Discuss their disaster-related needs
- Obtain information about disaster assistance programs
- Tele-register for assistance
- Learn about measures for rebuilding that can eliminate or reduce the risk
- Request the status of their application for assistance to individuals and households.

The County Emergency Manager, the State of Oregon and Potentially FEMA will assess the need to open Disaster Recovery Centers and Field Offices, based upon initial damage assessment and human services needs estimates and reports. MCEM will request that the Oregon Office of Emergency Management (OEM) open a Disaster Recovery center in Marion County.

Once it has determined that Disaster Recovery Centers (DRC) and/or a Disaster Field Office will be opened in Marion County, the OEM ECC will take the lead and should notify MCEM. The OEM ECC will advise if there are resources the County may need to supply including staffing. The DRC will be staffed with representatives from appropriate federal, state, county, private relief organizations, and other organizations capable of providing disaster related information to individuals and businesses.

#### **8.14.1. Required**

The following issues need to be considered in identifying possible facilities to serve as DRCs:

- The building must be large enough for the needs of the situation (number of agencies and clients anticipated in the DRC). This may vary from as few as 1500 square feet to more than 4500 square feet. Consequently, it is good to identify a variety of buildings of different sizes in different locations within your jurisdiction.
- Enough tables and chairs for the needs of the situation should be readily available (in the facility, or easily moved to the facility). Each agency working at the facility will need at least one table and five chairs.
- The building must have heat, electricity, good lighting, potable water, rest rooms and adequate parking.
- Appropriate emergency medical support should be quickly available to the building.
- Appropriate fire protection should be readily available.
- Access to and through the building must be barrier-free for disabled persons. (DRCs must meet ADA requirements and have a certification to that effect from the local building official on file prior to the disaster).
- The building owner must be willing to allow FEMA to install telephone lines.

**8.14.2. Preferred**

- The public should generally be familiar with the building
- The building should be proximate to most of the affected population. Travel time should be reasonable for most of the people affected by the disaster.
- Custodial support should be available at the facility
- An indoor waiting area near the entrance to the building is helpful.
- Bilingual support should be available, if appropriate.
- Local officials should be prepared to help provide supplies, such as trash cans, writing pads, pencils, local telephone directories, maps of the disaster area(s), string, masking tape, etc.

Centers that are set up in a disaster area to provide information on the complete range of disaster assistance that is available. The responsibility for managing these centers is jointly shared by the State, FEMA, and the County where the center is located.

A Disaster Recovery Center (DRC) is a facility established in, or near, the community affected by the disaster where persons can meet face-to-face with represented Federal, State, local and volunteer agencies to:

- Discuss their disaster-related needs
- Obtain information about disaster assistance programs
- Tele-register for assistance
- Learn about measures for rebuilding that can eliminate or reduce the risk
- Request the status of their application for assistance to individuals and households.

The Emergency Manager, the State of Oregon and potentially FEMA, will assess the need to open Disaster Recovery Centers and Field Offices, based upon initial damage assessment and human services needs estimates and reports. Marion County Emergency Management will request that the Oregon Emergency Management open a Disaster Recovery Center in Marion County.

Once it has been determined that Disaster Recovery Centers and/or a Disaster Field Office will be opened in Marion County, the jurisdiction impacted will take the lead and should notify Marion County Emergency Management / EOC. They will advise if there are resources the County may need to supply include staffing. The DRC will be staffed with representatives from appropriate Federal, State, County, private relief organizations, and other organizations capable of providing disaster related information to individuals and businesses.

The EOC Director's designated Public Information Officer will provide local media with detailed information on locations of recovery centers, distribution sites and other individual assistance programs. Pamphlets will be prepared to be distributed by personnel in damaged areas so citizens will know how to apply for assistance.



**8.15. Unmet Needs**

MCEM will coordinate the unmet needs recovery function. The MCEM will contact the Oregon Emergency Management (OEM) to obtain assistance through multiple agencies and appoint a Coordinator who will serve as the Unmet Needs Coordinator for Marion County following a disaster. The Coordinator will be responsible for making contacts and establishing a relationship with community service providers, local churches, community outreach programs and volunteer organizations to be called upon if a disaster creates unmet needs in the community.

