Eugene-Springfield Multi-Jurisdictional
EMERGENCY OPERATIONS PLAN

June 2019

City of Eugene
940 Willamette #200
Eugene, Oregon 97401

City of Springfield
225 Fifth Street
Springfield, Oregon 97477

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Eugene City Manager's Office

Letter of Promulgation

With this notice I am pleased to promulgate the basic plan component of the 2019 Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan for the City of Eugene. The Emergency Operations Plan is an all-hazard plan designed to address the city's response to larger community-wide disasters or emergencies.

The plan:

- Aligns with current practices of Emergency Management's resource coordination as outlined in the Robert T. Stafford Disaster and Emergency Assistance Act;
- Enables each city to improve their efforts to coordinate, collaborate, and support each other as outlined in the National Response Framework;
- Provides a framework to facilitate prevention, protection, mitigation, response, and recovery functions as outlined in the National Preparedness Goal; and
- Complies with the principles in the National Incident Management System (NIMS), and incorporates the principles set forth in the NIMS Incident Command System.

The Basic Plan is based on applicable laws, regulations, plans, and policies. It is designed to be implemented alone or in unison with other applicable State of Oregon and Lane County Emergency Management Plans.

This plan supersedes and rescinds all previous editions of the basic plan component of the Emergency Operations Plan. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this plan.

6/21/19

Jon R. Ruiz, Date

City Manager

CITY OF SPRINGFIELD, OREGON

SPRINGFIELD OREGON

CITY MANAGER'S OFFICE
CITY RECORDER
COMMUNICATIONS

225 FIFTH STREET
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Letter of Promulgation

With this notice, I am pleased to promulgate the Basic Plan component of the 2019 *Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan* for the City of Springfield. The Emergency Operations Plan is an all-hazard plan designed to address the city's response to larger community-wide emergencies or disasters.

The Emergency Operations Plan:

- Aligns with current practices of Emergency Management's resource coordination in as outlined in the Robert T. Stafford Disaster and Emergency Assistance Act;
- Enables each city to improve their efforts to coordinate, collaborate, and support each other as outlined in the National Response Framework;
- Provides a framework to facilitate prevention, protection, mitigation, response, and recovery functions as outlined in the National Preparedness Goal; and
- Complies with the principles in the National Incident Management System (NIMS), and incorporates the principles set forth in the NIMS Incident Command System (ICS).

The Basic Plan component is based on applicable laws, regulations, plans and policies. It is designed to be implemented alone or in unison with other applicable State of Oregon and Lane County Emergency Management Plans.

This plan supersedes and rescinds all previous editions of the Basic Plan component of the Emergency Operations Plan. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this plan.

Gino Grimaldi, City Manager

6/26/19
Date

Preface

The Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan (EOP) is an all-hazard plan that describes how the Cities of Eugene and Springfield would organize and respond to emergencies and disasters in their communities. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including the Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended), the National Response Framework Third Edition 2016, the National Preparedness Goal Second Edition 2015, National Disaster Recovery Framework Second Edition 2016, State of Oregon Emergency Operations Plan Volume III 2017, and the Lane County Emergency Operations Plan 2012. This plan is compliant with the National Incident Management System (NIMS) 2017 and incorporates the principles set forth in the Incident Command System (ICS). Collectively, these documents support the foundation for the Eugene-Springfield Multi-Jurisdictional EOP.

A primary responsibility of government is to respond to emergency or disaster conditions to maximize the safety of the public, minimize property damage, and mitigate environmental consequence. The goal of the Cities of Eugene and Springfield is to respond to emergencies and disasters in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the Cities of Eugene and Springfield are promulgating this plan and formally adopting the principles of NIMS, including ICS, the National Response Framework and the National Disaster Recovery Framework.

The EOP is designed to be flexible, adaptable, and scalable. It provides a framework for coordinated response and recovery activities during a large-scale emergency. It is intended to be used in conjunction with other internal documents that include Emergency Support Function Annexes, Support Annexes, Incident Annexes, Operational Annexes, and Recovery Support Function Annexes. The plan describes how various agencies and organizations in the Cities of Eugene and Springfield will coordinate resources and activities with our Federal, State, local, tribal, and private-sector partners.

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Letter of Promulgation

To all Recipients:

Promulgated herewith is the revised Emergency Operations Plan for the Cities of Eugene and Springfield, known as the Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan. This plan supersedes any previous plans. It provides a framework within which the Cities of Eugene and Springfield can plan and perform their respective emergency functions during a disaster or emergency.

This plan has been approved by both the City of Eugene and City of Springfield with promulgation documents on file with the respective Cities. It will be revised and updated as required. All recipients are requested to advise the Eugene and Springfield emergency managers 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.

If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this plan.

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Plan Administration

The Eugene and Springfield Emergency Managers will coordinate review, revision, and re-promulgation of this plan, as outlined in Chapter 6.

Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded (record maintained separately by the Eugene Emergency Manager). This process will ensure that the most recent version of the plan is disseminated to and implemented by emergency response personnel.

Plan Distribution List

Copies of this Emergency Operations Plan (EOP) will be provided to each City department, appropriate jurisdictions, agencies, and persons electronically. The distribution lists will be maintained separately by the Eugene and Springfield Emergency Managers. Updates will be provided electronically, when available. Recipients will be responsible for updating their departmental/agency copies when they receive changes. The Eugene Emergency Manager and Springfield Emergency Manager are ultimately responsible for dissemination of all plan updates to their respective Cities. Annexes and Appendices to the Basic Plan are considered and marked For Official Use Only (FOUO) and should not be distributed without prior approval from both Eugene and Springfield emergency management.

Emergency Operations Plan Review Assignments

A list of departments responsible for regular review of specific plan sections and annexes to ensure accuracy is maintained separately by the Eugene and Springfield Emergency Managers. Changes will be forwarded to the Eugene Emergency Manager for revision and dissemination of the updated EOP.

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Basic Plan

June 2019

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1 Introduction

1.1 General

The Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan (EOP) provides the structure and mechanism to respond to and recover from significant disasters or emergencies. Efficient response and recovery is supported by resource collaboration and operational coordination within and between the City of Eugene the City of Springfield, and Lane County. The EOP provides the framework for the Cities of Eugene and Springfield to augment their individual jurisdictional capabilities, while preserving their territorial authority.

Consistent with the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended, the National Response Framework (NRF), National Disaster Recovery Framework (NDRF), and the National Incident Management System (NIMS), this EOP can be partially or fully implemented in the context of a disaster or emergency as defined in City of Eugene Emergency Code 2.1055 and/or City of Springfield Municipal Code Chapter 2.804. Although no plan can anticipate all situations and conditions that may arise during an emergency, this plan attempts to provide the foundation and guidance to effectively manage and support response and recovery from a Citywide or multi-jurisdictional disaster or emergency. The Basic Plan and its attachments are intended to work as a framework or guideline; however, the Plan may not represent actual actions taken by the cities before, during or after a disaster due to the unpredictability and chaos associated with emergency and disaster response.

This plan describes resource collaboration utilizing multiple jurisdictions, government assets, and systems that are vulnerable to numerous natural and technological hazards. Because of the complexity and variability, a disaster or emergency could result in a Countywide or Statewide disruption of service(s) requiring varying levels of response and collaboration among varying stakeholders, response partners, and jurisdictions. Each response is based on the situation, information, and resources at the time of the disaster or emergency with the understanding that no plan can produce the perfect response. The Cities of Eugene and Springfield have developed this EOP and are making a significant effort to prepare their Cities to respond to disasters or emergencies. Each City is using the concepts and principles described in the NRF, NDRF, and NIMS to improve their response and recovery capabilities.

1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the premise that all aspects of a community are required to effectively prepare for, protect against, respond to, recover from, and mitigate against any disaster. This includes all emergency management partners, both traditional and nontraditional, such as volunteer, faith-based, and community-based organizations; the private sector; and the public.

Every person who lives or works in the Eugene-Springfield Metro Area shares responsibility for minimizing the effects and of disasters on the community.

These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking steps to mitigate the effect of anticipated hazards, and preparations for personal and family safety and self-sufficiency.

To the extent possible, the Cities may assist residents by providing preparedness information and basic training through community outreach. To some extent the Cities are relying on knowledgeable and prepared community members making a significant contribution toward their personal survival and community resiliency.

1.1.2 Access and Functional Needs Populations

The Cities of Eugene and Springfield recognize that throughout all mission areas and phases of emergency management, the government must consider the needs of the whole community. When considering those with access and functional needs and others who are at risk, emergency management planning considers effective preparedness outreach to these populations hoping to increase their survival and self-reliance.

These members of the community may have needs before, during, and after a disaster or emergency in access and functional areas, including but not limited to, maintaining independence, communication, transportation, supervision, and medical care.

1.2 Purpose and Scope

1.2.1 Purpose

The purpose of the EOP is to establish a comprehensive, all-hazard approach to protect the safety, health, and welfare of the community. The EOP provides a framework for interaction between the two Cities and Lane County (County), State of Oregon (State), and the Federal Government, as well as public and private organizations following a significant event. The EOP provides the following:

- A list of the types of disasters or emergencies likely to impact the Eugene-Springfield Metro Area.
- A framework for multi-discipline and multi-jurisdictional coordination and collaboration.
- An overview of all phases of emergency management through prevention, protection, mitigation, response, and recovery activities.

The EOP also:

- Designates NIMS as the operational framework, Incident Command System/Emergency Support Function (ICS/ESF) Hybrid model as the Emergency Operations Center (EOC) management structure, and ICS as the incident command structure.
- Identifies roles and responsibilities of City departments, divisions, offices, and personnel in emergency operations, as well as those of cooperating public and private sector agencies.
- Provides guidelines and procedures for requesting and allocating resources to support single jurisdiction and multi-jurisdiction response and recovery activities.
- Outlines guidelines and procedures to manage information internally and support the timely release of emergency public information.

1.2.2 Scope

The EOP incorporates a broad range of complex and constantly changing operational requirements in anticipation of or in response to threats or acts of terrorism, major disasters, and other natural or human-caused emergencies. This plan is intended to guide the Cities of Eugene and Springfield emergency operations while complementing the emergency plans and procedures of responding agencies, other local governments, special districts, and other public and private sector entities.

The EOP describes the scope of work for the response of the City of Eugene, the City of Springfield, and supporting entities. City operations and coordination may involve the direct response of County, State, regional, and private-sector entities. The scope of the EOP applies to all City departments, agencies, and emergency partners who may be requested to support or provide assistance in a disaster or emergency.

1.3 Plan Activation

Once promulgated, this EOP is in effect and may be implemented in whole or in part to respond to:

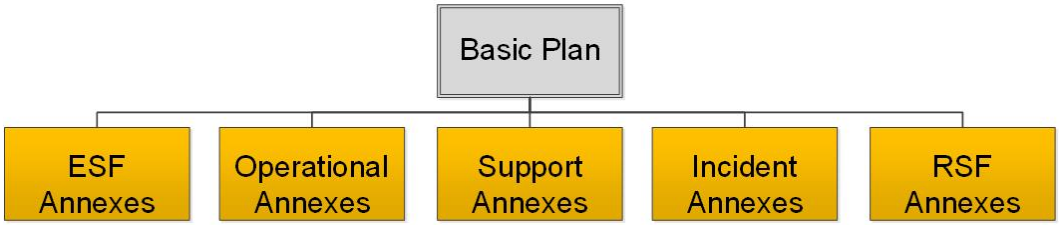
- Disasters and emergencies affecting the City of Eugene and/or City of Springfield.
- Public health emergencies affecting the City of Eugene and/or City of Springfield.
- Non-routine life-safety issues affecting the City of Eugene and/or City of Springfield having the potential to overwhelm the jurisdiction's resources.

