

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER AND RESOLUTION
NO: 17-06-13-04

IN THE MATTER OF ADOPTING THE 2017
UPDATE TO LANE COUNTY'S
EMERGENCY OPERATIONS PLAN

WHEREAS, the Board of Commissioners recognize the threat that natural hazards pose to people and property within our community; and

WHEREAS, the Board of Commissioners acknowledge that Lane County is subject to earthquakes, tsunamis, floods, wildfires, severe winter storms and other natural hazards that can damage properties, close businesses, disrupt traffic and present a public health and safety hazard; and

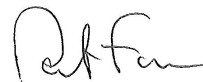
WHEREAS, the Lane County Emergency Operations Plan provides a framework to guide departments, agencies and organizations for carrying out actions in response to an emergency or disaster; and

WHEREAS, the Board of County Commissioners has reviewed the draft of the 2017 update to Lane County's Emergency Operations Plan and found that the Plan reflects the intent of Oregon Revised Statute Chapter 401;

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDERS and RESOLVES** as follows:

1. The Board of County Commissioners hereby concurs with and adopts the 2017 Update to Lane County's Emergency Operations Plan attached hereto and incorporated by this reference

ADOPTED this 13th day of June, 2017.



Pat Farr, Chair
Lane County Board of Commissioners

APPROVED AS TO FORM

Date

LANE COUNTY OFFICE OF LEGAL COUNSEL

Lane County, Oregon
EMERGENCY OPERATIONS PLAN



BASE PLAN
June 2017

Immediate Action Checklist

Use the following Immediate Action Checklist to initiate Lane County's response to and support of an emergency incident.

1. Receive alert of incident.

- Confirm that the County Sheriff, County Emergency Manager and County Administrator are all notified and aware of the incident.

(Note, notification that an incident has occurred or is imminent may be received through 9-1-1 dispatch, responding agencies, the on-scene Incident Commander, the public or other sources.)

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

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

3. Notify key County personnel and response partners.

- The Emergency Manager will notify key personnel to staff the Emergency Operations Center based on incident needs.
- Notify appropriate emergency response agencies of the incident and the status of the EOC (warm standby, partial or full activation).

4. Activate the County Emergency Operations Center as appropriate.

Determine which EOC location should be activated based on the circumstances and accessibility to the facility:

- Primary Emergency Operations Center Location:
Lane County Sheriff's Office
125 E. 8th Ave
Eugene, Oregon
- Alternate Emergency Operations Center Location:

Lane County Public Works
3040 Delta Highway North, Willamette Building
Eugene, Oregon

- Focus immediate EOC Operations on Situational Awareness by capturing:
 - Population impacts by zone area based on Public Works zones
 - Number of displaced people (homes destroyed, uninhabitable or inaccessible)
 - Temporary assembly location for displaced people
 - Demographic data of people in crisis - number of: seniors, disabled, adults, children, infants pets
 - Number of missing people and location missing from
 - Number of injured people and locations to where injured were transferred Number of deceased and location of deceased
 - Infrastructure Impacts
 - Dams
 - Airports
 - Communications Towers
 - Lifeline Routes (opened or closed)
 - Utilities
 - Costs incurred / Incident-specific Expenses
 - Resource request status
 - Requested
 - Ordered
 - Delivered
 - Cancelled or demobilized
- *See Section 5.4 of this plan for information on Emergency Operations Center operations.*

5. Establish communications with the on-scene Incident Commander.

- Immediately assign a field liaison (e.g., deputy or sergeant) to the scene to establish and facilitate communications between the Incident Command Post and EOC.
- Identify primary and back-up means to stay in contact with the on-scene Incident Commander and Safety Officer.
- Discover and post location of Incident Command Post.

- Find out if on-scene Incident Commander would like to assign a radio frequency that the Emergency Operations Center can use to communicate with the scene.

See ESF 2 - Communications for more information on communications systems.

6. Identify, in coordination with the on-scene Incident Commander, key incident needs.

Consider coordination of the following, as required by the incident:

- Protective action measures for employees responding to the incident
- Protective action measures for the general public, including evacuation and shelter-in-place
- Shelter and housing needs for displaced citizens and their companion pets
- Emergency public information and coordination with the media
- Provisions for Access and Functional Needs Populations, including unaccompanied children
- Any other needs as warranted based on Situational Awareness (see item 4. above)

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

- OERS: 800-452-0311
- If there is an oil or chemical spill to report, responsible parties should call the National Response Center at 800-424-8802.

8. Declare a State of Emergency for the County, as appropriate.

- If the incident has threatened or threatens to overwhelm the County's resources to respond, the County should declare a State of Emergency.
- A declaration is made by the Board of County Commissioners.
- The declaration should be submitted to OERS.

See Section 1.7 of this plan for information on the disaster declaration process. See Appendix B for a sample disaster declaration Board Order.

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Preface

This Emergency Operations Plan is an all-hazards plan that describes 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 Office of Emergency Management plans.

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

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

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the Emergency Operations Plan for Lane County. This plan supersedes any previous plans. It provides a framework within which the County can plan and perform its emergency functions during a disaster or national emergency.

This Emergency Operations Plan is a component of the County's comprehensive approach to emergency management that ensures that 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.

Focused on response and short-term recovery activities, this Emergency Operations Plan provides a framework for how the County will conduct emergency operations. The plan identifies key roles and responsibilities, defines the primary and support roles of County agencies and departments, outlines the steps for coordination with response partners, and establishes a system for incident management. The outlined framework is consistent with the National Incident Management System.

This plan has been reviewed by the Emergency Manager and approved by the County Board of Commissioners. It will be revised and updated as required. All recipients are requested to advise the Emergency Manager of any changes that might result in its improvement or increase its usefulness.

Jay Bozievich, Commissioner
District 1 – West Lane

Sid Leiken, Commissioner
District 2 - Springfield

Pete Sorenson, Commissioner
District 3 – South Eugene

Pat Farr, Commissioner
District 4 – North Eugene

Gary Williams, Commissioner
District 5 – East Lane

DATE

Plan Administration

The Emergency Manager will coordinate review, revision, and re-promulgation of this plan in odd numbered fiscal years. Changes to the annexes and appendices, and non-substantive changes to the Base Plan, may be made by the Emergency Manager without formal County Board of Commissioners approval.

Record of Plan Changes

All updates and revisions to the 2017 Plan will be tracked and recorded in the following table. This 2017 Plan supersedes and replaces all earlier versions of the Lane County Emergency Operations Plan.

Date	Change No.	Department	Summary of Change
2017	000	Lane County Emergency Management	Bi-annual review, revision and re-promulgation.

Plan Distribution List

This Plan will be made available on-line at www.lanecounty.org/prepare under the Plans section. The following entities will be notified via email that it is available for download and further advised when any updates have been made. The Lane County Emergency Manager is responsible for maintenance of this Plan. At least one hard copy of this Plan will be stored in the Lane County Emergency Operations Center located in the Sheriff's Office located at 125 E. 8th Avenue, Eugene, OR, and the Alternate Emergency Operations Center located at 3040 N. Delta Hwy, Eugene, OR.

Department/Agency	Title/Name
Sheriff's Office	Sheriff Lane County Emergency Manager
Lane County Fire Defense Board	Chair
Assessment & Taxation	Assessor
County Administration	Administrator
County Counsel	Counsel
District Attorney's Office	District Attorney
Health & Human Services	Director
Human Resources	Director
Information Services	Director
Lane Workforce Partnership	Director
Public Works	Director
Oregon Office of Emergency Management	Plans and Training Section Manager

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Introduction

1.1 General

The Lane County (County) emergency management mission is to ensure that the County is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, response, and recovery activities that increase the County's capabilities to minimize loss of life and reduce impacts from disasters.

No plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters.

This plan promulgates such a framework within the County that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key stakeholders to bear on major incidents. This EOP complies with National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the County.

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

1.1.1 Whole Community Planning

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

Every person who lives or works in the County (whether a first responder or a citizen with special needs) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include:

- hazard awareness;
- knowledge of appropriate protective actions;
- taking proactive steps to mitigate the impact of anticipated hazards;
- preparations for personal and family safety, and;
- self-sufficiency of neighborhoods.

To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves, their families, and assist neighbors in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

1.2 Purpose and Scope

1.2.1 Purpose

The primary purpose of the EOP is to outline the County's all-hazard approach to emergency operations in order to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP the County designates NIMS and the Incident Command System (ICS) as the frameworks that guide emergency response protocols related to this Plan.

1.2.2 Scope

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

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

Training and equipment necessary for response operations should be maintained by County departments and agencies.

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

1.3 Plan Activation

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

- Incidents in or affecting the County
- Health emergencies in or affecting the County
- Non-routine life-safety issues in or affecting the County

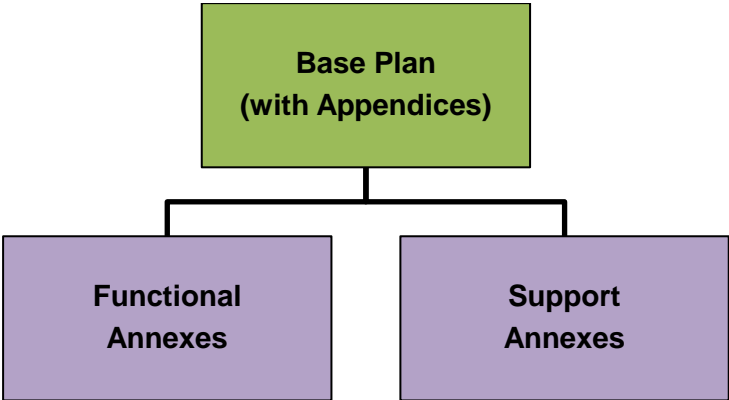
An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

1.4 Plan Organization

The County EOP is composed of four main elements:

- Base Plan
- Functional Annexes
- Support Annexes

Figure 1-1 Lane County Emergency Operations Plan Organization



1.4.1 Base Plan

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

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Hazards and threats facing the community, including planning assumptions based on the County’s response capabilities.
- Roles and responsibilities for elected officials, County departments, and key response partners.
- A concept of operations for the County that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- The County’s emergency response structure, including activation and operation of the County EOC and implementation of ICS.
- The County’s protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

1.4.2 Functional Annexes

The Functional Annexes cross reference to the State of Oregon’s 18 Emergency Support Functions (ESFs) and focus on critical tasks, capabilities, and resources provided by emergency response agencies throughout all phases of an emergency. Functional Annexes are organized by County Department to aid in clarifying roles and responsibilities. In the event of an incident for which the County’s capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting resources and seeking additional support from State of Oregon (State) agencies. The Functional Annexes that supplement the information in the Base Plan, are:

Table 1-1 Functional Annexes	
Annex	Function
A	Sheriff's Office (Oregon ESF 16, Law Enforcement)
A 1	Communications (Oregon ESF 2)
A 2	Emergency Management (Oregon ESF 5, Information & Planning)
A 3	Search and Rescue (Oregon ESF 9)
A 4	Resource Support (Oregon ESF 7)
A 5	State Support (Oregon ESF 13, Military Support)
B	Public Works (Oregon ESF 3)
B 1	Transportation (Oregon ESF 1)
B 2	Public Utilities (Oregon ESF 12, Energy)
B 3	Debris Management
C	Public Health (Oregon ESF 8)
C1	Mass Care (Oregon ESF 6)
C2	Food and Water (Oregon ESF11)
C3	Agriculture and Animal Protection (Oregon ESF 17)

1.4.3 Support Annexes

Support Annexes (SAs) describe functions that either a) do not fall under the purview of County government or b) are handled by or common to more than one County department. The actions described in the SAs are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident. County SAs are:

Table 1-2 Support Annexes	
Annex	Function
SA-1	Fire & EMS (Oregon ESF 4, Firefighting)
SA-2	Hazardous Materials (Oregon ESF 10)
SA-3	Public Information (Oregon ESF 14)
SA-4	Emergency Phone Bank Assistance – 211 Info
SA-5	Community Organizations Active in Disaster (COAD)

1.5 Relationship to Other Plans

1.5.1 Federal Plans

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

- **Presidential Policy Directive 8.** Describes the Nation’s approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Identifies 32 core capabilities to address the nation’s greatest risks. The core capabilities are interdependent and help to coordinate and unify efforts.
- **National Preparedness System.** Provides guidance, programs, processes, and systems aimed at identifying and assessing risk, estimating the levels of capabilities needed to address those risks, building or sustaining the required levels of capability, developing and implementing plans to deliver those capabilities, validating and monitoring progress and reviewing and updating effort to promote continuous improvement.
- **National Incident Management System.** Provides a consistent nationwide framework intended to be applicable across a broad spectrum of hazards, improve coordination between responding entities from both the public and private sectors and, provide a common standard for overall incident management. NIMS components include: Preparedness, Communications and Information Management, Resource Management, Command and Management and Ongoing Management and Maintenance.
- **National Response Framework.** Part of the National Strategy for Homeland Security, the Framework provides guiding principles for all levels of domestic response for unified national response to disasters and emergencies.
- **National Disaster Recovery Framework.** A guide to promote effective recovery, particularly for those incidents that are large-scale or catastrophic.

1.5.2 State Plans

1.5.2.1 State of Oregon Emergency Management Plan

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

- **State Emergency Management Plan.** The State Emergency Management Plan consists of four volumes:
 - ***Volume I: Oregon Natural Hazards Mitigation Plan.*** Identifies and prioritizes potential actions throughout Oregon that would reduce the State’s vulnerability to natural hazards. In addition, the plan satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the federal government.
 - ***Volume II: State of Oregon Preparedness Plan (in development).*** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster including guidance and requirements for the State’s training and exercise program.
 - ***Volume III: State of Oregon Emergency Operations Plan.*** Establishes the procedures by which the State coordinates response to an emergency including processes for resource requests from local and tribal partners, established roles and responsibilities for State agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC). The plan identifies 18 ESF annexes which serve as the mechanism for response support to local and tribal partners.
 - ***Volume IV: State of Oregon Recovery Plan.*** Establishes a State Recovery Organization and describes how the State will coordinate short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions (SRFs) that serve as the delivery mechanism for recovery support local and tribal partners.

- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.

- **State Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.

- **Mount Hood Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.

- **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

1.5.3 County Plans

This County Emergency Operations Plan addresses various elements of the County's emergency management program. This Plan works in concert with the other County plans such as:

- Lane County Multi-Jurisdiction Hazard Mitigation Plan (2017)
- Lane County Continuity of Operations (COOP) Plan (continuous)
- Lane County Emergency Action Plan

1.5.4 City and Area-wide Plans

Similar to the County, some cities, fire districts and special districts have individually and collectively developed Emergency Operations Plans (EOPs) that complement the County's plans as follows:

- City of Cottage Grove EOP
- City of Veneta and Lane Fire Authority District EOP
- Eugene-Springfield Metro Area Emergency Operations EOP
- West Lane Emergency Operations Group (WLEOG) EOP
 - WLEOG Plan includes cities of Florence and Dunes City, Siuslaw Valley Fire & Rescue District, West Lane Ambulance District and Port of Siuslaw.

