

W. S. B.

AGENDA COVER MEMO

AGENDA DATE: September 19, 2007

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 AMENDING CHAPTER 54 OF THE LANE MANUAL TO ADOPT A REVISED EMERGENCY OPERATIONS PLAN FOR LANE COUNTY AND THE NATIONAL INCIDENT MANAGEMENT SYSTEM (LM 54.005-54.050)***

I. MOTION

That the Board of Commissioners move to adopt by resolution the revised Emergency Operations Plan for Lane County.

II. DISCUSSION

A. Background

On September 13, 2005 the Lane County Board of Commissioners adopted Board Order 05-9-13-12 adopting a revised Emergency Operations Plan (EOP) for Lane County. The 2005 update to the plan included language 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.

Since the 2005 update, Lane County Emergency Management has further incorporated additional NIMS requirements into the EOP in accordance with performance-based metrics set forth by FEMA for local jurisdictions.

The revised draft was sent out for review and comment to all Lane County Department Directors.

III ATTACHMENTS

Order

Draft of the revised Lane County Emergency Operations Plan

Copy of performance-based metrics for EOPs, *EOP Components Checklist*

FY 2007 NIMS Implementation Fact Sheet

Background information regarding NIMS Compliance

IN THE BOARD OF COUNTY COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO.

IN THE MATTER OF AMENDING CHAPTER 54 OF THE LANE MANUAL TO ADOPT A REVISED EMERGENCY OPERATIONS PLAN FOR LANE COUNTY AND THE NATIONAL INCIDENT MANAGEMENT SYSTEM (LM 54.005-54.050)

THIS MATTER, having come before the Board of County Commissioners for the purpose of adopting the bi-annual revision of the Emergency Operations Plan for Lane County which has been updated to further incorporate the National Incident Management System in accordance with federal and state requirements.

WHEREAS, the Board of County Commissioners has reviewed the draft of the revised Emergency Operations Plan;

NOW THEREFORE, The Board of County Commissioners of Lane County orders as follows:

Lane Manual Chapter 54 is hereby amended by removing, substituting and adding the following section:

REMOVE THIS SECTION

54.005 – 54.050

as located on pages 54-1 through 54-7
(a total of 7 pages)

INSERT THIS SECTION

54.005 – 54.040

as located on pages 54-1 through 54-12
(a total of 12 pages)

Said sections are attached hereto and incorporated herein by reference. The purpose of these substitutions and additions is to adopt a revised Emergency Operations Plan for Lane County and the National Incident Management System (LM 54.005-54.050).

Adopted this _____ day of October 2007.

Fay Stewart, Chair
Lane County Board of Commissioners

APPROVED AS TO FORM

Date 10/5/07 Lane County

OFFICE OF LEGAL COUNSEL

Chapter 54

EMERGENCY OPERATIONS PLAN

54.005 General Information.

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

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.

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).

The full version of the plan can be found on the Lane County website and Intranet. A hard copy of the Plan is located in the Emergency Operations Center located in the Sheriff's Office. All Department Directors shall be provided a copy of the Plan. *(Revised by Order 94-2-15-7; Effective 2.15.94)*

54.010 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:

- (1) Policy Group – responsible for the disaster declaration process

- (a) Board of County Commissioners
- (b) County Administrator
- (c) County Counsel
- (2) Incident Management Group – directs all response activities
 - (a) Lane County Sheriff
 - (b) Public Works Director
 - (c) Health and Human Services Director
 - (d) County Assessor
 - (e) Fire Defense Board Chair
 - (f) County Administration
 - (g) Lane County Emergency Management

These two groups are responsible for managing and responding to major emergencies and disaster events and have distinct responsibilities and duties. The Policy Group will report to the Board of County Commissioners conference room as needed. Upon the decision to activate the Lane County Emergency Operations Center (EOC) the Incident Management Group will report to the EOC and manage all emergency response activities. They will activate additional EOC staff positions as needed.

The major responsibilities of each group are as follows:

- (1) Policy Group
 - (a) Convene Board of County Commissioners for emergency session(s) if needed.
 - (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.
 - (a) Overall management of emergency response activities.
 - (b) Ensuring that the Incident Command System has been implemented on-scene.
 - (c) Ensuring responder safety.
 - (d) Disseminating information to the public and media through the Public Information Officer or designee.
 - (e) Coordinating activities of all agencies responding to the incident.
 - (f) Securing necessary resources.
 - (g) Documenting response activities.
 - (h) Restoring critical services as soon as possible.

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

- (1) Sheriff's Office
 - (a) Law enforcement
 - (b) Warning Services
 - (c) Communications
 - (d) Evacuation
 - (e) Crowd control
 - (f) Crime scene investigations
 - (g) Search and rescue

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

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

- (1) Lane County Sheriff's Office
 - (a) Domestic Terrorism
 - (b) Transportation, mass casualty incident
- (2) Public Works Department
 - (a) Snow/Ice Storm
 - (b) Flood
 - (c) Windstorm
 - (d) Earthquake-Tsunami
 - (e) Volcanic Ash
- (3) Presiding Fire Service Agency
 - (a) Wildfire
 - (b) Hazardous Materials Incident
- (4) Health & Human Service Department
 - (a) Biological Incident

(b) Communicable Disease Outbreak

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. *(Revised by Order 94-2-15-7; Effective 2.15.94)*

54.015 Authority and References.

The authority for the provisions of preparing and maintaining the Plan are as follows:

- (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) Homeland Security Act of 2002.
 - (k) National Response Plan.
 - (l) Homeland Security Presidential Directive 5 (HSPD-5) Management of Domestic Incidents.
 - (m) Homeland Security Presidential Direct 8 (HSPD-8) National Preparedness.
 - (n) DHS National Incident Management System, March 1, 2004, Department of Homeland Security.
- (2) State
 - (a) Oregon Revised Statutes (ORS) Chapter 401.
 - (b) Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan.
 - (c) Oregon Homeland Security State Strategy, March 2007.
- (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) Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS). *(Revised by Order 94-2-15-7; Effective 2.15.94)*

54.020 Emergency Declaration.

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 three 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:

- (1) Chair of the Board of County Commissioners
- (2) Vice Chair of the Board of County Commissioners
- (3) Commissioners by seniority
- (4) County Administrator
- (5) Sheriff
- (6) Under Sheriff
- (7) Emergency Manager
- (8) 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:

- (1) Description of the mission to be accomplished,
- (2) Types of assistance needed,
- (3) Certification that all resources have been expended, and
- (4) Preliminary assessment of property damage or loss, injuries and deaths.

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

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

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

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

Requests for state assistance will be forwarded to Oregon Emergency Management as soon as practical. These requests may be sent by FAX (with original signed documents forwarded later) by mail, or may be hand delivered. *(Revised by Order 94-2-15-7; Effective 2.15.94; 03-11-12-10, 11.12.03)*

54.025 Emergency Operations Center.

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

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

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

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. *(Revised by Order 94-2-15-7; Effective 2.15.94)*

54.030 General Concepts of Operations.

(1) Law Enforcement (Annex A). During an emergency, the Lane County Sheriff's Office will protect life and property; maintain law and order; regulate vehicle traffic; conduct search and rescue operations; lead or assist with evacuations; respond to terrorist incidents; and, upon request, assist other agencies in their duties regarding the emergency.

(2) Fire and Emergency Medical Services (Annex B). The City of Eugene and City of Springfield Fire Departments provide emergency fire services to the most densely populated and developed areas of Lane County. The Eugene and Springfield Fire

Departments along with much of the remainder of Lane County's fire protection is within the jurisdictions of the agencies that make up the Lane County Fire Defense Board and Western Lane/Douglas County's Fire Defense Board. The Oregon Department of Forestry is responsible for fire protection on state owned forest land. The Bureau of Land Management and U.S. Forest Service are responsible for national forest lands. Some areas within Lane County are without fire protection but adjoining fire protection agencies may elect to provide fire suppression service and then recover their costs from the responsible party as per (ORS 476.280, 476.290, 478.310).

(3) Public Works (Annex C). The Public Works Department will serve as lead agency for operation, protection and restoration of the County road system. It will serve in a support role, and provide assistance to other agencies and Departments, for response to non-road emergency activities.

Major responsibilities of the Public Works Department during disaster events include: operation of the road system, traffic control systems, debris removal, maintenance of fleet vehicles and emergency generators, mobile radio system maintenance, structural evaluation of infrastructure, solid waste management and damage assessment including evaluation of hazardous buildings. The Public Works Department may provide support for heavy rescue operations and may play a key role in establishing multipurpose staging areas.

(4) Damage Assessment (Annex D). A Damage Assessment Director will be appointed for disaster events requiring a damage assessment process. The Lane County Assessor is designated as the manager of the Damage Assessment Annex and would normally be the person appointed as Damage Assessment Director. 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.

(5) Debris Management (Annex E). The Public Works Director or designee will appoint a Debris Management Director to coordinate all phases of Debris Management. The Debris Management Director will report to the Public Works Branch Director. The Debris Management Director would normally be the County Waste Management Manager.