1.4 Plan Organization

This plan is consistent with the Comprehensive Preparedness Guide 201 Third Edition 2018. The Eugene-Springfield Multi-Jurisdictional EOP is composed of six main elements, under continual development:

- Basic Plan
- Emergency Support Function Annexes (ESFs)
- Operational Annexes (OAs)
- Support Annexes (SAs)
- Incident Annexes (IAs)
- Recovery Support Function Annexes (RSFs)

Figure 1.1 Eugene-Springfield Multi-Jurisdictional EOP Organization



1.4.1 Basic Plan

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the Cities of Eugene and Springfield structure their Emergency Management Organizations (EMOs), including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Describe the context under which the Cities of Eugene and Springfield will respond to a disaster or emergency independently or collaboratively.
- Provide a community profile for each jurisdiction identifying hazards and threats facing the community.
- Assign and describe roles and responsibilities for each jurisdiction and the employees tasked with emergency preparedness, response, and recovery functions.
- Describe a concept of operations for the Cities of Eugene and Springfield defining how the jurisdictions will conduct emergency operations and coordinate with other agencies and partners.
- Describe the Cities of Eugene and Springfield emergency response structure, including activation and operation of the Emergency Operations Center (EOC).
- Discuss the protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

1.4.2 Emergency Support Function Annexes

To facilitate effective preparedness and operational activities, this EOP groups the types of assistance to be provided into 15 Emergency Support Functions (ESFs). Each ESF is headed by a primary City department or agency selected based on its authorities, resources, and capabilities. The primary department, division, and/or agency assigns a representative to manage each ESF's function in the City EOC. ESFs are not intended to act as or replace departmental standard operating procedures. City ESF representatives may work with ESF organizations at the Federal, State, County, and between other jurisdictional partners to conduct support and coordination actions and locate and acquire resources and services.

The City of Eugene and the City of Springfield will, independently, incorporate the Hybrid ICS/ESF Model into their standard operating procedures (SOPs). The ESF Annexes are separate, stand-alone documents

supplemental to the Basic Plan. ESFs will be developed and added to this EOP according to the schedule shown in Table 6-1.

Table 1-1 Emergency Support Functions

Annex	Function
ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Firefighting
ESF 5	Emergency Management
ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services
ESF 7	Logistics Management
ESF 8	Public Health and Medical Services
ESF 9	Urban Search and Rescue
ESF 10	Hazardous Materials
ESF 11	Agriculture and Natural Resources
ESF 12	Energy and Utilities
ESF 13	Public Safety
ESF 14	Long-Term Community Recovery
ESF 15	Public Information and External Affairs

Table 1-2 Primary and Support Departments and Divisions ESF Responsibility Matrix

Emergency Support Functions	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management	Public Health and Medical Services	Urban Search and Rescue	Hazardous Materials	Agriculture and Natural Resources	Energy and Utilities	Public Safety	Long-Term Community Recovery	Public Information and External Affairs
City of Eugene															
City Manager's Office		S			S	S	S	S						S	P
Emergency Management	S	S	S	S	P	S	P	S	S	S	S	S	S	S	S
Library, Recreation, and Cultural Services			S		S	P	S				S			S	
Finance	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Eugene Springfield Fire	S	S		P	S	S	S	P	P	P				S	
Legal					S									S	
Parks and Open Space			S		S						P			S	
Planning and Development	S		S		S	S								P	
Police	S	P		S	S		S		S				P	S	S
Public Works	P		P		S		S				S	P		S	S
Risk Services					S									S	
Facility Management	S		S		S	S	S							S	
Human Resources					S									S	
Information Services	S	S	S	S	S		S	S				S	S	S	S

Table 1-2 Primary and Support Departments and Divisions ESF Responsibility Matrix

Emergency Support Functions	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management	Public Health and Medical Services	Urban Search and Rescue	Hazardous Materials	Agriculture and Natural Resources	Energy and Utilities	Public Safety	Long-Term Community Recovery	Public Information and External Affairs
City of Springfield															
City Manager's Office		S			S	S	S	S						S	P
Development and Public Works Department	P		P		S		P				P	P		P	S
Emergency Management	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S
Finance	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Eugene Springfield Fire	S	S		P	S	S	S	P	P	P				S	
Human Resources					S									S	
Information Technology	S	S	S	S	S		S	S				S	S	S	S
Legal					S									S	
Library					S	P	S							S	
Police	S	P		S	S				S				P	S	S

1.4.3 Operational Annexes

Operational Annexes (OAs) outline the business practices and guidelines for the tactical roles of EOC response to a disaster or emergency. OAs could be used in any instance of EOC activation.

Table 1-3 Operational Annexes

Annex	Function	Primary Department or Division	
		Eugene	Springfield
OA 1	EOC Activation/Operations	Emergency Management	Emergency Management
OA 2	EOC Position Roles and Responsibilities	Emergency Management	Emergency Management
OA 3	Disaster Declaration Process	Emergency Management	Emergency Management
OA 4	EOC Resource Management	Emergency Management	Development and Public Works
OA 5	Planning Management	Emergency Management	Development and Public Works
OA 6	EOC Information Management	Emergency Management	Development and Public Works
OA 7	Public Information and Protective Actions	Emergency Management	City Manager's Office

1.4.4 Support Annexes

Support Annexes (SAs) are separate, stand-alone documents that are functional in nature and supplement the Basic Plan. They describe how governments, the private sector, volunteer organizations, and non-governmental organizations coordinate processes and administrative requirements necessary to effectively manage specific aspects of a disaster or emergency.

Each annex is managed by one coordinating department, division, or office and is supported by various cooperating City governmental entities. SAs could be used across multiple types of incidents or events when the EOC is activated.

Table 1-4 Support Annexes

Annex	Function	Primary Department or Division	
		Eugene	Springfield
SA 1	Incident Command System	Emergency Management	Emergency Management
SA 2	Incident Information Management	Emergency Management	Emergency Management
SA 3	Emergency Communications	Emergency Management	Police
SA 4	Continuity of Government	City Manager's Office	City Manager's Office
SA 5	Employee Services	Library, Recreational and Cultural Services, and Central Services	Human Resources
SA 6	Business and Economic Stabilization	City Manager's Office	City Manager's Office
SA 7	Debris Management	Public Works	Development and Public Works
SA 8	Damage Assessment Infrastructure	Public Works	Development and Public Works
SA 9	Mass Evacuation	Emergency Management	Emergency Management
SA 10	Planned Events	Library, Recreational and Cultural Services, and Central Services	Development and Public Works
SA 11	Lane County Community Organizations Active in Disaster (COAD)	COAD	COAD
SA 12	Mass Fatality Management	Eugene Springfield Fire	Eugene Springfield Fire
SA 13	Volunteer and Donations Management	Library, Recreation, and Cultural Services	Development and Public Works
SA 14	Sensitive Information	Emergency Management	Development and Public Works

1.4.5 Incident Annexes

Incident Annexes (IAs) provide the EOC with basic details and information to assist EOC staff in understanding some of the challenges faced by on-scene responders. They provide tactical information and critical tasks unique to

specific hazards for the EOC staff to consider. Applicable EOC staff are encouraged to review the IAs, consider the relevant tasking recommended by the IA, and act on the checklists when appropriate to assist the Incident Commander (IC) or Department Operations Center (DOC) for each hazard through the pre-incident, response, and recovery phases of an incident. IAs may identify some operational practices but do not establish standard operational procedures for on scene/field responders. IAs would be used for specific incidents or events when the EOC is activated.

Table 1-5 Incident Annexes

Annex	Function	Primary Department or Division	
		Eugene	Springfield
IA 1	Earthquake CSZ	Emergency Management	Emergency Management
IA 2	Geomagnetic Disturbance (GMD)	Emergency Management	Development and Public Works
IA 3	Wildland-Urban Interface Fire	Eugene Springfield Fire	Eugene Springfield Fire
IA 4	Hazardous Materials	Eugene Springfield Fire	Eugene Springfield Fire
IA 5	Terrorism	Police	Police
IA 6	Infectious Diseases	Eugene Springfield Fire	Eugene Springfield Fire
IA 7	Cyber	Information Services	Information Technology
IA 8	Air Traffic Incident	Public Works	Eugene Springfield Fire
IA 9	Drought	City Manager's Office	City Manager's Office
IA 10	Flood	Public Works	Development and Public Works
IA 11	Landslide	Public Works	Development and Public Works
IA 12	Severe Wind Storm	Public Works	Development and Public Works
IA 13	Volcano	Eugene Springfield Fire	Development and Public Works
IA 14	Dam/Levee Failure	Police	Emergency Management
IA 15	Civil Unrest	Police	Police
IA 16	Epidemic	Eugene Springfield Fire	Eugene Springfield Fire

1.4.6 Recovery Support Functions

Recovery Support Functions provide a structure to facilitate problem solving, improve access to resources, and foster coordination among local, State and Federal agencies, nongovernmental partners, and stakeholders.

Table 1-6 List of Recovery Support Functions

Annex	Function	Primary Department or Division	
		Eugene	Springfield
RSF 1	Economic Recovery	City Manager's Office	City Manager's Office
RSF 2	Health Services	LRCS	Human Resources
RSF 3	Social Services	City Manager's Office	City Manager's Office
RSF 4	Disaster Housing	Emergency Management	Development and Public Works
RSF 5	Infrastructure Systems	Public Works	Development and Public Works
RSF 6	Natural and Cultural Resources	Library, Recreation, and Cultural Services	Development and Public Works

1.5 Relationship to Other Plans

The EOP is supported by several directives or plans within or affecting the area that contain information and resources useful in all phases of emergency management. Significant documents are listed and linked below.

1.5.1 Federal Plans

- 2003 Homeland Security Presidential Directive 5 (HSPD-5)
- Presidential Policy Directive 8 (PPD-8)
- National Response Framework, Third Edition 2016
- National Disaster Recovery Framework, Second Edition 2016
- National Protection Framework, Second Edition 2016
- National Prevention Framework, Second Edition 2016
- National Mitigation Framework, Second Edition 2016
- National Infrastructure Protection Plan, 2013

1.5.2 State Plans

- The State of Oregon Emergency Operations Plan, Volume III 2017
- State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan, 2012
- Oregon Fuel Action Plan, Revision 1, 2017
- The Oregon Resilience Plan, 2013
- Resiliency 2025: Improving Our Readiness for the Cascadia Earthquake and Tsunami, 2018

1.5.3 County Plans

- 2012 Lane County Emergency Operations Plan
- 2012 Lane County Hazard Mitigation Plan
- 2013 Lane County Public Health Plan
- 2008 Lane County Community Wildfire Protection Plan

1.5.4 Regional and Metropolitan Plans

- The Eugene-Springfield Multi-Jurisdictional Natural Hazard Mitigation Plan, 2014
- The Eugene-Springfield Metropolitan Area General Plan (Metro Plan), 2015
- The Eugene-Springfield Transportation Plan (TransPlan), 2015
- Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, 2011

1.5.5 City Plans

1.5.5.1 City of Eugene

- Community Climate and Energy Action Plan, 2010
- Eugene Stormwater Management, 2014

- Stormwater Basin Master Plan, 1993
- Emergency Debris Management Plan 2016

1.5.5.2 City of Springfield

- Stormwater Facilities Master Plan, 2008
- Stormwater Management Plan, 2010
- Wastewater Master Plan, 2008

1.5.6 Local Service District Emergency Plans

Local service districts (e.g., mass transit, water, electricity, and rural fire districts per ORS 174.116, 2017) provide primary emergency response for incidents in their areas using their own plans, policies, and procedures. Generally special district emergency response is limited to activities directly related to the service(s) they provide, and in this role, they may continue to support emergency management by offering services, equipment, and facilities to augment response and recovery needs for the community. However, in some cases a special district may ask the EOC for support and resources because of the disaster or emergency. Local service districts are encouraged to establish Department Operations Centers (DOC). The Eugene and Springfield EOCs when activated expect DOCs will communicate with their jurisdictional EOC to provide them with information, resource management status. Public information would be provided to the City JIC.

Liaisons established within the special districts, physically reporting to the City EOC to coordinate emergency response activities with City emergency response and recovery efforts when needed, are preferred when possible.