Once immediate life safety issues have been addressed in the end of the response phase and early in the recovery phase, the next task will be identifying any unmet needs. If the need arises for an Unmet Needs Committee, the Disaster Services Director will appoint a committee and a chairperson. The committee will be comprised of members from local religious, non-profit organizations, NGO's, Marion County Emergency Management will coordinate with the Community Organizations Active in Disaster (COAD), and the appropriate State and Federal agencies. The Unmet Needs Committee Chairperson will be responsible for the oversight of the committee, addressing immediate human needs (food, water, clothing, etc.), immediate housing needs, issues involving special needs population and coordination with Community Relations Teams. The unmet needs committee will be formed on an as-needed basis for a given event. The chairperson will select the appropriate individuals and organization when the committee is formed.

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## 9. Mitigation

### 9.1. General

In the aftermath of a disaster, the County's mitigation goal is to ensure mitigation efforts are designed to ensure that residents, visitors, and businesses in Marion County are safe and secure from future disasters. The strategies to complete this goal include:

- Complete and maintain a threat and hazard risk assessment
- Maintain a comprehensive list of mitigation goals, objectives and tasks
- Planning process and organizational framework for carrying out the mitigation goals and objectives
- Implement Pre and Post Hazard Mitigation actions to reduce overall risk and vulnerability
- Evaluation of existing agencies, organization, plans, programs and guidelines that impact mitigation.

### 9.2. Coordination of Mitigation Activities

MCEM has been delegated as the lead agency to facilitate and coordinate the activities of the Marion County Mitigation Planning Committee and subcommittees. The Marion County's Mitigation Plan identifies the hazards to which Marion County is vulnerable; assesses the facilities and structures that are most vulnerable to hazards; offers a prioritized list of mitigation projects to take advantage of available funding; and links mitigation projects to these sources of funding.

Marion County's Multi-Jurisdictional Hazard Mitigation Plan defines the mitigation goals, objectives and initiatives for Marion County. Annual revisions to the Mitigation Plan are standard, although in the event of a disaster, or if needed, the plan can be updated more frequently.

### 9.3. Mitigation Programs

#### 9.3.1. Pre-Disaster Programs

- *The National Flood Insurance Program (NFIP)* –The Department of Agriculture, Division of Water Resources (DWR), provides technical assistance to the public and communities on the NFIP. The NFIP provides flood insurance to communities that agree to implement land use planning and construction requirements to reduce flood damage in their jurisdiction. These land use and construction requirements apply to all new construction and substantial improvements to existing structures in the community's Special Flood Hazard Areas (SFHAs).

- **Community Rating System (CRS)** - Additionally, DWR provides technical assistance to local communities on the Community Rating System (CRS). The CRS is an integral part of the NFIP. Through reduced flood insurance premiums, the CRS provides incentives to communities that go beyond the minimum flood plain management requirements established through the NFIP.
- **Flood Mitigation Assistance (FMA) Program** – Oregon Emergency Management administers the FMA. This program makes federal funds available pre-disaster to fund mitigation projects in communities participating in the NFIP. These funds have a 25 percent non-federal match requirement. The overall goal of the FMA is to fund cost effective measures that reduce or eliminate the long-term risk of flood damage to NFIP insurable structures. This is accomplished through the reduction of the number of repetitively or substantially damaged structures.
- **Repetitive Flood Claims (RFC) Program** – Oregon Emergency Management administers the RFC. The goal remains to reduce flood damages to individual properties for which one or more claim payments for losses have been made under flood insurance coverage and that will result in the greatest savings to the National Flood Insurance Fund (NFIF) in the shortest period.
- **Severe Repetitive** - Oregon Emergency Management administers the SRL. The goal remains to reduce flood damages to residential properties that have experienced severe repetitive losses under flood insurance coverage and that will result in the greatest savings to the National Flood Insurance Fund (NFIF) in the shortest period.
- **Pre-Disaster Mitigation (PDM) Program** - Oregon Emergency Management administers the PDM. The PDM is designed to assist States, Territories, Indian Tribal governments, and local communities to implement a sustained pre-disaster natural hazard mitigation program to reduce overall risk to the population and structures from future hazard events, while also reducing reliance on Federal funding from future major disaster declarations.
- **State Hazard Mitigation Planning** - The State Hazard Mitigation Plan is updated every three years or in the aftermath of a disaster at the direction of the State Hazard Mitigation Officer (SHMO) as necessary. Additionally, the mitigation staff continues to provide technical assistance to communities on the development, implementation, and maintenance of local mitigation strategies.

