



**City of Yachats**  
**Lincoln County, Oregon**  
**EMERGENCY OPERATIONS PLAN**

**August 2018**

**Prepared for:**

City of Yachats  
441 Hwy 101 N  
Yachats, Oregon 97498

**Prepared by:**

Yachats Emergency Preparedness Committee

Points of view or opinions expressed in this document are those of the City of Yachats and do not necessarily represent the official position or policies of the Federal Emergency Management Agency's Grant Programs Directorate (GPD) or the U.S. Department of Homeland Security.

# Immediate Action Checklist

Use the following Immediate Action Checklist to initiate the City of Yachats's response to and support of an emergency incident. If you are not qualified to implement this plan, dial 9-1-1 and ask for assistance.

## 1. Receive alert of incident.

- Alerts should be directed to the Mayor or designee.
- If the designee is not available, alerts should be directed to the City Manager and then the [Public Works Lead Workers](#), based on the City line of succession outlined in Section 1.8.1 of this plan.
- Alerts may be received through 9-1-1 dispatch, responding agencies, the on-scene Incident Commander, the public, or other sources.
- If you are the first person receiving notification of the incident, call 9-1-1 and provide as much detail as possible.
- *See FA 1 – Emergency Services of this plan for more information on alert and warning.*

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

- The City Manager or designee, should determine, in coordination with the on-scene Incident Commander, what level of support is needed from the City for the incident. This may range from the City Manager or designee, and staff being on standby to full activation of the City Emergency Coordination Center.
- Identify key personnel and/or volunteers who will be needed to support City emergency operations, including staffing of the City Emergency Coordination Center, if activated.

## 3. Notify key City personnel and/or volunteers and response partners.

- The City Manager or designee, will notify key personnel and/or volunteers to staff the City Emergency Coordination Center, based on incident needs.
- Notify appropriate emergency response agencies.
- *See the City Emergency Contact List maintained by the City Emergency Preparedness Committee.*

## Immediate Action Checklist

**4. Activate the City Emergency Coordination Center as appropriate.**

- The City will utilize the Incident Command System in managing the City Emergency Coordination Center.
- **Primary Emergency Coordination Center Location:** City of Yachats Council Chambers, 441 Hwy 101 N, Yachats, OR
- **Alternate Emergency Coordination Center Location:** City Shop, 500 W. 7th Street, Yachats, OR or Water Plant, 963 Yachats River Road, if City Hall and City Shop are unavailable.
- *See Section 5.4 of this plan for information on Emergency Coordination Center operations.*

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

- Identify primary and back-up means to stay in contact with the on-scene Incident Commander.
- The on-scene Incident Commander may assign a radio frequency that the City Emergency Coordination Center can use to communicate with the scene.
- *See Functional Annex 1 – Emergency Services of this plan for more information on communications systems.*

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

- Consider coordination of the following, as required by the incident:
  - Protective action measures, including evacuation and shelter-in-place
  - Mass feeding, shelter and housing needs for displaced citizens
  - Emergency public information and coordination with the media
  - Provisions for Access and Functional Needs Populations, including unaccompanied children
  - Provisions for animals in disaster

**7. Inform the County and Oregon Emergency Response System of Emergency Coordination Center activation and request support as needed.**

- Lincoln County Emergency Management: 541-265-4199

**Immediate Action Checklist**

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

**8. Declare a state of emergency for the City, as appropriate.**

- If the incident has overwhelmed or threatens to overwhelm the City's resources to respond, the Mayor, or designee, should declare a state of emergency.
- A declaration may be made by the Mayor or designee. A declaration should be ratified by the Council as soon as practicable.
- The declaration should be submitted to Lincoln County Emergency Management.
- *See Section 1.7 of this plan for information on the disaster declaration process. See Appendix A for a sample disaster declaration form.*

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# Preface

This Emergency Operations Plan is an all-hazard plan that describes how the City of Yachats will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, Oregon Office of Emergency Management plans, and the Lincoln County Emergency Operations Plan.

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

Consisting of a Basic Plan, Functional Annexes aligned with the Lincoln County Emergency Support Functions, and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City of Yachats will coordinate resources and activities with other federal, state, local, community- and faith-based organizations, and private-sector partners.

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# Letter of Promulgation

To All Recipients:

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

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

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

This plan has been reviewed by the City Manager, reviewed and approved by the City Council. It will be revised and updated as required. All recipients are requested to advise the Emergency Preparedness Committee of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

DATED this \_\_\_\_ day of \_\_\_\_\_, 2018.

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Gerald Stanley, Mayor

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Max Glenn, President

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Barbara Frye, Council Member

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, Council Member

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Jim Tooke, Council Member

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Shannon Beaucaire, City Manager

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# Plan Administration

The Emergency Preparedness Committee will coordinate review, revision, and re-promulgation of this plan every two years or when changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the Emergency Preparedness Committee, under the direction of the City Manager or designee, without formal City Council approval.

## Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel and/or volunteers.

Date	Change No.	Department	Summary of Change
2018	2018-001		Update information and bring overall information and formatting in line with EOPs throughout the State of Oregon.

## Plan Administration

**Plan Distribution List**

Copies of this plan will be available on the City's website and provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The City of Yachats Emergency Preparedness Committee is ultimately responsible for dissemination of all plan updates.

Department/Agency	Title/Name
Yachats City Hall	City Manager
Yachats Public Works	Lead Workers
Yachats Rural Fire Protection District	Fire Chief
Lincoln County	Emergency Manager
Oregon Military Department, Office of Emergency Management	Operations and Preparedness Section Manager

## Plan Administration

**Emergency Operations Plan Review Assignments**

Unless otherwise stated, the following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to the City Emergency Preparedness Committee for incorporation into the plan and dissemination of the revised version. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related City emergency plans and procedures, in order to enhance consistency.

Section/Annex	Responsible Party
<b>Basic Plan</b>	Emergency Preparedness Committee
<b>Functional Annexes (FAs)</b>	
<b>FA 1</b> Emergency Services	Emergency Preparedness Committee, in coordination with the Fire Chief
<b>FA 2</b> Human Services	Emergency Preparedness Committee, in coordination with Lincoln County Health and Human Services Department
<b>FA 3</b> Infrastructure Services	Public Works Water/Wastewater Leads
<b>FA 4</b> Recovery Strategy	Emergency Preparedness Committee
<b>Incident Annexes (IAs)</b>	
<b>IA 1</b> Severe Weather (including Landslides)	Public Works Department
<b>IA 2</b> Earthquake	Public Works Department
<b>IA 3</b> Tsunami	Public Works Department
<b>IA 4</b> Flood (including Dam Failure)	Public Works Department
<b>IA 5</b> Major Fire	Rural Fire Department
<b>IA 6</b> Volcano	Public Works Department
<b>IA 7</b> Drought	Public Works Department
<b>IA 8</b> Hazardous Materials (Accidental Release)	Rural Fire Department
<b>IA 9</b> Transportation Accident	Lincoln County Sheriff or OSP
<b>IA 10</b> Airport Accident	Lincoln County Sheriff or OSP
<b>IA 11</b> Public Health Incident	Emergency Preparedness Committee
<b>IA 12</b> Terrorism	Lincoln County Sheriff or OSP
<b>IA 13</b> Utility Failure	Public Works Department

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**Functional Annexes**

- FA 1 – Emergency Services
- FA 2 – Human Services
- FA 3 – Infrastructure Services
- FA 4 – Recovery Strategy

**Incident Annexes**

- IA 1 – Severe Weather (including Landslides)
- IA 2 – Earthquake
- IA 3 – Tsunami
- IA 4 – Flood (including Dam Failure)
- IA 5 – Major Fire
- IA 6 – Volcano
- IA 7 – Drought
- IA 8 – Hazardous Materials (Accidental Release)
- IA 9 – Transportation Accidents
- IA 10 – Public Health Incident
- IA 11 – Terrorism
- IA 12 – Utility Failure

# 1

## Introduction

### 1.1 General

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

Emergencies are handled effectively in the City every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the City encounters. For the most part, this type of emergency is handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this Emergency Operations Plan (EOP) can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters. This plan promulgates such a framework within the City that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel and/or volunteers, department directors, and other key stakeholders to bear on any incident. This EOP provides the foundation and guidance for use of National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the City.

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

#### 1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against,

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respond to, recover from, and militate against disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the City (including vulnerable populations) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the City will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens, who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of an emergency, can make a significant contribution towards survival and community resiliency.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

The primary purpose of the EOP is to outline the City's all-hazard approach to emergency operations, in order to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP, the City designates NIMS and the Incident Command System (ICS) as the frameworks within which all emergency management activities will be conducted.

### 1.2.2 Scope

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

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, City personnel and/or volunteers and agencies that operate under this plan are expected to develop and keep current lines of succession and standard

## 1. Introduction

operating procedures (SOPs) that describe how emergency tasks will be performed. Training and equipment necessary for response operations should be maintained by City personnel and/or volunteers and departments.

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

### 1.3 Plan Activation

Once ~~promulgated~~adopted by resolution by the City Council, this EOP is in effect and may be implemented in whole or in part, until replaced by an updated version to respond to:

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

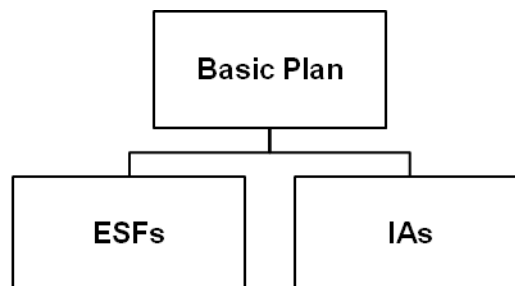
An emergency declaration is not required to implement the EOP or activate the Emergency Coordination Center (ECC). The City Manager or designee, may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

### 1.4 Plan Organization

The City EOP is composed of three main elements:

- Basic Plan (with appendices)
- Functional Annexes (FAs)
- Incident Annexes (IAs)

**Figure 1-1 City Emergency Operations Plan Organization**



**1. Introduction****1.4.1 Basic Plan**

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

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

**1.4.2 Functional Annexes**

The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting additional resources from mutual aid agencies, followed by County agencies. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations is grouped into four FAs, which supplement the information in the Basic Plan:

- FA 1 – Emergency Services
- FA 2 – Human Services
- FA 3 – Infrastructure Services
- FA 4 – Recovery Strategy

The FAs are designed to be consistent with the 18 Emergency Support Function (ESF) annexes of the County EOP and groups information in a manner that reflects the City's organization and response capabilities. Table 1-1 identifies the

## 1. Introduction

relationship between the City's FAs and the County ESF annexes. This structure is also consistent with the State of Oregon (State) EOP and the National Response Framework (NRF). City emergency personnel and/or volunteers should be familiar with the County's EOP and ESF structure to better understand how the City's response efforts would be coordinated with the County during an emergency event.

<b>Table 1-1 City Functional Annexes in Relation to County ESF Annexes</b>	
<b>City Functional Annex</b>	<b>County ESF Annex*</b>
FA 1 – Emergency Services	ESF 2 – Communications ESF 4 – Firefighting ESF 5 – Information and Planning ESF 9 – Search and Rescue ESF 10 – Hazardous Materials ESF 13 – Military Support ESF 15 – Volunteer and Donations Management
FA 2 – Human Services	ESF 6 – Mass Care ESF 8 – Health and Medical ESF 11 – Food and Water
FA 3 – Infrastructure Services	ESF 1 – Transportation ESF 3 – Public Works ESF 12 – Energy
FA 4 – Recovery Strategy	ESF 14 – Public Information
*ESF 5 – Information and Planning and ESF 7 – Resource Support are partially or wholly addressed in the Basic Plan	

## 1.4.3 Incident Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, IAs supplement the Basic Plan to identify critical tasks that are particular to specific natural, technological, and human-caused hazards. The IAs identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident.

<b>Table 1-2 Incident Annexes</b>	
<b>Annex</b>	<b>Hazard</b>
IA 1	Severe Weather (including Landslides)
IA 2	Earthquake
IA 3	Tsunami
IA 4	Flood (including Dam Failure)
IA 5	Major Fire

## 1. Introduction

Table 1-2 Incident Annexes	
Annex	Hazard
IA 6	Volcano
IA 7	Drought
IA 8	Hazardous Materials (Accidental Release)
IA 9	Transportation Accident
IA 10	Airport Accident
IA 11	Public Health Incident
IA 12	Terrorism
IA 13	Utility Failure

## 1.5 Relationship to Other Plans

### 1.5.1 Federal Plans

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

- **Presidential Policy Directive 8.** Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- **National Preparedness Goal.** Describes the Nation's security and resilience posture through identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, and all-of-Nation approach as its foundation.
- **National Preparedness System.** Provides guidance, programs, processes, and systems that support each component of the National Preparedness System to enable a collaborative, whole community approach to national preparedness that engages individuals, families, communities, private and nonprofit sectors, faith-based organizations, and all levels of government.
- **National Incident Management System.** Provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.



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- **National Response Framework.** Serves as a guide to how State and federal government should conduct all-hazards response. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.
- **National Disaster Recovery Framework.** Provides guidance that enables effective recovery support to disaster-impacted states, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

### 1.5.2 State Plans

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

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

## 1. Introduction

coordinate short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions (SRFs) that serve as the delivery mechanism for recovery support local and tribal partners.

- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.
- **State Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.
- **Mount Hood Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
- **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

### 1.5.3 County Plans

The City relies on the County for many critical services during an emergency, so it is vital for the City to be familiar with the County's plans and how they link with City emergency plans.

- **Emergency Operations Plan.** The County EOP is an all-hazard plan describing how the County will organize and respond to events that occur in individual cities, across the County, and in the surrounding region. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other federal, State, local, tribal, and private-sector partners.
- **Hazard Mitigation Plan.** The County Hazard Mitigation Plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and economic impact from future disasters. Mitigation plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. Hazard mitigation is sustained

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action taken to reduce or eliminate long-term risk to people and their property from hazards.

- **Debris Management Plan.** The City is included as part of the County Debris Management Plan, which identifies the actions required to plan for and respond to a natural or human-made debris-generating event.
- **Public Health Emergency Preparedness Program.** The County Health and Human Services Department is responsible for developing plans to address how public health personnel and/or volunteers plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel and/or volunteers responding to a public health incident in the County.
- **Community Wildfire Protection Plan (CWPP).** The CWPP was developed using a collaborative process between the County and agencies involved in reducing wildfire risk.
- **Continuity of Operations (COOP) Plan.** The COOP plan details all of the procedures that define how the County will continue or recover its minimum essential functions in the event of a disaster.