1.6 Government Structure

Eugene and Springfield are both charter cities operating under council-manager forms of government, with the councils enacting policy and the City Managers responsible for day-to-day operations of the City.

1.7 Continuity of Government

1.7.1 Lines of Succession

To maintain city operations and ensure the orderly continuation of leadership in a disaster or emergency, the following order of responsibility has been established for each jurisdiction, illustrated in Table 1-7 and Table 1-8.

Table 1-7 City of Eugene Lines of Succession

Emergency Coordination	Emergency Policy and Governance
1. City Manager 2. Assistant City Manager 3. Central Services Director 4. Public Works Director	1. Mayor 2. Council members (order of succession)

Table 1-8 City of Springfield Lines of Succession

Emergency Coordination	Emergency Policy and Governance
1. City Manager 2. Development and Public Works Director 3. Police Chief 4. Eugene-Springfield Fire Chief 5. Emergency Manager	1. Mayor 2. Council members (order of succession) 3. City Manager

In addition, the Eugene Code, Chapter 2; 2.1035, states, "the municipal judge, the city manager, and the chief officer or head of each department of city government shall designate not less than three nor more than seven emergency interim successors in addition to duly authorized deputies, assistants, or subordinates, and specify the order of succession of the designated emergency interim successors. Designations shall be in writing filed with the City Recorder and shall be kept in the public records." Each City department is responsible for pre-identifying staff for a clear line of succession in the absence of the highest ranking official or lead worker.

1.7.2 Preservation of Vital Records

Each City department must provide for the protection, accessibility, and recovery of the City's vital records, systems, and equipment. These are records, systems, and equipment, if lost or damaged, will impair the City's ability to conduct business or carry out essential functions.

1.8 Safety of Employees and Family

Maintaining a resilient workforce is essential to providing overall response and recovery activities. All City departments and employees may be expected to contribute to the emergency response and recovery efforts. Personal employee and family preparedness are expected to enable employees to rapidly return or remain at work to support the City disaster or emergency response and recovery efforts. Each employee is encouraged to develop family emergency plans and supplies to facilitate family safety and self-sufficiency.

All department heads or designees are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers as soon as possible following a disaster or emergency. Departments are tasked with developing their respective Continuity of Operations (COOP) plans establishing alternate facilities and staff locations as needed. Each department will attempt to follow its established procedures to notify employees of their duty assignments in the event of a disaster or emergency.

1.9 Emergency Operations Center Administration

Information on EOC administration can be found in OA 2 – EOC Position Roles and Responsibilities and in departmental operating procedures.

2 Situation and Planning Assumptions

2.1 Situation

The 2017 State of Oregon Threat and Hazard Identification Risk Assessment (THIRA) identifies a Cascadia Subduction Zone (CSZ) earthquake with a tsunami, a multiple improvised explosive device (IED), or cyber attack as the primary threats and hazards for Oregon. These risks have been identified to have the greatest potential to overwhelm the State's response and recovery efforts. Any of these scenarios will significantly test the State's resilience in all 32 core capabilities identified in the National Preparedness Goal. For example, while the magnitude of the CSZ scenario will stress many core capabilities (ex., Mass Search and Rescue Operations), the IED or cyber scenario stress the core capabilities that pertain more to a human-caused event (ex., Interdiction and Disruption, Intelligence and Information Sharing).

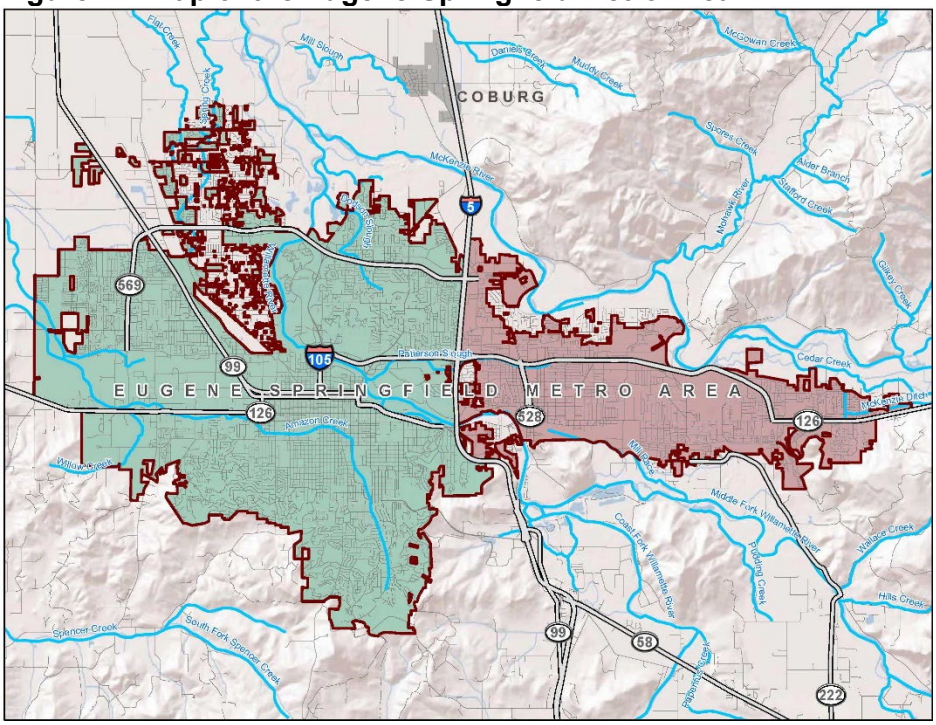
In addition to the highest ranked THIRA identified events, the City of Eugene and the City of Springfield are exposed to multiple hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. The cities understand the significant risk and potential for the emergencies or disasters to occur with or without warning. The unpredictable nature of disasters or emergencies, combined with the vulnerability of the area's critical infrastructure and population, can cause human suffering, injury, death, property damage, environmental degradation, loss of essential services, and economic hardship for the community. Factors affecting the extent of casualties and damage include the type of emergency or disaster, the timing of the event, weather conditions, population density, and the potential for events to "cascade" or trigger interdependent support system failures. City leaders are committed to preparing for the effects of a disaster or emergency and have instituted emergency management programs and tasked city personnel in helping the cities prevent, protect, mitigate, respond to, and recover from disasters and emergencies before and after they occur.

2.1.1 Community Profile

The Cities of Eugene and Springfield, Lane County, Oregon, United States are in the Southern Willamette Valley, within the Eugene-Springfield Metropolitan Statistical Area (MSA). The two cities share a common border, which primarily follows the north-south route of Interstate 5 with Eugene to the west. The Cities

are situated at the confluence of the Willamette and McKenzie Rivers, between the Coast Range and the Cascade Mountains, about 50 miles east of the Pacific Coast. (See Figure 2-1 and Addendum A - Maps)

Figure 2-1 Map of the Eugene-Springfield Metro Area



2.1.2 Population and Demographics

The Eugene-Springfield MSA is the 146th largest metropolitan statistical area in the US and the third-largest in the State, behind the Portland MSA and the Salem MSA, with a 2010 population estimate of 351,715. As of the 2010 census, Eugene had a population of 156,185, was the second most populous city in the State (after Portland) and the county seat of Lane County. The City of Eugene is approximately 43.74 square miles. The City of Springfield, with an area of 15.75 square miles is the second-most populous city in the metropolitan area with a 2010 population estimate of 59,403.

Disaster impacts (in terms of loss and the ability to recover) vary among population groups following a disaster. Historically, 80% of the disaster burden falls on the public. Of this number, a disproportionate burden is placed upon groups with access and function needs, particularly children, the elderly, people with disabilities, minorities, and those with low-income. The Eugene-Springfield area has a substantial population of children and elderly adults. In the 2010 census, the population of Eugene and Springfield residents less than 18 years old was estimated to be 18% and 24%, respectively. Additionally, the population of

residents 65 years and over residing in Eugene was 13% and 11% for Springfield. According to the 2010 census, approximately 21.5% of individuals live in poverty in Eugene and 19.9% in Springfield. People with disabilities are a high needs population who must be considered when planning for emergencies. Almost 42% of Eugene's elderly population is classified as disabled, while roughly 45% of Springfield's elderly population is considered disabled.

2.1.3 Transportation

Interstate 5, which connects Oregon to Washington and California, runs between the Cities of Eugene and Springfield. State Highway 99 also runs north-south through the City of Eugene. State Highway 126 runs east-west through both Eugene and Springfield, connecting the Cities to the Oregon coast and to communities east of the Cascade Mountains. Public transit is provided by the Lane Transit District, which covers most of Lane County.

Union Pacific owns and operates rail that runs north-southeast through Eugene, and east through Springfield. Additionally, there is a smaller cargo rail connecting the Eugene and Springfield area to the coast. Amtrak also runs passenger trains daily through the area.

The City of Eugene owns and operates the Eugene Airport, which is the second largest airport in Oregon and fifth largest airport in the Pacific Northwest. The Eugene Airport serves a six-county region and has major airlines with direct flights to large and small western cities.

2.1.4 Protection of Critical Infrastructure and Key Resources

Presidential Policy Directive 21 (PPD-21) defines 16 Critical Infrastructure and Key Resources (CIKR) Sectors, whose assets, systems, and networks, whether physical or virtual, are considered so vital to the United States that their incapacitation or destruction would have a debilitating effect on national economic security, public health or safety, or any combination thereof. Some of the CIKR Sectors may have elements represented within the Eugene-Springfield area. Local infrastructure is owned and operated by the each of the Cities or partners and supports the delivery of critical and essential services at the local level. These resources are necessary to ensure the Eugene-Springfield Metro Area's security, public health and safety, and economic vitality.

2.2 Threat/Hazard Identification

A wide range of natural and human-caused hazards have the potential to disrupt the community, causing casualties, damaging property, and damaging the environment. The following is a hazard and threat specific overview describing occurrence and impact to the Eugene-Springfield area. This overview does not address all potential threats or hazards. More information specific to natural

hazards can be found in the Eugene-Springfield Multi-Jurisdictional Natural Hazards Mitigation Plan 2020 (Draft).

- **Civil Unrest:** This hazard may include protests, strikes, demonstrations, or riots.
- **Dam Safety:** While not a natural hazard, dam safety is of concern to the residents of Eugene and Springfield because of the proximity of 11 dams classified as high hazard dams (Oregon State Dam Safety Program) to the cities and the earthquake and landslide hazards in the region.
- **Earthquake:** The Eugene-Springfield area has not experienced any major earthquake events in recent history. Seismic events do, however, pose a threat. A Cascadia Subduction Zone event could produce devastating damage and loss of life.
- **Flood:** Flooding is frequent in the Eugene-Springfield area. Riverine flooding is the leading cause of flooding events and occurs when warm winter rain melts mountain snow.
- **Geomagnetic Disturbance (GMD):** A major disturbance of earth's magnetosphere from a very efficient exchange of energy from solar wind into the space environment surrounding earth. GMDs can disrupt navigation systems such as the Global Navigation Satellite System and create harmful geomagnetic induced currents in the power grid and pipelines.
- **Hazardous Materials:** Hazardous materials can be found throughout Eugene and Springfield and, if released into the environment, can be dangerous to community residents and the surrounding environment.
- **Landslide:** The severity or extent of landslides is typically a function of geology and the landslide triggering mechanism. Rainfall-initiated landslides tend to be smaller than earthquake-induced landslides, which may be very large. Even small slides can cause property damage and result in injuries or loss of life.
- **Pandemic:** The potential for pandemic influenza and the possibility of bioterrorism together generate the threat of a major health emergency in the area. Major threats include flu outbreaks and food/waterborne illness.
- **Terrorism:** The Eugene-Springfield area has a history of environmental activism that has occasionally manifested itself in violent acts. In addition, the large sporting events that are hosted in the area, such as national and international track and field events, may attract terrorist activities.
- **Transportation Disruption:** This hazard includes major incidents involving motor vehicles, trains, or aircraft. Both freight and passenger

trains travel through the area. Additionally, flight paths for the Eugene Airport cross parts of the Cities of Eugene and Springfield.

