

**Marion County, Oregon**  
**EMERGENCY OPERATIONS PLAN (EOP)**  
2025 through 2030



June 2025

Prepared for:  
Marion County Board of Commissioners  
Salem OR, 97305

Prepared by:  
Marion County Emergency Management

**NOTE:** This document contains information pertaining to the deployment, mobilization, and tactical operations of Marion County in response to emergencies and disasters. It is exempt from public disclosure under Oregon State Law.

# Immediate Action Checklist

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

## 1. Receive report of incident.

- Report of the incident should be directed to the County Emergency Management Director.
- If the Emergency Management Director is not available, the report should be directed to the County Sheriff and follow the line of succession outlined in Section 1.8.1 of this plan.
- The report may be received through 9-1-1 dispatch, responding agencies, the on-scene Incident Commander, the public, or other sources.
- If you are the first person to receive the report of the incident, call 9-1-1 and provide as much detail as possible including the location, nature of the incident, possible impacts to public safety and infrastructure, etc.

## 2. Emergency Management Director determines County resource needs.

- The Emergency Management Director should determine, in coordination with the on-scene Incident Commander, what level of support is needed from the County for the incident. Based on incident information, complexity analysis, and assessment of Community Lifelines impacts the Emergency Management Director will determine the incident Type level and the appropriate EOC Activation Level.
- Identify and notify key personnel who will be needed to support emergency operations, including staffing of the Emergency Operations Center, if activated. Staffing of the Emergency Operations Center may be supported by staff from the County Departments.

## 3. Notify key County personnel and response partners.

- The Emergency Management Director will notify County management of staffing needs for the Emergency Operations Center.
- Notify appropriate emergency response agencies and key cooperators.
- See the Emergency Contact List maintained by Emergency Management.

## 4. Activate the County Emergency Operations Center as appropriate.

- The County will utilize the Incident Command System (ICS) in managing the Emergency Operations Center.
- Primary Emergency Operations Center Location:

Marion County Public Works  
5155 Silverton Road NE, Salem, OR 97305

- Alternate Emergency Operations Center Locations:

Marion County Health and Human Services  
3160 Center St NE, Salem, OR 97301  
Chemeketa Community College  
4960 Brooklake Road, Brooks, OR 97305

Mobile EOC Trailer – Parked at Public Works  
5155 Silverton Road NE, Salem, OR 97305  
Can be moved to any location needed

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

- Identify a primary and alternate means to stay in contact with the on-scene Incident Commander.
- The on-scene Incident Commander may assign a radio frequency that the Emergency Operations Center can use to communicate with the scene.

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

- Consider coordination of the following, as required by the incident:
  - Protective action measures include alert and warning, evacuations, and shelter-in-place.
  - Emergency public information and coordination with the media.
  - Provisions for Access and Functional Needs Populations, including unaccompanied children.
  - Mass care and shelter/housing needs for displaced community members.
  - Provisions for animals in disaster including pets and livestock.
  - On-scene resource requests outside of normal channels.
  - Information coordination with community partners.

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

- Oregon Emergency Response System (OERS): 800-452-0311
- If there is an oil or chemical spill to report, The responsible party is required to call the National Response Center at 800-424-8802 or 202-267-2675. If no Responsible party is identified on scene command will notify dispatch and request the NRC to be notified.

**8. Declare a State of Emergency for the County, as appropriate.**

- If the incident has overwhelmed, or threatens to overwhelm, the County's resources to respond, the County should declare a state of emergency.
- A declaration may be made by the Marion County Board of Commissioners.
- The declaration should be submitted to the Oregon Emergency Response System.

# **Letter of Promulgation**

To all Recipients:

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

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

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

This plan has been approved and adopted by the Marion County Board of Commissioners at the recommendation of the Marion County Emergency Management Director. All recipients are requested to advise the Marion County Emergency Management Director of any changes that might result in its improvement or increase its usefulness.

BEFORE THE BOARD OF COMMISSIONERS

FOR MARION COUNTY, OREGON

In the matter of adoption of the       )  
2025-2030 Marion County               )  
Emergency Operations Plan.            )

**ORDER No. 25-093**

This matter came before the Marion County Board of Commissioners at its regularly scheduled public meeting on Wednesday, June 25, 2025.

WHEREAS, the county's existing emergency operations plan was adopted in 2020; and

WHEREAS, the board of commissioners wishes to adopt a new, updated emergency operations plan; and

WHEREAS, the emergency operations plan is an all-hazard plan that describes how Marion County will organize and respond to emergencies in the community; now, therefore,

IT IS HEREBY ORDERED that the Marion County Board of Commissioners adopts the 2025-2030 Marion County Emergency Operations Plan attached to this order.

DATED this 25<sup>th</sup> day of June, 2025.

MARION COUNTY BOARD OF COMMISSIONERS



Chair



Commissioner



Commissioner

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## Preface

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

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

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

## Supersession

Upon completion and formal adoption this plan will supersede the 2020 promulgated County Emergency Operations Plan.

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## Plan Administration

This EOP is an all-hazards plan covering natural, technological, biological, and human-caused disasters. Annual training will be conducted as appropriate for all personnel identified in the plan who have responsibility for the response and handling of emergency incidents.

The Emergency Management Director will coordinate the review of this plan every two years or when substantial changes occur. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by the Emergency Management Director without formal County Board of Commissioners' approval. The entire plan must be formally updated and promulgated every five years.

Each County department is expected, as necessary, to develop and maintain policies and procedures (e.g., department emergency plans, standard operating procedures, Continuity of Operations Plans/Business Continuity Plans (COOP)) in support of the Marion County Emergency Operations Plan.

In addition, assigned County departments are responsible for updating and maintaining their portions of the County EOP and portions of the Basic Plan, as appropriate, including new Presidential Directives, legislative changes, and procedural changes based on lessons learned from exercises and actual events. No proposed change should contradict, or override authorities or other plans contained in a statute, Executive Order, or regulation that governs the basic requirements of the County EOP.

Marion County Emergency Management (MCEM) is responsible for coordinating and approving all proposed modifications to the County EOP with the assistance of primary and support agencies and other stakeholders as required. Once published, modifications are considered part of the County EOP for operational purposes. Copies of revisions will be distributed as appropriate and required.

## Record of Review and Changes

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

Date	Change #	Summary of Changes
2008		Original Release
3/26/19	001	Letter of Adoption, Promulgation, Letter of Adoption, Plan Admin. Updated
3/27/19	002	Plan Distribution, EOP Plan Review Assign. Updated
3/27/19	003	Changed Federal ESF 7 from “Resource” to “Logistics” per NIMS compliance
3/27/19	004	Changed Federal ESF 5 from “Emergency Management to State ESF 5 “Information and Planning”
3/27/19	005	Changed Federal ESF 11 from “Food and Water” to “Agricultural & National Resources per NIMS compliance
3/28/19	006	Introduction, Summary, Purpose and Scope Updated
3/28/19	007	Added “Whole Community Concept” Section
3/28/19	008	Added “Authority & Guidance Section”
3/28/19	009	Added “ESFs, SAs, IAs” Sections
4/15/19	010	Added “State of Oregon EOP section
4/15/19	011	Added “State assistance, federal assistance, and resource typing sections
4/15/19	012	Added “Reporting/Documentation Section”
4/15/19	013	Added “Preservation of Vital Records Section”
3/16/20	014	Signed Promulgation and Letter of Adoption for the 2020-2024 EOP.
3/14/25	015	<p>This is a significant revision of the EOP with the following major changes:</p> <ul style="list-style-type: none"> <li>• Removal of Emergency Support Functions from the County Level – notes of State and Federal ESF’s are still included.</li> <li>• Removed Emergency Support Function and Recovery Support Function Annexes.</li> <li>• Removal of Department specific statements that correlated duties to ESFs.</li> <li>• Removed figures related to ESFs.</li> <li>• Inclusion of Community Lifelines throughout the plan.</li> <li>• Added Community Lifelines Annex.</li> </ul>

## Record of Changes

Date	Change #	Summary of Changes
		<ul style="list-style-type: none"><li>• Merged sections from the previous version for better flow and information management.</li><li>• Updated positions to reflect Emergency Management Director position.</li><li>• Updated Risk Table and references to the 2023 Multi-Jurisdictional All-Hazards Mitigation Plan (superseded previous version).</li><li>• Adjusted tables and figures to reflect changes.</li></ul>
	016	Signed Promulgation and Letter of Adoption for the 2025-2030 EOP.

## Plan Distribution List

Copies of this EOP will be provided to the following jurisdictions, agencies, and people electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The Emergency Management Director is ultimately responsible for dissemination of all plan updates.

Agency	Title/Name
<b>Marion County</b>	
County Board of Commissioners	Commissioner's County Administrative Officer
Marion County Sheriff's Office	Sheriff
Public Works	Director
Health & Human Services	Administrator
Marion County Business Services	Risk Manager
<b>Cities</b>	
City of Salem	Emergency Manager
<b>State and Federal Partners</b>	
Oregon Department of Emergency Management	Operations and Preparedness Section Manager
Oregon Military Department	Joint Operations Center



## Emergency Operations Plan Review Assignments

**Emergency Operations Plan Review Assignments**

The following tables identify agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. The base plan will be managed by Marion County Emergency Management, and reviewed by Marion County Departments, Stakeholders, Partners, and will be open for public comment by members of the community before promulgation of the plan. Each agency assigned will identify personnel to conduct a review every 2 years of their annex and forward any revision concerns to the County Emergency Management Director. *More information about the Plan Management can be found in [Section 6](#) of this plan.*

<b>Basic Plan</b>	
<b>Lead by: Marion County Emergency Management</b>	
<b>Reviewed by: All Departments, Stakeholders, Partners, and Marion County Citizens.</b>	
<b>Incident Annexes</b>	
<b>Annex Title</b>	<b>Agency/Organization</b>
Community Lifelines	Marion County Emergency Management Sub-Component lead and supporting organizations.
Earthquake	Marion County Emergency Management
Flood; including Dam Failure inundation	Marion County Emergency Management
Wildfire	Marion County Fire District Marion County Emergency Management
Extreme Weather	Mairon County Emergency Management Marion County Health and Human Services
HAZMAT	Marion County Emergency Management Regional HAZMAT Teams Office of State Fire Marshall

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# 1

## Introduction

### 1 Introduction: General

The mission of Marion County Emergency Management is to create programs to better prepare for disasters and reduce the suffering of the community following a disaster. Emergency Management coordinates protection, prevention, mitigation, response, and recovery activities that increase the County's capabilities to minimize loss of life, reduce impacts from disasters, and increase community resilience.

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

No plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to make decisions based on the specific circumstances of the incident at hand. It is imperative that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, protecting against, responding to, recovering from, and mitigating emergencies and disasters.

#### 1.1 Whole Community Planning

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

## 1. Introduction

## 1.2 Purpose and Scope

The primary purpose of this EOP is to outline the shared all-hazards approach to emergency operations to protect the safety, health, and welfare of residents and visitors throughout all emergency management mission areas. This plan establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, all departments and agencies that operate under this plan are expected, as necessary, to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how emergency tasks will be performed in alignment with this EOP. Training and equipment necessary for response operations should be maintained by tasked departments and agencies.

The primary users of this plan are elected officials, department directors and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders who support emergency operations.

## 1.3 Plan Activation

Once promulgated by the County Board of Commissioners, this EOP is in effect and may be implemented in whole or in part to respond to incidents in or affecting Marion County. An emergency declaration is not required to implement the EOP or activate the Emergency Operations Center (EOC). The County Emergency Management Director may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

## 1.4 Plan Organization

Figure 1.1 describes how the EOP is organized to support delivering a coordinated response. The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the structure of a Marion County emergency response. It serves as the primary document outlining roles, responsibilities, coordinating instructions, and guidance on how County departments and partners will operate during an incident.

**Figure 1-1 EOP Basic Plan**

<b>EOP Basic Plan</b>	
<b>Community Lifeline Annex</b>	<b>Incident Annexes</b>
Community Lifelines (CL) structure how incident priorities are understood and communicated throughout all phases of an emergency. This annex details the implementation of Community Lifelines in response and the	Incident Annexes (IA) identify critical tasks particular to specific natural, technological, and human- caused hazards. While this EOP has been developed as an all-hazards planning document, some hazards may require unique

## 1. Introduction

<p>integration of them into the EOC, ICS, and Marion County.</p> <p>Each lifeline is composed of multiple components and subcomponents that help define the services that make up that lifeline.</p>	<p>considerations and thus, operations.</p> <p>IA 1- Earthquake and Seismic Activity  IA 2- Flood Including Dam Failure  IA 3- Major Fire  IA 4- Sever/Extreme Weather (Heat and Cold)  IA 5- Hazardous Materials (HAZMAT)  Additional Annexes may be added as developed or needed.</p>
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## 1.5 Relationship to Other Plans

The EOP is designed to align with emergency operations plans, support plans, and procedures both horizontally across the County, as well as vertically with plans at the state and federal levels. *See Appendix D for references including a list of key plans and procedures that inform development and implementation of this EOP.*

## 1.6 Authorities

### 1.6.1 Authority of Emergency Management

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, Oregon Revised Statutes (ORS), Chapter 401, which establishes the authority for the County to appoint an Emergency Manager who will be responsible for its organization, administration, and operation during an emergency.

County Emergency Management will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.
- Manage and maintain the County EOC, from which County officials can coordinate emergency and disaster response activities.
- Establish an Incident Command System structure for management of incidents by all local emergency service agencies.
- Coordinate with local and state agencies to integrate effective practices in emergency preparedness and response in a manner consistent with the National Incident Management System (NIMS).

Through promulgation of this plan, Marion County Emergency Management Division has been identified as the lead agency in emergencies in Marion County. In accordance with the County Code, the Board of Commissioners has delegated emergency management authority to the Emergency Management Director. For day-to-day emergency management of Marion County, the role has been delegated to the County Emergency Management Director.

## 1.7 Local Disaster Declaration Process

Under Oregon law and per the Oregon Emergency Operations Plan, local governments may declare a disaster, depending on their statutes, to effect incident response actions within their jurisdiction. The County may declare an emergency for several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing state or federal disaster assistance.

### 1.7.1 General

When a state of emergency has been declared in Marion County, local officials are empowered to enforce special measures to meet the emergency according to Marion County Code.

In a declared emergency, local officials may:

- A. Establish a curfew for the area designated as an emergency area which fixes the hours during which all persons other than officially authorized personnel may not be upon the public streets or other public places.
- B. Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place within the area designated as an emergency area.
- C. Barricade streets and roads, as well as access points onto streets and roads, and prohibit vehicular or pedestrian traffic, or restrict or regulate the same in any reasonable manner in the area designated as an emergency area for such distance or degree of regulation as may be deemed necessary under the circumstances.
- D. Evacuate persons from the area designated as an emergency area.
- E. Close taverns or bars and prohibit the sale of alcoholic beverages throughout Marion County or a portion thereof.
- F. Commit to mutual aid agreements.
- G. Suspend standard procurement procedures to obtain necessary services and/or equipment.
- H. Redirect funds for emergency use.
- I. Order such other measures as are found to be immediately necessary for the protection of life and/or property. [Ord. 1198 § 3(III), 2004; Ord. 995 § 5, 1994.]

In a declared emergency, the Marion County Sheriff's Office or designee may:

- Close County and local access roads.
- Request other agencies and persons to close roads, waterways, or other property under their jurisdiction or control.
- Prohibit any person from entering or remaining in an area subject to a closure order.
- Coordinate with public works agencies to maintain traffic flow and conduct mitigation measures to minimize the impact to community members using the closed area.
- Authorize the On-Scene Incident Commander of the affected unincorporated area to conduct evacuations or undertake emergency measures.

County Legal Counsel should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all the above powers. Unless explicitly stated in writing, the County authorities may not extend into incorporated cities.

## 1. Introduction

### 1.7.2 Disaster Declaration Process

When an emergency or disaster occurs that impacts the County, either entirely, in the unincorporated areas where Marion County has the authority and responsibility to respond, or within a city in the County as identified below, Marion County may declare an emergency. A declaration may be used to implement the power identified in section 1.7.1, activate the Emergency Operations Center, and direct response activities. A declaration should include the information in the below paragraphs, and a sample declaration is included in Appendix A of this plan.

When an emergency or disaster arises, and it is determined that conditions have progressed beyond the manpower, equipment, or other resource capabilities of the affected city, assistance may be requested from Marion County and other neighboring jurisdictions in accordance with existing mutual aid agreements and then through state government via notification by Marion County Emergency Management, Oregon Emergency Response System (OERS) at 1-800-452-0311. The County declaration process will support the activation of appropriate resources.

The appropriate officials within the jurisdiction will issue an Emergency Declaration stating that an emergency exists, the specific location or description of the affected area, and jurisdictions included in the declaration. **If explicitly stated** in writing by the leading city official or delegated authority, County Emergency Management can be authorized to assume command of the disaster for Cities and/or County emergency response resources during a state of emergency. This does NOT alleviate the responsibility, liability, or financial burden of that jurisdiction to ensure the safety of their community, infrastructure, and responsible use of resources. If possible, the Cities and/or County will conduct an Initial Damage Assessment prior to requesting additional assistance. Particular attention will be given to underserved populations to appropriately allocate resources necessary for providing critical services during an emergency.

### 1.7.3 Declaration Content

Per ORS 401.309 (1) “The governing body of a city or county in this state may declare, by ordinance or resolution, that a state of emergency exists within the city or county. The ordinance or resolution must limit the duration of the state of emergency to the period of time during which the conditions giving rise to the declaration exist or are likely to remain in existence”

A declaration shall:

- Describe the nature of the emergency.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- Designate the geographic boundaries of the area where the emergency exists.
- Estimate the length of time during which the designated area will remain in an emergency status.

*See Appendix A for a sample Declaration of Emergency form.*

Any Declaration of Emergency by a County shall be submitted to the Oregon Department of Emergency Management for record and an OERS number established for record.

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The declaration of emergency will be written based on the best information available at the time. It may be amended to reflect additional information or changes in the situation. County legal counsel may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document.

### 1.7.4 Mutual Aid and Intergovernmental Agreements

Mutual aid agreements and requests for help from organized volunteer groups may be activated when an emergency response is beyond the means of County resources. This may be in the form of a specific task or function that an organization may provide, such as the Red Cross providing sheltering capabilities the county does not organically have, and there is a pre-established mutual aid agreement in place for that capability.

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. Any contract issued must follow Federal Procurement guidelines.

Under ORS 402, the State has established the voluntary Oregon Resource Coordination Assistance Agreement ([ORCAA](#)) of which Marion County is a participatory member. Under ORCAA, “Member jurisdictions may request assistance from other member jurisdictions to prevent, mitigate, respond to, or recover from an emergency or disaster, or in concert with exercises. Any resource (employees, services, equipment, and supplies) of a member jurisdiction may be made available to another member jurisdiction.”

See the [ORCAA Implementation Guide](#) for additional details.

### 1.7.5 State Assistance

If local resources are exhausted and further assistance is needed, then the executives or elected officials of those governments may request a declaration and additional state resources from the Governor. The Governor can declare a state of emergency by an executive order under authority granted in Oregon Revised Statutes.

Under a declaration, the Governor has complete authority over all state agencies including personnel, equipment, and facilities for response to the emergency. This authority is executed as strategic direction, enacted via the State Emergency Coordination Center (ECC), with operational control of resources most often resting with local public safety command structures.

### 1.7.6 Federal Assistance

If the capabilities of the state are not sufficient to meet the requirements as determined by the Governor, federal assistance may be requested. The Oregon Department of Emergency Management (ODEM) coordinates all requests for federal assistance through the State ECC. The Federal Emergency Management Agency (FEMA) coordinates the Governor’s Presidential request for assistance in accordance with the National Response Framework.



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1. Introduction

### 1.7.7 Other Types of Declarations

There are several specific types of declarations available, depending on the nature of the emergency. These include fires, public health events, energy resource emergencies, and droughts. Each of them is defined by a section of the Oregon Revised Statutes, and procedures are maintained by agencies responsible for those types of events (*see Oregon Comprehensive Emergency Operations Plan*).