1.5.5 Colleges & University Plans

Similar to cities, some higher education institutions have developed plans that address various elements of a college emergency management program such as:

- University of Oregon
- Lane Community College

1.6 Authorities

1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as a significant incident requiring coordinated response to save the lives and protect the property in the affected portion of the County. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401.305, which requires the County to establish an emergency management agency and appoint an emergency program manager who will be responsible for the organization, administration and operation of the emergency management agency.

Pursuant to ORS 401.305, County Emergency Management will, at a minimum:

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

The County Emergency Management Program operates under the direction of the Lane County Sheriff who is designated the Director of Emergency Management by the Board of County Commissioners. The Sheriff appoints an Emergency Program Manager. The Emergency Program Manager manages the emergency management program on a day-to-day basis and has authority and responsibility for the organization, administration, and operations of the emergency management program. The Emergency Program Manager may delegate any of these activities to designees, as appropriate.

All departments of the County, plus other agencies or individuals who may perform specialized emergency functions, shall be a part of the County's Emergency Management Organization and shall participate in emergency management activities including mitigation, preparedness, response and recovery planning, training and exercising.

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

Table 1-4 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

Table 1-4 Legal Authorities
Federal
<ul style="list-style-type: none"> – Federal Emergency Management Agency (FEMA) Policy <ul style="list-style-type: none"> ○ Crisis Response and Disaster Resilience 2030 (January 2012) ○ FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011) ○ FEMA Administrator’s Intent (2015-2019) ○ FEMA Incident Management and Support Keystone (January 2011) ○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010) ○ FEMA Strategic Plan 2011-2014 ○ National Disaster Housing Strategy (January 2009) ○ National Disaster Recovery Framework (September 2011) ○ National Incident Management System (December 2008) ○ National Preparedness Goal (September 2011) ○ National Response Framework (January 2008) – Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003) – Presidential Policy Directive 8: National Preparedness (2008) – Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013) – Public Law 107-296 The Homeland Security Act of 2002 – Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
State of Oregon
<ul style="list-style-type: none"> – Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management – Oregon Revised Statutes (ORS) 279B.080 – Emergency Procurements – ORS 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency – ORS 401 Emergency Management and Services – ORS 402 Emergency Mutual Assistance Agreements – ORS 403 Public Safety Communications System – ORS 404 Search and Rescue – ORS 431 State and Local Administration and Enforcement of Health Laws – ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air – ORS 476 State Fire Marshal; Protection From Fire Generally – ORS 477 Fire Protection of Forests and Vegetation

Table 1-4 Legal Authorities

Lane County

- Lane Manual Chapters 3.044(5) and 54 as amended.
- Lane Code, Chapter 20, Exercising Emergency Powers During a Disaster
- Ordinances and Emergency Operations Plans of municipalities within Lane County
- Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS)
- Board of County Commissioners Resolution and Order No. 17-01-10-05 In the Matter of Granting Authority Pursuant to ORS 476.280 to Extinguish Uncontrolled Fires in Unincorporated Lane County.

1.6.2 Mutual Aid and Intergovernmental Agreements

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

See Appendix D for existing mutual aid agreements.

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

1.7 Emergency Powers

1.7.1 General

Based on local ordinances and State statutes, a local declaration by the Board of Commissioners allows for flexibility in managing resources under emergency conditions, including but not limited to the following. Refer to Lane Code Chapter 20 for a full discussion of emergency powers during a disaster.

- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.

- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting its resources.

The County’s legal counsel should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

1.7.2 County Disaster Declaration Process

The County may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing State, or federal disaster assistance. To declare a state of emergency, the Emergency Manager will arrange for either a regular or special meeting of the Board of Commissioners to request a declaration of emergency or immediately declare an emergency in writing. A quorum of 3 Commissioners is required to consider and vote on the emergency. If a quorum is not available, the line of succession specified in Section 1.8.2 below shall be used.

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

To the extent possible, a declaration should:

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

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

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

The Emergency Program Manager in coordination with the appropriate member(s) of the Incident Management Group has the following responsibilities in the declaration process:

- **Emergency Program Manager:** Present the package to Board of Commissioners. This package will include the following
 - A draft order declaring an emergency;
 - Supporting documentation as determined necessary by the County Administrator;
 - An assessment of injuries, deaths, damage and current situation;
 - Draft, obtain signature and arrange for transmittal of a 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.

See Appendix A for sample Declaration of Emergency forms.

1.7.2.1 Cities

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through the County Emergency Manager via the County Emergency Operations Center, if activated.

1.7.2.2 Conflagrations

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local Fire Chiefs and 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 the Oregon Emergency Response System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

1.7.3 State Assistance

The Oregon Emergency Management Operations Officer coordinates with the agencies represented in the State Emergency Communications Center (ECC) to determine the best way to support local government requests. Local government requests will be made through the County Emergency Manager via the Emergency Operations Center, if activated. The State Operations Officer evaluates resource requests based on the goals and priorities established by the OEM Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

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

1.7.4 Federal Assistance

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

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

1.8 Continuity of Government

Each County department is responsible for pre-identifying staffing patterns to show a line of succession in management's absence. Lines of succession for each department can be found in the Lane County Continuity of Operations Plan (COOP) which is stored online in Bold Solutions software. If during an emergency, the County Administrator determines that another individual is better suited to assume the emergency responsibilities of an appointed position, the Administrator may designate such individual in writing.

All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The County Administrator will provide guidance and direction to department heads about priorities for maintaining continuity of government and operations during an emergency. Individual department heads within the County are responsible for developing and

implementing COOP Plans to ensure continued delivery of essential functions during an emergency.

1.8.1 Line of Succession for Disaster Declaration

A quorum of 3 Commissioners must be assembled to consider and vote on an Emergency or Disaster Declaration. If the Commissioners are unable to assemble a quorum to act on a Declaration due to absence or incapacity, the following line of succession shall be used:

- Chair of the Board of County Commissioners
- Vice Chair of the Board of County Commissioners
- Commissioners by seniority
- County Administrator
- Sheriff
- Sheriff's Chief Deputy
- Emergency Manager
- Sheriff's command staff line of succession

1.8.2 Preservation of Vital Records

The County has identified vital records essential to executing emergency functions and includes this EOP, emergency operating records essential to the continued function of County Departments, current contact lists, vital records inventory, necessary keys or access codes, list of primary and alternate facilities. These records are listed in the County's COOP available in the Bold Solutions online software.

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

1.8.3 Designation of Essential Workers

Each county department head shall develop and discuss with workers a departmental policy outlining the criticality of that employee's normal work under emergency conditions. Each employee shall be made aware of the department's needs and expectations during emergency conditions. Even though a specific job may not need to get done during emergencies, that employee may be reassigned to support emergency operations and, therefore, be designated an essential worker.

1.9 Administration and Logistics

1.9.1 Financial Management

During an emergency, the County is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the Board of Commissioners and is outlined in Lane Code Chapter 20. If an incident in the County requires major redirection of County fiscal resources, the Board of Commissioners will meet in emergency session to decide how to respond to the emergency funding needs.

1.9.2 Legal Support and Liability Issues

Legal support before, during, and after an emergency will be provided by the County Attorney, who will be responsible for:

- Advising County officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
 - Implement wage, price, and rent controls
 - Establish rationing of critical resources
 - Establish curfews
 - Restrict or deny access
 - Specify routes of egress
 - Limit or restrict use of water or other utilities
 - Remove debris from publicly or privately owned property
- Advising County officials in determining how the County can pursue critical objectives while minimizing potential exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising County officials and department directors regarding record keeping requirements and other documentation necessary for exercising emergency powers.

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

1.9.3 Reporting and Documentation

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

All documentation related to the County's emergency management program will be maintained in accordance with Oregon Administrative Rule 166-150-0100 Emergency Management Records.

2

Situation and Assumptions

2.1 Situation

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

2.1.1 Community Profile

2.1.1.1 Geography

Lane County is located in the Willamette Valley, stretching from the Pacific Ocean to the west and bounded on the east by the crest of the Cascade Mountains. The county includes five distinct physiographic regions: the coast, Coast Range, Willamette Valley, Cascade foothills and Cascade range which are described below:

- **Pacific Coast:** The coastal region is characterized sand dunes and rocky beaches. This is the only portion of the county subject to storm surges and tsunami hazards. Strong winds due to winter storms may also be experienced in the area. This area is also the most vulnerable to a large Cascadia Subduction Zone earthquake.
- **Coast Range** The Coast Range, also called the Oregon Coast Range, is part of the Pacific Coast Ranges. It stretches the entire length of the state, parallel to the Pacific Ocean. Peak elevations vary from 2,000 to 5,000 feet. The slopes are steep with narrow ridges. The area is heavily forested with Douglas Fir, Western Hemlock, Western Red Cedar, and Sitka Spruce the dominate species.
- **Willamette Valley** The Willamette River is the defining feature of the valley. The floodplain is broad and flat. The valley begins in the Lane County, near Cottage Grove, and continues north towards Portland. The valley has rich, fertile soils. The majority of the county population resides in the valley.
- **Cascade Foothills** The foothills comprise the lower elevations on the western slopes of the Cascade Range. This region has areas of moderate

population density, and is the primary area of concern regarding urban-wildland interface. The foothills are heavily forested with Douglas Fir and Western Hemlock.

- **Cascade Range** This mountain range runs from Washington to California. Peaks in Lane County vary from 4,000 to 10,000 feet. The peaks and ridges are separated by steep valleys. The slopes are forested with Douglas Fir and Western Hemlock at lower elevations and Silver Fir and Mountain Hemlock at higher elevations.

The county has a temperate climate. Average summer temperatures are in the mid-60°F, with the average winter low temperature around 30°F. Precipitation in the Willamette Valley averages 40” per year, with the Cascade Range averaging 85” annually. Locations in the Coast Range exceed 100” of annual precipitation. The majority of snowfall occurs in the Cascade Range, with the valley, coast and Coast Range receiving 3-10 inches each year.

2.1.1.2 Demographics

Historically, 80% of the burden following a disaster falls on the public; of which a disproportionate burden is placed upon vulnerable populations. For emergency planning purposes, children, elderly adults, the disabled, people whose primary language is not English, and low income residents are considered vulnerable populations. Demographic information for the County is provided below.

The US Census 2016 population estimates for Lane County is 369,519. Of the total population, approximately 23% is under the age of 18, with 6% under 5 years of age. Conversely approximately 15% of the total population is 65 years of age or older. According to the 2011-2015 American Community Survey 5-year estimates, approximately 3% of the populations within the County speak English less than “very well,” and 15% of the total civilian non-institutionalized population are considered to be disabled. Approximately 11% of all families and 19% of the total population had incomes below the poverty level in the past year.

According the 2016 Census, Lane County has approximately 157,510 housing units. The 2011-2015 American Community Survey 5-year estimates found that in 25% of housing units were built before 1960. Approximately 9% of housing units are mobile homes, boats, RVs or vans. Older buildings tend to sustain greater damage from natural disasters due to fewer building codes, lack of earthquake resistant designs (developed in the late 1960’s), as well as lack of FEMA floodplain mapping (developed in the 1970s). More advanced seismic building codes were implemented in 1980; approximately 63% of the County’s housing stock was built before 1980. Mobile homes are generally more prone to wind and water damage than standard stick-built homes.

2.1.1.3 Economy

Historically, Lane County’s economy was dependent on logging and timber products. Nearly half of the county’s land is managed by the U.S. Forest Service.

Agriculture in the Willamette Valley was also a significant component to the economy. Since the 1990's the economy has diversified with the addition or expansion of high-tech firms, and manufacturing and transportation industries. A federal courthouse and the University of Oregon provide a number of government jobs in the County. Education and healthcare are also major sectors of the local economy.

2.1.1.4 Education

Public education in the County is provided the Lane Education Service District and 16 school districts. The American Community Survey 2009-2013 identified over 55,000 children enrolled in preschool, kindergarten, elementary and high schools.

The University of Oregon is located in Eugene, OR with approximately 25,000 enrolled students. Lane Community College (12,000 students) and two small private colleges, Northwest Christian University and New Hope Christian College are also located in Lane County.

2.1.1.5 Transportation

The county is bisected by Interstate 5, which runs north-south. The other major roads include U.S. Highway 101 which parallels the coast and State Highway 99, providing an alternate north-south route between Eugene to Portland, and State Highway 126 and 58 providing east-west routes, also crossing through Eugene.

Three railroads run through the county, the Union Pacific (Willamette & Pacific), Portland and Western, Central Oregon & Pacific, and Coos Bay Rail Link.

Eugene Airport (EUG), located 7 miles northwest of the city of Eugene, is served by Alaska Airlines, Allegiant Air, American Eagle, Delta Connection and United Express. Cargo carriers at the airport are Airpac Airlines, Ameriflight and FedEx Feeder. The airport has an 8,000 foot and 6,000 foot runway.

Public transportation is available in Eugene and Springfield by the Lane Transit District.