- **Tsunami (population migration):** The Eugene-Springfield area is located along a travel route from the Oregon coast. Therefore, the Cities may be impacted by their proximity to the coast and the associated needs of residents fleeing a tsunami. The Eugene-Springfield area may be additionally impacted if a regional earthquake is the cause of the tsunami.
- **Utility Disruption (power, water, wastewater):** Utility or infrastructure emergencies involving failure or disruption of electrical, telephone, computer, water, fuel, sewer, or sanitation systems may impact large populations within the area. An additional hazard is created by a major natural gas pipeline crossing the area. Hazards increase significantly if incidents include a fire or explosion, a release of hazardous materials, or large numbers of casualties
- **Volcano:** The Cascade Range of the Pacific Northwest has more than a dozen active volcanoes. Volcano-related hazards that could most likely affect the Eugene-Springfield area are volcanic ash (tephra) and flooding from lahars.
- **Wildfire:** Fire is an essential part of Oregon's ecosystem, but it is also a serious threat to life and property. The wildfire hazard in the Eugene-Springfield area is primarily located in the south hills of both cities where forested areas interface directly with homes, businesses, and infrastructure.
- **Winter Storm:** Destructive winter storms that produce heavy snow, ice, rain, freezing rain, and high winds typically originate in the Gulf of Alaska or in the central Pacific Ocean. These storms are most common from October through March. The recurrence interval for severe winter storms throughout Oregon is about every 2.9 years; however, many localized storms may occur between these periods.

Table 2-1 Risk Matrix

Vulnerability X Probability/Capacity = Risk Total

Hazard	**Vulnerability** High = 3 Moderate= 2 Low = 1	**Probability** High = 3 Moderate= 2 Low = 1	**Capacity** High Capacity = 3 Moderate = 2 Low = 1	**Risk Total** <1.5 = Low 1.5-2.9 = Moderate 3-4.5 = High >4.5 = Very High	**Risk**
Geomagnetic Disturbance (GMD)	3	3	1	9	Very High
Earthquake	3	2	1	6	Very High
Winter storm	3	3	2	4.5	High
Flood-Riverine: Springfield	2	3	2	3	High
Wildfire	2	3	2	3	High
Windstorm	2	3	2	3	High
Drought	2	2	2	2	Moderate
Landslide: Springfield	1	3	2	1.5	Moderate
Landslide: Eugene	1	3	2	1.5	Moderate
Flood-Riverine: Eugene	1	2	2	1	Low
Flood: Stormwater	1	3	3	1	Low
Volcano	1	2	2	1	Low
Extreme Weather	1	2	3	0.7	Low

Source: 2020 Multi-Jurisdictional Natural Hazard Mitigation Plan (Draft)

Vulnerability	
High = 3	More than 70% of population or assets to be affected
Moderate = 2	10% – 69% of population or assets to be affected
Low = 1	Less than 9% of population or assets to be affected

Probability	
High = 3	One incident likely within 0–35 years
Moderate = 2	One incident likely within 35–75 years
Low = 1	One incident likely within 75–100 years

Capacity	
High = 3	No outside resources needed
Moderate = 2	Less than 49 outside resources needed
Low = 1	More than 50 outside resources needed

Source: 2020 Multi-Jurisdictional Natural Hazard Mitigation Plan (Draft)

2.2.1 Capability Assessment

The Cities of Eugene and Springfield use the Department of Homeland Security, National Preparedness Goal core capabilities to assess the emergency management program and identify areas for improvement. The Cities also collaborate with Lane County to develop plans, agreements, procedures, exercises, and critical tasks needed for strengthening regional capabilities.

2.3 Assumptions

This EOP is based on the following assumptions and limitations:

- Incidents typically begin and end locally and are managed daily at the lowest possible geographical, organizational, and jurisdictional level. However, there are instances in which successful incident management operations depend on the involvement of multiple jurisdictions, levels of government, functional agencies, and/or emergency response disciplines. Disasters or emergencies may require effective and efficient coordination across this broad spectrum of organizations and activities.
- Each City will retain its autonomy and will handle emergencies at its individual local level. Some disasters or emergencies may reach a size and scope that multi-jurisdictional resource collaboration could provide a more efficient response.
- Significant numbers of personnel may be unable or unavailable to report to work.
- Capabilities may be impaired by a lack of critical personnel.
- Operations or services may be unavailable due to blocked access or damage to facilities.

- Communications may be impaired due to damaged or overwhelmed information technology, electrical distribution, fuel network, and communications systems.
- Lack of advanced warning of a disaster or emergency can complicate the cities' ability to organize and implement response and notification efforts.
- Non-essential operations may be curtailed and redirected to provide resources to respond and recover from a disaster or emergency.
- Privately owned and operated critical infrastructure, including water, fuel, and power utilities, if inoperable or depleted, may delay response and recovery efforts.
- A large-scale disaster or emergency could exceed the emergency response capabilities of the Cities, County, and State. Additional resources may be required from other local, State, or the Federal Government to achieve an effective response.
- Residents and visitors may need to utilize their own resources and be self-sufficient following a disaster or emergency for two weeks or more.
- Vulnerable populations may require additional resources to meet access and functional needs.

3 Roles and Responsibilities

3.1 Emergency Management Organization (EMO)

Eugene and Springfield each have an EMO, which consists of employees from many levels of City government. The Mayor, City Council, City Manager, Department Executive Managers, City Attorney, and individual departments have certain responsibilities within the various phases of emergency management for the Cities of Eugene and Springfield.

The Cities' EMOs implement the Homeland Security National Preparedness Goal (NPG) for all hazards that might affect the health, well-being, and interests of the community. The NPG is made up of the following mission areas:

- Preventing, avoiding, or stopping a threatened or an actual act of terrorism.
- Protecting our citizens, residents, visitors, and assets against the greatest threats and hazards in a manner allowing our interests, aspirations, and way of life to thrive.
- Mitigating the loss of life and property by lessening the impact of future disasters.
- Responding quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.
- Recovering with a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

The City of Eugene and the City of Springfield have established the following EMO operational priorities:

- Ensure the preservation of human life and safety.
- Facilitate incident stabilization.
- Repair and restore essential systems and services.
- Provide a basis for the direction and control of emergency operations.

- Provide for the protection, use, and distribution of remaining resources.
- Provide for continuity of government.
- Ensure recovery activities.
- Coordinate resource collaboration with each other when deemed necessary.
- Protect property and the environment.
- Practice fiscal responsibility.

3.2 Assignment of Responsibilities

This section provides an overview of the key functions and procedures the City of Eugene and the City of Springfield will strive to accomplish while preventing, protecting, mitigating, responding to, or recovering from a disaster or emergency. The EOP is built upon the idea, but does not mandate, both Cities follow their established procedures regardless of the level or duration of a disaster or emergency. Where applicable, this plan identifies points of collaboration as well as procedural differences between the two Cities.

3.2.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for each City government is borne by the respective City Councils. During disasters and emergencies, this responsibility includes encouraging public involvement and assistance, issuing policy statements as needed to support actions and activities of response and recovery efforts, and providing a political contact for visiting State and Federal officials.

Mayors and City Councils general responsibilities include:

- Convene the City Council for emergency session(s). (*Mayor*)
- Assist in communication and coordination efforts with elected officials of other governmental entities. (*Mayor*)
- Ensure the line of succession. (*Mayor and City Council*)
- Be available to address the community and act as a conduit of communications and support within their respective wards or at evacuation centers. (*Mayor and City Council*)
- Review emergency expenditures and ensure adequate appropriation of financial resources to meet emergency expenses. (*Mayor and City Council*)

- Coordinate emergency public information with City Manager's Office staff and Lead Public Information Officer (PIO) assigned to the EOC. (*Mayor and City Council*)
- Meet as needed to provide policy direction and enact ordinances that reduce the impact to residents. Examples may include flood plain ordinances, land use and development codes, and anti-price-gouging ordinances. (*Mayor and City Council*)

3.2.2 City Manager

The City Managers of Eugene and Springfield are responsible for continuity of government, overall direction of their Cities' emergency operations, and dissemination of public information.

City Manager responsibilities include:

- Ensuring continuity of government.
- Recommending to their City Councils any ordinances, policies, or procedures that would assist their City Councils and other City officials in the performance of their duties in preventing, protecting against, mitigating, responding to, and recovering from a disaster or emergency.
- Declaring a State of Emergency, requesting assistance from or through Lane County, the State, and the Federal Government.

3.2.3 Executive Managers (Eugene)/ Department Directors (Springfield)

The City Manager from his or her respective city will determine, based on the nature of an emergency, which Executive Managers/Department Directors will staff the policy room(s). Executive Managers/Department Directors not immediately reporting to their EOC will either report to their respective departments to provide staff assistance or prepare to take a later shift as part of the Executive Group/Executive Team. The City Attorney's role is to advise other members of the Executive Group/Executive Team regarding legal matters and aid in presenting emergency ordinances to their City Councils for adoption. Members of the Executive Group/Executive Team will determine which legal measures are to be processed by the City Council.

Executive Group/Executive Team responsibilities include:

- Provide resources to ensure staffs receive necessary training and other resources for managing emergency events, including maintenance of this EOP.
- Maintain communication and support with their Mayor and City Council; stay informed of event status.
- Determine City services to be curtailed or modified during the course of an emergency, including determining an appropriate time to restore City services.
- Provide policy guidance to the EOC Manager.
- Determine priorities for City resources.
- Recommend emergency ordinances to their City Council.
- Review ordinances for legal and liability issues.

3.2.4 Emergency Manager

The Cities of Eugene and Springfield have each designated staff as their emergency managers. The purpose of the emergency manager position is to ensure that the day-to-day functions of the EMO are performed and to maintain situational awareness of potential threats or hazards to their City.

The emergency manager's responsibilities include:

- Supporting all City departments in developing, maintaining, and exercising their respective Emergency Support Functions, annexes, and appendices to this plan.
- Updating the EOP.
- Providing coordination of emergency plans, programs, and operations with the County, neighboring jurisdictions, and other public and private agencies with emergency services responsibilities.
- Establishing a cadre of qualified staff to serve as the EOC Manager during activations.
- Maintaining operational readiness of the EOC(s).
- Training and exercising key personnel for critical positions in the EOC and DOC(s).
- Review critical press releases prior to release.

- Serving as day-to-day liaison between Eugene, Springfield, the County, public, volunteer, private, and other agencies for emergency planning.
- Convening City of Eugene Disaster Operations Task Team (DOTT), City of Springfield Emergency Management Committee (EMC), and other committee meetings.

3.2.5 Disaster Teams and Committees

The Cities of Eugene and Springfield have developed City staff/groups to oversee the design, development, and implementation of emergency management activities.

City of Eugene Disaster Operations Task Team (DOTT) comprises representatives from all City departments.

The DOTT responsibilities include:

- Ensuring designated staff have completed required training.
- Ensuring employee participation in emergency management exercises.
- Encouraging employees to prepare their homes and families for emergencies.
- Participating in regularly scheduled meetings.
- Helping to ensure that the primary and alternative EOC locations are in a state of operational readiness.
- Ensuring that their departments are accountable for fulfilling their essential functions outlined in their standard operating policies and procedures.
- Helping to identify departmental staff who will assume positions in the EOC and DOC(s), when activated.
- Updating appropriate EOP annexes.

City of Springfield Emergency Management Committee – The Emergency Management Committee is an interdepartmental team established through the authority of the City Manager/Director of Emergency Services that seeks to reduce Springfield's vulnerability to loss of life and injury to persons, property, the built and natural environments, and economic vitality resulting from emergencies through effective strategies and practices of mitigation, preparation, response, and recovery and fostering individual, community, and City resilience.