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 as a final option. Initial debris assessment will determine if a disaster is of significance to request assistance from outside resources. Debris management staff will help establish priorities for the allocation of resources, collaborate with damage assessment team needs, physically remove debris, open transportation routes, and ensure compliance with Department of Environmental Quality (DEQ)/ Lane Regional Air Pollution Authority (LRAPA), Division of State Lands (DSL) and the Army Corps of Engineers (ACOE) regulations and requirements. If needed, debris management staff will also locate temporary storage sites for the collection and recovery of debris.

(6) Legal Services (Annex F). County Counsel will provide legal advice to the Policy Group of Lane County and to the Incident Commander during major emergencies or disaster events. County Counsel will be responsible for drafting the necessary language for a disaster declaration to be signed by the County Commissioners; evaluate legal responsibility, liability issues and advise the Policy group; advise Policy Group and Incident Commander regarding: wage, price and rent controls, rationing of critical resources, establishing curfews, and using any publicly or privately owned resource with

or without payment to the owner; advise County officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers; prepare and/or recommend local legislation needed to implement emergency powers; advise Lane County officials and department heads about record-keeping requirements and other documentation necessary for exercising emergency powers; advise and recommend county ordinance or orders to reduce the effects of disaster; prepare sample documents, such as declaration of State of Emergency, for use; review any mutual aid agreements developed by departments; recommend necessary provisions of the Lane County Manual and Lane Code to support emergency response; review pertinent updates or changes to the County Emergency Operations Plan and report any legal or liability concerns to the responsible Plan or Annex Manager.

(7) Shelter and Mass Care (Annex G). The American Red Cross (ARC) will assume lead in establishing shelters and providing mass care needs. The Lane County Health and Human Services Department will coordinate and assist the ARC for Lane County needs. The purpose of this function is to establish plans, procedures, policy and guidelines for providing protective shelters, temporary lodging, emergency feeding, and clothing of persons forced to leave their homes due to emergency, disaster or precautionary evacuation.

(8) Health Services (Annex H). Lane County Department of Health and Human Services (H&HS) directs the measures needed to prevent the spread of disease and deliver emergency/crisis mental health services. Health and Human Services will coordinate public health, mental health, and medical services during emergency situations to reduce death and injury and to assist in damage assessment and restoration of essential health services within the disaster area.

(9) Care and Management of the Deceased (Annex I). The handling of fatalities in a mass casualty disaster is the jurisdiction of the medical examiner under the supervision of the District Attorney's Office. The medical examiner is responsible for the care and handling of individuals who are deceased due to the occurrence of a disaster including tagging of bodies, identification of deceased individuals, execution of the evidentiary process, transportation of bodies, notifying of next of kin and coordination with mortuary facilities.

(10) Communication Services (Annex J). Overall coordination of emergency communications will be exercised from the Sheriff's Office Emergency Operations Center (EOC), if activated. The communication needs of emergencies affecting a single jurisdiction will likely be managed by the affected jurisdiction's communications plan(s), with the County EOC serving as support. The County's Public Information Officer will coordinate with the Sheriff's Office to verify/correct and disseminate vital information to the media and public to ensure understandable and accurate messages.

The 24-hour Communications Center operated by the Lane County Sheriff's Office may be called upon to expand their operations during times of impending or real emergencies, warning situations, disasters, hazardous incidents and response and recovery operations. Some equipment is available to provide communications necessary for emergency operations.

To the extent possible, all communications systems used for normal operations will be utilized, if available, during emergency operations. In the event of a large-scale emergency or disaster it will be critical to quickly identify communication needs and to deploy technical support personnel to develop alternative communications capabilities. Telephones, if available, will be considered the primary method of communication for administrative support. This may include the use of cell phones, E-mail systems, voice mail messages, and FAX. Two-way radio systems, including Amateur Radio, will be

used in the direction and control of emergency operations when the use of telephones is not possible or convenient.

(11) Notification and Warning Services (Annex K). If time permits, the issuance of emergency public information will be with the concurrence of the Board of Commissioners and will be coordinated and disseminated by the County's Public Information Officer (PIO). In situations posing an immediate threat to life, emergency information may be issued by any public safety official serving as the Incident Commander. Such information shall be disseminated by the most effective method. Any official initiating a warning or providing emergency information to the public shall notify the County Warning Point (LCSO Dispatch) as soon as possible to facilitate further notification and action. Dissemination of warning or emergency information to the public, essential workers, and public officials may utilize any or all of the following systems: Emergency Alert System (EAS), Community Emergency Notification System (CENS), National Warning System (NAWAS), sirens and public address systems, door-to-door, and media.

(12) Public Information (Annex L). Lane County's Public Information Officer is activated during an emergency by the Lane County Sheriff's Office Incident Command, by the Public Health Office, or by request to assist with external agency emergencies as a member of the local Joint Information Center Public Information Officers Network (JIC PIO Network).

Emergency public information will work within an incident command structure, most often reporting to Lane County's incident command at the Emergency Operations Center.

The decision to activate all or portions of the Joint Information Center (JIC) will be made during consultation with Incident Command, Public Health Office, the Department of Health and Human Services, or when the demand for information is greater than the regular Public Information Office operations capacity. Should the demand and volume of information required exceed Lane County's regular Public Information Office's capacity, the Public Information Officer will establish a JIC with a phone bank for public non-emergency calls, media center and Public Information Officer (PIO) working room. In addition, the JIC will be opened and staffed if two or more agencies become involved in the emergency and based on the scope of the incident. Due regard will be given to the agency of initial or primary jurisdiction. The center may be moved or re-established when warranted.

Lane County's Public Information Officer (usually also Lead Public Information Officer) will be the designated spokesperson for the County during an emergency situation. To avoid confusion and misinformation, all contact with the news media will be limited to the Public Information Officer and JIC staff. Requests for information during the emergency situation shall be referred to the Public Information Officer and JIC.

(13) Volunteer Services (Annex M). Volunteer agencies providing services are generally coordinated by the American Red Cross and in most cases assigned to shelter and mass care functions or public health services. A government liaison specialist from the American Red Cross may be assigned to the Lane County EOC during major disasters to help coordinate volunteer organization efforts.

Lane County Emergency Management may utilize volunteer resources to help mitigate the impacts of disaster events. Volunteers may be solicited to perform tasks such as filling sand bags, perform debris recycling, etc. Volunteers may be part of an organized volunteer service agency such as 4-wheel drive clubs, or other organizations such as Amateur Radio Emergency Services (ARES) or human service organizations such as Red Cross or Salvation Army. Volunteers from an organized Community

Emergency Response Team (CERT) may be utilized to assist neighbors until response teams arrive.

(14) Evacuation (Annex N). All evacuation actions within Lane County will be managed using the Incident Command System (ICS). The Lane County Sheriff is the overall authority for evacuation efforts. Overall coordination of major evacuation efforts in Lane County will be from the Lane County EOC if activated. Evacuation efforts will be carried out in conjunction with the fire jurisdiction(s) from which the evacuation occurs.

(15) Strategic National Stockpile (Annex O). Lane County Department of Health and Human Services works to prevent the spread of disease and support the delivery of medical services. In the event of a threatened or actual public health disaster or emergency in which local resources such as pharmaceuticals, vaccines, medical supplies, equipment, and other items are taxed, Health and Human services can initiate a request of the Strategic National Stockpile which can be requested by the Oregon State Public Health Officer, Oregon Governor, or other designee.

(16) Special Needs Population (Annex P). Lane County Department of Health and Human Services (H&HS) coordinates emergency communication and response for visitors and citizens of Lane County with Special Needs. These needs may include but are not limited to persons who are physically, hearing or visually impaired, developmentally disabled, mentally impaired, homeless, frail seniors, tourists, and non-English speakers. *(Revised by Order 98-4-1-11; Effective 4.1.98)*

54.040 Hazard Analysis.

The events defined in this section are considered to pose the greatest hazard to Lane County. This list, however, should not be considered exclusive.

Snow/Ice Storm. This type of hazard is an atmospheric disturbance characterized by a strong wind and usually accompanied by rain, snow, sleet, hail, and often thunder or lightning. Also characteristic of this hazard is any heavy fall of snow, rain, or hail. Snow storms or blizzards, which are snow storms accompanied by high wind and/or drifting snow, occur occasionally in the area.

Hail storms occur when freezing water in thunderstorm type clouds accumulates in layers around an icy core. Wind added to hail can batter crops, structures and transportation systems.

An ice storm occurs when rain falls out of warm moist upper layer of atmosphere into a below freezing, drier layer near the ground. The rain freezes on contact with the cold ground and accumulates on exposed surfaces. If this is accompanied by wind, damage can occur to trees and utility wires.

Historic snow and ice storms in Lane County have caused power outages, various accidents, road closures and damage to buildings. It is estimated that Lane County will have another major snow and ice storm in the next 10 to 35 years.

Lane County has rated its own risk for snow/ice storm as high for Central Lane County and low for Coastal Lane County.

