



Incident Report Eugene's COVID-19 Response

Initial Response: March 13, 2020 through June 30, 2020



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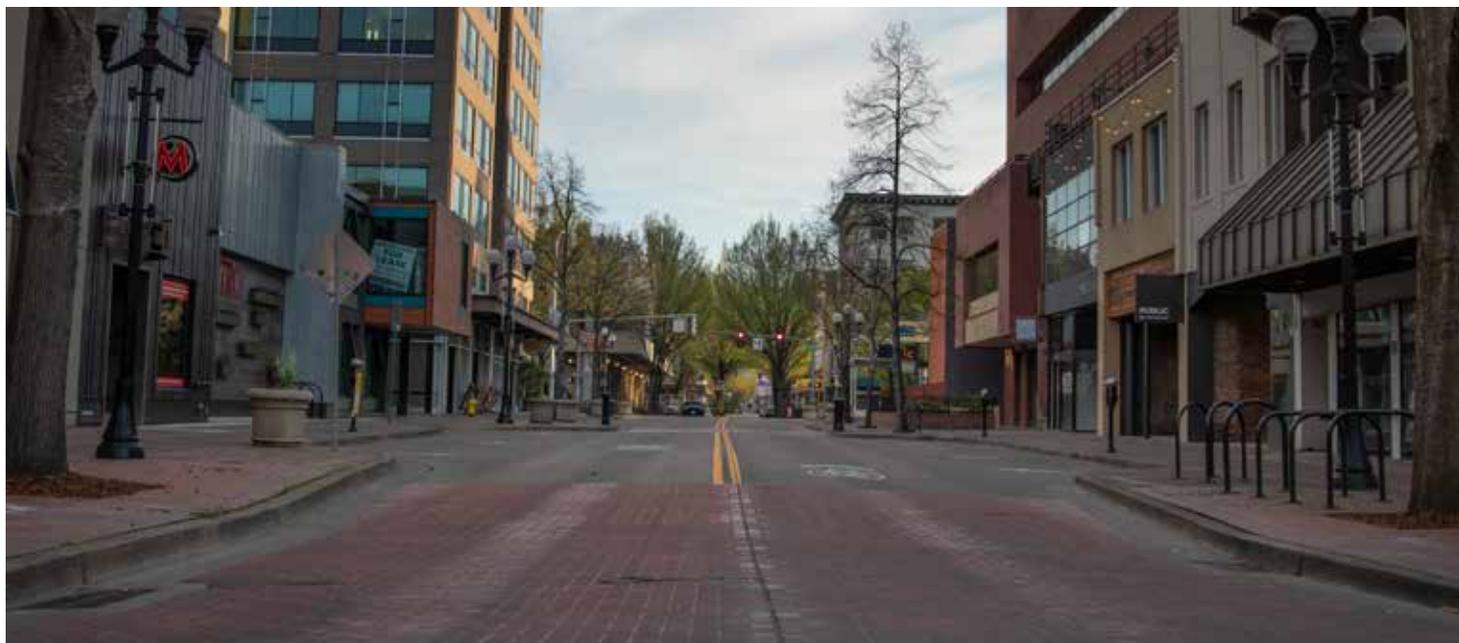
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Timeline of Significant Events	
January 20:	First case in U.S.
February 28	First presumptive case in Oregon
March 8	Governor Brown declares state of emergency
March 13	COE EOC Opens
March 14	First death in Lane County
March 17	First case in Lane County
	COE declares state of emergency (“duration shall not exceed a two week period”)
	Lane County declares state of emergency
March 23	Governor Brown’s Stay Home Save Lives order issued
March 24	Outreach teams formed
	Portable restrooms and handwashing stations deployed
March 27	COE extends state of emergency
April 6	Designated Temporary Shelter Sites established
	Distribution Center opened
April 13	COE extends state of emergency
April 27	COE extends state of emergency
May 11	COE extends state of emergency
May 15	Lane County enters Phase I
May 26	COE extends state of emergency (see final Administrative Order)
June 5	Lane County enters Phase II
June 9	COE state of emergency expires
June 12	EOC begins to demobilize portable restrooms and handwashing stations
June 19	EOC begins to phase out designated temporary shelter sites, established first “microsite” at Skinner City Farm
June 30	EOC reduced to 12
	CARES Act money awarded