3.3 Private Sector

Private-sector organizations play a key role before, during, and after disasters or emergencies. For the purposes of the EMOs, the term private sector includes the business community and not-for-profit nongovernmental organizations (NGOs) that offer critical emergency services. Together, government agencies and the private sector form a partnership. This partnership begins at the grassroots level, depending on the local and State resources that are in place to provide the backbone for disaster management. Often, NGOs collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims.

In addition, owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring and responding to an incident once it occurs. Partnership with private industry is crucial for a whole community emergency response concept and is provided in part through the Lane County Local Emergency Planning Committee.

3.4 Private Citizens

Private citizens also play an important role in the overall emergency management process. Private citizens can contribute by reducing hazards in and around their homes. They can prepare a disaster supply kit and assemble disaster supplies in advance of an event. By monitoring emergency communications and following directions, citizens can reduce their risk of injury, keep emergency routes open, and reduce demands on landline and cellular communication. In this way citizens can take care of themselves until first-responders arrive.

Another way private citizens can participate is by volunteering with an established volunteer organization. In this way, private citizens can become part of the emergency management system and assure that their efforts are directed to where they are most needed. As volunteers they can develop skills to take care of themselves and their families.

Community Emergency Response Team (CERT) training is one way for citizens to prepare for an emergency. CERT is designed to prepare citizens to help themselves, their families, and their neighbors in the event of a catastrophic disaster. This training covers basic disaster survival and rescue skills that are important to have in a disaster when emergency services are not available.

Lane County Community Organizations Active in Disaster (COAD) brings together a broad array of community organizations. The COAD exists to coordinate member organizations' activities in relation to emergency response. It is a support to County and City emergency managers but is not run by emergency management personnel. The COAD helps with sharing information, resources, and expertise with the intent to know what resources COAD members potentially have to offer during emergency or disaster response.

3.5 County, State, and Federal Response Partners

Local government (City and/or County), with jurisdictional responsibility, have responsibility for the safety of its citizens. The Cities of Eugene and Springfield Emergency Management Programs provide for a coordinated response to a major emergency or disaster and may deploy resources to respond should disaster or emergency conditions exist.

The Lane County Emergency Management Program supports the City of Eugene's or Springfield's response to a major emergency or disaster and may, in extreme cases or when requested, deploy their resources under the direction of the County to respond should disaster or emergency conditions exist that threaten residents of the Cities of Eugene and Springfield.

Under Oregon statutes, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. In addition, the administrator of the Oregon Office of Emergency Management (OEM) is responsible 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. State government serves as the point of contact between local governments and the Federal Government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for managing State-wide Emergency Support Functions (ESF) is assigned by the Governor to the State-level departments best suited to carry out each function applicable to the emergency. These departments coordinate with their ESF counterparts at the local and national levels.

Federal response partners are typically requested by OEM if 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 EOP and the NRF.

3.5.1 Lane County Fire Defense Board

The mission of the Lane County Fire Defense Board is to increase firefighter safety, increase public safety, reduce property damage due to fire or hazardous material situations, and oversee emergency medical response throughout Lane County. In addition, the Board's mission is:

- To provide organizational structure and operational procedures for the mobilization and direction of the firefighting forces who are members of the Lane County Mutual Assistance Agreement when an incident, disaster, or emergency has or may exceed the capabilities of one or more district/department's fire defenses.
- To develop, enact, and maintain policy for the benefit of the members of the Lane County Fire Defense Board and the organizations in its jurisdiction.
- To provide a medium in which to interact and solve the fire service problems relating to Lane County.
- To conform to, and implement when required, the Oregon State Fire Service Plan.

3.6 Integration of Response Partners

Effective response to and recovery from a disaster or emergency requires the active involvement of numerous partners. As the response effort unfolds and additional resources and personnel are requested to augment existing capabilities. Liaisons from the Cities of Eugene and Springfield and other local, State, or Federal agencies will attempt to establish communications with their partner agency counterparts and may report to partner agency EOCs to enhance emergency response and recovery.

4 Concept of Operations

4.1 General

City government has a responsibility to protect public health and safety and to preserve property and the environment from the effects of a disaster or emergency, to the extent possible. In keeping with the foundational emergency management principle "all disasters are local," each jurisdiction is responsible for preparing for and responding to all hazards that affect the community. City government is also responsible for organizing, training, and equipping emergency personnel, including providing them with suitable warning and communications systems.

All or part of this plan may be activated in response to disaster or emergency. The EOC may be activated based on the type, size, severity, and expected duration of the disaster or emergency.

4.2 Incident Management Response Framework

From routine emergencies handled by a single City resource to a major disaster impacting the entire County or region, all disaster and emergency response operations adhere to the principles of NIMS. In Oregon, implementation of NIMS and its integral ICS components are mandatory during an emergency incident.

4.3 Emergency Management Mission Areas

The Cities of Eugene and Springfield undertake a year-round approach to ensure that City personnel and the community are prepared for disaster or emergency, regardless of size or severity. City departments and partner agencies develop operational capabilities that facilitate response in the event of a disaster or emergency.

Although this EOP primarily focuses on response and short-term recovery activities, the overall emergency management mission as defined by the National Preparedness Goal includes the following mission areas and associated core capabilities. Common to each mission are the core capabilities of Planning, Public Information and Warning, and Operational Coordination.

4.3.1 Prevention

Prevention comprises the capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. It is focused on ensuring we are optimally prepared to prevent an imminent terrorist attack within the United States. Prevention core capabilities include:

- Forensics and Attribution
- Intelligence and Information Sharing
- Interdiction and Disruption
- Screening, Search, and Detection

4.3.2 Protection

Protection includes the capabilities to safeguard the homeland against acts of terrorism and man-made or natural disasters. It focuses on actions to protect the people, vital interests, and way of life of our communities and nation. Protection core capabilities include:

- Access Control and Identity Verification
- Cybersecurity
- Intelligence and Information Sharing
- Interdiction and Disruption
- Physical Protective Measures
- Risk Management for Protection Programs and Activities
- Screening, Search, and Detection
- Supply Chain Integrity and Security

4.3.3 Mitigation

Mitigation is an action to reduce or eliminate long-term risk to people, property, the environment, and the economy from natural and technological hazards. Hazard mitigation includes activities that focus on reducing the vulnerability of critical infrastructure or stopping an incident from occurring. This EOP, in conjunction with the Eugene-Springfield Multi-Jurisdictional Natural Hazards Mitigation Plan, provides policy guidance for hazard mitigation in Eugene and Springfield. Mitigation core capabilities include:

- Community Resilience
- Long-Term Vulnerability Reduction
- Risk and Disaster Resilience Assessment
- Threats and Hazards Identification

4.3.4 Response

Response involves activities that address the short-term, direct effects of disaster or emergency. Response includes immediate actions to preserve life, property, and the environment. In addition, response actions also address basic human needs by maintaining the social, economic, and political structure of the community. Response core capabilities include:

- Critical Transportation
- Environmental Response/Health and Safety
- Fatality Management Services
- Fire Management and Suppression
- Logistics and Supply Chain Management
- Infrastructure Systems
- Mass Care Services
- Mass Search and Rescue Operations
- On-Scene Security, Protection, and Law Enforcement
- Operational Communications
- Public Health, Healthcare, and Medical Services
- Situational Assessment

4.3.5 Recovery

Recovery activities consist of both short-term and long-term efforts. Short-term recovery can best be defined as the actions taken by responders to address and provide for the essential and immediate needs of the community members in the aftermath of a disaster.

Long-term recovery focuses on restoring communities. This is accomplished by assisting property owners in repairing or rebuilding homes and businesses and assisting local governments, school districts, and other public nonprofit

agencies in restoring or reconstructing damaged infrastructure. Recovery Support Functions are

- Economic Recovery
- Health Services
- Social Services
- Disaster Housing
- Infrastructure Systems
- Natural and Cultural Resources.

4.4 Response and Coordination

4.4.1 Jurisdictional Response Authority

Responsibility for responding to emergencies rests with local government. Neighboring jurisdictions, State, and Federal agencies do not assume authority or responsibility for responding to any disaster or emergency, unless local response thresholds are exceeded, or terrorism is involved. When requested, these agencies may provide support to local jurisdictions. The city in which the disaster or emergency occurs maintains jurisdictional authority and primary responsibility for managing the resulting response. There is one official EOC for the City of Eugene and one official EOC for the City of Springfield, which both have responsibility to convey requests for resources to Lane County on behalf of their cities.

In addition, Local Service Districts and City Departments use Department Operations Centers (DOC) to coordinate, inward facing, command level response within their agencies or departments. When a DOC is operational:

- The DOC will establish an interface with an EOC, if the EOC is operational.
- DOCs, when anticipating EOC support may be needed, should request the EOC open as soon as possible to allow the EOC time to respond.
- DOCs will interface with the Incident Command (IC), Unified Command (UC), or an Incident Management Team (IMT) as appropriate.
- When the Incident Commander is co-located within a DOC the DOC will interface with the Operations Section Chief at the Incident Command level. If the IC is co-located with the EOC the DOC will house the Operations Section Chief and interface with the Branch Director(s) at the Incident command level.

- The DOC Manager may be selected based on the overall emphasis of the response operations. In the absence of a DOC, the EOC, when established, interfaces with field operations.

4.4.2 Incident Management

Operational direction and tactical control of response activities within local jurisdictions is conducted by on-scene Incident Commander(s) who provide situational awareness to and request resources through their Department Operations Centers (DOC) and the EOC when activated. Depending on the size and scope of an emergency or disaster an incident commander may be assigned to oversee multiple branches, divisions or groups. In this case the IC may be co-located within a DOC or the EOC. When this occurs the corresponding DOC or EOC where they co-locate will support the IC as though they were an on-scene commander.

4.4.3 Incident Response Levels

The EOP is based on the premise that emergency functions for various city and regional response agencies involved in emergency management will generally parallel normal day-to-day functions. As an emergency progresses, lead response departments will determine the need for additional resources and request them as needed. The escalation of disaster or emergency may impact the ability to provide services, which may require a change in the operational collaboration level between the two Cities.

The activation status of either City's Emergency Operation Center (EOC) and the response level of the EMO do not necessarily reflect or indicate the operating status of the City government as a whole or any individual department. The EMO response levels are described below and the EOC activation categories are described in section 5.1.1 Emergency Operations Center Activation Categories.

4.4.3.1 Level 4 - Routine

A Level 4 response is a routine emergency response generally limited to one city and is handled within the normal organizational procedures. Appropriate response is typically achievable with the resources of a single department, though it may include minor support from other departments.

4.4.3.2 Level 3 - Incident

A Level 3 response is one that exceeds the resources of a single city department and requires support from several departments. It is an occurrence that is generally limited to one city and requires multi-department response and

may include activating resources of other agencies through mutual aid agreements. The EOC in the affected city may be activated.

4.4.3.3 Level 2 - Emergency

A Level 2 response affects a large portion of the population, property, and critical services in Eugene and/or Springfield. Response to a Level 2 disaster or emergency requires the activation of the EOC and requires multi-agency response not normally serving the area. This is an actual or threatened disaster or emergency leading to significant damage, injury, or loss of life or property. A Level 2 response may require a full activation of one or both Cities' EOCs, and it may be followed by declaration of a "State of Emergency."

4.4.3.4 Level 1 - Catastrophic

A Level 1 response is for a catastrophic disaster or emergency that overwhelms local response capabilities and mutual aid leading to long-term impacts on the incident area. A Level 1 response will likely require a full activation of both Cities' EOCs. A "State of Emergency" would likely be declared.

4.5 Response Priorities

The Cities of Eugene and Springfield have pre-established response strategies and actions to be taken immediately before, during, or directly after a disaster or emergency occurs to save lives, minimize damage to property and the environment, and enhance the effectiveness of disaster recovery and business resumption.

4.6 Response Coordination

The escalation of an incident may impact the Cities' ability to provide services, which may require a change in the operational level of the Cities response systems. Lead response departments or the Incident Commander will determine the need for additional assistance and resources and request them as needed. In these situations, additional resources will be acquired through direct private sector vendors, NGOs, mutual aid, emergency declaration process, and/or Emergency Management Assistance Compact (EMAC). When local resources are exhausted or expected to be exhausted, the EOC will coordinate the procurement of resources.