### 1.5.4 City Plans

Similar to the County's plan, the City EOP is part of a suite of plans that address various elements of the City's emergency management program. While the EOP is focused on short-term recovery, other plans address the City's approach to mitigation, continuity, and other aspects of emergency management. These plans, listed below, work in concert with the City EOP:

- **Continuity of Operations Plan.** The COOP plan details procedures that define how the City will continue or recover its minimum essential functions in the event of a disaster.
- **Hazard Mitigation Plan.** The City is included as an annex in the County Natural Hazard Mitigation Plan.



### 1.5.5 Support Agency Plans

The City is supported by a number of partner agencies. To the greatest extent possible, the City encourages support agencies to design their plans to complement the City EOP, and the City will seek to engage support agencies in the EOP update process to ensure appropriate linkages. Partner agency emergency plans that complement the City EOP include:

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- National Oceanic and Atmospheric Administration (NOAA) Marine Operations Center – Pacific Emergency Plan
- ~~Newport Municipal Airport Emergency Plan~~
- Samaritan Pacific Communities Hospital Emergency Plan
- Central Lincoln Public Utility District Emergency Plan

### 1.5.6 Regional Emergency Plans

The City is a partner in a number of regional planning efforts, including:

- **Regional Debris Management Plan.** The City is included as part of the plan, which identifies the actions required to plan for, and respond to, a natural or human-made debris-generating event.

## 1.6 Authorities

### 1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, Oregon Revised Statutes (ORS) Chapter 401, which establishes the authority for the highest elected official of the City Council to declare a state of emergency.

The City ~~does not have an office or division of emergency management services separate from its existing departments. However, for the purposes of this plan and consistency with the County and State plans, the City's emergency management structure will be referred to generally as designated the City Emergency Preparedness Committee~~ as the City Emergency Management Organization (EMO), ~~though no formal organization exists.~~

The City EMO, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the City EOP.
- Manage and maintain the City ECC, from which City officials can coordinate emergency and disaster response activities.
- Establish an Incident Command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies, as well as other private, nonprofit, volunteer, and faith-based organizations, to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

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Through ~~promulgation~~ adoption by resolution of this plan, the City Administration has been identified as the lead agency in the EMO. The City Manager, or designee, has the authority and responsibility for the organization, administration and operation of the EMO, and has designated some of these responsibilities to the Emergency Preparedness Committee, as appropriate.

The City EMO is consistent with NIMS, and procedures supporting NIMS implementation and training for the City have been developed and formalized. The NIMS point of contact for the City is the Emergency Preparedness Committee.

Table 1-3 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

**Table 1-3     Legal Authorities**

**Federal**

- Federal Emergency Management Agency (FEMA) Policy
  - Crisis Response and Disaster Resilience 2030 (January 2012)
  - FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)
  - FEMA Administrator's Intent (2015-2019)
  - FEMA Incident Management and Support Keystone (January 2011)
  - FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)
  - FEMA Strategic Plan 2011-2014
  - National Disaster Housing Strategy (January 2009)
  - National Disaster Recovery Framework (September 2011)
  - National Incident Management System (December 2008)
  - National Preparedness Goal (September 2011)
  - National Response Framework (January 2008)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)
- Presidential Policy Directive 8: National Preparedness (2008)
- Public Law 107-296 The Homeland Security Act of 2002
- Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
- Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)

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<b>Table 1-3 Legal Authorities</b>
<b>State of Oregon</b>
<ul style="list-style-type: none"> <li>— Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management</li> <li>— Oregon Revised Statutes (ORS) 279B.080 Emergency Procurements</li> <li>— ORS 294.481 Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency</li> <li>— ORS 401 Emergency Management and Services</li> <li>— ORS 402 Emergency Mutual Assistance Agreements</li> <li>— ORS 403 Public Safety Communications System</li> <li>— ORS 404 Search and Rescue</li> <li>— ORS 431 State and Local Administration and Enforcement of Health Laws</li> <li>— ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air</li> <li>— ORS 476 State Fire Marshal; Protection From Fire Generally</li> <li>— ORS 477 Fire Protection of Forests and Vegetation</li> </ul>
<b>County</b>
<ul style="list-style-type: none"> <li>— Emergency Operations Plan</li> <li>— Health and Human Services Emergency Operations Plan</li> </ul>
<b>City</b>
<ul style="list-style-type: none"> <li>— Yachats Municipal Code, Chapter 1.70, Emergencies</li> </ul>

### 1.6.2 Mutual Aid and Intergovernmental Agreements

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

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

## 1.7 Emergency Powers

### 1.7.1 General

Based on local ordinances and State statutes, a local declaration by the City Council allows for flexibility in managing resources under emergency conditions, such as:

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- Diverting funds and resources to emergency operations to meet immediate needs.
- Authorizing implementation of local emergency plans and implementing extraordinary protective measures.
- Receiving resources from organizations and individuals initiated through mutual aid and cooperative assistance agreement channels.
- Providing specific legal protection for actions initiated under emergency conditions.
- Setting the stage for requesting State and/or federal assistance to augment local resources and capabilities.
- Raising public awareness and encouraging the community to become involved in protecting its resources.

The City Attorney should review and advise City officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

### 1.7.2 City Disaster Declaration Process

The City may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing County, State, or federal disaster assistance. The City Manager, or designee, may declare a temporary emergency when faced with a sudden event that results in an emergency. At the time of declaring a temporary emergency, the City Manager, or designee, shall notify the Mayor and schedule a meeting of the Council, to be held as soon as possible. The temporary emergency declaration shall remain in effect only through the end of the Council meeting.

In the event that a quorum of the Council cannot meet because of an emergency, a majority of Council members who are able to participate in a meeting in person or electronically may declare an emergency. Any declaration under these circumstances shall be reconsidered by a quorum of the Council when a quorum can be assembled.

The City Council may by motion or resolution declare an emergency in an emergency, special, or regular Council meeting.

A declaration shall:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within City boundaries.

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- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

The declaration of emergency will be written based on the best information available at the time. It may be amended, based on additional information or changes in the situation. The City Attorney may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If County, State, or federal assistance is needed, the declaration must also state that all appropriate and available local resources have been expended, are nearing depletion, or are projected to be inadequate and that mutual aid agreements have been initiated, as well as contain a specific request for the type(s) of assistance required.

ECC Command and General Staff have the following responsibilities in the declaration process:

- **ECC Director:** Present the package to City Council.
- **Operations:** Identify necessary resources and outline any special powers needed to respond to the emergency. Assist in the Initial Damage Assessment (IDA).
- **Planning:** Provide situation and resource summaries; conduct a windshield survey, IDA, and Preliminary Damage Assessment (PDA).
- **Logistics:** Compile resource requests.
- **Finance:** Track incident costs, assist in the PDA, and coordinate damage survey activities.

*See Appendix A for sample Declaration of Emergency forms.*

### 1.7.3 County Declaration Process

A local state of emergency may be declared by the presiding official of any incorporated city of Lincoln County or by the Chair of the Board of County Commissioners stating that an emergency exists and specifying the location or describe the affected area and jurisdictions included in the declaration. See Appendix A of this plan for a template for declaring a state of emergency.



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If the Chair is unavailable, then the declaration will be made in accordance with County line of succession guidelines (*see Section 1.4.5 of the County EOP*). Under such conditions, this plan will be implemented. If possible, an initial damage assessment will be conducted by local jurisdictions and/or the County prior to requesting state or Federal assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

The local declaration process for the County involves an escalation through the Board of County Commissioners and a formal request through the City Manager or designee, in Lincoln County. The City Manager contacts the Oregon Office of Emergency Management (OEM) via the Oregon Emergency Response System (OERS), and decisions for allocation of State resources to support the response are made. If individual cities request emergency declarations, the requests will be made through the City Manager and may be delivered by the mayor or other designated City officials.

During a suspected or confirmed public health emergency, the County Health Officer, in conjunction with the Health Administrator, advises the Board of County Commissioners to make a declaration; the declaration is made through the City Manager, who then contacts OEM through OERS. Human isolation and quarantine issues will be addressed by the County Health Officer/ Administrator. A court order to implement formal procedures must be requested and issued through the County Court. Isolation and quarantine measures would then be implemented and enforced through local law enforcement agencies within the County.

Animal quarantine measures will be implemented through Lincoln County Health and Human Services and do not require a court order. Most likely, support from State agricultural agencies and the Oregon Department of Human Services (veterinarian services) would be included in these procedures.

### 1.7.4 State Assistance

The OEM Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. Local government requests will be made by the County Manager on behalf of the City. The State Operations Officer evaluates resource requests based on the goals and priorities established by the OEM Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

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

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## 1.7.5 Federal Assistance

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

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

## 1.8 Continuity of Government

## 1.8.1 Lines of Succession

Table 1-4 presents the policy and operational lines of succession during an emergency for the City.

Table 1-4 City Lines of Succession	
Emergency Coordination	Emergency Policy and Governance
1. Mayor, City Manager, designee(s) 2. Public Works Lead Workers 3. Rural District Fire Chief 4. Emergency Preparedness Comm.	1. Mayor <u>and Council members (order of succession)</u> 2. <u>Council members (order of succession)</u> City Manager, or designee 2.3. <u>City Attorney</u>

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management's absence. All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The City Manager, or designee, will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual personnel and/or volunteers within the City are responsible for developing and implementing continuity of government and operations plans to ensure continued delivery of essential functions during an emergency.

## 1.8.2 Preservation of Vital Records

The City has developed an ECC Manual that contains vital records for use during emergency events. This packet contains records essential to executing emergency functions, including this EOP, emergency operating records essential to the continued function of the City EMO, the current call-down list, a vital records inventory, necessary keys or access codes, a list of primary and alternate facilities, and the City's COOP plan.

Each City department must provide for the protection, accessibility, and recovery of the agency's vital records, systems, and equipment. These are rights and interests, records, systems, and equipment that, if irretrievable, lost, or damaged, would materially impair the agency's ability to conduct business or carry out

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essential functions. Each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should consider the cost of protecting or reconstructing records weighed against the necessity of the information for achieving the agency mission.

**1.9 Administration and Logistics****1.9.1 Request, Allocation, and Distribution of Resources**

Resource requests and emergency/disaster declarations must be submitted by the City Manager to the County Manager according to provisions outlined under ORS Chapter 401.

The City Manager, or designee, is responsible for the direction and control of the City's resources during an emergency and for requesting any additional resources required for emergency operations. All assistance requests are to be made through County Emergency Management via the County Emergency Operations Center (EOC). County Emergency Management processes subsequent assistance requests to the State.

**1.9.1.1 Conflagration**

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations.

When, in the judgment of the Yachats Rural Fire Chief or County Fire Defense Board Chief, an emergency is beyond the control of local fire suppression resources, including primary mutual aid, the Fire Defense Board Chief shall report the conditions of the emergency to the State Fire Marshal Office and/or request mobilization of support for the department/district. After verifying the need for mobilized support, the State Fire Marshal shall, if appropriate, request authorization from the governor to invoke the Emergency Conflagration Act.

The Yachats Fire Chief is responsible for:

- Contacting the Fire Defense Board Chief to request that the Conflagration Act be invoked.
- Participating in incident conference call.
- Providing local geographic information system (GIS) capabilities or maps.
- Working with the Incident Management Team (IMT) to locate a base camp.

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- Maintaining communications with the IMT throughout the deployment to assist with emergency management and other local issues.

The Fire Defense Board Chief is responsible for:

- Notifying the State Fire Marshal via OERS.
- Providing the following information to the Oregon State Fire Marshal Duty Officer of Chief Deputy
  - Incident name
  - Contact information
  - Type and location of incident
  - Situation description
  - Confirmation that local and mutual aid resources are depleted.
  - Incident Commander information
  - Weather information
  - What resources are being requested
- Participating in incident conference call.

Requests for conflagration should be made when a significant threat exists, e.g.:

- Life threatening situation (firefighter or public safety)
  - Evacuations currently taking place
  - Advisory evacuations
  - Evacuation plans in place
  - Road, highway, or freeway closure
- Real property threatened
  - Structures – request should include number of commercial and residential structures, as well as the number of subdivisions.
  - Population affected – request should include estimated number of property threatened.
  - Historically significant cultural resources
  - Natural resources, such as crops, grazing, timber, watershed
  - Critical infrastructure, such as major power lines

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- High damage potential
  - Long-term or short-term damage potential
  - Likely impacts on community
  - Fuel type, affecting fire size and growth potential
  - Political situations
  - Severity, extreme behavior, and fuel conditions

*Source: State of Oregon Fire Service Mobilization Plan*

**1.9.2 Financial Management**

During an emergency, the City is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Council. If an incident in the City requires major redirection of City fiscal resources, the following general procedures will be carried out:

- The Mayor or designee, may declare a temporary state of emergency and request assistance through the County.
- The City Manager or designee, shall schedule a meeting of the Council to be held as soon as possible to decide how to respond to the emergency funding needs.
- If a quorum of councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, a majority of Council members who are able to participate in a meeting in person or electronically may act on emergency funding requests.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel and/or volunteers time, losses, and purchases will be established by the City Clerk III or Budget Officer.

Expenditure reports should be submitted to and managed by City Clerk III or Budget Officer to identify budgetary shortfalls. The City will support procurement issues related to personnel and/or volunteers, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the City ECC, financial management will be handled by City Hall, staffed by the City Clerk III or Budget Officer.

**1.9.3 Legal Support and Liability Issues**

Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in

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existing mutual aid agreements and other formal memoranda established for the City and its surrounding areas.

**1.9.4 Reporting and Documentation**

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

- Incident and damage assessment reports
- Incident Command logs
- Cost recovery forms
- Incident critiques and After-Action Reports (AARs)

All documentation related to the City's emergency management program will be maintained in accordance with Oregon's public records and meetings law (ORS 192), subject to applicable exemptions such as for "Public Safety Plans," as appropriate.

**1.10 Safety of Employees and Family**

All senior staff (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel and/or volunteers should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration, in coordination with the Oregon Health Authority, may provide assistance and guidance on worker safety and health issues. Information about emergency

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procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in Health and Human Services Department EOP.

While all City employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to have provided for their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible.

Processes that support employees and their families during emergency situations or disasters should be further developed through ongoing COOP planning.