#### 1.7.7.1 Public Health Emergency

During a public health incident, the Governor may declare a state of public health emergency authorized under ORS 433.441. The proclamation must specify the nature of the emergency, the geographic area subject to the proclamation, the conditions that led to the emergency, and its expected duration.

During a public health emergency, the Governor may:

- Close, order the evacuation/decontamination of any facility the Governor has reasonable cause to believe may endanger public health.
- Regulate or restrict by any means necessary the use, sale or distribution of food, fuel, medical supplies, medicine or other goods and services.
- Prescribe modes of transportation, routes and destinations required for the evacuation of individuals or the provision of emergency services.
- Control or limit entry into, exit from, movement within and the occupancy of premises in any public area subject to or threatened by a public health emergency, if such actions are reasonable and necessary to respond to the public health emergency.
- Authorize pharmacists licensed under ORS Chapter 689 to administer vaccines to persons who are three years of age or older.
- Take any other action that may be necessary for the management of resources, or to protect the public during a public health emergency.

A proclamation of a state of public health emergency expires when terminated by a declaration of the Governor or no more than 14 days after the date the emergency is proclaimed, unless the Governor expressly extends the proclamation for an additional 14-day period.

#### 1.7.7.2 Emergency Conflagration Act

Under ORS 476, when a threat to life, safety, and property exists due to fire, and that threat exceeds the firefighting capabilities of local firefighting personnel and equipment, the Governor may invoke the Emergency Conflagration Act. The Act allows the Governor to “assign and make available for use and duty in any county, city, or district, under the direction and command of an officer designated by the Governor for the purpose, any part of the firefighting forces and equipment of any firefighting organization in this state other than an organization that possesses only one self-propelled pumping unit. The Governor may make firefighting forces and equipment available under this section in response to fire, a heightened danger of fire, or a significant reduction in available firefighting resources.”

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

## 1.8 Continuity of Government

### 1.8.1 Lines of Succession

Table 1-1 presents the policy and operational lines of succession during an emergency for the County. Emergency Policy and Governance is identified in Marion County Code 2.35.050 Succession of Authority.

Table 1-1 Lines of Succession	
Emergency Coordination	Emergency Policy and Governance
1. Emergency Management Director	1. Board of Commissioners Emergency Management Board Designee
2. Marion County Sheriff	2. Board of Commissioners Chair
3. Marion County Public Works Director	3. Board of Commissioners Vice Chair
4. Designee of the Sheriff	4. Remaining Commissioners in order of seniority
5. Designee of the Public Works Director	5. County Chief Administrative Officer
	6. Deputy County Administrative Officer
	7. Emergency Management Director
	8. County Sheriff

Each County department is responsible for developing Continuity of Operations plans (COOP) to support the continuation of essential functions during a disruption or emergency.

The Emergency Management Director will provide guidance and direction to Department Directors to support them in establishing continuity programs that include procedures to:

- Identify lines of succession and delegations of authority.
- Identify Mission Essential functions.
- Identify prioritization of resources and personnel.
- Establishes alternate work locations or solutions for telework when primary facilities are disrupted.
- Maintain procedures to protect and preserve vital records.

## 1.9 Administration and Logistics

### 1.9.1 Request, Allocation, and Distribution of Resources

## 1. Introduction

During a disaster that overwhelms local resources, resource requests and emergency/disaster declarations must be submitted by the Emergency Management Director or EOC Director to the State ECC according to provisions outlined under ORS Chapter 401.

The executives (Elected Officials, Appointed Officials, City Managers, Mayors, or other city representative) of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. All assistance requests will be made through the County Emergency Management Director directly or via the EOC if activated. The County Emergency Management Division or the EOC Logistics Section processes subsequent assistance requests to the state through the current resource request system.

### 1.9.2 Financial Management

During an emergency, the County is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the Board of Commissioners. If an incident in the County requires major redirection of County fiscal resources, the Board of Commissioners may meet in emergency session to decide how to respond to the emergency funding needs, declare a state of emergency, and request assistance through the State as necessary. The following general procedures will be carried out:

- The Board of Commissioners may meet in an emergency session to decide how to respond to the emergency funding needs.
- The Board of Commissioners may declare a state of emergency and direct the Emergency Manager to request assistance through the state.
- If a quorum of commissioners cannot be reached, and if a prompt decision will protect lives, County resources and facilities, or private property, the County Chief Administrative Officer (or designee) may act on emergency funding requests. The Board of Commissioners will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Department in compliance with the Intergovernmental Agreement.

Expenditure reports should be submitted to the Finance Department and managed through the Finance Director to identify budgetary allocation and/or spending authority adjustments. The Human Resources Department will support personnel issues for both volunteer and paid positions. In addition, copies of expense records, timecards, and all supporting documentation should be submitted to the Documentation Unit Leader for record and to County Finance to file a FEMA Public Assistance reimbursement request if applicable. During activation of the EOC, financial management will be handled by the Finance Section, which will be staffed by members of the Finance Department or other appropriately trained individuals.

Each jurisdiction will be responsible for all financial and liability burdens incurred within their jurisdiction until all resources are exhausted, unless otherwise agreed upon through mutual aid.

**1. Introduction****1.9.3 Legal Support and Liability Issues**

Legal support for the County is provided by Marion County Legal Counsel.

Responsibilities related to legal services include:

- Advising County Officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
- Establish rationing of critical resources.
- Establish curfews.
- Restrict or deny access.
- Specify routes of egress.
- Limit or restrict use of water or other utilities.
- Remove debris from publicly or privately owned property.
- Reviewing and advising County officials in determining how the County can pursue critical objectives while minimizing potential exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising officials and department directors regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County government in disaster events.

Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the County and its surrounding areas.

**1.9.4 Reporting and Documentation**

Proper documentation and reporting during an emergency are critical for the County to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. County staff will maintain thorough and accurate documentation throughout the course of an incident or event.

Incident documentation should include:

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

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

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1. Introduction**1.10 Safety of Employees and Family**

All department directors (or designees) are responsible for the safety of employees under their charge. Employees should attempt to contact their supervisors and managers within the first 12 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans may establish alternate facilities, staff locations, and priorities as applicable. Notification procedures for employee duty assignments will follow the procedures established by each agency and department.

Marion County Health and Human Services is responsible for providing guidance to County personnel, in accordance with department plans and procedures, regarding protective actions during a biological incident and/or contagious outbreak. When the EOC is activated, the County Safety Officer, in coordination with Marion County Health and Human Services, will be responsible for disseminating this guidance to the Emergency Management Division and EOC staff. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration (OSHA), in coordination with the Oregon Health Authority (OHA), may aid and provide guidance on worker safety and health issues. These procedures and protocol should be implemented to the best of the ability of the response structure and documented through the use of ICS Forms as well as the Operational Planning Process and Incident Safety Analysis.

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# 2

## Situation and Planning Assumptions

### 2 Situation: General

Marion County faces numerous hazards that could disrupt the community, cause damage, and result in casualties. These include natural hazards such as droughts, floods, wildfires, winter storms, heat waves, earthquakes, landslides, and volcanic activity. Additionally, there are risks from technological and human-caused incidents, including infrastructure failure, chemical, biological, radiological, nuclear, or explosive (CBRNE) events. Other potential disasters include health-related incidents, large fires, major transportation accidents, Dam failure, and acts of terrorism.

#### 2.1 Community Profile

Marion County encompasses approximately 1,182 square miles, extending from the Willamette River to the Cascade Mountains, centrally located in the Mid-Willamette Valley. It is bordered by Butte Creek to the north, the Willamette River to the west, the Cascade Range to the east, and the North Fork and Santiam River to the south. The county comprises 20 cities and 37 communities. In 2023, the census identified the population as 346,741; the coast is about two hours away, where the Cascadia Fault Line poses one of the greatest risks to Oregon.

Marion County shares these borders with Clackamas County on the Northeastern side, Jefferson County, specifically the Confederated Tribes of the Warm Springs reservation on the east side, Linn County on the Southern side, and both Polk and Yamhill Counties on the western side.

Marion County's natural features make it prone to disasters like floods, earthquakes, landslides, wildfires, severe winter storms, and includes one volcanic mountain. The county historically receives about 40 inches of rain each year, mostly between October and May. Major rivers in Marion County including the Willamette, Little Pudding, and North Santiam, as well as Mill Creek in Salem, flood during significant rainfall events.

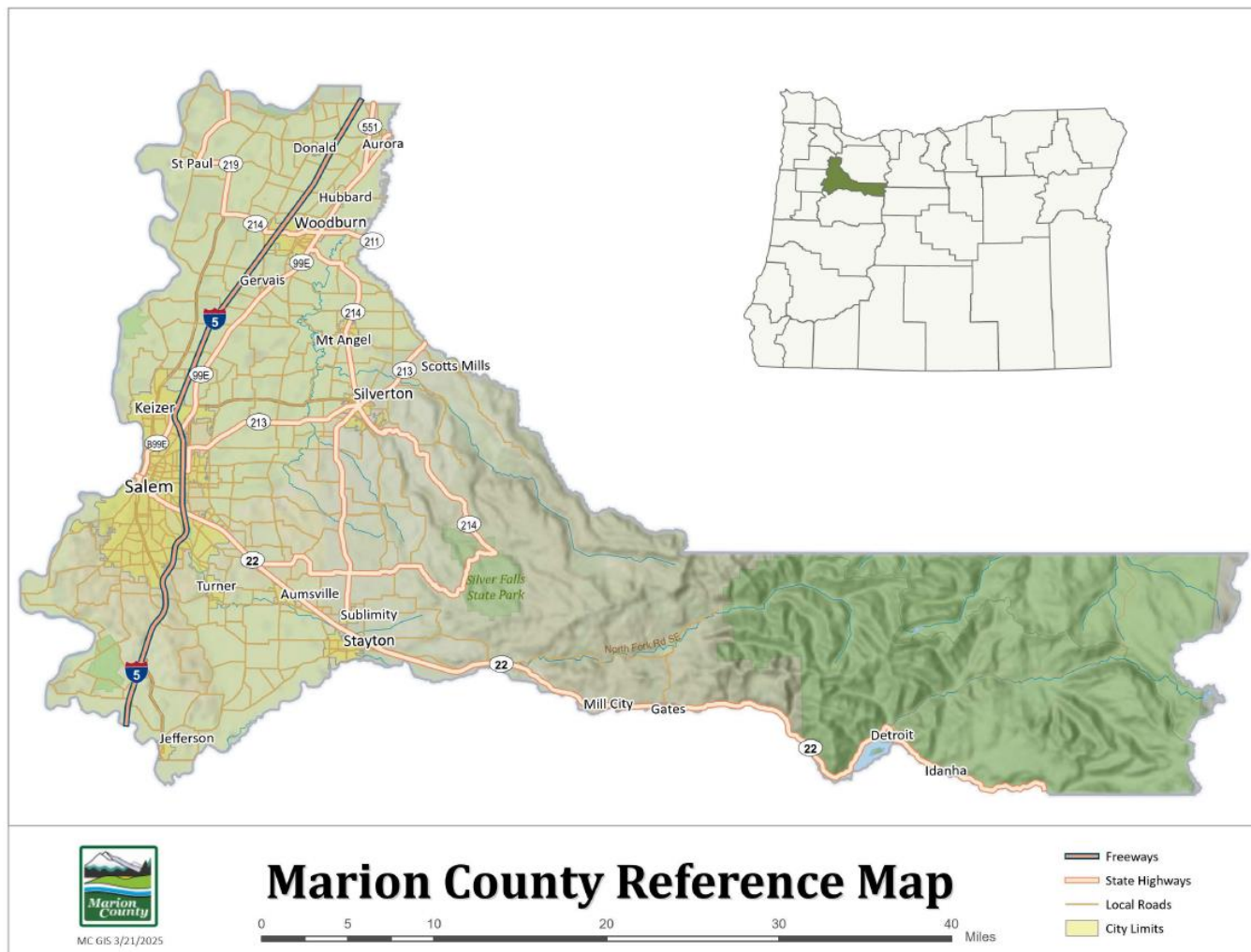
Approximately 26% of homes in Marion County were constructed before 1960, predating the introduction of FEMA floodplain maps and earthquake-resistant designs. Situated in the Pacific Northwest's Cascadia Subduction Zone, the county faces the potential threat of a significant earthquake, possibly reaching a magnitude of 9.0 or higher. Additionally, over 97% of the county's land is designated for farming or forestry. Approximately 53% of Marion County is Forestland located in the eastern half of the county. According to the National Risk Index, the county's wildfire risk is considered relatively high compared to other regions.



## 2. Situation and Assumptions

Marion County also faces risks from human and technological hazards like fires, dam failures, industrial and transportation accidents, hazardous material spills, terrorism, and civil unrest. The state capital and other government buildings increase the risk of terrorism. Hazardous materials often travel through the county on Interstate 5, the rail system, and Highway 22. There are also 40 dams including privately owned dams along with the Detroit Reservoir, which is 45 miles east of Salem, posing significant risks.

**Figure 2-1 Map of Marion County and Cities**



## 2.2 Threat/Hazard Identification

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

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



## 2. Situation and Assumptions

Table 2-1 identifies the hazard/threat most likely to impact the County based on the community's vulnerability and the resulting potential impacts of the hazard or threat.

Table 2-1 Identified Threats/Hazards		
Natural <i>Result from acts of nature</i>	Technological <i>Result from accidents or failures of systems and structures</i>	Human-Caused / Adversarial Threats <i>Result from intentional actions of an adversary</i>
<ul style="list-style-type: none"> <li>• Cascadia Earthquake</li> <li>• Crustal Earthquake</li> <li>• Drought</li> <li>• Epidemic/Pandemic</li> <li>• Extreme Heat</li> <li>• Flood</li> <li>• Landslide</li> <li>• Snow/Ice/Extreme Cold</li> <li>• Tornado</li> <li>• Volcanic Event</li> <li>• Wildfire</li> <li>• Windstorm</li> </ul>	<ul style="list-style-type: none"> <li>• Airplane Crash</li> <li>• Communications System Failure</li> <li>• Dam Failure</li> <li>• Fire (Large Scale Urban Conflagration)</li> <li>• Fuel Line Explosion</li> <li>• Hazardous Materials Release (Fixed Facility)</li> <li>• Hazardous Materials Release (Transportation)</li> <li>• Information Technology Disruption</li> <li>• Liquid Fuel Supply Disruption</li> <li>• Power Failure</li> <li>• Sewer Treatment Failure</li> <li>• Train Derailment</li> <li>• Water Supply Disruption</li> </ul>	<ul style="list-style-type: none"> <li>• Civil Disturbance/Protest/Demonstration</li> <li>• Public Health Emergency</li> <li>• Riot</li> <li>• Cyber Attack</li> <li>• School Violence</li> <li>• Sports/Public Event Disturbance</li> <li>• Terrorism (including, but not limited to, Bomb, Intentional Hazardous Materials Release, Active Shooter, Animal/Eco-terrorism)</li> </ul>

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

### 2.2.1 Hazards that Originate in Neighboring Jurisdictions

In addition to the hazards identified above, hazards that originate in neighboring jurisdictions may create hazard conditions within the County. These hazards include:

**Tsunami.** Due to its location adjacent to a travel route from the Oregon Coast, the County may be impacted by this proximity and the associated needs of residents fleeing a tsunami. The County may be additionally impacted if a regional earthquake is the cause of the tsunami.

**Volcano.** Mt. Jefferson is considered a volcanic mountain and poses a direct threat, however like the tsunami hazard, a volcanic eruption in the region may result in residents traveling through the County to escape its effects. In an event where volcanic ash settles in the area it will impact the entire community.

**Dam Failure.** Although Marion County Dams pose a threat, there are also several dams that exist upstream from Marion County, there are various levels of dam failure that can cause significant flooding issues throughout the County.

**Wildfire.** The risk of wildfires is always a concern, and given the topography of the County, there is a risk that wildfires may spread from neighboring counties into Marion County. This is particularly of concern along the Northeastern, Eastern, and Southern edges of the County.

## 2. Situation and Assumptions

## 2.3 Hazard Analysis

The County has developed a Multi-Jurisdictional All Hazards Vulnerability and Risk Assessment that provides each jurisdiction with a sense of natural hazard priorities, or relative risk.

Table 2-2 presents the hazards analysis matrix for Marion County that can be found in the 2023-2028 Marion County Multi-Jurisdictional All-Hazard Mitigation Plan. The hazards are listed based on the planning significance (high, moderate, low). For more in-depth information on Marion County's hazards, please visit: [Mitigation | Marion County Emergency Management \(arcgis.com\)](https://arcgis.com) to review the components of the plan.

The Marion County analysis can:

- Help establish priorities for planning, capability development, and hazard mitigation.
- Serve as a tool in the identification of hazard mitigation measures.
- Be one tool in conducting hazard-based needs analysis.
- Serve to educate the public and public officials about hazards and vulnerabilities.
- Help communities make objective judgments about acceptable risk.

**Table 2-2 Marion County Hazard Profile**

Hazard Profile for Marion County						
Weight Factor	0.45	0.15	0.3	0.1	CPI	Planning Significance
Natural Hazard	Probability	Warning Time	Magnitude	Duration		
Earthquake	4	4	4	4	4.0	High
Wildland Fire	4	4	2.5	4	3.6	High
Drought	4	1	3	4	3.3	High
Flood	4	1.5	2.5	3.5	3.1	High
Dam or Levee Failure	2	3.5	4	4	3.0	High
Landslide	3	4	2.5	3	3.0	High
Severe Weather-Heat	3	1	3	3.5	2.8	Moderate
Severe Weather – Storm	3	1	3	3	2.7	Moderate
Tornado	1.5	4	2.5	2.5	2.2	Moderate
Avalanche	2	4	1.5	1.5	2.1	Moderate
Volcanic Activity	1.5	1	3	3	2.0	Moderate
Man Made and Technological Hazards						
Terrorism/Active Shooter/Workplace Violence	4	4	3.5	3.5	3.8	High
Hazardous Materials – Non-Transportation	4	4	3.5	3	3.8	High
Fire- Residential or Commercial (Arson)	4	4	3.5	3	3.8	High

## 2. Situation and Assumptions

Hazardous Materials – Transportation	4	4	3	3	3.6	High
Cyberterrorism	3	4	3.5	4	3.4	High
Chemical, Biological, Radiological, Nuclear or Explosive Incident	3	4	3.5	4	3.4	High
Unauthorized Entry	3	4	2.5	2.5	3.0	High
Public Health Related	3	1	3.5	4	3.0	High
Agricultural Terrorism	2	1	3.5	4	2.5	Moderate

Table from the 2023 2023-2028 Marion County Multi-Jurisdictional All-Hazard Mitigation Plan

## 2.1.4 Capability Assessment

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

The County has defined its core capabilities in accordance with the National Preparedness Goal. A community capability assessment is a low impact, systematic approach to evaluate the County's emergency plan and capability to respond to hazards.

Each year, the County conducts a capability assessment both formally (as required by Emergency Management Performance Grant (EMPG) and informally on an ongoing basis to ensure that the best practices in emergency management are incorporated into the program, plans, and activities. With the core capabilities and FEMA Mission Areas, the most critical areas of focus are on the core capabilities of Operational Coordination, Planning, Public Information and Warning, and Operational Communications. Through these assessments, it has been identified that all five areas of the Planning, Organization, Equipment, Training, and Exercise (POETE) analysis are needed to ensure adequate response and recovery to disasters. For the core capability of Operational Coordination specifically, all five POETE areas will need to be expanded to fill the gap. A brief example of activities that would help increase readiness for these core capabilities are broken out below:

- **Planning:** Emergency Operations Plans, support annexes, policies, and procedures.
- **Organization:** Coordination with local partners and key stakeholders, as well as the expansion of the Emergency Management organization and EOC and development of an Incident Management Team.
- **Equipment:** Acquisition of equipment and supplies to support emergency response, recovery, etc. which includes the construction of an EOC facility and mobile response capabilities.
- **Training:** Hosting and delivering regular and consistent training on a schedule that supports the Integrated Preparedness Plan as well as the Emergency Management Strategic Plan.
- **Exercise:** Conducting various types of exercises to test plans, solidify training, and demonstrate proficiency in desired target areas.