2.1.1.6 Community Events

Depending on when an emergency or disaster strikes, local response capability may be influenced by community events going on at the time. The table below lists recurring events as provided by Travel Lane County in March 2015. This table should be reviewed and updated with each Plan update. This table does not include major events that are scheduled each year such as:

- Concerts and performances at the Matt Knight Arena and Hult Center
- Olympic Track & Field Trials (scheduled for 2016)
- University of Oregon football and basketball games

Table 2-1 List of Recurring Community Events		
Month	Week	Location
January		
Winter Folk Festival	3rd weekend	Florence
Oregon Truffle Festival	4th weekend	Eugene
February		
Asian Celebration	2nd weekend	Eugene
March		
Daffodil Festival	2nd weekend	Junction City
April		
Cinema Pacific Film Festival	3rd weekend	Eugene
McKenzie River Wooden Boat Fest.	4th weekend	Vida
May		
Oregon Dunes Triathlon & Duathlon	2nd Saturday	Dunes City
Rhododendron Festival	2nd weekend	Florence
Eugene Marathon	2nd weekend	Eugene
Mount Pisgah Wildflower Festival	2nd weekend	Eugene
Prefontaine Classic	4th weekend	Eugene
Culpepper & Merriweather Circus	4th weekend	Cottage Grove
Oregon Gran Fond	5th weekend	Cottage Grove
Marvin Smith Memorial Grove Classic	5th weekend	Cottage Grove
June		
Function 4 Junction	1st weekend	Junction City
NCAA D1 outdoor Track & Field Champ	2nd weekend	Eugene
U of O Graduation	2nd weekend	Eugene
Black Sheep gathering	3rd weekend	Eugene
Oregon Bach Festival	Last week of June -First part of July	Eugene
Concerts in the Park	3rd Wednesday	Cottage Grove
Cottage Grove Wings & Wheels	4th weekend	Cottage Grove
July		
Art in the Vineyard	1st weekend	Eugene
Butte to Butte	4th of July	Eugene
Creswell July 4th Celebration	4th of July	Creswell
Cottage Grove Rodeo	2nd weekend	Cottage Grove
4 th of July Celebration, Old Town	4th of July	Florence
Wings & Wheels, Airport	4th of July	Florence

Table 2-1 List of Recurring Community Events		
Month	Week	Location
Springfield Summer Fair	2nd weekend	Springfield
Oregon Country Fair	3rd weekend	near Veneta
Bohemia Mining Days	3rd weekend	Cottage Grove
Eugene Symphony @ Cottage Grove	3rd Monday	Cottage Grove
Lane County Fair	3rd weekend	Eugene
Blackberry Jam Festival	4th weekend	Lowell
Power of Florence (Service Day)	3rd Saturday	Florence
August		
Scandinavian Festival	2nd weekend	Junction City
McKenzie River Chainsaw Art Festival	3rd weekend	Blue River
September		
Coburg Antique Fair	1st weekend	Coburg
Rods n' Rhodies Car Show	2nd weekend	Florence
October		
Oktoberfest	1st weekend	Florence (Events Ctr)
Mushroom Festival	3rd weekend	Eugene
November		
Holiday Market	Starts	Eugene
December		
Springfield Holiday Parade	2nd weekend	Springfield

2.1.2 Threat/Hazard Identification

The County may be subject to a variety of natural, technological, and human-caused hazards and threats. Table 2-1 identifies the hazard/threat most likely to impact the County based on the community's vulnerability and the resulting potential impacts of the hazard or threat.

Natural <i>Results from acts of nature.</i>	Technological <i>Results from accidents or failures of systems and structures.</i>	Human-Caused / Adversarial Threats <i>Result from intentional actions of an adversary</i>
<ul style="list-style-type: none"> • Drought • Earthquake • Fire (wildland-urban interface) • Flood • Landslide/Debris Flow • Tsunami • Volcanic hazards • Windstorm • Winter Storm • Disease Outbreak: Human • Disease Outbreak: Animal 	<ul style="list-style-type: none"> • Dam Failure • Hazardous Materials Incident • Urban Conflagration • Wide-area Electricity Outage 	<ul style="list-style-type: none"> • Cyber-incident • Enemy Attack • Multiple Victim Shooting • Riot • Sabotage • Violent Extremism • Bomb Detonations • Terrorist Acts <ul style="list-style-type: none"> ○ Eco-terrorism ○ Bio-terrorism

See the Lane County Hazard Mitigation Action Plan for more information regarding natural hazards for the area.

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

Tsunami. State Route 126 and 36 are travel routes crossing the County from the Oregon coast, the County may be impacted by this proximity and the associated needs of residents fleeing a tsunami. The County may be additionally impacted if a regional earthquake is the cause of the tsunami.

Volcano. Similar to the tsunami hazard, a volcanic eruption from one of the nearby volcanoes in the Cascade Range may result in residents traveling through the County to escape its effects.

2.1.3 Hazard Analysis

The Hazard Analysis identifies the relative risk of the County to each of the hazards and threats described above, in order to ensure that high priority hazards are addressed in the County’s hazard mitigation planning, emergency response, and recovery procedures. Each natural and technological/human-caused hazard is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels

of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion’s severity rating by its weight factor. The 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 hazard as a singular event.

The following hazard analysis table is from the Lane County Multi-Jurisdiction Hazard Mitigation Plan is from the 2012-2013 County Hazard Mitigation Action Plan, Version 3.0, April 2017.

Table X Hazard Analysis Scoring (Quantification)

Hazard / Weight Factor (WF)	History WF x 2	Probability WF x 7	Vulnerability WF x 5	Maximum Threat WF x 10	TOTAL SCORE
Winter Storm	10 x 2 = 20	9 x 7 = 63	8 x 5 = 40	6 x 10 = 60	183
Wildfire	10 x 2 = 20	9 x 7 = 63	6 x 5 = 30	6 x 10 = 60	173
Flood	10 x 2 = 20	7 x 7 = 49	6 x 5 = 30	7 x 10 = 70	169
Windstorm	8 x 2 = 16	4 x 7 = 28	8 x 5 = 40	7 x 10 = 70	154
Pandemic	4 x 2 = 8	4 x 7 = 28	7 x 5 = 35	8 x 10 = 80	151
Landslide	10 x 2 = 20	8 x 7 = 56	4 x 5 = 20	4 x 10 = 40	136
HazMat Incident	8 x 2 = 16	7 x 7 = 49	4 x 5 = 20	5 x 10 = 50	135
Earthquake	2 x 2 = 4	2 x 7 = 14	5 x 5 = 25	8 x 10 = 80	123
Drought	4 x 2 = 8	5 x 7 = 35	2 x 5 = 10	6 x 10 = 60	113
Tsunami	3 x 2 = 6	2 x 7 = 14	4 x 5 = 20	7 x 10 = 70	110
Dam Failure	0 x 2 = 0	1 x 7 = 7	4 x 5 = 20	8 x 10 = 80	107
Volcano	2 x 2 = 4	2 x 7 = 14	2 x 5 = 10	4 x 10 = 40	68

Source: Lane County HM&EM-SC. Date: 4-3-2015.

2.1.5 Protection of Critical Infrastructure and Key Resources

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

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

- Structures or facilities that produce, use, or store highly volatile, flammable, explosive, toxic, and/or water-reactive materials.

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

2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- 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 staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.

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

3

Roles and Responsibilities

3.1 General

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

The County Emergency Manager is responsible for emergency management planning and operations for the area of the County lying outside the limits of the incorporated municipalities. In incorporated cities, the mayor or other designated official (pursuant to City charter or ordinance) is responsible for emergency management planning and operations for that jurisdiction.

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

3.2 Emergency Management Organization

For the purposes of this plan, the County's emergency management organization will be referred to generally as the County EMO. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the County's emergency management structure.

The Emergency Manager may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other County staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for County's emergency management program can vary depending upon the location, size, and impact of the incident. The EMO for the County is divided into three general groups, organized by function—the Policy Group, Incident Management Group and Emergency Response Agencies.

3.2.1 Responsibilities by Department

All departments of the County, plus other agencies or individuals, who may perform specialized emergency functions, are a part of the County’s Emergency Management Organization. However, emergency response activities are directed under the authority of two primary groups in County government in Table 3-1.

Table 3-1 County Emergency Management Organization
Policy Group (responsible for policy oversight and disaster declaration process)
County Sheriff
County Emergency Manager
County Administrator
Board of County Commissioners
County Counsel
Incident Management Group (responsible for all response activities)
Lane County Sheriff
Public Works Director
Health and Human Services Director
County Assessor
Lane Fire Defense Board Chair
County Administration
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
 - b. 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
 - f. Exercises emergency powers outlined in Lane Code Chapter 20
 - g. County counsel reviews major response activities for legal and liability issues
2. Incident Management Group:
 - a. Overall management of emergency response activities
 - b. 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
 - e. Coordinating activities of all agencies responding to the incident
 - f. Securing necessary resources
 - g. Documenting response activities
 - h. Restoring critical services as soon as possible

The lead agency or department will establish an on-scene field command post for implementing the Incident Command System. The on-scene response activities should be communicated to, and coordinated with, the Emergency Operations Center. Guidelines for determining the lead agency or county department for an incident are listed in Table 3-2.

Table 3-2 Lead Agency for Incidents	
Incident	Agency
Terrorism	Lane County Sheriff's Office
Riot or Civil Disturbance	Lane County Sheriff's Office
Transportation Incident	Lane County Public Works
Mass Casualty Incident	Presiding EMS Agency
Winter Storm: Ice and Snow	Public Works Department
Severe Wind	Public Works Department
Flood	Lane County Sheriff's Office
Earthquake/Tsunami	Lane County Sheriff's Office
Volcano/ Volcanic Ash	Lane County Sheriff's Office
Dam Break	Lane County Sheriff's Office
Conflagration,	Presiding Fire Service Agency
Hazardous Materials	Presiding Fire Service Agency
Biological Incident	Health & Human Services
Communicable Disease Outbreak	Health & Human Services

The major responsibilities of each department represented by the Incident Management Group include:

Emergency Management

- Public information
- EOC activation and management
- Situation assessment and awareness
- Incident support
- Resource support
- Initial Damages Assessment

- Preliminary Damage Assessment (OEM / FEMA process)
- Regulatory compliance

Sheriff's Office

- Public information
- Law enforcement
- Warning Services
- Communications
- Evacuation
- Crowd control
- Crime scene investigations
- Search and rescue
- Volunteer Management
- Water rescue

Public Works

- Public information
- Debris management
- Road and bridge damage assessment and repair
- Removal of roadway obstructions
- Fleet services
- GIS mapping

Assessment & Taxation

- Rapid damage assessment
- Structural assessment of building and infrastructure

Health & Human Services

- Public information
- Communicable disease outbreaks
- Safety of food and water

- Mental health services
- Social service coordination
- Shelter & mass care
- Special needs population
- Strategic National Stockpile

District Attorney's Office

- Medical Examiner
- Civil Division (County Counsel)

Lane Fire Defense Board

- Fire response
- Emergency medical services
- Technical rescue
- Evacuation
- Hazardous materials
- Water rescue

County Administration

- Public information
- Information systems
- Management services

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4

Concept of Operations

4.1 General

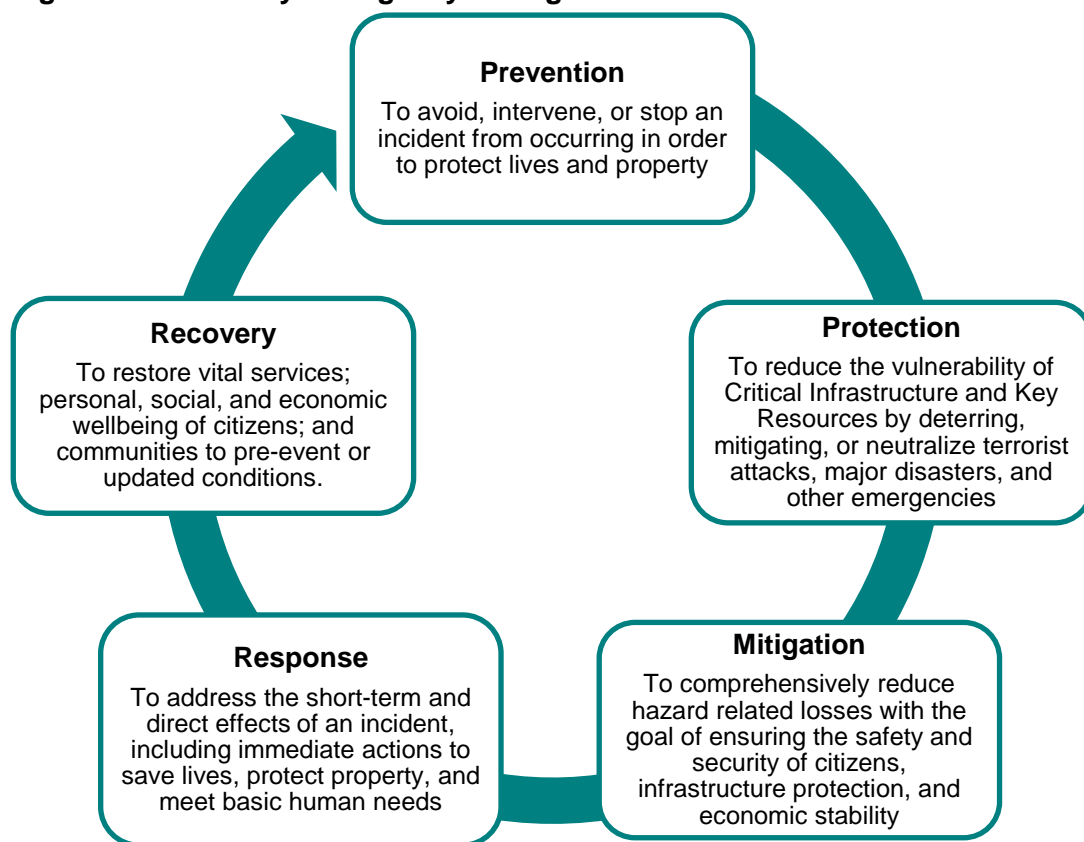
This Plan is based upon the concept that the emergency functions for various county departments involved in emergency management will generally parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases; however, employees may be assigned to work in areas and perform duties outside their regular job assignments. Day-to-day functions that do not contribute directly to an emergency may be suspended for the duration of an emergency, and efforts that would typically be required for normal daily functions will be redirected to the accomplishment of emergency tasks by the department concerned.

Emergencies can occur during or after work hours and it is important to recognize that County workers will be affected by the emergency. The County acknowledges that a worker's first obligation is to the safety of his/her own family, and encourages each employee to undertake a program of family preparedness to assure their safety during an emergency. As a part of their departmental planning, department heads should identify functions critical to business continuity and emergency response and advise essential workers of their emergency reporting instructions.

4.2 Emergency Management Mission Areas

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

Figure 4-1 County Emergency Management Mission Areas



4.3 Phases of an Emergency

An emergency will often unfold over time and may consist of three periods, requiring varying types and levels of emergency response during which the severity of the situation or, the seriousness of an emergency, becomes apparent. Emergency operations may be initiated during any one of the following three time periods:

4.3.1 Warning Period

The warning period is the period during which evaluation of all available information indicates that the impact of a serious emergency is highly likely or imminent. This period may be formally initiated over a period of time in slower developing emergencies (i.e. flood). The EOC may be activated during this phase if valid warning is issued. Tasks common to all emergency agencies to be accomplished during this period include:

- Evaluate most probable consequences and resource requirements based on the nature of the threat.
- Coordinate with County Emergency Management and/or EOC for dissemination of emergency instructions or information to the public.

- Recall essential response personnel, if it can be done safely.
- Stage resources near hazard area if situation warrants and it can be done without further threat to resources.
- Send representatives to the EOC and activate individual department operational centers or dispatch centers, as necessary.
- Initiate life saving measures (i.e. evacuation, shelter in place) as resources allow.
- Note that some emergencies occur suddenly and without advance indication (i.e. earthquake) and therefore there is no warning period.