Flood. This hazard generally involves a rise in rivers or creeks resulting from heavy rain or rapid melting of the annual snow pack. Major flooding could also result from failure of a man-made structure constructed to restrict the flow of water such as a dam or levee. Lane County has numerous rivers and tributaries that could be subject to flooding and cause a threat to life, property and the environment.

Although there are nine dams inside the county and two in Linn County that help mitigate the flood hazard, flood control efforts themselves can cause hazardous conditions. Flow releases are sometimes necessary due to heavy rains and rising pool levels in lakes and reservoirs but can result in localized flooding.

Lane County has rated its own risk for flood as high for both Central Lane County and Coastal Lane County.

Windstorm. This type of hazard is an atmospheric disturbance characterized by a strong wind and usually accompanied by rain, snow, sleet, hail and often thunder and lightning. The National Weather Service classifies wind from 38 to 55 MPH as gale force winds; 56 to 74 MPH as storm force winds and any winds over 75 MPH as hurricane force winds. Destructive winds like those described normally occur between October and March.

A tornado is violently rotating column of air, pendant from a cumuliform cloud or underneath a cumuliform cloud, and often (but not always) visible as a funnel cloud.

Tornados are the most violent weather phenomena known. Their funnel shaped clouds rotating at velocities of up to 300 miles per hour generally affect areas of 1/4 to 3/4 of a mile wide and seldom more than 16 miles long. Tornados are produced by strong thunderstorms. Such thunderstorms can also produce large damaging hail, heavy amounts of rain, and strong damaging winds.

Lane County has rated its own risk for windstorm as high in both Central Lane County and Coastal Lane County.

Wildfire. A wildfire is a fire that burns uncontrollably in a natural setting (e.g., a forest, or grassland).

Lane County has rated its own risk for wildfire as moderate in Central Lane County and low in Coastal Lane County.

Domestic Terrorism. This hazard includes riots, protests, strikes, demonstrations or acts of terrorism which may result in taking of hostages, damage to property, looting, or sabotage and extortion. Such an event might include arson, bomb threats, and other unlawful activities identified above.

Lane County is at risk due to the Federal Building / Courthouse, University of Oregon and all levels of government in close proximity to each other. Increased protests, demonstrations and anarchist activity over the past several years in Lane County indicate a higher probability of future events occurring. Coastal Lane County has a recurring past of riots associated with the Rhododendron Festival.

Lane County has rated its own risk for domestic terrorism as moderate in Central Lane County as well as Coastal Lane County.

Landslides. The term landslide refers to the downward movement of masses of rock and soil. Landslides in this area are for the most part masses of soil ranging in volume from just a few feet, to many yards. The rate of travel of a slide can range from a few inches per month to many feet per second, depending on slope, material and water content. Landslides can be initiated by storms, earthquakes, fires, erosion, volcanic eruptions and by human modification of the land.

Lane County has rated its own risk for landslides as moderate in both Central Lane County and Coastal Lane County.

Hazardous Material. This type of hazard includes the production, use, storage, transportation and disposal of hazardous substance and wastes that place the public, property and environment at significant risk. Illegal drug labs and drug dumping present yet another concern. Recent history shows an increased threat from terrorists in connection with hazardous materials.

Hazardous substances are any materials that pose a threat to human health and/or the environment, and any substance designated by the Environmental Protection Agency (EPA) to be reported if a designated quantity of the substance is spilled into the waters of the United States or is otherwise released into the environment.

Hazardous wastes are by-products of society that can pose a substantial or potential hazard to human health or the environment when improperly managed, that

possess at least one of five characteristics (flammable, explosive, corrosive, toxic, or radioactive), or that appear on the EPA lists.

A hazardous chemical is any hazardous material requiring an MSDS (Material Safety Data Sheet) under OSHA's Hazard Communication Standard. Such substances are capable of producing fires and explosions or adverse health effects such as cancer, burns, or dermatitis.

Incidents involving the release of hazardous materials may occur during handling at industrial facilities or during the transportation of such materials by rail or highway.

Lane County has rated its own risk for hazardous materials incidents as moderate in both Central Lane County and Coastal Lane County.

Earthquake – Tsunami. The greatest concern to Lane County is the Cascadia Subduction Zone off the Pacific Coast. This is where the Juan de Fuca plate meets the North American plate. This meeting has created an 800 mile long earthquake fault on the ocean floor that stretches from the Brooks Peninsula on Vancouver Island to Cape Mendocino in northern California. Earthquakes generated along this fault have far more widespread effects than other types of quakes in the region. Also of concern is the potential for a tsunami as a result of a quake along this subduction zone.

Earthquake-induced movement of the ocean floor most often generates tsunamis. If a major earthquake or landslide occurs close to shore, the first wave in a series could reach the beach in a few minutes, even before a warning is issued. Areas are at greater risk if they are less than 25 feet above sea level and within a mile of the shoreline. Drowning is the most common cause of death associated with a tsunami. Tsunami waves and the receding water are very destructive to structures in the run-up zone. Other hazards include flooding, contamination of drinking water, and fire from gas lines or ruptured tanks.

Lane County has rated its own risk for earthquake-tsunami as moderate in Central Lane County and high in Coastal Lane County.

Volcano In the Pacific Northwest there is a 1,000-mile-long chain of volcanoes, the Cascade Range, which extends from northern California to southern British Columbia. Seven of those volcanoes have erupted in the past 230 years. These include Mount Baker, Glacier Peak, Mount Rainier, Mount St. Helens, Mount Hood, Mount Shasta, and Lassen Peak. These and many others could erupt again.

The Central Cascades extend from Mount Jefferson in the north to Diamond Peak in the south. The most active volcanoes in this stretch have been Three Sisters and Newberry. The last eruptive period in the Three Sisters area was 1000-2000 years ago. The most recent eruption (Big Obsidian Flow) in Newberry was 1300 years ago. Recently ground uplift (bulge) and anomalous water chemistry have been recorded west of Three Sisters. Because there are no written chronicles of past major eruptions, most of our information about the Central Cascades past comes from geologic study of deposits produced during those eruptions.

According to a volcano hazards map developed by the USGS, the McKenzie River valley is a primary lahar hazard zone - almost all the way to Springfield. Besides impacts from a lahar, ash fall from easterly winds during a Central Cascades event could certainly pose a hazard for Lane County.

Lane County has rated its own risk for volcano hazard as low in Central Lane County. Lane County does not consider Coastal Lane County at risk from a volcano hazard. *(Revised by Order 94-2-15-7; Effective 2.15.94)*

At right margin indicates changes
Bold indicates material being added
~~Strikethrough~~ indicates material being deleted

LEGISLATIVE
FORMAT

54.00554.025

Lane Manual

54.00554.025

Chapter 54

~~Chapter 54~~—EMERGENCY OPERATIONS PLAN

~~54.005~~ **Introduction** 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.

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).

The full version of the plan can be found on the Lane County website and Intranet. A hard copy of the Plan is located in the Emergency Operations Center located in the Sheriff's Office. All Department Directors shall be provided a copy of the Plan. 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)~~

54.010 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:

- (1) Policy Group – responsible for the disaster declaration process**
 - (a) Board of County Commissioners**
 - (b) County Administrator**
 - (c) County Counsel**
- (2) Incident Management Group – directs all response activities**
 - (a) Lane County Sheriff**
 - (b) Public Works Director**
 - (c) Health and Human Services Director**
 - (d) County Assessor**
 - (e) Fire Defense Board Chair**
 - (f) County Administration**
 - (g) Lane County Emergency Management**

These two groups are responsible for managing and responding to major emergencies and disaster events and have distinct responsibilities and duties. The Policy Group will report to the Board of County Commissioners conference room as needed. Upon the decision to activate the Lane County Emergency Operations Center (EOC) the Incident Management Group will report to the EOC and manage all emergency response activities. They will activate additional EOC staff positions as needed.

The major responsibilities of each group are as follows:

- (1) Policy Group**
 - (a) Convene Board of County Commissioners for emergency session(s) if needed.**

(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.

(a) Overall management of emergency response activities.

(b) Ensuring that the Incident Command System has been implemented on-scene.

(c) Ensuring responder safety.

(d) Disseminating information to the public and media through the Public Information Officer or designee.

(e) Coordinating activities of all agencies responding to the incident.

(f) Securing necessary resources.

(g) Documenting response activities.

(h) Restoring critical services as soon as possible.

