# Chapter 54 – EMERGENCY OPERATIONS PLAN

Lane Manual is undergoing a modernization process; the renumbering reference and redline versions that follow were prepared at the time of conversion, and have not been updated as the chapter has been revised.

Old	New
54.005	54.005.005
All other section	ns removed by
Board Order	22-08-09-03

# At left margin indicates changes **Bold** indicates material being added Strikethrough indicates material being deleted

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# **Chapter 5 – EMERGENCY OPERATIONS**

#### 54.005 - EMERGENCY OPERATIONS PLAN

#### 54.005.005 - General Information.

Pursuant to the provisions of Oregon Revised Statutes Chapter 401, the responsibility for preparation and response to major emergencies within Lane County is vested with the Board of County Commissioners.

Pursuant to State law, the emergency management function must include, at a minimum:

- A. Coordination of the planning activities necessary to prepare and maintain a current emergency operations plan, management and maintenance of emergency operating facilities from which elected and appointed officials can direct emergency and disaster response activities;
- B. Establishment of an incident command structure for management of a coordinated response by all local emergency service agencies; and
- C. Coordination with the Oregon Department of Emergency Management to integrate effective practices in emergency preparedness and response as provided in the National Incident Management System established by the Homeland Security Presidential Directive 5 of February 28, 2003. [1983 c.586 §12; 1993 c.187 §9; 2005 c.825 §11; 2013 c.189 §2]

(Order 94-2-15-7, 2.15.94; Order 07-10-24-7, 10.24.07)

#### 54.005.010 - Emergency Operations Plan.

The Lane County Emergency Operations Plan is an all-hazards plan that outlines how the County will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, and Oregon Department of Emergency Management plans.

Consisting of a Base Plan, Emergency Support Function Annexes that complement the Federal and State of Oregon Emergency Support Function Annexes, Support Annexes and Incident Annexes, the Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, local, tribal and non-governmental organizations.

The Emergency Operations Plan is a component of the County's comprehensive approach to emergency management that ensures the County is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the County.

The plan, consistent with the National Incident Management System, will:

- A. Establish a system for incident management;
- B. Identify key roles and responsibilities;
- C. Outline the steps for coordination with response partners;

- D. Define the primary and support roles of County agencies and departments;
- E. Outline all applicable authorities and references;
- F. Outline an emergency or disaster declaration process;
- G. Identify Emergency Operations Center primary and secondary locations;
- H. Establish a general concept of operations; and
- I. Include a bi-annual hazard analysis.

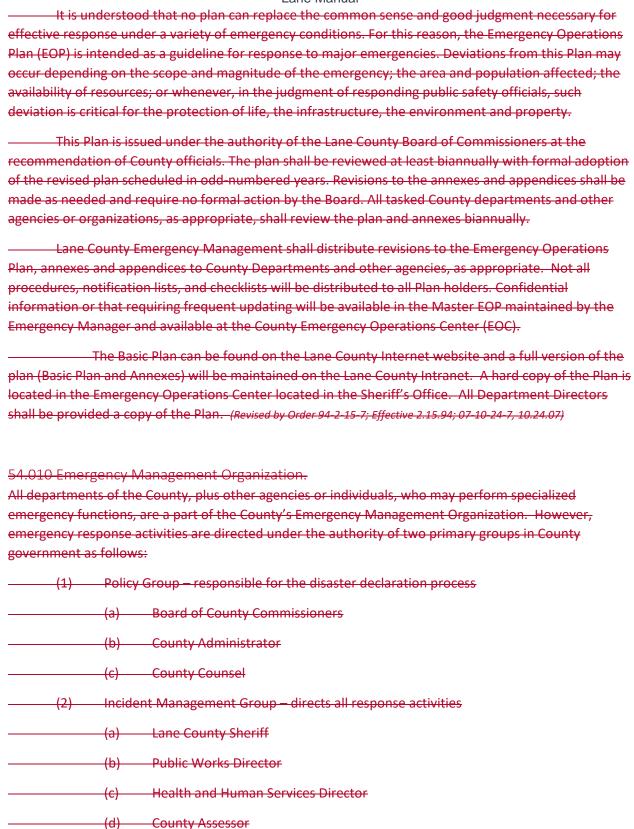
#### 54.005.015 - Maintenance and Review.