4.7 Recovery

Concurrent with the immediate response to a disaster or emergency, the response departments, agencies or organizations involved with short- and long-

term recovery operations may need to be activated to provide for ongoing social needs, planning, and rebuilding damaged infrastructure.

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5 Command, Control, and Coordination

5.1 Emergency Operations Center

The City of Eugene and the City of Springfield operate EOCs. The EOCs are used to coordinate response to major disaster or emergency situations within the Cities. While the EOC staffing structure uses an ICS-like structure (Hybrid ICS/ESF model) that mirrors some of the Incident Command System (ICS) used by field response organizations/operations, the EOC staff does not replace the field ICS positions. The EOC is activated to provide coordination and support of field operations, and therefore the EOC does not have a command and control role.

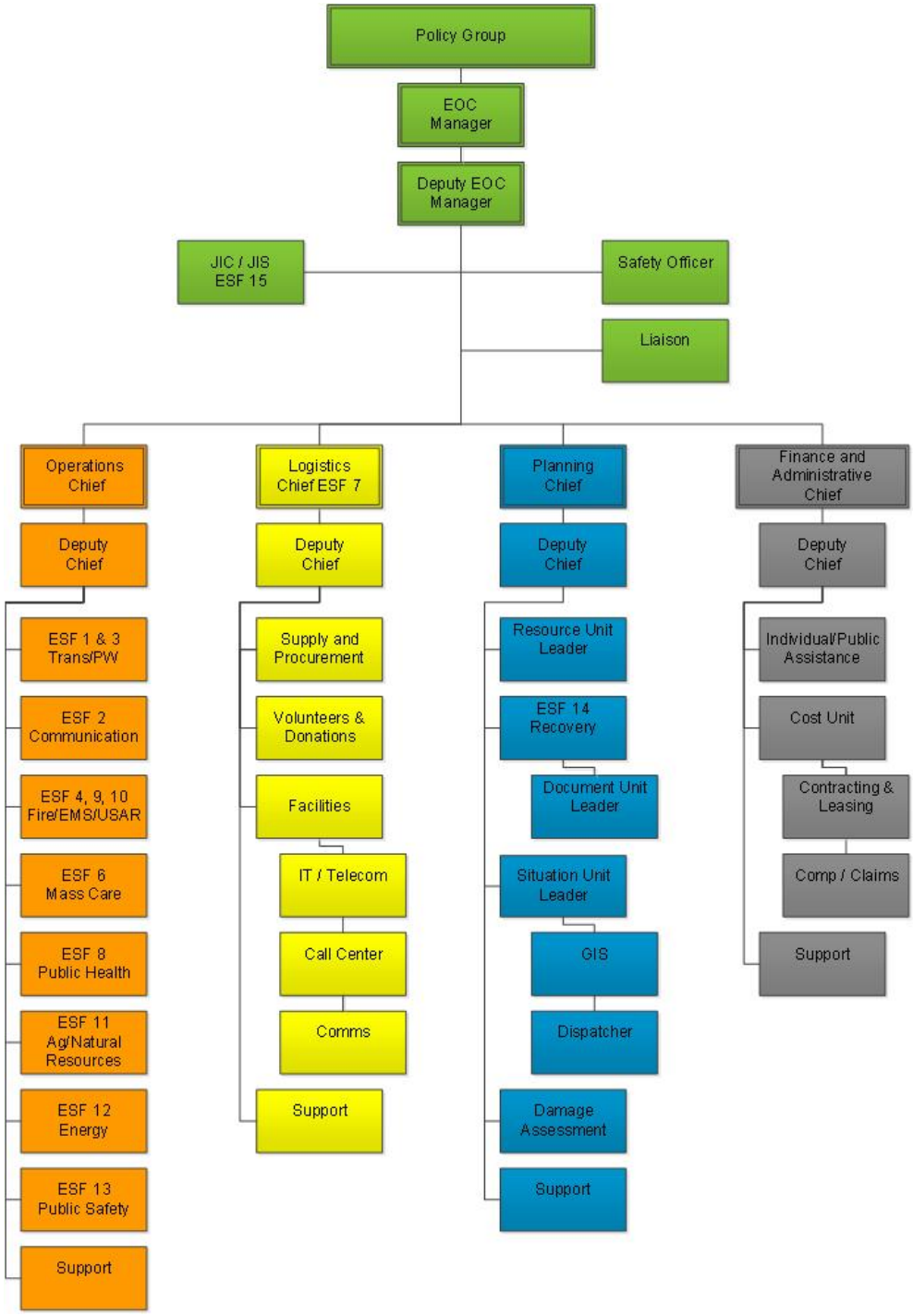
The EOC Manager oversees the functional operations of the EOC to ensure that response and recovery activities are performed in accordance with NIMS and ICS principles. These EOC functional operations include:

- Maintain city-wide situational awareness.
- Coordinate communications.
- Obtain and coordinate limited critical resources.
- Facilitate multi-jurisdictional resource collaboration.
- Provide crisis communications and public information.
- Evaluate hazards and formulate contingency plans.
- Support continuity of operations for essential City functions.
- Facilitate recovery processes.

The City of Eugene operates a “warm” EOC that can be activated at minimal staffing levels within 90 minutes. The City of Springfield has a “cold” EOC that can be activated and minimally staffed within two-to-four hours. In the event of a disaster or emergency, both jurisdictions may agree to work collaboratively; however, each EOC may continue to operate independently. Several locations have been identified as alternative EOC sites throughout the Cities and are listed in the appropriate annex or appendix within the FOUO sections of the EOP.

Figure 5-1 EOC Staffing Structure

This organization chart does not depict all functional subsets. For a more detailed view of the EOC structure refer to the appropriate annex or appendix within the FOUO sections of the EOP.



5.1.1 Emergency Operations Center Activation Thresholds

EOC operations are dictated by the size and complexity of an event and generally fall into four categories. These categories may be modified as the situation dictates. The general categories of operation are:

5.1.1.1 Minor

The EOC is not activated during routine emergencies. The emergency manager or staff may monitor event(s).

5.1.1.2 Monitoring and Assessment

The EOC may be activated for monitoring and assessment to assess or support, the city, another community, or partner in locating or acquiring resources on a small scale, a city incident when a department needs additional resources, or an event that could escalate rapidly, such as a weather event or wildfire. The EOC during this level of activation would be primarily staffed with City emergency management personnel.

5.1.1.3 Partial

Partial activation is for the coordination of a disaster or emergency that requires more support than is available at the ICP or DOC level. This approach may be optimal for planned public events, disasters or emergencies of moderate size and scope, or those requiring specialized resource support. The EOC Manager will determine staffing levels and those portions of the EOC to activate. Partial activations in most cases will generate an emergency declaration.

5.1.1.4 Full

Full activation is for major disasters or emergencies requiring application of a broad range of community resources to save lives and protect property and the environment. Emergency plans will be implemented to coordinate response and recovery activities. Full activation will trigger the request for an emergency declaration.

5.1.2 Emergency Operations Center Activation

The emergency manager, or designee, is the primary EOC Manager. Each jurisdiction is responsible for activating its respective EOC. The emergency manager in conjunction with executive leadership will determine the need to activate the City EOC for at a full or partial level. When the decision is made to activate the EOC beyond monitoring and assessment, the EOC activation status will be conveyed to needed EOC staff.

Upon activation:

- The EOC Manager will determine the level of EOC staffing required and alert the appropriate personnel, agencies, and organizations. The EOC Manager will maintain contact with active EOCs operating in the regional area when multi-jurisdictional resource collaboration is active. The EOC may operate on a 24-hour basis or as needed.
- The emergency manager of the affected City will follow notification procedures to City Executives, other emergency managers and key partners for a full activation. Notifications may occur in a partial activation or during monitoring and assessment as deemed appropriate. Periodic updates will be issued as the situation requires.
- The EOC Manager assumes responsibility for coordinating and prioritizing resource management, information management, and planning in support of emergency operations.
- Primary and supporting department leads assigned to ESFs are responsible for staffing the Emergency Support Functions in the EOC as outlined in the Basic Plan Section 1.
- The Incident Commander or DOC Manager should maintain close contact and coordination with the EOC.
- Depending on the scope and size of the disaster or emergency the on-scene Incident Commander, Section Chief, Branch Director, or Division /Group Supervisors, etc., according to the circumstances, retains tactical control of the disaster or emergency.

5.1.3 Emergency Operations Activation Authority

Table 5-1, shown below, illustrates the City management staff that have authority to activate the EOC.

Table 5-1 Emergency Operations Center Activation Authority

City of Eugene	City of Springfield
1. City Manager 2. Assistant City Manager 3. Central Services Director 4. Fire and EMS Chief 5. Public Works Director 6. Police Chief 7. Emergency Manager	1. City Manager 2. Development and Public Works Director 3. Police Chief 4. Eugene-Springfield Fire Chief 5. Emergency Manager

5.1.4 Emergency Operations Center Organization

The EOC is organized using an ICS-like structure with a hybrid of the ICS and Emergency Support Function (ESF) planning models, including the functional areas outlined below, and aligns with any field commands it supports.

5.1.4.1 EOC Management Staff

Policy Group
The City Manager, or designee, and Executive Team provide overall direction and control for emergency actions to protect public health and safety, property, the environment, and provide relief to the community overtaken by such occurrences.

Whenever a disaster or emergency occurs that requires full activation of the EOC, the Executive Team will be activated, in whole or part, to assess the situation and oversee City department actions. The City Manager makes recommendations to the Mayor and City Council members on actions for consideration.

Emergency Operations Center Manager
In general, the EOC Manager is responsible for all functions of the EOC and specific initial responsibilities that include:

- Coordinating with their City Executive Team/leadership.
- Confirming the financial delegations of authority and limits.
- Determining EOC priorities and objectives.
- Coordinating activities supporting the disaster or emergency response.
- Maintaining the ongoing operations and processes of the EOC.
- Establishing a Lead Public Information Officer (PIO).
- Establishing Joint Information Center when needed (JIC).
- Approving the release of public information.
- Approving and supporting the preparation of an EOC Action Plan (EOC AP).

EOC Safety Officer
In general, the EOC Safety Officer is responsible for advising on all matters relating to operations safety, including the health and safety of emergency responders. The EOC Safety Officer responsibilities include:

- Attending planning meetings developing EOC objectives.

- Providing support to on-scene Safety Officers and Incident Commands with safety related situational updates, for example, weather, traffic, and other risk factors.
- Assuring the EOC, EOC Staging Areas, JIC, shelters, and reunification centers etc. have Safety Officers.
- Investigating and keeping Finance Section Compensation and Claims Unit informed of any accidents or injuries associated with the field operations, EOC and EOC Staging Areas.
- Conducting or assuring safety briefings for EOC operational areas such as the EOC, EOC Staging Area, JIC, shelters, and reunification centers etc. staff at the beginning of each operational period and when vital safety information becomes available.
- Preparing and implementing a disaster or emergency Health and Safety Plan.
- Providing safety updates and identifying safety issues or concerns as necessary.
- Exercising emergency authority to prevent or stop unsafe acts.

EOC Public Information Officer (ESF 15)

A Lead PIO within the EOC will most likely coordinate and manage a larger public information network called the Joint Information System (JIS). The JIS may represent local, County, regional, and State agencies, political officials, and stakeholders. The Lead PIO responsibilities include:

- Coordinating information sharing among the public information network using a Joint Information System (JIS).
- Managing media expectations and requests by assuring media questions are relevant for and directed toward the appropriate and knowledgeable City staff.
- Opening and staffing a Joint Information Center (JIC).
- Preparing leadership for media press conferences by updating them on current events and unanswered questions identified during previous media sessions or briefings.
- Attending the planning meetings and developing EOC objectives as needed.
- Developing and coordinating release of information to incident personnel, media, and the public.
- Implementing information approval processes with the EOC Manager.
- Conducting and/or managing media briefings and implementing media monitoring activities.