**9.3.2. Post Disaster Activities**

- **Hazard Mitigation Grant Program (HGMP)** - Oregon Emergency Management administers the HGMP. HGMP is authorized by Section 404 of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (the Stafford Act), Title 42, United States Code (U.S.C.) 5170c. The key purpose of HMGP is to ensure that the opportunity to take critical mitigation measures to reduce the risk of loss of life and property from future disasters is not lost during the reconstruction process following a disaster. HMGP is available when authorized under the Presidential major disaster declaration in the areas of the State requested by the Governor.
- **406 Mitigation** – Section 406 of the Stafford Act provides for direct federal assistance for repairs and improvements to eligible damaged public facilities. Mitigation measures (improvements) must be identified in the Project Worksheets (PW's). The aware of section 406 hazard mitigation projects is at the discretion of the FEMA Regional Director.

## 10. Incident Command System

### 10.1. General

General 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 County will utilize ICS for field operations in order to communicate with other responding agencies using common terminology and operating procedures.

Response to an incident by single discipline agencies (i.e., fire, law enforcement, EMS) will utilize a single Incident Commander within the ICS structure. As the incident progresses to include multiple jurisdictions and disciplines, a Unified Command will be used to the extent possible, and as deemed necessary.

During a single discipline response to an incident, the first on-scene emergency responder will take the necessary steps to establish an Incident Command Post (ICP), report a scene size-up, activate the appropriate ICS organizational elements required for incident management, delegate authority within the ICS organizational structure, and develop incident objectives on which subsequent incident action planning will be based.

Each agency deploying to the field will report back to the Marion County EOC through their liaison who is the Point of Contact (POC) for each respective agency or organization in either a single or Unified Command Structure.

### 10.2. Unified Command vs. Single Command

#### 10.2.1. Unified Command

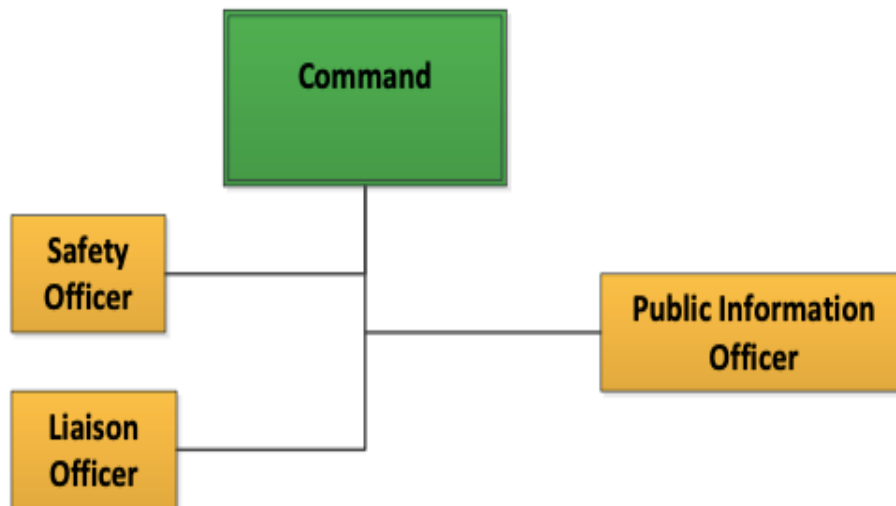
In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and federal agencies into the same organizational system, maximizing coordination of response activities and avoiding duplication of efforts. A wildfire lead would require the Fire Defense Board Chief or their designee. Those engaged as Unified Command agree on assignments in order to ensure specific Command tasks are accomplished. The structure enables members to resolve issue in a cooperative fashion and promotes a more efficient response.

Comparison of Single Incident Commander vs. Unified Command	
Single Incident Commander	Unified Command
<p>The Incident Commander is solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies.</p> <p>The Incident Commander is directly responsible for ensuring that all functional areas activities are directed toward accomplishment of the strategy.</p>	<p>The individuals designated by their jurisdictional and organizational authorities (or by departments within a single jurisdiction ) must jointly determine objectives, strategies, plans, resource allocations, and priorities and work together to execute integrated incident operations and maximize the use of assigned resources</p>

**10.2.2. Command Types**

The Command Staff function will be conducted in one of two ways: 1) as a single command (used when an incident occurs within single jurisdiction, and there is no jurisdictional or agency overlap, and a single IC can be designated); or 2) Unified Command (used when there are multiple agencies and multiple jurisdictions, and a single set of objectives need to be developed to guide incident management).

**COMMAND STAFF**



**10.2.3. Safety Officer**

The Safety Officer is responsible for the safety of emergency response personnel, EOC Command General Staff, and their operations. The Safety Officer’s responsibilities

Include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- 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 Unified Command, on-scene Incident Command, and Operations Chiefs as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.