The plan is to be reviewed and updated every two (2) years by the Emergency Manager and formally adopted by resolution by the Board of County Commissioners. The plan is issued under the authority of the Lane County Board of County Commissioners at the recommendation of County officials. Revisions to the annexes and appendices shall be made as needed and require no formal action by the Board.

Lane County Emergency Management will ensure the Base Plan is posted on the Lane County website and in print in the County Emergency Operations Center and Dispatch Center. The annexes and appendices are operational and will not be made available publicly, per ORS 192.345(18), which specifically exempts public safety operational plans from public disclosure requests.

It is understood that no plan can replace the common sense and good judgment necessary for effective response under a variety of emergency conditions. For this reason, the Emergency Operations Plan (EOP) is intended as a guideline for response to major emergencies. Deviations from the Plan may occur depending on the scope and magnitude of the emergency; the area and population affected; the availability of resources; or whenever, in the judgment of responding public safety officials, such deviation is critical for the protection of life, infrastructure, environment, and property.

The Lane County Emergency Operations Plan is a document which provides the basic framewor
to guide departments, agencies, and organizations for carrying out specific actions at projected times
and places in an emergency or disaster.
The Basic Plan identifies authorities and references, defines operational conditions, describes
the County Emergency Management Organization, assigns emergency responsibilities, and provides a
concept of operations utilizing the National Incident Command Systems (NIMS).
Annexes outline specific emergency support functions, assign tasks, and describe methods by
which emergency functions will be accomplished.
Appendices supplement information and actions outlined in the Plan and Annexes by providing
guidelines to assist in carrying out appropriate emergency activities under specific emergency condition
(contingency plans) or by detailing specific operating procedures.



# Lane Manual (e) Fire Defense Board Chair **County Administration** (g) Lane County Emergency Management These two groups are responsible for managing and responding to major emergencies and disaster events and have distinct responsibilities and duties. The Policy Group will report to the Board of County Commissioners conference room as needed. Upon the decision to activate the Lane County Emergency Operations Center (EOC) the Incident Management Group will report to the EOC and manage all emergency response activities. They will activate additional EOC staff positions as needed. The major responsibilities of each group are as follows: (1) Policy Group (a) Convene Board of County Commissioners for emergency session(s) if needed. Communicate with and coordinate efforts with elected officials from other government entities. (c) Declare county state of emergency and request governor's declaration of emergency through Oregon Emergency Management as necessary. (d) Make decisions regarding which county services will be curtailed during emergencies and when those services will be restarted. (e) Provide policy guidance. County counsel reviews major response activities for legal and liability issues. Incident Management Group. (a) Overall management of emergency response activities. Ensuring that the Incident Command System has been implemented on-scene. (c) Ensuring responder safety. (d) Disseminating information to the public and media through the Public Information Officer or designee. Coordinating activities of all agencies responding to the incident. Securing necessary resources. (g) Documenting response activities. (h) Restoring critical services as soon as possible. The major responsibilities of each department represented by the Incident Management Group include:

(1)	Lane Manual
. ,	Sheriff's Office
	<del>(a) Law enforcement</del>
	(b) Warning Services
	<del>(c) Communications</del>
	<del>(d) Evacuation</del>
	<del>(e) Crowd control</del>
	(f) Crime scene investigations
	(g) Search and rescue
<del>(2)</del>	Public Works
	<del>(a) Debris management</del>
	(b) Road and bridge damage assessment and repair
	(c) Removal of roadway obstructions
	(d) Fleet services
	<del>(e) GIS mapping</del>
<del>(3)</del>	Assessment & Taxation
	(a) Rapid damage assessment
	(b) Initial damage assessment
	(c) Preliminary damage assessment
	(d) Structural assessment of building and infrastructure
<del>(4)</del>	Health & Human Services
	(a) Communicable disease outbreaks
	(b) Safety of food and water
	(c) Mental health services
	(d) Social service coordination
	(e) Shelter and mass care
	(f) Special needs population
	(g) Strategic National Stockpile
	(h) Medical examiner

