Union County, Oregon

Emergency Operations Plan

June 2015
Updated May, 2019

Union County Department of Emergency Services
1106 K Ave
La Grande, OR 97850

Preface

This Emergency Operations Plan (EOP) is an all-hazards plan that describes how Union 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 the National Response Framework and the State of Oregon Emergency Management Plan. Union County has adopted the principles of the National Incident Management System and the Incident Command System.

Consisting of a Basic Plan, Emergency Support Function Annexes (ESFs), and Incident Annexes (IAs); this EOP 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 and private-sector partners.

UNION COUNTY
BOARD OF COMMISSIONERS

Donna Beverage, Commissioner
Paul Anderes, Commissioner
R. Matthew Scarfo, Commissioner

Shelley Burgess, Administrative Officer

1106 K Avenue La Grande, OR 97850 PHONE (541)963-1001 FAX (541)963-1079 TTY 1-800-735-1232

Letter of Promulgation

To all Recipients:

Promulgated herewith is the revised Emergency Operations Plan for Union County. The plan was last produced in 2006 and updated in 2015. We recognize that the Emergency Operations Plan revision work is needed and ongoing at this time. This plan supersedes any previous plans. It provides a framework in which Union County can plan and perform its respective emergency functions during a disaster or national emergency.

This Emergency Operations Plan attempts to be all-inclusive in combining the four phases of emergency management, which are (1) mitigation: activities that eliminate or reduce the probability of disaster; (2) preparedness: activities that governments, organizations and individuals develop to save lives and minimize damage; (3) response: activities that prevent loss of life, property and provide emergency assistance; and (4) recovery: short and long-term activities that return all systems to normal or improved standards.

This plan has been approved by the Union County Board of Commissioners. It will be revised and updated as required. All recipients are requested to advise the Union County Emergency Manager of any changes that might result in its improvement or increase its usefulness. Plan changes will periodically be transmitted to all addressees on the distribution list.

Donna Beverage — 5-1-19
Donna Beverage, Chair — Date

Paul Anderes — 5-1-19
Paul Anderes, Commissioner — Date

Matt Scarfo — 5-1-19
Matt Scarfo, Commissioner — Date

J.B. Brock — 5-1-19
J.B. Brock, Emergency Manager — Date

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Mark D. Davidson
Chairman

6/30/15
Date

Steve McClure
Commissioner

6/30/15
Date

Jack Howard
Commissioner

6/30/15
Date

J.B. Brock
Emergency Manager

6/30/15
Date

BE IT REMEMBERED, that in a regular meeting of the Board of Commissioners of the State of Oregon, for the County of Union, sitting for the transaction of County business, begun and held at the Joseph Building Annex in the City of La Grande, in said County and State, on Tuesday of said month and the time fixed by law for holding a regular term of said Commission, when were present:

The Honorable	**Mark D. Davidson**	**Chairman**
	Steve McClure	**Commissioner**
	Jack Howard	**Commissioner**

WHEN, on Tuesday the 30th day of June, 2015, among others the following proceedings were had to wit:

IN THE MATTER OF A RESOLUTION ADOPTING AN UPDATED UNION COUNTY EMERGENCY OPERATIONS PLAN	)))	RESOLUTION 2015-09

WHEREAS, Oregon Revised Statutes (ORS) Chapter 401 establishes the authority under which the county adopts an emergency operations plan; and

WHEREAS, pursuant to ORS 401.305, Union County adopted an Emergency Operations Plan last updated September 5, 2006 and most recently promulgated January 2, 2013; and

WHEREAS, federal and state standards for the content of Emergency Operation Plans has evolved in recent years; and

WHEREAS, the Union County Emergency Operation Plan was updated through a process including state, federal, local, public and private agencies involved in emergency response; and

WHEREAS, the Oregon Office of Emergency Management requires that the Board of Commissioners review and approve the Emergency Operations Plan to be eligible for federal and state grant funding.