#### **10.2.4. Public Information Officer**

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

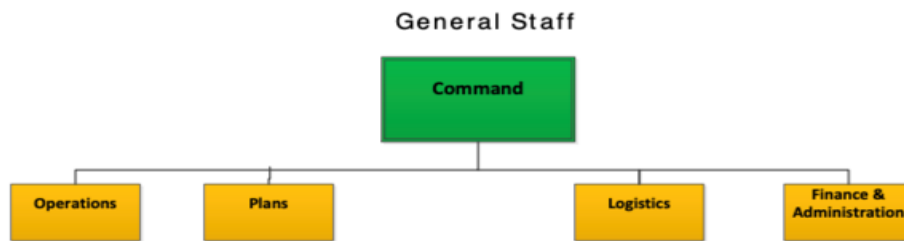
- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network using a JIS and, if applicable, participating in a JIC.
- Implementing information clearance processes with Unified Command.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

#### **10.2.5. Liaison Officer**

Specific liaison roles may be incorporated into the command structure established at the 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 point for local government officials, agency and tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resources status updates and limitations among personnel, capabilities, equipment, and facilities to Unified Command, government officials, and stakeholders.

### 10.2.6. General Staff



### 10.2.7. 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 Emergency Support Functions (ESF) that are involved in the incident.

The Operations Chief is responsible for:

- Developing and coordinating operations to carry out the IAP.
  - Directing implementation of unit operational plans.
  - Requesting resources as needed.
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

### 10.2.8. 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, liaise with the OTFC.
- Maintaining resource status
- Preparing and disseminating the IAP
- Conduct planning meetings
- Provide GIS / Mapping services



**10.2.9. 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.

**10.2.10. 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 County's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some 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 and procurement,
- Conducting cost analysis

**10.2.11. Area Command**

An area of operations will be established by the Incident Commander. This will vary depending on the size and magnitude of the event. Once established, or changes made to an existing area of operations, it will be communicated to all responders.

- Set overall incident-related priorities
- Allocate critical resources according to priorities
- Ensure that incidents are properly managed
- Ensure that incident management objectives are met and do not conflict with each other or with agency policy.
- Identify critical resources needs and report them to EOCs and / or multi-agency coordination entities.
- Ensure that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

**10.2.12. Multi-Agency Coordination**

A key component of NIMS is the development of a multi-agency coordination system that integrates the operations and functions of the Marion County EOC and field operations, guided by the principles embedded in the Incident Command System. In most cases, emergencies are handled by local fire departments, law enforcement agencies, medical service agencies, and communication/dispatch centers; but in larger emergencies or disasters, additional coordination support is required. In these situations, entities such as city EOCs and/or the Marion County EOC have critical roles in an emergency.

The County's incident management responsibility is directed and managed through Marion County Emergency Management. As a multi-agency coordination entity, Marion County Emergency Management will coordinate and manage disaster operations through the Marion County EOC to:

- Ensuring that each agency involved in incident management activities is providing appropriate situational awareness and resources status information to the Marion County EOC;
- Establish priorities between incidents and / or Area Commands in concert with the Incident Command or Unified Command involved;
- Acquire and allocate resources required by incident management personnel in coordination with the priorities established by the IC or UC;
- Anticipate and identify future resource requirements;
- Coordinate and resolve policy issues arising from the incident(s);
- Provide strategic coordination as required;
- Coordinate briefings, message tracking, situational reports, and establish a common operating picture;
- Financial tracking

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# 11. Plan Development and Maintenance

## 11.1. Plan Review and Maintenance

The EOP will be re-promulgated when a new senior elected or appointed official takes office or at 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 MCEM County 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 statuses of resources noted in the plan
- Evaluate the procedures outlined in the plan to ensure their continued viability

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

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

Marion County Emergency Management  
5155 Silverton Rd. NE  
Salem, Oregon 97305  
Or email at: [mcem@co.marion.or.us](mailto:mcem@co.marion.or.us)

## 11.2. 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 MCEM coordinates training for County personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region. Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training requirements MCEM maintains records and lists of training received by County 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:

- EMS personnel
- Law enforcement personnel
- EOC staff
- Volunteers
- Firefighters
- Public Works / Utility personnel
- Emergency Management Support
- Public