4.3.2 Impact Period

The Impact Period is the period during which a serious emergency is occurring. Impact may occur suddenly and be of limited duration or may follow a period of predictable buildup (warning) and last for an extended period. Tasks common to all emergency agencies to be accomplished in this period include:

- Take immediate protective measures for emergency personnel and resources.
- Provide damage information to Emergency Management or EOC, if activated.
- Initiate response activities as conditions allow.

4.3.3 Response Period

The response period immediately follows the impact of a serious emergency during which all resources are committed to the protection of life and property. If not previously accomplished, the EOC will be activated. Tasks common to all emergency agencies to be accomplished in this period include:

- Communicate with field personnel, individual departments, and EOC to determine scope of emergency.
- Conduct field operations to save lives and protect property. Request mutual aid assistance, if required.
- Dispatch personnel to hazard areas to conduct cursory damage assessment. If the emergency is of great magnitude with mass casualties or threatened populations, contact EOC to determine response priorities.
- Send a representative to the EOC to assist in situation assessment analysis and coordination of public information, if appropriate.

- Analyze resource needs, request additional support from EOC.
- Initiate short-term recovery activities (shelter, debris removal, building safety inspections).
- Maintain accurate records of all costs associated with emergency response, including expenditures for personnel, supplies, and equipment.

4.3.4 Recovery Phase

The recovery phase follows the response period during which activities are undertaken to effect long-term repair or recovery. Tasks common to all emergency agencies to be accomplished in this phase include:

- Analyze long-term restoration/recovery options.
- Conduct detailed damage analysis.
- Document and report emergency related expenditures to support request for financial assistance.
- Assist in the dissemination of information relative to federal assistance programs.
- Effect long-term repairs including demolition, reconstruction, etc.

4.4 Response and Recovery Priorities

4.4.1 Response

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

1. **Lifesaving:** Efforts to save lives and operations that minimize risks to public health and safety.
2. **Property:** Efforts to reduce impacts to CIKR and minimize property damage.
3. **Environment:** Efforts to mitigate long-term impacts to the environment.

4.4.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and

impact tax revenues within the County. This EOP is not a recovery plan; however, the County recognizes that response and recovery activities often take place concurrently until the life safety and emergency protective actions are completed.

Recovery operations are the actions taken to restore vital services, help citizens resume self-sufficiency, and help communities return to pre-event or “new normal” conditions. Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, and electricity, as well as garbage and debris removal. These functions must occur early in the emergency response to support the life, health, and safety of the population and to support other emergency operations. The County’s recovery priorities for critical infrastructure and key resources (CIKR) are defined below:

1. **Initial Damage Assessment:** Determine infrastructure impacts to the County.
2. **Debris Removal:** Coordinate debris clearance, collection, and removal.
3. **Infrastructure Restoration:** Facilitate restoration of CIKR.

4.5 Incident Levels

Implementation of this plan, notification of Command Staff and agency administrators, and activation of the EOC shall be based on a determination of the severity of an incident.

Considerations in determining the level of an emergency may include the population at risk, resource availability, anticipated length of operations, property threatened, concurrent or conflicting incidents, long term effects, etc.

Determination of an emergency level in no way stipulates or precludes the need for a County emergency declaration; if there is a need for additional resources or a need to implement emergency powers then a County declaration should be made.

4.5.1 Level 1

An emergency incident which may be managed within the normal organization and procedures of emergency services agencies, but may require notification to the public, the acquisition of special resources as requested by the on-scene Incident Commander, or may require coordination support activities. Level 1 emergencies will not normally require implementation of this plan or activation of the County Emergency Management Organization.

A Level 1 emergency may involve incidents such as:

- Multiple patient incident

- Large structure fire
- Severe weather with no power outages
- Planned power outage

A Level 1 emergency does not usually lead to a County declaration or activation of the EOC.

4.5.2 Level 2

An incident that has special or unusual circumstances or conditions requiring response by more than one agency or jurisdiction, the acquisition and use of specialized resources, support to other jurisdictions, or which is beyond the scope of available county resources. Level 2 emergencies may require partial implementation of this plan, local declaration of emergency to access state resources or to enact emergency authorities, or notification and support as requested by the on-scene Incident Commander.

Level 2 emergencies may include such incidents as:

- Critical disruptions of essential services for more than 30 minutes
- Mass casualty incidents
- Moderate to major hazardous materials incidents
- Any evacuation expected to last more than 4 hours

Level 2 emergencies may require activation of the EOC but may not lead to a County declaration, depending on resource needs.

4.5.3 Level 3

An incident that requires the coordinated response of all emergency resources at all levels of government to save lives and protect property during emergencies impacting a sizable portion of the County's population. Level 3 emergencies require implementation of this Plan, and may require declaration of an emergency to access resources to evacuate, shelter, or provide other lifesaving emergency services.

Level 3 emergencies may include such incidents as:

- Train accident with hazardous materials
- Earthquake
- Major urban or wild land/urban interface fire
- Major Flooding

- Severe Storm causing transportation disruption and widespread power outages.

Level 3 emergencies will require activation of the County EOC and will likely result in a County emergency declaration in order to access resources from higher levels of government.

4.6 Incident Management

4.6.1 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 Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. In addition, the Emergency Manager may partially or fully activate and staff the County EOC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required in order to implement the EOP or activate the EOC. Upon notification that the EOC has been activated and/or an emergency has been declared, all involved County emergency services will implement their respective plans and procedures, and provide the Emergency Manager with the following information:

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

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

4.6.1.1 During Work Hours

An employee's first concern if a serious emergency occurs during work hours will be the welfare of one's family. Individual department heads shall develop a system to allow for the assignment of nonessential workers to check on the families of those employees critical to emergency operations that must remain on the job. Employees should be encouraged to provide accurate home addresses and phone numbers and to discuss emergency operations and expectations with their families.

4.6.1.2 Outside Work Hours

Automatic mobilization of essential workers is critical to emergency response. While it may be difficult to judge the overall impact of an emergency, employees should be equipped to monitor local media for reporting instructions. If unable to do that, employees should attempt to contact their department or get information from the County's Internal Emergency Hot-line by calling 682-4660. If phones are out, employees should take actions to ensure their family's safety and report to their normal job sites as soon as safe and practical to do so. Employees should pay special attention to conditions encountered while traveling to their work site to provide situation status information when they report.

4.6.2 Alert and Warning

Warnings, emergency information and notifications, or disaster reports received by County personnel should be relayed to the Emergency Manager and the Sheriff's Dispatch Center. County response personnel will communicate and receive notifications using traditional communications technology, such as landline, cell phone, text, e-mail, and radio throughout the duration of response activities as long as these resources are available. External partners will be notified and coordinated through the County EOC as appropriate.

4.6.3 Communications

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

A third-party public warning and broadcast system provided under contract with AlertSense is in place for the County to provide emergency information and instructions during a pending or actual emergency incident or disaster. This system can be activated with proper authorization through the Sheriff's Dispatch Center.

4.6.3.1 Interoperability

The Lane Radio Interoperability Group (LRIG) operates a public safety radio system primarily used by law enforcement agencies and the largest utility operating in the county, Eugene Water & Electric Board.

The LRIG system is a digital, trunked UHF system comprised of a three-site simulcast subsystem providing coverage in the Eugene-Springfield Metro area, and seven remote sites providing coverage from the coast to the Carmen-Smith reservoir up the McKenzie Highway.

The LRIG system provides ‘operability’ for individual radio users and agencies via system wide roaming, which allows individual radios to travel from the coast to the mountains and maintain coverage without any physical switching required by the radio user. The LRIG system further provides ‘interoperability’ on three levels:

First, users within the system may share talk group resources across jurisdictions (Lane County, cities of Eugene and Springfield, and 11 smaller jurisdiction subscribers) and disciplines (police, public works and public utilities), and have access to four designated Interoperability talk groups for either planned or spontaneous interoperability needs.

Second, the LRIG system is connected to a MasterSite core which supports the LRIG and LBRIG (Linn-Benton County) radio systems, which provides interoperability between agencies across the three participating counties as well as allowing for roaming across the three county area.

Finally, the MasterSite core is also connected to an ISSI gateway, which provides interoperability with the State of Oregon 800 MHz Harris Radio System.

4.6.4 Situational Awareness and Intelligence Gathering

Situational awareness is necessary to maintain a common operating picture among response agencies and is the basis for emergency alert and warning.

Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies and intergovernmental levels, and the private sector.

On a day-to-day basis, and during Level 1 and 2 incidents when the EOC is not fully activated, the County, primary agencies, and supporting response agencies will:

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

If activated, the EOC’s primary function is to obtain comprehensive situational awareness in support of incident operations, unless otherwise directed. If a criminal or terrorist incident is suspected, the Sheriff’s Office will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

4.6.5 Resource Management

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

- Resources should be deployed according to the response priorities identified above in section 4.4.1: lifesaving, property, environment.
- Resources should be distributed so that the most benefit is provided for the amount of resources expended.
- Coordinate citizen appeals for assistance through the PIO at the EOC or Joint Information Center (JIC). Use local media to provide citizens with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources.
- When all local resources are committed or expended, issue a request to the County for County, State, and federal resources through an emergency declaration.

4.6.5.1 Resource Typing

The County utilizes resource typing, which is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. County response personnel and support staff should be trained and exercise using resource typing lists to ensure familiarity with the standard terminology for commonly requested resources.

4.6.5.2 Credentialing of Personnel

At this time, the County does not have the resources to implement a formalized credentialing program. Should one be implemented, the program will be developed with technical assistance from the State and FEMA and provide for documenting personnel and authenticating and verifying their qualifications.

4.6.5.3 Volunteer and Donations Management

At this time, the County does not have the resources for establishing a formal volunteer and donations management program. Instead, the County participates in regular meetings of the Community Organizations Active in Disaster (COAD)

and plans to direct emergent volunteers and donations to COAD member agencies that use volunteers and process donations on a regular basis.

The Sheriff's Office has highly specialized Search and Rescue volunteers, Posse members and Reserve Deputies that can be called upon to assist to meet a wide variety of emergency response needs.

4.5.6 Access and Functional Needs Populations

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

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

- Individuals who are deaf or hard of hearing
- Individuals with limited English proficiency
- Children and the elderly
- Individuals without vehicles
- Individuals with special dietary needs
- Individuals who experience physical disabilities

Persons with access and functional needs within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities.

County Public Health is tasked with coordinating with service providers to reach out to these individuals and populations.

4.5.7 Children and Disasters

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

Individuals with children have the primary responsibility for minimizing the impact of disasters to themselves and their children through personal preparedness activities.

4.5.8 Animals in Disaster

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

4.5.9 Demobilization

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

The following issues will be considered when demobilizing:

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

The Sheriff, with advice from EOC Manager and/or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal County functions can be restored.

4.5.10 Transition to Recovery

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

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

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

5

Command and Control

5.1 General

The ultimate responsibility for command and control of County departments and resources lies with the County Administrator, however, the Sheriff will maintain direction and control of the County EMO, unless otherwise delegated. County emergency operations should be conducted in a manner consistent with NIMS, including use of ICS.

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

5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Sheriff's Office, Public Works Department, Health and Human Services and/or presiding Fire District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response an Incident Command Post should be established early on along with the establishment of an ICS structure. The on-scene Incident Commander should notify the Emergency Manager and request activation of the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with other responding disciplines, agencies or affected facility owners.

5.3 Emergency Operations Center

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the EOC and assign an EOC Manager. The EOC supports on-scene operations and coordinates resources to the extent that the responding agency needs assistance with resource management. The request for EOC activation in support of an incident should be submitted to the Emergency Manager who will assume, or designate, the role of EOC Manager. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the EOC for situational awareness, resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified Command or a Multi-Agency Coordination Group if established, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will be

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

The Lane County EOC serves several functions. In a major disaster, it may serve the following functions simultaneously:

- Provide a facility from which discipline-specific emergency support activities (such as search and rescue or emergency evacuations) may be coordinated;
- 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;
- During major emergencies or disasters, serve as the interface between city governments and special districts and state and federal agencies; and
- Potentially provide a location from which County agencies may coordinate the delivery of their own services during an emergency.

5.3.1 Emergency Operations Center Activation

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

- The County EOC may be activated by the on-scene Incident Commander, Sheriff, Emergency Manager, or by request of the Lane Fire Defense Board Chief. While the on-scene Incident Commander retains tactical control of the incident, the EOC Manager assumes responsibility for coordinating and prioritizing County resources in support of emergency operations.
- The EOC Manager will determine the level of staffing required and will alert the appropriate personnel they are needed in the EOC.
- Emergency operations will be conducted by County departments, augmented as required by trained reserves, volunteer groups, forces supplied through mutual aid agreements, and private contractors. County, State, and federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordinate resources with the EOC.

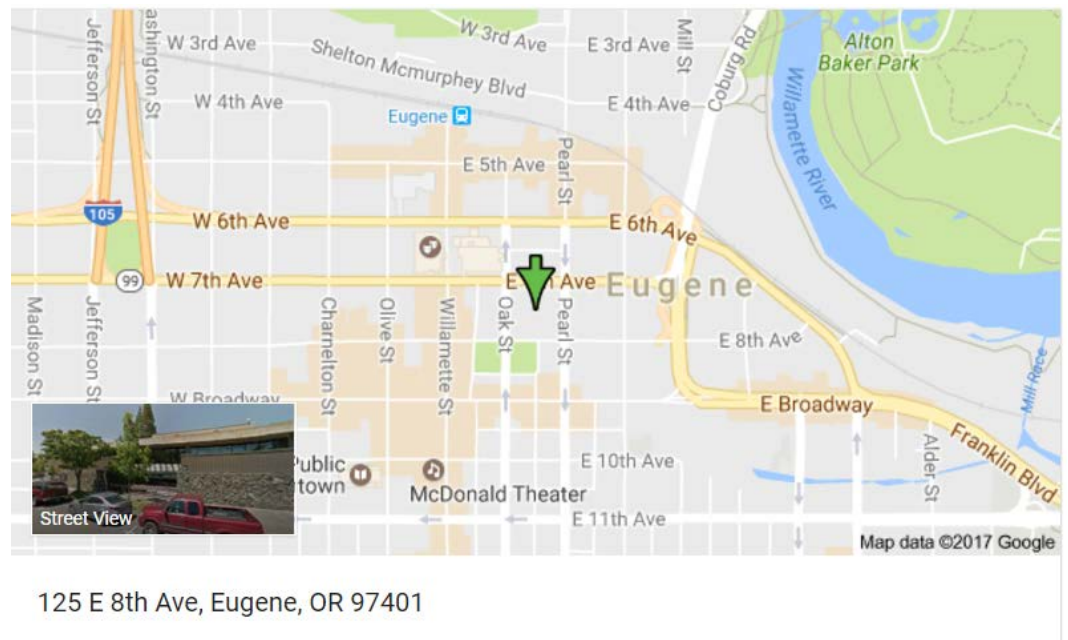
- Department directors are responsible for emergency functions as outlined in this Plan.
- The EOC may, as appropriate, operate on a 24-hour basis.