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# 2

## Situation and Planning Assumptions

### 2.1 Situation

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

#### 2.1.1 Community Profile

**Yachats** (*[/ˈjɑːhɑːts/](#)* *[YAH-hahts](#)*) is a small coastal city on the Oregon coast, the southernmost incorporated city in Lincoln County, Oregon. It is bounded by the Central Oregon Coast Range on the east and the Pacific Ocean on the west. It is located on U.S. Route 101, 26 miles (42 km) north of Florence, 8 miles (13 km) south of Waldport, and 26 miles (42 km) south of Newport. The city straddles the Yachats River and estuary. According to the United States Census Bureau, the city has a total area of 0.92 square miles (2.38 km<sup>2</sup>), of which, 0.91 square miles (2.36 km<sup>2</sup>) is land and 0.01 square miles (0.03 km<sup>2</sup>) is water.

The climate of Yachats is relatively mild throughout the year because of the moderating effects of the ocean currents. Temperatures rarely drop below 30 °F (−1 °C) in the winter or rise above 75 °F (24 °C) in the summer. The highest recorded temperature, however, was 100 °F (38 °C) in July 1961 and the record low was 1 °F (−17 °C) in December 1972. Snow is uncommon, but rainfall is quite heavy through the winter months and several storms come out of the Gulf of Alaska each winter. (Source: *Wikipedia*)

#### 2010 census

As of the census<sup>[3]</sup> of 2010, there were 690 people, 400 households, and 198 families residing in the city. The population density was 758.2 inhabitants per square mile (292.7/km<sup>2</sup>). There were 807 housing units at an average density of 886.8 per square mile (342.4/km<sup>2</sup>). The racial makeup of the city was 95.2% White, 0.1% African American, 1.7% Native American, 0.6% Asian, 0.7% from

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other races, and 1.6% from two or more races. Hispanic or Latino residents of any race were 4.8% of the population.

There were 400 households of which 5.8% had children under the age of 18 living with them, 40.8% were married couples living together, 7.5% had a female householder with no husband present, 1.3% had a male householder with no wife present, and 50.5% were non-families. 42.8% of all households were made up of individuals and 22.3% had someone living alone who was 65 years of age or older. The average household size was 1.72 and the average family size was 2.22. The median age in the city was 62.3 years. 4.9% of residents were under the age of 18; 3.4% were between the ages of 18 and 24; 10.8% were from 25 to 44; 39.5% were from 45 to 64; and 41.4% were 65 years of age or older. The gender makeup of the city was 46.7% male and 53.3% female.

### Figure 2-1 Map of Yachats

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**Figure 2-2 Map of Lincoln County**



### 2.1.2 Threat/Hazard Identification

The City may be subject to a variety of natural, technological, and human-caused hazards and threats, as described below:

- **Natural Hazards:** Result from acts of nature.
- **Technological Hazards:** Result from accidents or failures of systems and structures.
- **Human-Caused/Adversarial Threats:** Result from intentional actions of an adversary.

The Hazard Risk Assessment in Table 2-1 below identifies the relative risk posed to the City by each hazard and threat described above, in order to ensure that high priority hazards are addressed in the City's hazard mitigation planning, emergency response, and recovery procedures. Each natural and technological/human-caused hazard is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam

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failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

This hazard risk assessment was last prepared by the County Manager on September 25, 2015.

Table 2-1 County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History <sup>1</sup> (WF=2)	Vulnerability <sup>2</sup> (WF=5)	Max Threat <sup>3</sup> (WF=10)	Probability <sup>4</sup> (WF=7)	
Score for each rating criteria = Rating Factor (High = 8–10 points; Medium = 4–7 points; Low = 1–3 points) X Weight Factor (WF)					
Windstorm	20	50	100	70	240
Power Failure	20	50	100	70	240
Winter Storm (ice/snow)	18	35	90	70	213
Earthquake - Cascadia (3–5min)	10	50	100	49	209
Wildfire (wildland-urban interface)	20	25	90	70	205
Local Tsunami	2	50	100	49	201
Active Shooter	2	50	100	49	201
Landslide/Debris Flow	20	35	70	70	195
Coastal Erosion	20	20	70	70	180
Flood - Riverine	20	30	60	70	180
Truck Bomb	2	25	100	49	176
Cyber Terrorism	2	25	100	49	176
School Violence	2	25	100	49	176
Improvised Explosive Device (e.g., pipe bomb)	6	20	100	49	175
Intentional Chemical Release	2	50	100	21	173
HazMat Release - Transportation	20	30	50	70	170
Sports/Public Event Disturbance	2	25	100	42	169
Public Health Emergency	10	35	90	28	163
Mail/Package Bomb	2	25	100	35	162
Animal / Eco-terrorism	2	25	100	35	162
Riot	2	25	100	35	162
*Distant Tsunami	16	15	60	70	161
*Flood - Tidal	20	30	40	70	160
Suicide Bomb	2	50	100	7	159
Intentional Biological Agent Release	2	50	100	7	159
Intentional Radiological Material Release	2	50	100	7	159
Sabotage	2	25	100	28	155
Drought	20	45	10	70	145
HazMat Release - Fixed Facility	20	25	30	70	145
Fire - Large Scale Urban Conflagration	18	25	30	70	143

## 2. Situation and Assumptions

Table 2-1 County Hazard Analysis Matrix					
Hazard	Rating Criteria with Weight Factors				Total Score
	History <sup>1</sup> (WF=2)	Vulnerability <sup>2</sup> (WF=5)	Max Threat <sup>3</sup> (WF=10)	Probability <sup>4</sup> (WF=7)	
Score for each rating criteria = Rating Factor (High = 8–10 points; Medium = 4–7 points; Low = 1–3 points) X Weight Factor (WF)					
Communications System Failure	6	30	50	56	142
Sewer Treatment Failure	10	5	70	56	141
Earthquake - Crustal (1 minute)	10	20	40	70	140
Civil Disturbance/Protest/ Demonstration	10	25	10	70	115
Volcano	2	5	100	7	114
Information Technology Disruption	2	5	70	35	112
Train Derailment	18	5	10	70	103
Liquid Fuel Supply Disruption	4	10	50	28	92
Dam Failure	2	25	50	7	84
Airplane Crash	18	5	20	28	71
Water Supply Disruption	6	10	30	21	67
Fuel Line Explosion	2	5	0	28	35
Dust Storm	2	5	10	7	24
Extreme Heat Event	2	5	10	7	24
Notes:					
1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; medium = 2–3 events in last 100 years; low = 1 or 0 events in last 100 years.					
2. Vulnerability addresses the percentage of population or property likely to be affected by the average occurrence of a hazard. Weight Factor is 5. Rating factors: high = more than 10% affected; medium = 1%–10% affected; low = less than 1% affected.					
3. Maximum Threat addresses the percentage of population or property that could be affected in a worst-case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; medium = 5%–25% could be affected; low = less than 5% could be affected.					
4. Probability addresses the likelihood of a future hazard occurrence within a specified period of time. Weight Factor is 7. Rating factors: high = one incident likely within a 10–35-year period; medium = one incident likely within a 35–70-year period; low = one incident likely within a 75–100-year period.					

See the Lincoln County Multi-Jurisdictional Natural Hazards Mitigation Plan for more information regarding natural hazards for the area.

### 2.1.3 Capability Assessment

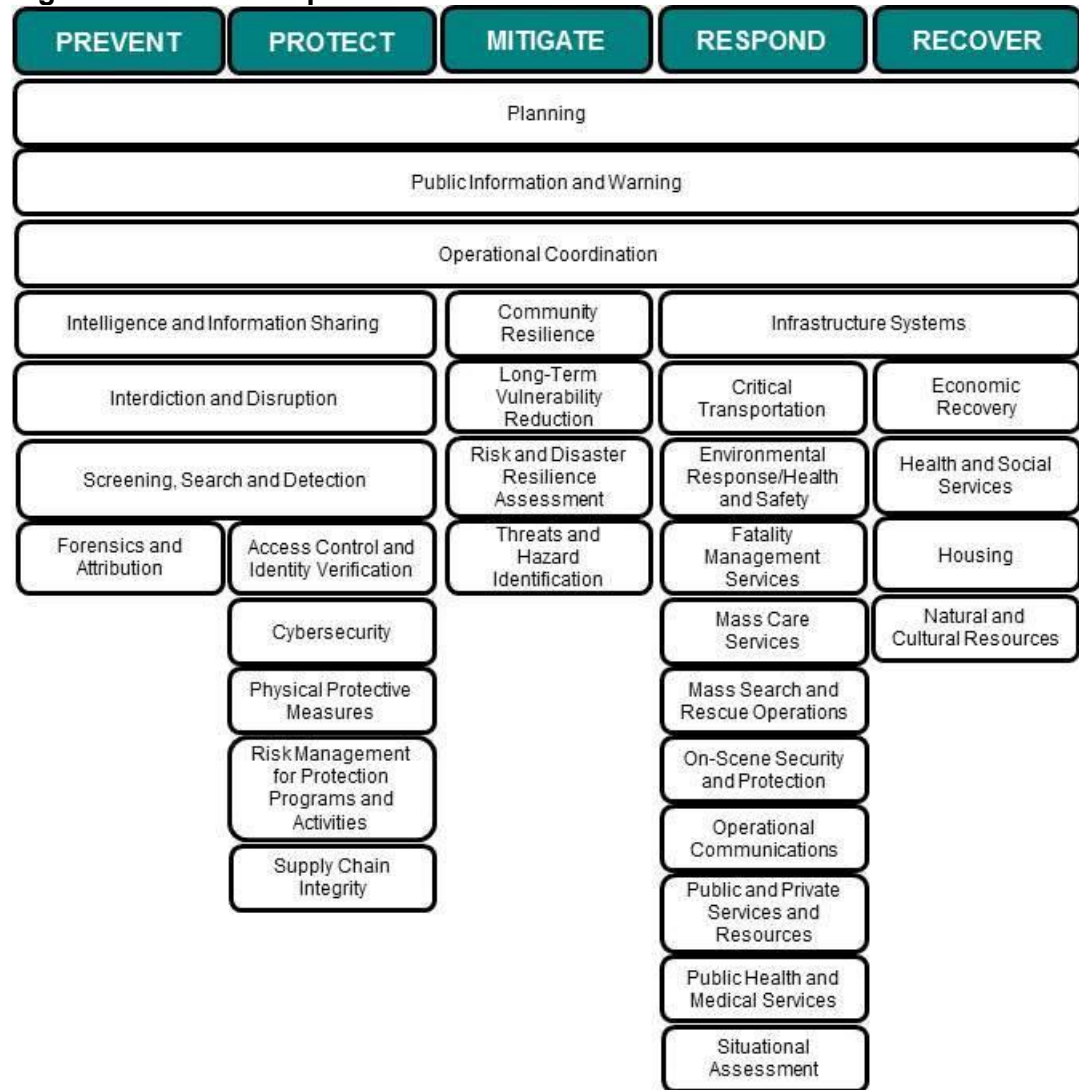
The availability of the City's physical and staff resources may limit its capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited during periods when essential staff are on vacation, sick, or under furlough due to budgetary constraints.

The City has not defined its core capabilities in accordance with the National Preparedness Goal or undertaken a formal capabilities assessment to date. Should an assessment be conducted in the future, it will help emergency responders evaluate, coordinate, and enhance the cohesiveness of their emergency response

## 2. Situation and Assumptions

plans. A community capability assessment is a low impact systematic approach to evaluate the City's emergency plan and capability to respond to hazards.

**Figure 2-3 Core Capabilities List**



### 2.1.4 Protection of Critical Infrastructure and Key Resources

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

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

## 2. Situation and Assumptions

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

### 2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential City services will be maintained, as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency services, disaster relief services, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding City and County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- County support of City emergency operations will be based on the principle of self-help. The City will be responsible for utilizing all available local resources, along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the County.
- Considering shortages of time, space, equipment, supplies, and personnel and/or volunteers during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.



## 2. Situation and Assumptions

- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases in the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the City may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides information regarding threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the City could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.
- Outside assistance will be available in most major emergency/disaster situations that affect the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control in a State-declared emergency.
- City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the City can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures
  - Assigned pre-designated tasks
  - Provided with assembly instructions
  - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.



# 3

## Roles and Responsibilities

### 3.1 General

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

The County Manager is responsible for emergency management planning and operations for the area of the County lying outside the limits of the incorporated municipalities. The mayor or other designated official (pursuant to city charter or ordinance) of each incorporated City is responsible for emergency management planning and operations for that jurisdiction. Responsibilities may be shared with County Emergency Management, under mutual agreement.

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

### 3.2 Emergency Management Organization

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

#### 3.2.1 Executive Group

The Executive Group may include representation from senior staff during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with legal responsibilities. Key general responsibilities for local elected and appointed officials include:

### 3. Roles and Responsibilities

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, volunteer agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local mitigation efforts within the jurisdiction, including the private sector, as appropriate.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans consider the needs of:
  - The jurisdiction, including persons, property, and structures
  - Vulnerable populations, including unaccompanied children, persons with disabilities, and those with service animals
  - Individuals with household pets
- Leading and encouraging all citizens (including vulnerable populations) to take preparedness actions.
- Encouraging residents to participate in volunteer organizations and training courses.

#### 3.2.1.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for the City government is borne by the City Council. During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. Additionally, the Council will provide elected liaison with the community and other jurisdictions. In the event that declaration of emergency is needed, the Mayor, or designee, will initiate and terminate the state of emergency through a declaration ratified by the Council.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance.
- Adopting an EOP and other emergency management–related resolutions.
- Declaring a state of emergency and providing support to the on-scene Incident Commander in requesting assistance through the County.
- Acting as liaison with the community during activation of the City ECC.

### 3. Roles and Responsibilities

- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.

#### 3.2.1.2 City Manager

The City Manager, or designee, is responsible for continuity of government, overall direction of City emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all City personnel and/or volunteers develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring, through the City Manager, that plans are in place to protect and preserve City records.

#### 3.2.1.3 Emergency Preparedness Committee

The Emergency Preparedness Committee supports the City Manager in the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Emergency Preparedness Committee works with the Executive Group to ensure that there are unified objectives with regard to the City's emergency plans and activities, including coordinating all aspects of the City's capabilities. The Emergency Preparedness Committee coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the Emergency Preparedness Committee is responsible for:

- Leading the City in preparing for emergencies and establishing plans to continue critical operations.
- Maintaining this plan through seeking input and approval from key stakeholders.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Taking charge of resource inventory, making sure all emergency equipment (such as satellite phones and radios) is working, maintaining call-down lists, supervising the testing of equipment as needed, suggesting new purchases or approaches to emergency preparedness based on regulatory changes, technological changes, or knowledge gained from outcomes of previous emergency situations.