<del>(5)</del>	Lane Manual — Lane County Fire Defense Board
	<del>(a) Fire response</del>
	(b) Emergency medical services
	<del>(c) Technical rescue</del>
	<del>(d) Evacuation</del>
	<del>(e) Hazardous materials</del>
<del>(6)</del>	Emergency Management
	(a) Regulatory compliance
	(b) EOC functions
	(c) Activity coordination
	<del>(d) Volunteer coordination</del>
<del>(7)</del>	— County Administration
	(a) Public information
	(b) Information systems
	(c) Management services
Guide	lines for determining the lead agency or county department for an incident are as follows:
<del>(1)</del>	Lane County Sheriff's Office
	<del>(a) Domestic Terrorism</del>
	(b) Transportation, mass casualty incident
<del>(2)</del>	Public Works Department
	(a) Snow/Ice Storm
	<del>(b) Flood</del>
	<del>(c) Windstorm</del>
	<del>(d) Earthquake-Tsunami</del>
	<del>(e) Volcanic Ash</del>
<del>(3)</del>	Presiding Fire Service Agency
	<del>(a) Wildfire</del>
	(b) Hazardous Materials Incident

<del>(4)</del>	Healt	tane Manual  h & Human Service Department
		Biological Incident
	<del>(b)</del>	— Communicable Disease Outbreak
		d agency or department will establish an on-scene field command post for
	_	ident Command System. The on-scene response activities should be
Effective 2.15.94		d coordinated with, the Emergency Operations Center. (Revised by Order 94-2-15-7; 4-7, 10.24.07)
	•	<del>d References.</del>
The authority	<del>r for the</del>	provisions of preparing and maintaining the Plan are as follows:
<del>(1)</del>	Feder	<del>ral</del>
	<del>(a)</del>	Federal Civil Defense Act of 1950, Public Law (PL) 81-950 as amended.
	<del>(b)</del>	The Disaster Relief Act of 1974, PL 93-288 as amended.
amended by		Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as '07.
	(d)	Title III of the Superfund Amendments and Reauthorization Act of 1986 (SARA)
PL 99-499 as	amende	<del>d.</del>
	<del>(e)</del>	Code of Federal Regulations (CFR), Title 44. Emergency Management
Assistance.		
		Executive Order (EO) 12148 of July 20, 1979, as amended, Federal Emergency
		EO 12472 of April 3, 1984, Assignment of National Security and Emergency
Preparedness	<del>s Telecor</del>	mmunications Functions.
	<del>(h)</del>	EO 12656 of November 18, 1988, Assignment of Emergency Preparedness
Responsibiliti	es.	
	<del>(i)</del>	Federal Preparedness Circular 8, June 22, 1989, Public Affairs in Emergencies.
	(j)	Homeland Security Act of 2002.
	(k)	National Response Plan.
	<del>(I)</del>	Homeland Security Presidential Directive 5 (HSPD-5) Management of Domestic
Incidents.		
	<del>(m)</del>	Homeland Security Presidential Direct 8 (HSPD-8) National Preparedness.

Homeland Sec		DHS National Incident Management System, March 1, 2004, Department of
	State	
	(a)	Oregon Revised Statutes (ORS) Chapter 401.
	(b)	Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan.
	(c)	Oregon Homeland Security State Strategy, March 2007.
<del>(3)</del>	Local	
	<del>(a)</del>	Lane Manual Chapters 3.044(5) and 54 as amended.
	(b)	Ordinances and Emergency Operations Plans of municipalities within Lane
County.	( )	
54.020 Emer	<del>gency D</del> )1, the La	ne County Board of Commissioners has the legal authority to declare that a local
		exists. Declaration of a local disaster enables the Board of Commissioners to horities and to request additional resources from State or Federal government.
If the Commis	ssioners a	hree Commissioners must be assembled to consider and vote on the emergency. are unable to assemble a quorum to act on a Declaration due to absence or ng line of succession shall be used:
<del>(1)</del>	- Chair (	of the Board of County Commissioners
<del>(2)</del>	Vice C	hair of the Board of County Commissioners
(3)	Comm	nissioners by seniority
<del>(4)</del>	Count	y Administrator
<del>(5)</del>	Sheriff	F
<del>(6)</del>	Under	- Sheriff
<del>(7)</del>	Emerg	<del>sency Manager</del>
<del>(8)</del>	Sheriff	ers command staff line of succession
		n of a local emergency must include a description of the situation and existing
		nt the declaration, the geographic boundaries of the emergency area, the special or the emergency controls to be imposed by the County. The effective period for