Executive Summary

In March 2020 it was apparent that the COVID-19 virus was rapidly spreading throughout the world and would soon reach Lane County. To ensure the safety of the community, the City of Eugene worked hand-in-hand with Lane County Public Health and other state and federal health experts to minimize the spread of the virus and “flatten the curve.”

The City established its Emergency Operations Center (EOC) on March 13, 2020. By March 17, the City, along with Lane County and the City of Springfield, had implemented a State of Emergency. This allowed the organizations to dedicate resources and work together in a more coordinated and regional response, especially when Governor Kate Brown issued her “Stay home, save lives” executive order. Messaging included significant additions to the City’s website, regular emails to about 60,000 recipients, weekly videos from Mayor Lucy Vinis, and weekly joint press conferences.

Lane County Health and Human Services served as the lead regional agency because this was a health threat. The City diligently amplified health-related messaging to ensure City residents and the surrounding community had a clear understanding of the magnitude and impacts of the spreading virus could have on the health of the community and healthcare system.

Sanitation was always a key component of flattening the curve. The City immediately deployed portable handwashing stations and portable restrooms throughout the city. EOC staff also worked with local social service providers to increase services to allow the unhoused community to shelter in place and limit their need to travel around the community.

The City’s Business Help Team worked to support the local business community as it navigated the different phases of reopening. The team helped identify resources available to businesses and created several programs to enable business to continue operations under new guidelines. This included creating parking accommodations to support carry-out customers and delivery companies and local restaurants; enabling restaurants to expand their serving space to increase capacity while accommodating safe physical distancing through the temporary Streatery Program; and reopening the Kesey Square “Food Hall.”

As the city and region began reopening under state guidance in May, the EOC continued to be right-sized to fit the needs of the community. At one point there were nearly 200 City employees staffed in various roles. By the time the EOC wrapped up the first phase of its response on June 30, there were 12 people working in the EOC.

The City of Eugene played a key role in reducing the spread of COVID-19 in our area. Without the work done inside the Emergency Operations Center, our community may have experienced a very different result.

Message from the Incident Commander

In more than 30 years of public service, one thing I've learned is crises present opportunities for change and growth. With the emergence of COVID-19 and subsequent Emergency Declaration by the Eugene City Council, the City of Eugene opened its Emergency Operations Center (EOC). Since mid-March the EOC has been managed using the Incident Command System (ICS). ICS is a management system designed to enable effective and efficient domestic incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. This structure enables incident managers to identify the key concerns associated with the incident—often under urgent conditions—without sacrificing attention to any component of the command system.

What makes this incident different? First, we haven't seen a pandemic in more than 100 years. Additionally, most EOC teams have years of training and experience managing other events and incidents. However, this team came together with minimal or no training in ICS or working in an EOC. City employees came together from across all departments and work units to complete tasks, working together during a pandemic with a goal to "flatten the curve."

During the first few weeks the team moved toward a standardized system of operations and decision-making process. With the growing threat of virus spread and need for physical distancing the team leapt forward, implementing a virtual EOC. Most impressive was the fact that no team member had worked in a Microsoft Teams environment, a virtual platform.

