
Marion County
Emergency Operations Plan



April 2012

Prepared for:
Marion County

Prepared by:
ECOLOGY AND ENVIRONMENT, INC.

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Preface

The Marion County Emergency Management Program is governed by a wide range of laws, regulations, plans, and policies. The program is administered and coordinated by the Marion County Department of Public Works. The program receives its authority from Oregon Revised Statutes, which are the basis for Oregon Administrative Rules. The National Response Framework, the National Contingency Plan, and the State of Oregon Emergency Management Plan provide planning and policy guidance to counties and local entities. Collectively, these documents support the foundation for this Marion County Emergency Operations Plan.

This Emergency Operations Plan is an all-hazard plan describing how Marion County will organize and respond to events. It is based on and is compatible with the laws, regulations, plans, and policies listed above. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other federal, state, local, tribal, and private-sector partners. Use of the National Incident Management System/Incident Command System is a key element in the overall county response structure and operations.

Response to emergency or disaster conditions in order to maximize the safety of the public and to minimize property damage is a primary responsibility of government. Marion County's goal is to respond to such conditions in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Marion County has adopted the principles of the National Incident Management System, the National Response Framework, and the Incident Command System. Marion County also maintains this Emergency Operations Plan with supporting plans/annexes and an Emergency Operations Organization to address response to major emergency or disaster events.

Marion County public officials, departments, and employees that perform emergency and/or first response functions must be properly prepared. Department heads and elected officials shall, to the extent possible, ensure that necessary training is provided for themselves and their employees to further prepare Marion County staff for successfully carrying out assigned emergency response roles. To the extent possible, procurement and maintenance of essential response equipment will also be accomplished in support of this goal.

All emergency response personnel and essential support staff in Marion County must be familiar with this plan and the supporting procedures and documents.

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Letter of Promulgation

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Plan Administration

The Marion County Emergency Operations Plan, including appendices and annexes, will be reviewed and approved every five years or as appropriate after an exercise or incident response. All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Record of Plan Changes

Date	Change Number	Summary of Changes
2008	Original Release	
Oct 2009	001	Chapter 2 Update
2/8/2011		Introduction & ESF 1
2/25/2011		Situation & Panning Assumptions; ESF 2 & ESF 3
3/25/2011		Roles & Responsibilities ESF 4 & ESF 5
4/22/2011		Command & Control ESF 6 ESF 7
5/27/2011		ESF 8 ESF9
6/24/2011		Plan Development & Trng ESF 10 & ESF 11
7/22/2011		ESF 12 & ESF 13
8/26/2011		ESF 14 & ESF 15

Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided. The recipient will have the responsibility for updating the Emergency Operations Plan when changes are received. The

Plan Administration (Cont.)

Annex Assignments

Section/Annex	Assignment
ESF 6 Mass Care, Housing, and Human Services	Marion County Emergency Management Marion County Health Department American Red Cross
ESF 7 Resource Support	Marion County Emergency Management Marion County Health Department
ESF 8 Public Health and Medical Services	Marion County Health Department
ESF 9 Search and Rescue	Marion County Sheriff's Office Search and Rescue Communications
ESF 10 Oil and Hazardous Materials	Salem Fire Department
ESF 11 Food and Agriculture	Marion County Emergency Management Oregon State University (OSU) Extension Services
ESF 12 Energy	Marion County Emergency Management Local Utilities
ESF 13 Public Safety and Security	Marion County Sheriff's Office
ESF 14 Long-Term Community Recovery and Mitigation	Marion County Emergency Management
ESF 15 External Affairs	Marion County Emergency Management Marion County Public Information Officer
IA1 Severe Weather/Landslides	Marion County Emergency Management
IA2 Flood (Including Dam Failure)	Marion County Emergency Management
IA3 Drought	Marion County Emergency Management
IA4 Wildfire	Marion County Fire District Defense Board
IA5 Hazardous Materials (Accidental Release)	Salem Fire Department Regional HAZMAT Team
IA6 Earthquake/Seismic Activity	Marion County Emergency Management
IA7 Volcanic Activity	Marion County Emergency Management
IA8 Terrorism	Marion County Sheriff's Office Local Fire Departments
IA9 Public Health-Related	Marion County Health Department
IA10 Animal and Agriculture-Related	Marion County Emergency Management Keizer Animals Rescue Emergency Shelter

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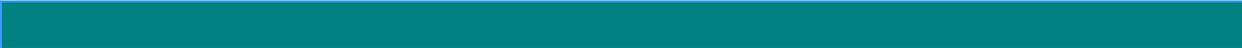
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- IA3 – Drought
- IA4 – Wildfire
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- IA6 – Earthquake/Seismic Activity
- IA7 – Volcanic Activity
- IA8 – Terrorism
- IA9 – Public Health-Related
- IA10 – Animal and Agriculture-Related

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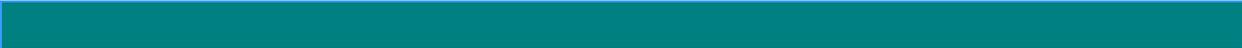


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List of Abbreviations and Acronyms

AOC	Agency Operations Center
ARC	American Red Cross
ARES	Amateur Radio Emergency Services
BOC	Board of Commissioners
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Marion County
DEQ	Oregon Department of Environmental Quality
DSHS	Department of Social and Health Services
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EM	Emergency Management
EMBD	Emergency Management Board Designee
EMD	Emergency Management Director
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
ECC	Emergency Coordination Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
Governor	Governor of Oregon
GRP	Geographic Response Plans
HazMat	Hazardous Materials
HPP	Hospital Preparedness Plan

List of Abbreviations and Acronyms (Cont.)

IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
MC	Marion County
MCSO	Marion County Sheriff's Office
MOC	Medical Operations Center
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NOAA	National Oceanographic Atmospheric Administration
NORCOM	North Marion County Communications
NRF	National Response Framework
ODA	Oregon Department of Agriculture
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OR-OSHA	Oregon Occupational Safety and Health Division
ORS	Oregon Revised Statute
OSU	Oregon State University
PIO	Public Information Officer
PNP	Private Nonprofit
POD	Point of Dispensing
PSAP	Public Safety Answering Point
SAR	Search and Rescue
SAT	Salem Area Transit
SCCC	Santiam Canyon Communications Center
Sherriff	Marion County Sheriff
SOP	Standard Operating Procedures
SSF	State Support Function

List of Abbreviations and Acronyms (Cont.)

SWAT	Strategic Weapons and Tactical Team
UC	Unified Command
U.S.	United States
USACE	United States Army Corps of Engineers
USDA	United States Department of Agriculture
UHF	Ultra High Frequency
VCOAD	Valley Community Organizations Active in Disasters
VHF	Very High Frequency
WVCC	Willamette Valley Communications Center
WMD	Weapons of Mass Destruction

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Basic Plan

1

Introduction

1.1 Purpose

The Marion County Emergency Operations Plan (EOP) provides a framework for coordinated response and recovery activities during any type or size of emergency. **This plan is primarily applicable to extraordinary situations; it is not intended for use in response to typical, day-to-day, emergency situations.** The plan also provides specific information on direction and control, with guidance for all first responders and governmental agencies on strategic and tactical procedures supporting all phases of an emergency. This EOP complements the State of Oregon (State) Emergency Operations Plan and the National Response Framework (NRF). It also identifies all Emergency Support Functions (ESFs) and critical tasks needed to support a wide range of response activities.

The objectives of this plan are to:

- Provide strategic and tactical procedures to support the primary responsibilities of Marion County (the County) during all phases of an emergency;
- Integrate multi-agency, regional, (Counties with a mutual aid agreement: Benton, Clackamas, Columbia, Hood River, Lincoln, Linn, Multnomah, Polk, Tillamook, Washington and Yamhill) and, if applicable, tribal coordination into emergency operations through implementation of the Incident Command System (ICS)/National Incident Management System (NIMS);
- Establish clear lines of authority and succession during any type of emergency;
- Define roles and responsibilities spanning various departments, agencies, divisions, and management levels in support of critical functions;
- Outline clear guidelines and procedures for ensuring consistent and timely release of emergency public information (see Emergency Support Function (ESF) 15);

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- Provide clear guidelines and procedures for requesting and allocating resources to support emergency operations (see ESF 7); and
- Provide a base for emergency operations plans developed by each incorporated municipality within Marion County.

1.2 Scope and Applicability

This plan incorporates procedures supporting all facilities, operations, and personnel to be relied on during any type of emergency. The Marion County EOP supports a program for emergency management consistent with and supplemental to the State of Oregon Emergency Management Plan (EMP). In addition, it functions as a bridge between local, State, and Federal emergency management systems.

Organized as a Basic Plan, the County EOP describes roles, responsibilities, and concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and county governments. Fifteen ESF Annexes supplement the information in the Basic Plan and are consistent with support functions identified in State and Federal plans. Each ESF serves as an operational-level mechanism for identifying primary and support entities to maintain capabilities for providing resources and services most likely to be needed throughout all phases of an emergency. If capabilities or resources prove limited or unavailable to the County during an emergency or disaster, escalation pathways and resource request procedures are clearly defined in each ESF for seeking additional resources through State or Federal agencies.

Additionally, Incident Annexes (IAs) are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and man-made/technological hazards that could pose a threat to Marion County. Incident types are based on the hazards identified in the most recent Hazard Identification and Vulnerability Assessment conducted for the County. Incident-specific annexes in support of the Marion County EOP include the following:

Marion County Incident Annexes (IAs)	
Annex Number	Hazard
IA 1	Severe Weather/Landslides
IA 2	Flood (including dam failure)
IA 3	Drought
IA 4	Wildfire
IA 5	Hazardous Materials (accidental release)
IA 6	Earthquake/Seismic Activity
IA 7	Volcanic Activity
IA 8	Terrorism (including WMD and CBRNE incidents)
IA 9	Public Health-Related
IA 10	Animal/Agriculture-Related

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Note: Resource shortages and civil disobedience are considered secondary risks during any emergency situation.

The intent of the Marion County EOP is to provide guidance and strategic activities for responding to any type of incident impacting a significant portion of the County. Individual communities and incorporated cities may maintain similar plans or procedures for implementation in response to localized incidents or initial activities prior to escalation to the County. If the County EOP is activated during an incident or countywide emergency declaration, cities and communities will adopt command and control structure and procedures representative of county response operations in accordance with NIMS and ICS requirements.

Procedures supporting NIMS implementation and training for the County have been developed and formalized by Marion County Emergency Management. In addition, Continuity of Operations (COOP) plans have been completed for Marion County and Cities within, and, when combined with the EOP, ESFs, and IAs, can be collectively referred to as a Comprehensive Emergency Management Plan for the County. Thus, each document lends a unique set of procedures and guidelines for supporting emergency preparedness, response, and recovery.

1.3 Relationship to Other Plans

Homeland Security Presidential Directive-5 directed the Secretary of Homeland Security to develop, submit for review by the Homeland Security Council, and administer NIMS and NRF. NIMS, including ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning across jurisdictions to include non-governmental agencies and private companies.

The National Response Plan, which complements the NRF, organizes the types of Federal response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities. Oregon's EMP, Volume II, follows the ESF format in designating similar State Support Functions (SSFs). Table 1-1 summarizes SSFs and notes responsible lead State agencies.

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Table 1-1 State Support Functions

SSF	Function	Primary Responsible State Agency
1	Transportation	Oregon Department of Transportation
2	Communications	Oregon Department of Administrative Services
3	Public Works and Engineering	Oregon Department of Transportation
4	Fire Fighting	Oregon State Fire Marshall
5	Emergency Management	Oregon Emergency Management
6	Mass Care, Housing, and Human Services	Oregon Department of Human Services, Public Health Division
7	Resource Support	Oregon Department of Administrative Services
8	Public Health and Medical Services	Oregon Department of Human Services, Public Health Division
9	Urban Search and Rescue	Oregon Emergency Management
10	Oil and Hazardous Materials	Oregon Department of Environmental Quality Oregon State Fire Marshall
11	Food and Agriculture	Oregon Department of Agriculture
12	Energy	Oregon Department of Administrative Services Oregon Office of Energy Oregon Public Utility Division
13	Public Safety and Security	Oregon Department of Justice Oregon State Police
14	Long-Term Community Recovery and Mitigation	Oregon Department of Economic and Community Development
15	External Affairs	Oregon Emergency Management

Table 1-2 summarizes Marion County ESFs and highlights lead agencies or entities responsible for coordinating resources and activities within the jurisdiction. At a minimum, all emergency response personnel must be familiar with the NRF and have a working knowledge of the plans listed below.

Table 1-2 Marion County Emergency Support Functions

ESF	Function	Primary Responsible Agency or Entity
1	Transportation	Marion County Emergency Management
2	Communications	Marion County Emergency Management North County Communications Santiam Canyon Communications Center Willamette Valley Communications Center Marion County Interoperability Council
3	Public Works and Engineering	Marion County Public Works Department
4	Fire Services	Marion County Fire Defense Board
5	Emergency Management	Marion County Emergency Management
6	Mass Care, Housing, and Human Services	Marion County Emergency Management
7	Resource Support	Marion County Emergency Management Marion County Health Department
8	Public Health and Medical Services	Marion County Health Department

Table 1-2 Marion County Emergency Support Functions

ESF	Function	Primary Responsible Agency or Entity
9	Search and Rescue	Marion County Sheriff's Office
10	Oil and Hazardous Materials	Salem Fire Department Regional HazMat Team 102 nd Civil Support Team
11	Food and Agriculture	Marion County Emergency Management
12	Energy	Marion County Emergency Management
13	Public Safety and Security	Marion County Sheriff's Office
14	Long-Term Community Recovery and Mitigation	Marion County Emergency Management
15	External Affairs	Marion County Board of Commissioners Marion County Public Information Officer

State of Oregon Emergency Management Plan

The Oregon EMP is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.092 which are designed to coordinate the activities of all public and private organizations that provide emergency services within this state and to provide for and staff a State Emergency Coordination Center to aid the Governor of Oregon (Governor). ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP includes three volumes:

- Volume I: *Preparedness and Mitigation* includes plans and guidance necessary for State preparation to resist a disaster's effects. Sections include: disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
- Volume II: *Emergency Operations Plan*, referred to as the Basic Plan, broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the emergency management organization and includes a Hazard Specific Plans and Procedures appendix. Volume II describes management functional areas common to most major emergencies or disasters, such as communications, public information, and others.
- Volume III: *Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.

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Activation and implementation of the Oregon EMP (or specific elements of the plan) may occur under various situations. The following criteria would result in activation of the EMP, including the EOP:

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.
- The Governor issues a “State of Emergency.”
- A statewide disaster is imminent or occurring.
- Terrorist activities or Weapons of Mass Destruction (WMD) incidents are occurring or imminent.
- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University and/or Reed College.
- A community emergency (or other appropriate Chemical Stockpile Emergency Preparedness Program Emergency Classification Level) involving the Umatilla Chemical Depot occurs.
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities.
- A geographically-limited disaster requires closely coordinated response by more than one state agency.
- An affected city or county fails to act.

Continuity of Operations Plans

Marion County is in the process of developing a COOP. However, once they have been developed and implemented for the County, 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;

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- 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.

City Emergency Operations Plans

The Marion County EOP provides a basis of information for emergency operations plans developed by each incorporated municipality within Marion County. The following incorporated municipalities have NIMS-compliant EOPs.

- Aumsville
- Aurora
- Detroit
- Gates
- Gervais
- Hubbard
- Idanha
- Jefferson
- Keizer
- Mt. Angel
- Salem
- Silverton
- St. Paul
- Stayton
- Turner
- Woodburn

All city EOPs are consistent to the County EOP and each complements the other, resulting in streamlined emergency planning and response efforts within the County.