### 3. Roles and Responsibilities

- Identifying, procuring, and administering emergency preparedness grants.
- Assessing the status of the City’s compliance with federal and State regulations related to emergency preparedness, including FEMA and NIMS requirements, and seeking to bring the City into compliance as needed.
- Ensuring the operational capability of the City ECC.
- Coordinating the activation of the City ECC and acting as ECC Committee, which supports the ECC Director, when ECC is activated.
- Presenting reports on emergency preparedness issues to personnel and/or volunteers, elected officials, and media as directed.
- Serving as day-to-day liaison between City and County Emergency Management, as well as between City and Yachats Rural Fire Protection District.
- Maintaining liaison with organized emergency volunteer groups, as well as business, lodging, and community groups, to increase disaster readiness of City residents and visitors.

#### 3.2.1.4 City Department Heads

City of Yachats does not have “department heads” but will designate senior staff to collaborate with the Executive Group during development of local emergency plans and provide key response resources. City staff develop, plan and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make themselves available to participate in interagency training and exercises to develop and maintain the necessary capabilities, as well as clearly reinforce preparedness expectations. Personnel and/or volunteers not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Mayor or City Manager.

#### 3.2.2 Responsibilities of All Departments

Individual departments are not a part of the City operations or emergency organization. The majority of City personnel and/or volunteers focus on supporting emergency response personnel and/or volunteers and/or the continuity of services they provide to the public.

All City personnel and/or volunteers are responsible for:

- Supporting ECC operations to ensure that the City is providing for the safety and protection of the citizens it serves.
- Establishing, in writing, an ongoing line of succession and/or delegation of authority for City personnel and/or volunteers.

### 3. Roles and Responsibilities

- Developing alert and notification procedures for department personnel and/or volunteers.
- Developing guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the City, in coordination with the ECC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel and/or volunteers overtime, equipment used/expended, and contracts initiated.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with standard operating procedures (SOP).
- Notifying the Emergency Preparedness Committee of resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or re-establishing services provided to the public and the City.
- Assigning personnel and/or volunteers to the ECC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting pre-emergency family preparedness among employees.
- Ensuring that staff complete required training (including required NIMS and ICS training).
- Dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).

#### 3.2.3 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include fire departments/districts, law enforcement, emergency medical service (EMS) providers, and public health, environmental health, and public works departments.

Departments or agencies assigned as primary may only be responsible for coordinating with other primary or supporting agencies to ensure continuity.

### 3. Roles and Responsibilities

- **Primary Agency(s).** Identify lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, but will coordinate with supporting agencies.
- **Supporting Agency(s).** Identify agencies with substantial support roles during major incidents: *YACHATS RURAL FIRE PROTECTION DISTRICT, LINCOLN COUNTY SHERIFF'S OFFICE, LINCOLN COUNTY PUBLIC WORKS (ROAD), OREGON STATE POLICE, OREGON EMERGENCY MANAGEMENT DIVISION, OREGON DEPARTMENT OF TRANSPORTATION*

#### 3.2.3.1 Transportation

**Primary Agency:** Yachats Public Works Department

**Supporting Agencies:** Yachats Rural Fire Protection District, Lincoln County Public Works

**State Agency:** Oregon Department of Transportation (ODOT)

**Federal Agency:** Federal Highway Administration

Transportation-related responsibilities include:

- Monitoring and reporting the status of and any damage to the City's transportation system and infrastructure.
- Identifying temporary alternative transportation solutions that can be implemented by others when City systems or infrastructure are damaged, unavailable, or overwhelmed.
- Coordinating the restoration and recovery of City transportation systems and infrastructure.
- Coordinating support of emergency operations activities among transportation stakeholders within the City's authorities and resources limitations.

*See FA 3 – Infrastructure Services and the County EOP, ESF 1 – Transportation for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.2 Communications

**Primary Agencies:** Yachats Rural Fire Protection District

**Supporting Agencies:** City Public Works Department, Lincoln County  
Emergency Management, TCB Dispatch

**State Agencies:** Department of Administrative Services, ODOT, Oregon State  
Police, Oregon Emergency Management (OEM)

**Federal Agency:** Department of Homeland Security

#### Alert and Warning

Responsibilities related to alert and warning include:

- Monitoring emergency communications networks.
- Disseminating emergency alerts, as requested by the on-scene Incident Commander, ECC Director, or PIO.
- Receiving and disseminating warning information to the public and key County and City officials.

#### Communications Systems

Communications-related responsibilities include:

- Establishing and maintaining emergency communications systems.
- Coordinating the use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the ECC, once activated.
- Managing and coordinating all emergency notifications to departments and officials (e.g., during transition to continuity facilities or succession notification).

*See FA 1 – Emergency Services and the County EOP, ESF 2 – Communications for more details.*

#### 3.2.3.3 Public Works

**Primary Agency:** Yachats Public Works Department

**Supporting Agencies:** Local utility providers, Lincoln County Public Works

**State Agency:** Oregon Department of Transportation (ODOT)

**Federal Agencies:** Department of Defense, Department of Homeland Security

Responsibilities related to public works include:

- Conducting pre-incident and post-incident assessments of public works and infrastructure.

### 3. Roles and Responsibilities

- Executing emergency contract support for life-saving and life-sustaining services.
- Coordinating repair of damaged public infrastructure and critical facilities.
- Coordinating repair and restoration of the City's critical infrastructure.
- Coordinating disaster debris management activities.

*See FA 3 – Infrastructure Services and the County EOP, ESF 3 – Engineering for more details.*

#### 3.2.3.4 Firefighting

**Primary Agency:** Yachats Rural Fire Protection District

**Supporting Agencies:** Mutual aid partners

**State Agencies:** Oregon Department of Forestry, Office of State Fire Marshal

**Federal Agency:** U.S. Department of Agriculture

Responsibilities related to fire service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Performing life-safety inspections and recommendations for activated emergency shelters.

*See FA 1 – Emergency Services and the County EOP, ESF 4 – Firefighting for more details.*

#### 3.2.3.5 Information and Planning

**Primary Agency:** City Administration

**Supporting Agencies:** All other City personnel and/or volunteers, as requested

**State Agency:** Office of Emergency Management (OEM)

**Federal Agency:** Department of Homeland Security (DHS)

The Emergency Preparedness Committee is responsible for maintaining the readiness of the ECC, identifying support staff, and ensuring that they are adequately trained to perform their position duties. The City Manager will be requested to designate personnel and/or volunteers who can be made available to be trained by the Emergency Preparedness Committee and to work in the ECC during an emergency. Other personnel may be requested to provide assistance in an emergency.

The following tasks are necessary for the City to activate and utilize its ECC to support and coordinate response operations during an emergency:

- Providing coordination of resources and emergency communications at the request of the on-scene Incident Commander.



### 3. Roles and Responsibilities

- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the City ECC in an operating mode, as required by the incident, or ensuring that the ECC space can be converted into an operating condition.
- Requesting department representatives (by title) to report to the ECC and developing procedures for crisis training.
- Ensuring that ECC personnel and/or volunteers operate in accordance with ICS.
- Ensuring accurate record keeping.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for ECC activation.

*See Chapter 5 – Command and Control, FA 1 – Emergency Services, and the County EOP Basic Plan and ESF 5 – Information and Planning for more details.*

#### 3.2.3.6 Mass Care

**Primary Agency:** City Administration

**Supporting Agencies:** Red Cross, Salvation Army, Housing Authority of Lincoln County, Yachats Rural Fire Protection District, County Health and Human Services, Lincoln County Emergency Management

**State Agency:** Oregon Department of Human Services

**Federal Agency:** Department of Homeland Security

The City relies on the support of the County to provide shelter and mass care services and has adopted the procedures outlined in the County EOP. The County Health and Human Services Department, with support from the Oregon Trail Chapter of the Red Cross, is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the County EOP, ESF 6 – Mass Care and ESF 11 – Food and Water. Responsibilities related to mass care include:

- Maintaining and implementing procedures for care and shelter of displaced citizens.
- Maintaining and implementing procedures for the care and shelter of animals in an emergency.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.

### 3. Roles and Responsibilities

- Designating a Committee/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel and/or volunteers suffering from behavioral and emotional disturbances.
- Coordinating with faith-based organizations and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with the Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Red Cross, Salvation Army, or other disaster relief organizations).
- Securing sources of emergency food supplies (with the Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the Red Cross.
- Coordinating special care requirements for sheltered groups such as unaccompanied children, persons with disabilities, and the elderly.

*See FA 2 – Human Services and the County EOP, ESF 6 – Mass Care and ESF 11 – Food and Water for more details.*

#### 3.2.3.7 Resource Support

**Primary Agency:** City Administration

**Supporting Agencies:** Lincoln County Emergency Management

**State Agency:** Department of Administrative Services

**Federal Agencies:** Department of Homeland Security, General Services Administration

Responsibilities related to resource support include:

- Establishing procedures for employing temporary personnel and/or volunteers for disaster operations.
- Establishing and maintaining a staffing reserve, in cooperation with law enforcement.
- Coordinating deployment of reserve personnel and/or volunteers to City departments requiring augmentation.

### 3. Roles and Responsibilities

- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel and/or volunteers.

*See FA 1 – Emergency Services and the County EOP, ESF 7 – Resource Support for more details.*

#### 3.2.3.8 Health and Medical

##### Health Services

**Primary Agency:** County Health and Human Services, County Emergency Management

**Supporting Agencies:** Samaritan Pacific Communities Hospital

**State Agency:** Oregon Health Authority

**Federal Agency:** Department of Health and Human Services

The City relies on the County to provide public health and human services. The County Health and Human Services Department is responsible for coordinating the public health and welfare services required to cope with the control of communicable and non-communicable diseases associated with major emergencies, disasters, and/or widespread outbreaks. Such outbreaks may be caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents, or biological or chemical toxin incidents. Relevant operations are detailed in the County EOP, ESF 6 – Mass Care and ESF 8 – Health and Medical.

Responsibilities related to public health include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public health, medical, and behavioral health services, including making provisions for populations with functional needs.
- Coordinating public health surveillance.
- Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinating mass fatality operations with the Medical Examiner and Funeral directors to provide identification and disposal of the dead.
- Coordinating isolation and/or quarantine actions, as needed and permitted.
- Coordinating dissemination of public health information.

### 3. Roles and Responsibilities

- Designating a Committee/liaison to participate in all phases of the County emergency management program, when necessary or as requested.

*See FA 2 – Human Services and the County EOP, ESF 8 – Health and Medical for more details.*

#### Medical Services

**Primary Agency:** Yachats Rural Fire Protection District

**Supporting Agencies:** South Lincoln Ambulance, Samaritan Pacific Communities Hospital, County Health and Human Services

**State Agency:** Oregon Health Authority

**Federal Agency:** Department of Health and Human Services

EMS-related responsibilities include:

- Providing emergency medical care and transport.
- Coordinating EMS resources.
- Requesting additional EMS assets as necessary.

*See FA 1 – Emergency Services and the County EOP, ESF 8 – Health and Medical for more details.*

#### 3.2.3.9 Search and Rescue

**Primary Agency:** County Sheriff's Office, Yachats Rural Fire Protection District

**Supporting Agencies:** Mutual aid partners

**State Agencies:** Office of Emergency Management, Office of State Fire Marshal

**Federal Agencies:** Department of Defense, Department of Homeland Security, Department of Interior

Responsibilities related to search and rescue include:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Performing specialized rescue (e.g., water, high-angle, structural collapse), as needed and practical.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel and/or volunteers.

*See FA 1 – Emergency Services and the County EOP, ESF 9 – Search and Rescue for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.10 Hazardous Materials

##### Hazardous Materials Response

**Primary Agency:** Yachats Rural Fire Protection District (initial response)

**Supporting Agencies:** Office of State Fire Marshal Team No. 5

**State Agencies:** Department of Environmental Quality

**Federal Agencies:** Department of Homeland Security, Environmental Protection Agency

Responsibilities related to oil and hazardous materials include:

- Conducting oil and hazardous materials response (chemical, biological, etc.).
- Providing remote consultation, as needed.
- Assessing the potential health effects of a hazardous materials release.
- Identifying the needs for hazardous materials incident support from regional and State agencies.
- Recommending protective actions related to hazardous materials.
- Conducting environmental short- and long-term cleanup.

##### Radiological Protection

**Primary Agency:** Oregon Health Authority, Radiation Protection Services

**Supporting Agencies:** Oregon State Fire Marshal Regional Hazardous Materials Team No. 5)

**State Agencies:** Department of Energy

**Federal Agencies:** Department of Homeland Security, Environmental Protection Agency

Responsibilities related to radiological protection include:

- Providing a localized radiological monitoring and reporting network, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or federal government.

### 3. Roles and Responsibilities

- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

*See FA 1 – Emergency Services and the County EOP, ESF 10 – Hazardous Materials for more details.*

#### 3.2.3.11 Food and Water

**Primary Agency:** City Administration

**Supporting Agencies:** City Public Works

**State Agencies:** Department of Agriculture, Oregon Health Authority

**Federal Agency:** Department of Homeland Security

Responsibilities related to food and water include:

- Assessing food and water needs for the community.
- Identifying food and water resources.
- Storing food and water resources.
- Monitoring the collection and sorting of all food and water supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food and water resources to the community.

*See FA 2 – Human Services and the County EOP, ESF 11 – Food and Water for more details.*

#### 3.2.3.12 Energy

**Primary Agency:** Central Lincoln Public Utility District, City Administration

**Supporting Agencies:** Public Works Department, local utility providers

**State Agencies:** Department of Energy, Public Utility Commission

**Federal Agency:** Department of Energy

Responsibilities related to energy include:

- Coordinating with local utilities to restore and repair damaged infrastructure and accompanying systems.
- Coordinating with local utilities to reduce the risk of physical or cyber-attack on lifeline utility systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

### 3. Roles and Responsibilities

*See FA 3 – Infrastructure Services and the County EOP, ESF 12 – Energy for more details.*

#### 3.2.3.13 Military Support

**Primary Agency:** Lincoln County Sheriff's Office or Oregon State Police

**Supporting Agencies:** County Emergency Management

**State Agency:** Oregon Military Department

**Federal Agency:** Department of Defense

Responsibilities related to military support include:

- Working with the Oregon Military Department when it is necessary for them to:
  - Coordinate, employ, and control Oregon National Guard forces and military resources to assist civil authorities with the protection of life and property, and to maintain peace, order, and public safety.
  - Mobilize and stage personnel and/or volunteers and equipment to restore/ preserve law and order and provide support to other ESFs respectively as directed by the State ECC and within Oregon National Guard capabilities.
- Coordinate with the active federal military to ensure mutual support during federal disaster relief operations.