the declaration must also be specified (i.e. for 72 hours). The emergency period can be extended if emergency conditions still exist after the effective period expires. If state or federal assistance is needed, it must also declare that all appropriate and available resources have been expended, and contain a request to the Governor for the type of assistance required.

Requests must include:
(1) Description of the mission to be accomplished,
(2) Types of assistance needed,
(3) Certification that all resources have been expended, and
(4) Preliminary assessment of property damage or loss, injuries and deaths.
When a city is impacted by a disaster and needs assistance beyond that provided by mutual aid agreements, the governing body of the city may declare an emergency and request assistance from the County. Any such request will include the information shown above. If the County is unable to provide the assistance requested, the County may declare a local emergency and request that the Governor declare an emergency. Lane County may add its support to the request, request that additional areas or services be included, or pass the request through to the state without any comment.  The State of Oregon has the option of declaring a State of Emergency and can only authorize activation of state resources in support of the incident. The State can declare a State of Emergency and
begin negotiations with FEMA for a Federal Disaster Declaration.
The Emergency Manager will initiate a declaration of an emergency in Lane County and the following documents will be forwarded to the Board for action:
(1) Board Order declaring an emergency,
(2) Supporting documentation as determined necessary by the County Administrator,
(3) Draft letter to the Governor requesting state declaration and specifying nature of the problem and the amount and types of assistance needed and certifying that local resources have been expended,
(4) An assessment of injuries, deaths, damage and current situation.
Requests for state assistance will be forwarded to Oregon Emergency Management as soon as practical. These requests may be sent by FAX (with original signed documents forwarded later) by mail, or may be hand delivered. (Revised by Order 94-2-15-7; Effective 2.15.94; 03-11-12-10, 11.12.03; 07-10-24-7, 10.24.07)

# 54.025 Emergency Operations Center.

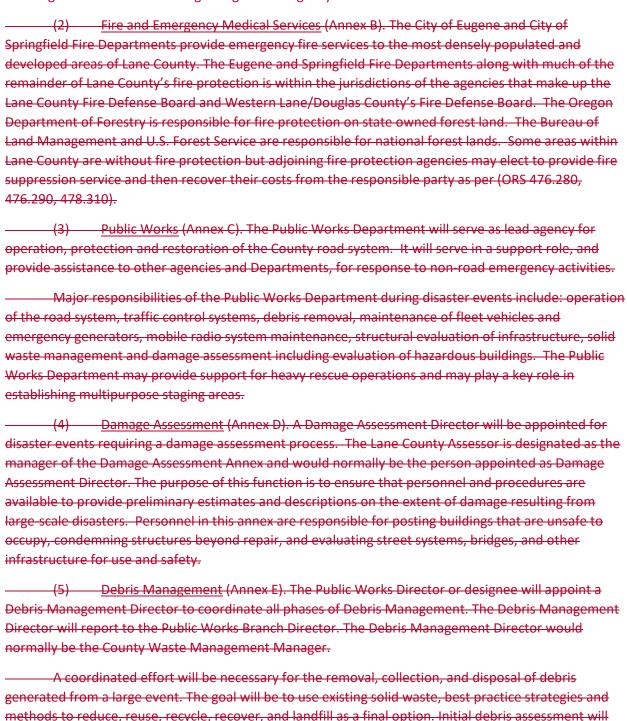
The primary Lane County Emergency Operations Center (EOC) is located within the Sheriff's Office section of the Lane County Public Service Building, which is located at 125 East 8th Avenue, Eugene, Oregon. If the area of the emergency includes the primary EOC, the secondary EOC is the Lane County

Public Works "Veneta Shops" located at 25398 Jeans Road, Veneta, Oregon. If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected and announced.