As of the revision date of this plan, written EOPs for the following cities have not been reviewed or revised: City of Sublimity. Both incorporated and unincorporated municipalities that have not developed written EOPs are covered by this County EOP.

Agency and Organization-Specific Plans

A number of agency-specific plans and organizational procedures are available to support the County EOP and individual ESFs. These plans and procedures are interrelated and have a direct influence on the County's preparation prior to a major emergency or disaster, its activities in response to such an emergency or

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disaster, and its ability to successfully recover from such incidents or events. These plans also provide local, county, regional, and state agencies and entities with a consolidated framework for coordinating activities and resources, thus promoting efficient use of resources during all phases of emergency management.

1.4 Authorities

The following section highlights significant County and State regulations and plans governing activities for responding to major emergencies and disasters.

Under the provisions of Homeland Security Presidential Directive–5, the Secretary of Homeland Security is the principal Federal official for domestic incident management.

1.4.1 Legal Authority

This plan is issued in accordance with and under the provisions of ORS, Chapter 401, and establishes the procedures outlined in Chapter 2.35 of the Marion County Code, adopted by the Marion County Board of Commissioners (BOC) on November 2, 1994. This ordinance was amended by Ordinance Number 1198 on August 18, 2004. It is compatible with the Marion County Order of January 13, 1989, which established a County Emergency Management division, under the direction of the Emergency Management Director (EMD) and adopted the County’s Emergency Operations Plan, as authorized in ORS 401.305.

The organizational and operational concepts set forth are promulgated under the following authorities:

- A. Federal
 1. Federal Civil Defense Act of 1950, PL 81-950 as amended
 2. The Disaster Relief Act of 1974, PL 93-288 as amended
 3. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
 4. Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
 5. Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance
 6. EO 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988

- B. State Of Oregon
 1. Oregon Revised Statutes 401.305 through 401.335.
 2. Executive Order of the Governor

- C. Marion County
 1. Marion County Ordinance #995, amended by Chapter 2.35 of the Marion County Code.

1. Introduction**1.4.2 Declaration of Emergency**

In the context of the County EOP, a disaster or major emergency is considered 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. In accordance with ORS 401.025 and the Marion County Code, Chapter 2.35, the responsibility for Emergency Management and direction and control in a time of disaster belongs to the elected BOC. A member of the BOC is designated as the Emergency Management Board Designee (EMBD) and is the chairman of the Marion County Policy Group, when the Emergency Coordination Center (ECC) is activated.

The EMBD is empowered to assume executive control over all departments, divisions, and offices of Marion County during a state of emergency. The EMBD, with support from County legal staff and the Chief Administrative Officer will make an emergency declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration. Under such conditions, this plan will be implemented. If possible, an initial damage assessment (IDA) will be conducted by local jurisdictions and/or the County prior to requesting State or Federal assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

OEM has set forth the following criteria necessary in declaring a local emergency:

- Describe the circumstances impacting an identified area;
- Identify the problems for which assistance is needed; and
- Clearly state what has been done locally to respond to the impact and needs.

When an emergency or disaster arises, and it is determined that conditions have progressed past the manpower, equipment, or other resource capabilities of the affected municipality or County department, a mayor or County department head will request that the following officials activate this EOP and the County ECC:

- EMD or designee
- EMBD

Marion County's local declaration process involves an escalation through the EMBD for a formal declaration of emergency or disaster. The declaration will be forwarded to the State of Oregon through OERS and OEM for review by the Governor. After exhausting available resources from mutual aid agencies, and if the Governor issues an emergency or disaster declaration, OEM will be contacted via the OERS for allocation of State resources to support the response. Draft

1. Introduction

emergency/disaster declaration templates for Marion County and incorporated cities are included in Appendix A.

During a suspected or confirmed public health emergency, the Marion County Health Department Administrator advises the EMBD to make a declaration; the EMBD then signs the declaration and forwards it to the State for review by the Governor. Human isolation and quarantine issues will be addressed by the Marion County Health Department Administrator. A court order to implement formal procedures must be requested and issued through the Marion County BOC. Following the issuance of a court order, isolation and quarantine measures would be implemented and enforced within the County.

Animal quarantine measures will be implemented through Oregon Department of Agriculture (Animal Health Division) and DO NOT require a court order. The Area Veterinarian in charge for the United States Department of Agriculture/Animal and Plant Health Inspection Service/Veterinary Services will assist the State Veterinarian as appropriate in any animal health emergency. Most likely, support from the State Brand Inspector, State agricultural agencies, Cooperative Extension Services, and the Oregon Department of Human Services would be included in these procedures. Formal quarantine measures will be implemented, following existing procedures established in the Oregon Animal Disease Emergency Management Plan as set forth by Oregon Department of Agriculture (ODA). Response activities may also be supported by the ODA's Veterinary Emergency Response Teams.

1.4.3 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted from the County EMD to the Director of OEM according to provisions outlined under ORS Chapter 401. Refer to ESF 7 for more detailed information regarding available resources and coordination procedures established for the County.

The executives of Marion County's incorporated cities are responsible for the direction and control of their community's resources during emergencies. Each city's executive is responsible for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through Marion County Emergency Management via the County ECC. County Emergency Management processes subsequent assistance requests to the State.

In the case of emergencies involving fires threatening life and structures, the 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. The local Fire Chief and Marion County Fire Defense Board Chief assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire

1. Introduction

Marshal reviews the information and notifies the Governor, who authorizes the act.

Resource Typing

Resource typing is a method for standardizing nomenclature used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

Within many of the resource types are divisions for size, power, or quantity. These are commonly listed as Type I, Type II, Type III, and so on. If interpreted properly, a resource typing list can increase the usefulness of the tools requested in an emergency and may reduce costs by eliminating orders for equipment inaccurate or inappropriate for the situation. Response personnel and support staff should practice using resource typing lists and become familiar with the standard terminology for commonly requested resources.

1.4.4 Lines of Succession

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):

- The chair of the board (if different from the EMBD),
- The vice-chair of the board (if different from the EMBD),
- The third member of the board (if different from the EMB),
- The Chief Administrative Officer (CAO).
- The Emergency Management Director, and
- The Sheriff. [Ord. 1198 § 3(II), 2004; Ord. 995 § 4, 1994.]

The line of succession for Marion County Emergency Management is as follows.

- EMD
- Deputy EMD
- Emergency Management Program Manager
- Any person designated by the EMD

1. Introduction

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.

1.5 Liability

Liability issues and potential concerns among government agencies, private entities, other response partners, and across jurisdictions are addressed in existing mutual aid agreements and other formal memorandums established for Marion County and its surrounding areas. Existing mutual aid agreements are identified in Appendix D of this plan. Copies of these documents can be accessed through the County Emergency Management Coordinator. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

1.6 Mutual Aid and Memoranda of Understanding

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 event 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. 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).

1. Introduction

Note that under the Emergency Conflagration Act (ORS 476.510-610), the Governor (or other authorized State officer) may make available for use and duty in any county, city, or district, any part of the local fire-fighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available fire-fighting resources. Response personnel acting under these provisions will be considered agents of the State and will not be held liable for any injury to person or property resulting from the performance of their duties.

1.7 Safety of Employees and Family

All department heads or designees are responsible for the safety of employees. Employees should attempt to make contact with their supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should not be utilized as a common communication mechanism unless it is reflective of a need for emergency assistance or resources. Agencies and departments with developed COOPs will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow 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 maintaining overall response activities required to protect the community and overall county from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while also providing health and medical services during a pandemic or other type of public health emergency. Plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak reside with Oregon Occupational Safety and Health Administration (OR-OSHA). Safety precautions and personal protective equipment decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, Oregon OSHA may provide assistance and guidance on worker safety and health issues. Information regarding emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 and in this EOP's Incident Annexes.

Processes in support of employees and their families during emergency situations or disasters will be further developed upon finalization of COOP plans and other medical/health related procedures.

1.8 Financial Management and Expense Tracking

Expenditure reports should be submitted to the County Administrative Officer and managed through Marion County Finance Department to identify budgetary shortfalls. The County Human Resources Director will support procurement issues related to personnel, both volunteer and paid. In addition, copies of

1. Introduction

expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests.

Refer to ESFs 5 and 14 for additional information regarding financial management procedures to be used throughout the duration of an emergency or disaster.

2

Situation and Planning Assumptions

2.1 2.1 Situation

The County is exposed to many hazards, all of which have the potential for disrupting the community, causing damage, and creating casualties. Possible natural hazards include droughts, floods, wildfires, and winter storms. There is also the threat of a war related incident such as a nuclear, biochemical or conventional attack. Other disaster situations could develop from hazardous material accidents, health related incidents, conflagrations, major transportation accidents, or acts of terrorism.

A major disaster or emergency will cause environmental damage, injuries, property loss, and disruption of essential public services and could impact regional economic, physical, and social infrastructures. The extent of casualties and damage will reflect factors such as when the event occurs, how severe it is, weather conditions, population density, and the possible triggering of secondary risks, such as fires and floods. Initial emergency response activities focus primarily on minimizing loss of life, property, and damage to critical infrastructure, including cultural and economic assets. Historically, these activities have been carried out by traditional first responders, such as fire services and law enforcement. Local governments develop, maintain, and implement Emergency Operation Plans (EOP) and associated training programs that address all hazards. Agency-specific procedures and protocols established for support functions and critical tasks will be implemented in conjunction with the County EOP as needed or required.

A number of emergency situations can result in overwhelming the capabilities and resources of local governments and jurisdictions during response operations. Thus, it is imperative that this jurisdiction establish clear lines of authority, formalize resource request and allocation procedures, and activate contingency plans, including mutual aid agreements, to acquire additional regional, State, and Federal resources as needed.

2.1.1 Community Profile

Marion County comprises an area of 1,200 square miles and extends from the Willamette River to the Cascade Mountains. The county is located in the heart of the Mid-Willamette Valley and is bound by the Willamette River and Interstate 5

2. Situation and Planning Assumptions

in the west, and the North Santiam River and Highway 22 in the south. In 2004 Marion County had a total population of 288,450, of which approximately 71% (205,634 people) resided in 20 incorporated cities including Salem (population 140,997). Approximately 29% (82,816 people) of the total population reside in the unincorporated areas of the county.

The natural features of Marion County make the environment and population vulnerable to natural disaster situations including; flooding, 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 FEMA flood plain mapping and earthquake resistant designs. The county is located in the Pacific northwest Cascadia Subduction zone, which is a risk of a magnitude 8.0 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 20 miles east of Salem.

Vulnerable populations include children, seniors, people living in poverty, people who do not speak English, and disabled citizens may be disproportionately impacted by natural hazards. According to the 2000 census, approximately 13.5% of individuals live in poverty in Marion County, of whom 7.4% are over 65 years of age. Approximately 9.6% are families and of that, 15.1% include children under 18 years of age. Approximately 19.5% of Marion County's population over the age of five speaks a language other than English at home. An inability to speak or read English may present a challenge to County and city Emergency Management Directors (EMD); in certain areas it may be advisable for EMDs and emergency response agencies to have instructions and information available in different languages.

2.1.2 Hazards and Threats

A wide range of natural and human-caused hazards and threats have the potential to disrupt the community, causing casualties and/or damaging property and the environment. These are discussed in the following sections.

2. Situation and Planning Assumptions

2.1.2.1 Earthquake

Marion County has a history of major earthquakes which have occurred in 1941 (magnitude 7.1), 1962 (magnitude 5.2), 1993 (magnitude 5.7), and 2001 (magnitude 6.8). The 1993 Scots Mills earthquake was centered in Marion County. Damages included; cracks in buildings, plaster falling from walls, crumbling of 100-year old brick and mortar buildings; and at Wal-Mart several employees were overcome by fumes from mixed chemicals.

A subduction zone type of earthquake with magnitude 8-9 is estimated to occur at an interval of 300-700 years for the state of Oregon; the previous earthquake was recorded in 1700. Additionally a crustal earthquake along the Mt. Angel Fault is considered high due to activity within the past 100 years. An earthquake loss calculation predicts for a major seduction zone type earthquake Marion County would likely experience 9 deaths, 499 injuries, and \$776 million in economic losses for buildings (not including unreinforced masonry buildings). Critical routes, bridges, hospital and schools are at substantial risk in the event of a major earthquake (6.5 or greater).

2.1.2.2 Flood

Marion County has experienced two major floods and three lesser floods during the last 35 years. During 1996 multiple floods affected the county. In February overflow from the Little Pudding River inundated secondary roads, homes, and farmlands. Two State parks along the Willamette River suffered losses and three houses flooded in the Keizer area. Damages totaled approximately \$24 million dollars. In November, Salem received about six inches of rain over a 48-hour period. The Salem-Keizer sewer system swamped and discharged raw sewage into the Willamette River, a Keizer subdivision flooded damaging several homes, five rural homes were evacuated, roads were closed, and flood waters wiped out a 70-foot section of Parker Road, one person was seriously injured. In January of the following year heavy rains again caused flooding. Five thousand residents lost power, fallen trees backed up sewer lines, and subdivisions near Keizer once again flooded causing hundreds of thousands of dollars in damage.

There is an estimated 14% annual probability of significant flooding in Marion County. It is also estimated that 15-20% of Marion County's population is vulnerable to the effects of a 100-year flood. In the event of a 100 year flood it is like that evacuations and emergency food and shelter would be required, there would be flood-water contamination, and damages ranging from \$25 to \$50 million dollars.

2.1.2.3 Severe Weather

Severe weather hazards include heavy rainfall, windstorms, snow and ice storms. Marion County has experienced several disruptive storms including heavy snow storms and ice which occurred most notably in 1937 when Salem recorded 26 inches of snow from a single storm resulting in over \$50,000 (in 1937 dollars) in damage. Marion County has also experienced powerful windstorms. Most of these storms resulted in building and property damage, utility failures, and in some cases injury or death. In 1962, a 58mph windstorm killed 2 people in Salem

2. Situation and Planning Assumptions

(38 in the Willamette Valley) and caused \$8 million dollars of damage in Marion County as a whole. In 2002, gusts of up to 70 mph caused the roof to blow off of a post office and closures to Highway 22 and 99 due to debris.

2.1.2.4 Civil Disorder / Terrorism

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

2.1.2.5 Dam Failure

Portions of Marion County are vulnerable in the event of a catastrophic failure of the Detroit, Hills Creek, Cougar, or Lookout Point dams. 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.

2.1.2.5 Transportation Accident 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. 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.

2.1.2.6 Wildland Interface Fire

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.

2. Situation and Planning Assumptions

2.1.2.7 Volcanic Eruption

There are seven major volcanoes in the Cascade region that pose a potential threat to Marion County through ash falls, lahars, and lava flow. 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.

Ash falls are a major adverse affect of volcanic eruption for Marion County. 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. 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.

2.1.3 Hazard Analysis

In the Hazard Analysis, each of the hazards and threats described above is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion’s severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each discrete hazard as a singular event.

Table 2-1 County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History ¹ (WF=2)	Vulnerability ² (WF=5)	Max Threat ³ (WF=10)	Probability ⁴ (WF=7)	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Earthquake	10	10	10	10	240
Flood	10	5	10	10	215
Severe Weather	10	10	10	10	240
Civil Disorder/ Terrorism	1	10	10	5	187
Dam Failure	1	10	10	1	159
Transportation Accident Hazmat	1	5	5	10	147
Wildland Interface Fire	1	5	5	5	112
Volcanic Eruption	1	5	5	1	84
Notes:					
1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.					
2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low =					

2. Situation and Planning Assumptions

Table 2-1 County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History ¹ (WF=2)	Vulnerability ² (WF=5)	Max Threat ³ (WF=10)	Probability ⁴ (WF=7)	
Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)					
less than 1% affected. 3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected. 4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.					