*See FA 1 – Emergency Services and the County EOP, ESF 13 – Military Support for more information.*

#### 3.2.3.14 Public Information

**Primary Agency:** City Administration

**Supporting Agencies:** County Emergency Management

**State Agency:** Office of Emergency Management

**Federal Agency:** Department of Homeland Security

Responsibilities related to public information include:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Coordinating with other agencies to ensure consistency of education and emergency information.
- Arranging for media representatives to receive regular briefings on the City's status during extended emergency situations.

### 3. Roles and Responsibilities

- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.
- Being aware of non-English-speaking and/or bilingual population centers within the City and County and preparing training and news releases accordingly.
- Monitoring the media and correcting misinformation.
- Overseeing and providing information to call-takers who receive requests for assistance from the public.

*See FA 1 – Emergency Services and the County EOP, ESF 14 – Public Information for more details.*

#### 3.2.3.15 Volunteer and Donations Management

**Primary Agency:** City Administration

**Supporting Agencies:** Yachats Rural Fire Protection District, local volunteer organizations

**State Agency:** Office of Emergency Management

**Federal Agency:** None

Responsibilities related to volunteers and donations management include:

- Coordinating the identification and vetting of volunteer resources.
- Matching volunteer resources and donations with the unmet needs of the community.
- Maintaining a donations management system to ensure the effective utilization of donated cash, goods, and services.
- Providing guidance to personnel and/or volunteers coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers.
- Directing unaffiliated volunteers to and coordinating with government-sponsored/organized volunteer organizations such as Community Emergency Response Team (CERTs), Red Cross, Fire Corps, and/or Medical Reserve Corps, Volunteers in Police Services, and volunteers associated with the faith-based community in completing their assigned tasks.

*See ESF 15 – Volunteer and Donations Management for more details.*



### 3. Roles and Responsibilities

#### 3.2.3.16 Law Enforcement

**Primary Agency:** Lincoln County Sheriff's Office

**Supporting Agencies:** Mutual aid partners

**State Agencies:** Department of Justice, Oregon State Police

**Federal Agency:** Department of Justice

Responsibilities related to law enforcement include:

- Protecting life and property and preserving order.
- Providing law enforcement and criminal investigation.
- Providing traffic control, crowd control, and site security.
- Isolating damaged areas.
- Providing damage reconnaissance and reporting.

*See FA 1 – Emergency Services, and County ESF 16 – Law Enforcement for more information.*

#### 3.2.3.17 Agriculture and Animal Protection

**Primary Agency:** City Administration

**Supporting Agencies:** County Health and Human Services Department, County Sheriff's Office

**State Agency:** Department of Agriculture

**Federal Agency:** Department of Agriculture, Department of Interior

Responsibilities related to agriculture and animal protection include:

- Conducting animal and plant disease and pest response.
- Coordinating animal/veterinary/wildlife response during a disaster, including:
  - Capturing/rescuing animals that have escaped confinement or been displaced from their natural habitat.
  - Providing emergency care to injured animals.
  - Providing humane care, handling, and sheltering to animals (including service animals, pets, and livestock).
- Protecting the State's natural resources from the impacts of a disaster.

*See ESF 17 – Agriculture and Animal Protection for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.18 Business and Industry

**Primary Agency:** City Administration

**Supporting Agencies:** Yachats Chamber of Commerce

**State Agency:** Business Oregon

**Federal Agency:** Small Business Administration

Responsibilities related to business and industry include:

- Coordinating with business and industry partners to facilitate private-sector support to response and recovery operations.
- Identifying short-term recovery assistance to business and industry partners.
- Facilitating communication between business and industry partners and the local, tribal, and state emergency management organizations.
- Providing economic damage assessments for impacted areas.

*See ESF 18 – Business and Industry for more details.*

#### 3.2.3.19 Recovery

**Primary Agency:** City Administration

**Supporting Agencies:** All City personnel and/or volunteers

**State Agency:** OEM

**Federal Agencies:** FEMA, U.S. Department of Commerce, U.S. Department of Health and Human Services, U.S. Department of Housing and Urban Development, U.S. Army Corps of Engineers, U.S. Department of Interior

Recovery-related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private- and governmental-sector emergency recovery efforts.
- Participating with County and State partners to conduct damage assessments; identifying and facilitating availability and use of recovery funding.
- Accessing recovery and mitigation grant and insurance programs; providing outreach, public education, and community involvement in recovery planning.
- Coordinating logistics management and resource support, and providing assistance as needed.
- Locating, purchasing, and coordinating delivery of resources necessary during or after an incident in the City.

### 3. Roles and Responsibilities

- Ensuring accurate documentation of the recovery effort to secure federal reimbursement of funds.

*See FA 4 – Community Recovery for more information.*

#### 3.2.3.20 Evacuation and Population Protection

**Primary Agency:** Lincoln County Sheriff's Office

**Supporting Agencies:** Yachats Rural Fire Protection District, Public Works Department

**State Agencies:** Oregon State Police, OEM

**Federal Agency:** None

Responsibilities related to evacuation and population protection include:

- Defining responsibilities of City departments and private-sector groups.
- Identifying high-hazard areas and corresponding numbers of potential evacuees.
- Coordinating evacuation planning, including:
  - Movement control
  - Health and medical requirements
  - Transportation needs
  - Emergency Public Information materials
  - Shelter and reception location
- Developing procedures for sheltering in place.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Assisting with control and safety measures in the evacuated area and reassigning personnel and/or volunteers during the evacuation period.
- Conducting evacuation in accordance with City policy.
- If an evacuation is instituted, notifying the Red Cross (1-888-680-1455).

*See FA 1 – Emergency Services for more details.*

### 3. Roles and Responsibilities

#### 3.2.3.21 Damage Assessment

**Primary Agency:** Public Works Department

**Supporting Agencies:** County Building Department

**State Agency:** Office of Emergency Management

**Federal Agency:** None

Responsibilities related to damage assessment include:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the ECC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Evaluating the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

*See FA 4 – Recovery Strategy for more details.*

#### 3.2.3.22 Legal Services

**Primary Agency:** City Attorney

**Supporting Agencies:** County Legal Counsel

**State Agency:** None

**Federal Agency:** None

Responsibilities related to legal services include:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Implement wage, price, and rent controls
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress
  - Limit or restrict use of water or other utilities
  - Remove debris from publicly- or privately-owned property

### 3. Roles and Responsibilities

- Reviewing and advising City officials in determining how the City can pursue critical objectives while minimizing potential exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising City officials and personnel regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County or City government in disaster events.

#### 3.2.2.23 Coordination with Special Facilities

**Primary Agency:** Yachats Rural Fire Protection District

**Supporting Agencies:** All City personnel and/or volunteers, as requested

**State Agency:** None

**Federal Agency:** None

Responsibilities related to coordination with special facilities (e.g., schools, care facilities, churches) include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, volunteer agencies, and community partners.
- Encouraging staff preparedness by participating in planning, training, and exercises.
- Educating staff, students, clients, etc. on facility emergency plans and procedures and the need for individual and/or family emergency planning.
- Preparing and maintaining emergency plans and SOPs.

#### 3.2.3.24 Other Agency Responsibilities

Other City personnel and/or volunteers not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the City Manager.

### 3.3 Local and Regional Response Partners

The City's emergency organization is supported by a number of outside organizations, including the County, service organizations, and the private sector.

### 3. Roles and Responsibilities

#### 3.3.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. First, they must provide for the welfare and protection of their employees in the workplace. In addition, the City and County must work seamlessly with businesses that provide water, power, communication networks, transportation, medical care, security, and numerous other services upon which both response and recovery are particularly dependent. Essential private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities.
- Collaborating with emergency management personnel and/or volunteers before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

#### 3.3.2 Nongovernmental and Faith-Based Organizations

Nongovernmental and faith-based organizations play enormously important roles before, during, and after an incident. In the City, nongovernmental/faith-based organizations such as the Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. Nongovernmental and faith-based organizations also collaborate with responders, governments at all levels, and other agencies and organizations.

The roles of nongovernmental and faith-based organizations in an emergency may include:

- Training and managing volunteer resources.
- Identifying shelter locations and needed supplies.

### 3. Roles and Responsibilities

- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food, shelter, and assistance with post-emergency cleanup.
- Identifying those whose needs have not been met and helping to coordinate assistance.

#### 3.3.3 Individuals and Households

Although not formally a part of the City's emergency operations, individuals and households play an important role in the overall emergency management strategy. Community members can contribute by:

- Reducing hazards in their homes.
- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.
- Encouraging children to participate in preparedness activities.

### 3.4 County Response Partners

The County Manager has been appointed under the authority of the Board of County Commissioners. The County Manager is responsible for developing a countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

*See the County Emergency Operations Plan for details on the County's emergency management organization and detailed roles and responsibilities for County departments.*

### 3.5 State Response Partners

Under the provisions of ORS 401.035, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The administrator of OEM is delegated authority by ORS 401.052 to 401.092 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting ESFs is assigned by the Governor to the department

### 3. Roles and Responsibilities

best suited to carry out each function applicable to the emergency situation. Some State agencies may call upon their federal counterparts to provide additional support and resources following established procedures and policies for each agency.

*See the State of Oregon Emergency Operations Plan for details on the State's emergency management organization and detailed roles and responsibilities for State departments.*

#### 3.6 Federal Response Partners

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the Oregon Emergency Management Plan and, if necessary, the NRF.

*See the National Response Framework for details on the federal government's emergency management organization and detailed roles and responsibilities for federal departments.*



# 4

## Chapter 4

# Concept of Operations

## 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, police services, and the public works department. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of the City and emergency response personnel and/or volunteers.

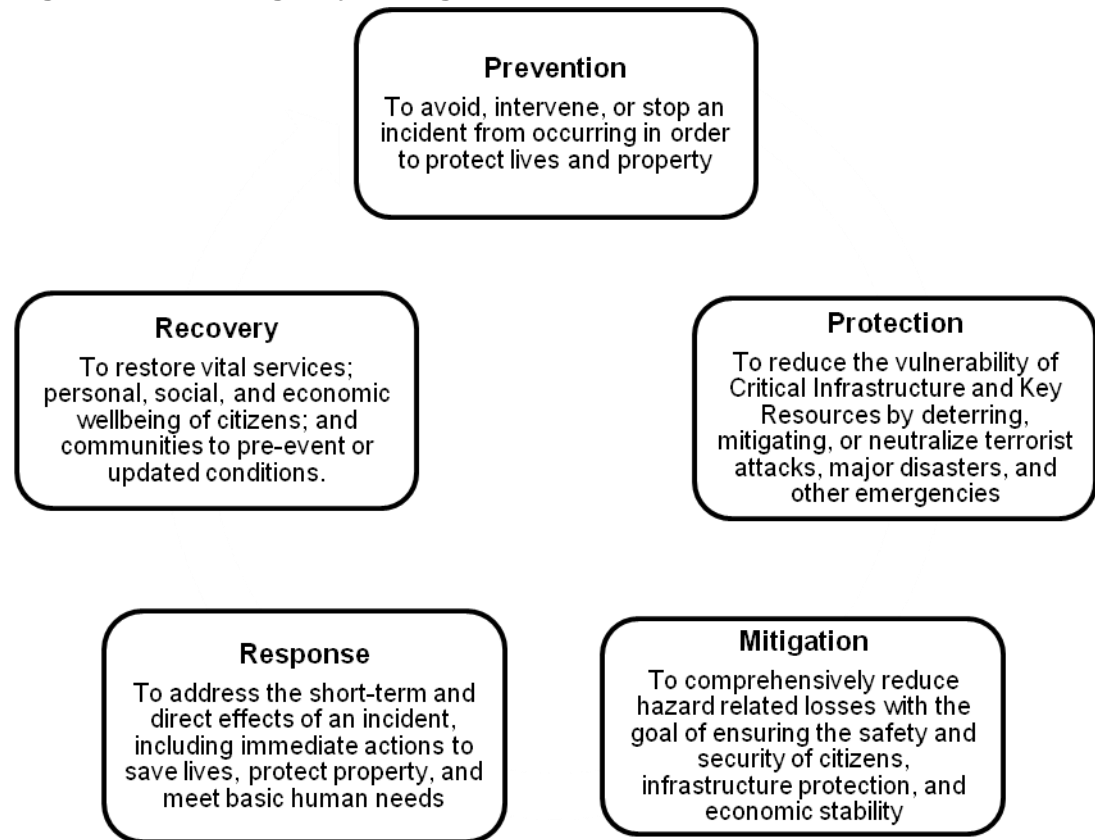
The City is responsible for emergency management and protecting life and property of citizens within this jurisdiction. This EOP will be used when the City or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where City resources are limited and/or have been expended.

## 4.2 Emergency Management Mission Areas

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

## 4. Concept of Operations

Figure 4-1 Emergency Management Mission Areas



## 4.3 Response and Recovery Priorities

### 4.3.1 Response

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

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

### 4.3.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the City. This EOP is not a recovery plan; however,

## 4. Concept of Operations

the City recognizes that response and recovery activities often take place concurrently until the life safety and emergency protective actions are completed.

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

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

### 4.4 Incident Levels

Incident levels assist local, County, and State response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations within the City will not always fit neatly into these levels, and any incident has the potential to intensify or expand to a higher level. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents.

#### 4.4.1 Level 1

A Level 1 incident is a minor and localized incident that is quickly resolved within existing City resources or limited outside help. A Level 1 incident has little or no impact on personnel and/or volunteers or normal operations outside the locally affected area. Level 1 incidents do not require activation of this EOP or the ECC. Impacted emergency response personnel and/or volunteers coordinate directly with their individual departments and each other to resolve the incident.

Examples of Level 1 incidents include small chemical spills, small fires, limited duration power failure, and normal fire and police response requests.

#### 4.4.2 Level 2

A Level 2 incident is a major event or threat that requires response by more than one department/response agency due to special or unusual characteristics, or is beyond the scope of available local resources. Level 2 incidents may require partial implementation of this EOP and the ECC.

Examples of Level 2 incidents include large or multiple structure fires, structural collapse, significant hazardous materials release, extended power or utility outage, severe flooding, multi-fatality incidents, or any external emergency that may affect City response agencies or operations.