While we had no experience with managing a pandemic, the team continued to tackle difficult issues such as partner integration, providing services for the unhoused to reduce movement through the community, sanitation, best practice development, GIS application/deployment, outreach teams, PPE acquisition and distribution, uncertain funding streams — the list goes on. Over this period and since the first mention of COVID-19, the EOC was challenged with an event which transitioned from simple to complex to very complicated. As a team we have seen change and growth as indicated by an experienced multidisciplinary team with a strong culture of teamwork and cooperation. I'm simply humbled and grateful for the consistent resiliency, dedication and professionalism displayed by all members of the EOC team. While the EOC played a critical role in reducing the spread of COVID-19 in our area through the first half of 2020, it will continue to operate in some form until the threat to our community is eliminated.

— Chief Chris Heppel

The EOC Manager and Policy Group set priorities for the incident/event. The overall long-term and Policy Group priorities are listed under General Priorities, and specific priorities are listed under EOC Priorities.

General Priorities — Policy Group

- Flatten the curve.
- Be creative with resources and assignments.
- Explore creative ways to maintain business operations, meetings, service delivery etc.
- Ensure community confidence by demonstrating we are the right team to handle a pandemic.
- Be adaptive and flexible.
- Keep all employees safe with extra emphasis on our first responders and EOC staff and DOC staff.
- Take care of our community, especially the most vulnerable.
- Maintain broad and consistent communication.
- Build regional public and private partnerships so we can focus on internal critical systems.

Operational Priorities — EOC

- Continually inventory supplies and resources to assess needs.
- Continue to staff EOC as situation changes.
- Continue to coordinate City Communication on COVID-19.
- Ensure we maintain our food and supply chain stability.
- Monitor and assess needs for the homeless.
- Continue to reach out to all DOCs for support requests.
- Distribute a liaison report for State and Federal reports.
- Promote long-term independence and wellbeing of the community.
- Facilitate restoration of systems.
- Reduce long-term community vulnerability.

EOC Management

Public Information, Safety and Liason Support

EOC Management is led by Eugene's Emergency Management team. Kevin Holman is Eugene's Emergency Manager and is supported by Catherine Zunno, Zach Bernardo, Jeremiah Bridges and Carrie Karl. The Emergency Management team was instrumental in leading and advising the EOC through the COVID-19 pandemic.

Public Information Officer(s)

The Public Information Officers (PIO) advised and informed the Incident Commander, unified command and the Emergency Operations Center on public information relating to the incident.

Primary duties included proactively developing accurate, accessible and timely information for use in media briefings or for dissemination via the web and social media; monitoring information from traditional media, the web, and social media; advising incident command on any necessary limits on information release; obtaining the Incident Commander's approval of public materials; conducting and preparing officials for media briefings; arranging for tours, community outreach events and other interviews or briefings; and identifying and implementing rumor control methods.

Accomplishments

The PIO team included Media, Online, and Internal Communications arms. The team established a communication strategy that included regular and frequent external and internal communications about the City's response to COVID-19 and resources available to support health and wellbeing, businesses, employees, housing, the unhoused, food, schools and children, utilities and internet, and more. The team utilized electronic channels including email, social media platforms (Facebook, Twitter, Instagram, YouTube, Vimeo), and the City's website, along with traditional media. A weekly community update was emailed to a list of nearly 60,000 recipients for 14 weeks before transitioning to an as-needed basis.

The team also translated many of its communications into Spanish and distributed them via the City's website and social media channels, local community organizations, the Human Rights and Neighborhood Association's networks, and through partnership with Alex Reyna on his popular online Spanish broadcast, La E-Kiss. Additionally, the team responded to and tracked all media inquiries, and monitored public sentiment on social media.



The PIO also helped prepare updates for City Council meetings and supported the planning and implementation of weekly All City Meetings on Zoom that were regularly attended by 500+ employees. As the EOC began to demobilize response activities (portable restrooms, handwashing stations, designated temporary shelter sites), the team also informed the community about the City's long-term community recovery planning.