NOW THEREFORE, BE IT RESOLVED that the Union County Board of Commissioners adopt the updated Emergency Operations Plan for Union County; and

Adopted this 30th day of June, 2015.

Mark D. Davidson, CHAIRMAN

Steve McClure, COMMISSIONER

Jack Howard, COMMISSIONER

Plan Administration

The Union County Emergency Operations Plan, including appendices and annexes, should be reviewed biennially by the Union County Board of Commissioners. Between biennial reviews, Emergency Services may make necessary changes as to keep the plan current and functional, apprising the Board of Commissioners of changes. Updates and revisions will be recorded below in the Record of Plan Changes table. The table's intent is to ensure that the most recent version of the plan is implemented by emergency personnel. Minor actions will not be considered plan changes e.g.; typographical errors, updating contact lists, employee rosters or equipment lists. These minor actions will be considered plan maintenance and will not require Board of Commissioner Approval.

Record of Plan Changes

Date	Change Number	Summary of Changes
2015		Original Release
2019	2019-01	Re-promulgation, Update JIC location, Mutual Aid Agreements

Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided electronically. The recipient will have the

Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided electronically. The recipient will have the responsibility for updating the Emergency Operations Plan when changes are received.

Record of Plan Distribution

Date	Email Address	Jurisdiction/Agency/Person
05/13/2019	On file	Blue Mt Interagency Dispatch Ctr.
05/13/2019		Center for Human Development
05/13/2019		City of Cove
05/13/2019		City of Elgin
05/13/2019		City of Imbler
05/13/2019		City of Island City
05/13/2019		City of La Grande
05/13/2019		City of North Powder
05/13/2019		City of Summerville
05/13/2019		City of Union
05/13/2019		Fire Defense Board
05/13/2019		Grande Ronde Hospital
05/13/2019		La Grande Dispatch/911
05/13/2019		La Grande Police Department
05/13/2019		Oregon Department of Forestry, La Grande Unit
05/13/2019		Oregon State Police (La Grande)
05/13/2019		Union County Commissioners
05/13/2019		Union County Public Works
05/13/2019		Union County Sheriff's Office
05/13/2019		Wallowa Whitman National Forest, La Grande Ranger District

Annex Assignments

Generally, Emergency Services maintains overall authority for plan development, maintenance and implementation. Unless otherwise stated, the following table identifies agencies contributing to plan sections and annexes. Plan changes will be coordinated with Emergency Services. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document or developing internal planning documents.

Annex Assignments

Section/Annex	Assignment
Basic Plan	Emergency Services
Emergency Support Function (ESF) Annexes	
ESF 1 Transportation	Public Works
ESF 2 Communications	Emergency Services and 911
ESF 3.1 Public Works and Engineering	Public Works
ESF 3.2 Debris Management Plan	Public Works
ESF 4 Firefighting	County/City Fire Chiefs
ESF 5 Emergency Management	Emergency Services
ESF 6 Mass Care, Emergency Assistance, Housing, and Human Services	Red Cross/Community Connections
ESF 7 Resource Support	Administrative Officer
ESF 8 Health and Medical Services	Center for Human Development /County Health Officer
ESF 9 Search and Rescue	Sheriff
ESF 10 Oil & Hazardous Materials Response	County/City Fire
ESF 11 Agriculture & Natural Resources	Emergency Services
ESF 12 Energy	Public Works
ESF 13 Public Safety and Security	Sheriff/City Police/State Police
ESF 14 Long-Term Community Recovery	Emergency Services
ESF 15 External Affairs	Administrative Office
Incident Annexes (IA)	
IA1 Severe Weather/Landslides	Emergency Services
IA2 Flood	Emergency Services
IA3 Drought	Emergency Services
IA4 Wildfire	County/City Fire Chief
IA5 Hazardous Materials (Accidental Release)	County/City Fire Chief
IA6 Earthquake/Seismic Activity	Emergency Services
IA7 Volcanic Activity	Emergency Services
IA8 Terrorism	Emergency Services
IA9 Public Health-Related	Center for Human Development
IA10 Animal Disease and Welfare	Emergency Services
IA11 Dam Failure	Emergency Services

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1 Introduction

This Emergency Operations Plan (EOP) establishes guidance for Union County's (County) actions during response to, and short-term recovery from, emergencies or disasters. The plan promulgates a framework within which the County will provide a combination of technical capabilities, resources, judgment and expertise of emergency response personnel. Specifically, the EOP describes the roles and responsibilities of Union County departments and personnel. When an incident occurs, the EOP establishes a strategy and operating guidelines that support implementation of the National Incident Management System (NIMS) and principles of the Incident Command System (ICS).