## 2. Situation and Assumptions

### 2.1.5 Emergency Management Core Capabilities:

FEMA has identified five Mission Areas of emergency Management, and 32 Core Capabilities that span the mission areas. These are capabilities used as target goals for Emergency Management programs, many done in conjunction with partner organizations and agencies.

**Figure 2-2 32 Core Capabilities List**

Five Mission Areas of Emergency Management				
Prevention	Protection	Mitigation	Response	Recovery
Planning (occurs in all mission areas)				
Public Information and Warning (occurs in all mission areas)				
Operational Coordination (occurs in all mission areas)				
Intelligence and Information Sharing	Community Resilience	Infrastructure Systems		
Interdiction and Disruption			Critical Transportation	Economic Recovery
Screening, Search and Detection	Long-term Vulnerability Reduction	Environmental Response / Health and Safety	Health and Social Services	
Forensics and Attribution	Access Control and Identity Verification		Fatality Management Services	Housing
	Cyber security		Fire Management and Suppression	Natural and Cultural Resources
	Physical Protective Measures	Risk and Disaster Resilience Assessment	Mass Care Services	
			Mass Search and Rescue Operations	
	Risk Management for Protection Programs and Activities	Threat and Hazard Identification	On-Scene Security and Protection	
			Operational Communications	
	Supply Chain Integrity and Security		Public Health, Healthcare, and Emergency Medical Services	
			Situation Assessment	

### 2.1.6 Prevention

Marion County has limited direct prevention capability, however, through partnerships with enforcement and intelligence agencies we can enhance established prevention programs. The prevention goals of the County and MCEM include:

- Expand regional coordination with partners relevant to prevention mission areas.

## 2. Situation and Assumptions

- Strengthen information sharing and collaboration capabilities.
- Strengthen interoperable and operable communications capability.
- Strengthen planning and citizen preparedness capabilities.
- Increase coordination with the Oregon Intelligence Fusion Center.

### 2.1.7 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the County. CIKR includes the assets, systems, networks, and functions that provide vital services to communities at all levels of government. Key factors in identifying CIKR are if there is a disruption of that resource, it would significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, and economic loss and damage to public confidence and morale.

Key facilities that are considered in infrastructure protection planning align with the Community Lifelines and include:

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

### 2.1.8 Mitigation

Marion County has an Multi-Jurisdictional All-Hazards Mitigation Plan that comprehensively covers Mitigation efforts, projects, and priorities for Marion County. That plan and its components can be found here: [Mitigation | Marion County Emergency Management \(arcgis.com\)](https://arcgis.com).

*Note: Response and Recovery are addressed in Section 4 and 6 of this plan.*

## 2.2 Assumptions

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County will respond to emergencies to the utmost of our

## 2. Situation and Assumptions

ability, it is possible that some natural or technological disasters may overwhelm resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to maximum capacity.

This EOP is based on the following assumptions and limitations:

- Essential services will be maintained if conditions permit.
- During the workday, the population increases in Salem, Keizer, Woodburn, and other cities in the County, leading to a higher transient population if a disaster occurs during traditional work hours.
- An emergency or disaster may require prompt and effective response and recovery operations by emergency services, disaster relief, volunteer organizations, and the private sector.
- Lead emergency response staff are trained and experienced in operating under the NIMS/Incident Command System (ICS) protocol.
- Each responding agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require state and federal assistance.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. Significant increases to the local population; however, may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of Marion County may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets. This information will be used to address or respond to events through appropriate emergency response channels.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, Marion County could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with the national nuclear civil protection policy, two options have been developed to mitigate impacts from such a threat: population protection and shelter-in-place programs.
- Outside assistance will be available in most major emergency/disaster situations. Although this plan defines procedures for coordinating such assistance, it is essential for Marion County to be prepared to carry out disaster response and short-term actions independently for both response and recovery. All disasters begin and end locally, and it is critical for local jurisdictions to maintain operations as much as possible.
- Control over resources will remain at the local level, though the Governor has the legal authority to assume control in a state-declared emergency.
- Local communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, Marion

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## 2. Situation and Assumptions

County can still operate effectively if public officials, first responders, employees, and volunteers are:

- Familiar with established policies and procedures.
- Assigned pre-designated tasks.
- Provided with assembly instructions and work guidance through department Continuity of Operations Plans.
- Formally trained in the duties, roles, and responsibilities required of them during emergency operations.
- County Continuity of Operations plans (COOP) provide the framework and necessary information, resources, and tools to enable County departments to continue to function despite disruptions to normal operations. The COOP should also detail how to restore key functions and capabilities to restore County department operations.
- County IT Disaster Recovery Plans will provide the framework and actionable guidance on the restoration of IT Services and infrastructure to enable a timely restoration of services and county capabilities.

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**2. Situation and Assumptions**

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# 3

## Roles and Responsibilities

### 3.1 Roles and Responsibilities: General

The County, City agencies, and response partners within Marion County may have various roles and responsibilities throughout an emergency's duration. Therefore, it is particularly important that the local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes.

Typical duties and roles may also vary depending on the incident's size and severity of impacts as well as the availability of local resources. It is imperative to develop and maintain qualified staff within the command structure and response community.

The County Emergency Management Director is responsible for emergency management planning and operations for the area of the county outside the limits of incorporated municipalities. The City Manager, or other designated official (pursuant to City charter or ordinance) of each incorporated City, is responsible for emergency management planning and operations for that jurisdiction. These efforts put in place by incorporated cities should be coordinated with the County to ensure effective partnership and use of resources and information sharing. Most departments have emergency functions that are similar to their normal duties. Each department is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below based on Community Lifelines, as well as in Incident Annexes.

#### 3.1.2 Policy Group

The Policy Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected officials and appointed executives with legal responsibilities, and may also include executive management, and county department heads.

General responsibilities of the Policy Group include:

- Encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local mitigation efforts within the jurisdiction, including the private sector, as appropriate.

### 3. Roles and Responsibilities

- Understanding and implementing laws and regulations that support emergency management and response.
- Encourage County staff and partners to participate in the Emergency Operations Center Team training, exercises, and response as needed.
- Ensuring that local emergency plans consider the needs of:
  - The jurisdiction, including persons, property, and structures.
  - Vulnerable populations, including unaccompanied children, those with service animals, access and functional needs community, English as a Second Language community, low-income, and those temporarily lacking a residence; and
  - Individuals with household pets or livestock.
- Encouraging all community members to take preparedness actions and participate in volunteer organizations and training courses.

#### 3.2.1.1 Elected Officials

The ultimate responsibility for policy, budget, and political direction for the County and city governments is borne by each local government's governing body (e.g., County Board of Commissioners, City Council). During emergencies, this responsibility includes encouraging community involvement and assistance, issuing policy statements as needed to support actions and activities of response and recovery efforts, and providing the political contact needed for visiting state and federal officials. Elected officials may hold engagements with their constituents within the community and other jurisdictions if needed.

General responsibilities of the Board of Commissioners include:

- Establishing emergency management authority by County resolution.
- Adopting an EOP and other emergency management-related resolutions.
- Declaring a state of emergency and providing support to the EOC if needed.
- Acting as a liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending all relevant public information briefings and meetings.

Under the direction of the Board of Commissioners, the County Emergency Management Director has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The County Emergency Management Director works with the Policy Group and Elected officials to ensure that there are unified objectives regarding the County's emergency plans and activities, including coordinating all aspects of the County's capabilities. The County Emergency Management Director coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an incident, and identifying and correcting any shortfalls.

In particular, the County Emergency Manager is responsible for:

- Serving as staff advisor to the Board of Commissioners, County Chief Administrative Officer, and Sheriff for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.

### 3. Roles and Responsibilities

- Analyzing the emergency skills required and coordinating the delivery of training necessary to provide those skills.
- Preparing and maintaining a resource inventory of county equipment and resources (including call-down lists for EOC assigned personnel). Ensuring the operational capability of the County EOC facility and function.
- Activating the County EOC, assigning personnel as appropriate within the EOC or incident response, and using established call-down procedures to contact cooperators and essential staff.
- Keeping the governing body informed of the County's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the County and Oregon Department of Emergency Management (ODEM).
- Maintaining a liaison relationship with organized emergency volunteer groups and private agencies.
- Ensuring that plans are in place to protect and preserve County records.
- Providing information and instructions to personnel regarding self-protection and minimizing exposure resulting from hazards associated with the emergency.
- Support and manage the development of County and Department COOP Plans in accordance with Marion County Policy 526.

#### 3.2.1.2 County Chief Administrative Officer (CAO)

The County Chief Administrative Officer provides executive management to Department Heads, and is responsible for continuity of government, overall direction of emergency operations and dissemination of public information.

General responsibilities of the Chief Administrative Officer include:

- Ensuring that all departments develop, maintain, and exercise their respective support to this plan.
- Supporting the overall Emergency Management program in terms of its budgetary and organizational requirements.
- Ensuring implementation of the County and Department COOP Plans.
- Working with Emergency Management and the EOC to provide resources (e.g. personnel, equipment, supplies, facilities).
- Implementing the policies and decisions of the governing body.
- Ensuring that plans are in place to protect, preserve, and recover from any disaster.

#### 3.2.1.4 County Department Heads

Department Heads collaborate with the Chief Administrative Officer during development of local emergency plans and provide key response resources. County department and agency heads and their staff develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely.

### 3. Roles and Responsibilities

They also make staff available to participate in interagency training and exercises to develop and maintain the necessary capabilities as well as clearly reinforce preparedness expectations and a state of readiness. Department Heads not assigned to a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the County Emergency Management Director.

#### 3.2.2 Responsibilities of All Departments

Individual departments are an integral part of the emergency organization. While some departments' staff comprises emergency response personnel, many County departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

In general, all County departments are responsible for:

- Supporting EOC operations to ensure that the County is providing for the safety and protection of the citizens it serves.
- Developing guidelines to implement assigned duties specified by this plan.
- Develop, maintain, and train on departmental Continuity of Operations Plans (COOP). Be prepared to implement departmental COOP as necessary.
- Establishing, in writing, an ongoing line of succession and/or delegation of authority for each department.
- Developing alert and notification procedures for department personnel.
- Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may be incurred during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with SOPs.
- Notifying the County Emergency Management Director of resource shortfalls and availability.
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other County departments.
- Identify and plan for critical IT needs and requirements in conjunction with County IT Department and develop an appropriate department IT Disaster Recovery Plan.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring staff complete the required training (including required NIMS and ICS training).
- Dedicating and allowing staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).

### 3. Roles and Responsibilities

- Review contracts to ensure FEMA language is included. Departments may need to work with County Finance to review existing and future contracts to ensure the FEMA requirements are included. Any contract that may be activated in support of the response should have this terminology so it can be included in a reimbursement process.

#### 3.2.3 Specific Department Roles and Responsibilities

In addition to all department functions, several departments have critical roles to play during emergency and disaster events. This is not a comprehensive list as some needs may be addressed as an Incident Operations Function during an EOC activation.

##### 3.2.3.1 County Assessor's Office

The Assessor's office is responsible for assessing all properties in Marion County. This includes commercial, industrial, residential, farm, forest, manufactured structures and business personal property.

During and after emergencies damage assessments play a critical role in Public Assistance and recovery. The Assessor's office supports the response as a key point of information for properties within the County estimating damage loss and property values.

##### 3.2.3.2 Business Services

County Business Services provides internal service to County departments: facilities maintenance and operations, human resources, benefits administration, employee relations and development, liability and workers compensation insurance management and employee safety and wellness.

During response Business Services may be required to support employees, the EOC, claims, and facilities maintenance and operations, and other support needed by employees.

##### 3.2.3.3 County Clerk's Office

Marion County Clerk provides access to and preserves for posterity, those property records entrusted to their care. The office promotes public trust and confidence by conducting fair and open elections.

During an election year, the Clerk's Office may have special requirements that tie into a response if it occurs during elections. On non-election years the Clerk's office may be asked to support in the EOC, or provide vital records management.

##### 3.2.3.4 Community Services

Promotes safe and thriving communities for people to live, learn, work and play. The work through the Children and Families Commission, County Fair, Dog Services, Economic Development, Marion County Reentry Initiative and partnership with Marion County Extension and 4-H Service District, support our department in achieving its mission, social and economic health are key to building a thriving community and are priorities for Marion County and the Community Services department.

### 3. Roles and Responsibilities

During a response the Communit Services Department may support operations with animals and livestock, support sheltering operations for people with pets, and coordinate with other service providers in their network to support the community.

#### 3.2.3.5 District Attorney's Office

The District Attorney's office is responsible for seeking justice through: promoting accountability for criminal offenders; interpreting, enforcing and executing laws; responding to the concerns of victims and the public; and working cooperatively with members of the justice system.

During a response the DA's office may be working to support law enforcement operations, criminal activities, and supporting courts and trial services.

#### 3.2.3.6 Finance

Finance's mission is safeguarding Marion County's fiscal integrity through accounts payable, accounts receivable, budget, contract management and procurement, general accounting, payroll, purchasing, surplus property and tax foreclosed property management.

During a response The Marion County Finance Department plays a critical role in the management and tracking during response operations. This includes establishing project numbers for employee time tracking, response costs; tracking contracts and ensuring they are compliant with FEMA reimbursement requirements; tracking incident costs and burn rates. Finance also should provide a member of the team to fill the role of [Finance Section Chief](#) in the EOC, as identified below in Section 5 of this plan.

#### 3.2.3.7 Health and Human Services

Marion County Health & Human Services (MCHHS) strives to create a safe and welcoming community where all people can access high quality health and human services and are supported to achieve their highest level of health.

During a response MCHHS may fill several roles in supporting the EOC and community, as a function of Community Lifelines, providing community education, pandemic and disease response, medical points of distribution, as EOC staff, and as operational leadership for certain events.

#### 3.2.3.8 Housing Authority

Marion County Housing Authority has a long history of providing low income housing properties throughout Marion County. Marion County Housing Authority provides housing assistance to communities outside of the urban growth boundaries of the cities of Salem and Keizer.

The Housing Authority may support response with sheltering operations and working with established partners to support sheltering and evacuation needs.

#### 3.2.3.9 Information Technology

Information Technology mission is to provide core technologies and services to our employees,

### 3. Roles and Responsibilities

customer service capabilities, and connectivity through networks and infrastructure.

During a response IT is critical to restoring services, networks, connectivity, and infrastructure. They will be heavily involved in most responses in supporting the EOC, county departments, cybersecurity, and all connectivity issues. They are critical in continuity of operations for each department in restoring functionality, connectivity and services. During a Cyber Attack, or other event directly impacting IT, they will be a lead role in Incident Command, Unified Command, and manage most of the operations functions in the EOC. Prior planning with each department and the development of IT Disaster Recovery Plans is important to minimize impacts of any event that involves IT infrastructure.

#### 3.2.3.10 Justice Court

The justice court hears minor traffic offenses, fish and game offenses, small civil claims, and cases relating to violations of county ordinances, such as charges of excessive noise or dogs running at large.

During an emergency it is important to maintain due process and a timely resolution to cases, Courts may need assistance in establishing temporary court locations, or management of clients. They may be asked to assist in law enforcement operations for conclusion of offenses.

#### 3.2.3.11 Juvenile Department

The Juvenile Department serves a vital role in providing accountability, interventions and positive pro-social skill development for youth and families to mitigate community risk and increase public safety. The Department builds on the prevention and intervention efforts of the early childhood system, in an effort to address high-risk youth behaviors, victim and community impact, and redirect youth from escalating criminal behavior into the state juvenile justice system; and eventually the adult criminal justice system.

During a response members of the Juvenile Department often serve as Section Chiefs in the EOC. Events that impact the department may require additional assistance from other departments and services to manage their requirements.

#### 3.2.3.12 Legal Counsel

Marion County Legal Counsel's client is the legal entity of Marion County, Oregon. The Board of Commissioners is the governing body of the county. Office lawyers are prohibited from providing legal advice to the public or to parties other than the political subdivision and body politic of Marion County.

The Legal Counsel fills the role of Legal Officer during an EOC activation, and may be involved in contracts, advising Incident Command or Unified Command, and providing other advice and support as needed to the EOC and Policy Group.



### 3. Roles and Responsibilities

#### 3.2.3.13 Public Works

Deliver responsive, quality services by professionally responding to customer needs and serving the public works needs of our community. Public Works is a community partner and an integral part of the Marion County enterprise, dedicated to providing superior customer service that has earned the public's trust by demonstrating integrity, excellence in leadership, professionalism, and efficiency.

Public Works plays an important role in response, including Road Operations, winter storm response, landslides, bridges, route clearance, damage assessment, debris management, engineering, building and planning, septic response, and the EOC is located in the Public Works Building.

#### 3.2.3.14 Sheriff's Office

Marion County Sheriff's Office (MCSO) is the lead law enforcement agency in the County and provides contract services for the cities of Aurora, Jefferson, Sublimity, Detroit, Gates, and Idanha. The following cities have their own municipal police departments: Salem, Silverton, Stayton, Gervais, Hubbard, Woodburn, Turner, Mt. Angel, Keizer, and Aumsville.

During a response MCSO often fills the role of On Scene Incident Command, EOC Director, a member of Unified Command, and Operations Section roles. MCSO is operationally focused and provides evacuations, communications, search and rescue, and other law enforcement capabilities in a response.

#### 3.2.3.15 Treasurer's Office

The Treasurer's Office receipts all revenue received by Marion County. The Treasurer controls the flow of money to and from the County and maintains records for the receipt, investment and payment of county funds. Maintains bank accounts at various banks as well as the State Treasury Local Government Investment Pool. The Treasurer is the investment manager for Marion County. Funds are invested in accordance with the County's Investment Policy as well as Oregon Revised Statutes, assuring that adequate cash is available to meet the obligations of the County.

During a response the Treasurer's office may work in conjunction with the Finance Department in tracking costs and response needs ensuring compliance with department requirements.

#### 3.2.3.16 Emergency Management

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



### 3. Roles and Responsibilities

- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory.
- Ensuring the operational capability of the County EOC.
- Activating the County EOC.
- Keeping the governing body apprised of the County's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the counties, cities, state, federal, and other agencies and partners that serve Marion County.
- Maintaining liaison with organized emergency volunteer groups and private agencies.

#### 3.2.4 Community Lifelines

The Federal Emergency Management Agency (FEMA) defines Community Lifelines as those services that enable the continuous operation of critical government functions and business and are essential to human health and safety, or economic security. Although the protection of life and property of citizens is always the top priority for decision makers, Community Lifelines provides additional services and structures. The eight Community Lifelines represent the most basic services a community relies on and which, when stable, enable all other activities within a community. The lifelines are designed to enable emergency managers, infrastructure owners and operators, and other partners to analyze the root cause of an incident impact and then prioritize and deploy resources to effectively stabilize the lifeline.

A successful response through community lifelines does not ensure full recovery but can be used to transition into the recovery process with ongoing assessment and support.

Community Lifelines are a FEMA developed construct to increase effectiveness in disaster operations and better position the agency to respond to catastrophic events. A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security.

This construct allows emergency managers to:

- Characterize the incident and identify the root causes of priority issue areas.
- Distinguish the highest priorities and most complex issues from other incident information through impact assessment.

Lifelines provide an outcome-based, survivor-centric frame of reference that assists responders with the following:

- Rapidly determining the scale and complexity of a disaster.
- Identifying the severity, root causes, and interdependencies of impacts to basic, critical lifesaving and life-sustaining services within impacted areas.

### 3. Roles and Responsibilities

- Developing operational priorities and objectives that focus response efforts on the delivery of these services by the most effective means available.
- Communicating disaster-related information across all levels of public, private, and non-profit sectors using commonly understood, plain language.
- Guiding response operations to support and facilitate integration across mission areas.