2.2 Assumptions

The assumptions upon which this EOP is predicated are:

- Essential county services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by County emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staffs are trained and experienced in operating under NIMS/ICS.
- Each responding city and county agency will utilize existing directives and procedures in responding to major emergencies/disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that State and Federal assistance are required.
- State support of County emergency operations will be based on the principal of self-help. The County will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the State.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Marion County’s population can increase dramatically throughout the year, reflecting an influx of tourists, seasonal residents, daily visitors, and recreation enthusiasts. Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.

2. Situation and Planning Assumptions

- Parts or all of Marion County may be affected by environmental and technological emergencies within or near County lines.
- The United States Department of Homeland Security provides threat conditions over the United States and identifies possible targets. A major power or country posturing for a nuclear attack would generally be recognized by a buildup of international tension to a crisis situation, allowing time for preparation.
- A terrorist-related incident or attack without warning may or may not occur. If such an attack occurs, Marion County could be subject to radioactive fallout or other Weapons of Mass Destruction (WMD). In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter in-place programs.
- Outside assistance will be available in most major emergency/disaster situations that affect this county. Although this plan defines procedures for coordinating such assistance, it is essential for Marion County to be prepared to carry out disaster-response and short-term actions on an independent basis. Support from other county, state, and federal agencies may be delayed or inadequate, depending upon the nature, scope, and location of the incident and availability of resources.
- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control when a State Declaration of Emergency has been issued.
- County communication and work centers may be irreparably damaged or rendered temporarily inoperable during an emergency response. Normal operations can be disrupted during a general emergency; however, the County should still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - Familiar with established policies and procedures;
 - Assigned pre-designated tasks;
 - Provided with assembly instructions; and
 - Formally trained in their duties, roles, and responsibilities required during emergency operations.

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3

Roles and Responsibilities

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

Marion County has developed a plan for implementation of NIMS and 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 critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies. A training roster that highlights levels and types of training completed by response personnel and essential support staff for the County must be maintained by individual agencies, volunteer organizations, private companies, and other community partners.

3.1 County Government

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 Chapter 2.35 of the Marion County Codes. 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 Marion County Emergency Management Division consists of an Emergency Coordination Center (ECC) Team and a Policy Group and is under the immediate operational direction and control of the Marion County BOC, which coordinates decision-making with the Marion County EMD. The County Emergency Management Program, under the Marion County Public Works Department, provides the nucleus for emergency operations by coordinating information and resources to support roles and responsibilities assigned by this plan. During any

3. Roles and Responsibilities

type of emergency, the following functions and tasks typically require coordination by the County government:

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

The Marion County EMD is responsible for the following common tasks:

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

3.2 Marion County Emergency Management Division

The emergency management organization for Marion County is outlined in ESF 5. All incident management will follow the ICS and, when necessary, expand into NIMS.

The County's Emergency Management Division was created to coordinate the ongoing activities of the emergency management program and is located within the County Public Works Department. A larger organization, the Operations Organization, consisting of two teams, the Policy Group and the ECC Team, has been established to direct emergency response operations.

The governing body of County government, the BOC, is the nucleus around which the Policy Group is developed. This group will be composed of both elected and appointed officials from County departments, as well as city and/or

3. Roles and Responsibilities

State government, as determined by the needs of the situation and at the discretion of the EMBD. They will oversee the Countywide response, as coordinated by the County ECC Team.

The ECC Team is composed of representatives of County Emergency Management, County Departments (with major emergency response responsibilities), city and State government, and other community agencies, as determined by the needs of the situation. The ECC team will work under the basic ICS structure.

The County EMD is responsible for emergency management planning and operations for the area of the County outside the corporate limits of the incorporated municipalities of the County and coordinating a County-wide disaster response with the State and Federal governments (Marion County Order Number 08-61, April 23, 2008).

Each County department and any other agency referenced in this plan is responsible for developing and maintaining its own emergency operating plans and procedures that are consistent with this plan, in addition to carrying out specific duties that may be assigned as a part of this plan. Such plans and procedures will be referenced, as appropriate, in the annexes to the EOP.

If a major emergency/disaster occurs during non-working hours, critical County employees who have direct public safety responsibilities or have been designated by their departments have a responsibility to report to work as soon as self-preservation concerns for themselves and their families have been met (advance family planning and preparations shall be made to the extent possible, to allow immediate return to work). ECC team members should check the Emergency Management website at <http://publicworks.co.marion.or.us/> and click on Emergency Management, then ECC Status; call (503) 589-3226 or (866) 683-1367; or listen to the Emergency Alert System (EAS).

All other County employees should follow departmental procedures for emergency situations, if possible, or tune to local radio/television for EAS broadcasts and listen for direction. Employees can also check the County website for County office status at <http://www.co.marion.or.us/>

3.3 Function-Specific Roles and Responsibilities

Task assignments for major emergency response operations are primarily an extension of services that are provided on a daily basis by any departments and agencies. This list should not necessarily be considered all-inclusive but should cover most major emergency operations and is generally consistent with the State and Federal response plans. Additional, detailed information is available in the respective ESF and Incident-Specific Annexes.

3. Roles and Responsibilities**3.3.1 Emergency Management Services**

When the County Emergency Operations Organization is implemented in response to an emergency, the Emergency Management Board Designee (EMBD), as the representative of the Policy Group, will work with the EMD and the ECC team at the Marion County ECC to coordinate development of immediate response objectives. Other BOC members and department heads should continue managing County government to ensure continuance and restoration of critical County services. When necessary, the Policy Group should be available for consultation. Reference the Continuity of Operations Plan located in all county departments.

3.3.2 Emergency Operations Center

The EMD has the responsibility for maintaining the readiness of the ECC and identifying and training support staff. County departments will be requested to designate personnel, who can be made available for training by County Emergency Management and to work in the ECC during a major disaster. Other agencies may be requested to provide assistance in a major emergency.

Human Resources, during a disaster such as an earthquake, would be tasked with establishing a “Family Contact Center” to determine the safety/status of the families of employees working in disaster response.

3.3.3 Warning

The three 9-1-1 centers in Marion County [Willamette Valley Communications Center (WVCC), Santiam Canyon Communications Center (SCCC), and North County Communications Center (NORCOM)] are the County’s primary warning point and are responsible for establishing, and maintaining an alert and warning system, which includes:

- a) Serving as the warning point for the Marion County Emergency Management Division and all agencies receiving dispatch services.
- b) Monitoring the National Warning System, including relaying information received to other 9-1-1 centers in Marion County that are responsible for further distribution to public safety agencies, key officials, and others as appropriate/necessary.
- c) The 9-1-1 centers and Emergency Management are notified by WVCC when the EAS is activated so they can be prepared to field additional calls.

Each jurisdiction (city/fire district) is responsible for further distribution of emergency information, once notified by the respective 9-1-1 center, unless there is a pre-existing agreement for a 9-1-1 center to perform this task. The Marion County Emergency Management Division is responsible for further distribution to County agencies once notified by the 9-1-1 Center and ensuring that the necessary flow of information is occurring throughout the County.

3. Roles and Responsibilities**3.3.4 Law Enforcement Services**

The Sheriff is responsible for law enforcement activities and serving as the law enforcement representative for the County emergency operations organization, as necessary, to provide the following:

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

3.3.5 Fire Services

The Marion County Fire Defense Board Chief is responsible for organizing, integrating and coordinating the operations of all fire fighting forces through mutual aid for response to major emergencies/disasters and serving as the fire services representative for the County emergency operations organization, as necessary, to provide the following.

- a) Fire Suppression
- b) Heavy rescue operations/urban search and rescue.
- c) First response to incidents involving hazardous materials.
- d) First response to initiate medical field treatment.
- e) Warning dissemination as may be necessary in a major emergency/disaster and assisting in evacuation, as needed.
- f) Designating a department coordinator/liaison to participate in all phases of County prevention, preparedness, response, and recovery activities, when necessary, or as requested.

3.3.6 Medical and Health Services

The Administrator of the Marion County Health Department is responsible for coordinating medical, health, and sanitation services required to cope with disasters in any urban or rural areas of Marion County and serving as the Health

3. Roles and Responsibilities

Department representative for the County emergency operations organization, as necessary, to provide the following:

- a) Overseeing the delivery of Emergency Medical Services (EMS) by ambulance service providers.
- b) Identifying health hazards, including those from damage to water and sewage systems and disseminating emergency information on sanitary measures to be taken.
- c) Coordinating with the appropriate agencies the provision of food and potable water to victims whose normal supply channels are closed.
- d) Inspecting occupied emergency temporary housing and feeding areas.
- e) Coordinating with hospitals, clinics, nursing homes/care centers, and mental health organizations, including making provisions for the "special needs" population.
- f) Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead.
- g) Providing emergency counseling for disaster victims and emergency response personnel suffering from mental and emotional disturbances in coordination with local first response agencies.
- h) Designating a department coordinator/liaison to participate in all phases of the County's emergency management program, when necessary, or as requested.

3.3.7 Public Works and Engineering Services

The Director of Public Works is responsible for providing the following, as well as serving as the Emergency Management Director in the County emergency operations organization:

- a) Inspecting bridges for structural damage immediately following the occurrence of a natural hazard (earthquake, flood, etc.).
- b) Clearing debris and making temporary repairs of critical arterial routes and bridges.
- c) Supporting police and fire rescue efforts and traffic control measures.
- d) Coordinating transportation resources for evacuations.
- e) Coordinating restoration of public facilities, roads, and bridges.

3. Roles and Responsibilities

- f) Designating a department coordinator/liaison to participate in all phases of the County's emergency management program, when necessary, or requested.

The Manager of Environmental Services Division is responsible for developing a disposal plan for debris created by a natural disaster, coordinating with the ECC/Public Works Department in a disaster response and serving as the Solid Waste Management's representative for the County emergency operations organization, as necessary.

3.3.8 Communication Services

Marion County emergency management organization is responsible for:

- a) Identifying a communications system that is capable of reaching all areas of the County so that emergency communications may be maintained among all levels of government during a disaster response.
- b) Providing the County ECC/Mobile ECC with the necessary communications capabilities and staffing to insure communications operations for direction and control.
- c) Developing and maintaining an EAS plan and providing a communications capability to the primary EAS station.

3.3.9 Disaster Assessment

The EMD is the coordinator of the damage assessment reporting process. This process provides for the initial collection of field reports, categorizing and totaling damage sustained during disasters.

- a) Establishing procedures to contact a variety of damage reporting sources and to utilize volunteer groups such as the American Red Cross and other trained volunteers in performing basic damage surveys.
- b) Coordinating with state and federal teams designated to assess damages for the purpose of providing an estimate for a disaster declaration.
- c) Coordinating damage assessment information received from other agencies.

The County Building Inspector serves as the County's technical resource for structural damage assessment. He or she is responsible for organizing and training personnel to conduct structural damage surveys and be capable of reporting or recording damage to buildings sustained during a disaster or major emergency. The Building Inspector will coordinate activities with the ECC team during a disaster response. The major commitment is to inspect County facilities that are critical to emergency response operators. The ECC team may also request priority inspection of structures such as American Red Cross shelters.

3. Roles and Responsibilities

The County Assessor may be requested to supply personnel to assist in damage assessment, such as cost analysis and ownership of property.

The County Public Works Director is responsible for assessing damage to the County's road and bridge systems. The Engineering and Operations Divisions will coordinate with the State Highway Division and utilize private resources, as necessary. Survey results shall be reported to the ECC.

3.3.10 Emergency Public Information

The ECC Director is responsible for coordinating with the Sheriff, Health Department, or other appropriate agencies to provide timely public information and briefings to the media. The EMD is responsible for ensuring that an ECC Public Information Officer (PIO) is designated. The PIO will establish contact with the media and coordinate with any multi-jurisdictional or State Joint Media Information Center that may be established during a disaster.

The PIO will support the preparation and dissemination of disaster-related public information and instructions to government agencies, critical facilities, private business/industry, and the general public through all media channels. Emergency public information will be provided to the public through the coordinated effort of the Joint Information System (JIS) out of the Joint Information Center (JIC).

All news releases from County departments during an emergency operation are to be coordinated through the ECC's designated PIO and approved for release by the ECC director.

3.3.11 Resource Management

The BOC has the overall authority for management with the operational responsibility for coordination delegated to the EMD during a disaster response. Individual department directors will be responsible for managing those resources within their departments and coordinating any requests for additional resources with the ECC team. The Policy Group will be responsible for establishing priorities if major shortages occur in critical resources; otherwise, the ECC team will allocate such resources as additional manpower, materials, services and supplies needed for emergency and recovery operations.

3.3.12 Mass Care

Emergency Food and Shelter

The Willamette Valley Chapter of the American Red Cross, through a contractual agreement with County Emergency Management, serves as a member of the County Emergency Operations Organization and is responsible for ensuring that the mass care needs of the affected population, such as sheltering, feeding, providing first aid, and reuniting families, are met.

3. Roles and Responsibilities

Recovery/Long-Term Temporary Shelter

The Emergency Management Director is responsible for coordinating with local, State, and Federal agencies in assisting the public in the recovery phase and working to provide long-term temporary housing services.

The Community Development Department, Housing Authority Division staff shall work with State and Federal agencies in meeting the housing demands of Marion County citizens, after giving first priority to clients housed under their jurisdiction.

3.3.13 Evacuation Management

The directive to any given population within Marion County to evacuate their homes or workplace may be given by the incident commander (IC) of an emergency incident.

Note: Evacuation may be mandated only after a declaration of emergency has been issued by the responsible jurisdiction.

The implementation of an evacuation procedure is the responsibility of the Sheriff or chief of the law enforcement agency responsible to the majority of the population affected.

Any evacuation affecting multiple jurisdictions or a large segment of the population should be coordinated through county emergency management.

3.3.14 Volunteer Services

The Marion County Volunteer Coordinator is responsible for coordinating the services of both emergent and registered volunteers to assist in the County's disaster response. United Way, HandsOn; Mid-Willamette Valley and Northwest Human Services will work with the Marion County Volunteer Coordinator and the Emergency Volunteer Center (EVC) as the ECC Volunteer Coordination Group at the County ECC to address volunteer service needs for disaster victims in the greater capitol area. The EVC will work with emergent/spontaneous volunteers while the ECC Volunteer Coordinator will work with registered/affiliated volunteers.

3.3.15 Legal Administrative Support

The County Counsel is responsible for:

- a) Providing legal services to the BOC and key responders for problems related to disasters and recovery operations;
- b) Reviewing the basic and related emergency operations plans to determine whether there are any legal implications for responsible officials;
- c) Being familiar with federal and state laws and the Marion County Code referring to disasters;

3. Roles and Responsibilities

- d) Maintaining a position in the Policy Group and serve as a resource to the ECC, keeping abreast developments in order to consult and advise officials on all legal matters related to disaster and recovery operations;
- e) Maintaining liaison with the State Attorney General; and
- f) Preparing standby documents such as permit of entry forms, state of emergency declarations, and mutual aid formats.