- Issuing Protective Actions, such as notifications to the public regarding evacuations or sheltering in place.

EOC Liaison Officer
In general, the Liaison Officer is responsible for coordinating with representatives from cooperating and assisting agencies or organizations. The Liaison Officer responsibilities include:

- When requested by the EOC Manager, attending planning meetings and developing EOC objectives.
- Acting as the main point of contact in the EOC for agency representatives from cooperating and assisting agencies or organizations, such as utility providers, hospitals, the American Red Cross and other non-governmental organizations.
- Coordinating the flow of information between agency representatives and the EOC.
- Collecting and sharing information regarding resources from cooperating and assisting agencies.
- Providing the Operations Section with status updates regarding the resources of assisting and cooperating agencies, including personnel capabilities and limitations, equipment, and facilities.

5.1.4.2 EOC General Staff

EOC Operations Section Chief
The lead department managing response activities for a specific type of incident typically fills the EOC Operations Section Chief position. The EOC Operations Section is typically organized into ESFs representing City departments involved in operations, such as fire, law enforcement, public health, and public works. Private entities, companies, and nongovernmental organizations may also support the EOC Operations Section. The EOC Operations Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.
- Attending planning meetings and developing EOC objectives.
- Coordinating with various liaisons representing community response partners and stakeholders.
- Implementing EOC AP priorities and objectives.
- Locating and requesting resources including technical resources to support the EOC AP and field operations.

EOC Logistics Chief

The EOC Logistics Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.
- Attending planning meetings and developing EOC objectives.
- Expanding and or moving human resources within the Section to meet the needs of the situation.
- Working with the Planning Section Chief and the Deputy Logistics Chief to produce the EOC Action Plan for the next operational period.

EOC Finance/Administration Chief

The EOC Finance/Administration Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.
- Conducting cost accounting and analyses.
- Displaying, logging, and tracking burn rates.
- Tracking department expenditures from City departments or their DOCs.
- Attending planning meetings and developing EOC objectives.
- Maintaining accounting for personnel time records.
- Supporting EOC Logistics Section.

EOC Planning Chief

The EOC Planning Section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes are accomplished. The EOC Planning Chief responsibilities include:

- Monitoring the EOC resource status and management process throughout the operational period.
- Collecting, evaluating, distributing information on the disaster or emergency, and providing status reports and summaries.
- Preparing and disseminating the EOC AP.
- Conducting planning meetings and status updates for EOC.

- Developing and monitoring the situational awareness and common operating picture of the disaster or emergency.
- Maintaining resource status starting with delivery and ending with demobilization.

Emergency Support Functions
The ESFs are activated as needed, based upon the type, size, and complexity of the disaster or emergency. When possible, each City's EOC will be staffed with representatives of the departments responsible for each ESF. This provides a structure to activate subject matter experts with the capabilities needed to best address the requirements of a disaster or emergency.

5.1.5 Initial Action

Upon activation of all or part of this plan, the EOC will initially take specific actions to:

- Develop an initial communications plan.
- Establish an ICS/EOC interface.
- Coordinate with regional, County, and State Emergency Management.
- Implement planning processes.
- Implement the resource management processes.
- Implement the information management processes.
- Review the EOC staffing patterns and adjust if necessary.
- Establish security for the EOC.

5.2 Disaster or Emergency Declaration Process

5.2.1 Declaration Authority

The City Managers may declare a State of Emergency for respective jurisdictions, as defined in Eugene City Code 2.1055 (2) and Springfield City Code 2.808. Declaring a State of Emergency gives the City Manager authority to take specific disaster or emergency measures. This includes officially requesting and obtaining resources from higher levels of government.

The necessity for a declaration will depend upon the scope and magnitude of the disaster or emergency, impact to the affected City's essential services, and the recognition that resource capabilities are, or will be, overwhelmed. Each City may independently, and without prejudice, declare a State of Emergency

for its jurisdiction to ensure emergency measures are invoked and authorized based on city code.

5.2.2 Declaration Process

The Declaration process is based on the legal framework contained in each City's ordinances. The process is described in detail in Operational Annex (OA) 3–Emergency Declaration Process.

5.2.3 Submission to the County

Declaring a State of Emergency is the first step for either City to formally request resources, aid, and support from the County. When a disaster or emergency occurs, and the City has responded to the best of its ability and is, or will become, overwhelmed by the disaster or emergency, the City may request assistance from Lane County. The initial effective period for the local emergency declaration is specified (e.g., for 72 hours). The emergency period can be extended if emergency conditions still exist after the effective period expires.

The declaration of a local emergency must include a description of the situation and existing conditions that warrant the declaration and must include:

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

5.2.4 State and Federal Declaration

State assistance may be provided after city and county resources are exhausted, nearing depletion, or projected to be inadequate. If the County is unable to provide the assistance requested by the City(s), the County may declare a local State of Emergency and request the Governor declare a State of Emergency. Requests for a Governor's "Declaration of Emergency" are made by the Executive Officer of Lane County. The County may add its support to the request, request additional geographic areas or jurisdictions be included, or pass the request through to the State without comment.

In the event the capabilities of the State are insufficient to meet the requirements, as determined by the Governor, Federal assistance may be requested by the Governor. FEMA coordinates the Governor's Presidential request for assistance in accordance with the NRF.

5.3 Resource Coordination

As disasters or emergencies expand, response organization(s)/department(s) will determine the need for additional assistance and resources and request them as needed. The escalation of a disaster or emergency may impact the City's ability to provide services, which may require a change in the operational level of the City's response system.

5.3.1 Resource Requests, Allocations, Distributions

Resource requests and Emergency Declarations must be submitted by the affected City's EMO to the County EMO according to provisions outlined under Oregon Revised Statutes (ORS) Chapter 401. Each City is responsible for the direction and control of City resources during an emergency and for requesting any additional resources required for emergency operations. Any jurisdiction that requests resources is responsible for the tracking, resource typing, and recovery of the requested resource. There is no obligation for a jurisdiction to fulfill a resource request. Each jurisdiction will independently request County assistance.

5.3.2 Special Considerations for Eugene Springfield Fire

Generally, each jurisdiction will independently request County assistance. In the case of Fire, the incident command or DOC would coordinate resource requests to the Eugene or Springfield EOC. Requests would go to the specific EOC based on the geographical area of the incident, assuming both Cities have an activated EOC.

5.3.3 Metropolitan Wastewater Management Commission (MWMC)

Generally, each jurisdiction will independently request County assistance. In the case of the MWMC, the incident command or DOC would coordinate resource requests to the Eugene or Springfield EOC. Requests would go to the specific EOC based on the geographical area of the incident, assuming both Cities have an activated EOC.

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6 Plan Development, Maintenance, and Implementation

6.1 Plan Review and Maintenance

If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The Cities' emergency managers will brief their appropriate public and private officials concerning their roles in emergency management and ensure proper distribution of the plan, including any amendments made to the plan.

The EOP will be reviewed, revised, and promulgated at a minimum of every two years from the date of last publication. ESFs and other annexes will also be revised on a staggered three-year cycle.

Notwithstanding the regular update schedule, the EOP may be reviewed on an annual basis, gathering updates from other sources such as local, State, and Federal agencies. EOP review will also focus on integration of NIMS guidance.

EOP sections are scheduled for rewrite, completion, or update in the following years.

Table 6-1 Plan Development and Update Schedule (Calendar Year)							
SECTION	2019	2020	2021	2022	2023	2024	2025
Basic Plan	X		X		X		X
Emergency Support Function Annexes	X		X			X	
Operational Annexes	X			X		X	
Support Annexes		X		X			X
Incident Annexes		X			X		
Recovery Support Functions			X			X	

Each department is expected to develop and maintain departmental procedures, updates, and trainings for its employees' tactical response and operations before, during, and after a disaster or emergency. In addition, certain work groups have been designated as "Primary" or "Lead" for implementing one or more of the annexes to this EOP. Departments so-designated are responsible to maintain such annexes to the EOP as required. Emergency Management staff is responsible for incorporating new Presidential Directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events.

6.2 Training Program

Emergency Management-specific training is managed through individual departments based on guidance from emergency managers in both Eugene and Springfield.

Emergency Management training in the City of Eugene is tracked through the City's learning management system and is monitored to ensure that requirements are met.

6.3 Exercises

The Cities will conduct exercises throughout the year to test and evaluate this EOP. Whenever feasible, the Cities will conduct a Training and Exercise Planning Workshop (TEPW). The TEPW process is designed to coordinate training and exercises among City, County, State, and the Federal Government.

6.4 Improvement Planning

To document and track lessons learned from exercises, the emergency managers or exercise directors conduct a review, or "hot wash," with exercise participants after each exercise. The emergency managers also coordinate the development of an After Action Report (AAR), which describes the objectives of the exercise and documents the results of the evaluation. Similarly, reviews

and AARs will be completed after an actual disaster or emergency to document activities of the incident and improve readiness. The AAR should describe actions taken, identify shortcomings and strengths, and recommend ways to address short-comings to improve operational readiness. The emergency manager of each City will endeavor to ensure that equipment, facilities, planning, and training shortfalls identified following an exercise, disaster or emergency are addressed by the EMOs from each City.

6.5 Community Outreach

The whole community approach requires that emergency management make efforts to involve the community in emergency planning. As the EOP and annexes are developed and maintained, the Cities will continue to reach out to community groups and agencies.

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A Maps

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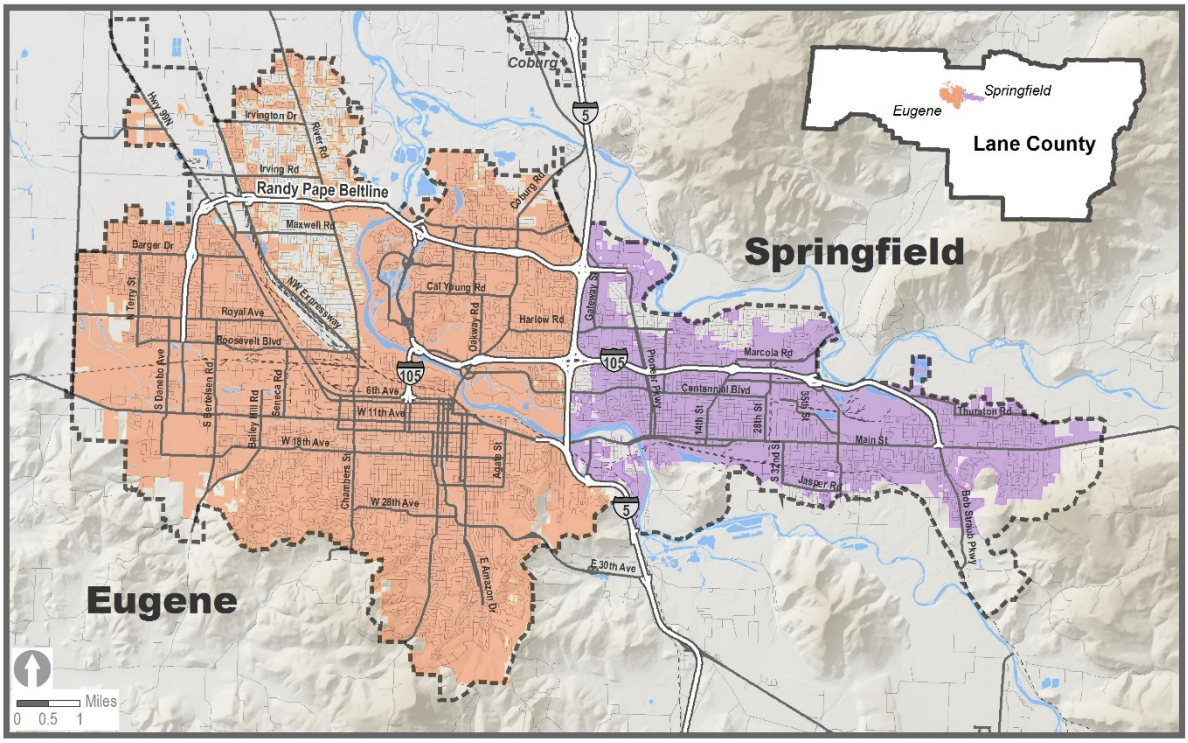
Springfield
Eugene
Lane County
Coburg
Randy Pape Beltline
Irvington Dr
River Rd
Irving Rd
Hwy 99N
Maxwell Rd
Barger Dr
Terry St
Royal Ave
Roosevelt Blvd
NW Expressway
Cal Young Rd
Oakway Rd
Harlow Rd
Coburg Rd
Gateway St
Marcola Rd
Centennial Blvd
Pioneer Pkwy
14th St
28th St
S 32nd St
Main St
Jasper Rd
Thurston Rd
Bob Straub Pkwy
S Danebo Ave
S Bertelsen Rd
Bailey Hill Rd
Seneca Rd
6th Ave
W 11th Ave
W 18th Ave
W 28th Ave
Chambers St
Pearl St
E Amazon Dr
E 30th Ave
105
5
Eugene
Springfield
Miles
0 0.5 1
City of Eugene
City of Springfield
Urban Growth Boundaries

Regional Context
Washington
Pacific Ocean
Cascade Mountains
Lane
Idaho
California
Nevada

B

Authorities and References

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, ORS Chapter 401, which establishes the authority for each City to establish an emergency management program and appoint an emergency manager who will be responsible for the organization, administration and operation of the emergency management program.