The Lane County EOC serves several functions. In a major disaster, it may serve the following	
functions simultaneously:	
(1) Provide a location from which County agencies may coordinate the delivery of their o	₩n
services during an emergency;	
(2) Provide a facility from which discipline-specific emergency support activities (such as	
search and rescue or conflagration act mobilizations) may be coordinated;	
(3) Serve as a coordination point for the support of jurisdictions impacted by localized or	
area-wide emergencies requiring assistance from county, state or federal agencies; and	
(4) During major emergencies or disasters, serve as the interface between city governme	nts
and special districts and state and federal agencies.	
— Depending on the scope of the emergency, each incident scene may have an Incident	
Commander (IC) assigned or a jurisdictional IC may be designated and local EOC activated to coordina	ıŧρ
that jurisdiction's response. Local ICs will request assistance from the County EOC, which will be	
managed by the EOC Manager.	
The FOC Manager's function will be assumed by the Emergency Manager or other Sheviff's	
The EOC Manager's function will be assumed by the Emergency Manager or other Sheriff's designee. In most cases, representatives of a number of involved emergency response organizations varieties.	:11
participate in the direction and control of emergency operations.	<del>WIII</del>
Each County department and the Lane County Fire Defense Board will designate personnel, as	<del>S</del>
required, to serve as part of the command and general staff in the EOC.	
These representatives shall be trained to function under the National Incident Management	
System (NIMS). The EOC may be activated by the on-scene Incident Commander, Sheriff, Emergency	
Manager, or Fire Defense Board Chief. When the EOC is activated, members of the command and	
general staff shall be notified to report to the EOC.	
Because of the wide scope of activities and responsibilities that may be conducted from	<del>1</del>
the County EOC, it is difficult to apply the textbook concepts of the NIMS Incident Command System i	
the EOC. Rarely will true "command" authority be exercised from the EOC. However, a major disaster	
may require that county staff exercise direction and control over county incidents and resources, while	
concurrently providing planning and logistical support to other impacted jurisdictions within the coun	
(Revised by Order 94-2-15-7; Effective 2.15.94; 07-10-24-7, 10.24.07)	
54.030 General Concepts of Operations.	
(1) <u>Law Enforcement</u> (Annex A). During an emergency, the Lane County Sheriff's Office v	vill
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protect life and property; maintain law and order; regulate vehicle traffic; conduct search and rescue

operations; lead or assist with evacuations; respond to terrorist incidents; and, upon request, assist other agencies in their duties regarding the emergency.



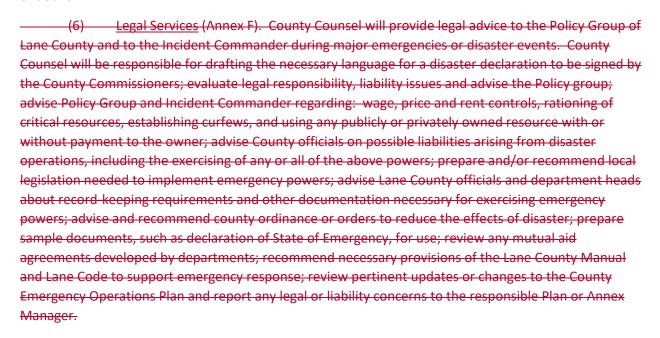
management staff will help establish priorities for the allocation of resources, collaborate with damage assessment team needs, physically remove debris, open transportation routes, and ensure compliance with Department of Environmental Quality (DEQ)/ Lane Regional Air Pollution Authority (LRAPA),

determine if a disaster is of significance to request assistance from outside resources. Debris