## 4. Concept of Operations

### 4.4.3 Level 3

A Level 3 incident is a major disaster or imminent threat involving the coordinated response of local, regional, State, and federal resources to save lives and protect the property of a large portion of the population. The effects of the emergency are wide-ranging and complex and may require the sheltering or relocation of the affected population. Under such conditions, this EOP will be implemented and the ECC will be activated.

Examples of Level 3 incidents include major explosion, major hazardous materials release, major earthquake, or a terrorism incident.

### 4.4.4 NIMS Incident Levels

While the City uses incident levels that are consistent with the County and State EOPs, incident types at the federal level are based on the five levels of complexity that ascend from relatively minor incidents (Type 5, e.g., vehicle fire) to a major disaster (Type 1) resulting in high impact on the City and requiring national response resources (source: U.S. Fire Administration).

During an incident,

- Where federal agencies are involved in response and recovery operations (Type 3), or
- Where national resources are impacted (such as waters of the U.S.), requiring response from federal agencies

Incident levels identified in this EOP will transition to the NIMS incident levels. Refer to Table 4-1 for further information on NIMS incident levels.

## 4. Concept of Operations

Table 4-1 NIMS Incident Levels	
Type 5	<ul style="list-style-type: none"> <li>The incident can be handled with one or two single resources with up to six personnel and/or volunteers.</li> <li>Command and General Staff positions (other than the Incident Commander) are not activated.</li> <li>No written Incident Action Plan (IAP) is required.</li> <li>The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>Examples include a vehicle fire, an injured person, or a police traffic stop.</li> </ul>
Type 4	<ul style="list-style-type: none"> <li>Command and General Staff functions are activated only if needed.</li> <li>Several resources are required to mitigate the incident.</li> <li>The incident is usually limited to one operational period in the control phase.</li> <li>The agency administrator may have briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>No written IAP is required, but a documented operational briefing will be completed for all incoming resources.</li> <li>The agency administrator develops operational plans, including objectives and priorities.</li> </ul>
Type 3	<ul style="list-style-type: none"> <li>When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident.</li> <li>Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions.</li> <li>A Type 3 Incident Management Team or Incident Command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team.</li> <li>The incident may extend into multiple operational periods.</li> <li>A written IAP may be required for each operational period.</li> </ul>

**4. Concept of Operations**

<b>Table 4-1 NIMS Incident Levels</b>	
<b>Type 2</b>	<ul style="list-style-type: none"> <li>The incident extends beyond the capabilities for local control and is expected to extend into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the Operations, Command, and General Staffing.</li> <li>Most or all of the Command and General Staff positions are filled.</li> <li>A written IAP is required for each operational period.</li> <li>Many of the functional units are needed and staffed.</li> <li>Operations personnel and/or volunteers normally do not exceed 200 per operational period, and total incident personnel and/or volunteers do not exceed 500 (guidelines only).</li> <li>The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.</li> </ul>
<b>Type 1</b>	<ul style="list-style-type: none"> <li>A Type 1 incident is the most complex, requiring national resources to safely and effectively manage and operate.</li> <li>All Command and General Staff positions are activated.</li> <li>Operations personnel and/or volunteers often exceed 500 per operational period, and total personnel and/or volunteers will usually exceed 1,000.</li> <li>Branches need to be established.</li> <li>The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>Use of resource advisors at the incident base is recommended.</li> <li>There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> </ul>

**4.5 Incident Management****4.5.1 Activation**

When an emergency situation arises, and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the City Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. In addition, the Emergency Preparedness Committee, under the direction of the City Manager may partially or fully activate and staff the City ECC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required in order to implement the EOP or activate the ECC. Upon notification that the ECC has been activated and/or an emergency has been

## 4. Concept of Operations

declared, all involved City emergency services will implement their respective plans and procedures, and provide the ECC Director with the following information:

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

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

### 4.5.2 Alert and Warning

Warnings, emergency information and notifications, or disaster reports received by City personnel and/or volunteers will be relayed to the City Manager and the Lincoln County Sheriff's Office. City response personnel and/or volunteers will communicate and receive notifications using traditional communications technology such as landline and cellular telephones, faxes, pagers, internet/e-mail, and radio throughout the duration of response activities as long as these resources are available. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency. External partners will be notified and coordinated through the City ECC as appropriate. *See FA 1 – Emergency Services for more details.*

### 4.5.3 Communications

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

Through the County, a public warning and broadcast system has been established for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster.

## 4. Concept of Operations

*See FA 1 – Emergency Services for detailed information regarding how communication systems are accessed, managed, and operated throughout an emergency's duration.*

### 4.5.3.1 Interoperability

City departments have the ability to operate and communicate effectively together and with the County through the use of systems, personnel and/or volunteers, and equipment. It recognizes that successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies through interoperable and redundant equipment. Public Works currently only has cell phones to communicate.

### 4.5.4 Situational Awareness and Intelligence Gathering

Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received by an outside agency). Situational awareness is the ongoing process of collecting, analyzing, and sharing information across agencies, intergovernmental levels, and the private sector. Intelligence gathering is the collecting of security and operational information, such as severe weather forecasts from the National Weather Service. Intelligence gathering may also be used to detect, prevent, apprehend, and prosecute criminals planning terrorist incidents.

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

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

If activated, the ECC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the Sheriff's Office will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.



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### 4.5.5 Resource Management

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

- Deploy resources according to the City's response and recovery priorities.
- Distribute resources so that the most benefit is provided for the amount of resources expended.
- Coordinate citizen appeals for assistance through the PIO at the ECC or Joint Information Center (JIC). Use local media to provide citizens with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources.
- When all local resources are committed or expended, issue a request to the County for County, State, and federal resources through an emergency declaration.

#### 4.5.5.1 Resource Typing

Resource typing is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. The City has implemented resource typing. Should resource typing be implemented, response personnel and/or volunteers and support staff will train and exercise using resource typing lists to become familiar with the standard terminology for commonly requested resources.

#### 4.5.5.2 Credentialing of Personnel and/or volunteers

The City has implemented a formalized credentialing program including the Emergency Coordination Program list in the ECC. Each department has identified the individual requirements required for emergency response and maintains a list of completed trainings and programs.

#### 4.5.5.3 Volunteer and Donations Management

Volunteer and donations management planning ensures the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support events and incidents. Technical assistance for

## 4. Concept of Operations

implementing NIMS/ICS volunteer and donations management procedures is available from OEM.

When the ECC is activated and an emergency has not been declared, volunteer services and donated goods will be managed through the City ECC, with support from volunteer organizations such as the Red Cross and Salvation Army. If the incident escalates and requires a declaration of an emergency, then the ECC will coordinate volunteer and donations management support with the County.

### 4.5.6 Access and Functional Needs Populations

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

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

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

Persons with access and functional needs within the City have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, the Emergency Preparedness Committee will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

*See FA 2 – Human Services for additional information on Access and Functional Needs Populations.*

### 4.5.7 Children and Disasters

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

## 4. Concept of Operations

Individuals with children have the primary responsibility for minimizing the impact of disasters on themselves and their children through personal preparedness activities. To the greatest extent possible, the Emergency Preparedness Committee will assist in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services.

### 4.5.8 Animals in Disaster

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

### 4.5.9 Demobilization

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

The following issues will be considered when demobilizing:

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

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

### 4.5.10 Transition to Recovery

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

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

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

*See FA 4 – Recovery Strategy for more details.*

# 5

## Command and Control

### 5.1 General

The ultimate responsibility for command and control of City departments and resources lies with the City Manager, unless otherwise delegated. City emergency operations, both on scene and in the City ECC, will be conducted in a manner consistent with NIMS, including use of ICS.

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

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Public Works Department, Rural Fire District), whose leaders will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene Incident Commander will notify the City Manager and request activation of the City ECC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with City, County, and State leads.

### 5.3 Emergency Coordination Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the City may activate the ECC and assign an ECC Director. The ECC and ECC Director support on-scene operations and coordinate City resources. The request will be submitted to the City Manager, who will determine whether to activate the City ECC and will assume, or designate, the role of ECC Director. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the City ECC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the City ECC to serve as part of the Unified Command or Multi-Agency Coordination Group, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing City services, and then only when a situation threatens to expand beyond the City's response capabilities.

## 5. Command and Control

Upon activation of the City ECC, the ECC Director is empowered to assume executive control over all departments, divisions, and offices of the City during a state of emergency. If appropriate, the on-scene Incident Commander or ECC Director may request the Mayor or City Manager declare a state of emergency.

### 5.4 Emergency Coordination Center

The Emergency Coordination Center (ECC) supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel and/or volunteers, and may also serve as a Multi-Agency Coordination Center, if needed. The ECC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the ECC may become the City seat of government for the duration of the crisis.

#### 5.4.1 Emergency Coordination Center Activation

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

- The ECC will be activated by the City Manager, who may assume or designate the role of ECC Director. While the on-scene Incident Commander retains tactical control of the incident, the ECC Director assumes responsibility for coordinating and prioritizing City resources in support of emergency operations.
- The ECC Director will determine the level of staffing required and will alert the appropriate personnel and/or volunteers, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, forces supplied through mutual aid agreements, and private contractors. County, State, and federal support will be requested if the situation dictates.
- Communications equipment in the ECC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordinate resources with the ECC.
- Department heads and organization leaders are responsible for assigned emergency functions, as outlined in FA 1 through FA 4.
- The ECC may, as appropriate, operate on a 24-hour basis.

## 5. Command and Control

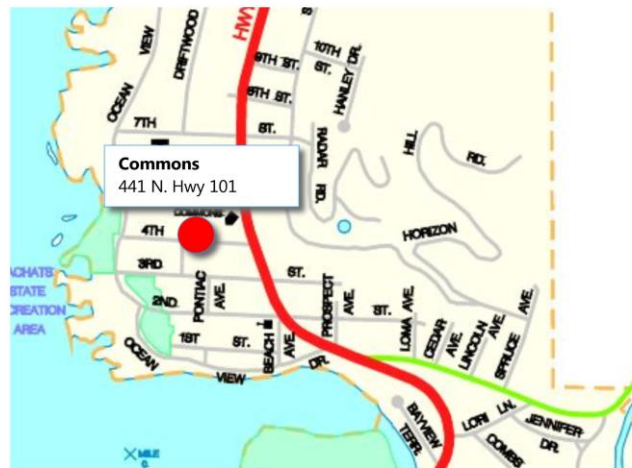
- The City Manager, or designee, will immediately notify the County Emergency Management office upon activation of the City ECC. Periodic updates will be issued to the County for the duration of City ECC activation.

*See Appendix B – Incident Action Planning Cycle for more information on the activities that occur during an operational period and the development of an Incident Action Plan.*

#### 5.4.2 Emergency Coordination Center Location

The **primary location** for the City ECC is the City Council Chambers in The Commons, 441 Hwy 101 N, Yachats, Oregon

### Figure 5-1 Primary ECC Location



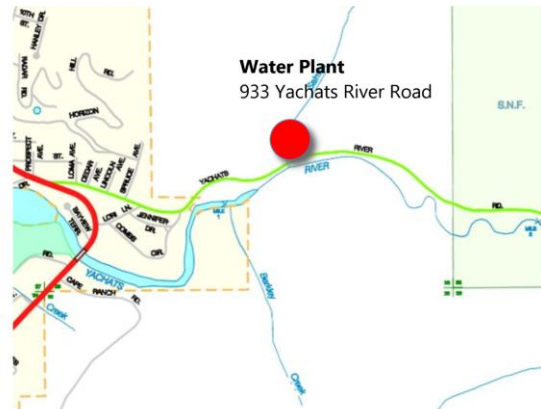
If necessary, the **alternate location** for the City ECC is in the City Wastewater Plant at 500 W. 7th, Yachats, Oregon



## 5. Command and Control

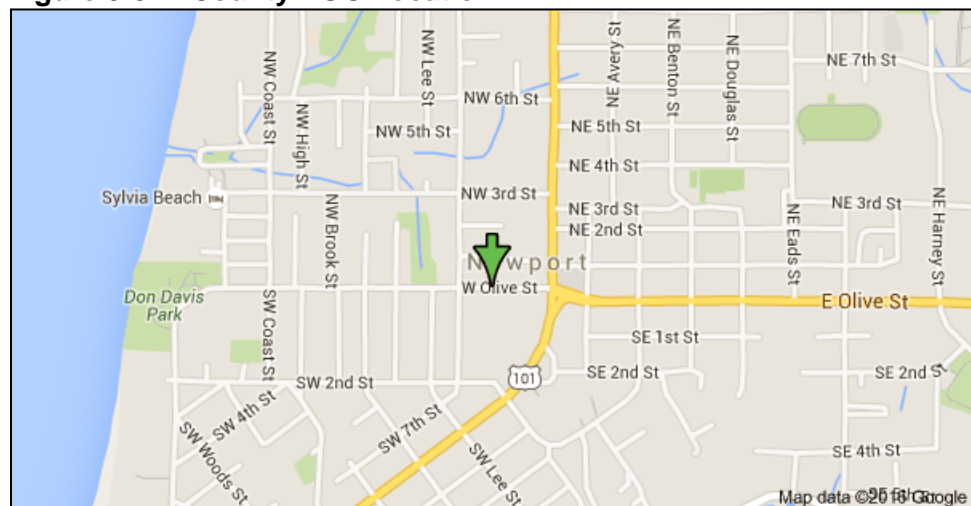
And may be City Water Plant at 933 Yachats River Road, if both City Hall and the City Wastewater Plant are unavailable.

### Figure 5-2 Alternate ECC Location



**The County EOC** is located in the Board of Commissioners Conference Room  
Lincoln County Courthouse, 225 West Olive Street, Newport, Oregon

**Figure 5-3 County EOC Location**



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



## 5. Command and Control

alternate facility. The ECC Director may request the use of the County EOC or County facilities from County Emergency Management.

### 5.4.3 Emergency Coordination Center Staffing

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

City departments involved in emergency response and personnel and/or volunteers assigned to Command and General Staff (if previously designated) are required to report to the ECC upon activation. Personnel and/or volunteers assigned to the ECC have the authority to make the decisions associated with their Command and General Staff positions.

Due to limited personnel and/or volunteers and resources available in the City, it is imperative that all primary and alternate ECC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall ECC operation efficiency.

### 5.4.4 Access and Security

During an emergency, access to the City ECC will be limited to designated emergency operations personnel and/or volunteers due to the large volume of incoming and outgoing sensitive information. The ECC Director may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel and/or volunteers who are authorized to be present, including the existing identification badge policy.

