

## AGENDA COVER MEMO

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**AGENDA DATE:** September 13, 2005

**TO:** Board of County Commissioners

**DEPARTMENT:** Lane County Sheriff's Office, Emergency Management Division

**PRESENTED BY:** Linda L. Cook

**AGENDA TITLE:** *IN THE MATTER OF ADOPTING A REVISED EMERGENCY OPERATIONS PLAN FOR LANE COUNTY AND ADOPTING THE NATIONAL INCIDENT MANAGEMENT SYSTEM*

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### I. MOTION

That the Board of Commissioners move to adopt by resolution the revised Emergency Operations Plan for Lane County and the National Incident Management System.

### II. DISCUSSION

#### A. Background

On December 11, 2001 the Lane County Board of Commissioners adopted Board Order 01-12-11-2 adopting a revised Emergency Operations Plan (EOP) for Lane County. The 2001 update to the plan was in response to the events of September 11.

Since the 2001 update, Lane County Emergency Management hired a contractor with grant funds to review Lane County's (EOP) and make recommendations. The contractor and Emergency Management developed a revised draft of the plan to reflect current operations using plain language. The revised draft was sent out for review and comment to all Lane County Department Heads. Feedback from the departments has been incorporated into the revised draft of the EOP.

Additionally, the revised draft of the EOP includes language that is in compliance with Homeland Security Presidential Directive #5 indicating that Lane County adopts the National Incident Management Systems (NIMS) for responding to emergencies and disasters.

In the process of updating the EOP it was determined that it should be consistent with Lane Manual Chapter 54. Revisions to Lane Manual Chapter 54 have been submitted for production and will be ready for Board adoption in approximately 3 weeks.

### III ATTACHMENTS

#### Order

**Draft of the revised Lane County Emergency Operations Plan**

**Draft of the revised Lane Manual Chapter 54**

**Background information regarding NIMS Compliance**

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

RESOLUTION AND ) IN THE MATTER OF ADOPTING A REVISED  
ORDER NO. ) EMERGENCY OPERATIONS PLAN FOR LANE  
 ) COUNTY AND THE NATIONAL INCIDENT  
 ) MANAGEMENT SYSTEM

WHEREAS, this matter having come before the Board of County Commissioners for the purpose of adopting a revised Emergency Operations Plan for Lane County, herein referred to as EOP, and at the same time adopting the National Incident Management System, herein referred to as NIMS, the principles of which are integral to the EOP revisions; and

WHEREAS, emergency response to critical incidents, whether natural or manmade, requires integrated professional management; and

WHEREAS, unified command of such incidents is recognized as the management model to maximize the public safety and incident response; and

WHEREAS, the NIMS has been identified by the Federal Government as being the requisite emergency management system for all political subdivisions; and

WHEREAS, failure to adopt or establish NIMS as the emergency management system for Lane County may preclude reimbursement to Lane County for costs expended during and after a declared emergency or disaster and for training and preparation for such disasters or emergencies; and


WHEREAS, the Board of County Commissioners has reviewed the draft of the attached revised Emergency Operations Plan (November 2004).

NOW, THEREFORE BE IT HEREBY RESOLVED AND ORDERED that the Board of County Commissioners adopts the revised Emergency Operations Plan (November 2004) for Lane County and adopts the NIMS to establish it as the standardized procedures of Lane County for managing personnel, communications, facilities and resources to ensure the highest level of incident response.

Adopted this        day of September, 2005.

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Chair, Lane County Board of Commissioners

APPROVED AS TO FORM

Date 9-7-2005 lane county  
  
OFFICE OF LEGAL COUNSEL

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## **Basic Plan**

## **A. Introduction**

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

This Plan is issued under the authority of the Lane County Board of Commissioners at the recommendation of County officials. The plan shall be reviewed at least biannually with formal adoption of the revised plan scheduled in odd-numbered years. Revisions to the annexes and appendices shall be made as needed and require no formal action by the Board. All tasked County departments and other agencies or organizations, as appropriate, shall review the plan and annexes biannually.

Lane County Emergency Management shall distribute revisions to the Emergency Operations Plan, annexes and appendices to County Departments and other agencies, as appropriate. Not all procedures, notification lists, and checklists will be distributed to all Plan holders. Confidential information or that requiring frequent updating will be available in the Master EOP maintained by the Emergency Manager and available at the County Emergency Operations Center (EOC).

## **1. General Information**

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

The Lane County Emergency Operations Plan is a document which provides the basic framework to guide departments, agencies, and organizations for carrying out specific actions at projected times and places in an emergency or disaster.

The Basic Plan identifies authorities and references, defines operational conditions, describes the County Emergency Management Organization, assigns emergency responsibilities, and provides a concept of operations utilizing the National Incident Command Systems (NIMS).

Annexes outline specific emergency support functions, assign tasks, and describe methods by which emergency functions will be accomplished.

Appendices supplement information and actions outlined in the Plan and Annexes by providing guidelines to assist in carrying out appropriate emergency activities under specific emergency conditions (contingency plans) or by detailing specific operating procedures.

## **2. Plan Overview**

The total plan consists of two separate documents. The Emergency Operations Plan document contains the basic plan, functional annexes, hazard specific annexes and appendices. A separate resource manual contains information used to contact personnel and resources during a major emergency. The resource manual contains some information of a confidential nature so distribution will be very limited.

The Basic Plan and subsequent functional annexes are based on an all-hazards approach and acknowledges that most responsibilities and functions performed during a major emergency are not hazard specific. The plan contains two hazard specific annexes due to their unique response requirements. These annexes are the following:

- a. Hazardous Materials Annex
- b. Terrorism Response Annex

This plan is based on the fact that local government has primary responsibility for emergency response and operations during major emergencies. Operations are designed to protect lives, stabilize the incident, minimize property damage, protect the environment, and provide for the continuation and restoration of critical services.

## **B. Authorities & References**

### **1. Federal**

- a. Federal Civil Defense Act of 1950, Public Law (PL) 81-950 as amended.
- b. The Disaster Relief Act of 1974, PL 93-288 as amended.
- c. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as amended by PL 100-707.
- d. Title III of the Superfund Amendments and Reauthorization Act of 1986 (SARA), PL 99-499 as amended.
- e. Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance.
- f. Executive Order (EO) 12148 of July 20, 1979, as amended, Federal Emergency Management,
- g. EO 12472 of April 3, 1984, Assignment of National Security and Emergency Preparedness Telecommunications Functions.
- h. EO 12656 of November 18, 1988, Assignment of Emergency Preparedness Responsibilities.
- i. Federal Preparedness Circular 8, June 22, 1989, Public Affairs in Emergencies.
- j. Federal Response Plan
- k. Homeland Security Presidential Directive 5

### **2. State**

- a. Oregon Revised Statutes (ORS) Chapter 401.
- b. Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan

### **3. Local**

- a. Lane Manual Chapters 3.044(5) and 54 as amended.
- b. Ordinances and Emergency Operations Plans of municipalities within Lane County

## **C. Purpose**

The purpose of the Lane County Emergency Operations Plan is to:

1. Establish responsibilities and requirements for County government during times of emergency.
2. Provide guidance for the emergency activities of political subdivisions and the citizens within the County.
3. Minimize personal injury or property damage resulting from the occurrence of an emergency by outlining the emergency actions to be taken by County departments and other public and private agencies.

## **D. Situation and Assumptions**

### **1. General**

- a. All areas of Lane County are subject to the affects of a disaster.
- b. Essential County services will be maintained as long as conditions permit.
- c. Natural or human-caused emergencies may be of such magnitude and severity that state and Federal assistance is required; however, such support will be available only after all local resources have been utilized.
- d. It is possible for a major disaster to occur at any time and at any place in the county. In some cases dissemination of warning and increased readiness measures may be possible; however, many disasters and events can, and will, occur with little or no warning.
- e. A major disaster event will likely affect the lives of many Lane County and other local response agency employees limiting or preventing them from performing emergency response activities.
- f. Local government officials recognize their responsibilities for the safety and welfare of the public and will assume their respective responsibilities in the implementation of this Emergency Operations Plan.
- g. The responsibility for the protection of private property rests primarily with the private property owner.