<b>Minimum Training Guideline</b>	
Emergency Personnel	Training Required
All personnel with a direct role in emergency management or emergency response	ICS-100 ICS -700
First line supervisor personnel in emergency management and incident response operations and other personnel that require higher-level ICS/NIMS training	ICS-100, ICS-200, IS-700
Personnel who may assume a mid-level management role (strike team leaders, task force leaders, unit leaders, division/group, supervisors, branch directors, etc.) in expanding incidents or have a staffing role in a multi-agency coordination center (Multi-Agency Coordination Centers, EOCs, etc.)	ICS-100, ICS-200, ICS-300, IS-700
Personnel who are expected to perform in a management capacity in an Area Command situation or multi-agency coordination center	ICS 300, ICS 400, IS-100, IS-200, IS-700, IS-701
Public Information Officers with a role in emergency management or response	G-0290, IS-100.b, IS-909, IS-029.A
Emergency Management or response personnel	IS-703
Emergency Management and response personnel with a role in the development of mutual aid agreements and / or mutual aid operational plans	IS-706
All Emergency Management and response personnel	IS-800

\*\*IS-220 Basic Emergency Operations Center Functions; G-191 Incident Command System / EOC Interface; E/L/G 2300 Intermediate EOC Functions.

**11.3. Exercise Program**

The County will conduct exercises throughout the year to test and evaluate this EOP. The County will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and Federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County 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 <http://hseep.dhs.gov>.

MCEM will work with County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through disaster management.

**11.4. Event Critique and After-Action Reporting**

In order to document and track lessons learned from exercises, MCEM will conduct a review, or “hot wash,” with exercise participants after each exercise. MCEM will also coordinate an AAR, which will describe the objectives of the exercise, document the results of the evaluation, and improve the County’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 Homeland Security Digital Library ([www.HSDL.org](http://www.HSDL.org)). MCEM will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by MCEM.

**11.5. Community Outreach and Preparedness Education**

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

Information about the County’s public education programs, hazard and mitigation information, and other disaster management and emergency services can be found on the County’s website at <https://www.co.marion.or.us/PW/EmergencyManagement/Pages/default.aspx>.

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## **12. Appendixes**

**Appendix A – Disaster Declaration Form**

**Appendix B – Incident Action Planning Cycle**

**Appendix C – References**

**Appendix D – Acronyms**

**Appendix E – Glossary of Key Terms**

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**Appendix A – Disaster Declaration Form**

**BEFORE THE BOARD OF COMMISSIONERS  
FOR MARION COUNTY, OREGON  
RESOLUTION NO. \_\_\_\_\_**

In the Matter of Declaring a State of Emergency

WHEREAS, ORS 401.305 provides authority for Marion County to act as an emergency management agency, including authority to establish policies and procedures for defining and directing responsibilities during time of emergency; and

WHEREAS, Marion County has enacted Marion County Code Chapter 2.35, pursuant to the authority granted by ORS Chapter 401 that provides for executive responsibility in times of emergency and specifically delegates authority to declare a Local State of Emergency to the County Board of Commissioners. If circumstances prohibit timely action of the Board of Commissioners the duties shall be performed by the Emergency Management Board Designee, Chair, Vice-Chair, third member of the Board, Chief Administrative Officer, Emergency Management Director, or the Sheriff (in this order); and

WHEREAS, the following conditions have resulted in the need for a Local State of Emergency;

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

WHEREAS, the following damage to life and property can be expected from the above conditions;

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

WHEREAS, the entire County is in a State of Emergency and if not the entire County, an emergency is declared for the following area(s);

\_\_\_\_\_  
\_\_\_\_\_

Now, therefore it is

RESOLVED that \_\_\_\_\_ (Emergency Management Board Designee, Chair, Vice Chair, third member of the board, Chief Administrative Officer, Emergency Management Director, Sheriff), formally declare a state of emergency for Marion County, effective on this \_\_\_\_\_, day of \_\_\_\_\_, \_\_\_\_\_ at \_\_\_\_\_, \_\_m, for the area described above; and it is further

RESOLVED that upon this declaration of a Local State of Emergency the undersigned official is empowered to assume centralized control and have authority over all departments and offices of the County, and further that the Marion County Emergency Management is empowered to carry out the appropriate function and duties identified in the County ordinance during times of emergency and shall implement the Marion County Emergency Operations Plan; and is further

RESOLVED that this declaration of a Local State of Emergency shall be taken before the Marion County Board of Commissioners at its next available meeting for ratification; and it is further

RESOLVED that this declaration of a Local State of Emergency shall expire upon further order of the Marion County Board of Commissioners.

\_\_\_\_\_  
\_\_\_\_\_

\_\_\_\_\_ (on a date certain after which the conditions giving rise to the emergency no longer exist; upon further order of the Marion County Board of Commissioners; or both, whichever comes first).