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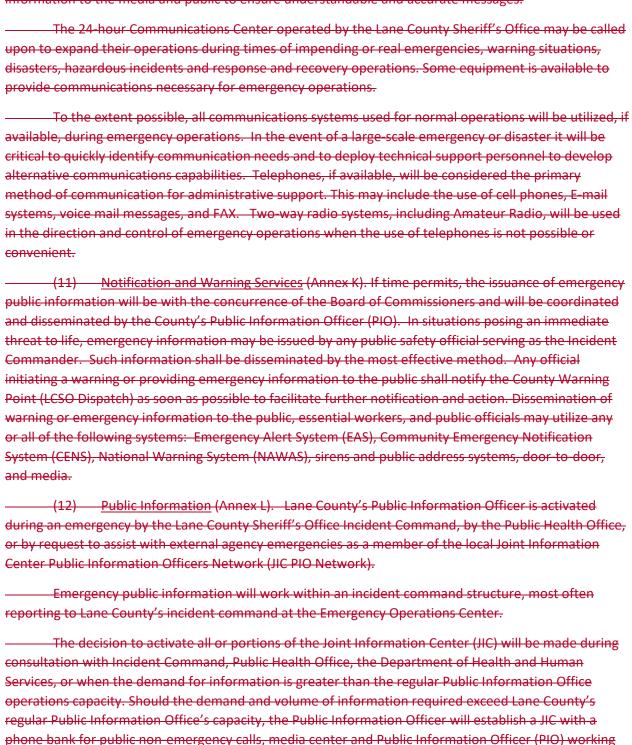
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Division of State Lands (DSL) and the Army Corps of Engineers (ACOE) regulations and requirements. If needed, debris management staff will also locate temporary storage sites for the collection and recovery of debris.



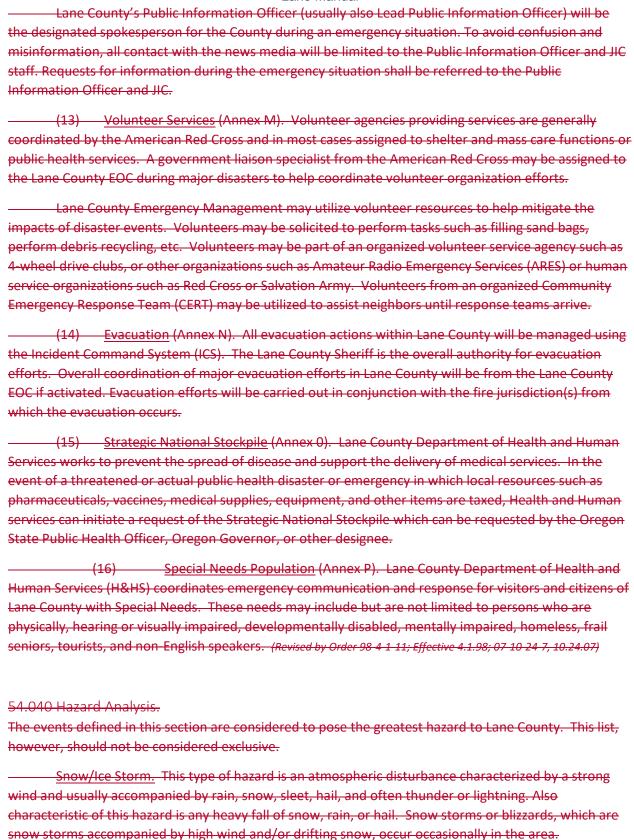
- (7) Shelter and Mass Care (Annex G). The American Red Cross (ARC) will assume lead in establishing shelters and providing mass care needs. The Lane County Health and Human Services Department will coordinate and assist the ARC for Lane County needs. The purpose of this function is to establish plans, procedures, policy and guidelines for providing protective shelters, temporary lodging, emergency feeding, and clothing of persons forced to leave their homes due to emergency, disaster or precautionary evacuation.
- (8) <u>Health Services</u> (Annex H). Lane County Department of Health and Human Services (H&HS) directs the measures needed to prevent the spread of disease and deliver emergency/crisis mental health services. Health and Human Services will coordinate public health, mental health, and medical services during emergency situations to reduce death and injury and to assist in damage assessment and restoration of essential health services within the disaster area.
- (9) <u>Care and Management of the Deceased</u> (Annex I). The handling of fatalities in a mass casualty disaster is the jurisdiction of the medical examiner under the supervision of the District Attorney's Office. The medical examiner is responsible for the care and handling of individuals who are deceased due to the occurrence of a disaster including tagging of bodies, identification of deceased individuals, execution of the evidentiary process, transportation of bodies, notifying of next of kin and coordination with mortuary facilities.
- (10) <u>Communication Services</u> (Annex J). Overall coordination of emergency communications will be exercised from the Sheriff's Office Emergency Operations Center (EOC), if activated. The communication needs of emergencies affecting a single jurisdiction will likely be managed by the affected jurisdiction's communications plan(s), with the County EOC serving as support. The County's