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

(1) Sheriff's Office

(a) Law enforcement

(b) Warning Services

(c) Communications

(d) Evacuation

(e) Crowd control

(f) Crime scene investigations

(g) Search and rescue

(2) Public Works

(a) Debris management

(b) Road and bridge damage assessment and repair

(c) Removal of roadway obstructions

(d) Fleet services

(e) GIS mapping

(3) Assessment & Taxation

(a) Rapid damage assessment

(b) Initial damage assessment

(c) Preliminary damage assessment

(d) Structural assessment of building and infrastructure

(4) Health & Human Services

(a) Communicable disease outbreaks

(b) Safety of food and water

(c) Mental health services

(d) Social service coordination

(e) Shelter and mass care

(f) Special needs population

(g) Strategic National Stockpile

- (h) Medical examiner
- (5) Lane County Fire Defense Board
 - (a) Fire response
 - (b) Emergency medical services
 - (c) Technical rescue
 - (d) Evacuation
 - (e) Hazardous materials
- (6) Emergency Management
 - (a) Regulatory compliance
 - (b) EOC functions
 - (c) Activity coordination
 - (d) Volunteer coordination
- (7) County Administration
 - (a) Public information
 - (b) Information systems
 - (c) Management services

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

- (1) Lane County Sheriff's Office
 - (a) Domestic Terrorism
 - (b) Transportation, mass casualty incident
- (2) Public Works Department
 - (a) Snow/Ice Storm
 - (b) Flood
 - (c) Windstorm
 - (d) Earthquake-Tsunami
 - (e) Volcanic Ash
- (3) Presiding Fire Service Agency
 - (a) Wildfire
 - (b) Hazardous Materials Incident
- (4) Health & Human Service Department
 - (a) Biological Incident
 - (b) Communicable Disease Outbreak

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. ~~(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)~~

54.015 Documented Authority and References.

The authority for the provisions of preparing and maintaining the Plan are as follows:

(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) **Homeland Security Act of 2002.**

(k) **National Response Plan.**

(l) **Homeland Security Presidential Directive 5 (HSPD-5) Management of Domestic Incidents.**

(m) **Homeland Security Presidential Direct 8 (HSPD-8) National Preparedness.**

(n) **DHS National Incident Management System, March 1, 2004, Department of Homeland Security.**

(2) **State**

(a) **Oregon Revised Statutes (ORS) Chapter 401.**

(b) **Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan.**

(c) **Oregon Homeland Security State Strategy, March 2007.**

(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) **Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS). 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)~~

54.020 Management Control Authority Emergency Declaration.

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 three 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:

- (1) Chair of the Board of County Commissioners**
- (2) Vice Chair of the Board of County Commissioners**
- (3) Commissioners by seniority**
- (4) County Administrator**
- (5) Sheriff**
- (6) Under Sheriff**
- (7) Emergency Manager**
- (8) 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:

- (1) Description of the mission to be accomplished,**
- (2) Types of assistance needed,**
- (3) Certification that all resources have been expended, and**
- (4) Preliminary assessment of property damage or loss, injuries and deaths.**

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

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

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

- (1) Board Order declaring an emergency,**
- (2) Supporting documentation as determined necessary by the County Administrator,**
- (3) Draft letter to the Governor requesting state declaration and specifying nature of the problem and the amount and types of assistance needed and certifying that local resources have been expended ,**

(4) An assessment of injuries, deaths, damage and current situation.

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

- ~~(a) Chairperson of the Board of County Commissioners~~
- ~~(b) Vice Chairperson of the Board of County Commissioners~~
- ~~(c) Commissioners by Seniority~~
- ~~(d) County Administrator~~ ~~(e) Management Control Authority~~

~~per LM 54.020(1) above. (Revised by Order 94-2-15-7; Effective 2.15.94; 03-11-12-10, 11.12.03)~~

54.025 Control Location Emergency Operations Center.

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

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

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

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. — (1) — ~~Control of major emergency operations will normally be exercised from the Lane County Courthouse, Eugene, Oregon.~~

— (2) — ~~Emergency conditions may require use of a designated alternate control location.~~

— (3) — ~~Department's Emergency Management control points shall be designated in their respective annexes to this PLAN. (Revised by Order 94-2-15-7; Effective 2.15.94)~~

54.030 General Concepts of Operations.

(1) Law Enforcement (Annex A). During an emergency, the Lane County Sheriff's Office will protect life and property; maintain law and order; regulate vehicle traffic; conduct search and rescue operations; lead or assist with evacuations; respond to terrorist incidents; and, upon request, assist other agencies in their duties regarding the emergency.

(2) Fire and Emergency Medical Services (Annex B). The City of Eugene and City of Springfield Fire Departments provide emergency fire services to the most densely populated and developed areas of Lane County. The Eugene and Springfield Fire Departments along with much of the remainder of Lane County's fire protection is within the jurisdictions of the agencies that make up the Lane County Fire Defense Board and Western Lane/Douglas County's Fire Defense Board. The Oregon Department of Forestry is responsible for fire protection on state owned forest land. The Bureau of Land Management and U.S. Forest Service are responsible for national forest lands. Some areas within Lane County are without fire protection but adjoining fire protection agencies may elect to provide fire suppression service and then recover their costs from the responsible party as per (ORS 476.280, 476.290, 478.310).

(3) Public Works (Annex C). The Public Works Department will serve as lead agency for operation, protection and restoration of the County road system. It will serve in a support role, and provide assistance to other agencies and Departments, for response to non-road emergency activities.

Major responsibilities of the Public Works Department during disaster events include: operation of the road system, traffic control systems, debris removal,

maintenance of fleet vehicles and emergency generators, mobile radio system maintenance, structural evaluation of infrastructure, solid waste management and damage assessment including evaluation of hazardous buildings. The Public Works Department may provide support for heavy rescue operations and may play a key role in establishing multipurpose staging areas.

(4) Damage Assessment (Annex D). A Damage Assessment Director will be appointed for disaster events requiring a damage assessment process. The Lane County Assessor is designated as the manager of the Damage Assessment Annex and would normally be the person appointed as Damage Assessment Director. 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.

(5) Debris Management (Annex E). The Public Works Director or designee will appoint a Debris Management Director to coordinate all phases of Debris Management. The Debris Management Director will report to the Public Works Branch Director. The Debris Management Director would normally be the County Waste Management Manager.

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 as a final option. Initial debris assessment will determine if a disaster is of significance to request assistance from outside resources. Debris management staff will help establish priorities for the allocation of resources, collaborate with damage assessment team needs, physically remove debris, open transportation routes, and ensure compliance with Department of Environmental Quality (DEQ)/ Lane Regional Air Pollution Authority (LRAPA), Division of State Lands (DSL) and the Army Corps of Engineers (ACOE) regulations and requirements. If needed, debris management staff will also locate temporary storage sites for the collection and recovery of debris.

(6) Legal Services (Annex F). County Counsel will provide legal advice to the Policy Group of Lane County and to the Incident Commander during major emergencies or disaster events. County Counsel will be responsible for drafting the necessary language for a disaster declaration to be signed by the County Commissioners; evaluate legal responsibility, liability issues and advise the Policy group; advise Policy Group and Incident Commander regarding: wage, price and rent controls, rationing of critical resources, establishing curfews, and using any publicly or privately owned resource with or without payment to the owner; advise County officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers; prepare and/or recommend local legislation needed to implement emergency powers; advise Lane County officials and department heads about record-keeping requirements and other documentation necessary for exercising emergency powers; advise and recommend county ordinance or orders to reduce the effects of disaster; prepare sample documents, such as declaration of State of Emergency, for use; review any mutual aid agreements developed by departments; recommend necessary provisions of the Lane County Manual and Lane Code to support emergency response; review

pertinent updates or changes to the County Emergency Operations Plan and report any legal or liability concerns to the responsible Plan or Annex Manager.

(7) Shelter and Mass Care (Annex G). The American Red Cross (ARC) will assume lead in establishing shelters and providing mass care needs. The Lane County Health and Human Services Department will coordinate and assist the ARC for Lane County needs. The purpose of this function is to establish plans, procedures, policy and guidelines for providing protective shelters, temporary lodging, emergency feeding, and clothing of persons forced to leave their homes due to emergency, disaster or precautionary evacuation.

(8) Health Services (Annex H). Lane County Department of Health and Human Services (H&HS) directs the measures needed to prevent the spread of disease and deliver emergency/crisis mental health services. Health and Human Services will coordinate public health, mental health, and medical services during emergency situations to reduce death and injury and to assist in damage assessment and restoration of essential health services within the disaster area.

(9) Care and Management of the Deceased (Annex I). The handling of fatalities in a mass casualty disaster is the jurisdiction of the medical examiner under the supervision of the District Attorney's Office. The medical examiner is responsible for the care and handling of individuals who are deceased due to the occurrence of a disaster including tagging of bodies, identification of deceased individuals, execution of the evidentiary process, transportation of bodies, notifying of next of kin and coordination with mortuary facilities.

(10) Communication Services (Annex J). Overall coordination of emergency communications will be exercised from the Sheriff's Office Emergency Operations Center (EOC), if activated. The communication needs of emergencies affecting a single jurisdiction will likely be managed by the affected jurisdiction's communications plan(s), with the County EOC serving as support. The County's Public Information Officer will coordinate with the Sheriff's Office to verify/correct and disseminate vital information to the media and public to ensure understandable and accurate messages.

The 24-hour Communications Center operated by the Lane County Sheriff's Office may be called upon to expand their operations during times of impending or real emergencies, warning situations, disasters, hazardous incidents and response and recovery operations. Some equipment is available to provide communications necessary for emergency operations.