3.3.16 Risk Management

The Risk Manager will be responsible for the following duties relating to coordinating risk management for the County emergency operations organization:

- a) Participating in the review of the basic and related emergency operations plans to avoid liability incidents when an emergency situation occurs;
- b) Maintaining a close advisory status to the Policy Group and resource management activity during a disaster response;
- c) Assessing hazardous situations and developing measures for ensuring the safety of Marion County disaster response personnel, and
- d) Securing and processing insurance claims and related documentation during emergency situations for recovery and continuance of county operations.

3.4 Local Response Partners**Incorporated Cities**

Incorporated cities within Marion County include: Aumsville, Aurora, Detroit, Donald, Gates, Gervais, Hubbard, Idanha, Jefferson, Keizer, Mill City, Mount Angel, St. Paul, Salem, Scotts Mills, Silverton, Stayton, Sublimity, Turner, and Woodburn. The executives of the incorporated cities within Marion County are responsible for the direction and control of their community resources during emergencies.

Cities without an EOP would be expected to work directly with the County, within the framework of this EOP.

First Responder Agencies/Entities

Typically, the following agencies and entities maintain primary roles and responsibilities during an emergency situation impacting Marion County:

3. Roles and Responsibilities

Emergency Management Services	
City of Aumsville	City of Mt. Angel
City of Aurora	City of Salem
City of Detroit	City of Silverton
City of Hubbard	City of Stayton
City of Keizer	City of Turner
Marion County	City of Woodburn

Law Enforcement Services	
Aumsville Police Department	Oregon State Police
Aurora Police Department	Salem Police Department
Gervais Police Department	Silverton Police Department
Hubbard Police Department	Stayton Police Department
Keizer Police Department	Turner Police Department
Marion County Sheriff’s Office	Woodburn Police Department
Mt. Angel Police Department	

Fire Services	
Aumsville Fire District	Mt. Angel Fire District
Aurora Fire District	St. Paul Fire District
Drakes Crossing Fire District	Salem Fire Department
Gates Fire District	Silverton Fire District
Hubbard Fire District	Stayton Fire District
Idanha-Detroit Fire District	Sublimity Fire District
Jefferson Fire District	Turner Fire District
Keizer Fire District	Willamette Valley Fire & Rescue Authority
Mill City Fire District	Woodburn Fire District #21
Monitor Fire District	

Public Health and Hospital Services	
Chemawa Indian Health Center	Santiam Memorial Hospital
Salem Health	Silverton Hospital Network

Ambulance Services	
City of Idanha/ Detroit	Santiam Ambulance
Jefferson Fire District Ambulance	Turner Fire District Ambulance
Keizer Fire District Ambulance	Willamette Valley Fire & Rescue Authority
St. Paul Fire District Ambulance	Woodburn Ambulance Service
Salem Fire Department / Rural Metro	

3. Roles and Responsibilities

Emergency Communications Services	
Santiam Canyon Communications Center (SCCC)	Willamette Valley Communications Center (WVCC)
North County Communication Center (NORCOM)	

Public Works Services	
Marion County Public Works	Keizer
Aumsville	Mt. Angel
Aurora	Oregon Department of Transportation
Detroit	St. Paul
Donald	Salem
Gates	Silverton
Gervais	Stayton
Hubbard	Sublimity
Idanha	Turner
Jefferson	Woodburn

Support Agencies/Entities

The following services and organizations are available to support Marion County throughout the duration of an emergency situation:

- Marion County BOC;
- Adjacent counties (Linn, Polk, Yamhill, Clackamas, Wasco, Jefferson);
- Ominbus Agreement Participants, (Benton, Clackamas, Columbia, Hood River, Lincoln, Linn, Polk, Tillamook, Washington, Yamhill)
- Oregon Office of Emergency Management;
- Oregon Department of Transportation (ODOT);
- American Red Cross;
- Hands On Mid-Willamette Valley
- Salvation Army;
- Valley Community Organizations Active in Disasters (VOAD);
- Amateur Radio Emergency Services (ARES);
- Faith-based organizations;
- School districts;

3. Roles and Responsibilities

- Media partners and public information network; and
- Private sector partners, including railroads, energy/utility companies, and environmental clean-up contractors.

3.5 Regional Response Partners

All regional partners supporting emergency response in Marion County are included in existing Memoranda of Understanding (MOUs) and Intergovernmental Agreements for Emergency Management Region I.

Regional response partners for Marion County may include:

- Salem Hazardous Materials Response Team,
- Oregon State Police,
- Oregon Funeral Directors Association,
- U.S. Army Corps of Engineers,
- U.S. Forest Service, Central Oregon Fire Management Services,
- Federal Emergency Management Agency (FEMA) Region X,
- Health Preparedness Program, Region 2, and
- Small Business Administration.

3.6 State Response Partners

Under the provisions of ORS 401.055 through 401.155 the Governor has broad responsibilities for the direction and control of all emergency activities in a state “declared emergency.” The administrator of OEM is the delegated authority by ORS to 401.092 for the coordination of all activities and organizations for emergency management within the State and for coordination in emergency matters with other states and the Federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting emergency support functions 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.

State response partners available to support Marion County during an emergency incident include:

3. Roles and Responsibilities

- Oregon Emergency Management,
- Oregon Department of Corrections,
- Oregon Health Authority,
- Office of State Fire Marshal,
- Division of State Lands,
- Oregon Department of Transportation (ODOT),
- Oregon Department of Forestry,
- Oregon Department of Parks and Recreation,
- Oregon Department of Fish and Wildlife,
- Oregon Department of Environmental Quality,
- State Veterinarian's Office, Division of Animal Health and Identification,
- Oregon Department of Energy,
- Oregon Department Agriculture/Veterinary Emergency Response Team,
- Oregon Department of Human Services,
- Oregon State Police, and
- Oregon National Guard.

3.7 Federal Response Partners

Federal response partners are typically only available to OEM in the event of a Presidential disaster declaration unless the agency has its own authority i.e. Corps of Engineers, Department of Energy etc.

4

Concept of Operations

Primary roles involved during the initial emergency response will focus on first responders, such as fire and police departments, sometimes also involving hospitals, local health departments, Regional Hazmat Team and Oregon Department of Forestry Incident Management Teams. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receives priority.

4.1 General

The basic concept of emergency operations focuses on managing and using all available resources in the County for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life property from the effects of hazardous events. This Emergency Operations Plan (EOP) should be used when County municipalities or emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident. Please see Figure 4-1, Marion County Response to Major Emergencies/Disasters.

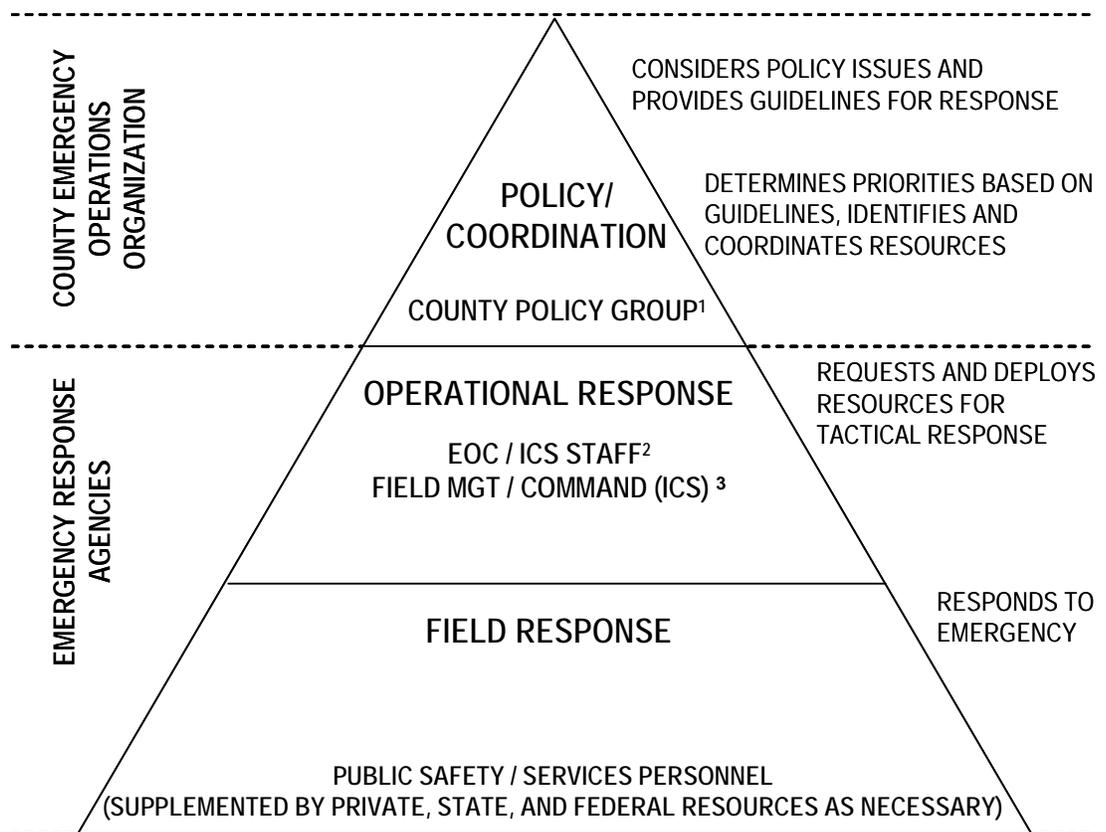
When emergency situations arise, and it is determined that normal organization and functions of County government are insufficient to effectively meet response activities needs, the Emergency Management Director (EMD), in collaboration with the Emergency Management Board Designee (EMBD), will collectively make the decision to activate and implement all or part of this plan. In addition, the EMBD or EMD may partially or fully activate and staff the County Emergency Coordination Center (ECC) based on an emergency's type, size, severity, and duration.

Responsibilities include management and coordination of large-scale events, as well as identifying and obtaining additional assistance/resources for emergency response agencies from the State and/or Federal government through the County Emergency Operations Division.

4. Concept of Operations

All involved County emergency services will implement individual EOPs, standard operating procedures (SOPs), and supporting processes in support of the County emergency operations. These include providing Marion County Emergency Management with the following information throughout an incident’s duration:

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



¹ Board of County Commissioners, Emergency Management Director, Designated County Department Directors and representatives of other community agencies, as appropriate, oversee the County-wide response.

² ECC Director and staff coordinate countywide disaster response by gathering and disseminating information and identifying/allocating resources to supplement the local response.

³ Local agency ECCs/ICs/Field Supervisors manage emergency response activities.

4. Concept of Operations**Figure 4-1 Marion County Response to Major Emergencies/Disasters**

Upon activation of all or part of this plan, the County EMD or designee will implement the following actions immediately:

- Alert threatened populations and initiate evacuation as necessary. Refer to ESF 2 for more detailed information and specific procedures for issuing countywide warnings and alerts.
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. Refer to Emergency Support Function (ESF) 6 for more detailed information and specific procedures associated with sheltering, mass care, and related human services.
- Instruct appropriate county emergency services to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among ECC staff and response agencies.
- When it is determined local resources will not meet the need of local and county emergency operations, request the Board of Commissioners) BOC to prepare and submit a formal declaration of emergency to Oregon Emergency Management (OEM). The official declaration may be preceded by a verbal statement.
- In emergencies, evacuating people will primarily be done by family groups using private vehicles. The County population residing outside a risk area will be instructed to remain at home, improve their protection, and obtain food and other necessities through retail outlets in the vicinity. Any resident who decides to remain in a risk area following an evacuation order will be informed that services within that area will be severely limited or non-existent due to emergency-imposed regulations.
- County personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency. Additional information regarding community recovery procedures can be found in ESF 14 as well as in the Marion County Continuity of Operations Plan (COOP) Plan and the Recovery Strategy for the County.

4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that

4. Concept of Operations

this is an *emergency operations* plan rather than a *comprehensive emergency management* plan, as its emphasis is on *incident* management rather than on *program* management. That said, an emergency operations plan is impacted by prevention, preparedness, and recovery activities; consequently, a brief description of the four phases of emergency management is provided below.

Mitigation and Prevention activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.

Preparedness activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

Response is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.

The following existing Marion County standards, plans, and ordinances have a direct relationship to the EOP and the mitigation of hazards in Marion County.

Participation in National Flood Insurance Program: Preliminary - 1974; Final - 1979 (NFIP Community Number: 410154; CRS Rating: class 7)

Land Use Plan: Adopted May 13, 1981 (Ordinance Number 601); Last amended 2003 - covers unincorporated area of Marion County

Zoning Codes: Updates annually - (Includes Chapter 19, Flood Plain Overlay Zone)

Building Codes: Uniform (with Oregon amendments) - Updated October 2004

Fire Insurance Rating (ISO): Varies from fire district to fire district

4. Concept of Operations

Flood Mitigation Plan: Projected for approved by the Board of Commissioners in November 2001.

Marion County Natural Hazards Mitigation Plan

Marion County Community Wildfire Protection Plan

Additionally, this plan is implemented within the context of a continuous stream of incidents, events, and occurrences, any of which may develop into an emergency. Maintaining situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively. Situational Awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities and activities to forecast or predict incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

4.3 Incident Levels

To ensure that incident management activities are proportionate and appropriate to the situation, it is necessary to establish a graduated spectrum of response postures that correlate incident conditions to incident management actions. Marion County has adopted the following set of incident levels:

4.3.1 Emergency Incident

This is a day-to-day emergency response generally handled within the normal organizational procedures of a County department or agency.

4.3.2 Special Emergency

This is an incident that has special or unusual characteristics requiring response and/or support by more than one department or agency and may require use of this plan but not the activation of the ECC. It may require a local declaration of emergency to access State resources or to enact emergency ordinances. An example of a special emergency could be a hazardous materials spill that occurs on the boundary of two jurisdictions and requires the evacuation of a fairly large area.

4.3.3 Major Emergency

This is an occurrence that requires multi-agency response, allocation of resources, emergency services, and support not normally serving the area, and one that affects a large portion of the population, property, and critical services in Marion County. Additional resources and coordination would likely be provided through

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the activation of the ECC and a request for State and Federal aid through a declaration of emergency may be necessary.

The county ECC may act as a multi-agency coordination center in the event of a large-scale multi-jurisdictional event.

The Scotts Mills earthquake of 1993, which caused widespread property damage throughout Marion County, is a good example of a major emergency that required a declaration of emergency, although the emergency response was limited due to the lack of personal injuries and infrastructure damage.

4.3.4 Disaster

An incident such as an earthquake, flood, wildfire, or large-scale industrial accident requires the coordinated response of all levels of government to save the lives and protect the property of a large portion of the Marion County population. Alternatively, there may exist credible source information regarding a threat to a specific asset or target. Such an emergency may give rise to a need for evacuation and sheltering of a majority of the affected population. Under such conditions, this plan will be implemented and the ECC fully activated.

Disasters are determined by a measurement of total impact of a “state of emergency” in a community and demand a crisis response beyond the capability of local government. The Columbus Day windstorm of 1962 was a disaster for Marion County and much of western Oregon. A more recent event that qualified as a “Presidential Disaster” was the February 1996 flood.

4.3.5 Catastrophic Disaster

A catastrophic disaster is an incident that results in large-scale casualties, large numbers of evacuees, and/or widespread property loss; overwhelmed local and State response capabilities; and long-term impacts on the incident area. Alternatively, a terrorist attack involving Weapons of Mass Destruction (WMD) that has occurred or, based on credible and corroborated intelligence, is imminent, is considered a catastrophic disaster. Under such conditions, this plan will be implemented and the ECC fully activated.