Implementation of Community Lifelines impacts how incident information is framed, organized, and reported during response. State and Federal Emergency Support Functions (ESFs), Core Capabilities, response operations, and procedures remain fundamentally the same; however, it is important to understand their interrelationship. ESF's, Core Capabilities ([Table 2.2](#)), and lifelines can be thought of in terms of means, ways, and ends:

- **Means**  
ESF's, EOCs, Incident Command Systems and other organizing bodies- *the means*- are the way departments and agencies, community organizations, and industries organize to enhance coordination to deliver the response Core Capabilities.
- **Ways**  
Response Core Capabilities describe the grouping of response actions- *the ways*- that can be taken to re-establish lifeline infrastructure. FEMA executes Lines of Effort (LOE) to operationalize the Core Capabilities (the ways) for response and recovery planning and operations.
- **Ends**  
Lifelines describe the critical service infrastructure within a community that must be stabilized and re-established to address community impact- *the ends*- by alleviating threats to life and property.

When a lifeline is affected by a disaster, survivors may experience disruptions which reduce their ability to receive critical services and recover from the effects of an incident. These impacts are assessed and addressed based on the overall impact to the community, otherwise known as Community Impact. Addressing Community Impact is an ongoing process which occurs throughout the disaster lifecycle.

Lifelines are the most fundamental services in the community that enable all other aspects of society to function. They are the integrated network of assets, services, and capabilities that are used day-to-day to support the recurring needs of the community. When disrupted, decisive intervention or coordinated response is required.

*See the Community Lifelines Annex for Integration and Implementation into the Marion County Response process.*

#### 3.2.4.1 Agency Responsibilities by Community Lifeline

Whether an organization has a primary or supporting role in responding to an incident, each offers services required for an effective emergency management program, of which response is a key element. These agencies include fire departments/districts, law enforcement, emergency medical

### 3. Roles and Responsibilities

service (EMS) providers, public health, environmental health, and public works departments.

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

#### Primary Agency(s)

- Identified lead agency for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident-related activities. Primary agencies may not be responsible for all elements of a function and will coordinate with supporting agencies.

#### Supporting Agency(s)

- Identified agency with substantial support roles during major incidents.

*See the Community Lifeline Annex to view the Primary and Supporting Agencies of each Lifeline.*

#### 3.2.4.2 Community Lifeline Responsibilities

The responsibilities identified below are not all inclusive nor do they hold any legal requirement for these duties to be performed. This is an identification of common responsibilities associated with Community Lifelines to support the coordinated response efforts within each. There are many facets of community lifelines Marion County is unable to directly respond to, enforce, or manage. Coordination, partnerships, mutual-aid, and other support methodology will be employed through the EOC to achieve the best possible outcomes while responding and recovering through the Community Lifelines Construct.



#### Safety and Security:

**Definition of a stable Safety and Security Lifeline:** Threats to life-safety are no longer a concern for all response personnel and impacted communities. Government essential functions, including executive leadership, is operational. Sufficient search and rescue assets are on-scene to assist all survivors. Sufficient fire resources are available to support fire suppression efforts.

#### Law Enforcement and Security

Responsibilities related to Law Enforcement and Security include:

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

#### Fire Service

Responsibilities related to Fire Service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.

### 3. Roles and Responsibilities

- Performing life-safety inspections and recommendations for activated emergency shelters.

#### **Search and Rescue**

Responsibilities related to Search and Rescue include:

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

#### **Government Services**

Responsibilities related to Government Services include:

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

#### **Community Safety – Coordinated through Emergency Management**

Responsibilities related to Community Safety include:

- Defining responsibilities of County departments and private-sector groups.
- Identifying high-hazard areas and corresponding numbers of potential evacuees.
- Coordinating evacuation planning, including:
  - Movement control.
  - Health and medical requirements.
  - Transportation needs.
  - Emergency Public Information materials.
  - Shelter and reception location.
  - Developing procedures for sheltering in place.
  - Confirming locations of staging areas and pick-up points for evacuees requiring public transportation. Coordinate this process when possible.
  - Providing guidance on commuting arrangements for essential workers during the evacuation period.
  - Assisting with control and safety measures in the evacuated area and reassigning personnel during the evacuation period.
  - Coordinating with local government and non-profit agencies to identify, to the degree possible, the location of vulnerable population groups and individuals throughout the County and ensure that any special evacuation requirements are understood and can be addressed, or that resources are adequate for these populations to shelter in place.
- Working with the Oregon Military Department when it is necessary for them to:

### 3. Roles and Responsibilities

- Coordinate, employ, and control Oregon National Guard forces and military resources to assist civil authorities with the protection of life and property and to maintain peace, order, and public safety.
- Mobilize and stage personnel and equipment to restore/ preserve law and order and provide support to other response personnel including state and federal ESFs as directed by the State ECC and within Oregon National Guard capabilities.
- Coordinate with the active federal military to ensure mutual support during federal disaster relief operations.



#### **Food, Hydration, and Shelter**

**Definition of a stable Food, Hydration, and Shelter Lifeline:** All survivors, their pets, and service animals have access to food, hydration, and sanitation. Sheltering, including cellular reception, capacity, accessibility, and wrap-around services, is supporting the displaced population. Sufficient resources are in place to sustain agricultural requirements.

#### **Food**

Responsibilities related to Food include:

- Assessing food needs and resources for the community.
- Storing food resources.
- Monitoring the collection and sorting of all food supplies and establishing procedures to ensure that they are safe for consumption.
- Coordinating transportation of food resources to the community.
- Securing sources of emergency food supplies (with the Red Cross and Salvation Army, local food banks, or similar).
- Identifying emergency feeding sites (coordinating with the Red Cross and Salvation Army, local food banks, or similar).

#### **Hydration**

Responsibilities related to Hydration include:

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

#### **Shelter**

Responsibilities related to Shelter include:

- Maintaining and implementing procedures for care and shelter of displaced citizens.
- Maintaining and implementing procedures for care and shelter of domestic and livestock animals in an emergency.
- Coordinating the operation of shelter facilities operated in the County, local volunteers, or organized disaster relief agencies such as the Red Cross.

### 3. Roles and Responsibilities

- Identifying sources of clothing for disaster victims (may coordinate with the Red Cross, Salvation Army, or other disaster relief organizations).

#### Agriculture and Animal

Responsibilities related to Agriculture include:

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



#### Health and Medical

**Definition of a stable Health and Medical Lifeline:** All survivors, their pets, and service animals have access to required medical and veterinary care. Emergency medical systems can manage patient movement requirements. Public health services are accessible to all survivors. Sufficient temporary fatality management support in place to meet processing demand. The medical supply chain is capable of adequately resupplying medical care providers.

#### Medical Care

Responsibilities related to Medical Care include:

- Coordinating isolation and/or quarantine actions, as needed and permitted.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.

#### Public Health

Responsibilities related to Public Health include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public health, medical, and behavioral health services, including making provisions for populations with functional needs.
- Coordinating public health surveillance.
- Coordinating dissemination of public health information.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Coordinate medical Points of Distribution to serve the impacted community.
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.

### 3. Roles and Responsibilities

- Coordinating support with other County departments, relief agencies, and volunteer groups.
- Coordinating with faith-based organizations and other volunteer agencies.

#### Patient Movement

Responsibilities related to Patient Movement include:

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

#### Medical Supply Chain

Responsibilities related to the Medical Supply Chain include:

- Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinate critical medical supply acquisition and distribution.

#### Fatality Management

Responsibilities related to Fatality Management include:

- Coordinating mass fatality operations with the Medical Examiner and Funeral Directors to provide identification and disposal of the deceased.
- Coordinate activation and deployment of Mobile Morgue trailers as necessary.



#### Energy (Power and Fuel)

**Definition of a stable Energy Lifeline:** Generators are providing temporary emergency power at critical facilities necessary to stabilize other lifelines. Fuel distribution is available for responders. Sufficient fuel distribution is available for survivors.

#### Power Grid

Responsibilities related to the Power Grid and Fuel include:

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



### 3. Roles and Responsibilities



#### Communications

**Definition of a stable Communications Lifeline:** Land mobile radio communications network is operational. Survivors have access to commercial communications infrastructure to contact or be contacted by emergency services. Public safety answering points are available to the public. Survivors have access to financial services.

#### Infrastructure

Responsibilities related to Infrastructure include:

- Conducting pre-incident and post-incident assessments of communication infrastructure.
- Executing emergency contract support for lifesaving and life-sustaining services.
- Coordinating repair of damaged communication infrastructure and critical facilities.
- Coordinating repair, maintenance, and restoration of the County's critical communication infrastructure.

#### Responder Communications

Responsibilities related to Responder Communications include:

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

#### Alerts, Warnings, and Messages

Responsibilities related to Alerts, Warnings, and Messages include:

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

#### Finance

Finances in this section are related to the overall financial status of the community, not specifically Marion County Finance or the EOC Finance Section– these are coordinating instructions on how to evaluate community related financial programs including banking and electronic payment processing.

Responsibilities related to Finances include:

- Identifying short-term recovery assistance to business and industry partners. Specifically banking institutions and systems for electronic payments and processing.
- Facilitating communication between business and industry partners and local, tribal, and state emergency management organizations.
- Providing economic damage assessments for impacted areas.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.



### 3. Roles and Responsibilities

- Evaluating the effect of damage on the County's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

#### 911 and Dispatch

Responsibilities related to 911 and Dispatch include:

- Monitoring emergency communications networks.
- Dispatch first responder resources.
- Relay situational information to key stakeholders and responders.



#### Transportation

**Definition of a stable Transportation Lifeline:** Multimodal routes (air, rail, road, port) are clear of debris and accessible by normal or alternate means.

#### Highways, Roadways, and Motor Vehicles

Responsibilities related to Highways, Roadways, and Motor Vehicles include:

- Maintain critical road/highway infrastructure for emergency vehicles, private vehicles, utilities, and logistics supply chain vehicles.
- Manage routes through ordered priority identified in preplanning and damage assessments.

#### Mass Transit

Responsibilities related to Mass Transit include:

- Provide transportation services to the public.
- Provide transportation services to individuals with access functional needs (AFN).

#### Railways

Responsibilities related to Railways include:

- Coordinate response and recovery with privately owned rail operations.
- Maintain functional railways including critical maintenance.
- Transport supplies, including hazardous materials and other non-hazardous materials.

#### Aviation

Responsibilities related to Aviation include:

- Maintain commercial cargo/passenger transport.
- Maintain general aviation and military requirements.

#### Maritime

Responsibilities related to Maritime include:

- Coordinate waterway operations including transportation, safety, hazardous material clean up, etc.
- Monitor waterway operations.

### 3. Roles and Responsibilities



#### Hazardous Materials

**Definition of a stable Hazardous Material Lifeline:** All contaminated areas are identified and secure. Harm to the public is not an ongoing threat, or appropriate emergency notification and shelter in place protocols are available.

#### Facilities

Responsibilities related to Facilities include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector hazardous material organizations.
- Encouraging staff preparedness by participating in planning, training, and exercises.
- Educating staff on facility emergency plans and procedures and the need for individual and/or family emergency planning.
- Preparing and maintaining emergency plans and SOPs.
- Participate in the Local Emergency Planning Committee in accordance with OSFM requirements.

#### HAZMAT, Pollutants, and Contaminants

Responsibilities related to HAZMAT, Pollutants, and Contaminants include:

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



#### Water Services

**Definition of a stable Water Services Lifeline:** Survivors have access to temporary or permanent potable water infrastructure providing drinking water and wastewater management services. Sufficient resources are in place to support the temporary or permanent delivery of baseline water systems services.

#### Potable water Infrastructure

Responsibilities related to Potable Water Infrastructure include:

- Conducting pre-incident and post-incident assessments of water systems, public works support systems, and infrastructure.
- Executing emergency contract support for lifesaving and life-sustaining services.
- Coordinating repair of damaged public infrastructure and critical facilities.
- Coordinating repair and restoration of the County's critical infrastructure.

### 3. Roles and Responsibilities

#### Wastewater Management

Responsibilities related to Wastewater Management include:

- Conducting pre-incident and post-incident assessments of wastewater systems, public works support systems, and infrastructure.
- Executing emergency contract support for lifesaving and life-sustaining services.
- Coordinating repair of damaged public infrastructure and critical facilities.
- Coordinating repair and restoration of the County's critical infrastructure.

### 3.3 Local and Regional Response Partners

The County's emergency organization is supported by several outside organizations, including incorporated cities, service organizations, and the private sector.

#### 3.3.1 Private Sector

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

Essential private-sector responsibilities include:

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

#### 3.3.2 Nongovernmental and Faith-Based Organizations

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

The roles of non-governmental and faith-based organizations may include:

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

### 3. Roles and Responsibilities

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

#### 3.3.3 Individuals and Households

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

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

### 3.4 State Response Partners

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

Agencies of state government represent the state emergency operations organization through Emergency Support Functions or direct agency support. Responsibility for conducting ESFs is assigned by the Governor to the department best suited to carry out each function applicable to the emergency. Some state agencies may call upon their federal counterparts to provide additional support and resources following established procedures and policies for each agency.

### 3.5 Federal Response Partners

Federal response partners are typically requested by ODEM 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 Comprehensive Emergency Management Plan (EMP) and, if necessary, the National Response Framework.

# 4

## Concept of Operations

### 4.1 Concept of Operations: General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, law enforcement, and the Public Works Department. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous materials teams. In all emergencies, saving and protecting human lives is the top priority of the County and emergency response personnel.

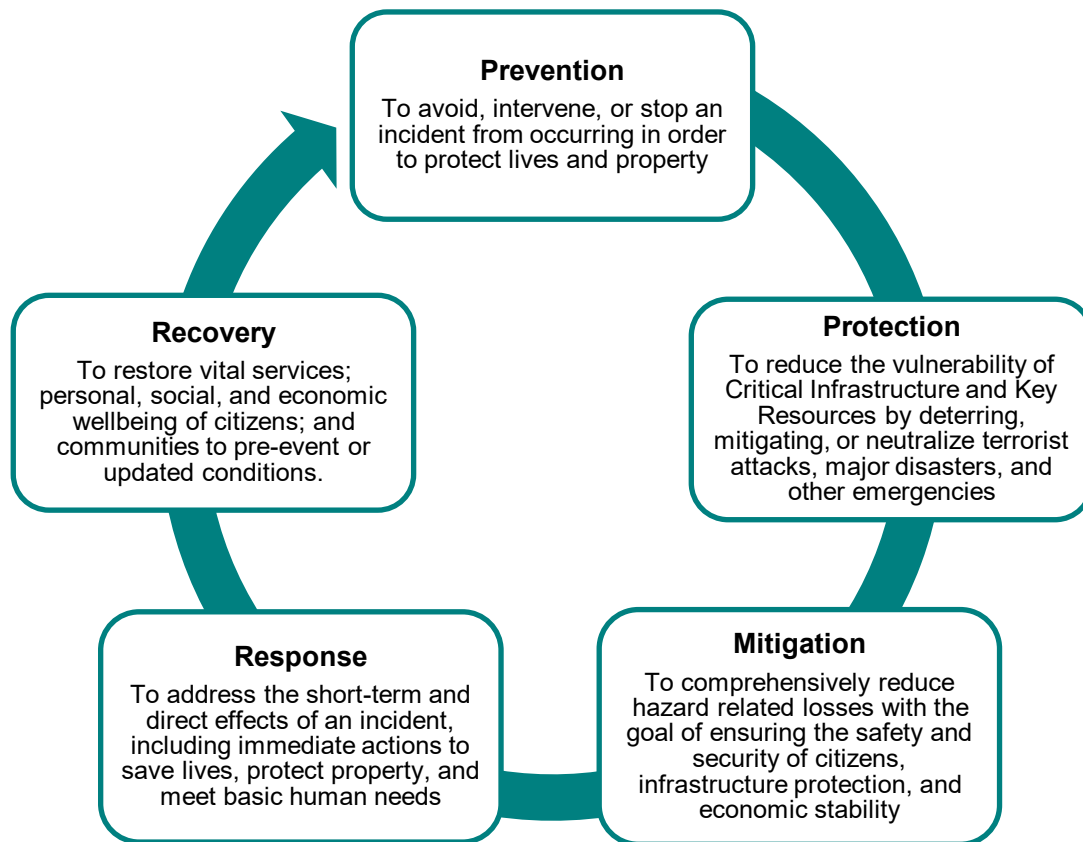
The County is responsible for emergency management and protecting life and property of citizens within its jurisdiction. This EOP will be used when the County or individual emergency response agencies are reaching, or have exceeded, their capabilities to respond to an emergency. It may also be used during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

### 4.2 Emergency Management Mission Areas

This EOP adheres to the emergency management principle of all-hazards planning, as most responsibilities and functions performed during an emergency are not hazard specific. The focus of this plan is response and short-term recovery actions. Nevertheless, this plan impacts and is informed by activities conducted before and after emergency operations take place. It is designed to assist the County in the five mission areas as shown in Figure 4-1, Emergency Management Mission Areas.

## 4. Concept of Operations

Figure 4-1 Emergency Management Mission Areas



### 4.3 Response and Recovery Priorities

#### 4.3.1 Response

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

1. **Life:** Efforts to save lives and operations that minimize risks to public health and safety.
2. **Property:** Efforts to reduce impacts to Critical Infrastructure Key Resources and minimize property damage.
3. **Environment:** Efforts to mitigate long-term impacts to the environment.
4. **Stabilization of Community Lifelines:** Efforts to stabilize community lifelines through guided response and to enable ongoing and future recovery.

#### 4.3.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the County. This EOP covers Recovery in Section 6 of this plan. The County recognizes that response and recovery

## 4. Concept of Operations

activities often take place concurrently until the life safety and emergency protective actions are completed.

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

The County’s recovery priorities for CIKR are defined below:

1. **Initial Damage Assessment:** Determine structure impacts to the County.
2. **Debris Removal:** Coordinate debris clearance, collection, and removal.
3. **Infrastructure Restoration:** Facilitate restoration of CIKR.
4. **Restoration to Community Lifelines:** The Community Lifelines are fundamental components of a jurisdiction that enable residents to have needs met.

### 4.4 Incident Levels

Incident levels assist local, county, and state response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations within the County will not always fit neatly into these levels, and any incident has the potential to intensify or expand to a higher level. Special circumstances or external pressures may warrant outside assistance for relatively minor incidents. The County utilizes the NIMS Incident Levels, which are based on five levels of complexity that ascend from relatively minor incidents (Type 5, e.g., vehicle fire) to a major disaster (Type 1, e.g., earthquake) resulting in high impact on the County and requiring national response resources (source: U.S. Fire Administration). Table 4-1, NIMS Incident Levels, describes the complexity of each type of incident.

**Table 4-1 NIMS Incident Levels**

Table 4-1 NIMS Incident Levels	
Type 5	<ul style="list-style-type: none"> <li>The incident can be handled with one or two single resources with up to six personnel.</li> <li>Command and General Staff positions (other than the Incident Commander) are not activated.</li> <li>No written Incident Action Plan (IAP) is required.</li> <li>The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene.</li> <li>Examples include a vehicle fire, an injured person, or a police traffic stop.</li> </ul>
Type 4	<ul style="list-style-type: none"> <li>Command and General Staff functions are activated only if needed.</li> <li>Several resources are required to mitigate the incident.</li> <li>The incident is usually limited to one operational period in the control phase.</li> <li>The agency administrator may have briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>No written IAP is required, but a documented operational briefing will be completed for all incoming resources.</li> </ul>

## 4. Concept of Operations

Table 4-1 NIMS Incident Levels	
	<ul style="list-style-type: none"> <li>The agency administrator develops operational plans, including objectives and priorities.</li> </ul>
Type 3	<ul style="list-style-type: none"> <li>When incident complexity exceeds initial response resource capabilities, the appropriate ICS positions should be added to match the complexity of the incident.</li> <li>Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions.</li> <li>A Type 3 Incident Management Team or Incident Command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team.</li> <li>The incident may extend into multiple operational periods.</li> <li>A written IAP may be required for each operational period.</li> </ul>
Type 2	<ul style="list-style-type: none"> <li>The incident extends beyond the capabilities for local control and is expected to extend into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the Operations, Command, and General Staffing.</li> <li>Most or all the Command and General Staff positions are filled.</li> <li>A written IAP is required for each operational period.</li> <li>Many of the functional units are needed and staffed.</li> <li>Operations personnel normally do not exceed 200 per operational period, and total incident personnel do not exceed 500 (guidelines only).</li> <li>The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.</li> </ul>
Type 1	<ul style="list-style-type: none"> <li>A Type 1 incident is the most complex, requiring national resources to safely and effectively manage and operate.</li> <li>An IMT is generally activated, with a second IMT on stand-by.</li> <li>All Command and General Staff positions are activated.</li> <li>Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000.</li> <li>Branches need to be established.</li> <li>The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated.</li> <li>Use of resource advisors at the incident base is recommended.</li> <li>There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.</li> </ul>

## 4.5 Incident Management



## 4. Concept of Operations

### 4.5.1 Activation

When an emergency arises, and it is determined that the normal organization and functions of County government are insufficient to effectively meet response requirements, the County Emergency Management Director may implement the EOP as deemed appropriate for the situation or at the request of the on-scene Incident Commander. In addition, the County Emergency Management Director may partially or fully activate and staff the County EOC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required to implement the EOP or activate the EOC. Upon notification that the EOC has been activated and/or an emergency has been declared, all involved County emergency services will implement their respective plans and procedures, and provide the Emergency Management Director with the following information:

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

Refer to the immediate action checklists for further information on initial actions to be taken by the County Emergency Management Director (or designee) upon implementation of all or part of this EOP.