5.3.2 Emergency Operations Center Location

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

Lane County Public Service Building, Sheriff's Office
125 E. 8th Avenue, Eugene, Oregon

Figure 5-1 Primary EOC Location



If necessary, the **alternate location** for the County EOC is:

Lane County Public Works “Delta Shops”
3040 N. Delta Hwy, Eugene, OR



The location of the EOC can change, as required by the needs of the incident. Coordination and control for County emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Manager will designate an alternate facility.

5.3.2.1 Conflagrations

In the event of a conflagration in Western Lane County, the EOC would normally be at the Siuslaw Valley Fire and Rescue headquarters, located at 2625 Hwy 101, in Florence, Oregon. The back-up for Western Lane County would be at the Florence Police Headquarters.

For a conflagration east of the Highway 126 tunnel, the EOC would normally be at the Central Lane 911 Communications Center Base-I, located at 1735 W. 2nd Avenue, in Eugene, Oregon.

There may be a need to have a fire service representative serving as a liaison to the County EOC to coordinate planning between the County EOC and Siuslaw Valley Fire & Rescue EOC and/or Base-1 staff. In all cases, attempts will be made to establish communications between the County EOC and the fire service agency's EOC.

5.3.2.2 Infrastructure

In the event of a widespread natural disaster, such as a flood or earthquake, Public Works emergency response activities will be coordinated from the Lane County Public Works Complex at 3040 N. Delta Highway. All response activities will be managed under the Incident Command System (ICS).

During major events a Public Works Branch Director may be assigned to the Lane County Emergency Operations Center (EOC) at the County Public Service Building, 125 E. 8th Ave Eugene, Oregon. Public Works response activities will be coordinated from the Public Works complex. During earthquake events, weather related events and volcanic activity, the Public Works Department would be the lead agency and responsible for the Incident Command function.

5.3.2.3 Health Emergencies

In the event of a health emergency, such as a widespread disease outbreak, Lane County Health and Human Services would likely operate within the Department Control Center (DCC) located at H&HS Admin Conference Room, Charnelton Place, 151 W. 7th Ave, Eugene or the alternate DCC at Lane County Mental Health Building, 2411 MLK Blvd, Eugene. A Health and Human Services Branch Director may be assigned to the Lane County Emergency Operations Center (EOC) at the County Public Service Building, 125 E. 8th Ave Eugene, Oregon.

5.3.3 Emergency Operations Center Staffing

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

5.3.4 Access and Security

During an emergency, access to the County EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. All others must obtain approval for admission

from the Sheriff. All personnel working in the EOC are to sign in and out on the EOC Roster, which will be located on a table at the door.

5.3.5 Incident Management Software

The County utilizes OpsCenter - Emergency Management Software to help gather, analyze, and disseminate information in the County EOC. The County Emergency Manager is responsible for training EOC staff on the use of software, and a User's Manual is maintained in the County EOC. Technical support can be accessed through the Oregon Office of Emergency Management.

5.3.6 Deactivation

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

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

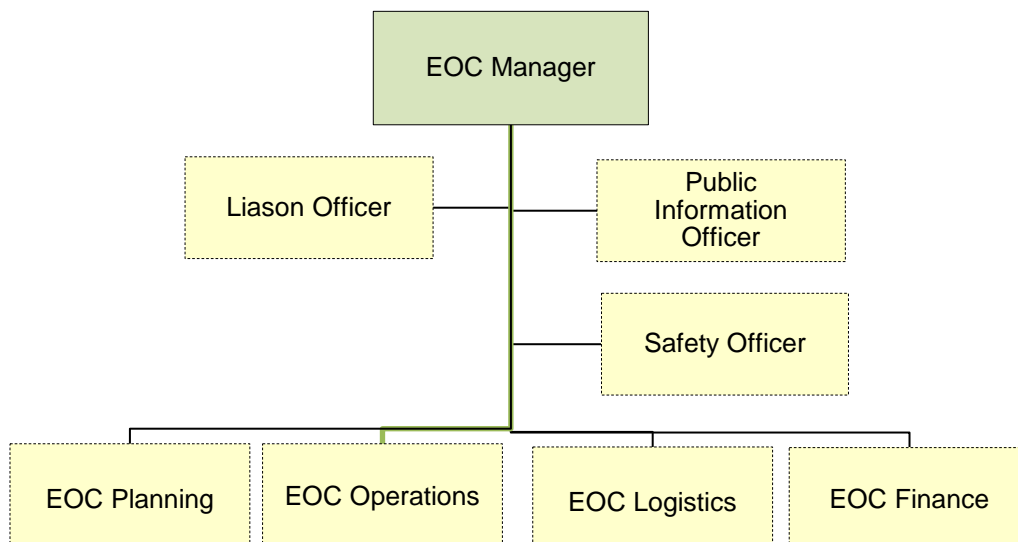
The Sheriff has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency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

5.5 Incident Command System

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

The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel from any emergency service agency, including personnel from a variety of disciplines. The County ICS structure can also be utilized for lower level emergencies such as a minor incident involving a single emergency response agency (Level 1).

Figure 5-3 Example ICS Structure for the Lane County EOC



5.5.2 Emergency Operations Center Staff

5.5.2.1 EOC Manager

The EOC Manager's function will be assumed by the Emergency Manager or other Sheriff's designee. The EOC Manager is responsible for EOC operations when it is activated and has overall responsibility for coordinating resources in support of emergency operations. In general, the EOC Manager is responsible for:

- Maintaining EOC operations in accordance with the principles of ICS and NIMS.
- Approving and supporting implementation of an EOC Action Plan.
- Coordinating activities in support of emergency operations.
- Approving release of information through the PIO.
- Immediately assigning the duties of the following positions:
 - Safety Officer
 - Public Information Officer
 - Liaison Officer

5.5.2.2 Public Information Officer

The PIO will coordinate and manage the County's public information network, including local, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's 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, participating in a JIC.
- Implementing information clearance processes with the EOC Manager.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

5.5.2.3 Safety Officer

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

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

5.5.2.4 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the Red Cross. The Liaison Officer's responsibilities include:

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

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

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

5.5.2.5 EOC Planning Section Lead

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

- Collecting and evaluating information, and distributing incident information through status summaries.
 - For terrorist incidents, liaise with the Oregon Titan Fusion Center.
- Maintaining resource status.
- Preparing and disseminating the EOC Action Plan including developing alternatives for changing conditions.
- Conducting planning meetings.

5.5.3.3 EOC Logistics Section Lead

The EOC Logistics Section supports the needs of the EOC and any field requests for materials and supplies, food, communications, medical services and facilities. The Logistics Section is responsible for:

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

5.5.3.4 Finance/Administration

The EOC Finance Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the County's resources. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or

administrative operations are otherwise required. In these instances, the EOC Finance Section can be staffed by a technical specialist in the Planning Section. The EOC Finance Section is responsible for:

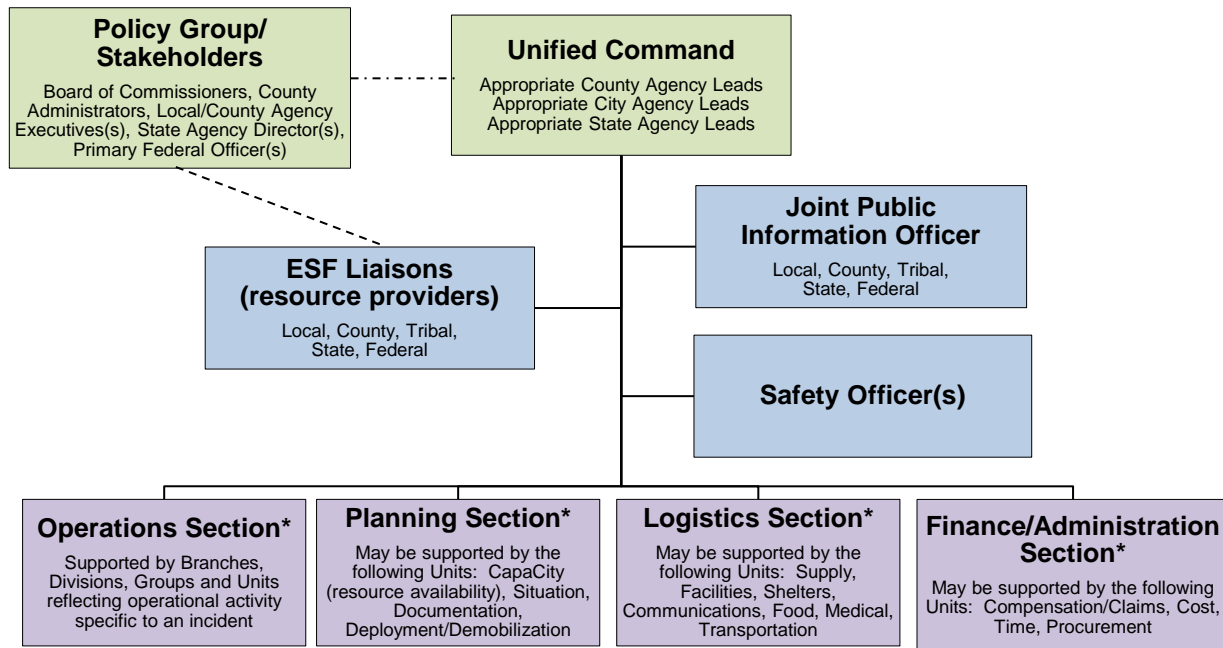
- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

5.5.4 Unified Command

Unified Command is when several local, county, regional, state, and federal agencies share response authority. This allows the EOC Manager and on-scene Incident Commander positions to be shared among several agencies and organizations that retain their jurisdictional authority. Unified Command provides operational flexibility to expand or contract staffing, depending on the incident's nature and size, similar to a traditional ICS structure.

Unified Command has the advantage of combining different agencies into the same organizational system to maximize coordination of response activities, and of avoiding duplication of efforts. This structure should be implemented during large incident involving multiple jurisdictions and/or regional, state, and federal response partners. Figure 5-4 shows an example of a Unified Command organizational chart for the County.

Figure 5-4 Example of Unified Command for the 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.

5.5.5 Area Command

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

Sets overall incident-related priorities:

- De-conflicts incident management objectives with other ICS organizations and established policies.
- Allocates critical resources according to incident-related priorities.
- Identifies critical resource needs and reports them to the EOCs.

Conducts oversight:

- Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.

- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

5.5.6 Multi-Agency Coordination

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

6

Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

The EOP will be re-promulgated pursuant to the requirements of the Emergency Management Performance Grant (EMPG) which is currently in odd numbered fiscal years.

The Emergency Manager is responsible for ensuring the Emergency Operations Plan (EOP) is kept current. A cursory review will occur on an annual basis, with any updates made as necessary. This review will:

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

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

The Plan will be updated, as necessary, based upon deficiencies identified by drills and exercises, changes in local government structure, technological changes, etc. Revisions to the annexes and appendices shall be made as needed and require no formal action by the Board of County Commissioners. Changes will be incorporated into the EOP and stakeholders will notified of its location on line.

Recommended changes should be forwarded via email to:

Linda.cook@co.lane.or.us

6.2 Training Program

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

The County Emergency Manager encourages County personnel to participate in available training sessions including those hosted by other agencies, organizations, and jurisdictions throughout the region. Current training and

operational requirements set forth under NIMS have been adopted and implemented by the County. The Sheriff’s Office Training Section maintains records and lists of training received by Sheriff’s Office personnel and the County Human Resources Department maintains records and lists of training received by County department personnel.

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

6.3 Exercise Program

Emergency Management participates in or conducts at least two exercises per year or as otherwise stipulated and required by the Emergency Management Performance Grant. The EOC will be tested during at least one of the annual exercises. The County will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and federal government to participate in joint exercises. As appropriate, the County will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises.

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

6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, the Emergency Manager will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Manager will also coordinate an After Action Report, which will describe the objectives of the exercise, document the results of the evaluation, and improve the County’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs.

6.5 Community Outreach and Preparedness Education

All County Department should educate their employees and public about threats, disasters, and what to do when an emergency occurs. Emergency Preparedness information can be found at:

www.lanecounty.org

6.6 Funding and Sustainment

The Sheriff’s Office funds and maintains the Emergency Management Program at a level commensurate with available funding.

A Disaster Declaration Guidelines

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EMERGENCY DECLARATION GUIDELINES

for

LOCAL ELECTED

and

APPOINTED OFFICIALS

September 2015

24 hour service provided by:

Oregon Emergency Response System (OERS)

Telephone: 1-800-452-0311

or 503-378-6377

tty: 503-373-7857

fax: 503-588-1378



Guidelines developed by:

Oregon Military Department
Office of Emergency Management

Telephone: 503-378-2911

fax: 503-373-7833

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MEMORANDUM

Oregon Military Department Office of Emergency Management

DATE: September 2015
TO: Local Elected and Appointed Officials
FROM: Andrew J. Phelps, Director
RE: Guidance on Emergency Declarations

The Office of Emergency Management (OEM) is providing the guidance in this booklet in order to assist and expedite the emergency and disaster declaration process. We have included descriptions of the types of information necessary for the Governor when considering a request for a state of emergency declaration or a request for federal assistance. You will also find legal references that authorize response to requests for disaster assistance.

County and city governing bodies should clearly identify who is authorized to declare a local emergency. It is recommended that each jurisdiction prepare a local draft declaration of emergency that need only be supplemented with essential information on actual impacts should a disaster occur. Appropriate documentation of the initial and projected impacts of an event is required in order to support a request to the Governor for state or federal assistance.

Local Emergency Program Managers and Coordinators are provided extensive training and are generally familiar with the appropriate processes to be followed. They also have access to OEM policy-level staff for questions you may have about the process.

A basic *County Request for State Assistance* document is included as Appendix A of this booklet to serve as a model for the format and information to include in a declaration request to the Governor.

Additional information is available on the OEM website:

<http://www.oregon.gov/OMD/OEM/>

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INTRODUCTION

During times of emergency or disaster the question "*Should we declare an emergency in our City-County?*" is sometimes heard, and the value and importance of doing so is sometimes overlooked. This guide helps to answer these very important questions to assist local elected and appointed public officials in successfully and knowledgeably executing their duties during an emergency or disaster.