By the numbers

- 15** Community Updates (all translated into Spanish)
- 17** Mayor Video Updates (1 in Spanish)
- 9** COVID-19 Video Stories
- 16** Letters to the Community from City Manager Sarah Medary (all translated into Spanish)
- 15** All City Meetings
- 48** Internal Fact Sheets
- 38** News Releases
- 130+** Media Interviews
- 11** City Council COVID-19 City Council Updates
- 24** Web Pages (19 English, 5 Spanish)
- 136,000** Unique pageviews of COVID-19 Web Pages (March 6-July 6, 2020)
- 60.6%** Percent of web visitors using mobile device (March 6-July 6, 2020, up 29.3% over same period in 2019)
- +189.0%** Increase in percentage of web visitors arriving via social media
- +228.3%** Increase in percentage of web visitors arriving via email

EOC Management (continued)

Safety Officer(s)

The Safety Officer monitored incident operations and advised the Incident Commander on matters relating to staff health and safety throughout the incident. This role had emergency authority to stop and/or prevent unsafe acts during incident operations and was available as a resource regarding risk management topics for section chiefs and command staff.

Accomplishments

The Safety Officer briefed out safety information in Incident Commander briefings, daily EOC briefings, and planning meetings. Safety Officers completed objectives centered on employee health and safety and answered a variety of questions from others in the organization. As the City worked toward resuming services, Safety Officers conducted site visits and helped workgroups design and implement reopening plans.



By the numbers

0 Number of confirmed or presumed COVID-19 cases among City staff

Liaison Officer(s)

The EOC Liaison Officers (LNO) served as the conduit for the EOC to external partners. They provided strategic support to the EOC Manager, Incident Commander, Section Chiefs, Public Information Officers, and organizational leadership (Department Operation Centers and Executive Policy Team).

Accomplishments

The accomplishments of the LNO reflect the nexus of the role between communication, policy, and partnerships. Early in the EOC activation, the LNO assisted with standing up the EOC and establishing key functions such as the ESF-6 role related to homelessness and the ESF-14 role related to Long-term Community Recovery. Each of those functions were staffed with their own dedicated Liaison Officer.

A key ongoing accomplishment included the creation and dissemination of the daily Liaison Report summarizing key international, national, state and local information, provided to all local partners via email. LNOs frequently met with local liaisons (Lane County, Springfield and Eugene) as well as the Governor's Office. These meetings provided opportunities to share information, surface common questions and issues, and help to ensure coordination and collaboration amongst key entities.

Throughout the activation, the LNO coordinated meetings between EOC staff and other jurisdictions around Oregon and the U.S. to surface best practices from those areas further "ahead" in their outbreak and to discuss ideas related to reopening and recovery.

As Eugene moved into the reopening phase, the LNO played a key role in managing a small Reopening team out of the EOC that helped to communicate reopening guidance from the state and to address important changes to City regulations for a smooth business reopening.

Although not a traditional LNO duty in the Emergency Operations Plan, the LNO did coordinate the very important morale-boosting work of securing EOC t-shirts and hoodies for all EOC staff.

By the numbers

- 4** Staff who served on the Liaison team during the activation
- 8** US jurisdictions the Liaison scheduled meetings with to discuss strategies
- 20+** Calls with the Governor's Office Liaison
- 28** Executive Orders from the Governor that the Liaison tracked
- 30+** Calls with Liaisons from Springfield and Lane County
- 50+** E-mail addresses daily Liaison Report was sent to
- 57** Daily Liaison Reports created and distributed to local partners

Finance

The EOC Finance Section assisted in tracking costs, developing purchasing and service agreements, approving the EOC purchasing process, and compensation and workers compensation claims issues during the event. Additionally, this function provided strategic support to the EOC Manager, Incident Commander, Section Chiefs, PIO, Liaison, Executive Policy Team and Department Operations Centers.

Accomplishments

- Verified that all costs associated with the COVID-19 incident met all applicable policies and regulations. Additionally, verified that all purchased items were received and properly disbursed.
- Researched information related to all possible COVID-19 funding sources to ensure maximum reimbursement to benefit the Eugene community.
- Successfully applied for COVID-19 related funding from Federal, State, and County sources.