Public Information Officer will coordinate with the Sheriff's Office to verify/correct and disseminate vital information to the media and public to ensure understandable and accurate messages.



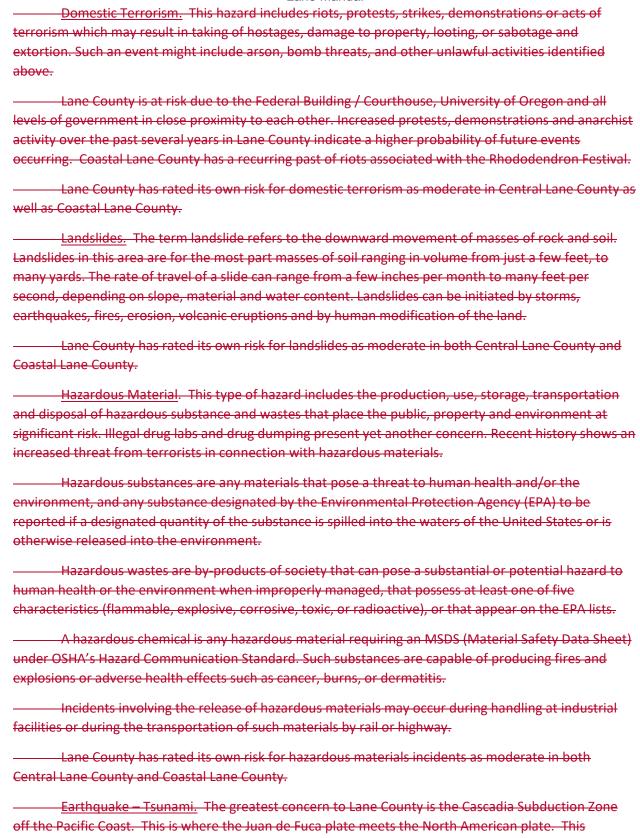
room. In addition, the JIC will be opened and staffed if two or more agencies become involved in the emergency and based on the scope of the incident. Due regard will be given to the agency of initial or

primary jurisdiction. The center may be moved or re-established when warranted.