### 4.5.2 Alert and Warning

Warnings, emergency information and notifications, or disaster reports received by County personnel will be relayed to the County Emergency Management Director and both METCOM 911 and Willamette Valley Communications Center (WVCC) 9-1-1 Dispatch Center. County response personnel will communicate and receive notifications using traditional communications technology if available, such as landlines, cellular telephones, faxes, pagers, internet/e-mail, teams, and radio throughout the duration of response activities. Emergency notification procedures are established among the response community, and call lists are updated and maintained by each agency. External partners will be notified and coordinated through the County EOC as appropriate.

Marion County has an established public alert and warning system through partnership with Polk County and the State Office of Emergency Management. The current system is through Everbridge and titled Marion-Polk Alerts. The system has been established for the County to provide mass notifications, emergency information, and instructions during a pending or actual emergency incident or disaster.

### 4.5.3 Communications

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

## 4. Concept of Operations

### 4.5.3.1 Interoperability

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together using systems, personnel, and equipment. In recognition that successful emergency management and incident response operations require the continuous flow of critical information across all jurisdictions and agencies, interoperability and coordination should be included in training and exercises, SOPs, new technology, and considerations of individual agency governance. Interoperable voice, data, or video-on-demand communications systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time. In certain events where IT is impacted or unavailable interoperability capabilities may be degraded or unavailable. County IT support would be necessary to restore services for interoperability.

### 4.5.4 Situational Awareness and Intelligence Gathering

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

On a day-to-day basis, and during Level 4 and 5 incidents when the EOC is not fully activated, the County, primary agencies, and supporting response agencies will:

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

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

### 4.5.5 Resource Management

When the EOC is activated, the Logistics and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all County resources. In a situation where resource allocations are in dispute, the Board of Commissioners has the final allocation authority.

County resources will be allocated according to the following guidelines:

## 4. Concept of Operations

- Deploy resources according to the following priorities:
  1. Protection of life.
  2. Protection of responding resources.
  3. Protection of public facilities.
  4. Protection of private property.
- Distribute resources so that the most benefit is provided for the number of resources expended.
- Coordinate citizen appeals for assistance through the PIO at the EOC or Joint Information Center (JIC). Use local media to provide citizens with information about where to make these requests.
- Activate mutual aid agreements as necessary to supplement local resources.
- When all local resources are committed or expended, issue a request to the County for County, state, and federal resources through an emergency declaration.

### 4.5.5.1 Resource Typing

The County utilizes resource typing, which is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. County response personnel and support staff are trained and exercise using resource typing lists to ensure familiarity with the standard terminology for commonly requested resources.

### 4.5.5.2 Credentialing of Personnel

In alignment with ORS 401.305 the County has adopted NIMS and the use of Incident Command Systems. Under that adoption Marion County utilizes the fundamental NIMS Training requirements for ICS and further works to credential incident management positions under the National Qualification System (NQS) and the State Qualification System (SQS) using EOC Skillset Task Books and Position Task Books. These credentials require higher levels of training, evaluation of assigned individuals, and regular exercise participation to maintain qualifications.

### 4.5.5.3 Volunteer and Donations Management

The County has an established volunteer program managed through Marion County Human Resources Volunteer Services Coordinator. Marion County Emergency Management also hosts the Community Emergency Response Team, Auxiliary Communications, and Emergency Management Support Volunteers. These three programs could be activated and employed during response and recovery operations through Marion County Emergency Management. Just in time volunteers will be vetted and assigned to support response and recovery following established procedures from the Volunteer Services Coordinator.

Currently, the County does not have a formal donations management program in place. Should one be developed, the program will work to ensure the most efficient and effective use of donated

## 4. Concept of Operations

goods to support events and incidents.

During a Level 4 incident, when the EOC is activated and an emergency has not been declared, the County Emergency Management Director will coordinate and manage volunteer services and donated goods through the County EOC, with support from the American Red Cross, Salvation Army, and other volunteer organizations. Procedures for accessing and managing these services during an emergency will follow NIMS/ICS standards.

### 4.5.6 Access and Functional Needs Populations

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

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

- Individuals who are deaf or hard of hearing.
- Individuals with limited English proficiency.
- Children and the elderly.
- Individuals without vehicles.
- Individuals with special dietary needs.
- Individuals who experience physical/mental disabilities.
- Individuals considered low income, or other marginalized communities.

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

### 4.5.7 Children and Disasters

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

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

**4. Concept of Operations****4.5.8 Animals in Disaster**

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

**4.5.9 Demobilization**

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

The following issues will be considered when demobilizing:

- Identification of surplus resources and probable resource release times.
- Demobilization priorities as established by the on-scene Incident Commander and/or EOC Director.
- Released or demobilized response resources as approved by the on-scene Incident Commander and/or EOC Director.
- Repair and maintenance of equipment, if necessary.
- Documentation of all actions taken during response.
- Individual documentation and records in accordance with the county's legal requirements.

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

**4.5.10 Recovery**

Once the immediate response phase has been completed, the County will turn towards recovery to restore government functions and community services. A transition from response to recovery may occur at different times in different areas of the County. Recovery phases vary and can be impacted by ongoing disasters or cascading impacts to Community Lifelines.

Recovery is addressed comprehensively in Section 6 of this plan.

4. Concept of Operations

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# 5

## Command and Control

### 5.1 Command and Control: General

The ultimate responsibility for command and control of County departments and resources lies with the Board of Commissioners and County Administration; however, the County Emergency Management Director will maintain direction and control of the County Emergency Management Division unless otherwise delegated. The Sheriff, Public Works Director, and Health and Human Services Director can activate and manage response operations when necessary. County emergency operations, both on scene and in the County EOC, will be conducted in a manner consistent with NIMS, including use of the ICS.

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

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Sheriff's Office, Public Works Department, Health and Human Services, and/or Fire District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing duties such as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post (ICP) and may assume the responsibilities of Command Staff until delegated.

Upon establishment of the Incident Command System, the on-scene Incident Commander will notify the County Emergency Management Director and request activation of the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with County and state leads.

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

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the County EOC and assign an EOC Director. The EOC and EOC Director support on-scene operations and coordinate County resources.

The request will be submitted to the County Emergency Management Director, who will determine whether to activate the EOC and will assume, or designate, the role of EOC Director. In most

## 5. Command and Control

instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the County EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified Command or Multi-Agency Coordination Group, ensuring proper coordination of resources across agencies.

Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing County services when a situation threatens to expand beyond the County's response capabilities, or through previously established Mutual Aid agreements.

Upon activation of the County EOC, the EOC Director is empowered to request support from all departments, divisions, and offices of the County during a state of emergency. If appropriate, the on-scene Incident Commander or EOC Director may request that the Board of Commissioners declare a state of emergency.

The County EOC may have direct field operational functions such as mass care/sheltering, damage assessment, debris management, fuel management, information coordination, evacuations, alert and warning, livestock/animal sheltering, resource management, points of distribution, volunteer and donations management, etc. The County EOC may also provide direct support to the on-scene Incident Commander.

### 5.4 Marion County Emergency Operations Center

The County EOC supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The County EOC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the County EOC may become the County seat of government for the duration of the crisis, but this is extremely undesirable and inefficient as continuity plans should be in place independent of the EOC.

#### 5.4.1 Marion County Emergency Operations Center- Activation Levels

Emergency Operations Center (EOC) activation levels are used to describe the current state of emergency response and coordination. These levels help organize resources and communications during incidents, ensuring a structured and efficient response. The activation levels typically range from Level 4 (lowest) to Level 1 (highest), this is how it is organized in Marion County and is designed to align with FEMA Typed Incidents.

At the County Level we do not have the ability to lead a FEMA Type 1 or 2 level event/response. Marion County Level 1 EOC Activation is the highest capability of activation organic to the organization and is equivalent to a Type 3 incident. During a FEMA Type 1, 2, or 3 event, the EOC will be at Level 1 performing duties in direct support of the County, the communities, and coordinate with higher tiers of Incident Management through the State ECC or FEMA Type 1 or 2 Incident Command.

The following Table defines the Marion County EOC Activation Levels, provides a general description, and correlating Incidents experienced at the levels.



## 5. Command and Control

Table 5.1 Marion County EOC Activation Levels

Activation Level	Description	Incident
Level 4 – Monitoring  FEMA Incident Type 5	This is the lowest level of activation. At this stage, there is no immediate threat, but the situation is being monitored. <b>Activities:</b> Situational awareness, monitoring potential threats, sharing information with relevant agencies. <b>Staffing:</b> Minimal staff, often just a few key personnel to monitor the situation.	Sandstone Wildfire (2024) Slate Wildfire (2024) Winter Storm Warning (2024)
Level 3 – Enhanced Monitoring/Partial Activation  FEMA Incident Types 5/4	This level indicates an increased readiness due to a potential or developing threat. <b>Activities:</b> Increased monitoring, preparation activities, limited EOC staffing, possibly including subject matter experts. <b>Staffing:</b> Key EOC personnel and specific response partners may be involved, but not full activation.	Severe Weather (Heat) – July (2024)  Liberty Road Wildfire (2023)
Level 2- Partial Activation  FEMA Incident Types 4/3	This level is activated when there is a significant event or potential threat that requires a coordinated response. <b>Activities:</b> Coordinating with multiple agencies, preparing resources for deployment, beginning response operations. <b>Staffing:</b> More comprehensive staffing of the EOC, involving multiple departments and agencies.	COVID-19 (2020)
Level 1 – Full Activation  FEMA Incident Types 3/2/1	This is the highest level of activation and is used for major incidents that require a full, coordinated response. <b>Activities:</b> Full-scale response and recovery operations, extensive coordination with local, state, and federal agencies, public information and warning. <b>Staffing:</b> Full EOC staffing, including all relevant departments and external partners, operating 24/7 if necessary.	Beachie Creek Wildfire (2020)  Severe Winter Storm (Ice, Snow, Wind) 2020

These levels ensure that Marion County can scale its response efforts appropriately based on the severity and scope of an incident, ensuring resources are utilized efficiently and effectively.

## 5.4.2 Marion County EOC – Roles, Responsibilities, and Guidance.

## 5. Command and Control

During emergency operations, and upon activation of the County EOC, the assigned EOC personnel will assemble and exercise direction and control, as outlined below. As an Incident Management Team (IMT) is developed in Marion County, they will become the priority to activate during an emergency.

- The EOC will be activated by the County Emergency Management Director, who may assume or designate the role of EOC Director. While the on-scene Incident Commander retains tactical control of the incident, the EOC Director assumes responsibility for coordinating and prioritizing County resources in support of emergency operations.
- The EOC Director will determine the level of staffing required and will alert assigned personnel to report to the EOC.
- Emergency operations will be conducted by County departments, augmented as necessary by trained reserves, volunteer groups, personnel supplied through mutual aid agreements, and private contractors. State and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordinate resources with the EOC.
- Department Directors and organization leaders are responsible for assigned emergency functions and supporting a coordinated response to Community Lifelines.
- Department Directors are required to maintain Continuity of Operations (COOP) and Continuity of Government (COG).
- The EOC may, as appropriate, operate on a 24-hour basis.
- The County Emergency Management Director will immediately notify the Marion County Sheriff and County Administration upon activation of the County EOC. Periodic updates will be issued to the County for the duration of County EOC activation.

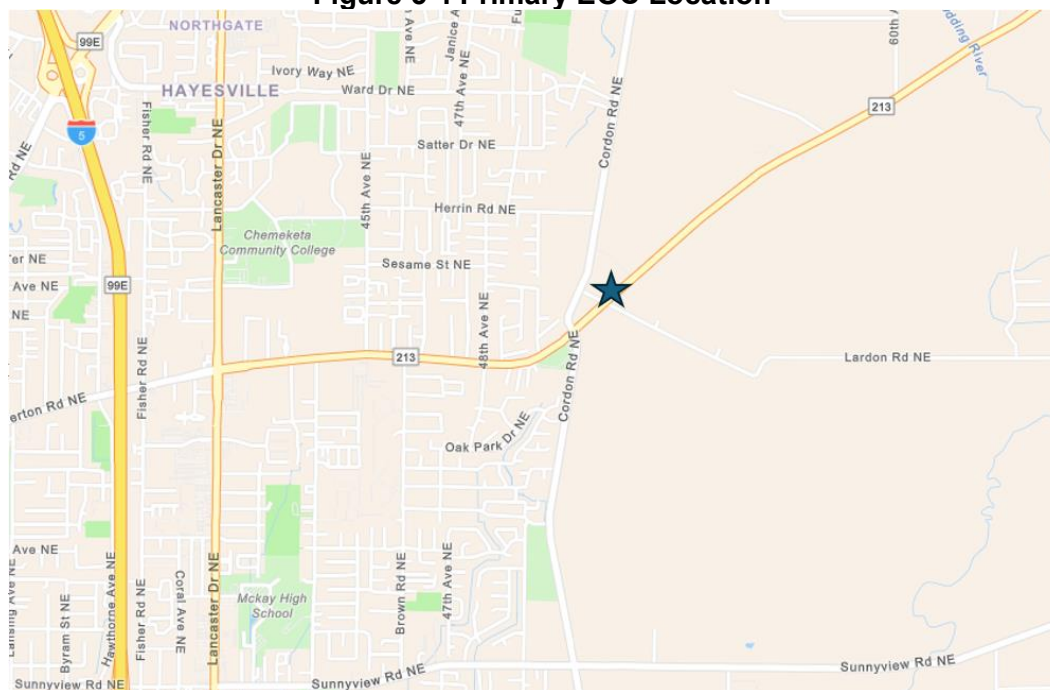
### 5.4.3 Emergency Operations Center Location

The **primary location** for the County EOC is:

Marion County Public Works, Willamette Room  
5155 Silverton Rd EN, Salem OR, 97305

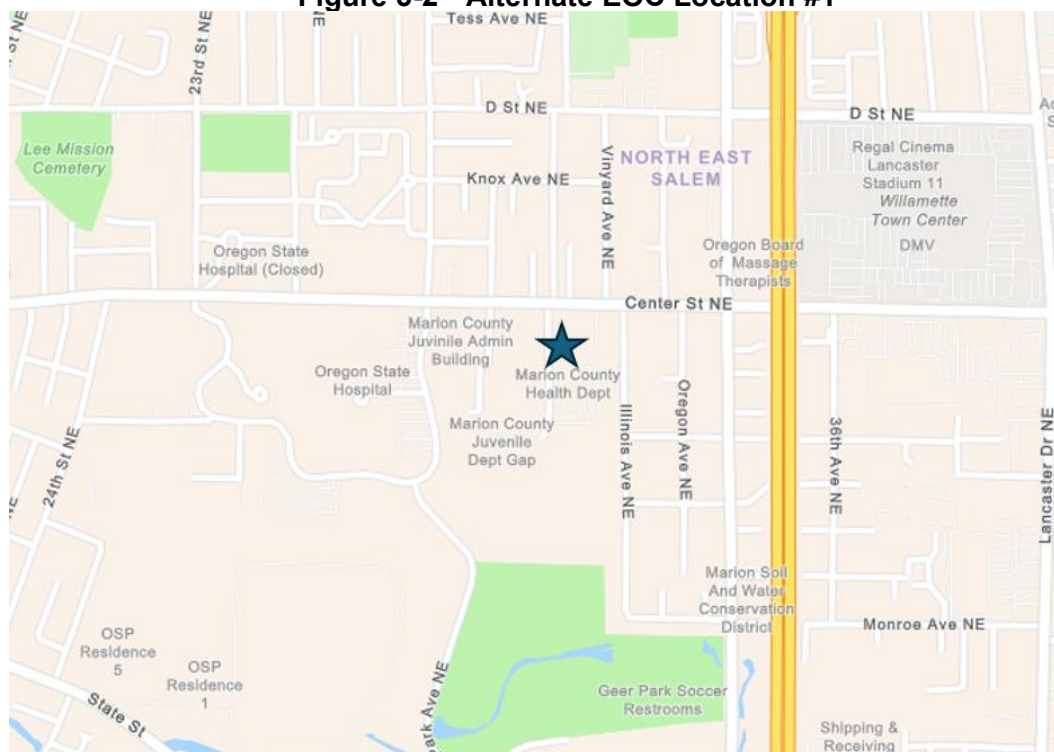
## 5. Command and Control

Figure 5-1 Primary EOC Location



If necessary, the **alternate location** for the County EOC is:  
Marion County Health and Human Services  
3160 Center St NE, Salem, OR 97301

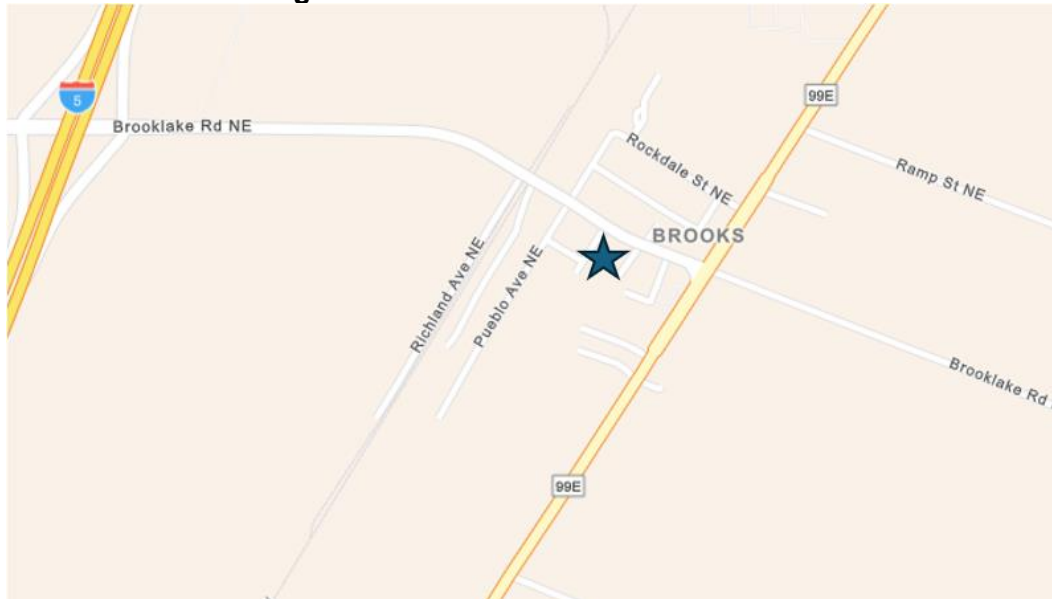
Figure 5-2 Alternate EOC Location #1



**5. Command and Control**

**Second alternate** location for the County EOC is:  
Chemeketa Community College  
4960 Brooklake Road, Brooks, OR 97305

**Figure 5-3 Alternate EOC Location #2**



Marion County Emergency Management has a mobile EOC trailer that may be used if fixed facilities are not safe for use. This can also be deployed to support on scene incident command when requested.