## **2. Hazards**

Lane County may be subject to the affects of natural, technological and human-caused disasters including but not limited to:

- a. Severe weather emergencies including but not limited to floods, windstorms, drought, snow, or ice;
- b. Geologic emergencies including earthquake, landslide, volcanic eruption or subsidence;
- c. Epidemiological emergencies including the infection of humans, animals or agricultural products;
- d. Fire and explosions including industrial, structural, forest and range, or transportation incidents;
- e. Transportation emergencies including incidents involving aircraft, rail systems, watercraft, motor vehicles, or pipelines;
- f. Hazardous materials emergencies may involve explosives, gases, corrosives, inflammable liquids and solids, oxidizers, poisons, or radioactive materials involved in incidents at fixed sites or during transportation;
- g. Civil disturbance including terrorism, sabotage, unlawful demonstrations, or riots;
- h. Utility emergencies may involve failure or disruption of electrical, telephone, water, gas, fuel oil, sewer or sanitation systems.

## **3. Organization**

- a. County
  - 1) Lane County's Emergency Management program shall operate under the direction of the Lane County Sheriff who is designated the Director of Emergency Management.
  - 2) An Emergency Manager manages the emergency management program.
  - 3) 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.

- 4) If local resources are insufficient to respond to an emergency, State assistance may be requested. The County shall make such requests to Oregon Emergency Management.
- b. Incorporated Cities
- 1) The Chief Executives of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies.
  - 2) The Chief Executives of the incorporated cities are responsible for requesting additional resources not covered under mutual aid for emergency operations. Such requests shall be directed to Lane County Emergency Management.
  - 3) Under ORS 401, each city may establish an emergency management agency and appoint an emergency program manager.
  - 4) Each city should notify the County of the individual responsible for emergency management activities in its jurisdiction.
  - 5) If a City's emergency resources are insufficient or the City fails to act, County resources may be deployed under the direction of the County to respond should emergency conditions exist that threaten residents of the City.
- c. State Government
- 1) Under the provisions of ORS 401, the Governor has broad authority and responsibility for the direction and control of all emergency activities in a State declared emergency.
  - 2) State assistance may be requested whether or not a local Emergency Declaration has been or will be made, provided that all appropriate local resources have been utilized.
  - 3) Requests for State assistance shall be made by the Chief Executives of the County in which the emergency exists. (If the emergency is the result of a major fire, the Lane County Fire Defense Board Chief may make a request to the State Fire Marshal for immediate mobile support under the State Fire Mobilization Plan.)
  - 4) The Governor may request a Presidential Disaster Declaration once appropriate local and state emergency resources are depleted.

d. Federal Government

- 1) The Governor shall make requests for Federal disaster assistance to the President.
- 2) Federal assistance may be requested and some provisions of the Federal Response Plan implemented prior to the formal declaration of a disaster.
- 3) A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance including support to government, business, and individual citizens.

e. Support Agencies

- 1) Volunteer disaster relief organizations, private institutions and business and industry will be called upon to support the countywide emergency organization.
- 2) The County shall coordinate local use of voluntary disaster relief resources available on a countywide basis.

## **E. Concept of Operations**

### **1. General**

Local government has the primary responsibility for emergency management operations. These operations are designed to protect lives, stabilize the incident, minimize property damage, and provide for continuation of critical services to customers. Effective emergency management will require the cooperation and coordination of County agencies, special service districts, and impacted cities.

Several separate emergency service agencies will likely be involved and critical resources may become scarce. If it should be determined that the resources of Lane County are not sufficient to meet the emergency or disaster effectively, the Board of County Commissioners may declare a state of emergency. The affect of the declaration is to authorize the county to request State and Federal aid and assistance.

### **2. Prioritization of Resources:**

Prioritization of resources will be based on the ability to do the greatest good for largest population at risk. Public resources will be deployed according to the following priorities:

- a. Protection of life
  - 1) responders
  - 2) at risk population
  - 3) public at large
  
- b. Stabilization of the incident
  - 1) protection of response resources
  - 2) isolation of impacted area
  - 3) containment (if possible) of the incident
  
- c. Protection of property
  - 1) protection of public facilities and infrastructure essential to life safety or emergency response
  - 2) protection of the environment where degradation will adversely impact public safety
  - 3) protection of publicly owned resources and property
  
- d. Restoration of critical public services
  - 1) wastewater treatment systems
  - 2) roadways and bridges

### **3. Coordination**

#### **a. County Emergency Operations**

The primary Lane County Emergency Operations Center (EOC) is located within the Sheriff's Office section of the Lane County Public Service Building, which is located at 125 East 8<sup>th</sup> Avenue, Eugene, Oregon. If the area of the emergency includes the primary EOC, the secondary EOC is the Lane County Public Works "Veneta Shops" located at 25398 Jeans Road, Veneta, Oregon. If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected and announced.

#### **b. City Emergency Operations**

A city's response to an emergency in its jurisdiction may be conducted from a local emergency center as designated by the Chief Executives of that city. In those emergencies affecting multiple jurisdictions, the County EOC will be activated and communications established with each affected city to coordinate response. City representatives may be present in the County EOC. The County EOC may be activated in response to single jurisdiction emergencies at the request of the affected city and on approval of County Emergency Management.

#### **c. County Departmental Operations**

Coordination of County departmental emergency operations will be exercised from a Department Operations Center (DOC) or other location as designated by the department head. A department representative should be present at the County EOC to coordinate the department's emergency activities.

When the EOC is operational, requests for assistance beyond or outside a single department's normal capability shall be referred to the County EOC. DOCs and dispatch centers will maintain damage assessment and other pertinent emergency information and will provide situation reports to the EOC.

#### **4. 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:

##### **a. Warning Period**

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). If not already done, the EOC should be activated during this phase if valid warning is issued. Tasks common to all emergency agencies to be accomplished during this period include:

- 1) Evaluate most probable consequences and resource requirements based on the nature of the threat.
- 2) Coordinate with County Emergency Management and/or EOC for dissemination of emergency instructions or information to the public.
- 3) Recall essential response personnel, if it can be done safely.
- 4) Stage resources near hazard area if situation warrants and it can be done without further threat to resources.
- 5) Send representatives to EOC and activate individual department operational centers or dispatch centers, as necessary.
- 6) 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.

##### **b. Impact Period**

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:

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

### c. Response Period

The period immediately following 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:

- 1) Communicate with field personnel, individual departments, and EOC to determine scope of emergency.
- 2) Conduct field operations to save lives and protect property. Request mutual aid assistance, if required.
- 3) Dispatch personnel to hazard areas to conduct cursory damage assessment.
- 4) If the emergency is of great magnitude with mass casualties or threatened populations, contact EOC to determine response priorities.
- 5) Send a representative to the EOC to assist in situation assessment analysis and coordination of public information, if appropriate.
- 6) Analyze resource needs, request additional support from EOC.
- 7) Initiate short-term recovery activities (shelter, debris removal, building safety inspections).
- 8) Maintain accurate records of all costs associated with emergency response, including expenditures for personnel, supplies, and equipment.

### d. Recovery Phase

The time phase following 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:

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

## **5. Levels of Response**

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 precludes the legal requirement for a County emergency declaration if there is a need for additional resources or to implement emergency powers.

### **a. 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.

Level 1 emergencies may include incidents such as:

- 1) Multiple patient incidents
- 2) Large structure fire
- 3) Severe weather with no power outages

Level 1 emergencies will not usually lead to a County declaration or activation of the EOC.

### **b. 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 be declared by the on-scene Incident Commander, the Sheriff, the County Fire Defense Board Chief, the Emergency Manager, or any public safety official needing additional resources.



Level 2 emergencies may include such incidents as:

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

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

### **c. 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 be declared by the Incident Commander, the Sheriff, the County Fire Defense Board Chief, the Emergency Manager, or any public safety official in coordination with the above.

Level 3 emergencies may include such incidents as:

- 1) Train accident with hazardous materials
- 2) Earthquake
- 3) Major urban or wildland/urban interface fire
- 4) Major Flooding

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 authority.

## **6. Lines of Succession**

### **a. Lane County Governing Body**

In the event that the Chair of the Board of County Commissioners is unavailable or unable to perform the duties outlined in this Plan, the duties shall be performed by:

- 1) The Vice Chair of the Board of County Commissioners
- 2) Commissioners by seniority
- 3) County Administrator
- 4) Sheriff
- 5) Sheriff's Administrative Captain
- 6) Emergency Manager
- 7) Sheriff's command staff line of succession

b. County Departments

The executive head of each County department shall establish, in writing, an ongoing line of succession of authority for that department. Records of such designation will be provided to Emergency Management annually or whenever changes are required. 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.

Should the position of an elected official become vacant, the Board of Commissioners may appoint someone to assume that position until it can be filled in accordance with State law.

c. Incorporated Cities/Special Districts

Lines of succession of authority within incorporated cities and special districts within Lane County shall be in accordance with State law and with the emergency plans developed by each city or special district.

## 7. Emergency Staff Activation

a. Assumptions

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 emergency response and advise essential workers of their emergency reporting instructions.