The County views emergency planning as an ongoing process closely linked to training and exercise, to establish comprehensive preparedness. Emergency Services will maintain the EOP through continuous improvement and ongoing involvement.

1.1 Purpose and Scope

1.1.1 Purpose

The EOP provides a framework for coordinated response and recovery activities during an emergency. The plan is primarily applicable to emergency situations and is not intended for use in response to typical, day-to-day situations. This EOP complements the State of Oregon Emergency Management Plan (EMP) and the National Response Framework (NRF). It also identifies Emergency Support Functions (ESFs) and critical tasks needed to support a wide range of response activities.

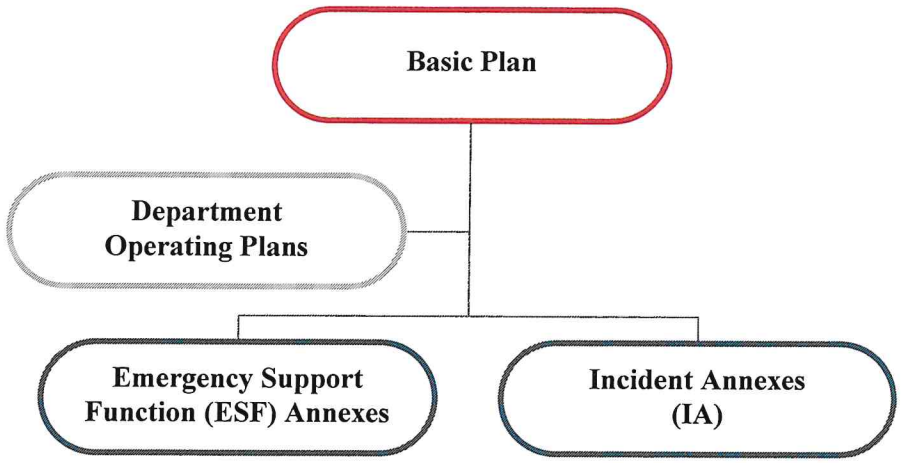
The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which Union County has structured its emergency management activities. This includes the emergency declaration process, mutual aid agreement activations, request for resources and emergency spending powers;

- Describe the context under which Union County will respond to an incident, including a community profile, discussion of hazards and threats facing the community;
- Assign and describe roles and responsibilities for County agencies involved in emergency preparedness and response functions;
- Describe concept of operations that provides a framework under which the County will conduct emergency operations and coordinate with other agencies and jurisdictions;
- Describe Union County's emergency response structure, including activation and operation of the County Emergency Operation Center (EOC) and implementation of the ICS; and
- Discuss the County's protocols to maintain and review the EOP, including training, exercise and public education components.

The Basic Plan is supplemented by Emergency Support Function (ESF) Annexes and Incident Annexes (IAs):

- ESF Annexes focus on critical operational functions and the positions responsible for carrying them out. These annexes describe policies, processes, roles and responsibilities that agencies and departments carry out before, during and after emergencies.
- IAs focus on the planning needs generated by particular hazards and contain unique response details that apply.



1.1.2 Scope

The EOP is intended to be invoked when the County must respond to an emergency or planned event, the size or complexity of which is beyond normal day-to-day capabilities and resources. Such occurrences may include natural or man-made disasters and may impact unincorporated areas, municipalities, or a combination thereof. Notwithstanding the plans Countywide reach, this plan is intended to guide only Union County's emergency operations. This EOP complements and supports implementation of Union County's various local

governments, special districts, and other public- and private-sector entities response plans. This EOP does not supplant or take precedence over those plans.