Hail storms occur when freezing water in thunderstorm type clouds accumulates in layers
around an icy core. Wind added to hail can batter crops, structures and transportation systems.
An ice storm occurs when rain falls out of warm moist upper layer of atmosphere into a below
freezing, drier layer near the ground. The rain freezes on contact with the cold ground and accumulates
on exposed surfaces. If this is accompanied by wind, damage can occur to trees and utility wires.
on exposed surfaces. If this is decompanied by white, during can occur to trees and during whes.
Historic snow and ice storms in Lane County have caused power outages, various accidents,
road closures and damage to buildings. It is estimated that Lane County will have another major snow
and ice storm in the next 10 to 35 years.
Lang County has noted its own risk for an autiens at some as high for Control Lang County and law
Lane County has rated its own risk for snow/ice storm as high for Central Lane County and low
for Coastal Lane County.
Flood. This hazard generally involves a rise in rivers or creeks resulting from heavy rain or rapid
melting of the annual snow pack. Major flooding could also result from failure of a man-made structure
constructed to restrict the flow of water such as a dam or levee. Lane County has numerous rivers and
tributaries that could be subject to flooding and cause a threat to life, property and the environment.
Although there are nine dams inside the county and two in Linn County that help mitigate the
flood hazard, flood control efforts themselves can cause hazardous conditions. Flow releases are
sometimes necessary due to heavy rains and rising pool levels in lakes and reservoirs but can result in
localized flooding.
Laws County has noted its own wish for flood as high for hath County laws County and Coostal Laws
Lane County has rated its own risk for flood as high for both Central Lane County and Coastal Lane
County.
Windstorm. This type of hazard is an atmospheric disturbance characterized by a strong wind
and usually accompanied by rain, snow, sleet, hail and often thunder and lightning. The National
Weather Service classifies wind from 38 to 55 MPH as gale force winds; 56 to 74 MPH as storm force
winds and any winds over 75 MPH as hurricane force winds. Destructive winds like those described
normally occur between October and March.
A tornado is violently rotating column of air, pendant from a cumuliform cloud or underneath a
cumuliform cloud, and often (but not always) visible as a funnel cloud.
Tornados are the most violent weather phenomena known. Their funnel shaped clouds rotating
·
at velocities of up to 300 miles per hour generally affect areas of 1/4 to 3/4 of a mile wide and seldom
more than 16 miles long. Tornados are produced by strong thunderstorms. Such thunderstorms can also
produce large damaging hail, heavy amounts of rain, and strong damaging winds.
Lane County has rated its own risk for windstorm as high in both Central Lane County and
Coastal Lane County.
<u>Wildfire</u> . A wildfire is a fire that burns uncontrollably in a natural setting (e.g., a forest, or
<del>grassland).</del>
Lane County has rated its own risk for wildfire as moderate in Central Lane County and low in
Coastal Lane County.
<del>Coastal Lanc County.</del>

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meeting has created an 800 mile long earthquake fault on the ocean floor that stretches from the Brooks Peninsula on Vancouver Island to Cape Mendocino in northern California. Earthquakes generated along this fault have far more widespread effects than other types of quakes in the region. Also of concern is the potential for a tsunami as a result of a quake along this subduction zone. Earthquake induced movement of the ocean floor most often generates tsunamis. If a major earthquake or landslide occurs close to shore, the first wave in a series could reach the beach in a few minutes, even before a warning is issued. Areas are at greater risk if they are less than 25 feet above sea level and within a mile of the shoreline. Drowning is the most common cause of death associated with a tsunami. Tsunami waves and the receding water are very destructive to structures in the run-up zone. Other hazards include flooding, contamination of drinking water, and fire from gas lines or ruptured tanks. Lane County has rated its own risk for earthquake-tsunami as moderate in Central Lane County and high in Coastal Lane County. Volcano. In the Pacific Northwest there is a 1,000-mile-long chain of volcanoes, the Cascade Range, which extends from northern California to southern British Columbia. Seven of those volcanoes have erupted in the past 230 years. These include Mount Baker, Glacier Peak, Mount Rainier, Mount St. Helens, Mount Hood, Mount Shasta, and Lassen Peak. These and many others could erupt again. The Central Cascades extend from Mount Jefferson in the north to Diamond Peak in the south. The most active volcanoes in this stretch have been Three Sisters and Newberry. The last eruptive period in the Three Sisters area was 1000-2000 years ago. The most recent eruption (Big Obsidian Flow) in Newberry was 1300 years ago. Recently ground uplift (bulge) and anomalous water chemistry have been recorded west of Three Sisters. Because there are no written chronicles of past major eruptions, most of our information about the Central Cascades past comes from geologic study of deposits produced during those eruptions. According to a volcano hazards map developed by the USGS, the McKenzie River valley is a primary lahar hazard zone - almost all the way to Springfield. Besides impacts from a lahar, ash fall from easterly winds during a Central Cascades event could certainly pose a hazard for Lane County. Lane County has rated its own risk for volcano hazard as low in Central Lane County. Lane County does not consider Coastal Lane County at risk from a volcano hazard. (Revised by Order 94 2 15 7; Effective 2.15.94; 07-10-24-7, 10.24.07)