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

**b. Emergency happens 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 commercial radio stations for reporting instructions. If unable to do that, employees should attempt contact with their department or get information from the County's Internal Emergency Hot-line. 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.

Employees unable to reach their normal work site should report to the alternate site designated in their department's internal plan. If unable to report to any county work site, critical employees should assist in their community or go to the nearest fire station to provide whatever assistance they can.

Communications between the County and local fire departments will allow for personnel accounting and assignment.

**c. Emergency happens 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.

**d. Designation of Departmental 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.

## **8. EOC Activation**

The Sheriff's Communications Center shall serve as the County's warning point and will be the primary coordination point for notifications to activate the EOC.

When the Incident Commander from an emergency service agency not dispatched by the Sheriff's Office declares a Level 2 or 3 Emergency or requests activation of the EOC, that agency's dispatch center will immediately notify the Sheriff's Communications Center. The Sheriff's Communications Center shall assume responsibility for notifying, at a minimum, the following:

- a. County Emergency Management
- b. County Fire Defense Chief
- c. Sheriff's Watch Commander

In Level 2 emergencies, the EOC may be activated at the request of the on-scene Incident Commander or as deemed necessary by the Emergency Management Coordinator, Sheriff's Watch Commander, or County Fire Chief. Minimum staffing will include representatives from Emergency Management, Sheriff's Department, and the Fire Defense Board. Additional personnel will be mobilized as needed.

Whenever a Level 3 emergency is declared, designated EOC overhead staff will report to the EOC. Additional personnel will be mobilized as needed.

## **F. Emergency Management Organization**

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 as follows:

**Policy Group  
(Responsible for disaster  
declaration process)**

Board of County Commissioners  
County Administrator  
County Counsel

**Incident Management Group  
(Directs all response activities)**

Lane County Sheriff  
Public Works Director  
Health and Human Service Director  
County Assessor  
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. County counsel reviews major response activities for legal and liability issues.

## 2. Incident Management Group:

The Incident Management Group is collectively responsible for:

- 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 of 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

Guidelines for determining the lead agency or county department for an incident are as follows:

<u>Event</u>	<u>Lead Agency</u>
Terrorism, Riot, Civil Disturbance Transportation, Mass Casualty Incident	Lane County Sheriff's Office
Winter Storm: Wind, Ice, Snow, Flood Earthquake, Volcanic Ash, Dam Break	Public Works Department
Conflagration, Hazardous Materials	Presiding Fire Service Agency
Biological Incident, Communicable Disease Outbreak	Health & Human Services Department

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.

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

- a. Sheriff's Office
  - 1) Law enforcement
  - 2) Warning eervices
  - 3) Communications
  - 4) Evacuation
  - 5) Crowd control
  - 6) Crime scene investigations

## 7) Search and rescue

- b. Public Works
  - 1) Debris management
  - 2) Road and bridge damage assessment and repair
  - 3) Removal of roadway obstructions
  - 4) Fleet services
  - 5) GIS mapping
  
- c. Assessment & Taxation
  - 1) Rapid damage assessment
  - 2) Initial damage assessment
  - 3) Preliminary damage assessment
  - 4) Structural assessment of building and infrastructure
  
- d. Health & Human Services
  - 1) Communicable disease outbreaks
  - 2) Safety of food and water
  - 3) Mental health services
  - 4) Social service coordination
  - 5) Shelter & mass care
  - 6) Special needs population
  - 7) Strategic National Stockpile
  - 8) Medical examiner
  
- e. Lane County Fire Defense Board
  - 1) Fire response
  - 2) Emergency medical services
  - 3) Technical rescue
  - 3) Evacuation
  - 4) Hazardous materials
  
- f. Emergency Management
  - 1) Regulatory compliance
  - 2) EOC functions
  - 3) Activity coordination
  - 4) Volunteer coordination
  
- g. County Administration
  - 1) Public information
  - 2) Information systems
  - 3) Management services



## **G. Emergency Operations Center**

The primary Lane County Emergency Operations Center (EOC) is located within the Sheriff's Office section of the Lane County Public Service Building, which is located at 125 East 8<sup>th</sup> Avenue, Eugene, Oregon. If the area of the emergency includes the primary EOC, the secondary EOC is the Lane County Public Works "Veneta Shops" located at 25398 Jeans Road, Veneta, Oregon. If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected and announced.

The Lane County EOC serves several functions. In a major disaster, it may serve all of these functions simultaneously. These include:

1. It provides a location from which County agencies may coordinate the delivery of their own services during an emergency;
2. It is a facility from which discipline-specific emergency support activities (such as search and rescue or conflagration act mobilizations) may be coordinated;
3. It serves as a coordination point for the support of jurisdictions impacted by localized or area-wide emergencies requiring assistance from county, state or federal agencies; and
4. During major emergencies or disasters, it serves as the interface between city governments and special districts and state and federal agencies.

Depending on the scope of the emergency, each incident scene may have an Incident Commander (IC) assigned or a jurisdictional IC may be designated and local EOC activated to coordinate that jurisdiction's response. Local ICs will request assistance from the County EOC, which will be managed by the EOC Manager as further outlined in the Lane County EOC Operations Guide maintained separate from this plan.

The EOC Manager's function will be assumed by the Emergency Manager or other Sheriff's designee. In most cases, representatives of a number of involved emergency response organizations will participate in the direction and control of emergency operations.

Each County department and the Lane County Fire Defense Board will designate personnel, as required, to serve as part of the command and general staff in the EOC. These representatives shall be trained to function under the National Incident Management System (NIMS). The EOC may be activated by the on-scene Incident Commander, Sheriff, Emergency Manager, or Fire Defense Board Chief. When the EOC is activated, members of the command and general staff shall be notified to report to the EOC.

Because of the wide scope of activities and responsibilities that may be conducted from the County EOC, it is difficult to apply the textbook concepts of the NIMS Incident Command

System in the EOC. Rarely will true "command" authority be exercised from the EOC. However, a major disaster may require that county staff exercise direction and control over county incidents and resources, while concurrently providing planning and logistical support to other impacted jurisdictions within the county.

## **H. Steps for Declaration of Emergency**

Under ORS 401, the Lane County Board of Commissioners has the legal authority to declare that a local emergency or disaster exists. Declaration of a local disaster enables the Board of Commissioners to invoke emergency authorities and to request additional resources from State or Federal government.

A quorum of 3 Commissioners must be assembled to consider and vote on the emergency. 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
- Chief Deputy
- Emergency Manager
- Sheriff's command staff line of succession

The declaration of a local emergency must include a description of the situation and existing conditions that warrant the declaration, the geographic boundaries of the emergency area, the special powers being invoked or the emergency controls to be imposed by the County. The effective period for the declaration must also be specified (i.e. for 72 hours). The emergency period can be extended if emergency conditions still exist after the effective period expires. If state or federal assistance is needed, it must also declare that all appropriate and available resources have been expended, and contain a request to the Governor for the type of assistance required. Requests must include:

- description of the mission to be accomplished
- types of assistance needed
- certification that all resources have been expended
- preliminary assessment of property damage or loss, injuries and deaths.

When a city is impacted by a disaster and needs assistance beyond that provided by mutual aid agreements, the governing body of the city may declare an emergency and request assistance from the County. Any such request will include the information shown above. If the County is unable to provide the assistance requested, the County may declare a local emergency and request that the Governor declare an emergency. Lane County may add its support to the request, request that additional areas or services be included, or pass the request through to the state without any comment.

The State of Oregon has the option of declaring a State of Emergency and can only authorize activation of state resources in support of the incident. The State can declare a State of Emergency and begin negotiations with FEMA for a Federal Disaster Declaration.

### **1. Submission of Declaration**

The Incident Manager will initiate a declaration of an emergency in Lane County and the following documents will be forwarded to the Board for action:

- a. Board Order declaring an emergency
- b. Supporting documentation as determined necessary by the County Administrator;
- c. Draft letter to the Governor requesting state declaration and specifying nature of the problem and the amount and types of assistance needed and certifying that local resources have been expended
- d. An assessment of injuries, deaths, damage and current situation

Requests for state assistance will be forwarded to Oregon Emergency Management as soon as practical. These requests may be sent by FAX (with original signed documents forwarded later) by mail, or may be hand delivered.