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

#### **5.4.4 Emergency Operations Center Staffing**

It is imperative that local personnel staff the EOC. Depending on the incident type, County departments will provide staff to the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more complex, the on-scene Incident Commander or EOC Director may change to meet the needs of the incident. If local staffing resources are not adequate to maintain the County EOC, the County may request support from surrounding jurisdictions, local incident management teams, association-based teams such as the State Sheriff's Association Emergency Management Incident Management Team, or the state or through mutual aid.

EOC members assigned to Command and General Staff are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff positions.

**5. Command and Control**

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

**5.4.5 Access and Security**

During an emergency, access to the County EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. The EOC Director may allow access on an individual, case-by-case basis. Appropriate security measures will be in place to identify personnel who are authorized to be present.

**5.4.6 Incident Management Software**

The County utilizes Microsoft Teams and the Homeland Security Information Network (HISN) software to help gather, analyze, and disseminate information in the County EOC. The County Emergency Management Director is responsible for training the EOC on the use of software, and a User's Manual is maintained in the County EOC.

**5.4.7 Deactivation**

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, EOC Director, Board of Commissioners and County Sheriff. Ideally, Position Task Books and ICS Form 226s will be completed for EOC personnel to support the credentialing process.

Prior to demobilization and deactivation all personnel who participated in the response will provide complete and comprehensive records of their response activities, utilizing appropriate forms and documentation procedures (ICS 214). During activations a Documentation Unit Leader will be established to ensure all records are captured and organized in a manner that supports reimbursement and records retention requirements. County Legal will have input as to the requirements, details, and records retention requirements. County Legal will also support records evaluation in the event of public records requests, litigation, and reimbursement procedures.

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

The County Board of Commissioners and/or County Administrative Officer has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Board of Commissioners, CAO, Sheriff, Public Works Director, Health and Human Services Director, County Emergency Management Director and/or EOC Director.

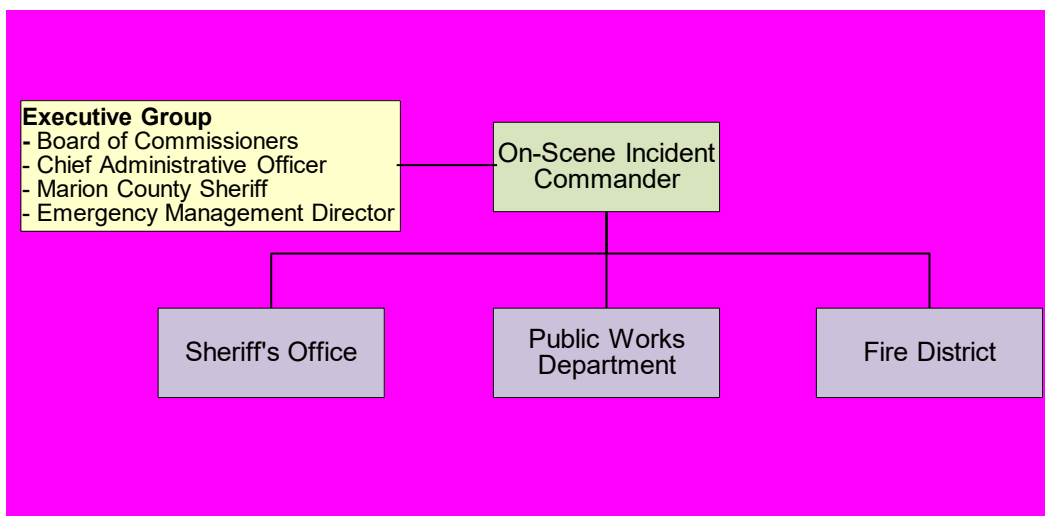
## 5. Command and Control

## 5.5 Incident Command System (ICS)

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

The County has established a list of assigned EOC Personnel to support EOC activation, ICS operational procedures, and position checklists. The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 1 or 2) incident, it can be staffed and operated by qualified personnel from any emergency service agency, including personnel from a variety of disciplines. The County ICS structure can also be utilized for lower-level emergencies such as a minor incident involving a single emergency response agency (Level 4). The Marion County EOC will function following the ICS Planning P when practical to ensure adequate documentation, risk mitigation, and efficient use of resources.

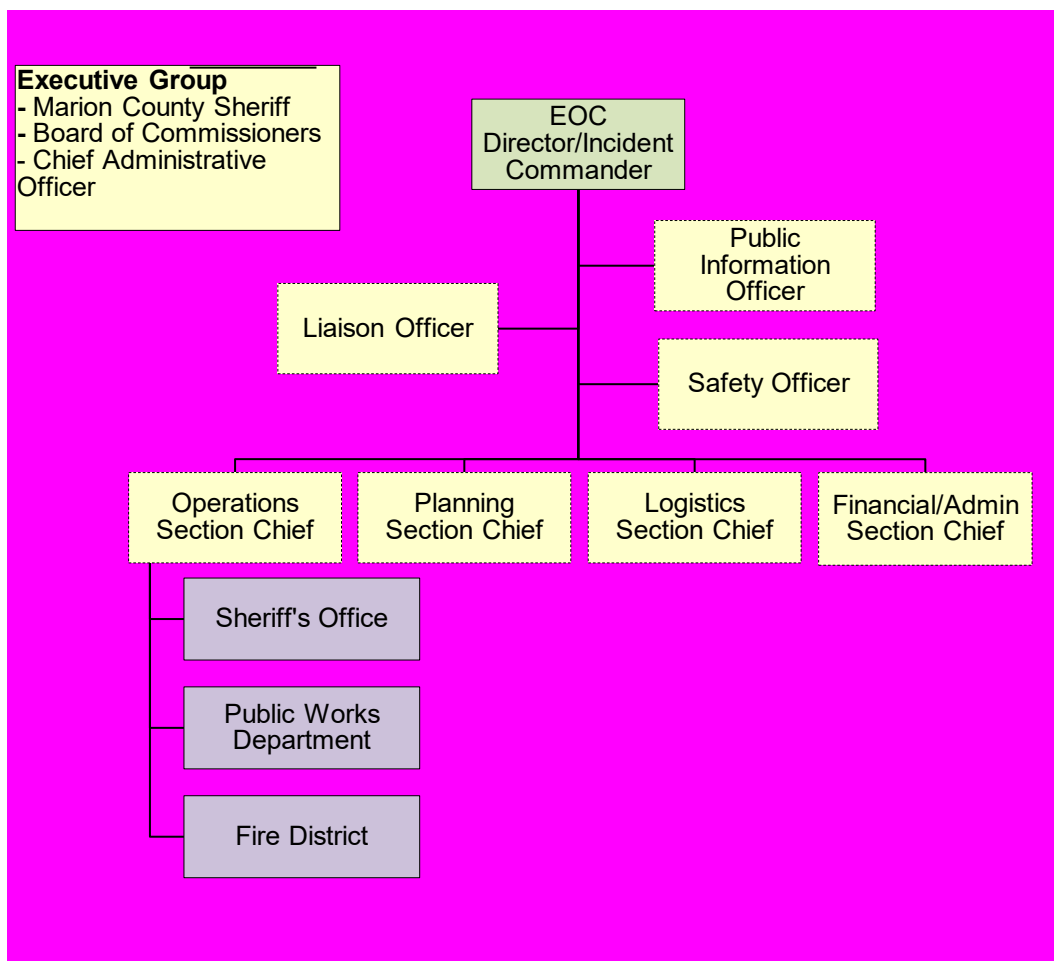
**Figure 5-4 Examples of a Scalable Command Structure for the County**  
**Initial Response Structure (Level 5 Incident)**



### EOC Structure once Activated



## 5. Command and Control

**5.5.1 Executive / Policy Group / Multi-Agency Coordination (MAC) Group.**

The Executive Group plays an important role during emergencies and activation of the EOC. The executive group is generally made up of the Board of Commissioners, Sheriff, County Chief Administrative Officer and others directed into the group by the members of the group. In Incident Command Systems this is commonly called the Policy Group and may develop with partner agencies into a Multi-Agency Coordination (MAC) Group. This group provides policy level guidance and decision making during an incident.

In general the Policy Group / MAC Group is responsible for:

- Act as a policy level body providing executive guidance and direction to the response.
- Support resource prioritization and allocation. During a response there may be limited resources that are needed at multiple locations, the MAC Group is responsible for deciding and directing that resource allocation.
- Make cooperative multi-agency decisions in collaboration with other response partners, elected officials and agency administrators.
- Establish public information release procedures and authority, and delegate authority for public information when appropriate.
- Communicate with key stakeholders and constituents.

## 5. Command and Control

The Executive Group or MAC Group guides the EOC by:

- Delegating appropriate authority to the EOC Director.
- Issuing an Initial Policy Statement to the EOC.
- Determining EOC reporting requirements.
- Determining the Senior Official/ MAC Group decision making process.
- Identifying fiscal issues and possible parameters for the EOC.
- Determine and delegate spending limits for the EOC and incident response personnel, and communicate the process for approvals above established spending limits.
- Defining strategic level priorities for the incident.

Executive Group/ Policy Group / MAC Group recommended requirements:

- Elected or Appointed official with authority to represent Marion County.
- Authority to allocate funding to response.
- Training: Required IS100, IS700. Recommended IS200, IS701, IS800, and ICS 402 NIMS Overview for Senior Officials.

### 5.5.2 Emergency Operations Center Director/Incident Commander

The EOC Director is responsible for the operation of the EOC when it is activated and has overall responsibility for coordinating resources in support of emergency operations.

In general, the EOC Director is responsible for:

- Maintaining EOC operations in accordance with the principles of ICS and NIMS.
- Approving and supporting implementation of an IAP.
- Coordinating activities in support of field response emergency operations.
- With delegation of release authority, approving release of information through the PIO. Will work in conjunction with County leadership for information and release coordination and establish a Joint Information Center (JIC) if necessary.
- Performing the duties of the following Command Staff if no one is assigned to the position:
  - Safety Officer
  - PIO
  - Liaison Officer
- If the incident expands or contracts, changes in jurisdiction or discipline, or becomes complex, the EOC Director may adjust to meet the needs of the incident.

The EOC Director requirements:

- Executive level leadership in a response agency, for a minimum of 3 years. Or can provide record of previous Incident Command or EOC Director experience.
- Delegated or designated by the Authority Having Jurisdiction (AHJ). *Note: For Marion County, this is usually the Board of Commissioners or Sheriff.*
- Training: ICS 300/400, IS-2200: Emergency Operations Center Basics
- Desired supplemental training: G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-520 Advanced Incident Management, all hazards position specific training.



**5. Command and Control****5.5.3 Emergency Operations Center Command Staff****5.5.3.1 Safety Officer (SOFR)**

The Safety Officer is responsible for the safety of emergency response personnel, EOC Command and General Staff, and their operations.

The Safety Officer's responsibilities include:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site and access control measures.
- Monitoring and assessing the health and safety of response personnel and support staff.
- Preparing and implementing a site Health and Safety Plan and updating the EOC Director, on-scene Incident Command, and Operations Chief as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.
- Create a safety report to document safety considerations.
- Complete the ICS 215a Safety Analysis Worksheet.
- Ensure specific safety measures are integrated into each ICS 204 Work Assignment.

Safety Officer requirements:

- Successful employee of the County with Safety and OSHA related experience.
- Training: ICS 300/400, IS-2200.
- Desired supplemental education: S-420 Command and General Staff, OSHA 600 Collateral Duty Safety Officer; G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-520 Advanced Incident Management, S-404 Safety Officer, or All Hazard Position Specific training.

**5.5.3.2 Public Information Officer (PIO)**

The PIO will coordinate and manage the County's public information network, including local, regional, and state agencies, tribal entities, political officials, and other emergency management stakeholders.

The PIO's duties include:

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

## 5. Command and Control

PIO requirements:

- Duty designated by agency as PIO.
- Training: ICS 300/400, L0105: Public Information Basics, IS-29.a Public Information Officer Awareness, IS-2200: Emergency Operations Center Basics.
- Desired supplemental education: S-420 Command and General Staff, L-480 IMT Leadership, G-490 Advanced PIO, G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-520 Advanced Incident Management, or All Hazard Position Specific training.

### 5.5.3.3 Liaison Officer (LOFR)

Specific liaison roles may be incorporated into the command structure established at the County EOC, depending on the type of incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the American Red Cross.

Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency or tribal representatives, and stakeholders. Develop a Point of Contact list with all relevant information.
- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the EOC Incident Commander, government officials, and stakeholders.
- Document all interactions and duties performed.

Liaison Officer requirements:

- Familiarity with liaison services.
- Authorization to coordinate with external agencies on behalf of the County or Unified Command.
- Training: ICS 300/400, IS-2200: Emergency Operations Center Basics.
- Desired supplemental education: S-420 Command and General Staff, L-480 IMT Leadership, G-490 Advanced PIO, G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-520 Advanced Incident Management, or All Hazard Position Specific training.

### 5.5.4 Emergency Operations Center General Staff

#### 5.5.4.1 Operations Section Chief (OSC)

The Operations Section Chief position is typically filled by the lead agency managing response activities for the incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. The following agencies and organizations are typically included in the Operations Section:

- **Fire Services** - emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- **Law Enforcement** - incidents involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.

## 5. Command and Control

- **Public Health Officials** - contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- **Public Works** - incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.
- **Private entities, companies, and non-governmental organizations** may also support the Operations Section. Examples of support these organizations may provide include:
  - Grass-roots social media support for situational awareness, as well as identifying and connecting resources to citizens in need.
  - Non-hazardous debris clearance collection and disposal.

The Operations Chief is responsible for:

- Developing and coordinating tactical operations to carry out the IAP.
- Managing field response activities.
- Directing implementation of unit operational plans.
- Requesting resources as needed.
- Completing the ICS 215.
- Validating all ICS 204 Work Assignments.
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.
- The OSC supports the integration of Community Lifelines, this may be in the form of developing Branches/Divisions/Groups and appointing or supporting a leader over each. This may include the integration of Local, Regional, Private, and State ESF partner agencies into the Operations Section.
- The Operations Section Chief directs and receives reports from the community lifelines which when activated represent Operations Branches – Safety and Security; Food, Hydration, Shelter; Health and Medical; Energy; Communications; Transportation; Hazardous Materials; and Water Systems.

*More information about integration of Community Lifelines is found in the Community Lifelines Annex of this plan.*

Operations Section Chief requirements:

- Operational level leadership of a response agency for a minimum of 3 years.
- Delegated Authority to direct operations either in writing or through position-based authority.
- Training: ICS 300/400, IS-2200: Emergency Operations Center Basics.
- Desired supplemental education: All Hazards Operations Section Chief, G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-420 Command and General Staff, and S-520 Advanced Incident Management, IS-2901: Introduction to Community Lifelines.

### 5.5.4.2 Planning Section Chief (PSC)

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

**5. Command and Control**

The Planning Chief is responsible for:

- Collecting and evaluating information and distributing incident information through status summaries (e.g. ICS 209) and producing situation reports and executive summaries.
- For terrorist incidents, liaise with the Oregon Titan Fusion Center (OTFC).
- Facilitating all meetings related to the Planning P and IAP development.
- Maintaining resource statuses.
- Maintaining the Situation Status Board, Common Operating Picture, and information sharing platforms.
- Preparing and disseminating the IAP, including developing alternatives for tactical operations in coordination with operations.
- Develop Demobilization Plans.
- Manage incident documentation including final document package. Coordinate with participating agencies for complete records and documentation.
- Integrate Community Lifelines into the planning process including:
  - Regular Situational Assessment and assist in assigning conditions.
  - Support Senior Leadership Brief with information
  - Track Lifeline Stabilization Targets
  - Support Deliberate Planning, Strategic Objective Development and coordination, and Lines of Effort and Phasing.

*More information about the integration of Community Lifelines can be found in the Community Lifelines Annex of this Plan.*

Planning Section Chief requirements:

- Experience in complex coordination, documentation, facilitation, and Planning Section Functions.
- Training: ICS 300/400, IS-2200: Emergency Operations Center Basics.
- Desired supplemental education: All Hazards Planning Section Chief, G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-420 Command and General Staff, S-520 Advanced Incident Management, IS-2901: Introduction to Community Lifelines.

**5.5.4.3 Logistics Section Chief (LSC)**

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

The Logistics Chief is responsible for:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel. This may be through:
  - Mutual Aid (and similar) activation.
  - Contracts activation, development, and execution.
  - P-Card or Purchase Order (PO) actions.

**5. Command and Control**

- Coordinating with the Planning Section and Operations Section to estimate future support and resource requirements.
- Assisting with development and preparation of the IAP.
- Attending all Planning P meetings.
- Processing Resource Requests.
- Coordinating with Operations during the Tactics Meeting.
- Implementing a Resource Management Process.

Logistics Section Chief requirements:

- Be an active member of a response agency for a minimum of 3 years with leadership responsibilities.
- Delegation of authority to allocate county funds, activate contracts and Mutual Aid Agreements on behalf of Marion County.
- Training: ICS 300/400, IS-2200: Emergency Operations Center Basics.
- Desired supplemental education: All Hazards Logistics Section Chief, G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420 Command and General Staff, S-420 Command and General Staff, S-520 Advanced Incident Management, IS-2901: Introduction to Community Lifelines.

**5.5.4.4 Finance/Administration (FSC)**

The Finance/Administration Section is activated for all incidents that require personnel time tracking, emergency funding or use of specialized services and equipment that are not within the County's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required.

The Finance and Administration Chief is responsible for:

- Monitoring costs related to the incident. Ensure a project number is developed and assigned to each response.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.
- Process Compensation and Claims.
- As appropriate, request records from supporting personnel and agencies for total cost tracking.
- Ensure FEMA language is in all contracts used during the emergency.

Finance and Administration Section Chief requirements:

- Finance and/or administrative experience for a minimum of 2 years. Preferably with leadership experience.
- Access to County Pay systems, contracts, and other relevant systems.
- Authority to action financial requirements during a declaration.
- Training: ICS 300/400, IS-2200: Emergency Operations Center Basics.
- Desired supplemental education: All Hazards Finance Section Chief, G-2300: Intermediate Emergency Operations Center, USFA O305: All Hazard Type 3 IMT course, S-420

## 5. Command and Control

Command and General Staff, S-420 Command and General Staff, or S-520 Advanced Incident Management, IS-2901: Introduction to Community Lifelines

### 5.5.5 Unified Command

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

Table 5-2 presents a comparison between a single Incident Commander and Unified Command.

<b>Table 5-2 Comparison of Single Incident Commander and Unified Commander</b>	
<b>Single Incident Commander</b>	<b>Unified Command (UC)</b>
The Incident Commander is solely responsible (within the confines of their authority) for establishing incident objectives and strategies. The Incident Commander is directly responsible for ensuring that all functional areas activities are directed toward accomplishment of the strategy.	<p>Individuals designated by their jurisdictional and organizational authorities (or by departments within a single jurisdiction) must jointly determine objectives, strategies, tactics, resource allocations, and priorities.</p> <p>The Unified Commanders work together to execute integrated incident operations and maximize the use of assigned resources.</p>

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

### 5.5.6 Area Command

Area Command is a management structure established to oversee the organization of multiple incidents handled by separate ICS organizations, or very large incidents that involve multiple ICS organizations. Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control, and does not have operational responsibilities. Area command is focused on managing scarce resources and should be used only as needed.

If activated, the Area Command:

- Sets overall incident-related priorities:
  - De-conflicts incident management objectives with other ICS organizations and established policies.
  - Allocates critical resources according to incident-related priorities.
  - Identifies critical resource needs and reports them to the EOCs.
  - Supports Community Lifeline Strategic Planning.
- Conducts oversight:
  - Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.

**5. Command and Control**

- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.

**5.5.7 Multi-Agency Coordination**

If the County is coordinating a response with other jurisdictions or agencies with authority over an incident, it may choose to implement a Multi-Agency Coordination Group (MAC Group).

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

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# 6

## Recovery

### 6.1 Recovery: General

In the aftermath of a disaster, Marion County efforts turn to rebuilding the infrastructure and restoring the social and economic life of the community with the incorporation of mitigation measures as a major goal. To accomplish this goal the following strategy is provide:

- To deploy several specialized recovery teams (personnel) and facilities (centers) into a disaster area to help victims and support the Incident Commander
- To work closely with the Oregon office of Emergency Management and to inform affected local governments, individuals and businesses that programs are available to assist them in recovery efforts.