### 5.4.5 Deactivation

Each incident will be evaluated to determine the need for continued operation of the ECC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, ECC Director, and City Manager (if different than the ECC Director).

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

The City Manager has the final approval authority for activation and closure of the ECC. Once the decision has been made to limit hours/staff or close the ECC,

## 5. Command and Control

notification must be disseminated to the same agencies that were notified it was activated. If necessary, the ECC may also be re-opened (see activation procedures in Section 5.4.1) and emergency operations re-initiated at any time. As with initial activation, re-activation of the ECC would occur at the direction of the City Manager, or designee.

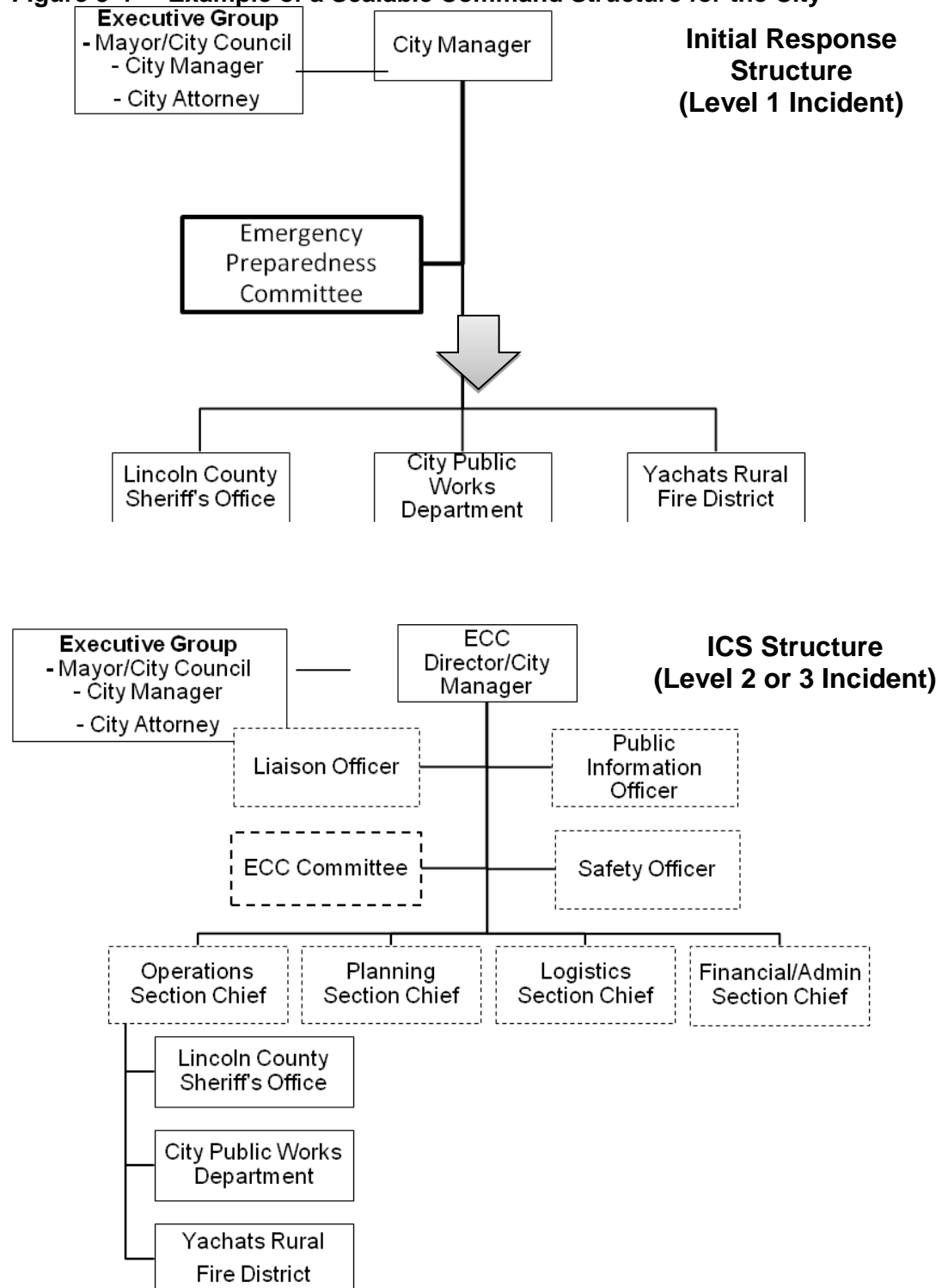
### 5.5 Incident Command System

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The City will utilize ICS to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures (Figure 5-4).

The City ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel and/or volunteers from any emergency service agency, including personnel and/or volunteers from a variety of disciplines. The City ICS structure can also be utilized for lower level emergencies such as a minor incident involving a single emergency response agency (Level 1). The City has established an EMO, supporting ECC activation and ICS operational procedures, and position checklists. Copies of these checklists are available in the EOC.

## 5. Command and Control

Figure 5-4 Example of a Scalable Command Structure for the City



**5. Command and Control****5.5.1 Emergency Coordination Center Director**

The ECC Director is responsible for operation of the ECC when it is activated and has overall responsibility for coordinating resources in support of emergency operations. In general, the ECC Director is responsible for:

- Maintaining ECC operations in accordance with the principles of ICS and NIMS.
- Approving and supporting implementation of an IAP.
- Coordinating activities supporting emergency operations.
- Approving release of information through the PIO.
- Performing the duties of the following Command Staff if no one is assigned to the position:
  - Safety Officer
  - PIO
  - Liaison Officer
- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the ECC Director may change to meet the needs of the incident.

**5.5.2 Emergency Coordination Center Command Staff****5.5.2.1 Safety Officer**

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

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

## 5. Command and Control

### 5.5.2.2 Public Information Officer

The PIO will coordinate and manage the City's public information network, including local, County, regional, and State agencies; political officials; and other emergency management stakeholders. The PIO's duties include:

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

### 5.5.2.3 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City ECC and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, public works/utility companies, and volunteer services such as the Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel and/or volunteers, capabilities, equipment, and facilities to the ECC Director, government officials, and stakeholders.

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

## 5.5.3 Emergency Coordination Center General Staff

### 5.5.3.1 Operations Section Chief

The Operations Section Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in

## 5. Command and Control

tactical operations. The following agencies and organizations are typically included in the Operations Section:

- **Fire Services** – emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- **Law Enforcement** – incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- **Public Health Officials** – contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- **Public Works** – incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.
- Private entities, companies, and nongovernmental organizations may also support the Operations Section. Examples of support these organizations may provide include:
  - Grass roots social media support for situational awareness, as well as identifying and connecting resources to citizens in need
  - Non-hazardous debris clearance collection and disposal

The Operations Chief is responsible for:

- Developing and coordinating tactical operations to carry out the IAP.
  - Managing field response activities
  - Directing implementation of unit operational plans
  - Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

### 5.5.3.2 Planning Section Chief

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

- Collecting and evaluating information, and distributing incident information through status summaries.
  - For terrorist incidents, liaise with the OTFC.

**5. Command and Control**

- Maintaining resource status.
- Preparing and disseminating the IAP, including developing alternatives for tactical operations.
- Conducting planning meetings.

**5.5.3.3 Logistics Section Chief**

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

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

**5.5.3.4 Finance/Administration**

The Finance/Administration Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the City's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance and Administration Chief is responsible for:

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

**5.5.4 Unified Command**

Unified Command allows all agencies with jurisdictional authority or functional responsibility for the incident to jointly provide management direction to an incident through a common set of incident objectives and strategies and a single IAP. Each participating agency maintains its individual authority, responsibility, and accountability.

## 5. Command and Control

Table 5-1 presents a comparison of a single Incident Commander and Unified Command.

<b>Table 5-1 Comparison of Single Incident Commander and Unified Commander</b>	
<b>Single Incident Commander</b>	<b>Unified Command</b>
<p>The Incident Commander is solely responsible (within the confines of his or her authority) for establishing incident objectives and strategies.</p> <p>The Incident Commander is directly responsible for ensuring that all functional areas activities are directed toward accomplishment of the strategy.</p>	<p>The individuals designated by their jurisdictional and organizational authorities (or by departments within a single jurisdiction) must jointly determine objectives, strategies, plans, resource allocations, and priorities and work together to execute integrated incident operations and maximize the use of assigned resources.</p>

*Source: ICS-300: Intermediate ICS for Expanding Incident Student Manual.*

### 5.5.5 Area Command

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

- Sets overall incident-related priorities:
  - De-conflicts incident management objectives with other ICS organizations and established policies.
  - Allocates critical resources according to incident-related priorities.
  - Identifies critical resource needs and reports them to the EOCs.
- Conducts oversight:
  - Ensures proper management and effective communications and provides for personnel and/or volunteers accountability and a safe operating environment.
  - Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

### 5.5.6 Multi-Agency Coordination

In the event that the City is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-



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**5. Command and Control**

Agency Coordination Group (MAC Group). Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups include “multiagency committees” and “emergency management committees.” A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

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# 6

## Plan Development, Maintenance, and Implementation

### 6.1 Plan Review and Maintenance

The EOP will be re-promulgated when a new senior elected or appointed official takes office or at a minimum of every five years to comply with State requirements. If awarded monies through the Emergency Management Performance Grant, this EOP will be reviewed every two years throughout the period of performance of the award. This review will be coordinated by the City Emergency Preparedness Committee and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

- Verify contact information.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in the plan to ensure their continued viability.

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

#### **Recommended changes should be forwarded to:**

Emergency Preparedness Committee  
PO Box 345 (441 Hwy 101 N)  
Yachats OR 97498

### 6.2 Training Program

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

The Emergency Preparedness Committee coordinates training for City personnel and/or volunteers and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the City (see minimum training requirements in

## 6. Plan Development, Maintenance and Implementation

Table 6-1). The Emergency Preparedness Committee maintains records and lists of training received by City personnel and/or volunteers. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff, as well as:

- EMS personnel and/or volunteers
- Firefighters
- Law enforcement personnel and/or volunteers
- Public works/utility personnel and/or volunteers
- Skilled support personnel and/or volunteers
- Other emergency management response personnel and/or volunteers
- Support/volunteer personnel and/or volunteers at all levels

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

### 6.3 Exercise Program

The City will conduct exercises throughout the year to test and evaluate this EOP. The City will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and federal government to

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

participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.

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

### **6.4 Event Critique and After Action Reporting**

To document and track lessons learned from exercises, the Emergency Preparedness Committee will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Preparedness Committee will also coordinate an AAR, which will describe the objectives of the exercise, document the results of the evaluation, and improve the City’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. The Emergency Preparedness Committee will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the City’s EMO.

### **6.5 Community Outreach and Preparedness Education**

The City will educate the public about threats, disasters, and what to do when an emergency occurs. The City maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the City’s overall readiness.

Information about the City’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found at City Hall.

### **6.6 Funding and Sustainment**

It is a priority of the City to fund and maintain an EMO that ensures the City’s ability to respond to and recover from disasters. The City Manager will work with City Council and community stakeholders to:

- Identify funding sources for emergency management programs, personnel and/or volunteers, and equipment.

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

- Ensure that the Council is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.



## **Sample Disaster Declaration Forms**

Appendix A. Declaration of State of Emergency

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## Appendix A. Declaration of State of Emergency

**DECLARATION OF STATE OF EMERGENCY**

To: *Insert name and title,*  
Lincoln County Emergency Management

From: *Insert name and title,*  
City of Yachats, Oregon

At *insert military time* on *insert month, day, year,* a/an *insert description of emergency incident or event type* occurred in the City of Yachats within the geographic boundaries of *insert geographic boundaries* threatening life and property. The current situation and conditions are:

Deaths: *insert number of deaths*

Injuries: *insert number of injuries*

Population at risk: *insert number of population at risk*

The current emergency conditions or threats are: *insert conditions or threats.*

An initial estimate of the damage and impacts is: *insert initial estimate.*

The following assistance is being requested: *insert specific information about the assistance being requested*

Actions that have been taken and resources that have been committed by the City of Yachats: *insert the current actions taken and resources that have been committed by the City.*

*I do hereby declare that a State of Emergency now exists in the City of Yachats and that the City of Yachats has expended or will shortly expend its necessary and available resources. I respectfully request that Lincoln County aid, consider the City of Yachats an "Emergency Area" as provided for in ORS 401, and, as appropriate, request support from State agencies and/or the federal government.*

Signed: \_\_\_\_\_

Title: *Insert Title*      Date & Time: *insert date and military time*

**Appendix A. Declaration of State of Emergency**

*This request may be passed to the County via radio, telephone, or fax. The original signed document must be sent to Lincoln County Emergency Management, with a copy placed in the final incident package.*