## I. Emergency Management Preparedness

1. Command and general staff positions receive basic NIMS Incident Command System (ICS) training and annual trainings on emergency management; staff trained in ICS should receive a 4-hour refresher course every two years.
2. Staff designated for ICS positions (IC, PIO, Safety Officer, Operations Chief, Planning Chief, Logistics Chief, Finance Chief) will attend the Oregon Emergency Management (OEM) course for their designated position.
3. The Emergency Manager will conduct one table- top exercise and one functional or full-scale exercise annually for County staff. The EOC will be tested during at least one of the annual exercises.
4. The Emergency Manager will ensure that the County EOC is kept in a state of readiness. The EOC will be started up and tested a minimum of four times per year.
5. The Emergency Manager will ensure the *Resource Guide* is kept updated on an ongoing basis and the *Basic Plan*, *Functional Annexes*, and other remaining components receive an annual review and are updated as needed.

## **J. Plan Development, Maintenance and Implementation**

1. The Emergency Manager is responsible for ensuring the Emergency Operations Plan (EOP) is kept current. A formal review will occur on an annual basis.
2. The development and continued update of all functional annexes is the responsibility of each of the lead departments identified on each annex and in the Basic Plan section of this document.
3. Each department is responsible for ensuring their respective section of the Resource Guide is kept updated with the most current information.
4. An annual review and update of the Basic Plan, as well as other remaining components of the EOP, will be the responsibility of the Emergency Manager.
5. 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 forwarded to all departments and individuals identified as having possession of a full version of the plan. Changes to the Basic Plan will be forwarded to holders of a full plan as well as to those who hold Basic Plans only.
6. The EOP will be activated at least once a year in the form of a simulated emergency in order to provide practical experience to those having EOC responsibilities.
7. Each department will be responsible for proceeding with the appropriate training to those individuals who will be expected to participate in the implementation of the EOP.
8. This plan supersedes and rescinds all previous editions of the Lane County Emergency Plan. *If any portion of this Plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this Plan.*

## **K. Functional Annex Overview**

The Emergency Operations Plan (EOP) consists of several components: Basic Plan, Functional Annexes, Hazard Specific Annexes and a Resource Guide. Based on the Integrated Emergency Management System (IEMS) the functions that occur are grouped into general categories. These functions generally apply to any type of major emergency or disaster that occurs.

In most cases, the department for which these functional activities most resemble normal day-to-day operations will take the lead on developing, carrying out and updating the annex. Other departments may also have a key role or assisting role in carrying out that annex or function. Individuals from assisting departments will likely report to a position in the Incident Command Structure from the lead Department.

The Department Director is responsible for annexes assigned to his/her Department. Below are the functional annexes assigned to Departments and a brief description of each function in the EOP.

## ***Annex A: Law Enforcement***

### **Law Enforcement Annex**

**Lead Department:  
Sheriff's Office**

Law enforcement provides resources to maintain civil order and ensure security of citizens, property and, when necessary, incident scenes at which there is need for protection of evidence pending collection and corresponding investigation. This annex covers responsibilities and procedures for maintaining security and order under crisis conditions and eventual recovery. Procedures for augmenting forces during emergencies are also described.

- Law Enforcement
- Crime Scene Security and Investigation
- Traffic and Crowd Control
- Isolation of damaged area
- Damage Reconnaissance and Reporting
- Security at the Emergency Operations Center (EOC)
- Evacuation
- Search and rescue operations

## ***Annex B: Fire and Emergency Medical Services***

### **Fire and Emergency Medical Services Annex**

**Lead Department:  
Fire Defense Board Chief**

The Fire and Emergency Medical Services Annex is designed to provide a formal operational plan which, when implemented, will provide Lane County with a firefighting, medical response and medical transport capability to meet the demands of a disaster situation. Fire Services will serve as lead agency for structural and wild land fire, and hazardous materials emergencies.

- Fire prevention and suppression
- Medical response and medical transport
- Assist in Search and Rescue Operations as requested
- Inspection of damaged area for fire hazards
- Hazardous spills containment and support
- Evacuation operations within jurisdiction
- Damage reporting



## ***Annex C: Public Works***

### **Public Works Annex**

**Lead Department: Public Works**

The Public Works function provides for a flexible emergency response capability involving engineering, construction, repair, and restoration of essential public facilities and infrastructure. During a disaster event, the Public Works Department may provide support for heavy rescue operations and may play a key role in establishing multipurpose staging areas and onsite command posts. Major responsibilities of the Public Works Department during a disaster event include operation of the road system; traffic control systems; debris removal; contract repair of infrastructure; parks; maintenance of fleet vehicles; and provide or assist with damage assessment. Public Works will use consultants and contractors to supplement in-house resources.

- Barricading of hazardous areas and unsafe infrastructures until repairs can be made.
- Priority restoration/protection of streets, traffic control systems, and drainage systems.
- May construct temporary bridges and detour routes.
- Provide fuel and repair services for county fleet.
- Operate and maintain emergency generators.
- Clearing of debris from road and drainage systems.

## ***Annex D: Damage Assessment***

### **Damage Assessment Annex**

**Lead Department: Assessment  
and Taxation**

The purpose of this function is to ensure that personnel and procedures are available to provide preliminary estimates and descriptions on the extent of damage resulting from large-scale disasters. Personnel in this annex are responsible for posting buildings that are unsafe to occupy, condemning structures beyond repair, and evaluating street systems, bridges, and other infrastructure for use and safety.

- Establish a damage assessment team from Lane County employees with inspection/assessment capabilities and responsibilities.
- Develop systems for reporting and compiling information on dollar damage to tax-supported facilities and private property.
  
- Assist in determining geographic extent of damaged area.
  
- Compile estimates of damage for requesting disaster assistance.
  
- Assess damage to streets, bridges, traffic control devices, and other public works infrastructure.
  
- Inspect and post damaged buildings utilizing staff with ATC 20 certification.

## ***Annex E: Debris Management***

### **Debris Management Annex**

**Lead Department: Public Works**

This annex describes procedures to be followed in the removal and recovery of debris resulting from natural and technological disasters or other major incidents. A coordinated effort will be necessary for the removal, collection, and disposal of debris generated from a large event. The goal will be to use existing solid-waste best-practice strategies and methods to reduce, reuse, recycle, recover and landfill where feasible. Initial debris assessment will determine if a disaster event is of significance to request assistance from outside resources. Debris management will help establish priorities for all the allocation of resources, collaborate with damage assessment team needs, physically remove debris, open transportation routes, and, if needed, locate temporary storage sites for the collection and recovery of debris.

- Establish and operate debris storage and disposal sites.
- Identify method for estimation of debris quantities.
- Provide for appropriate recovery and recycling efforts.
- Take measures to protect existing landfill sites from unnecessary filling.

## ***Annex F: Legal Annex***

### **Legal Annex**

**Lead Department: County Counsel**

The purpose of the Legal Annex is to provide a plan for utilizing emergency powers of government that can be activated during disaster situations and to advise staff and officials on specific liabilities associated with disaster response and recovery activities. County Counsel will advise Incident Command regarding provisions of federal law, Oregon Revised Statutes and county codes referring to emergency operations. County Counsel will also review the Lane County Emergency Operations Plan for anticipated legal implications affecting responsible officials.

## ***Annex G: Shelter and Mass Care***

### **Shelter and Mass Care Annex**

**Lead Department: Health and Human Services**

The Health and Human Services Department is responsible for coordination with the Lane County Chapter of the American Red Cross in the event of an emergency requiring shelter and mass care.

Due to the nature of their mission, the Red Cross will assume the lead in establishing shelters and mass care needs, working with other volunteer groups, and the County's Health and Human Services Department.

If transportation is required for public evacuation, Health and Human Services will coordinate requests with Lane Transit District (LTD).

- Maintain the Community Shelter Plan.
- Supervise the Shelter Management Program (stocking, marking, equipping, etc.) for natural disaster shelters.
- Coordinate support with County departments, relief agencies and volunteer groups.
- Coordinate operations of shelter facilities, whether operated by the county, local volunteers, or organized disaster relief agencies.
- Coordinate special care requirements for sheltered groups, i.e., children, the elderly, the disabled, etc.

## ***Annex H: Health Services***

### **Health Services Annex**

**Lead Department:  
Health and Human Services**

This annex establishes plans and procedures for providing public, environmental, and mental health services to the public during emergency or disaster events. Health and Human Services Department would be assigned lead for a biological or bio-terrorist incident or disease outbreak.

- Efforts will be coordinated with the Oregon Health Division and the Center for Disease Control.
- Coordinate response agency efforts such as Red Cross, hospitals, etc.

## ***Annex I: Care and Management of the Deceased***

### **Care & Management of the Deceased Annex**

**Lead Department:  
District Attorney's Office**

This annex describes steps to be taken in the care and handling of individuals who are deceased due to the occurrence of a disaster. Activities are outlined concerning care and management for the deceased, including tagging of bodies, identification of deceased individuals, execution of the evidentiary process, transportation of bodies, notifying of next of kin, and coordination with mortuary facilities.