By the numbers

COVID Event Information 3/1/2020 Through 6/24/2020:

\$3,626,813 Personnel Expenses
67,864 Personnel Work Hours
\$806,515 Materials and Services Expenses

\$27,748,929: Funding Applied for or Directly Allocated

\$22,654,502 CARES FAA for Airports
\$2,829,041 CARES CRF Costs (3/1/20 – 5/15/20)
\$839,940 CARES HUD for CBDG
\$548,034 CARES FEMA Assistance to Firefighters Supplemental Grant
\$500,000 General Liability Insurance Claim for Business Interruption Due to Pandemic
\$255,221 CARES DOJ for Police PPE
\$122,191 CARES HHS for Ambulance Transport Fund Revenue Recovery

\$25,605,734 Funding Received

\$22,654,502 CARES FAA for Airports
\$2,829,041 CARES CRF Costs (3/1/20 – 5/15/20)
\$122,191 CARES HHS for Ambulance Transport Fund Revenue Recovery

Logistics

The Logistics Section was responsible for the procurement of personnel and equipment necessary to support the EOC functions.

Accomplishments

Logistics was largely tasked with assisting the Operations section in making site plans and setting up Designated Temporary Shelter Sites (DTSSs), as well as coordinating the procurement of over 75 portable handwashing stations and 75 portable toilets, then providing the GIS section locations information. When the Stay Home, Save Lives' order was put in place, Logistics began sourcing tents and sleeping bags for the unhoused community, as well as forming and equipping outreach teams with supplies to support that community.

Logistics continued ordering supplies to fulfill requests and streamlined the 213 RR process to support the EOC's objective to become more virtual. Supply lines were continually analyzed for both their availability of supplies and the validity of the products offered. Logistics filled vital staff positions in the EOC by working closely with each Department Operations Center (DOC) to properly onboard those individuals. As the number of positive COVID-19 cases rose, sourcing PPE became much more difficult. Logistics worked closely with the County and State to find several PPE sources to ensure first responders were properly stocked.

As the response phase of the EOC moved towards recovery, Logistics fielded requests for workgroups that were preparing to reopen, providing excess PPE and cleaning supplies that were not needed in the EOCAs the EOC began demobilizing. Logistics also assisted in the transfer of the DTSSs to new 'microsites,' and removed temporary handwashing stations and portable restrooms from most areas that did not experience high use.

By the numbers

\$48,411.84: ESF6 Total Supply Costs including White Bird receipts

- \$24,262.66** Shelter sites and meals
- \$17,216.92** Distribution site
- \$6,748.24** Outreach
- 245** Tents provided to unhoused (129 purchased by COE, 116 by White Bird)
- 348** Sleeping bags provided to unhoused (87 purchased by COE, 261 by White Bird)
- Camping mats: still calculating
- 329** Tarps provided to unhoused (229 purchased by COE, 100 on order)
- Socks: still calculating
- 75** Portable restrooms placed throughout community
- 74** Hand washing stations placed throughout community
- 200** gallons of hand sanitizer acquired for City use
- 8,000** KN95 face masks for City use



Operations

The Operations Section coordinated all field operations in support of the emergency, typically through contact between the Emergency Support Functions (ESF) and their respective Department Operations Centers (DOC) or Incident Command(s). The Operations Section translated requests into actions for processing by the rest of the EOC.

Accomplishments

Operations set up childcare for essential workers and provided canopies for the 4J school district's lunch program. Operations created and staffed outreach teams that assisted the unhoused population to shelter in place by providing food, water, hygiene products, and resource connections to unhoused patrons all over the city. Outreach teams partnered with White Bird Clinic to create a distribution center for unhoused individuals to get needed supplies to shelter in place, as well as receive medical screenings. Individuals with symptoms related to COVID-19 were referred to the Lane County Wheeler Pavilion for care. Operations partnered with Carry It Forward to establish Designated Temporary Shelter Sites that included tent camping and car camping at the Hilyard, Amazon, and Peterson Barn Community centers. Operations deployed portable restrooms and handwashing stations around the city to assist the unhoused community to shelter in place and assist in maintaining sanitary conditions.