The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, leaders of local volunteer organizations that support emergency operations and others who may participate in emergency response efforts. The general public may review non-sensitive parts of this plan in order to better understand the processes by which Union County manages the wide range of risks the County is subject.

1.2 Authorities

1.2.1 Legal Authorities

In the context of the County EOP, a disaster or major emergency is considered an incident requiring the coordinated response of all government levels to save lives and protect property of Union County citizens. This plan is issued in accordance with, and under the provisions of, Oregon Revised Statutes (ORS), Chapter 401, which establishes the authority of the Board of Commissioners (BOC) or designee, to declare a state of emergency.

As approved by the Union County Board of Commissioners, Union County Emergency Services has been identified as the lead agency in the operations of the County emergency management structure. The Program Manager, given the collateral title of Emergency Manager, has the authority and responsibility for the organization, administration, and operations of Emergency Services and the Emergency Operations Plan.

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

Table 1-1 Legal Authorities

Federal
■ Federal Civil Defense Act of 1950, PL 81-950 as amended ■ The Disaster Relief Act of 1974, PL 93-288 as amended ■ Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707 ■ Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended ■ Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance ■ EO 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988 ■ EO 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, of April 3, 1984
State Of Oregon
■ Oregon Revised Statutes 401.305 through 401.335. ■ Executive Order of the Governor
Union County
■ Board of Commissioners Order #_____. Date _____

1.2.2 Mutual Aid and Intergovernmental Agreements

State law (ORS 401.480 and 401.490) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid agreement, both parties must be aware that state statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

Existing mutual aid agreements and memorandum of understanding are identified in Appendix H of this plan. Copies of these documents can be accessed through the County Emergency Services. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

1.3 Emergency Powers

1.3.1 Declaration of Emergency

Under ORS 401.309, the Union County Board of Commissioners (BOC) has the legal authority to declare that a local emergency or disaster exists. Declaration of

a local emergency enables the County BOC to invoke emergency authorities and to request additional resources from State or Federal Government.

On such declaration, the Chair of the County BOC, or a designee, is empowered to assume centralized control of, and have authority over all departments and offices of the County for the purposes of responding to and overcoming the disaster event at hand. The State of Emergency shall be terminated when the event no longer exists or the threat of an emergency has passed.

If the emergency area is within a city, the Chief Executive(s) of that city should process requests for assistance through County Emergency Services. Requests for a State Declaration shall be made by the Executive Officer(s) of the City in which the emergency event is occurring. State assistance may be provided after a "good faith" effort has been made and local resources are exhausted or nearing depletion. Local resources include those available under mutual aid.

County Emergency Services is available through the Union County 9-1-1 Center, or at 541-963-1009. Template declaration documents have been drafted and are attached as appendices for use as needed.

Upon receipt of a municipal emergency declaration or if the emergency lies outside a municipality, at the County's initiation, the BOC may pursue an emergency declaration. State and Federal assistance may be provided after a "good faith" effort utilizing local resources including mutual aid. The following documents need to be forwarded to the County BOC for action:

- County BOC Order declaring an emergency, including a description of the disaster event, impacted area(s), loss of life and injuries, damages to property, special powers enacted, and local resources applied to the disaster;

OEM Criteria for Declaring a Local Emergency:

- Describe the circumstances impacting an identified area;
- Identify the problems for which assistance is needed; and
- Clearly state what has been done locally to respond to the impact and needs.

Requests for State/Federal assistance need to include:

- Language stating that local and county mutual aid resources are depleted or nearly so;
- Specific assistance requirements to be requested (e.g., type and quantity of equipment needed, purpose for which it is needed, and location of the area in need) Multiple requests on the same declaration may be necessary. *Be as detailed as possible, and explain the requested mission, not "who" could provide the requested resources;*
- Time element: expected duration of event or expected time required to gain control.