- Provide resources to identify, track and preserve deceased.
- Provide for coordination of law enforcement, Fire, EMS, and Medical Examiner in managing care of deceased.

## ***Annex J: Communications***

### **Communications Annex**

**Lead Department: Sheriff's Office**

The Communications Annex deals with establishing, using, maintaining, augmenting, and providing communications support necessary for emergency response and recovery operations.

- Establish and maintain emergency communications systems.

- Coordinate use of public and private communication systems as necessary during emergencies.
- Coordinate and manage all emergency communication operated within the EOC following activation.
- Provide a communications capability that will extend throughout the county among all levels of government.
- Safeguard essential records.

### ***Annex K: Warning Services***

#### **Warning Services Annex**

**Lead Department: Sheriff's Office**

The purpose of this annex is to provide warning to governmental officials and Lane County residents of impending or actual hazardous conditions and emergencies. The Homeland Security Advisory System will be used to disseminate information regarding terrorist threats.

- Relay weather and flooding warnings.
- Relay tsunami warnings.
- Relay warnings received from Oregon Emergency Management.
- Relay warnings received from Homeland Security regarding terrorist threat.
- Maintain and activate Emergency Alert System (EAS)

### ***Annex L: Public Information***

#### **Public Information Annex Administration**

**Lead Department: County**

The goal of this functional activity is to increase public awareness of hazards and to provide information to the public before, during, and after emergencies. This annex also provides for the effective collection and dissemination of information to control rumors. This annex establishes responsibilities and procedures to:

- Conduct ongoing hazard awareness and public education programs.

- Compile and prepare emergency information for the public before an emergency occurs.
- Receive and disseminate warning information to the public and key government officials.
- Disseminate emergency public information as requested.
- Arrange for media representatives to receive regular briefings on the County status during extended emergency situations.
- Staff and coordinate Joint Information Center (JIC) whenever activated.

### ***Annex M: Volunteer Coordination***

#### **Volunteer Coordination Annex**

**Lead Department:  
Sheriff's Office**

The purpose of this annex is to provide framework for efficient utilization of volunteers during a disaster event. Volunteers are a valuable resource during disaster events throughout the response and recovery phases. They provide a great variety of skills, talents, and eagerness to assist in disaster situations. The volunteer function must be organized and efficient to ensure maximum utilization of this resource.

- Provide tracking and coordination of emergent volunteer efforts.
- Recruit volunteers when specific need is identified.
- Manage emergent volunteer staging area.
- Manage sign-up and check-in process for volunteers

### ***Annex N: Evacuation***

#### **Evacuation Annex**

**Lead Department: Sheriff's Office**

The goal of this function is to relocate citizens to safe areas when emergencies or threats necessitate such action. This annex establishes procedures for carrying out complete or partial evacuation of citizens from within the jurisdiction, focusing on movement by defining areas likely to be evacuated, determining

destinations, and outlining an approach for controlling the flow of traffic. Procedures for return movement are also included.

- Identify high-hazard areas and number of potential evacuees.
- Coordinate evacuation planning to include:
  - Movement control
  - Health/medical requirements
  - Transportation needs
  - Emergency public information materials
  - Shelter/reception

## **L. Hazard Specific Annex Overview**

Terrorist incidents and hazardous materials incidents require specialized and unique response capabilities and techniques. Therefore, the Emergency Operations Plan includes these two hazard specific annexes.

### ***Annex A: Terrorism Incident***

#### **Terrorism Incident Annex**

**Lead Department: Sheriff's Office**

The purpose of this annex is to provide a crisis and consequence management plan for responding to and recovering from a terrorist-initiated weapon of mass destruction (WMD) incident. This annex supplements the Emergency Operations Plan already in effect and is intended to be used in conjunction with any and all existing functional annexes that may need to be implemented in the course of responding to or recovering from such an incident.

- Identify, acquire, and plan usage of resources needed to prevent or resolve a terrorist threat or act.
- Protect public health and safety.
- Restore essential government services.
- Provide emergency relief to governments, businesses, and individuals affected by consequences of terrorist act.

### ***Annex B: Hazardous Materials***

#### **Hazardous Materials Annex**

**Lead Department: Fire Defense  
Board  
Chair**

The purpose of this annex is to provide guidelines for responding to emergencies involving chemical, biological, and radiological substances. The City of Eugene Fire Department contracts with the Oregon State Fire Marshall's Office to provide regional hazardous materials incident response. The local fire service agency, having jurisdiction over the location, will be responsible for managing the incident.

- Clean-up, removal and disposal of hazardous materials will be preformed by a licensed vendor.







EMERGENCY OPERATIONS PLAN

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- Deleted:** Emergency Management Organization
- Deleted:** Documented Authority
- Deleted:** Management Control Authority
- Deleted:** Control Location
- Deleted:** Concepts of Operations
- Deleted:** Management Organization Task Assignments
- Deleted:** Hazard Definitions
- Deleted:** Declaration of a State of Emergency
- Deleted:** Appendices and Annexes
- Deleted:** Updated 12/15/03 Lane Manual CHAPTER 54 CONTENTS  
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l/m/00038/Chapter54/T 54.005 Lane Manual 54.020 ¶

Chapter 54

EMERGENCY OPERATIONS PLAN

54.005 Introduction.

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

This Plan is issued under the authority of the Lane County Board of Commissioners at the recommendation of County officials. The plan shall be reviewed at least biannually with formal adoption of the revised plan scheduled in odd-numbered years. Revisions to the annexes and appendices shall be made as needed and require no formal action by the Board. All tasked County departments and other agencies or organizations, as appropriate, shall review the plan and annexes biannually.

Lane County Emergency Management shall distribute revisions to the Emergency Operations Plan, annexes and appendices to County Departments and other agencies, as appropriate. Not all procedures, notification lists, and checklists will be distributed to all Plan holders. Confidential information or that requiring frequent updating will be available in the Master EOP maintained by the Emergency Manager and available at the County Emergency Operations Center (EOC).

**1. General Information**

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

The Lane County Emergency Operations Plan is a document which provides the basic framework to guide departments, agencies, and organizations for carrying out specific actions at projected times and places in an emergency or disaster.

The Basic Plan identifies authorities and references, defines operational conditions, describes the County Emergency Management Organization, assigns emergency responsibilities, and provides a concept of operations utilizing the National Incident Management System (NIMS).

Annexes outline specific emergency support functions, assign tasks, and describe methods by which emergency functions will be accomplished.

Appendices supplement information and actions outlined in the Plan and Annexes by providing guidelines to assist in carrying out appropriate emergency activities under specific emergency conditions (contingency plans) or by detailing specific operating procedures.

## **2. Plan Overview**

The total plan consists of two separate documents. The Emergency Operations Plan document contains the basic plan, functional annexes, hazard specific annexes and appendices. A separate resource manual contains information used to contact personnel and resources during a major emergency. The resource manual contains some information of a confidential nature so distribution will be very limited.

The Basic Plan and subsequent functional annexes are based on an all-hazards approach and acknowledges that most responsibilities and functions performed during a major emergency are not hazard specific. The plan contains two hazard specific annexes due to their unique response requirements. These annexes are the following:

- a. Hazardous Materials Annex
- b. Terrorism Response Annex

This plan is based on the fact that local government has primary responsibility for emergency response and operations during major emergencies. Operations are designed to protect lives, stabilize the incident, minimize property damage, protect the environment, and provide for the continuation and restoration of critical services.

### 54.010 Authorities and References.

#### **1. Federal**

- a. Federal Civil Defense Act of 1950, Public Law (PL) 81-950 as amended.
- b. The Disaster Relief Act of 1974, PL 93-288 as amended.
- c. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 93-288, as amended by PL 100-707.
- d. Title III of the Superfund Amendments and Reauthorization Act of 1986 (SARA), PL 99-499 as amended.
- e. Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance.