To the extent possible, all communications systems used for normal operations will be utilized, if available, during emergency operations. In the event of a large-scale emergency or disaster it will be critical to quickly identify communication needs and to deploy technical support personnel to develop alternative communications capabilities. Telephones, if available, will be considered the primary method of communication for administrative support. This may include the use of cell phones, E-mail systems, voice mail messages, and FAX. Two-way radio systems, including Amateur Radio, will be used in the direction and control of emergency operations when the use of telephones is not possible or convenient.

(11) Notification and Warning Services (Annex K). If time permits, the issuance of emergency public information will be with the concurrence of the Board of Commissioners and will be coordinated and disseminated by the County's Public Information Officer (PIO). In situations posing an immediate threat to life, emergency information may be issued by any public safety official serving as the

Incident Commander. Such information shall be disseminated by the most effective method. Any official initiating a warning or providing emergency information to the public shall notify the County Warning Point (LCSO Dispatch) as soon as possible to facilitate further notification and action. Dissemination of warning or emergency information to the public, essential workers, and public officials may utilize any or all of the following systems: Emergency Alert System (EAS), Community Emergency Notification System (CENS), National Warning System (NAWAS), sirens and public address systems, door-to-door, and media.

(12) Public Information (Annex L). Lane County's Public Information Officer is activated during an emergency by the Lane County Sheriff's Office Incident Command, by the Public Health Office, or by request to assist with external agency emergencies as a member of the local Joint Information Center Public Information Officers Network (JIC PIO Network).

Emergency public information will work within an incident command structure, most often reporting to Lane County's incident command at the Emergency Operations Center.

The decision to activate all or portions of the Joint Information Center (JIC) will be made during consultation with Incident Command, Public Health Office, the Department of Health and Human Services, or when the demand for information is greater than the regular Public Information Office operations capacity. Should the demand and volume of information required exceed Lane County's regular Public Information Office's capacity, the Public Information Officer will establish a JIC with a phone bank for public non-emergency calls, media center and Public Information Officer (PIO) working room. In addition, the JIC will be opened and staffed if two or more agencies become involved in the emergency and based on the scope of the incident. Due regard will be given to the agency of initial or primary jurisdiction. The center may be moved or re-established when warranted.

Lane County's Public Information Officer (usually also Lead Public Information Officer) will be the designated spokesperson for the County during an emergency situation. To avoid confusion and misinformation, all contact with the news media will be limited to the Public Information Officer and JIC staff. Requests for information during the emergency situation shall be referred to the Public Information Officer and JIC.

(13) Volunteer Services (Annex M). Volunteer agencies providing services are generally coordinated by the American Red Cross and in most cases assigned to shelter and mass care functions or public health services. A government liaison specialist from the American Red Cross may be assigned to the Lane County EOC during major disasters to help coordinate volunteer organization efforts.

Lane County Emergency Management may utilize volunteer resources to help mitigate the impacts of disaster events. Volunteers may be solicited to perform tasks such as filling sand bags, perform debris recycling, etc. Volunteers may be part of an organized volunteer service agency such as 4-wheel drive clubs, or other organizations such as Amateur Radio Emergency Services (ARES) or human service organizations such as Red Cross or Salvation Army. Volunteers from an organized Community Emergency Response Team (CERT) may be utilized to assist neighbors until response teams arrive.

(14) Evacuation (Annex N). All evacuation actions within Lane County will be managed using the Incident Command System (ICS). The Lane County Sheriff is the overall authority for evacuation efforts. Overall coordination of major

evacuation efforts in Lane County will be from the Lane County EOC if activated. Evacuation efforts will be carried out in conjunction with the fire jurisdiction(s) from which the evacuation occurs.

(15) Strategic National Stockpile (Annex O). Lane County Department of Health and Human Services works to prevent the spread of disease and support the delivery of medical services. In the event of a threatened or actual public health disaster or emergency in which local resources such as pharmaceuticals, vaccines, medical supplies, equipment, and other items are taxed, Health and Human services can initiate a request of the Strategic National Stockpile which can be requested by the Oregon State Public Health Officer, Oregon Governor, or other designee.

(16) Special Needs Population (Annex P). Lane County Department of Health and Human Services (H&HS) coordinates emergency communication and response for visitors and citizens of Lane County with Special Needs. These needs may include but are not limited to persons who are physically, hearing or visually impaired, developmentally disabled, mentally impaired, homeless, frail seniors, tourists, and non-English speakers. ~~(1) Emergency operations will make use of necessary and available resources (public and private) to combat the effects of a major disaster or emergency. Since the normal functions and organizations of local government are the nuclei around which the Emergency Management Organization is developed, appropriate emergency task assignments are given to the various departments of County government or duly designated agency.~~

~~(2) When an emergency or disaster situation arises and it is determined that the normal organization of a Lane County department is not sufficient to meet the situation effectively, the PLAN can be placed in operation by the authorities listed in LM 54.020(1) (Line of Succession) above. The designated authority shall place the Lane County Emergency Operations Plan (PLAN) into effect and activate and staff the Lane County Emergency Operations Center (referred to as CENTER) on a full or partial basis, depending upon the situation.~~

~~(3) The various emergency management officers and CENTER staff members assigned responsibility for emergency functions under the supervision of the County Administrator will assemble in the Lane County Emergency Operations Center subject to the policy direction of the Board of Commissioners. The CENTER will have communications capability, so that required information may be received, recorded, sent, plotted, and analyzed for decision making in response to disaster situations. Coordination of actions will be effected by the Management Group.~~

~~(4) The emergency management officers will be responsible for making decisions and taking action that the officers normally make and take as required by the emergency under the direction of the Management Control Authority. All Lane County Emergency Operations Plan, Annex Chiefs, will review and analyze the appropriateness of adopting the "Incident Command System" as a way to manage an emergency.~~

~~Any situation or problem that calls for a decision beyond the normal responsibility of an emergency management officer will be directed to the Management Control Authority. Such decisions may include, but are not limited to, commitment of manpower, evacuation of large segments of the population, use of resources, establishing priorities for action, causing unsafe structures to be demolished, and the release of information to the public.~~

~~(5) The emergency communications system will include capability to warn and advise the general public. Communications will be established with cities, the State of Oregon, and other counties and agencies as approved under the circumstances.~~

At right margin indicates changes
Bold indicates material being added
Strikethrough indicates material being deleted

LEGISLATIVE
FORMAT

54.03554.025

Lane Manual

54.03554.025

~~Verification and coordination of emergency public information will be accomplished from the CENTER through the Public Information Officer. (Revised by Order 98-4-1-11; Effective 4.1.98)~~

54.035 Management Organization Task Assignments.

~~(1) Police Services (Annex A). The sheriff is the designated chief law enforcement officer for Lane County. The position is responsible for all law enforcement activities to include traffic control, required security, light search and rescue operations and evacuation of people when required. The sheriff will maintain mutual support agreements with all law enforcement agencies within Lane County, as well as other county, state, and federal agencies.~~

~~(2) Fire Services (Annex B). The Chairperson of the Lane District Fire Defense Board is designated as Chief of Fire Services and is responsible for organizing, integrating, and coordinating the operations of all County fire fighting forces in accordance with the County mutual aid assistance and the State of Oregon Conflagration Act. The Chief of Fire Services will be responsible for heavy search and rescue.~~

~~(3) Welfare Services (Annex C). The Director of Health and Human Services is designated Chief of Welfare Services. In coordination with the Director of the Lane County Chapter of the American Red Cross, the director is responsible for providing emergency welfare services to include emergency housing, feeding and clothing, registration and inquiry for disaster victims, and for the organization of religious affairs as necessary.~~

~~(4) Support Services (Annex D). The Director of Management Services is designated Chief of Support Services. The director is responsible for coordinating and procuring additional manpower, and supplies as needed for County emergency operations. To assist in this task, two sections of Management Services are assigned the following responsibility:~~

~~(a) Manpower Coordinator. The Management Services Director is responsible for the procurement of personnel. The Director will be responsible for developing and maintaining lists of names and telephone numbers of persons in charge of manpower resources who may be available during emergencies.~~

~~(b) Supply Coordinator. The Purchasing Manager is designated Supply Coordinator and is responsible for procurement of supplies, services, and equipment needed for emergency operations. The manager will develop and maintain lists of resources in these categories. Emergency purchasing and contracting procedures will be developed and approved.~~

~~(5) Medical and Health Services (Annex E). The Director of Health and Human Services is responsible for organizing and coordinating all health services required to control and prevent the spread of communicable disease and to assist in the mitigation of other community health and social service problems associated with emergency operations. These services include handling of mass casualties, collection, identification and disposition of deceased, development of emergency information on sanitary measures to be distributed to individuals or groups, and assessing health hazards as a result of damage to water distribution and sewer collections systems.~~

~~Medical Services shall provide an effective means of meeting the medical care needs of individuals involved in multi-casualty incidents. The Regional Medical Coordination Center (RMCC) located at Sacred Heart Hospital, is responsible for coordinating and assuring that adequate personnel, facilities, equipment, and supplies are available to accommodate medical needs during emergency operations.~~

~~(6) Public Works and Engineering Services (Annex F). The Director of the Department of Public Works is responsible for coordination and implementation of public works and engineering activities to include repair of damaged roads, bridges, and other public facilities, construction of temporary bridges and detours, clearing debris or snow from streets or roads, demolishing unsafe structures as required, acting as liaison between County government and all utilities (electric power, natural gas, water, sewage, telephone), and assisting in restoration of utilities as required.~~