4.4 Incident Management

4.4.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of county government are insufficient to effectively meet response requirements, the EMD will activate and implement all or part of this plan. In addition, the EMD in collaboration with the EMBD, will collectively make the decision to activate and implement all or part of this plan may partially or fully activate and staff the County ECC based on an emergency’s type, size, severity, and anticipated duration. Concurrently, all involved County emergency services will implement their respective plans, procedures, and processes and will provide the Marion County Emergency Operations Organization with the following information:

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

4.4.2 Response Priorities

1. **Self-Preservation**
Protection of County employees (including dependents) from the effects of a disaster would be the first priority. The expectation would be that the employee's family would be prepared to be self-reliant after the initial incident in order for the employee to provide timely, lifesaving services and other critical operations as effectively and with as little interruption as possible. Self-preservation includes actions taken immediately before, during, and after an event.
2. **Lifesaving/Protection of Property**
This is a focus on efforts to save lives of persons other than County employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.
3. **Unit Reconstitution**
Unit reconstitution is the recall of critical employees, (if the incident occurs during non-working hours, off-duty) and the collection, inventory, temporary repair and allocation of County assets in order to provide maximum prompt, sustained operations in response to a disaster. This would include activation of the County ECC for the purpose of coordinating emergency response activities.
4. **Emergency Food and Temporary Housing Plan**
Provision of immediate food and temporary housing, for disaster victims would become an immediate priority and would be done primarily through the American Red Cross with coordination of the ECC.
5. **Restoration of Infrastructure**
Restoration of the County's critical infrastructure (utilities, roads, bridges, buildings, etc.) would be a prime concern that would require the coordination of local, State, and Federal agencies with the private sector. (Reference Annex F.)

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6. **Statutory Response**
Statutory Response involves providing a partial or full range of County services beyond that of lifesaving and security, law enforcement, during a disaster. Included under statutory response (ORS 401.305) is County support to other units of local government in their assigned missions, i.e., coordinating additional resources, declaring a state of emergency, and requesting State and Federal assistance.
7. **Recovery**
Recovery involves the restoration of lost or impaired capabilities caused by the effects of the disaster or other emergency; return to normal operating conditions and providing non-emergency services to the public.

4.4.3 Initial Actions

Upon activation of all or part of this plan, the EMD or designee will implement the following actions immediately:

- Alert threatened populations and initiate evacuation as necessary in accordance to Annex ESF-2, Emergency Communications and Warning.
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. Refer to Annex ESF-6, Housing and Human Services, for more detailed information and specific procedures associated with sheltering, mass care, and related human services.
- Instruct appropriate County emergency services to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among ECC staff and response agencies. Refer to Annex ESF-2, Emergency Telecommunications and Warning, for more detailed information and specific procedures.
- When local resources will not meet the need of local and County emergency operations, request the BOC to prepare and submit a formal declaration of emergency to Oregon Emergency Management. The official declaration may be preceded by a verbal statement. Refer to Annex ESF-7, Resource Support, for more detailed information and specific procedures.
- Prepare to staff the County ECC on 12-hour shifts.

4.4.4 Communications, Notification, and Warning

The Marion County Communications Plan addresses the emergency communications needs of all first response agencies in the County. Once

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implemented in its entirety, the plan provides the structure for interoperable communications throughout Marion County's first response agencies. Traditional communication lines—such as landline telephone, cellular phones, faxes, and pager, Internet/email, radio, and satellite phones—will also be used by County response personnel throughout the duration of response activities. Specific information regarding Marion County communications is provided in Annex ESF-2, Emergency Communications and Warning.

A public warning and broadcast system is established for Marion County to provide emergency information and instructions during a pending or actual emergency incident or disaster. Annex ESF-2, Emergency Communications and Warning provides detailed information on how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained through each individual agency. Activation of additional response staff and services is accomplished through the three 9-1-1 Communication Centers in the County and can be coordinated through the County ECC. Current emergency contact lists are maintained and available through the County ECC.

4.4.5 Command and Control

Command and control of Marion County emergency operations will be via the Incident Command System (ICS) and the Multi-Agency Coordination System in the form of a Unified Command as described in Section 5, Command and Control.

4.4.6 Inter-jurisdictional Coordination

Municipalities

The Chief Executives of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies, including requesting additional resources not covered under mutual aid for emergency operations. Such requests will be directed to Marion County Emergency Management. Should the County be unable to support the request, a County Declaration of Emergency will be forwarded to the State

Under the provisions of ORS 401.305, each City may establish an emergency management agency and any City that does shall appoint an emergency program manager. Cities that establish an emergency management agency should notify the County of the individual responsible for emergency management activities within its jurisdiction. Any City may develop a cooperative intergovernmental agreement with the County, specifying the emergency management activities to be accomplished at each level. If a City is unable to provide its emergency management capability, such area will be considered in county planning and County resources will be deployed under the direction of the County to respond should emergency conditions arise that threaten residents of that city.

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Special Service Districts

These districts provide services such as fire protection and water delivery systems that are not available from county government. Each is governed by an elected Board of Directors and has policies separate from city and county government. They often overlap city and county boundary lines and thus may serve as primary responders to emergencies within their service districts. Refer to the Marion County Resource Directory for emergency contact information.

Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The EMD will coordinate response efforts with business and industry, to include providing assistance as appropriate in action taken by industry to meet State emergency preparedness regulations governing businesses such as utility companies that provide essential services. Schools, hospitals, nursing/care homes and other institutional facilities are required by Federal, State or local regulations to have disaster plans. The Marion County Volunteer Coordinator will also work with voluntary organizations in the provision of certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as American Red Cross, Salvation Army, faith-based groups, amateur radio clubs, and Community Emergency Response Teams. Finally, the EMD shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster.

Mutual Aid

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.

State Government

The State emergency organization, as defined in the State of Oregon Emergency Management Plan, can be activated through the Oregon Military Department, Emergency Management Division. This division provides a duty officer at all times. The State provides direct State agency support to the local level and serves as a channel for obtaining resources from within and outside the State structure, including the assistance provided by Federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before a County requests State assistance.

Federal Government

The County shall make requests for Federal disaster assistance to the State of Oregon Emergency Management Division. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster

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response and recovery assistance, including financial support to governments, businesses, and individual citizens.

4.5 Transition to Recovery**4.5.1 Demobilization**

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

4.5.2 Recovery

Recovery comprises steps the County will take after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short-term and long-term process. 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 normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase to reassess applications, processes, and functions of all annexes of this disaster plan for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown extra repairs will mitigate or lessen the chances of, or damages caused by, another such similar disaster.

Annex ESF-14, Community Recovery, Mitigation, and Economic Stabilization, summarizes specific procedures and plans to support recovery, mitigation, and economic stabilization for the County following a disaster. In addition, a formal Recovery Strategy is established in conjunction with Marion County and will be implemented in conjunction with this EOP as warranted by emergency incidents. This strategy addresses the following topics:

- Responsibilities and procedures for damage assessment,
- Request procedures for recovery assistance,
- Redevelopment planning,
- Public information on available recovery assistance, and
- Capturing and implementing lessons learned.

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5

Command and Control

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 a state of emergency. 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 a “state of emergency,” may put this plan into effect, and may activate and staff the County ECC 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 Emergency Management Director (EMD) of Marion County 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.

5. Command and Control**5.1 Continuity of Operations Plan /Continuity of Government**

In the event that the EMBD is unavailable or unable to perform his/her duties under this chapter, the duties shall be performed by (in order of succession):

- The chair of the board (if different from the EMBD),
- The vice-chair of the board (if different from the EMBD),
- The third member of the board (if different from the EMBD),
- The Chief Administrative Officer (CAO).
- The Emergency Management Director, and
- The Sheriff. [Ord. 1198 § 3(II), 2004; Ord. 995 § 4, 1994.]

The executive head of each County department shall establish, in writing, an ongoing line of succession of authority. Lines of succession of authority within incorporated cities in Marion County shall be drawn in accordance with plans and procedures developed by each city. Reference the Continuity of Operations Plan (COOP).

All elements of local government will provide for the preservation of important records on hand prior to the emergency. Emergency operations activity reports also constitute vital records and will be accumulated and preserved to ensure continued operation and reconstitution of local government during and after catastrophic disasters.

5.2 Incident Command System

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management applicable to all jurisdictional levels and across functional disciplines. ICS, a standardized, flexible, scalable all-hazard incident management system, is designed to begin developing from the time an incident occurs until the requirement for management and operations no longer exists.

The ICS structure can be expanded or contracted depending on the incident's changing conditions. ICS positions can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The ICS allows agencies to communicate using common terminology and operating procedures and allow for effective coordination and allocation of resources throughout an incident's duration.

5. Command and Control

The ICS organization is built around an Incident Command (IC) and the command and general staff positions. The four primary general staff positions are: Operations, Logistics, Planning, and Finance, which apply in a routine emergency, organizing for a major event, or managing a major response to a disaster. In small incidents, these general staff positions may be managed by the IC. Larger incidents usually require being set up as separate sections within the ICS organization, each section overseen by a general staff member (commonly referred to as a “Section Chief”) who reports directly to the IC. The Marion County Emergency Coordination Center (ECC) has established this command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. In the ECC, the IC is better known as the ECC Director. This information is available through the EMD and is located at the ECC in hardcopy format. A typical ICS organizational chart for Marion County is presented in Figure 5-1.

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the County. Thus, it is imperative that all primary and alternate ECC staff is trained on ICS functions other than those in the area of their expertise. Regularly exercising ICS, including sub-functions and liaison roles with volunteers and other support staff, will improve overall ECC operation efficiency and add depth to existing County emergency management and response organizations.

Additional information regarding the Marion County’s emergency management organization command structure is provided in Annex ESF-5, Emergency Management.

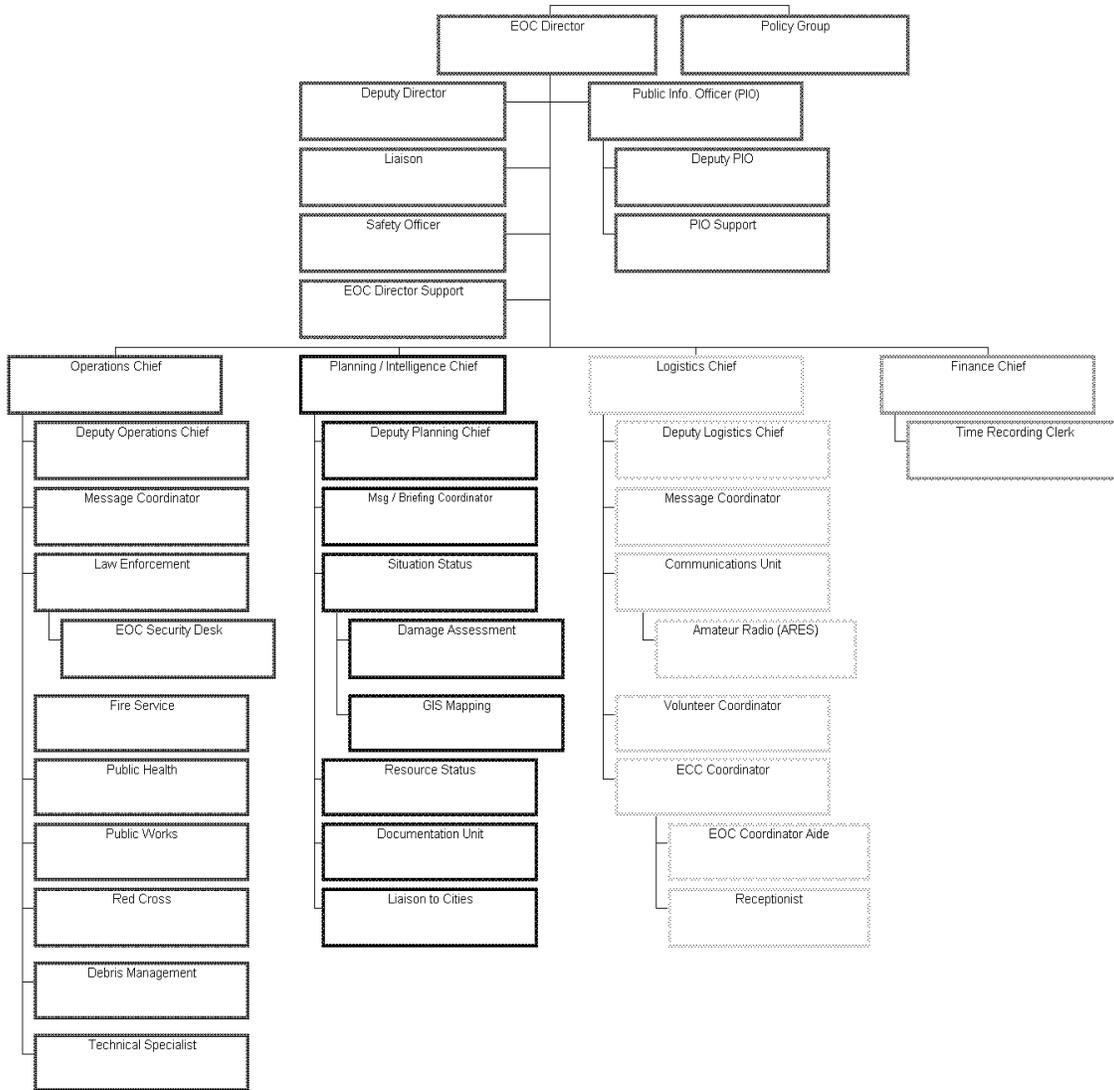
The use of plain language will be implemented during any multi-jurisdictional emergency response occurring in Marion County and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local ECC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, regardless of the size, scope, or complexity of the incident. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their abilities to communicate with each other.

Current training and operational requirements set forth under NIMS has been adopted and implemented by Marion County. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle managers, and command and general staff.

5. Command and Control

Figure 5-1 Example of an Incident Command Structure for Marion County

Marion County Emergency Coordination Center (ECC)



S-4

5. Command and Control

NIMS identifies these positions as:

- Emergency medical service personnel,
- Firefighters,
- Hospital staff,
- Law enforcement personnel,
- Public health personnel,
- Public works/utility personnel,
- Skilled support personnel,
- Other emergency management response personnel, and
- Support, volunteer personnel at all levels.

5.2.1 Command Staff**ECC Director (Incident Commander)**

In general, the ECC Director is responsible for all functions not assigned to one of the primary sections and for the following specific tasks:

- Determining incident objectives and strategies;
- Approving and supporting implementation of an Incident Action Plan (IAP);
- Coordinating all activities supporting the incident or event;
- Approving release of information through the Public Information Officer (PIO); and
- Performing the duties of the following command staff if no one is assigned to the position:
 - Safety Officer
 - PIO
 - Liaison Officer

5. Command and Control**Safety Officer**

Safety Officers are generally responsible for:

- Identifying initial hazards and personal protective equipment requirements and defining decontamination areas;
- Implementing site control measures;
- Monitoring and assessing the health and safety of response personnel and supporting staff (including ECC staff);
- Preparing and implementing a site Health and Safety Plan and updating the IC on safety issues or concerns as necessary; and
- Exercising emergency authority to prevent or stop unsafe acts.

Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, county, regional, and state agencies, tribal entities, political officials, and stakeholders. These duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public;
- Coordinating information sharing among the public information network through the use of a Joint Information System (JIS) and, if applicable, establishing and staffing a Joint Information Center (JIC);
- Implementing information clearance processes with the ECC Director; and
- Conducting and/or managing media briefings and implementing media-monitoring activities.

Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the local and/or County ECC, 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 (American Red Cross). Responsibilities typically included in a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders;
- Coordinating information and incident updates among interagency contacts, including the public information network; and

5. Command and Control

- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.