**Deleted:** Pursuant to the provisions of Oregon Revised Statutes Chapter 401, the responsibility for preparation and response to major emergencies within Lane County is vested with the Board of County Commissioners. Thus, the following outlined EMERGENCY OPERATIONS PLAN (hereinafter referred to as PLAN) is adopted to provide Lane County Executives with guidelines to the timely and efficient use of facilities, resources, and personnel for the purpose of saving lives and protecting property during major emergency conditions. ¶

Major emergency conditions are those disastrous crises that are beyond normal operational capabilities of the County. Emergency actions likely to be taken under these conditions are: ¶  
(1) Forewarning the County population of an impending disaster or emergency. ¶  
(2) Directing the population to emergency shelter and/or alternate locations. ¶  
(3) Providing support and essential survival resources as conditions permit and with capabilities prior to, during, and following a major emergency. ¶  
(4) Providing for the continuity and functioning of County government and assistance to other jurisdictions in re-establishing respective government during and after a major emergency. The PLAN is intended to be general in nature and does not prohibit County departments from dealing with emergencies and hazardous situations without enacting the PLAN. It does provide a means for all County departments to plan for major emergencies. (Revised by Order 94-2-15-7; Effective 2.15.94) ¶

**Deleted:** Emergency Management Organization

- f. Executive Order (EO) 12148 of July 20, 1979, as amended, Federal Emergency Management
- g. EO 12472 of April 3, 1984, Assignment of National Security and Emergency Preparedness Telecommunications Functions
- h. EO 12656 of November 18, 1988, Assignment of Emergency Preparedness Responsibilities
- i. Federal Preparedness Circular 8, June 22, 1989, Public Affairs in Emergencies
- j. Federal Response Plan
- k. Homeland Security Presidential Directive 5

**2. State**

- a. Oregon Revised Statutes (ORS) Chapter 401
- b. Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan

**3. Local**

- a. Lane Manual Chapters 3.044(5) and 54 as amended
- b. Ordinances and Emergency Operations Plans of municipalities within Lane County

54.015 Purpose

The purpose of the Lane County Emergency Operations Plan is to:

- 1. Establish responsibilities and requirements for County government during times of emergency
- 2. Provide guidance for the emergency activities of political subdivisions and the citizens within the County
- 3. Minimize personal injury or property damage resulting from the occurrence of an emergency by outlining the emergency actions to be taken by County departments and other public and private agencies

54.020 Situation and Assumptions

**1. General**

**Deleted:** (1) The Lane County Emergency Management Organization is under the auspices of the Board of County Commissioners and under the supervision of the County Sheriff. This organization is composed of all essential departments of County government in addition to other agencies or individuals who have been selected because they are required to perform specialized functions. (2) The Director of Public Safety (Lane County Sheriff) is the Program Manager under the PLAN for the local Emergency Management Organization. (3) The Emergency Management Organization structure is outlined and in Appendix A. (Revised by Order 94-2-15-7; Effective 2.15.94) (4) 54.015 Documented Authority. (5) The authority for the provisions of preparing and maintaining this PLAN are contained in the following publications: (1) Federal Civil Defense Act of 1950 (PL-920), as amended. (2) Oregon Emergency Management Act of 1985 (ORS 401), as amended. (3) Lane Manual Chapter 3.044(5), as amended. (Revised by Order 94-2-15-7; Effective 2.15.94)

**Deleted:** 20

**Deleted:** Management Control Authority

**Deleted:** (1) Line of Succession of Management Control: (a) Lane County Sheriff (Director of Emergency Management) (b) Sheriff's Chief Deputy (Deputy Director of Emergency Management) (c) Emergency Manager (d) Section Break (Continuous)

**Deleted:** 54-1 WD 1/m/00038.Chapter54/T 54.025 Lane Manual 54.030 (d) Sheriff's Office Command Staff (line of succession) (2) Chiefs of Emergency Management: The Chiefs of the departments tasked by this PLAN with major emergency operations responsibility will establish lines of succession for their authority and will include this information in the appropriate appendixes to the respective annex. (3) The Management Control Authority described in LM 54.020(1) above shall contact the Board of County Commissioners, as needed, for County declaration of state of emergency and request for the Governor to declare an emergency. In the event that a Board quorum is unable to be assembled to make the declaration, the line of succession for declaration of emergency is as follows: [1]

**Deleted:** 025

**Deleted:** Control Location

- a. All areas of Lane County are subject to the affects of a disaster.
- b. Essential County services will be maintained as long as conditions permit.
- c. Natural or human-caused emergencies may be of such magnitude and severity that state and Federal assistance is required; however, such support will be available only after all local resources have been utilized.
- d. It is possible for a major disaster to occur at any time and at any place in the county. In some cases dissemination of warning and increased readiness measures may be possible; however, many disasters and events can, and will, occur with little or no warning.
- e. A major disaster event will likely affect the lives of many Lane County and other local response agency employees limiting or preventing them from performing emergency response activities.
- f. Local government officials recognize their responsibilities for the safety and welfare of the public and will assume their respective responsibilities in the implementation of this Emergency Operations Plan.
- g. The responsibility for the protection of private property rests primarily with the private property owner.

## **2. Hazards**

Lane County may be subject to the affects of natural, technological and human-caused disasters including but not limited to:

- a. Severe weather emergencies including but not limited to floods, windstorms, drought, snow, or ice;
- b. Geologic emergencies including earthquake, landslide, volcanic eruption or subsidence;
- c. Epidemiological emergencies including the infection of humans, animals or agricultural products;
- d. Fire and explosions including industrial, structural, forest and range, or transportation incidents;
- e. Transportation emergencies including incidents involving aircraft, rail systems, watercraft, motor vehicles, or pipelines;
- f. Hazardous materials emergencies may involve explosives, gases, corrosives, inflammable liquids and solids, oxidizers, poisons, or radioactive materials involved in incidents at fixed sites or during transportation;
- g. Civil disturbance including terrorism, sabotage, unlawful demonstrations, or riots;
- h. Utility emergencies may involve failure or disruption of electrical, telephone, water, gas, fuel oil, sewer or sanitation systems.

## NIMS and the Incident Command System

The way this nation prepares for and responds to domestic incidents is about to change. It won't be an abrupt change; best practices that have been developed over the years are part of this new comprehensive national approach to incident management known as the National Incident Management System (NIMS). But it will change - and for the better. Developed by the Department of Homeland Security and issued in March 2004, the NIMS will enable responders at all jurisdictional levels and across all disciplines to work together more effectively and efficiently. Beginning in FY 2006, federal funding for state, local and tribal preparedness grants will be tied to compliance with the NIMS.

One of the most important 'best practices' that has been incorporated into the NIMS is the Incident Command System (ICS), a standard, on-scene, all-hazards incident management system already in use by firefighters, hazardous materials teams, rescuers and emergency medical teams. The ICS has been established by the NIMS as the standardized incident organizational structure for the management of all incidents.

Although many agencies now use various forms of ICS, there is considerable uncertainty about NIMS ICS and the impact it will have on systems and processes currently in place. These are important questions because one of the FY 2005 requirements for implementing NIMS is "institutionalizing the use of ICS, across the entire response system."

This paper is intended to provide an historical perspective on the development of ICS, explain how NIMS ICS works, describe how it is different from previous systems, and discuss the future of NIMS ICS training.

### Background

In Homeland Security Presidential Directive-5 (HSPD-5), President Bush called on the Secretary of Homeland Security to develop a national incident management system to provide a consistent nationwide approach for federal, state, tribal and local governments to work together to prepare for, prevent, respond to and recover from domestic incidents, regardless of cause, size or complexity.

On March 1, 2004, after close collaboration with state and local government officials and representatives from a wide range of public safety organizations, Homeland Security issued the NIMS . It incorporates many existing best practices into a comprehensive national approach to domestic incident management, applicable at all jurisdictional levels and across all functional disciplines.

The NIMS represents a core set of doctrine, principles, terminology, and organizational processes to enable effective, efficient and collaborative incident management at all levels. To provide the framework for interoperability and compatibility, the NIMS is based on a balance between flexibility and standardization. The recommendations of the National Commission on Terrorist Attacks Upon the United States (the "9/11 Commission") further highlight the importance of ICS. The Commission's recent report recommends national adoption of the ICS to enhance command, control and communications capabilities.

## The History of Incident Command System

The concept of ICS was developed more than thirty years ago, in the aftermath of a devastating wildfire in California. During 13 days in 1970, 16 lives were lost, 700 structures were destroyed and over one-half million acres burned. The overall cost and loss associated with these fires totaled \$18 million per day. Although all of the responding agencies cooperated to the best of their ability, numerous problems with communication and coordination hampered their effectiveness. As a result, the Congress mandated that the U.S. Forest Service design a system that would "make a quantum jump in the capabilities of Southern California wildland fire protection agencies to effectively coordinate interagency action and to allocate suppression resources in dynamic, multiple-fire situations."

The California Department of Forestry and Fire Protection, the Governor's Office of Emergency Services; the Los Angeles, Ventura and Santa Barbara County Fire Departments; and the Los Angeles City Fire Department joined with the U.S. Forest Service to develop the system. This system became known as FIRESCOPE (FIrefighting RESources of California Organized for Potential Emergencies).