DATED this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

FOR THE BOARD OF COMMISSIONERS

For Marion County, Oregon

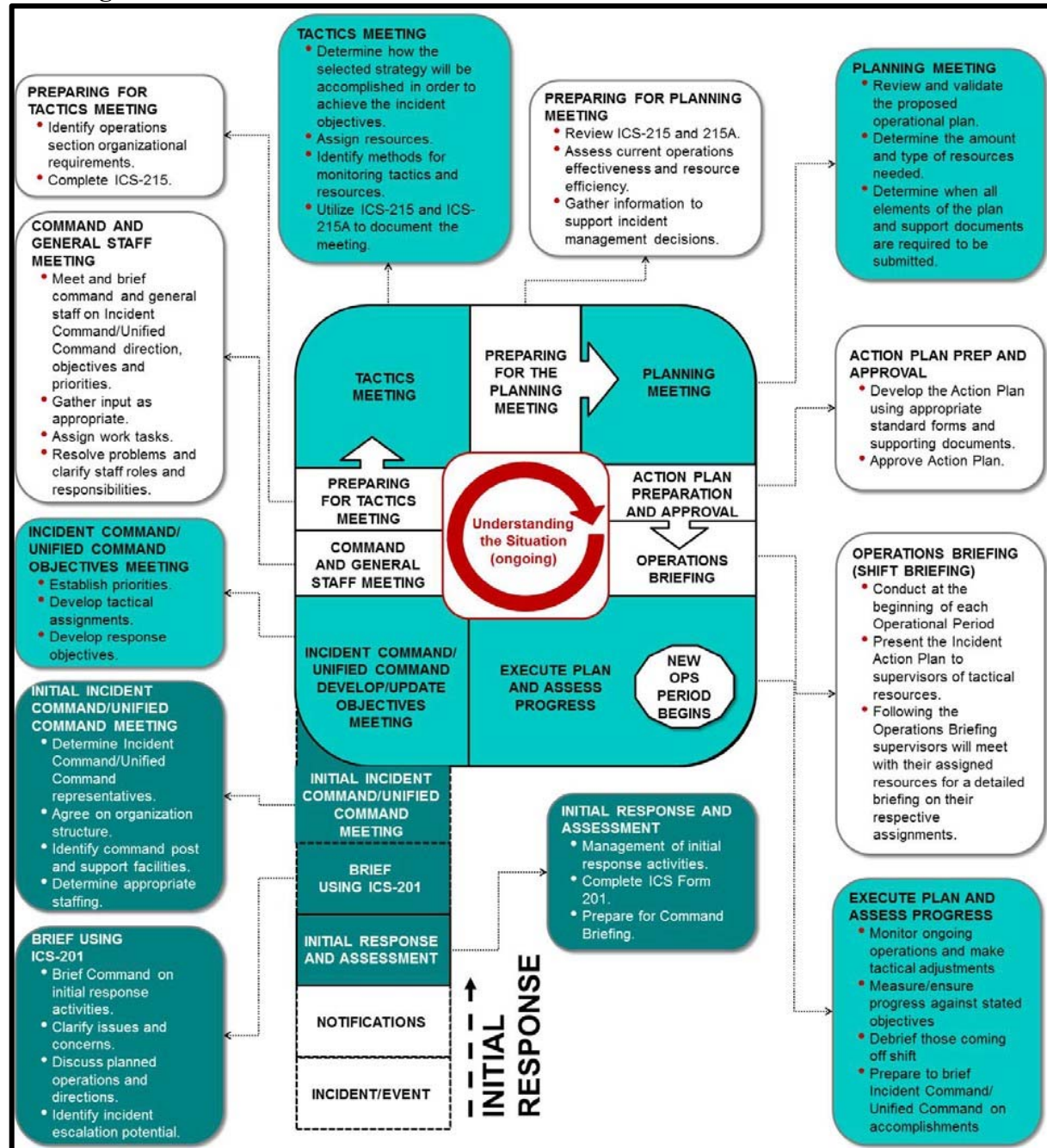
\_\_\_\_\_  
Name & Title

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## Appendix B – Incident Action Planning Cycle

An Incident Action Plan (IAP) is the vehicle by which Incident Command communicates their expectations and provides collaboration and participation among all levels of incident management. A complete IAP facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning “P” in Figure B-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.

### Planning “P”



An IAP should include the items listed in Table B-1, along with pertinent information on each item.

<b>Incident Action Plan Components and Sequence of Assembly</b>				
<b>Order</b>	<b>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*

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## Appendix C – References

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### **Marion County**

Copies of the following documents can be obtained by contacting the County Emergency Manager.