The Emergency Support Functions (ESF) annexes attached to this plan contain general guidelines for Marion County governmental entities, organizations, and County officials/departments to carry out responsibilities assigned at the County ECC or other designated facility where response efforts will be coordinated. The table below summarizes typical assignments for each ESF that may be necessary during an emergency incident. These assignments may be adopted for local and agency operations centers (AOCs) as well.

5.2.2 General Staff**Operations Chief**

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is typically organized into functional units representing agencies involved in tactical operations. Thus, typical agencies included in the Operations Section are: fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials); law enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations); public health officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health); and public works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse). Private entities, companies, and non-governmental organizations may also support the Operations section.

The Operations Chief is responsible for:

- Providing organizational support and directing implementation of unit operational plans and field response activities;
- Developing and coordinating tactical operations to carry out the Incident Action Plan (IAP);
- Managing and coordinating various liaisons representing community response partners and stakeholders;
- Directing IAP tactical implementation; and
- Requesting resources needed to support the IAP.

Planning Chief

The Planning section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes are accomplished. This section is typically supported by four primary

5. Command and Control

units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information on the incident, and providing a status summary;
- Preparing and disseminating the IAP;
- Conducting planning meetings and developing alternatives for tactical operations; and
- Maintaining resource status.

Logistics Chief

The Logistics section is typically supported by the following units: Supply, Food, Communications, Medical, 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:

- Providing and managing resources to meet the needs of incident personnel;
- Managing various coordinators of particular resources, such as transportation-related equipment, ECC staff support services, supplies, facilities, and personnel;
- Estimating future support and resource requirements; and
- Assisting with development and preparation of the IAP.

Finance/Administration

The Finance/Administration section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed, which can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include: Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

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

5. Command and Control**5.3 Multi-Agency Coordination****5.3.1 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 structure called Unified Command (UC) allows the IC position to be shared among several agencies and organizations that maintain jurisdiction. UC members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, state, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the IC will directly manage all aspects of the incident organization. Figure 5-2 is an example of a UC organizational chart for Marion County, providing operational flexibility to expand or contract staffing depending on the incident's nature and size.

5.3.2 Emergency Coordination Center

All tactical and strategic operations occurring at the incident(s) will be coordinated and communicated through the County ECC to track, manage, and allocate appropriate resources and personnel. In such a situation, the Marion County ECC will operate as an element of the Multi-Agency Coordination System, serving as the central node for vertical and horizontal coordination. The ECC Director is responsible for organization, supervision, and operation of the ECC. In addition, the ECC Director is responsible for keeping the EMBD and the EMD informed.

The **primary location** for the County ECC is:

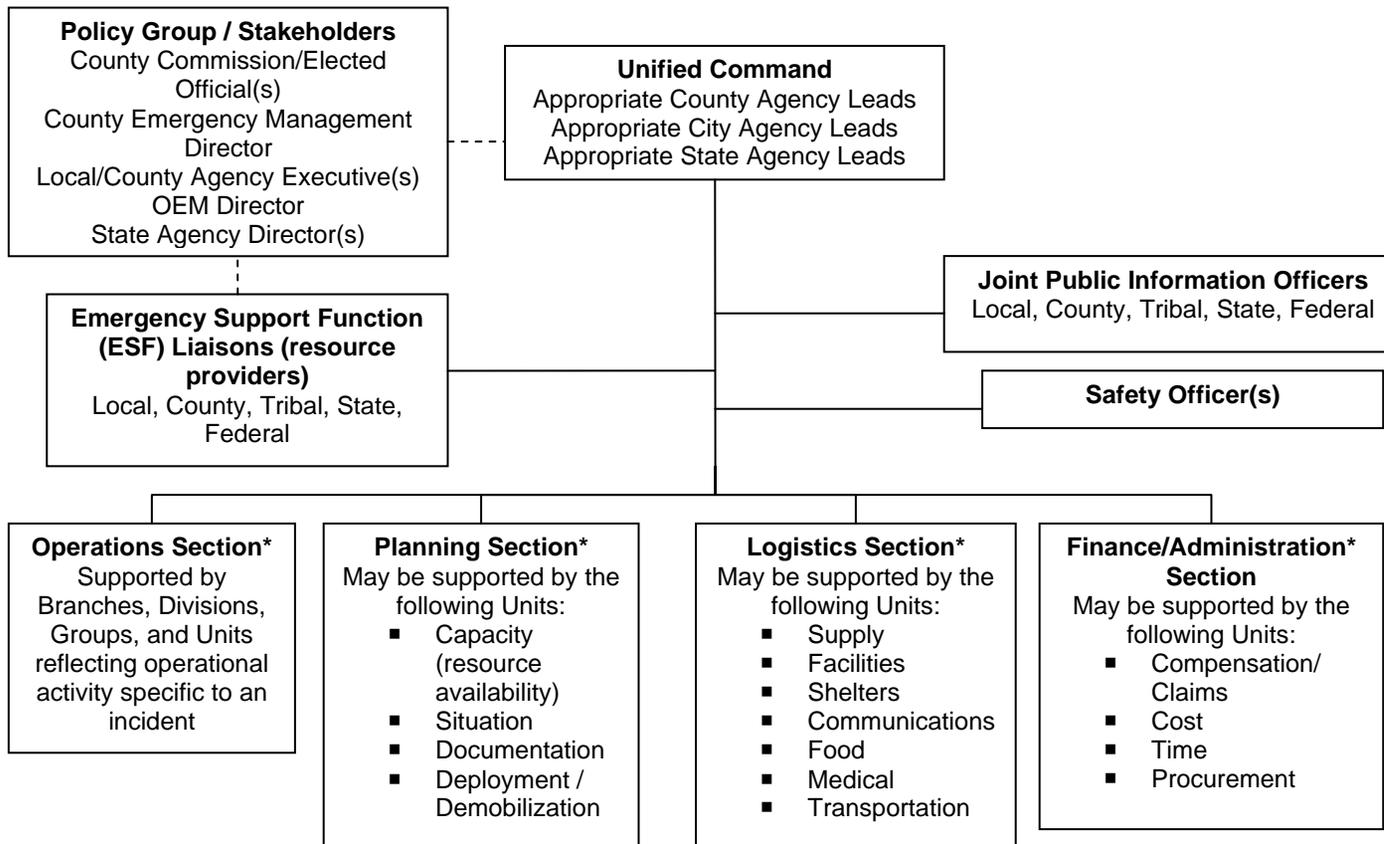
Marion County Department of Public Works
5155 Silverton Road NE
Salem, Oregon 97305

If necessary, the **alternate location** for the ECC is located at:

Chemeketa Community College
4910 Brooklake Road NE
Brooks, Oregon 97305

5. Command and Control

Figure 5-2 Example Unified Command Structure for Marion County



**Note: In any type of incident, a Section Chief may be assigned a Deputy. In addition, an Intelligence Section would be incorporated into the command structure in response to incidents of National Significance or those presumed or confirmed to be terrorist-related.*

5. Command and Control

Other agencies may activate and staff individual AOC facilities for various types of emergencies; for example, if a biological incident such as pandemic influenza occurs, the Marion County Health Department and area medical centers may jointly staff a Medical EOC, which will coordinate closely with the Marion County Health Department's Departmental Operation Center (DOC) and the Marion County ECC. In all cases, however, the County ECC will serve as the central point for coordinating response operations, resource requests and tracking, public information, and overall incident management.

The ESF annexes attached to this plan contain general guidelines for Marion County governmental entities, organizations, and county officials/departments to carry out responsibilities assigned at the County ECC or other designated facility where response efforts will be coordinated. Table 5-1, below, summarizes typical assignments for each ESF that may be necessary during an emergency incident. These assignments may be adopted for local and agency operations centers as well. Note that the lead agency designated for each ESF is responsible for updating, maintaining, and disseminating appropriate plans, procedures, and guidance prior to, during, and following an emergency incident.

Table 5-1 Emergency Support Function Assignments Within the Incident Command System

ESF No.	Title	Section
ESF-1	Transportation	Logistics
ESF-2	Emergency Telecommunications and Warning	Operations
ESF-3	Public Works and Engineering	Operations
ESF-4	Fire Services	Operations
ESF-5	Emergency Management	Incident Command
ESF-6	Housing and Human Services	Operations, Logistics, and Liaison
ESF-7	Resource Support	All
ESF-8	Public Health and Medical Services	Operations and Liaison
ESF-9	Search and Rescue	Operations
ESF-10	Hazardous Material	Operations
ESF-11	Agriculture and Natural Resources	Operations
ESF-12	Energy	Logistics
ESF-13	Public Safety and Security	Operations
ESF-14	Community Recovery, Mitigation, and Economic Stabilization	Administration/Finance and Planning
ESF-15	Emergency Public Information and External Affairs	Incident Command and Liaison

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6

Plan Development, Maintenance, and Implementation

If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The Emergency Management Director will brief the appropriate public and private officials concerning their role in emergency management and ensure proper distribution of the plan, including any amendments made to the plan.

All agencies will be responsible for the development and maintenance of their respective annexes and standard operating procedures as identified on the “Annex Assignment” page located in the front of this plan. The EMD will be responsible for ensuring that an annual review of the plan is conducted by all officials involved, and that the plan is re-certified every five years by the chief elected officials of Marion County.

The plan will be updated, as necessary, based upon deficiencies identified through drills and exercises, actual responses, or changes in local government structure or the risk environment. The EMD will incorporate approved changes to the plan and will forward changes to all organizations and individuals identified as having responsibility for implementation. The plan will be activated at least once a year in the form of a simulated emergency in order to provide practical experience for those with ECC responsibilities.

This plan supersedes and rescinds all previous editions of the Marion County Emergency Operations Plan and is effective upon signing by the Board of Commissioners Chairperson. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of the plan.

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A

Sample Disaster Declaration Forms

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A. Disaster Declaration Forms

SAMPLES
DECLARATION OF EMERGENCY
BEFORE THE BOARD OF COMMISSIONERS
FOR MARION COUNTY, OREGON

In the Matter of Declaring)
A State of Emergency within)
Marion County)

RESOLUTION

This matter came before the Board of Commissioners at an emergency meeting on _____, involving an emergency situation created by _____; and

WHEREAS, _____;and
(Date/time of occurrence; cause of incident)

WHEREAS, _____;and
(Specify location of incident and effects)

WHEREAS, _____;and
(Specify location of incident and effects)

WHEREAS, the following conditions, _____ exist in the impact area.

WHEREAS, the county ECC has been implemented and emergency service responders are _____;and

BE IT RESOLVED that the Board of Commissioners, under the emergency powers granted by ORS 401.305, declares that a State of Emergency exists within Marion County due to the fact that local resources have been exhausted. Further, Marion County's Office of Emergency Management is hereby directed to take all necessary steps authorized by law to secure the persons and property of the citizens of Marion County. State assistance is requested immediately and includes the following:

* _____
* _____

* _____

Dated at Salem, Oregon, this _____ day of _____

MARION COUNTY BOARD OF COMMISSIONERS

Chairperson

Commissioner

Commissioner

A. Disaster Declaration Forms

I respectfully request appropriate support from County, State, and/or Federal agencies, as provided in ROS 401.115, for the following forms of assistance. (State needs or support, not agencies: __

BE IT FURTHER RESOLVED, that it is respectfully requested that the Board of Commissioners of Marion County and the Governor of the State of Oregon declare a "State of Emergency" for the City of _____, as provided in ORS 401.055.

DATED THIS _____ day of _____.
CITY OF _____, OREGON
By _____
Authorized Official

REVIEWED

By _____
City Attorney

(This request may be passed to the County via radio, telephone, or fax. Hard copies must be sent to the County Office of Emergency Management with a copy placed in the final incident package.)

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B

Incident Command System Forms

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B. Incident Command System Forms**Index of Incident Command System Forms***

ICS Form Number	Form Title	Prepared By
ICS 201	Incident Briefing	Initial Incident Commander
ICS 202	Incident Objectives	Planning Section Chief
ICS 203	Organization Assignment List	Resources Unit Leader
ICS204	Assignment List	Resources Unit Leader and Operations Section Chief
ICS 204a	Assignment List Attachments	Operations and Planning Sections Staff
ICS 205	Incident Radio Communications Plan	Communications Unit Leader
ICS 205a	Communications List	Communications Unit Leader
ICS 206	Medical Plan	Medical Unit Leader
ICS 207	Organizational Chart	Resources Unit Leader
ICS 208	Site Safety Plan	Safety Officer
ICS 209	Incident Status Summary	Situation Unit Leader
ICS 210	Status Change Card	On-scene Incident Dispatcher
ICS 211	Check-In List	Resource Unit/Check-in Recorder
ICS 213	General Message	Any message originator
ICS 213 RR	Resource Request Message	Any Resource Requestor
ICS 214	Unit Log	All Sections and Units
ICS 215	Operational Planning Worksheet	Operations Section Chief
ICS215a	Hazard/Risk Analysis Worksheet	Safety Officer
ICS 218	Support Vehicle/Vessel Inventory	Group/Vessel Support Unit Leaders
ICS 219	Resource Status Card	Resources Unit Leader
ICS 220	Air Operations Summary Worksheet	Operations Section Chief or Air Branch Director
ICS 221	Demobilization Checkout	Demobilization Unit Leader
ICS 230	Daily Meeting Schedule	Situation Unit Leader
ICS 232	Resources at Risk Summary	Environmental Unit Leader
ICS 233	Open Action Tracking	Situation Unit Leader
ICS 234	Work Analysis Matrix	Operations and Planning Section Chiefs

* Copies of these ICS forms are kept in the Marion County Emergency Operations Center.

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C

Emergency Coordination Center Position Checklists

Remainder of ECC Position Checklists are located in Emergency Management Office and in ECC Section Carts.

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COMMAND

EMERGENCY OPERATIONS CENTER DIRECTOR

Welcome to the Emergency Operations Center. In this booklet you will find:

1. A checklist for your ECC position listed by type of disaster; including the common steps you should take for any disaster.
2. Action plans by type of disaster

These checklists are always going to be a ***DRAFT***. Every time you use them, you'll find something else to add. They are not comprehensive, and not every position will have a complete checklist for every type of disaster, but with your help, we are working on it!

C. Emergency Operations Center Position Checklists

EMERGENCY OPERATIONS CENTER DIRECTOR

MISSION: Responsible for recommending activation of the ECC, for the overall management of the ECC, and the County’s emergency management organization; approves all news releases, action plans, public information being disseminated, etc.; establishes contact with City ECCs, OEM, and adjacent counties; coordinates with the County Policy Group (County Administrators and Board of Commissioners) and keeps them apprised of the situation. Radio Designation - “ECC Director.”

(Many of these tasks are to be delegated)

A. All Hazards - Immediate Actions

- ___ Upon notification that an emergency has occurred, recommend that the County Emergency Program Director and/or the Board of Commissioners approve activation of the County’s ECC.
- ___ Notify the Emergency Management Coordinator to activate the ECC.
- ___ Put on your vest, take supplies from carts, and ensure that your phones work.