In 1973, the first "FIRESCOPE Technical Team" was established to guide the research and development design. Two major components came out of this work, the ICS and the Multi-Agency Coordination System (MACS). The FIRESCOPE ICS is primarily a command and control system delineating job responsibilities and organizational structure for the purpose of managing day-to-day operations for all types of emergency incidents.

By the mid-seventies, the FIRESCOPE agencies had formally agreed upon an ICS common terminology and procedures and conducted limited field-testing of ICS. By 1980, parts of ICS had been used successfully on several major wildland and urban fire incidents. It was formally adopted by the Los Angeles Fire Department, the California Department of Forestry and Fire Protection (CDF), the Governor's Office of Emergency Services (OES), and endorsed by the State Board of Fire Services.

Also during the 1970s, the National Wildfire Coordinating Group (NWCG) was chartered to coordinate fire management programs of the various participating federal and state agencies. By 1980, FIRESCOPE ICS training was under development. Recognizing that in addition to the local users for which it was designed, the FIRESCOPE training could satisfy the needs of other state and federal agencies, the NWCG conducted an analysis of FIRESCOPE ICS for possible national application.

By 1981, ICS was widely used throughout Southern California by the major fire agencies. In addition, the use of ICS in response to non-fire incidents was increasing. Although FIRESCOPE ICS was originally developed to assist in the response to wildland fires, it was quickly recognized as a system that could help public safety responders provide effective and coordinated incident management for a wide range of situations, including floods, hazardous materials accidents, earthquakes and aircraft crashes. It was flexible enough to manage catastrophic incidents involving thousands of emergency response and management personnel. By introducing relatively minor terminology, organizational and procedural modifications to FIRESCOPE ICS, the NIIMS ICS became adaptable to an all-hazards environment.



While tactically each type of incident may be handled somewhat differently, the overall incident management approach still utilizes the major functions of the Incident Command System. The FIREScope board of directors and the NWCG recommended national application of ICS. In 1982, all FIREScope ICS documentation was revised and adopted as the National Interagency Incident Management System (NIIMS). In the years since FIREScope and the NIIMS were blended, the FIREScope agencies and the NWCG have worked together to update and maintain the Incident Command System Operational System Description (ICS 120-1). This document would later serve as the basis for the NIMS ICS.

#### Variations on the Theme

In the early 1970s, the Phoenix Fire Department developed the Fire Ground Command System (FGC). The concepts of FGC were similar to FIREScope ICS but there were differences in terminology and in organizational structure. The FGC system was developed for structural firefighting and was designed for operations of 25 or fewer companies.

There were several efforts to "blend" the various incident command systems. One early effort was in 1987 when the National Fire Protection Association (NFPA) undertook the development of NFPA 1561, then called Standard on Fire Department Incident Management System. The NFPA committee quickly recognized that the majority of the incident command systems in existence at the time were similar. The differences among the systems were mostly due to variations in terminology for similar components. That NFPA standard, later revised to its present title: Standard on Emergency Services Incident Management, provides for organizations to adopt or modify existing systems to suit local requirements or preferences as long as they meet specific performance measurements.

Recognizing the continuing challenges occurring in the fire service in applying a common approach to incident command, the National Fire Service Incident Management System (IMS) Consortium was created in 1990. Its purpose was to evaluate an approach to developing a single command system. The consortium consisted of many individual fire service leaders, representatives of most major fire service organizations and representatives of federal, state and local agencies, including FIREScope and the Phoenix Fire Department. One of the significant outcomes of the consortium's work was an agreement on the need to develop operational protocols within ICS, so that fire and rescue personnel would be able to apply the ICS as one common system.

In 1993, the IMS consortium completed its first document: Model Procedures Guide for Structural Firefighting. As a result, FIREScope incorporated the model procedures, thereby enhancing its organizational structure with operational protocols. These changes enabled the nation's fire and rescue personnel to apply the ICS effectively regardless of what region of the country they were assigned to work. The National Fire Academy (NFA), having already adopted the FIREScope ICS in 1980, incorporated this material into its training curriculum as well.

## National Incident Management System

The NIMS provides a consistent, flexible and adjustable national framework within which government and private entities at all levels can work together to manage domestic incidents, regardless of their cause, size, location or complexity. This flexibility applies across all phases of incident management: prevention, preparedness, response, recovery and mitigation.

The NIMS provides a set of standardized organizational structures - including the ICS, Multi-Agency Coordination Systems and public information systems - as well as requirements for processes, procedures and systems to improve interoperability among jurisdictions and disciplines in various areas.

Homeland Security recognizes that the overwhelming majority of emergency incidents are handled on a daily basis by a single jurisdiction at the local level. However, the challenges we face as a nation are far greater than the capabilities of any one community or state, but no greater than the sum of all of us working together.

There will be instances in which successful domestic incident management operations depend on the involvement of emergency responders from multiple jurisdictions, as well as personnel and equipment from other states and the federal government. These instances require effective and efficient coordination across a broad spectrum of organizations and activities.

The success of the operations will depend on the ability to mobilize and effectively utilize multiple outside resources. These resources must come together in an organizational framework that is understood by everyone and must utilize a common plan, as specified through a process of incident action planning. This will only be possible if we unite, plan, exercise and respond using a common National Incident Management System.

When Homeland Security released the NIMS on March 1, 2004, Secretary Tom Ridge and Under Secretary Brown specifically highlighted compliance with the ICS as being possible fairly quickly. They recognized that in some cities, the fire and police departments have worked together using ICS for years. In other places, only the fire department used ICS. Although law enforcement, public works and public health were aware of the concept, they regarded ICS as a fire service system. The NIMS ends this discrepancy because HSPD-5 requires state and local adoption of NIMS as a condition for receiving federal preparedness funding. While ICS was first pioneered by the fire service, it is, at its core, a management system designed to integrate resources to effectively attack a common problem. This system is not exclusive to one discipline or one set of circumstances; its hallmark is its flexibility to accommodate all circumstances. Some purists may claim that a particular application of ICS is not consistent with the NIMS. Yet, we need not approach ICS with the same mathematical precision used by an engineer. We are changing the culture of organizations and first responders at all levels of government. As long as implementation of ICS is consistent with the basic principles expressed in the NIMS, we will have made significant progress. Further refinements can be achieved over time based on experience with its use.

What is NIMS ICS?

With the exception of the way the intelligence function is handled, the principles and concepts of NIMS ICS are the same as the FIRESCOPE and NIIMS ICS.

#### ICS Management Characteristics

ICS is based on proven management tools that contribute to the strength and efficiency of the overall system. The following ICS management characteristics are taught by DHS in its ICS training programs:

- Common Terminology
- Modular Organization
- Management by Objectives
- Reliance on an Incident Action Plan
- Manageable Span of Control
- Pre-designated Incident Mobilization Center Locations & Facilities
- Comprehensive Resource Management
- Integrated Communications
- Establishment and Transfer of Command
- Chain of Command and Unity of Command
- Unified Command
- Accountability of Resources and Personnel
- Deployment
- Information and Intelligence Management.

#### ICS Command Staff

Command comprises the Incident Commander (IC) and Command Staff. Command staff positions are established to assign responsibility for key activities not specifically identified in the General Staff functional elements. These positions may include the Public Information Officer (PIO), Safety Officer (SO), and the Liaison Officer (LNO), in addition to various others, as required and assigned by the IC.

#### Unified Command (UC)

Unified Command (UC) is an important element in multi-jurisdictional or multi-agency domestic incident management. It provides guidelines to enable agencies with different legal, geographic, and functional responsibilities to coordinate, plan, and interact effectively. As a team, the Unified Command overcomes much of the inefficiency and duplication of effort that can occur when agencies from different functional and geographic jurisdictions, or agencies at different levels of government, operate without a common system or organizational framework. The primary difference between the single command structure and the UC structure is that in a single command structure, the IC is solely responsible for establishing incident management objectives and strategies. In a UC structure, the individuals designated by their jurisdictional authorities jointly determine objectives, plans, and priorities and work together to execute them.

#### General Staff

The General Staff includes incident management personnel who represent the major functional elements of the ICS, including the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. Command Staff and General Staff must continually interact and share vital information and estimates of the current and future situation and develop recommended courses of action for consideration by the IC.

#### Incident Action Plan (IAP)

The IAP includes the overall incident objectives and strategies established by the IC or UC. The Planning Section is responsible for developing and documenting the IAP. In the case of UC, the IAP must adequately address the overall incident objectives, mission, operational assignments, and policy needs of each jurisdictional agency. This planning process is accomplished with productive interaction between jurisdictions, functional agencies, and private organizations. The IAP also addresses tactical objectives and support activities for one operational period, generally 12 to 24 hours. The IAP also contains provisions for continuous incorporation of "lessons learned" as identified by the Incident Safety Officer or incident management personnel as activities progress.