~~The Director of Public Works is responsible for all transportation needs. To assist in this area, the Fleet Manager is designated as transportation coordinator and is responsible for the procurement of required motor, rail, air, and marine transportation needed during emergency operations. The manager will develop and maintain lists of names and telephone numbers of persons who manage these resources for use during emergency operations.~~

~~(7) Emergency Communications (Annex G). The Department of Public Safety Communications Manager is designated as Chief of Emergency Communications and is responsible for maintaining an inventory of all communication equipment and communication personnel available during emergency operations. To provide a communications capability that will extend throughout the County among all levels of government; establishing and maintaining a plan for the establishment of a communications capability for the community fallout shelter program, the radiological defense system and any other communication system needed during emergency operations.~~

~~(8) Public Information (Annex H). The Sheriff will designate a Chief of Public Information. This person will be responsible for the planning and supervision of all information released to the public including instructions and information covering the specific emergency; providing telephone information service to the public; utilizing the news media for dissemination of information; and coordinating the flow of information to all related agencies. The development and maintenance of a list of names and addresses of news media personnel for contact during emergency operations shall be maintained.~~

~~(9) Damage Analysis (Annex I). The Lane County Assessor is designated as the Chief of Damage Analysis and is responsible for organizing and maintaining a damage analysis capability to include staffing the Emergency Operations Center (CENTER) with analysts and plotters for receiving, recording, plotting, and dissemination data on damage sustained during disasters. The assessor shall be familiar with damage estimation techniques and will keep the CENTER staff informed of probable damage estimates and the possible effects of such damage upon operations.~~

~~(10) Radiological Defense Service (Annex J). The County Emergency Management Coordinator is designated the Chief of Radiological Detection Services. The Chief of Radiological will be responsible for organizing and maintaining a county-wide radiological detection system to include staffing the CENTER with a radiological detection officer, analysts, and plotters to receive, record, plot, analyze, and disseminate radiological data; organizing a system of fixed radiological monitoring stations and mobile stations to record and report radiological data; coordinating with other chiefs in order to exchange radiological data or otherwise mutually support each other; develop and maintain an inventory of resource equipment that could be used for decontamination; and a list of personnel who have had training in the radiological areas.~~

~~(11) Legal Services and Risk Management Services (Annex K). Lane County Counsel and Risk Management are responsible for providing legal services during emergency operations; being familiar with provisions of federal law, the Oregon Revised~~

~~Statutes, County codes and orders, and City codes referring to emergency operations; and reviewing the Lane County Emergency Operations Plan to anticipate legal implications affecting responsible officials. County Counsel and Risk Management will keep current with the emergency operation as it develops, so responsible officials may receive advice and consultation on legal matters.~~

~~(12) Western Lane County Fire Service (Annex L). The Fire Chief for the City of Florence is designated as the Chief of the Western Lane Fire Service Annex. He is responsible for organizing, integrating and coordinating the operations of all Western Lane County fire fighting forces in accordance with the County mutual aid assistance and State of Oregon Conflagration Act. The chief will be responsible for heavy search and rescue in Western Lane County and will answer directly to the Chairperson of the Lane District Fire Defense Board during a Countywide disaster.~~

~~(13) Warning Services (Annex M). The Sheriff of Lane County is designated as Chief of Warning Services for Lane County. He is responsible for establishing and maintaining an alerting and warning system covering all urban and rural areas of the County for any type of disaster that may occur.~~

~~(14) Oil and Hazardous Materials Management and Emergency Response Plan (Annex N). Eugene City Department of Public Safety, has contracted with the Oregon State Fire Marshal's Division, to provide regional hazardous materials incident response. This plan, known as Annex N, identifies the roles and responsibilities of County departments during an oil or hazardous materials incident. It is the responsibility of the on-scene command to use the OSFM's response matrix prior to requesting the Regional Hazardous Material Response Team. County departments shall work towards a coordinated effort with:~~

- ~~_____ federal agencies,~~
- ~~_____ state agencies,~~
- ~~_____ city agencies,~~
- ~~_____ adjacent jurisdictions, and~~
- ~~_____ support service organizations and technical advisory~~
- ~~_____ personnel/agencies. (Revised by Order 98-4-1-11; Effective 4-1-98)~~

54.040 Hazard Definitions Analysis.

The events defined in this section are considered to pose the greatest hazard to Lane County. This list, however, should not be considered exclusive.

Snow/Ice Storm. This type of hazard is an atmospheric disturbance characterized by a strong wind and usually accompanied by rain, snow, sleet, hail, and often thunder or lightning. Also characteristic of this hazard is any heavy fall of snow, rain, or hail. Snow storms or blizzards, which are snow storms accompanied by high wind and/or drifting snow, occur occasionally in the area.

Hail storms occur when freezing water in thunderstorm type clouds accumulates in layers around an icy core. Wind added to hail can batter crops, structures and transportation systems.

An ice storm occurs when rain falls out of warm moist upper layer of atmosphere into a below freezing, drier layer near the ground. The rain freezes on contact with the cold ground and accumulates on exposed surfaces. If this is accompanied by wind, damage can occur to trees and utility wires.

Historic snow and ice storms in Lane County have caused power outages, various accidents, road closures and damage to buildings. It is estimated that Lane County will have another major snow and ice storm in the next 10 to 35 years.

Lane County has rated its own risk for snow/ice storm as high for Central Lane County and low for Coastal Lane County.

Flood. This hazard generally involves a rise in rivers or creeks resulting from heavy rain or rapid melting of the annual snow pack. Major flooding could also result from failure of a man-made structure constructed to restrict the flow of water such as a dam or levee. Lane County has numerous rivers and tributaries that could be subject to flooding and cause a threat to life, property and the environment.

Although there are nine dams inside the county and two in Linn County that help mitigate the flood hazard, flood control efforts themselves can cause hazardous conditions. Flow releases are sometimes necessary due to heavy rains and rising pool levels in lakes and reservoirs but can result in localized flooding.

Lane County has rated its own risk for flood as high for both Central Lane County and Coastal Lane County.

Windstorm. This type of hazard is an atmospheric disturbance characterized by a strong wind and usually accompanied by rain, snow, sleet, hail and often thunder and lightning. The National Weather Service classifies wind from 38 to 55 MPH as gale force winds; 56 to 74 MPH as storm force winds and any winds over 75 MPH as hurricane force winds. Destructive winds like those described normally occur between October and March.

A tornado is violently rotating column of air, pendant from a cumuliform cloud or underneath a cumuliform cloud, and often (but not always) visible as a funnel cloud.

Tornados are the most violent weather phenomena known. Their funnel shaped clouds rotating at velocities of up to 300 miles per hour generally affect areas of 1/4 to 3/4 of a mile wide and seldom more than 16 miles long. Tornados are produced by strong thunderstorms. Such thunderstorms can also produce large damaging hail, heavy amounts of rain, and strong damaging winds.

Lane County has rated its own risk for windstorm as high in both Central Lane County and Coastal Lane County.

Wildfire. A wildfire is a fire that burns uncontrollably in a natural setting (e.g., a forest, or grassland).

Lane County has rated its own risk for wildfire as moderate in Central Lane County and low in Coastal Lane County.

Domestic Terrorism. This hazard includes riots, protests, strikes, demonstrations or acts of terrorism which may result in taking of hostages, damage to property, looting, or sabotage and extortion. Such an event might include arson, bomb threats, and other unlawful activities identified above.

Lane County is at risk due to the Federal Building / Courthouse, University of Oregon and all levels of government in close proximity to each other. Increased protests, demonstrations and anarchist activity over the past several years in Lane County indicate a higher probability of future events occurring. Coastal Lane County has a recurring past of riots associated with the Rhododendron Festival.

Lane County has rated its own risk for domestic terrorism as moderate in Central Lane County as well as Coastal Lane County.

Landslides. The term landslide refers to the downward movement of masses of rock and soil. Landslides in this area are for the most part masses of soil ranging in volume from just a few feet, to many yards. The rate of travel of a slide can range from a few inches per month to many feet per second, depending on slope, material

and water content. Landslides can be initiated by storms, earthquakes, fires, erosion, volcanic eruptions and by human modification of the land.

Lane County has rated its own risk for landslides as moderate in both Central Lane County and Coastal Lane County.

Hazardous Material. This type of hazard includes the production, use, storage, transportation and disposal of hazardous substance and wastes that place the public, property and environment at significant risk. Illegal drug labs and drug dumping present yet another concern. Recent history shows an increased threat from terrorists in connection with hazardous materials.

Hazardous substances are any materials that pose a threat to human health and/or the environment, and any substance designated by the Environmental Protection Agency (EPA) to be reported if a designated quantity of the substance is spilled into the waters of the United States or is otherwise released into the environment.

Hazardous wastes are by-products of society that can pose a substantial or potential hazard to human health or the environment when improperly managed, that possess at least one of five characteristics (flammable, explosive, corrosive, toxic, or radioactive), or that appear on the EPA lists.