### 6.2 Recovery Field Operations

The County Emergency Manager is responsible for ensuring that appropriate data on disaster impacts is collected and distributed to the public and the involved governmental agencies. The County Emergency Manager also coordinates disaster recovery assistance that may be made available to meet the needs of the disaster victims.

The recovery process for a disaster should begin early in the response phase through the declaration of a local emergency, followed by a fast and accurate assessment of conditions and a formal request for state assistance. In addition, a complete record of expenditures for local response personnel, equipment and supplies should be maintained in the event that a federal disaster is declared, and funds are made available to reimburse the documented response costs of public/non-profit agencies, as well as providing funds for disaster damage to the infrastructure of the state and local government.

If a federal disaster is declared and financial assistance is offered, FEMA and OEM will open Disaster Field Offices (DFO) in or near the affected communities to coordinate with local emergency management in publicizing the availability of financial assistance and determining eligibility for public and non-profit agencies. Disaster Recovery Centers (DRC) may also be opened, if requested by local and state authorities, to coordinate the process for providing financial assistance to individuals and small businesses, if that type of assistance is offered under the federal declaration.

Public and/or individual assistance may be offered when a Presidential Declaration is made,

## 6. Recovery

depending on the impact of the disaster and the ability of local emergency management to provide adequate and timely documentation of the results.

There may be situations where damage is limited to an area or activity, e.g., if only agricultural damage is incurred, there may be special assistance programs available that do not require a Presidential disaster declaration. Small-scale or “specialized” disasters will need to be handled on a case-by-case basis to ensure that an appropriate response is made.

The Recovery Process will follow best practices and utilize the FEMA Recovery Support Functions. The Recovery Support Functions are leveraged through local, state, and federal partnerships and they include:

- **Community Planning and Capacity Building-** Unifies and coordinates expertise and assistance programs between both governmental as well as non-government partners to ensure engagement of the whole community in planning and managing recovery.
- **Land Use and Redevelopment Planning-** Guides physical development following an incident to determine how and where to build, rebuild, vacate, and which areas to preserve.
- **Economic Recovery-** Helps levels of government and the private sector sustain or rebuild businesses and employment.
- **Health and Social Services-** Supports recovery in public health, health care facilities and coalitions, and essential social services.
- **Housing-** Coordinates resources for adequate, affordable, equitable, and accessible housing to support the whole community.
- **Infrastructure Systems-** Helps restore infrastructure systems and services and improves resilience for future hazards.
- **Natural and Cultural Resources-** Works to protect and restore natural and cultural resources and historic properties.

The recovery process is a continuum that begins as soon as response starts, it will be managed and supported through the Emergency Management Division and the EOC as needed, unless another agency or organization is tasked with recovery functions. Although these are best practices and identified goals in recovery, the County cannot guarantee complete recovery or improvement of conditions identified in the Federal Response Function examples.

### 6.3 Recovery Direction and Control

#### 6.3.1 Executive Actions

The County Emergency Management Director and/or designee are responsible for ensuring that appropriate disaster recovery activities are accomplished as part of the County’s Emergency Management Program.

#### 6.3.2 Coordination

Overall coordination of the disaster recovery process will be exercised from the EOC when activated. When the EOC is deactivated, on-going disaster recovery for the County will be handled through the offices of County Emergency Management in conjunction with any DFO’s and/or DRO’s that may be opened by OEM/FEMA.

**6. Recovery**

All County departments shall coordinate recovery activities with County Emergency Management.

**6.4 Assignments****6.4.1 County Emergency Management Director**

- Coordinate the training of staff and volunteers in disaster damage assessment
- Conduct exercise for orientation and training of personnel in disaster recovery activities.

**6.4.2 Public Works**

- Identify and map critical facilities, bridges and roads requiring priority repairs if damaged.
- Identify and train personnel for disaster damage assessment.
- Develop departmental standard operating procedures (SOP) for disaster response, including gathering and reporting information to the EOC during the response and recovery.
- Participate in emergency management exercises.

**6.4.3 Community Development – Building Inspection Division**

- Ensure the mitigation activities of building codes and land use regulations are followed.
- Identify and train personnel for disaster damage assessment.
- Develop departmental standard operating procedures (SOP) for disaster response, including gathering and reporting information to the EOC during the response and recovery.
- Participate in emergency management exercises.

**6.4.4 Environmental Services**

- Ensure that appropriate personnel are familiar with the Disaster Debris Removal Annex and that input is provided to MCEM on scheduled reviews for updates and revisions of the annex.
- Participate in emergency management exercises.

**6.4.5 American Red Cross (When Requested)**

- Identify and train personnel in damage assessment techniques.
- Develop agency standing operating guidelines for disaster response, including gathering and reporting information to the EOC during response and recovery.
- Participate in emergency management exercises.
- Provide Short Term sheltering and other capabilities under established MOUs.

### 6.4.6 Incorporated Cities

- Each jurisdiction with an adopted EOP is responsible for developing disaster recovery procedures consistent with County, State and Federal requirements.
- Those jurisdictions without their own EOP should follow the guidance provided in this section and coordinate with MCEM in disaster recovery activities.

## 6.5 Damage Assessment

Damage assessments include those actions that are undertaken to determine the nature and scope of damages to structures, facilities and infrastructure for the purpose of identifying and scaling the need for State and Federal disaster assistance in the recovery phase. Damage assessment will be closely coordinated with Emergency Management, which has the lead for impact assessment and incident action planning during the response phase.

Operational assessment is the immediate, informal reporting of emergency conditions to size-up the damage that has occurred and to determine what personnel, equipment and facility resources the county has available for response. First indications of the scope and extent of damages will likely be provided by field personnel reporting to their dispatch centers or to the MCEM EOC. These initial reports include hazard conditions, critical emergency needs and condition of surface routes, and are extremely important in allocating emergency responders and determining incident situation status.

The MCEM EOC may also receive damage assessment information from additional sources: ambulance crews, utility crews, employees traveling to or from work, media sources in the field, citizens, businesses, etc. The MCEM EOC may establish a process where the public can submit damage reports.

The MCEM it is the lead for the Marion County's Damage Assessment Program. Responsibilities include recruitment and training of team members and the overall management of damage assessment priorities in coordination with ESF Emergency Management.

The County Property Appraiser's Office will assist in providing estimates of loss and economic impact. The Chamber of Commerce and the insurance industry will provide information on losses to businesses.

The Emergency Management Director will provide information to the Oregon Office of Emergency Management within 12-36 hours if possible.

## 6.6 Initial Safety and Damage Assessments

The Marion County Emergency Management will coordinate an initial damage assessment using resources to determine the overall extent of damages. The Marion County Emergency Management has pre-identified County and municipal employees who will assist with damage assessment. Also, members of the fire department have been trained and will assist with damage assessment. The goal of this assessment is to determine the magnitude and severity of damage to structures and infrastructure; and, in the event of a severe rainfall event, determine the level of flooding damage. This information will be collected by the Marion County Emergency Management, and, who will then provide the information to the Oregon Office of Emergency Management.

## 6. Recovery

The impact assessment data provides a County wide general overview of the most significantly impacted areas and, therefore establishes a prioritization mechanism for damage assessment team deployment, resource allocation and disaster assistance.

Team members will be contacted by telephone, cellular phone, email or two-way radio. The Marion County Emergency Management maintains a current contact list of Damage Assessment Team members. Information collected through the initial damage assessment will be collected by the Marion County Emergency Management, who will then provide the information to the Oregon Office of Emergency Management.

### 6.6.1 Preliminary Damage Assessment

If the situation warrants, a formal Preliminary Damage Assessment will be requested and performed by local, State and Federal assessors. This will include assessments for both public and individual damages. Local representatives will accompany these teams during their assessments. These individuals will be familiar with damaged areas and will supply maps needed to complete the damage assessment process. The Oregon Office of Emergency Management will then coordinate with the Federal Emergency Management Agency to determine if the County qualifies for public and/or individual assistance.

Capturing all costs associated with the emergency is essential because accurate damage assessments (Initial Damage Assessments and Preliminary Damage Assessments) document the need for state and/or federal assistance and are required to obtain a federal disaster declaration.

## 6.7 Habitability Assessments

Habitability assessors will determine the structural safety of residential buildings. This will be conducted through the coordinated efforts of the Damage Assessment Team. When practical, this assessment will be coordinated with the American Red Cross, or other relief agencies.

The municipalities in Marion County are responsible for all corresponding inspections, damage assessments and other disaster response and recovery functions and activities for their jurisdictional area. The County would include the municipalities in its response and recovery activities due to their limited resources. The municipalities will still coordinate final reporting to the MCEM, who will then provide the information to the Oregon Office of Emergency Management.

The County is responsible for all corresponding inspections, damage assessments and other disaster response and recovery functions and activities for their jurisdictional area. The County will coordinate final damage estimates to the MCEM, who will then provide the information to the Oregon Office of Emergency Management.

Additional damage assessment functions are maintained in the appropriate County SOPs and Annexes. This includes the identification of roles and responsibilities, training, assessment criteria, reporting formats and process for both initial and preliminary damage assessments.

### 6.7.1 Priorities of Inspections

- Structures involved in response operations
- Critical transportation routes and infrastructure

**6. Recovery**

➤ Critical infrastructure and key resources (CIKR)

Cities and special districts within the Marion County share responsibility for damage assessment and provide information regarding damages and costs within their jurisdictions and service areas to Marion County Emergency Management, who will then provide the information to the Oregon Office of Emergency Management.

## **6.8 Disaster Declaration**

Following a major or catastrophic disaster in which an emergency or major disaster declaration is granted by the President, federal assistance to disaster victims becomes available under three program areas: Individual Assistance, Public Assistance and Post Hazard Mitigation funding. The administration of these programs is coordinated through a joint Federal/State effort in a Joint Field Office (JFO), which is usually located in the impacted area.

The JFO is the primary field location for the coordination of federal and state recovery operations. The Federal Coordinating Officer (FCO) and the State Coordinating Officer (SCO) co-locate in the JFO, as well as other Federal and State personnel. Recovery and mitigation operations, logistics, information and planning, financial management and general administration are coordinated at the JFO.

## **6.9 Public Assistance (PA) and Individual Assistance (IA)**

### **6.9.1 Public Assistance**

The Public Assistance (PA) program provides support to eligible local governmental entities following a disaster to assist in the recovery and restoration of buildings, infrastructure, and the removal of debris that is on public property. The categories of Public Assistance include:

- Category A: Debris Removal
- Category B: Emergency Protective Measures
- Category C: Roads and Bridges
- Category D: Water Control Facilities
- Category E: Public Buildings/Contents and Equipment
- Category F: Public Utilities
- Category G: Public Parks, Recreation, and Other Facilities
- Category Z: Administrative Costs

In the event of a declared disaster, Marion County Emergency Management will work closely with ESF 14 Public Information and Warning to notify all eligible governments and private not-for-profit organizations of the availability of federal public assistance funds. They include all Marion County government agencies, and those quasi-governmental organizations that perform a governmental function. Such applicants are trained concerning the public assistance program through the various recovery training sessions offered. Notification may occur through written correspondence and telephone contacts, notices in local newspapers, and broadcasts on local radio station. The briefings will notify local governments, non-profit agencies and other eligible applicants of scheduled briefings and Kick-Off Meetings for the Public Assistance (PA) program

**6. Recovery**

and the Hazard Mitigation Grant Program (HMGP). The Public Assistance applicant briefings include procedures for all aspects of financial management, personnel and record keeping that will be required for the various Federal and State financial assistance programs. State and Federal recovery personnel must advise the Marion County Emergency Management of these briefings so that agencies can be notified. Key components of the Public Assistance program include:

- Project Worksheets are prepared for eligible emergency costs and eligible costs for restoration of damaged facilities.
- The federal cost share for reimbursement under most federal declarations is 75 percent. The 25 percent nonfederal share is normally by local sources in accordance with policies established by the Executive Office of the Governor and the Oregon Legislature.
- The State serves as the Grantee/Recipient and eligible applicants are Sub-grantees/Sub-recipients under the federal disaster assistance program.
- Contractual agreements with Oregon office of Emergency Management are executed with applicants with all reimbursements coming through Oregon Office of Emergency Management.
- Documentation, record keeping, inspections, and final closeouts are overseen and approved by the Oregon Office of Emergency Management.

Documentation is obtained by Marion County Emergency Management regarding damage sustained to:

- Public roads
- Public water control facilities
- Public building and related equipment
- Public utilities
- Public facilities under construction
- Public recreational and park facilities
- Public education institutions
- Certain private and non-private facilities

**6.9.2 Individual Assistance (IA)**

If the County is declared for Individual Assistance, eligible residents will be able to apply for the Individual Assistance Program. In some cases, FEMA will deploy habitability inspectors to verify the damages individual applicants are claiming. They will do this independent of the State or local assessors. Marion County will also perform inspections of damaged homes to determine safety. A zoning or civil affairs engineer will be responsible for coordinating post-disaster habitability inspections.

**6.9.2.1 Non-Declared Disasters**

During the recovery stage, a disaster may not be declared at the federal level. It will then fall upon the County to use local funds, available competitive grant funds, or any supplemental



**6. Recovery**

funding provided by the State of Oregon to recover from the event.

Like a declared disaster, costs for response and recovery are to be monitored by all participating agencies. Each responding agency is responsible for the overall management of documentation of the costs of a non-declared disaster with reports submitted ultimately to the Marion County Board of Commissioners for budget and finance approval of local dollars.

## **6.10 Disaster Recovery Center and Staging Area**

Centers that are set up in a disaster area to provide information on the complete range of disaster assistance that is available. The responsibility for managing these centers is jointly shared by the State, the Federal Emergency Management Agency, and the County where the center is located.

A Disaster Recovery Center (DRC) is a facility established in, or in close proximity to, the community affected by the disaster where persons can meet face-to-face with represented Federal, State, Local and volunteer agencies to:

- Discuss their disaster-related needs.
- Obtain information about disaster assistance programs.
- Tele-register for assistance.
- Learn about measures for rebuilding that can eliminate or reduce the risk.
- Request the status of their application for assistance to individuals and households.

The County Emergency Manager, the State of Oregon and Potentially FEMA will assess the need to open Disaster Recovery Centers and Field Offices, based upon initial damage assessment and human services needs estimates and reports. MCEM will request that the Oregon Office of Emergency Management (OEM) open a Disaster Recovery center in Marion County.

Once it has determined that Disaster Recovery Centers (DRC) and/or a Disaster Field Office will be opened in Marion County, the OEM ECC will take the lead and should notify MCEM. The OEM ECC will advise if there are resources the County may need to supply including staffing. The DRC will be staffed with representatives from appropriate federal, state, county, private relief organizations, and other organizations capable of providing disaster related information to individuals and businesses.

### **6.10.1 Required**

The following issues need to be considered in identifying possible facilities to serve as DRCs:

- The building must be large enough for the needs of the situation (number of agencies and clients anticipated in the DRC). This may vary from as few as 1500 square feet to more than 4500 square feet. Consequently, it is good to identify a variety of buildings of different sizes in different locations within your jurisdiction.
- Enough tables and chairs for the needs of the situation should be readily available (in the facility, or easily moved to the facility). Each agency working at the facility will need at least one table and five chairs.



**6. Recovery**

- The building must have heat, electricity, good lighting, potable water, rest rooms and adequate parking.
- Appropriate emergency medical support should be quickly available to the building.
- Appropriate fire protection should be readily available.
- Access to and through the building must be barrier-free for disabled persons. (DRCs must meet ADA requirements and have a certification to that effect from the local building official on file prior to the disaster).
- The building owner must be willing to allow FEMA to install telephone lines.

**6.10.2 Preferred**

- The public should generally be familiar with the building
- The building should be proximate to most of the affected population. Travel time should be reasonable for most of the people affected by the disaster.
- Custodial support should be available at the facility
- An indoor waiting area near the entrance to the building is helpful.
- Bilingual support should be available, if appropriate.
- Local officials should be prepared to help provide supplies, such as trash cans, writing pads, pencils, local telephone directories, maps of the disaster area(s), string, masking tape, etc.

Centers that are set up in a disaster area to provide information on the complete range of disaster assistance that is available. The responsibility for managing these centers is jointly shared by the State, FEMA, and the County where the center is located.

A Disaster Recovery Center (DRC) is a facility established in, or near, the community affected by the disaster where persons can meet face-to-face with represented Federal, State, local and volunteer agencies to:

- Discuss their disaster-related needs.
- Obtain information about disaster assistance programs.
- Tele-register for assistance.
- Learn about measures for rebuilding that can eliminate or reduce the risk.
- Request the status of their application for assistance to individuals and households.

The Emergency Management Director, the State of Oregon and potentially FEMA, will assess the need to open Disaster Recovery Centers and Field Offices, based upon initial damage assessment and human services needs estimates and reports. Marion County Emergency Management will request that the Oregon Emergency Management open a Disaster Recovery Center in Marion County.

Once it has been determined that Disaster Recovery Centers and/or a Disaster Field Office will be opened in Marion County, the jurisdiction impacted will take the lead and should notify

**6. Recovery**

Marion County Emergency Management / EOC. The will advise if there are resources the County may need to supply include staffing. The DRC will be staffed with representatives from appropriate Federal, State, County, private relief organizations, and other organizations capable of providing disaster related information to individuals and businesses.

The EOC Director's designated Public Information Officer will provide local media with detailed information on locations of recovery centers, distribution sites and other individual assistance programs. Pamphlets will be prepared to be distributed by personnel in damaged areas so citizens will know how to apply for assistance.

**6.11 Unmet Needs**

MCCEM will coordinate the unmet needs recovery function. The MCCEM will contact the Oregon Emergency Management (OEM) to obtain assistance through multiple agencies and appoint a Coordinator who will serve as the Unmet Needs Coordinator for Marion County following a disaster. The Coordinator will be responsible for making contacts and establishing a relationship with community service providers, local churches, community outreach programs and volunteer organizations to be called upon if a disaster creates unmet needs in the community.

Once immediate life safety issues have been addressed in the end of the response phase and early in the recovery phase, the next task will be identifying any unmet needs. If the need arises for an Unmet Needs Committee, the Disaster Services Director will appoint a committee and a chairperson. The committee will be comprised of members from local religious, non-profit organizations, NGO's, Marion County Emergency Management will coordinate with the Community Organizations Active in Disaster (COAD), and the appropriate State and Federal agencies. The Unmet Needs Committee Chairperson will be responsible for the oversight of the committee, addressing immediate human needs (food, water, clothing, etc.), immediate housing needs, issues involving special needs population and coordination with Community Relations Teams. The unmet needs committee will be formed on an as-needed basis for a given event. The chairperson will select the appropriate individuals and organization when the committee is formed.

Throughout the recovery period, the County will review and implement mitigation measures, collect lessons learned, and update the EOP as needed. Resources to restore or upgrade damaged areas may be available if the County demonstrates that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

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# 7

## Plan Development, Maintenance, and Implementation

### 7.1 Plan Review and Maintenance

The EOP will be reviewed every two years, or at a minimum of every five years to comply with state requirements. If awarded monies through the Emergency Management Performance Grant (EMPG), this EOP will be reviewed every two years throughout the period of performance of the award.

This review will be coordinated by the County Emergency Management Director and will include participation by members from each of the departments assigned as lead or supporting agencies in this EOP and its supporting annexes. Changes made will be recorded in the “Record of Changes Table” and notice will be sent to plan holders to include applicable changes.

Significant changes may require re-promulgation if deemed appropriate by the Board of Commissioners.

This review will:

- Verify contact information.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in the plan to ensure their continued viability.
- Lead agencies will review the annexes and appendices assigned to their respective departments.

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

Greg Walsh County Emergency Management Director  
Marion County Emergency Management  
5155 Silverton RD, NE  
Salem, OR 97305  
gwalsh@co.marion.or.us  
MCEM@co.marion.or.us

## 7. Plan Development, Maintenance, and Implementation

### 7.2 Training Program

To help train and prepare essential response staff and supporting personnel to incorporate ICS/NIMS concepts into all facets of an emergency, each agency and department will ensure that critical staff are identified and trained at a level that enables them to follow existing response plans, procedures, and policies effectively. Having appropriately trained personnel supports the response process, the community, and reimbursement if applicable.