#### Area Command

Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control considerations. An area command is established either to oversee the management of multiple incidents that are being handled by separate ICS organizations or to oversee the management of a very large incident that involves multiple ICS organizations. It is important to note that Area Command does not have operational responsibilities. For incidents under its authority, the Area Command:

- Sets overall agency incident-related priorities;
- Allocates critical resources according to established priorities;
- Ensures that incidents are managed properly;
- Ensures effective communications;
- Ensures that incident management objectives are met and do not conflict with each other or with agency policies;
- Identifies critical resource needs and reports them to the Emergency Operations Center(s);
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations; and
- Provides for personnel accountability and a safe operating environment.

#### The Difference between NIMS ICS and FIRESCOPE/NIIMS ICS

The ICS organization has five major functions, including command, operations, planning, logistics, and finance and administration. In the NIMS ICS, a potential sixth functional area to cover the intelligence function can be established for gathering and sharing incident related information and intelligence.

The Information and Intelligence function provides analysis and sharing of information and intelligence during an incident. Intelligence can include national security or classified information but also can include operational information such as risk assessments, medical intelligence, weather information, structural designs of buildings and toxic contaminant levels. Traditionally, information and intelligence functions are located in the Planning Section. In exceptional situations, however, the IC may need to assign this role to other parts of the ICS organization. Under the NIMS ICS, the intelligence and information function may be assigned in one of the following ways:

Within the Command Staff;  
As a unit within the Planning Section;  
As a branch within the Operations Section; or  
As a separate General Staff Section.

#### ICS as taught by Homeland Security

One of the first steps for becoming compliant with the NIMS requires states and local governments to institutionalize the use of ICS (as taught by Homeland Security) across the entire response system. This means that ICS training must be consistent with the concepts, principles and characteristics of the ICS training offered by the various DHS training entities. ICS training courses need not be taught by a DHS employee or at a DHS facility, although they can be. Organizations that are developing ICS training courses should be sure to review their materials and revise them if they are not consistent with DHS concepts and principles.

#### Available NIMS ICS Training

DHS, through its many training bodies, makes ICS training available. ICS training developed by the Federal Emergency Management Agency (FEMA) includes:

- ICS-100, Introduction to ICS
- ICS-200, Basic ICS
- ICS-300, Intermediate ICS
- ICS-400, Advanced ICS

To participate in FEMA's ICS training, contact the state emergency management training office. The Emergency Management Institute (EMI) and the National Fire Academy (NFA) also offer ICS Train-the-Trainer classes at their Emmitsburg, Md., facility. A variety of other ICS training programs are available. The NIMS Integration Center is working with federal and state training providers to ensure that their ICS course offerings are consistent with the NIMS.

Responders who have already been trained in ICS do not need retraining if their previous training is consistent with DHS standards. Since NIMS ICS is based on FIRESCOPE and NIIMS, any training developed or provided by FIRESCOPE and NIIMS is consistent with NIMS ICS.

#### The Future of NIMS ICS Training

Over time, the NIMS Integration Center will continue to define the critical components of NIMS ICS, and training providers should update their courses accordingly. With so many training bodies and companies offering ICS training, it will be impossible in the near term for the Center to certify each training program as "NIMS ICS compliant." But, the Center will provide NIMS ICS training and make the training materials available to others who offer ICS training.

More specific ICS modules, such as those developed by FIRESCOPE to facilitate the use of ICS in situations other than wildland fires, should be reviewed and updated to become additional components of NIMS ICS training. The

FIRESCOPE ICS modules include Multi-Casualty, Hazardous Materials, High-rise, Wildland/Urban Interface, and Urban Search and Rescue applications. As groups like the NWCG and FIRESCOPE update their ICS training modules, the NIMS Integration Center will be an active participant. Those ICS modules can form the basis for a suite of ICS training materials in which responders from all disciplines and at all levels of government can learn how to fit into the ICS structure and how to work with other responders.

Updates and revisions to existing ICS training modules should include the modifications necessary to allow for multiple methods of delivery. To ensure that all responders adopt and use ICS, we must provide ICS training in numerous ways. Classroom instruction, field training, independent study and distance learning are all valuable training methods. The more materials and options that the Center and its partners, the training providers, can provide, the more responders will be trained to use ICS. ICS training also should encourage and support integrated training opportunities, where law enforcement, fire, public health, emergency medical, emergency management, and public works personnel from a jurisdiction are trained together on using ICS. While the response disciplines may need specific tools and training to understand how they fit into the ICS structure, everyone should learn the same incident command system.

## Conclusions

Throughout the transition to the National Incident Management System, it is important to remember why we have the NIMS and why ICS is a critical piece of the incident management system. Most incidents are local, but when we're faced with the worst-case scenario, such as Sept. 11, 2001, all responding agencies must be able to interface and work together. The NIMS, and in particular, the ICS component, allow that to happen, but only if the foundation has been laid at the local level. If local jurisdictions adopt a variation of ICS that cannot grow or is not applicable to other disciplines, the critical interface between responding agencies and jurisdictions cannot occur when the response expands.

It is important that everyone understand that with the establishment of the NIMS, there is only one ICS. As agencies adopt the principles and concepts of ICS as established in the NIMS, the incident command system can expand to meet the needs of the response, regardless of the size or number of responders. The key to both NIMS and ICS is a balance between standardization and flexibility.

The NIMS Integration Center (NIC) is working towards a common understanding and application of the ICS. As the office established to manage and oversee the entire NIMS, the Center will continue its collaboration with stakeholders at all levels of government and across all response disciplines. The initial staff is detailed from other parts of DHS, including FEMA, the Office for Domestic Preparedness (ODP) and the Science and Technology (S&T) Directorate. As the NIMS Integration Center continues to grow it will evolve into robust, fully integrated center that will incorporate additional DHS employees, interagency detailees and liaisons, as well as state, tribal and local government representatives.

The NIMS document is available on [www.fema.gov/nims](http://www.fema.gov/nims). HSPD-5 states that: "Beginning in Fiscal Year 2005, Federal departments and agencies shall make adoption of the NIMS a requirement, to the extent permitted by law, for providing Federal preparedness assistance through grants, contracts, or other activities. The Secretary shall develop standards and guidelines for determining whether a State or local entity has adopted the NIMS."

The NIC has developed a NIMS web page to provide updated information and resources to assist with NIMS implementation. The web page can be found at: [www.fema.gov/nims](http://www.fema.gov/nims). From this page, you can also email your NIMS related questions to the NIMS Integration Center ([NIMS-Integration-Center@dhs.gov](mailto:NIMS-Integration-Center@dhs.gov)). A NIMS Awareness Course is also available through the NIMS web page.

Nov. 23, 2004





## Help the displaced Gulf Coast residents today

September 2, 2005

Dear NACo Member,

Many county officials have expressed a desire to help the parishes and counties devastated by Hurricane Katrina. The most immediate way to help is to address the most immediate need – providing shelter to the thousands of Gulf Coast residents displaced by Hurricane Katrina.

NACo is working with the U.S. Department of Housing & Urban Development to find temporary housing for these displaced residents. We are looking for sites where temporary structures can be placed as well as existing structures where people can be housed.

The sites for temporary structures could include:

- Vacant land where portable housing or tents could be placed;
- County fairgrounds;
- Stadium parking lots; or
- Land on or near military bases.

The existing structures that could provide housing could include:

- County housing facilities;
- County or community shelters;
- Vacant schools or county buildings; or
- Sports facilities, convention centers or other facilities that may not be in use.

We are also looking for families who can take displaced families into their homes. The length of time for housing the displaced Gulf Coast residents is uncertain, but it could be up to six months.

If your county can help with this effort, reply to Public Affairs Director Tom Goodman at [tgoodman@naco.org](mailto:tgoodman@naco.org) with the type of help you can provide and contact information for the person who would coordinate it in your county. Or, go to the NACo Web site ([www.naco.org](http://www.naco.org)) and click on **Rebuilding the Gulf Coast**. We will forward the information that you provide to HUD, who will then contact you and follow up.

NACo is also exploring other ways to respond to the devastation caused by Hurricane Katrina that may include raising funds, enabling counties to provide staff help and coordinating the supply of equipment. Please check the NACo Web site or look for other email messages with requests for help.

Thank you.

Bill Hansell  
President

Larry E. Naake  
Executive Director