- Community Wildfire Protection Plan
- Continuity of Operations Plan
- Debris Management Plan
- Hazard Mitigation Plan
- Hazard Analysis

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### Appendix D – Acronyms

AAR	After Action Report
BOC	Board of Commissioners
CARTS	Chemeketa Rapid Regional Transportation System
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure and Key Resources
COOP	Continuity of Operations Plan
County	Marion County
CWPP	Community Wildfire Protection Plan
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
MCCEMP	Marion County Comprehensive Emergency Management Plan
MC EOP	Marion County Emergency Operations Plan
ESF	Emergency Support Function
GIS	Geographic Information System
HAZMAT	Hazardous Materials
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage Assessment
IMT	Incident Management Team
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination
NAWAS	National Warning System
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
PSAP	Public Safety Answering Point
SA	Support Annex
SOP	Standing Operating Procedure
UHF	Ultra-high frequency

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## Appendix E – 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 human-caused, 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.

**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.

**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

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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.

**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 human-caused, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and 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, sub-state 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.

**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 human-caused, 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.

**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 public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

**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.

**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 human-caused 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.

**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 MAC 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-based charity organizations and the American Red Cross. NGOs, including volunteer 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 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 those are normally distinct. Portability of radio technologies, protocols, and frequencies 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).

**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.

**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 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.

**Sub-state 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.

**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 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 human-caused 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, information management, command and management in order to form an effective system.

**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.

**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

**Source:** <https://nimcast.fema.gov/nimscast/index.jsp>

## Appendix F – Life Line Poster - Communication



# Communication

Communication is a key lifeline during a response connecting the whole community during and emergency and/or disaster. The resilience, redundancy and interdependencies of this sector will determine the timeline for restored capabilities and overall recovery.

<b>Key Findings</b>	<b>Recommendations</b>
<ul style="list-style-type: none"> <li>➤ Many providers share infrastructure and/or have their infrastructure co-located.</li> <li>➤ Stakeholders are well prepared to address winter storms and other disasters as long as there is access to their facilities. Transportation and energy are dually dependent on communication infrastructure. In addition trees, wind and ice are hazards that can impact the lifeline.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Develop partnerships with the communication providers and agencies to coordinate support, share resources, communicate needs and work together during an emergency and/or disaster.</li> <li>➤ Develop a Marion County Public Safety Communication Plan.</li> </ul>
<ul style="list-style-type: none"> <li>➤ During a power outage battery sustainability and generators would provide limited power for a varying duration of time depending on the fuel source and capacity. Redundancy is a needed resource for critical infrastructure that requires access and the supply of multiple fuel types.</li> <li>➤ All providers anticipate a 75-100% shut-down after a Cascadia event. Due to the roads and bridges being impassable connection could be served.</li> <li>➤ Largest barriers to respond in a Cascadia event include: staff ability to respond, access to facilities, shortage of supplies to repair infrastructure, time, funding, and political support.</li> <li>➤ Stakeholders recognize that their staff and families need to be prepared. To address this need they have supported mission of preparedness to be proactive instead of reactive in a disaster. Acknowledging that employee preparedness starts at home. There is a high regard for employee safety when responding to any emergency and/or disaster.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Enhance capabilities by building a multi-layer or cloud-based emergency communication network that can be accessed nationwide to strengthen redundancies across multiple communication networks.</li> <li>➤ Coordinate public-private damage assessments and incorporate assessment communication tools.</li> </ul>

## Appendix F – Life Line Poster - Transportation



Transportation is a key lifeline that facilitates the movement of people and resources throughout Marion and neighboring counties. During an emergency and/or disaster transportation is critical. All lifelines depend on the transportation system and it is increasingly important when planning response aid for people with access and functional needs populations.

Key Findings	Recommendations
<ul style="list-style-type: none"> <li>➤ ODOT considers I-5, and Highway 22 to be critical routes. Other critical concern includes bridges, roads, communication, and energy including power and fuel.</li> <li>➤ Much of the existing transportation infrastructure, including those of major roadways such as I-5, Highway 22, and Mission Road, are not seismically retrofitted and will likely experience structural failures during a Cascadia event.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Disperse transportation resources to prepare for “islands” of access.</li> <li>➤ Compose an agreement to permit transit operation outside current boundaries during an emergency or disaster.</li> <li>➤ Incorporate emergency or disaster planning into Transportation System plans.</li> </ul>
<ul style="list-style-type: none"> <li>➤ Following a Cascadia event transportation will be limited for 6-12 months as with each aftershock the infrastructure will have to be re-evaluated for damage</li> <li>➤ Transportation is a critical infrastructure that is interdependent on communication, water, and energy systems and requires coordination and collaboration during the response and recovery process.</li> </ul>	
<ul style="list-style-type: none"> <li>➤ Although winter storms continue to impact transportation systems, stakeholders respond to these events efficiently and continue to improve plans with every winter weather event. Down trees, debris, and accumulated ice impact the response of this lifeline.</li> <li>➤ Salem-Keizer Transit operates city and regional buses, dial-a-ride, Cherry Lift for people with disabilities, and coordinates non-emergency medical transport services. They provide about 4 million rides a year and are currently working to improve individual employee preparedness as well as existing emergency plans.</li> <li>➤ Salem-Keizer Public School transports an estimated 22,000 students a day including about 2,000 medically fragile students. The top priority for this organization is student safety.</li> </ul>	