- Supporting documentation or findings as determined necessary by the Chair of the County BOC, or successor; and
- Letter to the Governor advising of the County's declaration and the request for a state declaration as appropriate, as well as any requests for assistance.

Requests for state assistance will be forwarded to Oregon Emergency Management (OEM) as soon as practical. These requests may be sent via FAX as the most expedient (if operable and available) method accessible. The OEM FAX number is 503-588-1378. The original, signed copy will be either mailed or hand delivered, whichever is most secure and appropriate in a given situation.

If circumstances prohibit timely action, the Chair of the BOC or designee, may verbally declare a State of Emergency. For purposes of the immediate emergency, a single Commissioner's signature will carry full authority for the County's Emergency Declaration. A formal review before the County BOC will follow as soon as practical, with a signed order replacing the emergency order.

1.3.2 Lines of Succession

Table 1-2 provides the policy and operational lines of succession during an emergency for Union County. Additional information can be found in IA 12 Continuity of Operations

Table 1-2 Union County Emergency Lines of Succession

Emergency Policy & Governance	Emergency Operations
Board of Commissioners	Emergency Manager
Senior Commissioner	County Public Works Director
Administrative Officer	County Sheriff
Emergency Manager	Assistant Public Works Director
Public Works Director	County Under Sheriff/Captain
Sheriff	County Road Superintendent
Assessor	County Sheriff Sergeant

Each County department is responsible for pre-identifying lines of succession in management's absence. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. Emergency Services will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within Union County are responsible for developing and implementing Continuity of Operations (COOP)/Continuity of Government (COG) plans to ensure continued delivery of vital services during an emergency.

1.3.3 Request, Allocation, and Distribution of Resources

Resource requests and emergency/disaster declarations must be submitted by County Emergency Services to the Director of OEM according to provisions outlined under ORS Chapter 401. Refer to ESF 7 – Resource Support for more detailed information regarding available resources and coordination procedures established for the County.

The executives of Union County's incorporated cities are responsible for emergency preparedness, operations and planning within their jurisdiction. In accordance with ORS, incorporated cities may declare a local emergency and request additional resources required for emergency operations or request assistance via mutual aid. In times of declared emergencies, assistance requests should be made through County Emergency Services via the County EOC. The EOC will coordinate with the BOC and process subsequent assistance requests to request additional mutual aid, or request State or Federal resources.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal, in close coordination with the County Fire Chief. The Act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The County Fire Chief assesses the status of the incident(s) in consultation with Emergency Services. After determining that all criteria have been met for invoking the Conflagration Act, Emergency Services will notify the State Fire Marshal via the Oregon Emergency Response System (OERS) of the Conflagration request. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act. More information about responding to wildfires in Union County can be found in IA4 – Wildland Fire.

Resource Typing

Resource typing is a method for standardizing nomenclature used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

Within many of the resource types are divisions for size, power, or quantity. These are commonly listed as Type I, Type II, Type III, and so on. If interpreted properly, a resource typing list can increase the usefulness of the tools requested in an emergency and may reduce costs by eliminating orders for equipment inaccurate or inappropriate for the situation. Response personnel and support staff should practice using resource typing lists and become familiar with the standard terminology for commonly requested resources.

1.3.4 Financial Management

Expenditure reports should be submitted to the County Administrative Services and managed through the County Administrative Officer (CAO) to identify

budgetary shortfalls. The County Administrative Services will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests.

Refer to ESFs 5 and 14 for additional information regarding financial management procedures to be used throughout the duration of an emergency or disaster.

1.4. Liability Issues

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

Under Oregon law, all local jurisdictions, are members of a statutorily created mutual assistance compact (ORS 190.155-170). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an event that overwhelms the requesting jurisdiction's available resources. Assistance may also be requested for training, drills, or exercises.

Requests may be either written or oral, although if a request for assistance is made orally the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to Union County are agents of the County. The County must defend, save, indemnify and hold harmless these employees as it would its own employees. Should an employee of a responding government sustain injury in the course of providing requested assistance, the person is entitled to all applicable benefits, including workers' compensation, normally available to the employee while performing regular duties for the responding local government. Union County is not obligated to provide resources to requesting jurisdiction.