By the numbers

1221 Outreach visits to camps since March 31

864 Granola bars distributed

408 Toothbrushes distributed

784 Pairs of socks distributed



Planning Section

The Planning Section collected, evaluated, and disseminated information within and outside of the EOC, maintained EOC resource status, and maintained documentation for EOC records. The Planning Section developed an EOC Action Plan (EAP) and facilitated all meetings required to develop the plan, made plans for long-term community recovery, and oversaw the development of Situational Reports to assist all EOC functions in accomplishing the objectives that supported the incident.

Accomplishments

COVID-19 changed Planning's ability to do EOC business as usual. Major accomplishments include the transition of the planning process, the Incident Action Plan process, and resource and information management to a digital format allowing the EOC to operate in a virtual environment.

Long Term Community Recovery (LTCR)

Planning performed an expansive damage assessment evaluating many critical community sectors for impacts due to COVID-19, culminating in the Long-Term Recovery Framework which identifies impacted sectors and recommendations for recovery. LTCR was examined using a "whole community" approach, addressing each of the five FEMA Recovery Support Function (RSF) areas in order to ensure Planning considered all of the community's needs.

GIS

Geographic Information Systems (GIS) staff developed and implemented a variety of mobile and desktop GIS-based applications and dashboards for use in tracking and accounting of field deployed assets as well as critical information associated with the outreach team's visits to camp locations of unhoused residents. A dashboard was also created to track demobilization efforts and aid in capturing camp cleanup costs. Collected information was used to create operational objectives focused on minimizing health and hygiene issues associated with the unhoused population, reducing the spread of COVID-19 in the general population to support the EOC Priority of "flattening the curve."

Resource Management—Resource Unit and Demobilization

Planning brought resource management to new heights by implementing the use of a digital ICS-210 and ICS-213RR process for resource (personnel and tactical) tracking across all areas of EOC operations. This work ensured cost effective use of all resources throughout the event. Further, Planning created and implemented the ICS-221 demobilization process allowing for release of all resources to their original locations while ensuring they were accurately tracked from deployment to demobilization.

A COVID-19 EOC Demobilization Plan was developed by coordinating with EOC personnel to create appendices for all EOC resources (personnel and tactical) which ensured proper tracking, cost accounting, and safety measures were followed for each resource. Demobilization appendices focused on eight major resource areas: distribution sites, personnel offboarding, vehicle decontamination, designated temporary shelter sites, dispersed camp sites, outreach teams, sanitation, and GIS applications and dashboards.

Situation

The Situation Unit Leader (SITL), in collaboration with counterparts at Springfield and Lane County, collected and posted 1,495 news items to the Situation Board. These were local, state, national, and global events and statistics which might have some bearing on incident response. SITL had a hand in creating 75 daily Eugene-Springfield consolidated situation reports and provided updates for the daily and weekly EAPs.



Documentation

The Document Unit Leader (DOCL) maintained accurate, complete, and up-to-date incident files, both electronic and hard copies. In addition to the automated electronic forms and processes created through utilizing Microsoft Teams, the DOCL also filed over 700 digital documents in the Document Box, some of which were scanned from paper. In collaboration with Command Support Staff, DOCL quality checked all 206 objectives and documented notes for 237 meetings and briefings.

By the numbers

142 Meetings facilitated

61.4 Pounds of collected documents

206 Objectives documented

38 Number of operational periods with a Planning P

93 Completed ICS-221s

291 Completed ICS-213RRs, (many of which contained multiple requests on one form)

1,495 News items posted to the Situation Board

75 Consolidated Situation Reports created