## Appendix F – Life Line Poster - Energy



Key Findings	Recommendations
<ul style="list-style-type: none"> <li>➤ Generators are co-located by equipment and are used at critical infrastructure throughout the County; however, require various fuel types depending on the unit.</li> <li>➤ Oregon’s fuel storage facilities are location in Portland and are susceptible to failure due to soil liquefaction. The storage capacity on a normal day is 6 days; therefore, it is anticipated that fuel will be an undersupplied commodity during a Cascadia event. It will take 3-6 weeks to reacquire fuel.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Develop relationships with private sector partners who can receive, store, and transport gasoline and diesel.</li> <li>➤ Develop plans for public-private cooperation’s to restore electrical infrastructure.</li> <li>➤ Create public-private partnerships to motivate individual and commercial use of alternative energy sources; stimulating resiliency throughout the whole community to improve the response and recovery process.</li> </ul>
<ul style="list-style-type: none"> <li>➤ Energy is interdependent on transportation, communications, and water as access to critical infrastructure is vital; for example, not having access to roads nor having the ability to communicate with responder’s leaves the energy sector extremely vulnerable. In addition, there is a need for energy in powering water treatment plants. The risk vulnerability is particularly heightened in areas where access via bridges or singular roads is susceptible to failure.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Develop a County Energy Assurance Plan.</li> <li>➤ Create a multi-faceted communication network between energy sector stakeholders and interdependent public energy organizations.</li> <li>➤ Create public-private partnerships to motivate individual and commercial use of alternative energy sources; stimulating resiliency throughout the whole community to improve the response and recovery process.</li> </ul>
<ul style="list-style-type: none"> <li>➤ The EPA regulates energy in terms of emissions limiting the capacity to produce additional energy resources.</li> <li>➤ Damage assessments will be critical to capture the impacts to this lifeline. Downed trees, ice, high winds can impact the resiliency of emergency as a lifeline.</li> <li>➤ The energy sector also prepares and mitigates against human-made disasters, such as cyber-attacks.</li> <li>➤ The energy sector grants people with un interrupted services due to medical status during non-catastrophic events.</li> <li>➤ An estimated 1-3 months of electrical service interruption during a Cascadia event.</li> </ul>	

## Appendix F – Life Line Poster - Water



<p>Water-wastewater is a key lifeline that provides capabilities for other lifelines during an emergency or disaster. The resilience, redundancy, and interdependencies of this sector will determine the timeline for restored capabilities and overall recovery.</p>	
Key Findings	Recommendations
<ul style="list-style-type: none"> <li>➤ People living in unincorporated areas of Marion County rely on wells and septic tanks.</li> <li>➤ Low water reserves and low river flow pose a serious threat to the water supply.</li> <li>➤ Some infrastructure pertaining to water systems are old which increases the risk vulnerability to withstand a Cascadia event. Impacted infrastructure located near rivers could cause service disruptions and flooding during an event or incident. Power is vital to the water facilities.</li> <li>➤ Generators are co-located at critical facilities and need to be maintained requiring various fuel types in order to support redundancy.</li> <li>➤ Road access is vital to conduct damage assessments and/or repair impacted facilities.</li> </ul>	<ul style="list-style-type: none"> <li>➤ Develop a secondary energy source in order to maintain SCATA.</li> <li>➤ Review and update curtailment guidelines and water priorities.</li> <li>➤ Pre-register contractors for water infrastructure response efforts.</li> <li>➤ Seismically retrofit, update, and/or move critical facilities.</li> <li>➤ Replace water pipelines to increase infrastructure efficiency and resiliency.</li> <li>➤ Increase capacity to isolate portions of water systems.</li> <li>➤ Develop and improve plans for mass distribution of water.</li> <li>➤ Support and participate in the North Santiam Drought Contingency Plan Process.</li> </ul>