Table B-1 Legal Authorities
Federal
– Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness
– Homeland Security Presidential Directive 5: Management of Domestic Incidents
– National Disaster Recovery Framework Second Edition 2016
– National Incident Management System (NIMS), 2017
– National Preparedness Goal, Second Edition 2015
– National Response Framework (NRF) Third Edition 2016
– Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
– Presidential Policy Directive 8: National Preparedness
– Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.
State of Oregon
– Oregon Revised Statutes (ORS) 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency, 2017
– Oregon Revised Statutes 279B.080 – Emergency Procurements, 2017
– ORS 401. Emergency Management and Services, 2017
– ORS 402. Emergency Mutual Assistance Agreements, 2017
– ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System, 2017
– ORS 404. Search and Rescue, 2017
– ORS 431. State and Local Administration and Enforcement of Health Laws, 2017
– ORS 433. Disease and Condition Control; Mass Gatherings; Indoor Air, 2017
– ORS 476. State Fire Marshal; Protection From Fire Generally, 2017
– ORS 477. Fire Protection of Forests and Vegetation, 2017
– State of Oregon Emergency Operations Plan, Volume III 2017

Table B-1 Legal Authorities
Lane County
– Lane Manual Chapters 3.044(5) and 54 as amended, 2018 – Ordinances and Emergency Operations Plans of municipalities within Lane County – Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS), 2017
City of Eugene
– Eugene Code 2.1055; Emergency Code, 2017 – Eugene Code 2.1035; Municipal Judge, City Manager and Department Heads (Lines of Succession), 2017
City of Springfield
– Springfield Municipal Code (Springfield, Oregon) provisioned under Municipal Code, Chapter 1, Sections 2.800 to 2.818, Emergency Management, as amended, 2009 – 2001 Springfield Charter – Springfield Development Code, as amended, 2007

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, and the Oregon Resources Coordination Assistance Agreement [ORCAA]). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid pact, both parties must be aware that State statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act). During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

References

Federal

- Federal Emergency Management Agency, Comprehensive Preparedness Guide 20, 1 Third Edition 2018
- Federal Guidelines for Emergency Action Planning for Dams (FEMA Publication No. P-64), 2013
- Homeland Security Presidential Directive 5: Management of Domestic Incidents, 2003.
- National Incident Management System, 2017

- National Response Framework, 2013. National Response Framework Third Edition 2016
- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973
- Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988
- The Code of Federal Regulations, Title 44, Part 206, 2011

State

- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. 2017. (http://www.oregon.gov/osp/SFM/pages/oregon_mob_plan.aspx)
- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials, 2018
- Oregon Revised Statutes (ORS) 401.305 through 401.335, 294.455 and 279B.080. 2017

Lane County

- Community Wildfire Protection Plan, 2008
- Emergency Operations Plan, 2012
- Natural Hazard Mitigation Plan, 2012

Other

- Eugene-Springfield Multi-Jurisdictional Natural Hazard Mitigation Plan, 2020 (Draft)
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

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C Acronyms and Glossary

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Acronyms

AAR	After Action Report
ARC	American Red Cross
AP	Action Plan
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosives
CERT	Community Emergency Response Team
CIKR	Critical Infrastructure and Key Resources
COAD	Communities Organized Against Disaster
COOP	Continuity of Operations
COP	Common Operating Picture
CSZ	Cascadia Subduction Zone
DEQ	Oregon Department of Environmental Quality
DOC	Department Operations Center
DSHS	Department of Social and Health Services
EAS	National Emergency Alert System
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOC AP	Emergency Operations Center Action Plan
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FACL	Facilities Unit Leader
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FLOP	Finance, Logistics, Operations, and Planning Sections
GMD	Geomagnetic Disturbance
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post

ICS	Incident Command System
IDA	Initial Damage Assessment
IMT	Incident Management Team
JIC/JIS	Joint Information Center/System
LNO	Liaison Officer
MACS	Multi-Agency Coordination System
MACC	Multi Agency Coordination Center
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NRF	National Response Framework
NDRF	National Disaster Response Framework
NHMP	Natural Hazard Mitigation Plan
NPG	National Preparedness Goal
OA	Operational Annex
OEM	Oregon Emergency Management
ORS	Oregon Revised Statutes
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
RSF	Recovery Support Function
RESL	Resource Unit Leader
SA	Support Annex
SAM	Staging Area Manager attached to the EOC
STAM	Staging Area Manager
SITREP	Situation Report
SOP	Standard Operating Procedure
SPUL	Supply Unit Leader
UC	Unified Command
USAR	Urban Search and Rescue
SAR	Search and Rescue (wildland)
SAR	Suspicious Activity Report
WMD	Weapons of Mass Destruction

Glossary of Key Terms

Unless otherwise noted, all definitions originate from National Response Framework Resource Center Glossary; this glossary meets a NIMS core objective – shared terminology.

Access and Functional 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.

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.

American Red Cross: Also known as the American National Red Cross or Red Cross, the Red Cross is a volunteer-led, humanitarian organization that provides emergency assistance, disaster relief and education inside the United States.

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 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, services, or other resources to the agency with direct responsibility for incident management. See Supporting Agency.

Automatic Move-Up: Since time is of the essence, fire crews closest to the fire incident will be sent first. In order to ensure there is no gap in coverage around the incident as nearby stations are vacated to respond, units from other fire stations nearby may be moved up to cover key stations around the incident. This is done under prearranged plans, making the move-up "automatic."

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.

Burn Rate: An organizational concept of measuring financial sustainability by attempting to estimate how long the local government can continue to finance operations. The EOC burn rate is typically measured in dollars spent per hour.

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.

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: 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. 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.

Cost Accounting: A method of accounting in which all costs incurred in carrying out an activity or accomplishing a purpose are collected, classified, and recorded.

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, Department Operations Center (DOC) or Emergency Operations Center (EOC) Manager by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, financing, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the IC, DOC Manager, or EOC Manager 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): DOC staff coordinate their agency, department, or organization's activities. While they communicate with other organizations and EOCs and may exchange liaisons with other agencies, DOC staff are primarily inward looking, focusing on directing their own assets and operations. Unlike DOCs, the EOCs addressed in NIMS are inherently multidisciplinary activities. 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.

Disaster: An occurrence or imminent threat of widespread or severe damage, injury, or loss of life, or other public calamity requiring emergency action.

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 human-made, technological, or natural event or circumstance causing or threatening loss of life, injury to persons or property, human suffering, or financial loss. 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: Includes Federal, state, territorial, tribal, regional, and local governments, NGOs, 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 (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC 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 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 (EOP): 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.

Essential Services: Services such as telecommunications, electrical power, natural gas, water, wastewater, healthcare, and others the interruption of which would endanger the life, health or personal safety of either all or part of the population. Essential services may be provided by a municipal entity; a nonprofit entity; or a private, for-profit entity in contributing to efforts to respond to and recover from an emergency or major disaster.

Exercise: Activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are seven specific types of exercises**:** Seminar, Workshop, Tabletop, Game, Drill, Functional, and Full-Scale.

*Tabletop Exercise***:** Activity in which elected and appointed officials and key agency staff are presented with simulated emergency situations without time constraints. Usually informal, in a conference room environment; designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and resolve questions

of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.

Functional Exercise: Activity designed to test or evaluate the capability of an individual function or complex activity within a function. Applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity. (Example) A Direction and Control functional exercise: Activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. Centered in an EOC or interim EOC; simulates the use of outside activity and resources.

Full-Scale Exercise: Intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. Involves testing of a major portion of the basic elements existing within emergency operations plan and organizations in a stress environment. This type of exercise includes mobilization of personnel and resources and actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

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).

Geomagnetic Disturbance (GMD): A major disturbance of earth's magnetosphere from a very efficient exchange of energy from solar wind into the space environment surrounding earth. GMDs can disrupt navigation systems such as the Global Navigation Satellite System and create harmful geomagnetic induced currents in the power grid and pipelines.

General Staff: A group of incident management personnel 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. IC may be physically collocated with the DOC or EOC. In this event, Branch Directors, Division or Group Supervisors, Strike Team Leaders, Strike Force Leaders, Task Team Leaders, and Single Resource Bosses would be assigned to on scene incident command and control responsibility.

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,

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 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 public health events or fires 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 equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel, 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 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: The capabilities necessary to reduce loss of life and property by lessening the impact of disasters.

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, 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, 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 emergency 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.

Oregon Law Enforcement Data Systems (LEDS): The State of Oregon Law Enforcement Data System, which provides computer databases for State and local law enforcement and the Criminal Justice Information System interface with national computer systems.

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.

Partner:
Jurisdictional, local government

"Local government" means all cities, counties and local service districts located in this state, and all administrative subdivisions of those cities, counties and local service districts. The State, County, and Cities use the processes and procedures established at their EOCs on behalf of the needs of the community. Local Service Districts use the processes and procedures established at their DOCs on behalf of the needs of the community The Cities of Eugene and Springfield may engage private entity partners; however, The Cities do not relinquish its legal responsibility and may make decisions that conflict with private entities' wishes, recommendations, or needs.

Limited or nominal partner, private entity

"Private entity" means any entity that is not a unit of government, including but not limited to a corporation, partnership, company, nonprofit organization or other legal entity or a natural person. Subject to ORS 174.108 (Effect of definitions), as used in the statutes of this state. Private entities coordinate with jurisdictional partners, but do not have final decision-making authority.

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

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that Incident Command System principles and processes are functional and that personnel 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 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 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, and Critical Infrastructure Sector Coordinating Councils).

Prevention: The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term "prevention" refers to preventing imminent threats.

Primary Mission Essential Functions: Government functions that must be performed 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.

Protective Actions: Those steps taken to preserve the health and safety of emergency responders and the public during an incident. This could include denying entry, evacuations, or shelter-in-place orders.

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: Recovery involves actions, and the implementation of programs, needed to help individuals and communities return to normal.

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 their associated organizations.

Resources: Personnel 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: The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

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.

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 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, the optimal span of control for incident management is one supervisor to five subordinates; however, effective incident management frequently necessitates ratios significantly different from this. The 1:5 ratio is a guideline, and incident personnel use their best judgment to determine the actual distribution of subordinates to supervisors for a given incident or EOC activation.)

Staging Area: Temporary location for available resources. A staging area can be any location in which personnel, 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: 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, 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, 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 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.