A hazardous chemical is any hazardous material requiring an MSDS (Material Safety Data Sheet) under OSHA's Hazard Communication Standard. Such substances are capable of producing fires and explosions or adverse health effects such as cancer, burns, or dermatitis.

Incidents involving the release of hazardous materials may occur during handling at industrial facilities or during the transportation of such materials by rail or highway.

Lane County has rated its own risk for hazardous materials incidents as moderate in both Central Lane County and Coastal Lane County.

Earthquake – Tsunami. The greatest concern to Lane County is the Cascadia Subduction Zone off the Pacific Coast. This is where the Juan de Fuca plate meets the North American plate. This meeting has created an 800 mile long earthquake fault on the ocean floor that stretches from the Brooks Peninsula on Vancouver Island to Cape Mendocino in northern California. Earthquakes generated along this fault have far more widespread effects than other types of quakes in the region. Also of concern is the potential for a tsunami as a result of a quake along this subduction zone.

Earthquake-induced movement of the ocean floor most often generates tsunamis. If a major earthquake or landslide occurs close to shore, the first wave in a series could reach the beach in a few minutes, even before a warning is issued. Areas are at greater risk if they are less than 25 feet above sea level and within a mile of the shoreline. Drowning is the most common cause of death associated with a tsunami. Tsunami waves and the receding water are very destructive to structures in the run-up zone. Other hazards include flooding, contamination of drinking water, and fire from gas lines or ruptured tanks.

Lane County has rated its own risk for earthquake-tsunami as moderate in Central Lane County and high in Coastal Lane County.

Volcano In the Pacific Northwest there is a 1,000-mile-long chain of volcanoes, the Cascade Range, which extends from northern California to southern British Columbia. Seven of those volcanoes have erupted in the past 230 years. These include Mount Baker, Glacier Peak, Mount Rainier, Mount St. Helens,

Mount Hood, Mount Shasta, and Lassen Peak. These and many others could erupt again.

The Central Cascades extend from Mount Jefferson in the north to Diamond Peak in the south. The most active volcanoes in this stretch have been Three Sisters and Newberry. The last eruptive period in the Three Sisters area was 1000-2000 years ago. The most recent eruption (Big Obsidian Flow) in Newberry was 1300 years ago. Recently ground uplift (bulge) and anomalous water chemistry have been recorded west of Three Sisters. Because there are no written chronicles of past major eruptions, most of our information about the Central Cascades past comes from geologic study of deposits produced during those eruptions.

According to a volcano hazards map developed by the USGS, the McKenzie River valley is a primary lahar hazard zone - almost all the way to Springfield. Besides impacts from a lahar, ash fall from easterly winds during a Central Cascades event could certainly pose a hazard for Lane County.

Lane County has rated its own risk for volcano hazard as low in Central Lane County. Lane County does not consider Coastal Lane County at risk from a volcano hazard. The events defined in this section may cause major emergencies. The list, however, should not be considered exclusive.

~~Dam Failure. This hazard involves a sudden catastrophic failure of a man-made structure designed to impound or restrict the flow of water. Lane County has eleven dams and is downstream from three dams in Linn County. If any of these dams failed, populated areas of the County would flood.~~

~~Earthquake. An earthquake is the result of tectonic movement within the earth's crust. These changes are manifested as localized ground shaking and/or soil liquefaction. After the initial seismic event, tremors and aftershocks can occur for an extended period of time resulting in additional structural damage to buildings and public facilities.~~

~~Enemy Attack. National defense policy recognizes the possibility of an attack on the United States with nuclear weapons. This policy does not rule out the employment of conventional, chemical, or biological weapons.~~

~~Floods. Floods represent the most common and best known of the natural hazards that affect Lane County. Flooding can occur quickly in the coast area due to heavy rainfall combined with high tides. In the valley, area water rises over a period of time due to sustained heavy rains sometimes combined with the draining down of reservoirs releasing large amounts of water in the river system.~~

~~Hazardous Materials Spillage. This hazard involves an accidental release or spillage of materials that have a detrimental impact on the environment, life and/or property. This occurrence may be associated with long term contamination or toxicity to the affected area. A hazardous material incident is most commonly associated with a transportation accident (highway or rail), but an incident may also be associated with a fixed facility. Lane County has, in addition to some locations where hazardous materials are manufactured or used, areas where those materials are stored, such as petroleum product tank farms.~~

~~Severe Winter Storm. This hazard includes severe wind, ice or snow storms. The variable character of this hazard is determined by a variety of meteorological factors.~~

~~Terrorist. It is recognized throughout the world that incidents of terrorism are on the increase. We recognize that there is a potential for a terrorist attack on strategic locations within Lane County.~~

~~Volcanic and Tsunami. Lane County is located within the Pacific Rim. Tectonic movement within the earth's crust can renew dormant volcanoes within the County and~~

At right margin indicates changes
Bold indicates material being added
Strikethrough indicates material being deleted

LEGISLATIVE
FORMAT

54.04554.025

Lane Manual

54.05054.025

~~cause tsunamis (tidal waves) within the Pacific Ocean which can affect coastal areas.
(Revised by Order 94-2-15-7; Effective 2.15.94)~~

~~54.045 Declaration of a State of Emergency.~~

~~(1) Under the provisions of this PLAN, the Board of County Commissioners shall declare a State of Emergency for all or part of the County if the situation warrants, place the Lane County Emergency Operations Plan into effect and declare disaster areas. In the absence of the Board the next person in the Line of Succession as described in LM 54.020(3) above shall take this action.~~

~~(2) Appropriate City and State Government agencies will be notified of the nature of the emergency. They will also be informed when the Lane County Emergency Operations Center (EOC) has been activated.~~

~~(3) All Emergency Management Chiefs and supporting agencies will be notified and report to the designated CENTER. (Revised by Order 94-2-15-7; Effective 2.15.94)~~

~~54.050 Appendices and Annexes.~~

~~Appendices and Annexes to the Emergency Plan may be located by contacting the Emergency Services Division of the Department of Public Safety. These include:~~

Appendices

- A — Organizational Chart
- B — EOC Floor Plan
- C — EOC SOP (special distribution)
- D — Distribution
- E — Most current copy of ORS Ch. 401

Annexes

- A — Police Services
- B — Fire Services
- C — Welfare Services
- D — Support Services
- E — Medical & Health Services
- F — Public Works & Engineering Services
- G — Emergency Communications Services
- H — Public Information
- I — Damage Analysis Services
- J — Radiological Defense Services
- K — Legal Services & Risk Management
- L — Western Lane County Fire Services
- M — Warning Services

~~(Revised by Order 94-2-15-7; Effective 2.15.94)~~

LANE COUNTY
EMERGENCY OPERATIONS PLAN



BASIC PLAN 2

A. INTRODUCTION3
B. AUTHORITIES & REFERENCES5
C. PURPOSE.....7
D. SITUATION AND ASSUMPTIONS7
E. CONCEPT OF OPERATIONS11
F. EMERGENCY MANAGEMENT ORGANIZATION20
G. EMERGENCY OPERATIONS CENTER23
H. EMERGENCY OPERATIONS CENTER ACCESS24
I. EMERGENCY OPERATIONS PROCEDURES CHECKLISTS24
J. STEPS FOR DECLARATION OF EMERGENCY28
K. EMERGENCY MANAGEMENT PREPAREDNESS.....29
L. PLAN DEVELOPMENT, MAINTENANCE AND IMPLEMENTATION.....30
M. FUNCTIONAL ANNEX OVERVIEW.....31
N. HAZARD SPECIFIC ANNEX OVERVIEW40
M. GLOSSARY43

FUNCTIONAL ANNEXES..... 55

LAW ENFORCEMENT ANNEX A57
FIRE AND EMERGENCY MEDICAL SERVICES ANNEX B62
PUBLIC WORKS ANNEX C67
DAMAGE ASSESMENT ANNEX D74
DEBRIS MANAGEMENT ANNEX E81
LEGAL SERVICES ANNEX F90
SHELTER AND MASS CARE ANNEX G.....93
HEALTH SERVICES ANNEX H.....98
CARE AND MANAGEMENT OF THE DECEASED ANNEX I104
COMMUNICATION SERVICES ANNEX J110
NOTIFICATION & WARNING SERVICES ANNEX K.....120
PUBLIC INFORMATION ANNEX L.....134
VOLUNTEER SERVICES ANNEX M.....153
EVACUATION ANNEX N158
STRATEGIC NATIONAL STOCKPILE PLAN ANNEX O162
SPECIAL NEEDS POPULATION ANNEX P166
RESOURCE MANAGEMENT ANNEX Q.....171

HAZARD SPECIFIC ANNEXES..... 181

TERRORISM INCIDENT / HAZARD SPECIFIC ANNEX 1183
HAZARDOUS MATERIALS / HAZARD SPECIFIC ANNEX 2190

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. Homeland Security Act of 2002
- k. National Response Plan
- l. Homeland Security Presidential Directive 5 (HSPD-5) *Management of Domestic Incidents*
- m. Homeland Security Presidential Direct 8 (HSPD-8) *National Preparedness*
- n. DHS National Incident Management System, March 1, 2004, Department of Homeland Security

2. State

- a. Oregon Revised Statutes (ORS) Chapter 401.
- b. Oregon Emergency Operations Plan and Oregon State Fire Mobilization Plan
- c. Oregon Homeland Security State Strategy, March 2007

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. Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS)

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 many cases dissemination of warning and increased readiness measures may be possible; however, some disasters and events may 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 by the Board of County Commissioners.
- 2) An Emergency Manager manages the emergency management program on a day-to-day basis.
- 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 and tribal jurisdictions within the County are responsible for the direction and control of their local resources during emergencies.
- 2) The Chief Executives of the incorporated cities and tribal jurisdictions 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 National 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 may 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 emergency service agencies will likely be involved and critical resources may become scarce. If it should be determined that the resources of the County are not sufficient to meet the emergency or disaster effectively, the Board of 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.