# B

## Incident Action Planning Cycle

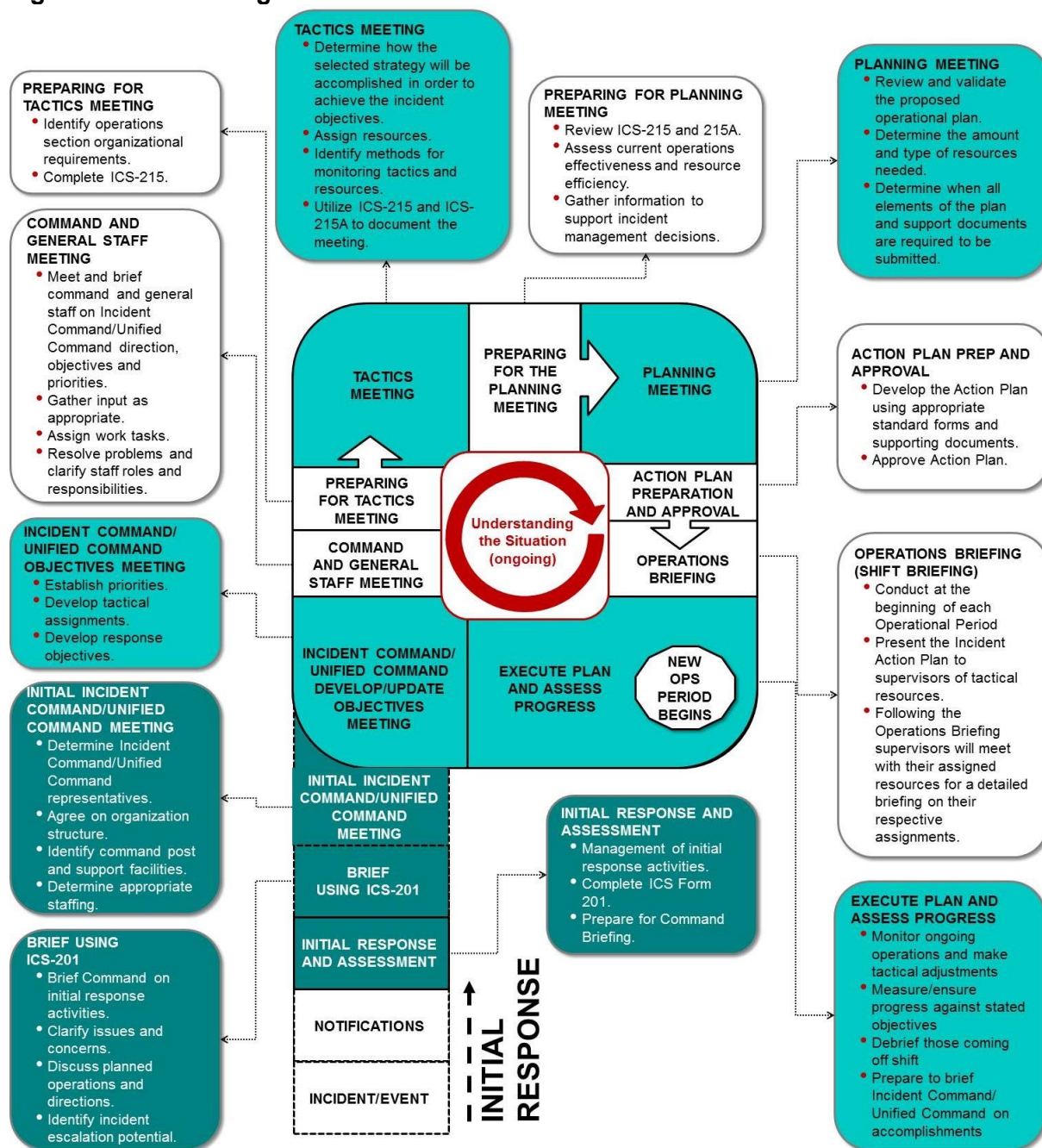
Appendix B. Incident Action Planning Cycle

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## Appendix B. Incident Action Planning Cycle

An Incident Action Plan is the vehicle by which Incident Command communicates their expectations and provides collaboration and participation among all levels of incident management. A complete Incident Action Plan facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning “P” in Figure D-1 is a guide to the process and steps involved in planning for an incident. The leg of the “P” describes the initial response period, whereas the top of the leg of the “P” is the beginning of the first operational planning period cycle.

Figure D-1 Planning “P”



## Appendix B. Incident Action Planning Cycle

An Incident Action Plan should be comprised of the items listed in Table D-1, along with pertinent information on each item.

<b>Table D-1 Incident Action Plan Components and Sequence of Assembly</b>				
<b>Order</b>	<b>FEMA-ICS Form</b>	<b>Title</b>	<b>Required</b>	<b>Prepared By</b>
1	200	Cover Sheet	Always	Planning Support Unit Leader
2	202	Incident Objectives	Always	Situation Unit Leader
3	205	Incident Radio Communications Plan	As the incident requires – Radio Use	Communications Unit Leader
4	205A	Incident Telephone Communications Plan	Always	Resource Unit Leader
5	207	Incident Organization Chart	Always	Resource Unit Leader
6		Incident Map	Always	Situation Unit Leader /GIS Unit
7	204	Assignment List	Always	Resource Unit Leader
8	220	Air Operations Summary	As the incident requires – Air Ops	Operations Section Chief/Air Operations Branch
9	206	Medical Plan	Always	Safety Officer
10	230	Meeting Schedule	Always	Situation Unit Leader
11	213	General Message	Optional	Any Message Originator
12	Other components as needed		Optional	Planning Support

*For more information, see FEMA's Incident Action Planning Guide, June 2012*

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Appendix B. Incident Action Planning Cycle



## References



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## Appendix C. References

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**State**

- State of Oregon Emergency Operations Plan, as revised November 2013. Accessed on 20 December 2013 at: [http://www.oregon.gov/OMD/OEM/Pages/plans\\_train/EOP.aspx](http://www.oregon.gov/OMD/OEM/Pages/plans_train/EOP.aspx)
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[https://www.oregonlegislature.gov/bills\\_laws/Pages/ORS.aspx](https://www.oregonlegislature.gov/bills_laws/Pages/ORS.aspx)
- Oregon Administrative Rules (OAR) 104: Oregon Military Department. Accessed on 20 December 2013 at:  
[http://arcweb.sos.state.or.us/pages/rules/oars\\_100/oar\\_104/104\\_tofc.html](http://arcweb.sos.state.or.us/pages/rules/oars_100/oar_104/104_tofc.html)

**County**

- Emergency Operations Plan
- Multi-Jurisdictional Natural Hazard Mitigation Plan
- Memoranda of Agreement / Understanding

**City**

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

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## Acronyms and Glossary

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## Acronyms

AAR	After-Action Report
ADA	Americans with Disabilities Act
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CERT	Community Emergency Response Teams
CIKR	Critical Infrastructure and Key Resources
City	City of Yachats
COOP	Continuity of Operations
CWPP	Community Wildfire Protection Plan
DSHS	Department of Social and Health Services
EAS	National Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FEMA	Federal Emergency Management Agency
GIS	Geographical Information System
HazMat	Hazardous Materials
HOSCAP	Oregon Hospital Capacity website system
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IDA	initial damage assessment
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration



NRF	National Response Framework
ODOT	Oregon Department of Transportation
OEM	Office of Emergency Management
OERS	Oregon Emergency Response System
ORS	Oregon Revised Statutes
OSFM	Oregon State Fire Marshal
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
PPD-8	Presidential Policy Directive 8, National Preparedness
SOP	Standard Operating Procedure
State	State of Oregon
TITAN	Oregon Terrorism Information Threat Assessment Network
USDA	United States Department of Agriculture
VA	Veterans Administration
VOIP	Voice-Over Internet Protocol
WMD	Weapons of Mass Destruction

## Glossary of Key Terms

**Accessible:** Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

**Acquisition Procedures:** A process used to obtain resources to support operational requirements.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

**Agency Administrator/Executive:** The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.

**Agency Dispatch:** The agency or jurisdictional facility from which resources are sent to incidents.

**Agency Representative:** A person assigned by a primary, assisting, or cooperating Federal, State, tribal, or local government agency, or nongovernmental or private organization, that has been delegated authority to make decisions affecting that agency's or organization's participation in incident management activities following appropriate consultation with the leadership of that agency.

**All-Hazards:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

**Allocated Resource:** Resource dispatched to an incident.

**Area Command:** An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

**Assessment:** The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

**Assigned Resource:** Resource checked in and assigned work tasks on an incident.

**Assignment:** Task given to a personnel and/or volunteers resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

**Assistant:** Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to Unit Leaders.

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

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

**Badging:** The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the Section Chief and the Division or Group in the Operations Section, and between the Section and Units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

**Cache:** A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

**Camp:** A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel and/or volunteers.

**Categorizing Resources:** The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

**Certifying Personnel and/or volunteers:** The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

**Chain of Command:** The orderly line of authority within the ranks of the incident management organization.

**Check-In:** The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

**Chief:** The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics,

Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

**Command Staff:** The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

**Common Operating Picture:** An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

**Common Terminology:** Normally used words and phrases-avoiding the use of different words/phrases for same concepts-to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications:** The process of transmission of information through verbal, written, or symbolic means.

**Communications/Dispatch Center:** Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel and/or volunteers. The center can serve as a primary coordination and support element of the Multiagency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

**Complex:** Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

**Comprehensive Preparedness Guide 101:** A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

**Continuity of Government:** A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

**Continuity of Operations:** An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

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

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

**Corrective Actions:** The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

**Credentialing:** The authentication and verification of the certification and identity of designated incident managers and emergency responders.

**Critical Infrastructure:** Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the Incident Commander prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

**Demobilization:** The orderly, safe, and efficient return of an incident resource to its original location and status.

**Department Operations Center (DOC):** An Emergency Operations Center (EOC) specific to a single department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

**Deputy:** A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or to perform a specific task. In some cases a deputy can act as relief for a superior, and therefore must be fully qualified in the position. Deputies generally can be assigned to the Incident Commander, General Staff, and Branch Directors.

**Director:** The Incident Command System title for individuals responsible for supervision of a Branch.

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

**Division:** The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

**Emergency:** Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect

property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

**Emergency Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

**Emergency Management/Response Personnel and/or volunteers:** Includes Federal, State, territorial, tribal, “substate regional”, and local governments, nongovernmental organizations, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

**Emergency Operations Center/Emergency Coordination Center (EOC/ECC):** The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC/ECC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs/ECCs may be organized by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., Federal, State, regional, tribal, city, county), or by some combination thereof.

**Emergency Operations Plan:** An ongoing plan for responding to a wide variety of potential hazards.

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

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

**Event:** See Planned Event.

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

**Field Operations Guide:** Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

**Finance/Administration Section:** The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

**Function:** The five major activities in the Incident Command System: Command, Operations, Planning, Logistics, and Finance/Administration. A sixth function, Intelligence/Investigations, may be established, if required, to meet incident

management needs. The term function is also used when describing the activity involved (e.g., the planning function).

**General Staff:** A group of incident management personnel and/or volunteers organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

**Group:** An organizational subdivision established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. See Division.

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

**Incident:** An occurrence, natural or manmade, that requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

**Incident Action Plan:** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods.

**Incident Base:** The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Incident Base.

**Incident Command:** The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

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

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel and/or volunteers, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Management:** The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

**Incident Management Team (IMT):** An Incident Commander and the appropriate Command and General Staff personnel and/or volunteers assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

**Incident Objectives:** Statements of guidance and direction needed to select appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

**Information Management:** The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

**Integrated Planning System:** A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

**Intelligence/Investigations:** An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as a public health event or fire with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.



**Interoperability:** Ability of systems, personnel and/or volunteers, and equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel and/or volunteers, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. Allows emergency management/response personnel and/or volunteers and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed, and when authorized.

**Job Aid:** Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

**Joint Field Office (JFO):** The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

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

**Joint Information System (JIS):** A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, local boundary lines) or functional (e.g., law enforcement, public health).

**Jurisdictional Agency:** The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

**Key Resource:** Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

**Letter of Expectation:** See Delegation of Authority.

**Liaison:** A form of communication for establishing and maintaining mutual understanding and cooperation.

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies or organizations.

**Local Government:** Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Logistics:** The process and procedure for providing resources and other services to support incident management.

**Logistics Section:** The Incident Command System Section responsible for providing facilities, services, and material support for the incident.

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

**Manager:** Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

**Mitigation:** Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

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

**Mobilization Guide:** Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

**Multiagency Coordination (MAC) Group:** A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

**Multiagency Coordination System (MACS):** A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel and/or volunteers, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

**Multijurisdictional Incident:** An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the Incident Command System, these incidents will be managed under Unified Command.

**Mutual Aid Agreement or Assistance Agreement:** Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel and/or volunteers, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

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

**National Essential Functions:** A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

**National Incident Management System:** A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework:** A guide to how the Nation conducts all-hazards response.

**Nongovernmental Organization (NGO):** An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-

based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting managers before, during, and after an emergency.

**Officer:** The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12 to 24 hours.

**Operations Section:** The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

**Organization:** Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

**Personal Responsibility:** The obligation to be accountable for one's actions.

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

**Plain Language:** Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management System, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

**Planned Event:** A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

**Planning Meeting:** A meeting held as needed before and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the Planning Meeting is a major element in the development of the Incident Action Plan.

**Planning Section:** The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Portability:** An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies

among emergency management/response personnel and/or volunteers will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

**Pre-Positioned Resource:** A resource moved to an area near the expected incident site in response to anticipated resource needs.

**Preparedness:** A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel and/or volunteers qualification and certification; and equipment certification.

**Preparedness Organization:** An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, Critical Infrastructure Sector Coordinating Councils).

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Primary Mission Essential Functions:** Government functions that must be performed in order to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

**Private Sector:** Organizations and individuals that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

**Protocol:** A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the

public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

**Publications Management:** Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

**Recovery:** The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post incident reporting; and development of initiatives to mitigate the effects of future incidents.

**Recovery Plan:** A plan developed to restore an affected area or community.

**Reimbursement:** A mechanism to recoup funds expended for incident-specific activities.

**Resource Management:** A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes mutual aid agreements and assistance agreements; the use of special Federal, State, tribal, and local teams; and resource mobilization protocols.

**Resource Tracking:** A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and/or volunteers and their associated organizations.

**Resources:** Personnel and/or volunteers and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an Emergency Operations Center.

**Response:** Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations

aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

**Retrograde:** To return resources back to their original location.

**Safety Officer:** A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel and/or volunteers.

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

**Single Resource:** An individual, a piece of equipment and its personnel and/or volunteers complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

**Situation Report:** Confirmed or verified information regarding the specific details relating to an incident.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

**Special Needs Population:** A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

**Staging Area:** Temporary location for available resources. A Staging Area can be any location in which personnel and/or volunteers, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

**Standard Operating Guidelines:** A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

**Standard Operating Procedure:** A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam,

American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Status Report:** Information specifically related to the status of resources (e.g., the availability or assignment of resources).

**Strategy:** The general plan or direction selected to accomplish incident objectives.

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel and/or volunteers, common communications, and a leader.

**Substate Region:** A grouping of jurisdictions, counties, and/or localities within a State brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

**Supervisor:** The Incident Command System title for an individual responsible for a Division or Group.

**Supporting Agency:** An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

**Supporting Technology:** Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

**System:** Any combination of facilities, equipment, personnel and/or volunteers, processes, procedures, and communications integrated for a specific purpose.

**Tactics:** The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

**Task Force:** Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

**Technical Specialist:** Person with special skills that can be used anywhere within the Incident Command System organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

**Technology Standards:** Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

**Technology Support:** Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

**Terrorism:** As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical



infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

**Threat:** Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

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

**Tribal:** Referring to any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 Stat. 688) 43 U.S.C.A. and 1601 et seq., that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type:** An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

**Unified Approach:** The integration of resource management, communications and information management, and command and management in order to form an effective system.

**Unified Area Command:** Version of command established when incidents under an Area Command are multijurisdictional. See Area Command.

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

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

**Unit Leader:** The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel and/or volunteers providing a wide range of services. Some of the support positions are pre-established within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

**Unity of Command:** An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.

**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

**Volunteer:** For purposes of the National Incident Management System, any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.10

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