The County Emergency Management Director conducts and coordinates training for County personnel and encourages them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the County (see minimum training requirements in Table 6-1).

The County Emergency Management Director maintains records and lists of training received by County personnel. Individual employees are required to keep a record of their completed training, and copies of their individual certificates. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff, as well as:

- Emergency Operations Center Staff
- Law enforcement
- Public works/utility
- Skilled support personnel
- Health and Human Services
- Other emergency management response personnel
- Support/volunteer personnel at all levels

**Table 7-1 Minimum Training Requirements**

<b>Emergency Personnel</b>	<b>Training Required</b>
Direct role in emergency management or emergency response including Skilled Support Personnel	IS-100c IS-700b IS-200c IS-800d
First-line supervisors, mid-level management, and Command and General Staff	IS-100c IS-700b IS-200c IS-800d ICS 300

## 7. Plan Development, Maintenance, and Implementation

Supervisory role in expanding incidents or a management role in an EOC	IS-100c IS-700b IS-200c IS-800d ICS 300 ICS 400
Management capacity in an Area Command situation or EOC	IS-100c IS-700b IS-200c IS-800d ICS 300 ICS 400 IS-2200
PIOs	IS-100c IS-700b IS-200c IS-800d IS-29a
Elected Officials (ORS 401.038)	IS-100c IS-700b
Resource management	IS-703a
Communication or incident information systems	IS-701a
Development of mutual aid agreements and/or mutual aid operational plans	IS 706
Introduction to Community Lifelines	IS-2901
<i>Independent study courses can be found at <a href="https://training.fema.gov/is/crslist.aspx?lang=en">https://training.fema.gov/is/crslist.aspx?lang=en</a>.</i>	

### 7.3 Exercise Program

The County will conduct exercises throughout the year to test and evaluate this EOP and maintain a state of readiness for the EOC members. The County will coordinate with agencies, organizations (nonprofit, for profit, and volunteer), neighboring jurisdictions, and state and federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the County will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <https://www.oregon.gov/oem/emresources/Pages/Exercise.aspx>.

The County Emergency Management Director will work with County departments and agencies to identify and implement corrective actions and mitigation measures, based on exercises conducted through training.

## 7. Plan Development, Maintenance, and Implementation

### 7.4 Event Critique and After-Action Reporting (AAR)

To document and track lessons learned from exercises, the Emergency Management Director will conduct a review, or “hot wash,” with exercise or response participants after each exercise. The County Emergency Management Director will also coordinate an After Action Review (AAR), which will describe the objectives of the exercise, document the results of the evaluation, and create an improvement plan to increase the County’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. The County Emergency Management Director will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the County Emergency Management Division as well as shared with the County Administration for action.

### 7.5 Community Outreach and Preparedness Education

The County will educate the public about hazards, threats, disasters, and what to do when an emergency occurs. The County maintains an active community preparedness program and recognizes that citizen preparedness and education are vital components of the County’s overall readiness. This program will be leveraged through a variety of means including preparedness fairs, outreach events, presentations, webinars, CERT, and Be-2-Weeks Ready.

Information about the County’s public education programs, hazard and mitigation information, and other emergency management services can be found on the County’s website at <https://www.co.marion.or.us/PW/EmergencyManagement/Pages/default.aspx>

### 7.6 Funding and Sustainment

Per ORS 401 The County shall have an Emergency Management program that ensures the County’s ability to respond to and recover from disasters. To support this the County Emergency Management Director will work with the Board of Commissioners, Sheriff, and community stakeholders to:

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure that the Elected Officials are informed of progress toward building emergency response and recovery capabilities and are aware of gaps to be addressed.
- Leverage partnerships with local, regional, and state partners to maximize use of scarce resources.
- Develop a Strategic Direction for the Emergency Management Program.

# **A** Sample Disaster Declaration Form



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

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## Appendix A. Declaration of State of Emergency

**Disaster Declaration Form****BEFORE THE BOARD OF COMMISSIONERS  
FOR MARION COUNTY, OREGON  
RESOLUTION NO. \_\_\_\_\_**

In the Matter of Declaring a State of Emergency

WHEREAS, ORS 401.305 provides authority for Marion County to act as an emergency management agency, including authority to establish policies and procedures for defining and directing responsibilities during time of emergency; and

WHEREAS, Marion County has enacted Marion County Code Chapter 2.35, pursuant to the authority granted by ORS Chapter 401 that provides for executive responsibility in times of emergency and specifically delegates authority to declare a Local State of Emergency to the County Board of Commissioners. If circumstances prohibit timely action of the Board of Commissioners the duties shall be performed by the Emergency Management Board Designee, Chair, Vice-Chair, third member of the Board, Chief Administrative Officer, Emergency Management Director, or the Sheriff (in this order); and

WHEREAS, the following conditions have resulted in the need for a Local State of Emergency;

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WHEREAS, the following damage to life and property can be expected from the above conditions;

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WHEREAS, the entire County is in a State of Emergency and if not the entire County, an emergency is declared for the following area(s);

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Now, therefore it is

RESOLVED that \_\_\_\_\_ (Emergency Management Board Designee, Chair, Vice Chair, third member of the board, Chief Administrative Officer, Emergency Management Director, Sheriff), formally declare a state of emergency for Marion County, effective on this \_\_\_\_\_, day of \_\_\_\_\_, \_\_\_\_\_ at \_\_\_\_\_, \_\_m, for the area described above; and it is further

RESOLVED that upon this declaration of a Local State of Emergency the undersigned official is empowered to assume centralized control and have authority over all departments and offices of the

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Appendix A. Declaration of State of Emergency

County, and further that the Marion County Emergency Management is empowered to carry out the appropriate function and duties identified in the County ordinance during times of emergency and shall implement the Marion County Emergency Operations Plan; and is further

RESOLVED that this declaration of a Local State of Emergency shall be taken before the Marion County Board of Commissioners at its next available meeting for ratification; and it is further

RESOLVED that this declaration of a Local State of Emergency shall expire upon further order of the Marion County Board of Commissioners.

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(on a date certain after which the conditions giving rise to the emergency no longer exist; upon further order of the Marion County Board of Commissioners; or both, whichever comes first).

DATED this \_\_\_\_\_ day of \_\_\_\_\_, \_\_\_\_\_

FOR THE BOARD OF COMMISSIONERS

For Marion County, Oregon

\_\_\_\_\_  
Name & Title

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

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# **B** Incident Action Planning Cycle

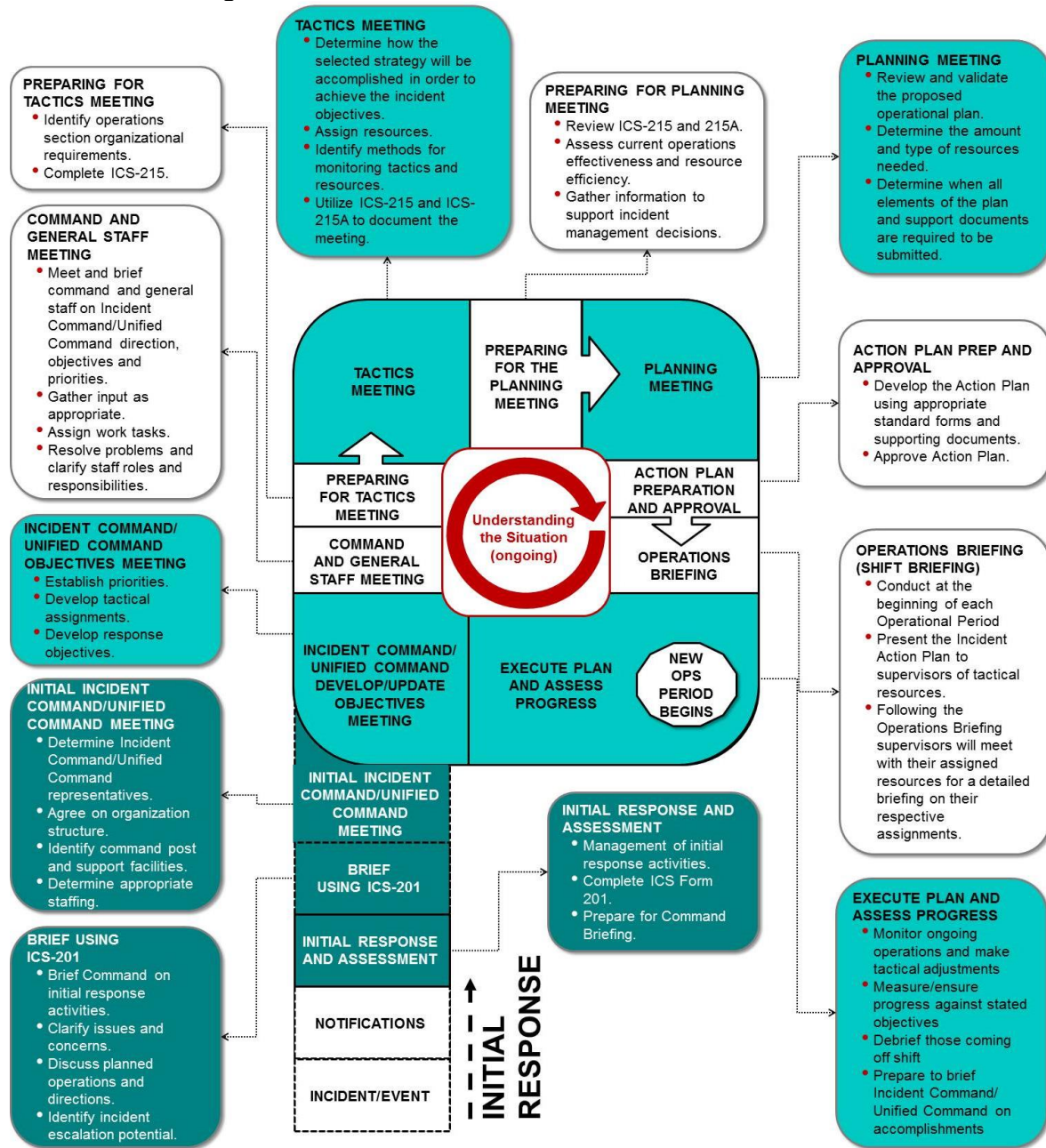
**Appendix B. Incident Action Planning Cycle**

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## Appendix B. Incident Action Planning Cycle

An Incident Action Plan (IAP) is the vehicle by which Incident Command communicates their expectations and provides collaboration and participation among all levels of incident management to formally assign resources tasks to accomplish clear priorities, goals, and objectives. A complete Incident Action Plan facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning “P” in Figure B-1 is a guide to the process and steps involved in planning for an incident. The leg of the “P” describes the initial response period whereas the top of the leg of the “P” is the beginning of the first operational planning period cycle. Steps in the Planning P may be skipped or expedited depending on the emergency.

Figure B-1 Planning “P”



## Appendix B. Incident Action Planning Cycle

An Incident Action Plan should be comprised of the items listed in Table B-2, along with pertinent information on each item.

<b>Table B-2 Incident Action Plan Components and Sequence of Assembly</b>				
<b>Order</b>	<b>ICS Form</b>	<b>Title</b>	<b>Required</b>	<b>Prepared By</b>
1	200	Cover Sheet	Always	Planning Section
2	202	Incident Objectives	Always	Planning Section
3	203	Organizational List	Always	Planning Section
4	204	Assignment List	Always	Operations Section and/or Resource Unit Leader
5	205	Incident Radio Communications Plan	As the incident requires – Radio Use	Logistics Section (Communications Unit Leader)
5a	205A	Incident Telephone Communications Plan	Always	Logistics Section or Resource Unit Leader
6	206	Medical Plan	Always	Logistics Section and Safety Officer
7	207	Incident Organization Chart	If possible	Resource Unit Leader
8		Incident Map	Always	Situation Unit Leader /GIS Unit
9	208	Safety Message	Always	Safety Officer
10		Weather Briefing	Always	Situation Unit Leader
11	209 or other	General Situation Report	If needed	Situation Unit Leader
12	220	Air Operations Summary	As the incident requires – Air Ops	Operations Section Chief/Air Operations Branch
13	230	Meeting Schedule	Always	Situation Unit Leader
14	213	General Message	Optional	Any Message Originator
15	214	Activity Log (unit log)	Always	Blank form
16	Other components as needed		Optional	Planning

For more information, see [FEMA's Incident Action Planning Guide, July 2015](#)





# **Agreements and Memorandums of Understanding**

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**Appendix C. Agreements and Memorandums of Understanding**

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**Appendix C. Agreements and Memorandums of Understanding**

The following Agreements and Memorandums of Understanding are in place for the County:

- Oregon Resource Coordination Assistance Agreement, 2018
- 2016 Inter-County Mutual Aid Agreement
- ODOT Flexible Services Agreement; Intergovernmental Agreement for Equipment and Services with the Oregon Department of Transportation, 2009
- The Oregon Public Works Emergency Response Mutual Aid Agreement, 2014
- Oregon Law Enforcement Mutual Aid Agreement, 1999
- Cooperative Policing Agreement

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**Appendix C. Agreements and Memorandums of Understanding**

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# D

## References

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## Appendix D. References

**Federal**

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended, April 1973. Accessed on 20 December 2013 at: <http://www.fema.gov/robert-t-stafford-disaster-relief-and-emergency-assistance-act-public-law-93-288-amended>
- Homeland Security Act of 2002 (Public Law 107-296). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Post-Katrina Emergency Management Reform Act of 2006 (Public Law 109-295). Accessed on 20 December 2013 at: <http://www.dhs.gov/key-dhs-laws>
- Homeland Security Policy Directive/HSPD-5: Management of Domestic Incidents. Accessed on 20 December 2013 at: <http://www.fas.org/irp/offdocs/nspd/hspd-5.html>
- Presidential Policy Directive/PPD-8: National Preparedness. Accessed on 20 December 2013 at: <http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>.

**FEMA Policy**

- [The Federal Emergency Management Agency Publication 1: The Federal Emergency Management Agency, November 2010](#). Accessed on 10 September 2024
- [A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action, FDOC 104-008-1, December 2011](#). Accessed on 10 September 2024
- [FEMA Incident Management and Support Keystone, January 2011](#). Accessed on 10 September 2024
- [National Incident Management System, October 2017](#). Accessed on 10 September 2024
- [National Preparedness Goal, Second Edition, September 2015](#). Accessed 10 September 2024
- [FEMA Strategic Plan, FY 2022-2026, FEMA P-806](#). Accessed 10 September 2024
- [Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty, January 2012](#). Accessed 10 September 2024
- [National Response Framework, Fourth Edition, October 2019](#). Accessed 10 September 2024
- [National Disaster Recovery Framework, Strengthening Disaster Recovery for the Nation, September 2011](#). Accessed 10 September 2024
- [National Disaster Housing Strategy, January 2009](#). Accessed 10 September 2024
- [Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide \(CPG\) 101, Version 2.0, November 2010](#). Accessed 10 September 2024

**State**

- [State of Oregon Comprehensive Emergency Management Plan, as revised June 2018](#). Accessed on 10 September 2024
- [Oregon State Fire Marshal, Fire Service Mobilization Plan 2024](#). Accessed 10 September 2024
- [Emergency Declaration Guidelines for Local Elected and Appointed Officials, April 2024](#). Accessed 10 September 2024
- [Oregon Revised Statutes \(ORS\) 2023 Edition. Chapters 401 through 404](#). Accessed 10 September 2024
- [Oregon Resource Coordination Assistance Agreement \(ORCAA\), July 2022](#). Accessed 10 September 2024
- [Oregon Administrative Rules \(OAR\) 104: Oregon Military Department](#). Accessed 10 September 2024

## Appendix D. References

**County**

Copies of the following documents can be obtained by contacting the Emergency Manager:

- Multi-Jurisdictional All Hazards Mitigation Plan.
- Community Wildfire Protection Plan.
- Copies of Memoranda of Agreement / Understanding.
- Marion County Charter.
- Marion County Code.
- Multi-County Omnibus Mutual Aid Agreement

**Other**

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



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# E

## Acronyms and Glossary

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## Appendix E. Acronyms and Glossary

**Acronyms**

AAR	After Action Report
MCARES	Marion County Amateur Radio Emergency Services
CBRNE	chemical, biological, radiological, nuclear, and explosive
CERT	Community Emergency Response Teams
CIKR	Critical Infrastructure and Key Resources
COAD	Community Organizations Active in Disaster
COOP	Continuity of Operations Plan
County	Benton County
CRCC	Corvallis Regional Communications Center
CWPP	Community Wildfire Protection Plan
DSL	Oregon Department of State Lands
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GETS	Governments Emergency Telecommunications Service
GIS	geographic information systems
Guard	Oregon National Guard
HAN	Health Alert Network
HazMat	Hazardous Materials
HRSA	Health Resources and Services Administration
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination
MOU	Memorandum of Understanding
NCP	National Contingency Plan
NIMS	National Incident Management System
OAR	Oregon Administrative Rules
ODF	Oregon Department of Forestry
ODOT	Oregon Department of Transportation
ODEM	Oregon Department of Emergency Management
OERS	Oregon Emergency Response Service
ORS	Oregon Revised Statutes
OSP	Oregon State Police
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PIO	Public Information Officer

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POD	point of dispensing
PSAP	public Safety Answering Point
RACES	Radio Amateur Civil Emergency Service
Red Cross	American Red Cross
SA	Support Annex
SAD	State Active Duty
SAR	Search and Rescue
SOP	Standard Operating Procedure
TITAN	Oregon Terrorism Information Threat Assessment Network
TSP	Telephone Service Priority
USDA	United States Department of Agriculture
VOST	Oregon Virtual Operations Support Team
WMD	Weapons of Mass Destruction
WPS	Wireless Service Priority

## Appendix E. Acronyms and Glossary

## Glossary of Key Terms

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

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

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

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

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

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

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

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

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

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

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

**Assignment:** Task given to a personnel 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.

**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 using Roman numerals or by functional area.

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**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 or EOC Director, 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.

**Community Lifelines:** Lifelines are the most fundamental services in the community that enable all other aspects of society to function. Lifelines are the integrated network of assets, services, and capabilities that are used day-to-day to support the recurring needs of the community. Currently, there are 8 Community Lifelines identified that have multiple components and subcomponents that are necessary in assessing the condition of each lifeline.

**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-

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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 Plan:** 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 need-to-know certain information to carry out specific incident management responsibilities.

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

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

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

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

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

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

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

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

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

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

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

**Emergency Management Assistance Compact (EMAC):** A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can



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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, substate regional, and local governments, nongovernmental organizations, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

**Emergency Operations Center (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 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:** 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 public.

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

**Event:** See Planned Event.

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

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

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

**Function:** The five major activities in the Incident Command System: Command, Operations, Planning, Logistics, and Finance/Administration. A sixth function, Intelligence/Investigations, may be established, if required, to meet incident management needs. The term function is also used when describing the activity involved (e.g., the planning function).

**General Staff:** A group of incident management personnel organized according to function and reporting to the Incident Commander or EOC Director. 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 that reflect 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.

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

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

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

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

**Incident Command System (ICS):** A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, 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

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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.

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

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

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

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

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

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

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

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

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**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 supporting emergency operations before, during, and after an emergency.

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

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

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

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

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

**Personnel 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 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.



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**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 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, Critical Infrastructure Sector Coordinating Councils).

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

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

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

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

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

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

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

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

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

**Resource Management:** A system for identifying available resources at all jurisdictional levels to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the National Incident Management System includes

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

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

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

**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, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

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

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

## Appendix E. Acronyms and Glossary

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

**State:** When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

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

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

**Strike Team:** A set number of resources of the same kind and type that have an established minimum number of personnel, 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.



## Appendix E. Acronyms and Glossary

**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 several 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 everyone involved in incident operations will be assigned to only one supervisor.

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

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

**Source:** <https://www.fema.gov/oet-tools/chemical-incident-consequence-management/glossary>

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