Review the appropriate “Action Plan” (attached) and determine your section’s responsibilities, assigning as needed

- ___ (Notifications can be assigned to Plans/Intelligence; you just have to make sure they get done.)
- ___ Obtain pertinent information from emergency response personnel regarding the situation.
- ___ Request the Emergency Preparedness Manager or Liaison Officer to establish contact with city ECCs and OEM and report that the County’s ECC has been activated.
- ___ Notify all 911 centers
- ___ Notify the Capitol Area Emergency Management Coordinators (local emergency managers).
- ___ Conduct an initial briefing as soon as possible.
- ___ Determine which positions need to be activated, and appoint an appropriate individual to those positions unless or until the pre-designated manager arrives and takes over the positions responsibilities.
- ___ Post ICS position chart with names to identify staff.
- ___ Refer staff to their checklists.
- ___ Brief staff on message flow in the ECC.
- ___ Have the public information phone lines manned.
- ___ Direct the Operations Chief to coordinate all activities directed toward reducing immediate hazards, establishing control of response forces, and restoring normal County operations.
- ___ Direct the Planning Chief to gather, analyze, evaluate, display and disseminate damage assessment, technical and resource information to the ECC staff and to

C. Emergency Operations Center Position Checklists

- document the incident by establishing the Documentation Unit, if not already accomplished.
- ___ Direct the Logistics Chief to develop support capability, including food, facilities, communications, ground support, communications, resource supply, medical support, and a base for receipt of resources.
- ___ Direct the Finance Administration Chief to develop the capability for coordinating mass care and shelter, coordinating volunteer acquisition and training, supporting families for County responders, providing legal services, establishing financial support including purchasing, timekeeping, tracking costs, and managing compensations and claims.
- ___ Ensure coordination with Polk County's ECC and field command posts, as well as Oregon Emergency Management's ECC.
- ___ Issue a formal Declaration of Emergency if appropriate.
- ___ Notify other relevant organizations of ECC opening.
- ___ Establish briefing schedules, using posted ECC briefing agenda.
- ___ Ensure plans such as evacuations are **coordinated with all** 9-1-1 centers, etc.
- ___ Appoint "Acting" ECC Director when absent from ECC.
- ___ Schedule an over flight if appropriate.
- ___ Ask the BOC to notify our Congressional Delegation if appropriate.

Intermediate Actions

- ___ Direct the Emergency Preparedness Manager to develop a 24-hour staffing plan with each Section Chief and to work with Logistics to ensure that the ECC has food, water, adequate sleeping facilities, trash removal services, medical care, etc.
- ___ Approve all news releases; establish parameters in which the PIO may develop information for release; and arrange for a spokesperson for all news conferences.
- ___ Set objectives and assign the Planning Chief to develop the Emergency Action Plan; approve the plan before dissemination to all ECC staff and if appropriate to field command posts.
- ___ Consider the need to proclaim a LOCAL EMERGENCY; have the County Attorney draft the proclamation.
- ___ Request representatives from appropriate agencies and/or private volunteer organizations to send a representative to the County ECC to assist in coordination of their efforts and the County's.

Extended Actions

- ___ Discuss recovery/re-entry needs with the Section Chiefs.
- ___ Document all actions and decisions on an activity log.
- ___ Ensure that the Finance/Administration Chief is beginning the process to request State and Federal reimbursement.
- ___ Direct the Planning Chief to develop a demobilization plan.
- ___ When appropriate, ensure that all County ECC staff participates in a Critical Incident Stress Debriefing session prior to leaving. Schedule a follow up Critical Incident Stress Debriefing(s) for all County staff, especially field and ECC responders.

C. Emergency Operations Center Position Checklists

- ___ Request all County ECC staff turn in their logs to the Planning Section on a routine basis.
- ___ Coordinate with the Command staff if there are expected visits from political officials to view the disaster site.
- ___ Direct staff to take actions to restore normal County operations as soon as practicable.
- ___ Other concerns:

B. Flood Response (Use in addition to the All Hazards Checklist)

- ___ Stage rescue crews.
- ___ Restrict traffic into high water/flooded areas.
- ___ Staff technical positions (river level projections, National Weather Service liaison) as soon as possible.
- ___ Use Public Works engineering to project flood levels/locations (also on Planning Chief checklist).

C. Earthquake Response (Use in addition to the All Hazards Checklist)

- ___ Put on your vest, take supplies from carts, and ensure that your phones work.
- ___ Go through the appropriate “Action Plan” (attached) and determine your section’s responsibilities.
- ___ Check on Detroit Dam and notify the public of any problems. (The “Hazard Analysis” Annex of the EOP has estimated flood arrival time for the path created by a failure.)
- ___ Establish a family contact center to assist employees in determining the status of their families
- ___ Ensure Amateur Radio Emergency Services (ARES) volunteers are being activated; phones will most likely be difficult to use due to system overloads.
- ___ Have the County Building Inspector implement building inspections and warnings to stay out of buildings that appear to be damaged.
- ___ Initiate bridge inspections and road inspections.
- ___ Have a Solid Waste Management staff develop a debris removal plan.
- ___ Review the problems and issues of earthquakes from the Hazard Response Annex

D. Aircraft Disaster Response (Use in addition to the All Hazards Checklist)

- ___ Notify Hospitals.
- ___ Notify the Marion County Health Department.
- ___ Notify the Red Cross.
- ___ Have a Liaison establish contact with the airline carrier and the NTSB and FAA; determine type of aircraft, people on board, hazardous cargo, estimated amount of fuel on board, etc.
- ___ Start public information dissemination as soon as possible.
- ___ Notify OEM.
- ___ Establish scene security and access into the area.

C. Emergency Operations Center Position Checklists

- ___ Request airspace restrictions from the FAA authority if search/rescue aircraft are being used.
- ___ Initiate cost tracking for later reimbursement.
- ___ Initiate critical incident debriefing for ECC staff, first responders, and any other interested parties.

E. Windstorm Response (Use in addition to the All Hazards Checklist.)

F. Power Outage Response (Use in addition to the All Hazards Checklist.)

G. Dam Failure (Use in addition to the All Hazards Checklist.)

- ___ Apply technology (GIS, etc.) to situation.
- ___ Send a disaster declaration to the State.

H. Terrorism (Use in addition to the All Hazards Checklist.)

- ___ Provide security recommendations to the public, critical facilities, and businesses (using your PIO if desirable).

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D

Mutual Aid Agreements

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D. Mutual Aid Agreements

The following Mutual Aid Agreement is in place for Marion County (MC) and its municipalities.

Date: September 8, 1994
Who: MC, Area Radio Emergency Services (ARES)
MC will: Notify ARES at the earliest possible time of communication services required.
 Provide workspace and communication equipment.
 Coordinate emergency response training activities.
 Reserve the right to investigate the personal background of ARES personnel.
 Include ARES in the MC emergency communications planning process.
ARES will: Maintain a record of enrollment of ARES members.
 Select, train, and supervise radio operators to assist MC.
 Maintain an effective call-up system and current list of members.
 Coordinate emergency response training activities.
 Provide radio operators who are properly licensed and trained.
 Participate in regular training opportunities provided by MC.
 Be responsible for proper usage of MC-owned equipment and report malfunctions immediately.
 Possess personally owned communications equipment that is properly maintained and ready for use.

Date: July 31, 1996
Who: MC and Willamette Chapter of the American Red Cross (ARC)
MC will: Inform ARC at the earliest possible time of the nature and duration of emergency.
 Provide workspace and method of communication for ARC in the Emergency Operations Center (ECC).
 Coordinate emergency response activities with ARC.
 Assist ARC as needed in emergency situations.
 Include ARC in county emergency planning.
 Reimburse ARC for cost of expendables used during any incident.
ARC will: Select, train, and supervise shelter managers.
 Provide a representative to work in the ECC during training and events.
 Determine, in coordination with the County, the appropriate facilities to be used as shelters/location for disaster victims.
 Open shelters within two hours of notification from MC.
 Provide suitable space for residential uses.
 Provide meals on-site at shelters with a maximum of four hours of opening.
 Provide relief and recovery services to disaster victims.
 Provide appropriate counseling services through referrals.
 Register shelter residents and ARC clients admitted to area hospitals.

D. Mutual Aid Agreements

Both will: Provide liaison with other ARC chapters.
 Share damage assessment and survey information.
 Negotiate separate agreements for provision of services to MC employees.
 Participate in regional, cross-jurisdictional planning for preparedness.
 Jointly and independently provide preparedness and response info to the community to improve safety.

Date: February 9, 1998
Who: MC, City of Aumsville, and Aumsville Rural Fire District
MC will: Notify the Fire District of applications for building permits and new addresses.
 Invite the fire district to fee-based pre-application meetings conducted by the planning department for proposed subdivisions, industrial buildings, etc.
All will: Coordinate comprehensive planning and development.
 Assign appropriate zoning designations for property owned by the fire district, allowing construction of new stations as needed.
 Coordinate development actions requiring individual notice to property owners.
 Coordinate water system planning, hazardous materials shipments, traffic management, and ambulance service.

Date: May 1993
Who: U.S. Army Corps of Engineers (USACE), Portland District; Santiam Canyon Communications Center (SCCC); National Weather Service (NWS); and MC Detroit Dam Warning System
USACE will: Design the warning system.
 Purchase and install the equipment.
 Maintain, provide back-up power for, and test the equipment.
 Respond to calls from SCCC and provide detailed information on the situation.
SCCC will: Assist in installing the receiver in the dispatch center.
 Coordinate with USACE for testing the entire warning system.
 Verify alarm signals by calling the Detroit Dam operator.
 Notify and advise the NWS in a timely manner.
NWS will: Notify and advise the public in a timely manner in an emergency.
MC will: Implement a public awareness program of the early warning system and evacuation procedures.

Date: October 26, 2005
Who: Marion County Fire Service Districts and Departments
What: Departments will assist each other in response to a fire or public safety incident during times of an emergency.

D. Mutual Aid Agreements

Date: May 2007
Who: MC, City of Salem, and Chemeketa Community College
What: All three parties will utilize Chemeketa's facilities at 4000 Lancaster Drive NE, Salem to set up a Joint information Center (JIC) in the event of an emergency.

Date: August 5, 1996
Who: MC, City of Keizer
Both will: Establish and maintain an Emergency Management (EM) Program. Provide each other with current information and revisions, as they occur, regarding policies and procedures affecting the EM program.
 Participate in monthly meetings with local area EM providers, with the purpose of communicating and coordinating activities to eliminate duplication.
 Participate in the development and maintenance of each other's EM plans.
 Participate in debriefings of multi-agency incidents.
 Communicate emergency information in a timely manner.
 Assist each other when an emergency exceeds the capabilities of either party.
 Ensure that all local resources have been exhausted before requesting a Declaration of Emergency by the Governor.
 Negotiate with each other regarding payment for any costs incurred by the assisting party not covered by a declaration.

Date: December 27, 1995
Who: MC, Linn County
What: Ensure that emergency preparedness planning and mitigation activities are coordinated in a timely manner.
 Assist each other financially if a disaster depletes either party's financial resources.
 Provide facilities for care.

Date: August 14, 1996
Who: MC, Polk County, and Yamhill County
All will: Ensure that emergency preparedness planning and mitigation activities are coordinated in a timely manner.
 Assist each other when an emergency exceeds the capabilities of either party.
 Provide facilities for care.
 Assist each other financially if a disaster depletes either party's financial resources.

D. Mutual Aid Agreements

Date: July 29, 1998
Who: MC, Mill City, and Mill City Rural Fire District
All will: Establish a process for coordinating comprehensive planning and development.
MC will: Send a copy of application of building permits to the Fire District. Include the Fire Department in fee-based pre-application meetings conducted by the Planning department regarding such topics as water system planning, hazardous materials shipments, traffic management, and ambulance service.

MC and Mill City will: Involve the Fire District in their comprehensive planning, including amendments to or adoption of a comprehensive plan or implementing regulation. Coordinate with the Fire District to assign appropriate zoning designations and in development actions requiring individual notice to property owners. Notify the Fire District of all addresses assigned to new structures.
All will: Coordinate with one another regarding proposed development actions, amendments to cooperative and urban service agreements, and the applicability of agreements within the city limits of Mill City.

Date: April 2004
Who: Oregon Department of Transportation (ODOT) and Marion County Public Works
What: This agreement expedites the response and ability to work with ODOT in the event of an emergency.

Date: April 2005
Who: Various government agencies in Oregon
What: Parties involved in the agreement are responsible for the construction and maintenance of public facilities such as street, road, highway, sewer, water, and related systems during routine and emergency conditions. Each party owns and maintains equipment and employs personnel who are trained to provide service in the construction and maintenance of road systems. Each party must have necessary personnel and equipment to provide such services in the event of an emergency.

Date: August 2005
Who: Benton, Lincoln, Linn, Marion, Polk, and Yamhill counties
What: An Omnibus Agreement between the six counties will enable them to provide emergency assistance to each other during times of an emergency.

D. Mutual Aid Agreements

Date: August 21, 2006
Who: Chemeketa, Keizer, MC, Polk County, City of Salem Fire Department, Salem Public Works, ARC, Jefferson Rural Fire Protection District, Marion County Sheriff's Office, Salem Hospital. (Public Information Officer agreement)
What: All parties will coordinate their efforts to provide timely, accurate, and appropriate information to incident victims, victims' families, involved organizations, staff and service providers, emergent volunteers, media, and the community, while working with emergency responders.

Date: April 15, 1998
Who: MC, Salem Area Transit (SAT)
SAT will: Provide bus vehicles and operators if needed in an emergency. Retain overall control over the use and actions of its equipment and employees; employee will report to the IC for instructions. Maintain comprehensive insurance coverage on its vehicles. Not be held liable for any accident or injury. Not be interrupt its regular service to accommodate MC requests; assistance will be provided using available resources only. Charge no fee to MC if assistance requested is within SAT legal service boundary. Provide a designated contact person to coordinate requests for assistance.

Date: December 27, 1995
Who: MC and the City of Salem
Both will: Establish and maintain an EM program. Provide one another with current information regarding revisions of policies and procedures affecting the EM program. Participate in monthly meetings with local area EM providers. Participate in the development and maintenance of each other's EM plans. Participate in debriefings of multi-agency incidents as they may occur. Communicate emergency information in a timely manner. Assist each other when an emergency exceeds the capabilities of either party. Ensure that all local resources have been exhausted before requesting a Declaration of Emergency by the Governor.

D. Mutual Aid Agreements

Date:	December 1993
Who:	MC and Salem Hazardous Materials (HazMat) Response
Salem HazMat will:	Provide hazardous material response when requested. Assist MC in satisfactorily identifying materials that may need disposal. Provide MC with a rate schedule and charge accordingly.
MC will:	Provide Salem HazMat with a list of MC employees authorized to request assistance from the City, and keep the list current. Provide \$25,000 in the form of a prepayment; response costs will be deducted from that amount. Provide over pack materials for chemicals and chemical containers contained by the response team. Provide transportation and disposal of chemicals. Be responsible for contaminated soils left behind from response team. Coordinate fire support services with local fire districts
Both will:	Agree to indemnify the other from each and every claim which the indemnifier would be legally liable to pay. Comply with all laws and rules for protections of persons and property. Maintain status as an insured or self-insured employer, in compliance with Workers Comp coverage. (This may have only been good for the first 5 years in place)

Date:	June 1998
Who:	MC and Santiam SCCC
SCCC will:	Provide notification services for MC during off hours, weekends, and holidays. Not be required to provide notification services when MC provides its own during emergencies. Keep documentation of all call activity. Submit a monthly invoice to MC for services. Be responsible for monitoring the location of MC crews working in the parks during the months of June through September. Establish specific operational procedures to be reviewed by MC. Make arrangements with the appropriate telephone company for the installation for its business line; cost to be born by MC. Agree to hold harmless MC from damages arising. Agree that no qualified person shall on the basis of handicap be excluded from participation in, be denied the benefits of, or otherwise be subjected to discrimination under any program or activity that received or benefits from Federal financial assistance.
MC will:	Provide SCCC with a complete listing of necessary personnel to support notification requirements.