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

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

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

TYPES OF DECLARATIONS

This document will address three levels of declarations and the most common ones associated with disasters or emergencies:

- Local
- State
- Federal

Due to the sovereign nation status of Oregon's nine federally recognized Tribal Nations, not all declarations or processes identified herein may be applicable.

LOCAL DECLARATIONS

Based on local ordinances and state statutes, a local declaration can allow a city or county governing body flexibility in managing resources under emergency conditions such as:

- Diverting funds and resources appropriated for other purposes in order to meet immediate needs.
- Authorizing activation of local emergency operations plans and implementation of extraordinary protective measures.
- Initiating mutual aid and cooperative assistance agreements, and receiving resources from other organizations or individuals.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting state and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting their resources.

The declaration of a local emergency can be the first step in requesting state resources from the Governor. Local requests for state assistance must include:

- The type of emergency or disaster;
- The location(s) affected;
- Deaths, injuries, population still at risk;
- The current emergency conditions or threat;
- An initial estimate of the damage and impacts;
- Specific information about the assistance being requested; and
- Actions taken and resources committed by local governments (city and county).

OEM will assist local officials in developing and reviewing declarations and requests that would provide appropriate essential assistance in a timely manner.

STATE DECLARATIONS

There are several different types of State level declarations of emergency. Depending on the emergency or circumstances, the Governor and different State agencies have authorities or responsibilities under the below listed Oregon Revised Statutes (ORS).

- ORS 401.165: Declaration of State of Emergency
- ORS 476.510: Emergency Conflagration Act
- ORS 433.441: Proclamation of Public Health Emergency
- ORS 536.740: Drought Declaration
- ORS 823.012: ODOT Emergency Waivers
- ORS 176.775: Energy Resource Emergency
- ORS 561.510: Emergency Quarantine Order

ORS 401.165: Declaration of State of Emergency

The Governor can declare a state of emergency under authority granted in ORS Chapter 401. Under a declaration, the Governor has complete authority over all state agencies and has the right to exercise, within the area designated in the proclamation, all police powers vested in the state by the *Oregon Constitution*.

Under extreme circumstances, a Governor's declaration provides authority for the Governor to suspend provisions of any order or rule of any state agency if the Governor determines and declares that strict compliance with the provisions of the order or rule would in any way prevent, hinder, or delay mitigation of the effects of the emergency.

It also provides for the authority to direct state agencies to utilize and employ state personnel, equipment, and facilities for activities designated to prevent or alleviate actual or threatened damage due to the emergency. This includes the National Guard. It specifies that the Governor may direct the agencies to provide supplemental services and equipment to local governments to restore any services in order to provide for the health and safety of citizens of the affected area.

A state of emergency is usually enacted by a Governor's Executive Order, which establishes directions to, and expectations of state agencies to use available resources to assist local communities and alleviate disaster conditions.

ORS 476.510: Emergency Conflagration Act

The Office of State Fire Marshal assists and supports Oregon fire services during major emergency operations through the Conflagration Act, which can be invoked only by the Governor. The Act authorizes the movement and utilization of “firefighting assets in response to a fire, a heightened danger of fire, or a significant reduction in available firefighting resources.”

It is used only for fires that involve or threaten life and structures.

To determine if the Conflagration Act should be invoked, the local fire chief and county fire defense chief assess incident status with the following questions in mind:

- Are there structure fires not controlled due to sheer size and/or speed of the fire?
- Is a wildland fire threatening structures?
- Have all local and mutual aid resources been depleted?
- Would mobile support resources be effective?

If the answers are yes, then the county fire defense chief notifies the State Fire Marshal through the Oregon Emergency Response System. The State Fire Marshal discusses the situation with the county fire defense chief, and then decides if the situation warrants implementation of the Conflagration Act. Once decided, the State Fire Marshal notifies the Governor, who authorizes the act to be invoked.

For more information, see:

http://www.oregon.gov/osp/SFM/Pages/Oregon_Mob_Plan.aspx

ORS 433.441: Proclamation of Public Health Emergency

A Proclamation of Public Health Emergency may be issued by the Governor at request of the State Public Health Director (Oregon Health Authority). This Proclamation was issued during the H1N1 influenza outbreak. It provides for:

- (2)(a) “Close, order the evacuation of, or the decontamination of any facility...”
- (2)(b) “Regulate by any means necessary the use, sale or distribution of food, fuel, medical supplies, medicines or other goods and services.”
- (2)(d) “Control or limit ingress/egress... any public area...” (social distancing)

ORS 536.740: Drought Declaration

A Drought Declaration is issued by the Governor at the recommendation and request of the Drought Council. The oversight of the Drought Council is provided jointly by the Water Resources Division and Oregon Office of Emergency Management. A County local declaration of emergency for drought, requesting state assistance, must be in place prior to the consideration of a state Drought Declaration.

- Issued when a severe, continuing drought exists resulting in a lack of water resources
- Governor may order water conservation or the implementation of curtailments, adjustments, allocations and regulations on water consumers
 - Applies to domestic, municipal and industrial use

ORS 823.012: ODOT Emergency Waivers

A temporary Emergency Waiver may be issued by the Motor Carrier Division Director or the Director of the Oregon Department of Transportation (ODOT). The suspension of certain highway regulations, based on an emergency, may remain in effect for up to 72 hours without a formal Governor's declaration. Specific regulations to which this applies are:

- Vehicle Registration
- Tax
- Size and Weight
- Drivers Hours

Emergency Waivers were issued during the 2014 and 2015 wildfires specifically to allow for additional drivers hours for the delivery of aviation fuel to various airports being used as fueling points by state and federal wildland firefighting assets.

ORS 176.775: Energy Resource Emergency

This type of emergency may apply to gasoline, diesel, oil, natural gas, electricity, etc. An Energy Resource Emergency for a petroleum event may be declared by the Governor at the request of the Director of the Oregon Department of Energy.

1. In the event of a severe and long-term fuel disruption regardless of the cause, ODOE's Director may recommend the Governor declare an Energy Resource Emergency if the following criteria are met:

- Emergency and essential service providers unable to obtain fuel at any price.
 - Market forces, voluntary fuel conservation, and/or mandatory fuel conservation measures fail to provide for adequate and equitable distribution of fuel.
2. An Energy Emergency Declaration allows the ODOE Director to:
 - Issue Mandatory Fuel Conservation measures to reduce petroleum consumption by all governmental agencies and political subdivisions in the state and
 - Implement the Fuel Allocation Program.
 3. If fuel allocation becomes necessary, ODOE would administer the state's Fuel Allocation Program. The first step is to designate the Set-Aside Volume. The Set-Aside Volume is the amount of fuel ODOE will request from the state's petroleum industry partners (oil companies) to designate solely to support Oregon's response and recovery efforts.
 4. ODOE allocates fuel to the state's priority users performing mission critical functions to preserve life and restore critical infrastructure. This includes:
 - ESF Primary State Agencies
 - 36 County Emergency Management Agencies
 - Nine Tribal Nations
 5. Odd/Even Fuel Allocation - During a fuel supply shortage situation, the need for a method to alleviate potentially long lines at retail service stations may arise. ODOE could implement the Odd/Even Fuel Allocation Measure for the public. This measure is designed to help space purchases of gasoline and aids in its equitable distribution.

ORS 561.510: Emergency Quarantine Order

ORS 561.510 provides the Director of the Oregon Department of Agriculture (ODA) with broad quarantine authorities. There are two additional statutes which also apply:

ORS 596.392(3) and (4) - Authority of department relating to disease control, and
ORS 596.402 - Authority to summarily quarantine areas

An emergency quarantine order may be issued by the ODA Director when an animal is found to be diseased, and/or suspected to be infected with a disease. The order may prohibit movement of specific animals, all animals on a specific property, or all animals or animal products within a designated quarantine area.

Emergency quarantine areas were most recently established in the 2014/2015 winter for diagnosed cases of Avian Influenza in two Oregon counties.

FEDERAL DECLARATIONS

As with state declarations, there are various forms of federal emergency declarations available. They generally fall into one of three main categories:

- Presidential
- Secretarial
- Agency

Presidential Declarations

Probably the most familiar, but not the most common, disaster assistance programs are those provided under a Presidential declaration of Emergency or Major Disaster via the ***Robert T. Stafford Emergency Relief and Disaster Assistance Act, P.L. 93-288***, as amended. These Presidential declarations can provide funding and/or technical assistance from numerous federal agencies under the coordination of the Federal Emergency Management Agency (FEMA).

The Stafford Act provides resources to assist states in expediting aid, assistance, and emergency services, and reconstructing and rehabilitating devastated areas.

There are two types of Presidential Declarations:

- ***“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.”
- ***“Major disaster”*** means any natural catastrophe... or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby. “

The process for implementing federal emergency response under the Stafford Act is outlined in the *National Response Framework*. Legal details for implementing the provisions of the Stafford Act are contained in the *Code of Federal Regulations, Title 44*.

Some Stafford Act disaster assistance programs have a cost-share, often 75% federal and 25% non-federal. The non-federal match may be either hard (cash) or soft (in-kind, such as volunteer hours) or a combination of the two.

Only the Governor of a state may request a Presidential emergency or major disaster declaration, and this must be done within 30 days of the “end date” of an emergency or disaster. The process to do so is outlined below:

- County declaration(s) of emergency in place
- State declaration of emergency in place
- County Initial Damage Assessments (IDAs) completed and submitted to OEM
- OEM compiles all damage/impact information and determines if:
 - Each county has met their minimum federal threshold (for Public Assistance (PA)) in damages
 - The State of Oregon has met its minimum federal threshold in damages and impacts
 - The damage figures are sufficient to meet the federal PA threshold figures to request a joint local-state-federal Preliminary Damage Assessment (PDA) be conducted
- If yes, a joint PDA is conducted and based on the findings, a recommendation is made to the Governor to request a Presidential Declaration and the types of federal assistance needed. *(See page 20 for detailed steps)*

FEMA: Fire Management Assistance Grant Declaration

The Fire Management Assistance Grant (FMAG) is a FEMA program authorized under the Stafford Act specifically for wildland fires which meet certain criteria:

- State must meet/exceed fire cost thresholds
- Requested by Oregon State Forester via the Governor
 - Fire must be burning and out of control
 - Threatens to become major disaster
 - Lives and improved property threatened

An FMAG Declaration is authorized by the FEMA Regional Administrator and at his/her discretion may be pre-dated to the actual fire start date, rather than the date of request from the State of Oregon.

The grant is similar to the Public Assistance (PA) program under a Presidential declaration in that it provides 75% federal cost share reimbursement. Eligible firefighting costs may include:

- Expenses for field camps
- Equipment use
- Repair and replacement
- Tools
- Materials and supplies
- Mobilization and demobilization activities

Secretarial Declarations

U.S. Secretary Department of Agriculture

The ***Food Distribution Disaster Assistance Program*** supplies USDA Foods to disaster relief organizations such as the American Red Cross, Oregon Food Bank and the Salvation Army for mass feeding or household distribution.

Federal Drought Declarations can be issued without a local or state request.

The Farm Service Agency (FSA) may request the Secretary to declare a ***disaster for a natural hazard event for an Agricultural Sector*** and does not require a Presidential declaration.

Some FSA programs can be made available *without* a determination by the U.S. Secretary of Agriculture. For example, the FSA Administrator may make emergency loans available to farmers with qualifying physical (not production) losses without an action by county or state government.

The following programs can also be activated by the FSA *without* a disaster declaration:

- Noninsured Assistance Program
- Emergency Conservation Program
- Emergency Haying and Grazing Assistance

The FSA has local offices throughout the state, usually co-located with the Oregon State University (OSU) Extension Service, and often with the Natural Resources Conservation Service (NRCS) and/or the local soil and water conservation district office. Encourage your Local Emergency Program Manager to develop a relationship with the local office of the FSA, NRCS, and OSU Extension.

More information on Farm Service Agency programs may be found via:

<http://www.fsa.usda.gov/FSA/>

Federal Highway Administration (FHWA)

The FHWA Program called Emergency Relief (ER) helps pay for the repair of roads and bridges on federal aid highways and on non-federal aid roads on federal lands, which have been damaged by a natural disaster or catastrophic failure. Assistance through the ER Program can be rendered with or without a Presidential major disaster declaration. Authority for providing ER to states can be found at Title 23, USC, Section 125.

Highways are eligible for ER funds if:

- The highway is classed a major collector or above;
- The Governor declares a state of emergency in the affected county or counties. In some cases the Governor will make a state of emergency declaration strictly in order to request FHWA Emergency Relief;
- Estimated cost of repairs to FHWA eligible highways statewide due to the disaster total at least \$750,000; and
- There is a favorable finding of eligibility by FHWA.

Local government application for Emergency Relief is made through the Highway Division of the Oregon Department of Transportation (ODOT); it assists local road departments and public works agencies with application, preparation of necessary documentation, and in establishing funding and reimbursement mechanisms.

More information on Federal Highway Administration ER may be found via:

<http://www.fhwa.dot.gov/programadmin/erelief.cfm>

Agency Declarations

U.S. Small Business Administration

Small Business Administration (SBA) disaster loans can be made available to homeowners, renters, and businesses by means of a declaration by the SBA Administrator or the President. These low-interest loans are made to help disaster-affected persons and businesses recover. The interest rate varies depending on the availability of loans and other economic factors. Types of loans available are:

- Physical Disaster Loans - homeowners, renters, and businesses
- Economic Injury Disaster Loans - small businesses only

These loans require data gathering by the local jurisdiction to support the request:

- Criteria for a physical disaster declaration are that in any county, a combination of at least 25 homes and businesses have each sustained uninsured losses of 40% or more of their pre-disaster fair market value;
- Criteria for an economic injury declaration are that at least five small businesses in the state have suffered substantial economic injury due to a sudden physical event, and there is not reasonable financial assistance available in the area.

SBA loans may also involve restructuring debt load at a lower interest rate. To be approved for an SBA loan, applicants must show the ability to repay the loan. More information on Small Business Administration disaster programs may be found via:

http://www.sba.gov/disaster_recov/index.html

U.S. Army Corps of Engineers (USACE)

USACE can assist state and local governments without a Presidential declaration to accomplish mitigation, response, and recovery, especially for the flood hazard. They are supplemental resource support to local and state government.

All requests from local officials for USACE assistance must be made through OEM.

OEM works with appropriate USACE officials and advises the Governor on how to proceed with the request. Most assistance requires a written request from the Governor.

Assistance to individual homeowners and businesses, including agricultural businesses, is not authorized. Also, USACE has no authority to reimburse local governments for the costs of local emergency response and recovery actions.