In the event that a situation appears to be an actual or potential **Incident of National Significance**, the lead agency shall report the situation to the state by calling the Oregon Emergency Response System at **1-800-452-0311**.

2. Prioritization of Resources

Prioritization of resources will be based on the ability to do the greatest good for the 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 8th Avenue, Eugene, Oregon. If the area of the emergency includes the primary EOC, the secondary EOC is the Lane County Public Works "Veneta Shops" located at 25398 Jeans Road, Veneta, Oregon. If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected and announced.

b. City and Tribal Jurisdiction Emergency Operations

A city or tribal jurisdiction'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 or tribal jurisdiction. In those emergencies affecting multiple jurisdictions, the County EOC will be activated and communications established with each affected city or tribal jurisdiction to coordinate response. City and tribal 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 or tribal jurisdiction 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. Department Operation Centers 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 the 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 wild land/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) Undersheriff
- 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, Tribal Jurisdictions and Special Districts

Lines of succession of authority within incorporated cities, tribal jurisdictions and special districts within Lane County shall be in accordance with State law and with the emergency plans developed by each city, tribal jurisdiction 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 business continuity and 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 local media for reporting instructions. If unable to do that, employees should attempt to contact their department or get information from the County's Internal Emergency Hot-line by calling 682-4660. If phones are out, employees should take actions to ensure their family's safety and report to their normal job sites as soon as safe and practical to do so. Employees should pay special attention to conditions encountered while traveling to their work site to provide situation status information when they report.

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 Manager, Sheriff's Watch Commander, or County Fire Chief. Minimum staffing will include representatives from Emergency Management, Sheriff's Office, 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 Services 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 or designee
- e. Coordinating activities of all agencies responding to the incident
- f. Securing necessary resources
- g. Documenting response activities
- h. Restoring critical services as soon as possible

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 Services
 - 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 8th Avenue, Eugene, Oregon. If the area of the emergency includes the primary EOC, the secondary EOC is the Lane County Public Works "Veneta Shops" located at 25398 Jeans Road, Veneta, Oregon. If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected and announced.

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

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

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. Emergency Operations Center Access

Access to the EOC is only for authorized county personnel. All others must obtain approval for admission from the Sheriff. All personnel working in the EOC are to sign in and out on the EOC Roster, which will be located on a table at the door.

I. Emergency Operations Procedures Checklists

1. Financial Management

The Finance Section Chief, who may be the Sheriff's Office Fiscal Manager or the County Finance Manager, is responsible for incident financial management.

Checklist of Responsibilities:

- Manage financial aspects of the incident
- Provide financial and cost analysis information as requested
- Gather pertinent information from briefings with responsible agencies
- Ensure personnel time records are accurately completed according to policy
- Ensure that obligation documents are properly prepared and completed
- Brief personnel on all incident-related financial issues requiring post-incident follow-up
- After the incident is over, ensure that any open actions are assigned to appropriate agencies/elements for follow-up
- Retain records of incident-related expenses for potential post-incident reimbursement
- Be prepared to provide input to the After Action Report

2. Logistics Management

The Resource Management Coordinator is responsible for providing effective resource and logistics coordination during an emergency.

Checklist of Responsibilities:

- Maintain a current inventory of all emergency resources, including personnel, vehicles and equipment. A list of local resources is available in the Resource Manual stored as a separate document in the EOC.
- Maintain records of resources requested, committed or expended in the course of the emergency.
- Coordinate with other agencies/entities to obtain required resources and to fulfill unmet resource needs. In the event that local resources are depleted or committed,

request additional resources through the Oregon Emergency Response System at 1-800-452-0311. Be prepared to provide the following:

1. Your name and agency.
2. Your telephone number.
3. Type of incident and the materials involved.
4. Location/time of incident.
5. Background/how the incident occurred.
6. On-scene contact and how to reach them.
7. Severity of incident - threat to people, property, or the environment.
8. Actions taken - containment, evacuation.
9. Responsible party and telephone number.
10. Description of the unmet need

- If needed, arrange for essential goods such as food or medicine to be stockpiled.
- Periodically report to the EOC manager on resource status and expenditures
- Provide resource and logistics management related expenses to the Finance Section Chief for potential post-emergency reimbursement.
- Be prepared to provide information for the After Action Report

3. Private-Sector Coordination

The Private-Sector Coordinator is responsible for establishing and maintaining effective communications with the private-sector that provide critical infrastructure.

Checklist of Responsibilities:

- Maintain a current status of key critical infrastructure. Use the following list as consideration for status checks:
 1. Agriculture and Food
 2. Banking and Finance
 3. Chemical and Hazardous Materials Industry
 4. Commercial Assets
 5. Dams
 6. Emergency Services
 7. Energy
 8. Government Facilities
 9. Historical or National Monuments or Icons
 10. Utilities (Water, Electric, Gas)
 11. Health and Medical
 12. Telecommunications
- Facilitate communication and information sharing between the private sector and the EOC.
- Be prepared to provide information for the After Action Report

4. Public Information

The Public Information Officer is responsible for developing and releasing information about the incident to news media, incident personnel, and other appropriate agencies and organizations.

Checklist of Responsibilities:

- Prepare media center (pre-designated as Harris Hall) for arrival of media.
- Attend key meetings, participate in pertinent conference calls and EOC briefings
- Obtain Incident Commander or Sheriff's approval of media releases
- Share media releases with the Public Information Officers countywide network
- Inform media and conduct media briefings
- Arrange tours and other interviews/briefings which may be required
- Collect media information which may be useful to incident planning
- Participate in Joint Information Center (JIC) operations, if one is established
- Coordinate public information through the Joint Information Center, if one is established.
- Be prepared to provide information for the After Action Report

5. Volunteers and Donations

The Donations Management Coordinator is responsible for coordinating response of voluntary organizations to an incident.

Checklist of Responsibilities:

- Coordinate with volunteer agencies involved in local disaster operations
- Ensure any local volunteer/donation efforts are coordinated with State-level efforts. Refer unsolicited volunteer/donations offers to the State Donations Coordination Center, if established.
- Coordinate with the American Red Cross to deliver and/or stored donated items that are needed.
- Be prepared to provide information for the After Action Report

6. Worker Safety and Health

The Safety Officer is responsible for developing and recommending measures for assuring personnel safety and for assessing and/or anticipating hazardous and unsafe situations. The Safety Officer is authorized by the EOC manager to exercise emergency authority to stop or prevent unsafe acts.

Checklist of Responsibilities:

- Participate in planning meetings and review the Incident Action Plan for safety implications.
- Develop and communicate an incident safety message as appropriate.

- Identify hazardous situations associated with the incident in conjunction with Public Health.
- Ensure all visitors to the EOC are aware of the Emergency Evacuation Plan and any other safety-related issues.
- Ensure medical supplies are available in the EOC
- Exercise emergency authority to stop or prevent unsafe acts and communicate any such exercise of authority to the EOC manager.
- Investigate accidents that have occurred in the course of the incident
- Conduct and prepare an Incident Safety Analysis as appropriate
- Initiate appropriate mitigation measures
- Ensure all paperwork and logs are submitted to the EOC manager
- Be prepared to provide information for the After Action Report

7. Science and Technology

The Science and Technology coordinator is responsible for overseeing scientific and technical response requests.

Checklist of Responsibilities:

- Receive, document, forward and track scientific and technical support requests.
- Monitor weather conditions via NOAA weather radio, the internet and television and maintain status board of weather conditions.
- Make reference to, and provide information from, Jane's Chem-Bio Handbook, Jane's Unconventional Weapons Response Handbook, 2004 Emergency Response Guidebook, and the Community Right to Know CD.
- Facilitate coordination between EOC and Lane County Public Works GIS technicians for delivery of digital maps and other information.
- Facilitate coordination between EOC and Lane County Information Systems department to ensure sufficient computer resources, network connectivity and any emergent technology needs.
- Facilitate coordination between EOC and Lane County Information Systems department to ensure all EOC data is backed-up on regular intervals.
- Be prepared to provide information for the After Action Report

J. 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
- Undersheriff
- 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.

K. 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.

L. 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.*