D. Mutual Aid Agreements

Provide SCCC with a dedicated telephone line to be used only for MC services.
 Provide all necessary radio equipment.
 Open its own notification center during emergencies and during those times SCCC requests MC to operate its own notification center.
 Pay the invoice for services within 30 days of receipt.
 Be solely responsible for the maintenance of its own equipment.
 Designate a representative to work closely with the Communications Director in the performance of this agreement.
 MC agrees to hold harmless the SCCC from damages arising

Both: Agree that the communications services described are dependent upon telephone and radio communications devices and that SCCC is not responsible for failure.
 Agree that either party can terminate agreement without giving cause by giving notice to the other party not less than six months prior to the end of SCCC fiscal year.
 Agree that this Agreement will be automatically extended from year to year unless terminated as provided in above section.
 Agree that this Agreement should be monitored closely between SCCC and MC to ensure that services are being provided to the satisfaction of both parties.

Date: August 20, 1997
Who: MC, City of Silverton
Both will: Establish and maintain an EM program.
 Provide one another with current information regarding revisions of policies and procedures affecting the EM program.
 Participate in monthly meetings with local area EMs.
 Participate in the development and maintenance of each other's EM plans.
 Participate in debriefings of multi-agency incidents as they may occur.
 Communicate emergency information in a timely manner.
 Assist one another when an emergency exceeds the capabilities of either party.
 Ensure that all local resources have been exhausted before requesting a Declaration of Emergency by the Governor.
 Negotiate payment for any costs incurred by the assisting party not covered by a declaration.

D. Mutual Aid Agreements

Date: March 1996
Who: MC and City of Stayton
Both will: Establish and maintain an EM program.
 Provide one another with current information regarding revisions to policies and procedures affecting the EM program.
 Participate in monthly meetings with local area EMs.
 Participate in the development and maintenance of each other’s EM plans.
 Participate in debriefings of multi-agency incidents as they may occur.
 Communicate emergency information in a timely manner.
 Assist one another when an emergency exceeds the capabilities of either party.
 Ensure that all local resources have been exhausted before requesting a Declaration of emergency by the Governor
 Negotiate payment for any costs incurred by the assisting party not covered by a declaration.

Date: July 1, 2004
Who: Salem ECC, Marion County ECC, Valley Community Organizations Active in Disaster (VCOAD), and Marion County Volunteer Coordinator
What: During an emergency the City of Salem agrees to designate a staff person from the Dept of Community Services to participate as an active member of the VCOAD’s ECC Volunteer Coordination Group.
 (This agreement must be renewed every 3 years to remain valid)

Date: August 13, 1996
Who: MC, City of Woodburn
Both will: Establish and maintain an EM program.
 Provide one another with current information regarding revisions to policies and procedures affecting EM program.
 Participate in monthly meetings with local area EMs.
 Participate in the development and maintenance of each other’s EM plans.
 Participate in debriefings of multi-agency incidents as they may occur.
 Communicate emergency information in a timely manner.
 Assist one another when an emergency exceeds the capabilities of either party.
 Ensure that all local resources have been exhausted before requesting a Declaration of Emergency by the Governor.
 Negotiate payment for any costs incurred by the assisting party not covered by a declaration.

E

Agency/Organization-to-ESF Cross-Reference Matrix

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E. Agency/Organization-to-ESF Cross-Reference Matrix

During a major emergency or disaster affecting Marion County or a portion thereof, County and city emergency response agencies, special districts, and private organizations may be asked support the larger response. The request for assistance would come from Marion County Emergency Management. The following matrix outlines the ESFs each agency/organization may be requested to support.

Marion County Emergency Support Functions															
Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Fire Fighting	5 – Emergency Management	6 – Mass Care, Housing, and Human Services	7 – Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Food and Agriculture	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery and Mitigation	ESF 15 – External Affairs
	Marion County Agencies														
Assessor’s Office														P	
Board of Commissioners					S		S							S	P
Business Services														S	
Risk Management														S	
District Attorney					S	S		S					S	S	S
Health and Services		S			S	S	P	P			S		S	S	S
Information Technology		S												S	S
Juvenile Department	S						S						S		
Public Works	P	S	P	S	S		S			S		P		S	
Building Inspection			S												
Code Enforcement			S												
Dog Control and Shelter	S					S	S	S							
Emergency Management	S	S	S	S	P	S	P	S	S	S	P	P	S	S	S
Engineering			S												
Environmental Services			S				S	S		S					
Sheriff’s Office	P	S	S	S	S	S	S		P	S			P		S
Corrections Facility	S												S		
Search & Rescue Communications		S							S						
Search & Rescue Teams									S						
Treasurer							S							S	
City Agencies															
Mayor/City Council					S		S							S	S
City Administrator					S		S							S	S

E. Agency/Organization-to-ESF Cross-Reference Matrix

Marion County Emergency Support Functions														
Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Fire Fighting	5 – Emergency Management	6 – Mass Care, Housing, and Human Services	7 – Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Food and Agriculture	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery and Mitigation
	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14
Emergency Management	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Police Department		S		S	S	S	S		S	S			S	S
Public Works Department	S	S	S	S	S		S			S		S	S	S
Salem Fire Department HazMat Team							S			P				S
Special Districts														
Fire Protection Districts		S		P	S		S	S	S	P			S	S
Marion County Fire District Defense Board		S		P	S		S	S	S	P			S	S
Marion County Soil and Water Conservation District											P			
North Marion County Communications (NORCOM)		P												
Salem-Keizer School District	S					S	S							S
Santiam Canyon Communications Center		P												
Willamette Valley Communications Center		P												
State Agencies														
Oregon Department of Environmental Quality										S				
Oregon Department of Forestry				S										
Oregon Department of Transportation	S	S	S											S
Oregon Emergency Management		S			S		S	S						S
Oregon Health Resources and Services Administration							S	S						S
Oregon State Fire Marshal				S					S					S
Oregon State Police		S			S		S					S		S
Federal Agencies														
Emergency Alert System		S												
National Warning System		S												
National Weather Service		S												

E. Agency/Organization-to-ESF Cross-Reference Matrix

Marion County Emergency Support Functions															
Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Fire Fighting	5 – Emergency Management	6 – Mass Care, Housing, and Human Services	7 – Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Food and Agriculture	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery and Mitigation	ESF 15 – External Affairs
	U.S. Army Corps of Engineers			S				S							
U.S. Bureau of Land Management				S											
U.S. Environmental Protection Agency										S					
U.S. Forest Service				S											
Private/Non-Profit Organizations															
Ambulance Service Providers	S							S							
American Red Cross (Willamette Valley Chapter)						P	S						S	S	
Cable Companies		S				S									S
Chemeketa Area Regional Transportation System	S														
Chemeketa Community College															S
Citizen Corps Council						S									S
Hospitals								P							S
Laid Law	S														
Marion County Amateur Radio Emergency Service		S				S									
N.W. Natural Gas Company										S		P			S
Oregon State University Marion County Extension											P				
Portland General Electric										S		P			S
Radio Stations		S				S									S
Salem-Keizer Transit	S														
Salvation Army						S									S
Television Stations		S				S									S
Valley Communities Active in Disaster	S					S									S
Water Treatment and Delivery			S												
Waste Water Treatment and Distribution			S												
Wheels Community Transportation	S					S									

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References

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Federal

Public Law 93 234, as amended, Flood Disaster Protection Act of 1973.

Public Law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.

Code of Federal Regulations, Title 44, Part 206.

Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1985.

Federal Emergency Management Agency, State and Local Guide 101.

National Response Plan, 2004.

National Incident Management System, 2004.

State

Office of State Fire Marshal. Oregon Fire Services Mobilization Plan. March 2004.

Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials. March 2005.

Oregon Revised Statutes 401.305 through 401.335.

Local

Marion County Ordinance #995, as amended by Chapter 2.35 of the Marion County Codes

Memoranda of Agreement / Understanding

Other

Capitol Operation Area (Marion, Polk & Yamhill Counties) Emergency Alert System Plan. 2005.

All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

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G

Glossary of Terms

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G. Glossary of Terms

GLOSSARY OF KEY TERMS

Actual Event: A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health, or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

After Action Report: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

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).

Agency Representative: A person assigned by a primary, assisting, or cooperating state, local, or tribal government agency or private entity 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: Any incident caused by terrorism, natural disasters, or any Chemical, Biological, Radiological, Nuclear, or Explosive accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

Area Command (Unified Area Command): An organization established (1) to oversee the management of multiple incidents that are each being handled by an Incident Command System organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources to perform within a given operational period that are 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.

G. Glossary of Terms

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

Audit: Formal examination of an organization's or individual's accounts; a methodical examination and review.

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

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section 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.

Chain of Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

Chief: The Incident Command System title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (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: In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Communications Unit: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an Emergency Operations Center. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

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

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

G. Glossary of Terms

Corrective Action: Improved procedures that are based on lessons learned from actual incidents or from training and exercises.

Corrective Action Plan: A process implemented after incidents or exercises to assess, investigate, and identify and implement appropriate solutions to prevent repeating problems encountered.

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters (Department of Homeland Security, National Response Plan (December 2004), 64).

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or 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 can be assigned to the Incident Commander, General Staff, and Branch Directors.

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

Disciplines: A group of personnel with similar job roles and responsibilities. (e.g. law enforcement, firefighting, Hazardous Materials, Emergency Medical Services).

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the Incident Command System organization between the branch and resources in the Operations Section.

Emergency: Absent a Presidential declared emergency, any incident(s), human-caused or natural, 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: The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

Emergency Management Board Designee: The Emergency Management Board Designee is the chairman of the Marion County Policy Group when the ECC is activated. This position is empowered to assume executive control over all departments, divisions, and offices of Marion County during a state of emergency. The Emergency Management Board Designee, with support from County legal staff and the Chief Administrative Officer, will make an Emergency

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Declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration.

Emergency Management Director: The Marion County Emergency Management Director is responsible for the overall coordination and management of County resources during any type of event, while ensuring that support is provided to all Emergency Support Function coordinators and command staff throughout the duration of an incident.

Emergency Operations Center: The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An Emergency Operations Center 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. Emergency Operations Centers may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, state, regional, county, city, tribal), or some combination thereof.

Emergency Operations Plan: The “steady-state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

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

Emergency Response Provider: Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

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

Evaluation: The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

Event: A planned, non-emergency activity. The Incident Command System can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Exercise: Exercises are planned and coordinated activities allowing homeland security and emergency management personnel (from first responders to senior officials) to demonstrate training, exercise plans, and practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents.

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

Federal Preparedness Funding: Funding designated for developing and/or enhancing state, territorial, local, and tribal preparedness capabilities. This includes all funding streams that

G. Glossary of Terms

directly or indirectly support Homeland Security initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

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

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.

Group: 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. Groups, when activated, are located between branches and resources in the Operations Section.

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

Homeland Security Exercise and Evaluation Program: A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at <http://www.hseep.dhs.gov>.

Improvement Plan: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

Incident: An occurrence or event, natural- or human-caused, that requires an emergency response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, 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.

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Incident Command Post: The field location at which the primary tactical-level, on-scene incident command functions are performed. The Incident Command Post may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System: A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. The Incident Command System 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. The Incident Command System is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

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

Incident Management Team: The Incident Command System and appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives: Statements of guidance and direction necessary for selecting 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.

Incident-Specific Hazards: Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, avian flu, etc.

Initial Action: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

Interagency: An organization or committee comprised of multiple agencies.

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Interoperability & Compatibility: A principle of the National Incident Management System that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under the National Incident Management System are to be effective in domestic incident management. Interoperability and compatibility are achieved through the use of such tools as common communications and data standards, digital data formats, equipment standards, and design standards. (Department of Homeland Security, National Incident Management System (March 2004), 55.)

Inventory: An itemized list of current assets such as a catalog of the property or estate, or a list of goods on hand.

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

Joint Information System: Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the Joint Information System 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; advising the Incident Commander 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., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

Lessons Learned: Knowledge gained through operational experience (actual events or exercises) that improve performance of others in the same discipline. For additional information please visit <https://www.llis.dhs.gov/>

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.

Local Government: 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 organization, 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).

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Logistics: Providing resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is “any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

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

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

Multi-Agency Coordination Entity: A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multi-Agency Coordination Systems: Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multi-agency coordination systems include facilities, equipment, Emergency Operations Centers, specific multi-agency coordination entities, personnel, procedures, and communications. These

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systems assist agencies and organizations to fully integrate the subsystems of the National Incident Management System.

Multi-Jurisdictional 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: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

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

National Disaster Medical System: A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. National Disaster Medical System provides resources for meeting the continuity of care and mental health services requirements of the ESF 8 in the Federal Response Plan.

National Incident Management System: A system mandated by Homeland Security Presidential Directive-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among state, local, and tribal capabilities, the National Incident Management System includes a core set of concepts, principles, and terminology. Homeland Security Presidential Directive-5 identifies these as the Incident Command System; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Plan: A plan mandated by Homeland Security Presidential Directive-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

National Response Framework: A guide to how the United States conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the nation. It is intended to capture 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. The National Response Framework replaces the former National Response Plan.

Non-Governmental Organization: An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit.

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Examples of non-governmental include faith-based charity organizations and the American Red Cross.

No-Notice Events: An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property (i.e. terrorist attacks and threats, wildland and urban fires, floods, hazardous materials spills, nuclear accident, aircraft accident, earthquakes, hurricanes, tornadoes, public health and medical emergencies etc.)

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 not over 24 hours.

Operations Section: The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

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

Plain Language: Common terms and definitions that can be understood by individuals from all responder disciplines. The intent of plain language is to ensure the clear and accurate communication of information during an incident. For additional information, refer to http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf.

Planning: A method for developing objectives to be accomplished and incorporated into an Emergency Operations Plan.

Planning Meeting: A meeting held as needed prior to 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: 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.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and non-governmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the National Incident Management System, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

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Preparedness Organizations: The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

Preplanned Event: A preplanned event is a non-emergency activity. The Incident Command System can be used as the management system for events such as parades, concerts, or sporting events, etc.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention includes 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.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

Processes: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

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

Public Information Systems: The processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.

Publications Management: The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of National Incident Management System materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

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Reception Area: This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of Incident Action Plans, supplies and equipment, feeding, and bed down.

Recovery: The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, non-governmental, 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 by a state, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

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 ECC.

Resource Management: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely 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; the use of special state, local, and tribal teams; and resource mobilization protocols.

Resource Typing: Resource typing is the categorization of resources that are commonly exchanged through mutual aid during disasters. Resource typing definitions help define resource capabilities for ease of ordering and mobilization during a disaster. For additional information please visit <http://www.fema.gov/emergency/nims/rm/rt.shtm>.

Resource Typing Standard: Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The Federal Emergency Management Agency/National Incident Management System Integration Center Resource typing definitions provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or disaster.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

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

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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.

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Scalability: The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

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

Span of Control: The number of individuals a supervisor is responsible for, 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.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedures: A complete reference document that details the procedures for performing a single function or a number of independent functions.

Standardization: A principle of the National Incident Management System that provides a set of standardized organizational structures (such as the Incident Command System, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various areas, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System March 2004, 2.)

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).

Strategic: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

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Strategy: The general direction selected to accomplish incident objectives set by the IC.

Strike Team: A set number of resources of the same kind and type that have an established minimum number of personnel.

Supporting Technologies: Any technology that may be used to support the National Incident Management System is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

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 Assistance: Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

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

Training: Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

Tribal: 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: A classification of resources in the ICS 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 Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

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

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

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

Volunteer: For purposes of the National Incident Management System, a volunteer is 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, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

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

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Emergency Support Functions

Incident Annexes