Flood Control and Coastal Emergency Act (PL 84-99)

- Issued by the Chief of Engineers, acting for the Secretary of the Army
 - Flood fighting in urban and other non-agricultural areas under certain conditions
 - Technical assistance
 - Emergency water support and drought assistance
 - “Advance measures” assistance to prevent or reduce flood damage conditions of imminent threat of unusual flooding
 - Rehabilitation of eligible flood protection systems if damaged by a flood event

- These resources are directed at flood and coastal storm response such as:
 - Temporarily raising the elevation of existing levees with sandbags or by other means;
 - Strengthening and providing emergency repairs to levees and other flood control projects;
 - Evacuating people and assisting in search and rescue operations;
 - Providing materials and equipment, such as sandbags¹, plastic sheeting, lumber, rock, and pumps, if USACE is actively participating in a flood fight²;
 - Providing twenty-four hour technical assistance during the event; and
 - Loaning equipment or emergency contracting of equipment.

- Under post-flood response, also known as "**Ten Day Authority**," USACE can assist in:
 - Removing logs, debris, and ice jams from drainage channels, bridge openings, water supply intakes, and sewer outfalls;
 - Removing debris as necessary to reopen vital transportation routes;
 - Assisting in the temporary restoration of critical public services or facilities;
 - Providing emergency water - this is limited to 30 days or up to the date of the Presidential declaration, whichever comes first;
 - Providing technical assistance; and
 - Assisting in identifying hazard mitigation opportunities.

"Ten Day Authority" requires a Governor's request to both USACE and to FEMA. The ten days begin with the Governor's request to FEMA for a joint Preliminary Damage Assessment (PDA) and ends after ten days or with receipt of a Presidential major disaster or emergency declaration, whichever comes first. Once the declaration has been made, USACE resources can continue to assist, but a non-federal cost-share begins, usually at a rate of 25%.

Rehabilitation Program

This program is an exception in that local governments, such as diking and drainage districts, have a direct relationship with USACE. ***This program does not require local governments to go through OEM.*** It assists local governments to repair flood control structures damaged or destroyed by wind, wave, or water action to their pre-disaster condition if:

¹ Sandbags are only available to communities which have made a good faith effort to stock a supply prior to a flood, and only after mutual aid and/or state resources have been engaged.

² If USACE is not actively participating in a flood fight, federal supplies may be furnished only if local resources are exhausted or will be exhausted; under such circumstances, supplies must be replaced in-kind or paid by local interests. All unused stock should be returned or reimbursed to the federal government at replacement cost.

- The structure has a public sponsor;
- Has been properly maintained by the sponsor; and
- The proposed rehabilitation is cost-effective.

USACE can provide 100% federal funding if the water control structure, usually a levee, was built by USACE, and has since been properly maintained. It is an 80% federal and 20% non-federal cost-share if the levee or other structure meets USACE standards, but was locally built. The sponsor has 30 days to request rehabilitation assistance following a flood or coastal storm.

Advanced Measures

Under this program USACE can conduct preventative work due to the prediction of unusual flooding. This may have applications for ice jam removal, snowmelt flooding, unusual flooding on the lower reaches of larger watersheds, etc. There must be an imminent threat to life or improved property. There must also be a reasonable assurance that the work can be completed in time to prevent or reduce damages, and the proposed work must be both technically feasible and cost-effective.

Types of assistance can include:

- Strengthening of federal and non-federal flood control structures;
- Construction of temporary levees to protect life and improved property;
- Channel clearance and/or dredging of federal projects to restore original design capacity; and
- Relieving the threat of flooding from possible dam failures by de-watering the impoundment, controlled breaching, or strengthening the structure.

Costs associated with removing a measure, or upgrading it to a permanent facility, are generally borne by the local or state government sponsor.

Conditions of USACE Assistance

In many circumstances USACE assistance requires that the public sponsor agree to conditions similar to the following:

- Provide without cost to the United States all lands, easements, and rights-of-way necessary;

- Hold and save the United States free from damages due to the authorized work, exclusive of damages due to the fault or negligence of the United States or its contractor; and

If feasible, operate and maintain the emergency work or remove temporary work constructed by USACE or its contractor.

More information on USACE disaster programs may be found via:

<http://www.usace.army.mil/Emergency/Pages/home.aspx>

PROCESS FOR REQUESTING ASSISTANCE

These guidelines are provided in accordance with provisions in ORS Chapter 401. They are intended as guidance related to situations that occur in local jurisdictions which require state or federal assistance.

Governor's state of emergency declarations are made at the request of a *county* governing body after determining that an emergency has occurred or is imminent. Cities must submit requests for assistance through the governing body of the county in which the majority of the city's property is located with the expectation that the county will first try to assist the city before asking the state for assistance.

Each event that is likely to result in a request for state or federal assistance must be evaluated to determine the nature and magnitude of the losses that have occurred or are imminent and to identify what local and state resources have been expended or applied to alleviate disaster conditions.

If it appears that state or federal assistance may be needed to augment local resources, it is essential that the jurisdiction conduct a quick but accurate Initial Damage Assessment.

The Local Emergency Program Manager or their designee coordinates this effort with OEM. It is recognized that circumstances may preclude the inclusion of all of the information listed below. However, an effort should be made to include as much as possible prior to requesting a Governor's declaration.

- Specify the area(s) of impact and describe the emergency situation as it exists within the impacted area(s).
- Describe the severity of the situation and the effect on lives, public health and safety, and property. Particular attention should be paid to special populations such as elderly or handicapped, who may be less able to manage on their own.

- Identify and evaluate the severity and magnitude of impacts that have or are expected to occur in the following areas:
 - Public safety and emergency services, such as firefighting, law enforcement, hazardous materials response, emergency medical services and hospitals
 - Communication resources
 - Health and mental health services
 - Public infrastructure, including debris clearance, emergency response costs, transportation systems, dams and levees, public buildings and equipment, and public utilities such as water, sewer, electricity, etc.
 - Vital community businesses and private nonprofit organizations which provide essential services to the general public
 - Housing
 - Agriculture
 - To the extent possible, provide supporting documentation of damage, losses, costs, and impacts.
- Identify the efforts local jurisdictions have taken to resolve the situation:
 - Has the local jurisdiction's governing body declared an emergency and implemented their emergency operations plan?
 - Has the local jurisdiction's emergency operations center been activated?
 - Has the local jurisdiction committed all available local resources to alleviate the emergency, such as mutual aid/cooperative assistance agreements?
- Describe in as much specificity as possible disaster related unmet needs:
 - What local government resources or assets have been expended, resulting in shortfalls?
 - What situations exist that require assistance from state or federal resources?

Once the local jurisdiction has conducted an IDA and a request for federal assistance is anticipated, the Director of the Office of Emergency Management may request the FEMA regional office to conduct a joint PDA. This involves a team of local, state, and federal personnel jointly validating the local IDA. Such an assessment will assist the Governor in determining whether federal assistance is necessary, and it could serve to support a request for a Presidential emergency or major disaster declaration.

The request and supporting information from local officials must be submitted to the Governor through the Director of the Office of Emergency Management as prescribed under ORS 401.165. If it is determined that local and state resources are insufficient to meet the needs of the area impacted, the Governor may submit a request to the President through the FEMA Regional Director or directly to a federal agency for assistance.

PRESIDENTIAL DECLARATION EVALUATION FACTORS

For all requests under the Stafford Act, FEMA will evaluate the severity, magnitude, and impact of the event, and will evaluate whether the impact appears to exceed state and local capabilities, and whether there are federal resources which may be appropriate to address severe, disaster related needs.

Some agencies may provide specific resources without the need for a Presidential declaration through existing emergency authorities. Considering all factors, FEMA will make a recommendation to the President.

Federal evaluation will focus on the following factors:

Threat to Life, Health, or Safety

If there are significant threats to the lives, health, or safety of individuals that cannot be met with state, local, and /or voluntary organization resources, federal assistance may be warranted. For example, if critical facilities are affected such as water treatment or distribution, federal assistance might be necessary if state and local government cannot meet the emergency needs.

Special Populations and Considerations

Attention will be paid to special populations, such as the elderly or disabled, who might be more likely to face threats to life, health, and safety.

Critical Facilities

If critical facilities, such as hospitals, fire and police stations, water or sewage treatment facilities, etc. are seriously affected, and state and local government cannot adequately correct the problem or address the impacts, federal assistance may be warranted.

Large Scale Disruptions of Normal Community Functions and Services

If disruptions of normal community functions and services occur that threaten the well being of an economic base of the community, and cannot be corrected with state or local assistance, federal assistance may be warranted.

Technical Assistance

There may be situations where there are not significant impacts, but states may need technical assistance, such as that provided by the U.S. Army Corps of Engineers.

For more information on the assistance outlined in this guidebook, the following web links may prove helpful:

Office of Emergency Management

<http://www.oregon.gov/OMD/OEM/>

Office of State Fire Marshal

<http://www.oregon.gov/OSP/SFM/>

Federal Emergency Management Agency

<http://www.fema.gov/>

Farm Service Agency

<http://www.fsa.usda.gov/FSA/>

U.S. Small Business Administration

http://www.sba.gov/disaster_recov/index.html

U.S. Army Corps of Engineers

<http://www.usace.army.mil/Emergency/Pages/home.aspx>

Federal Highway Administration

<http://www.fhwa.dot.gov/programadmin/erelief.cfm>

Applied Technology Council

<http://www.atcouncil.org>

APPENDIX A: Sample County Request for State Assistance

APR-07-2011 17:16

From:

Tot 915033737833356

Page: 1

DECLARATION OF EMERGENCY

BEFORE THE COUNTY COURT
FOR HARNEY COUNTY, OREGON

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

RESOLUTION # 2011-04

This matter comes before the Harney County Court at an emergency meeting on April 7, 2011 involving a disaster situation created by flooding of the Silvies River throughout the county; and

WHEREAS, the County of Harney, having exhausted all their resources; and


WHEREAS, the emergency situation appears to be of such a magnitude and severity, with the likelihood of continuing flooding for the next several days, that it is beyond the County's response capability; now, therefore

BE IT RESOLVED that the County Court, under the emergency powers granted by ORS 401.305, 401.309, and 401.065 declare that a "State of Emergency" exists within Harney County due to the fact that local resources are depleted and request the Governor declare Harney County a disaster area. Further, the Harney County Office of Emergency Management and Sheriffs Department are hereby directed to take all necessary steps authorized by law to secure the persons and property of the citizens of Harney County. State assistance is requested immediately and includes the following:

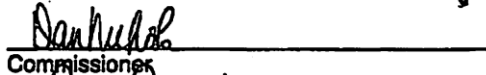
- Manpower
- Sand bagging machine
- High capacity water pumps

DATED this 7th day of April, 2011.

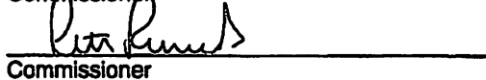
HARNEY COUNTY COURT



Judge



Commissioner



Commissioner

Forward to Oregon Emergency Management Office at 6:00 p.m. on April 2011.

APR-07-2011 18:47

SS:

P.01

APPENDIX B - Wildfire Declarations*

CONFLAGRATION DECLARATION	DECLARATION of STATE of EMERGENCY	FIRE MANAGEMENT ASSISTANCE GRANT DECLARATION	FEDERAL DECLARATION of EMERGENCY	PRESIDENTIAL MAJOR DISASTER DECLARATION
Governor declares at the request of the Oregon State Fire Marshal (upon receiving the request from local authorities)	Governor declares at the request of a county or upon determining emergency has occurred or is imminent	FEMA Regional Administrator approves FMAG upon request by State Forester when fire or fire complex threatens such destruction as would constitute a major disaster; must meet cost threshold	President declares when disaster has caused damage of such severity that it is beyond combined capabilities of state and local governments to respond	President declares when disaster has caused damage of such severity that it is beyond combined capabilities of state and local governments to respond; must meet cost threshold
Provides structural protection through task forces mobilized from fire-fighting forces around the state when the ability to fight a fire exceeds local capabilities and threat to life and structure exists	Provides Governor with broad authority; authority can be limited within the declaration (<i>see, for example, "Op Plan Smokey" declaration which limits applicability to Oregon National Guard</i>)	Criteria used to evaluate threat: 1. Threat to lives and improved property, critical facilities / infrastructure, watershed 2. Availability of state / local firefighting resources 3. High fire danger conditions 4. Potential major economic impact	Depending upon request and rules, assistance can be applied to debris removal and emergency protective measures, may provide direct federal assistance	Depending upon request and rules, assistance can be applied to debris removal, emergency protective measures and infrastructure (government or certain private non-profit), hazard mitigation assistance, and very rarely individual assistance to homeowners and renters for non or under insured loss of primary residence and essential personal property
State of Oregon reimburses local fire-fighting forces for expenses when mobilized under a Conflagration Declaration	Financial responsibility for actions depends upon terms of declaration	Federal cost share is 75% of eligible costs incurred (costs of equipment and supplies, labor, travel and per diem, temporary repairs, etc)	Federal cost share is 75% of eligible costs not covered by FMAG	Federal cost share is 75% of eligible costs not covered by FMAG
ORS 476.510 <i>et seq</i>	ORS 401.165 <i>et seq</i>	Robert T Stafford Disaster Relief and Emergency Assistance Act	Robert T Stafford Disaster Relief and Emergency Assistance Act	Robert T Stafford Disaster Relief and Emergency Assistance Act

* CAVEATS and ADDITIONAL INFORMATION

- * Many of these rules apply only when a fire has occurred on PROTECTED LANDS
- * The information contained in this document is simplified—exceptions and nuances often apply
- * For more information on federal disaster rules and regulations, please see DisasterAssistance.gov

B

Sample Emergency Declaration

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BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO: 16-12-16-01

IN THE MATTER OF DECLARING A LOCAL
EMERGENCY AS A RESULT OF THE
DECEMBER 14, 2016 ICE STORM.

WHEREAS; Lane County has experienced a severe ice storm that has caused wide spread power outages and road closures from downed trees and power lines, and:

WHEREAS, the preliminary assessment of infrastructure damage is widespread and the county needs flexibility in managing resources under the existing emergency conditions, which may include waiving normal contract workforce bid requirements and:

WHEREAS, the County needs to raise public awareness and involve the public in protecting their resources, and:

WHEREAS, Lane County has initially responded but concludes that the ice storm is of sufficient severity and magnitude to warrant a Local Emergency Declaration, and;


WHEREAS, as a result of the damage caused by the severe ice storm the Lane County the County Administrator will need to authorize immediate spending to bring critical services to Lane County citizens; and,

WHEREAS, the County anticipates it will request the Governor to Declare a Disaster to augment local resources.

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDERS** as follows:

1. That a local emergency exists as defined in Lane Code Chapter 20 throughout all of Lane County and;
2. All local resources are being expended and are insufficient to respond to the situation,
3. The County Administrator is authorized under Lane Code Chapter 20 to spend up to \$500,000 in responding to the effects of the severe ice storm; and,
4. This Declaration of Local Emergency shall remain in effect for 14 days.

ADOPTED this 16TH day of December, 2016.



Faye Stewart, Chair
Lane County Board of Commissioners



Emergency Powers Ordinance

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Lane Code
CHAPTER 20 CONTENTS

EXERCISING EMERGENCY POWERS DURING A DISASTER

20.005	General.
20.010	Definitions and Rules of Construction.
20.015	Authorization to Issue a Declaration of Disaster.
20.020	Filing of Declaration.
20.025	Term of Declaration.
20.030	Succession of Authority.
20.035	Powers.
20.040	Enforcement of Orders.
20.045	Authority to Enter Property.
20.050	Location of Governing Body Meetings and Departments.
20.055	Mutual Aid Agreements.
20.060	Constitutionality/Review.

Chapter 20

EXERCISING EMERGENCY POWERS DURING A DISASTER**20.005 General.**

This chapter sets forth the process for exercising emergency powers and authorizing the use of County resources to respond to a disaster before an emergency meeting of the Board of Commissioners can be held. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.010 Definitions and Rules of Construction.

The following definitions and rules of construction shall be observed unless inconsistent with the intent of the Board or the context clearly requires otherwise.

Disaster. Generally, a human created or natural event or circumstance that disrupts society by threatening widespread loss of life, injury to person, property, human suffering or financial loss and exceeds the ability of the affected community or society to cope by relying solely on its own resources.

Civil Disaster. Conditions of social unrest including, but not limited to riot, civil disturbance, unlawful assembly, bombings, shootings, hostage taking or other acts of terrorism, or sabotage.

Natural Disaster. The occurrence of widespread or severe damage, injury, or loss of life or property resulting from disasters that occur naturally including but not limited to flood, fire, tornado, earthquake, severe weather, landslide, severe wind, hurricane, drought, volcano, snow, ice, windstorm, or tsunami.

Technological Disaster. Any disaster conditions associated with technological advances including but not limited to hazardous materials spills, transportation accidents, structural failure of bridges, dams, power plants and pipelines.

Biological and Chemical Disasters. Any condition resulting from acts of terrorism involving bacterial pathogens, nerve gas or a lethal plant toxin (e.g., anthrax, ricin, etc.)

Emergency. Pursuant to ORS 401.025 (1)(2016) as used in that chapter, "Emergency means a human created or natural event or circumstance that causes or threatens widespread loss of life, injury to person or property, human suffering or financial loss..." *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.015 Authorization to Issue a Declaration of Disaster.

(1) An emergency meeting may be called by the County Administrator or any individual Board member when in their judgment a meeting of the Lane County Board of Commissioners is necessary to address issues related to a disaster.

(2) Notice of the emergency meeting will be provided as required by Oregon law and shall be made using cell phones, text and land lines, if possible, or any other means reasonably likely to notify Board members of the meeting. Board members will provide the Board Coordinator with secondary telephone numbers that can be used to attempt contact with them.

(3) The meeting will not take place until a quorum of Board members has acknowledged receipt of the notice and their availability to attend the meeting.

(4) Board members shall be permitted to participate by any method possible that is consistent with Oregon law, including but not limited to, in person, telephone, text or Skype.

A quorum of the Board may declare a local disaster if the Board finds that the County or any part thereof is suffering from or is in imminent danger of suffering from a disaster. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.020 Filing of Declaration.

(1) Any declaration of a disaster by the Board shall be promptly sent to Oregon Office of Emergency Management in writing and include:

(a) A certification signed by the county governing body that all local resources have been expended; and,

(b) A preliminary assessment of property damage or loss, injuries and deaths.

(2) The public shall be notified through general publicity of said declaration.

(Revised by Ordinance No. 16-09, Effective 1.5.17)

20.025 Term of Declaration.

Pursuant to ORS 401.309(1) (2016) a declaration of a local emergency or disaster shall be in effect as determined by the Board for the period of time during which conditions giving rise to the declaration exist or are likely to remain in existence. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.030 Succession of Authority.

If a quorum of the Board is unavailable, the Lane County Sheriff shall have the same authority as is granted the Board hereunder followed by the Chief Deputy if available and, if not, then the Police Services Captain and, if not, then the Emergency Manager. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.035 Powers.

(1) Upon the issuance of a disaster declaration, the Board delegates to the County Administrator:

(a) Pursuant to ORS 294.481(1)(b) (2016) authority to appropriate funds for estimated expenditures out of any source of available funds, including unappropriated fund balances and; in excess of any limitations or procedures contained in the Lane Code, Lane Manual or Lane County Administrative Procedures Manual for a period of 72 hours until a regular, special or emergency meeting of the Lane County Board of Commissioners can be convened.

(b) The Lane County Administrator will arrange an emergency meeting of the Lane County Board of Commissioners as soon as reasonably possible under the circumstances following the procedures in LC 20.015.

(c) The County Administrator shall brief the Board on all resources expended under the authority of this chapter of Lane Code at the emergency meeting, or other meeting of the Board, whichever occurs first.

(2) Upon the issuance of a disaster declaration and after consultation with the Sheriff and other emergency response agencies, the Board may exercise the following powers as follows:

(a) Issue an order establishing a curfew during day or night hours and affecting designated categories of persons based on the needs of the circumstances.

(b) Pursuant to ORS 401.309(4) (2016) authorize the Sheriff or other public safety official to order mandatory evacuations of residents and other individuals after a County disaster is declared and only when necessary for public safety or when necessary for the efficient conduct of activities that minimize or mitigate the effects of the disaster. Further, the authorized official may prescribe routes, modes of transportation and destination in connection with any evacuation.

(c) Issue an order controlling, restricting, allocating or regulating the use, sale, production or distribution of food, water, fuel, clothing, and other commodities,

materials, goods, services and resources when necessary for the efficient conservation and allocation of limited resources and supplies during disaster conditions.

(d) Issue an order requiring the closing of County government services deemed nonessential.

(e) When necessary for protecting, life, property or conserving the peace, issue an order suspending or limiting the sale, distribution, dispensing, or transportation of alcoholic beverages, explosives and/or combustible products and requiring the closing of those businesses or parts of businesses insofar as the sale, distribution, dispensing or transportation of these items are concerned.

(f) Issue an order prohibiting the sale or distribution within the County of any products which could be employed in a manner that would constitute a danger to public health or safety.

(g) Issue an order closing the access to any buildings, streets, alleys, sidewalks or other public or private places when necessary for protecting life, property or conserving the peace.

(h) Establish and control routes of transportation ingress or egress.

(i) Control ingress and egress from a disaster area.

(j) Subject to requirements for compensation, commandeer or utilize private property if necessary to cope with disaster conditions.

(k) Pursuant to LM 20.320 and ORS 279B.080 (2016) appropriate and expend funds, authorize the obtaining and acquisition of property, equipment, services, supplies and materials without the strict compliance with procurement regulations or procedures.

(l) Transfer the direction, personnel or functions of non-elected County departments and agencies for the purposes of performing or facilitating disaster services.

(m) Utilize all available resources of the County as may be reasonably necessary to cope with the disaster whether in preparation for impending conditions, response to or recovery from a disaster.

(n) Suspend or modify the provisions of any ordinance if strict compliance thereof would in any way prevent, hinder or delay necessary action in coping with any emergency or disaster.

(o) Pursuant to ORS 294.481 (2016) accept services, donations, grants and loans, equipment, supplies and materials whether from private, nonprofit or governmental sources for purposes of meeting the needs or lessening the suffering of impacted populations.

(p) Temporarily suspend, limit, cancel, postpone, convene, schedule, or continue all meetings of the Board, and any County committee, commission, board, authority or other non-elected County body as deemed appropriate by the Board.

(q) Make application for local, state, or federal assistance.

(r) Terminate or suspend any process, operation, machine, device or event that is or may negatively impact the health, safety and welfare of persons or property within the County.

(s) Delegate authority to such County officials as the Board determines reasonably necessary or expedient.

(t) Close or cancel the use of any County owned or operated building or other public facility.

(u) Exercise such powers and functions in light of the exigencies of disaster including the waiving of compliance with any time consuming procedures and formalities, including notices, as maybe prescribed by law pertaining thereto.

(v) Issue any and all such other orders or undertake such other functions and activities as the Board reasonably believes is required to protect the health, safety,

welfare of persons or property within the County or to otherwise preserve the public peace or abate, clean up, or mitigate the effects of any emergency or disaster. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.040 Enforcement of Orders.

(1) The members of the Sheriff's Office and such other law enforcement and peace officers are further authorized to enforce the orders, rules and regulations made or issued pursuant to this chapter.

(2) During the period of a declared emergency or disaster, a person shall not:

(a) Enter or remain upon the premises of any establishment not open for business to the general public, unless such person is the owner or authorized agent of the establishment.

(b) Violate any of the orders duly issued by the Board or authorized personnel.

(c) Willfully obstruct, hinder, or delay any duly authorized County officer, employee or volunteer in the enforcement or exercise of the provisions of this chapter, or of the undertaking of any activity pursuant to this chapter. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.045 Authority to Enter Property.

During the period of a declared disaster, a County employee or authorized agent may enter onto or upon private property if the employee or authorized agent has reasonable grounds to believe that there is a true emergency and an immediate need for assistance for the protection of life or property, and that entering onto the private land will allow the person to take such steps to alleviate or minimize the emergency or disaster or to prevent or minimize danger to lives or property from the declared disaster. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.050 Location of Governing Body Meetings and Departments.

(1) Whenever a disaster makes it imprudent or impossible to conduct the affairs of the County at its regular locations, the Board may meet at any place, inside or outside the County limits. Any temporary disaster meeting location for the Board shall continue until it is able to return to its normal location.

(2) Whenever a disaster makes it imprudent or impossible to conduct the affairs of any department of the County at its regular location, such department may conduct its business at any place, inside or outside the County limits and may remain at the temporary location until the emergency or disaster is declared ended or until the department is able to return to its normal location.

(3) Any official act or meeting required to be performed at any regular location of the Board or of its departments is valid when performed at any temporary location under this section.

(4) The provisions of this section shall apply to all executive, legislative and judicial branches, powers and functions conferred upon the County and its offices, employees, and authorized agents. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.055 Mutual Aid Agreements.

(1) The Board may, on behalf of the County, enter into such reciprocal aid, mutual aid, joint powers agreements, intergovernmental assistance agreements or other compacts or plans with other governmental entities for the protection of life and property. Such agreements may include the furnishing or exchange of supplies, equipment, facilities, personnel and/or services.

(2) The Board or any of its committees, commissions or authorities may exercise such powers and functions in light of the exigencies of the emergency or disaster and may waive compliance with time consuming procedures and formalities prescribed by law pertaining thereto.

(3) The foregoing shall apply to all executive, legislative and judicial powers and functions conferred upon the County and its officers, employees and authorized agents. *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

20.060 Constitutionality/Review.

(1) The provisions of this chapter are declared to be severable, and if any section, sentence, clause or phrase of this chapter shall for any reason be held to be invalid or unconstitutional or if the application of this chapter to any person or circumstance is held to be invalid or unconstitutional, such holding shall not affect the validity of the remaining sections, sentences, clauses and/or phrases of this chapter.

(2) Nothing in this chapter shall be construed to grant the County any greater power than authorized by state or federal law. No section, sentence, clause or phrase of this chapter is intended to violate and local or state law or any state or federal constitutional provision.

(3) Nothing in this chapter is intended to conflict with Oregon law on disasters, including but not limited to ORS Chapter 401, or federal law and regulations on disasters.

(4) This code section shall be reviewed biannually as part of the review and adoption of the County's mandated Emergency Operations Plan (ORS 401.305(6)(a) (2016)). *(Revised by Ordinance No. 16-09, Effective 1.5.17)*

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDINANCE NO: 16-09

IN THE MATTER OF AMENDING LANE
CODE CHAPTER 20 TO CREATE A
SYSTEM FOR EXERCISING
EMERGENCY POWERS DURING A
DISASTER

WHEREAS, the Board of Commissioners has previously adopted the Lane County Emergency Operations Plan to provide a framework to guide departments, agencies and organizations for carrying out actions in response to a disaster; and,

WHEREAS, the Board of Commissioners has adopted a Strategic Plan that identifies three priorities for Lane County for the years 2014-2017: (1) Safe and Healthy County, (2) Vibrant Communities, and (3) Infrastructure; and,

WHEREAS, the Lane County Strategic Plan states the Priority 1, Objective 1, is to ensure safety throughout Lane County; and,

WHEREAS, it is the intent of this Ordinance to provide the necessary organization, powers, and authority to allow the timely and effective use of all available County resources to prepare for, respond to and recover from disasters, whether natural or human caused, likely to affect the health, security, safety, or property of the inhabitants of the County; and,

WHEREAS, the Board of Commissioners recognize that during an emergency ordinary and usual communication may be disrupted; and,

WHEREAS, the Board of Commissioners recognize that the County may need to make decisions related to the use of county resources in response to an emergency on very short notice; and,

WHEREAS, the Board of Commissioners recognize that the use of County resources may exceed the amount authorized by the Lane Code for Department Directors and the Lane County Administrator; and,

WHEREAS, the Board of Commissioners desires to have a process in place for exercising emergency powers and authorizing the use of County resources to respond to a disaster before an emergency meeting of the Board of Commissioners could be held; and,

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDAINS** as follows:

Chapter 20 of Lane Code is hereby amended by removing and inserting the following sections:

REMOVE THESE SECTIONS

NONE

INSERT THESE SECTIONS

20.005 – 20.060

These sections are attached hereto and incorporated herein by this reference. If any section, subsection, sentence, clause, phrase, or portion of this Ordinance is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion constitutes a separate, distinct and independent provision, and such holding does not affect the validity of the remaining portions hereof.


Nothing herein is intended to, nor acts to amend, replace, or otherwise conflict with any other ordinances of Lane County or any other Code or statutory provisions unless expressly so stated.

The office of Lane County Legal Counsel is authorized to codify this Ordinance and to make any technical changes, not affecting its substance, as are reasonably necessary to accomplish codification.


ENACTED this 6th day of December ~~October~~ 2016.



Faye Stewart, Chair
Lane County Board of Commissioner



Recording Secretary for this Meeting of the Board

APPROVED AS TO FORM
Date 12/6/16


LANE COUNTY OFFICE OF LEGAL COUNSEL

D

Fires on Unprotected Lands

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State Emergency Support Functions

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Oregon's Emergency Management Functions

Response Phase

Emergency Support Functions (ESF)

Recovery Phase

State Recovery Functions (SRF)