This language supplements other State law authorizing local governments to enter into cooperative assistance agreements with public or private entities for reciprocal emergency aid and resources. Union County may request and utilize the services, equipment, supplies, and facilities of departments, offices, and agencies of the State and local governments (ORS 401.480, 490). Except in cases of willful misconduct, gross negligence, or bad faith; emergency service workers acting under these provisions will not be held liable for the death or injury of any person, or damage or loss of property, as a result of that activity (ORS 401.515).

Note that under the Emergency Conflagration Act (ORS 476.510-610), the Governor (or other authorized State officer) may make available for use and duty

in any county, city, or district, any part of the local fire-fighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available fire-fighting resources. Response personnel acting under these provisions will be considered agents of the State and will not be held liable for any injury to person or property resulting from the performance of their duties.

1.5. Safety of Employees and Family

All department heads, or designees, are responsible for the safety of employees. Employees should attempt to make contact with their supervisors and managers within the first 24 hours following a major incident. Emergency 9-1-1 should be used solely for emergency assistance or resources and not as a common communication mechanism. Agencies and departments with a developed COOP/COG will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow proper protocol established by each agency and department.

During biological incidents or public health emergencies (such as influenza pandemics), maintaining a resilient workforce is essential to the overall response activities required to protect the community from significant impacts to human lives and the economy. Personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency. Safety precautions and personal protective equipment decisions will be specific to the type of incident occurring 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 may provide assistance and guidance on worker safety and health issues. Information regarding emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 – Public Health and Medical Services and in this EOP's IAs.

2 Situation and Planning Assumptions

2.1 Situation and Planning Assumptions

2.1.1 Situation

Union County is subject to natural, technological, and human-caused hazards such as severe winter weather, hazardous material spills, flooding, fire, health emergencies, and drought. However, with careful planning and collaboration among public agencies, private sector organizations, and citizens within the community, it is possible to minimize the losses that can result from a disaster.

A major disaster or emergency can cause death, injuries, property loss, environmental damage and disruption of essential public services. Emergencies can impact regional economic, physical, and social infrastructures. The extent of casualties and damage will be determined by factors such as when the event occurs, severity, weather conditions, population density and triggering of secondary risks, such as fires and floods. Initial emergency response activities focus primarily on minimizing loss of life, property and damage to critical infrastructure, including cultural and economic assets.

Emergency situations can and will overwhelm local capabilities and resources during response operations. It is imperative that this jurisdiction emphasize personal preparedness, establish clear lines of authority, formalize resource request and allocation procedures and activate mutual aid agreements and contingency plans to acquire regional, State, and Federal resources as possible.

2.1.2 Community Profile

Union County, located in northeastern Oregon, encompasses 2,038 square miles. It is bordered by Baker and Grant County to the south, Wallowa County to the north and Umatilla County to the west. Union County has approximately 24,500 year-round residents. An estimated 50% of the population resides in the City of La Grande (located 2,788 feet above sea level).

The County is mountainous, with the Blue Mountains situated on the western and northern portions, the Wallowa Mountains along the east and the Eagle Caps and the Elkhorn Mountains on the southern end of the County. The County contains approximately 53% forestland. The balance of the county is predominately valley floor used for crop production with some transitional grazing land. The primary drainage is the Grande Ronde River basin, with Catherine Creek being a major tributary. Numerous other tributaries drain into the Grande Ronde River.

Interstate 84 is the major thoroughfare through the County which travels east to west. There are five state highways leading to Wallowa, Baker and Grant Counties. The Union Pacific Railroad main line also travels through Union County.

The hazards listed in this section have the potential to cause major emergencies or disasters. This list should not be considered all-inclusive; rather, it is based on collective experience, and uses a standardized format of weighting history, vulnerability, maximum threat and probability. Analysis was conducted using tools and support of OEM.

2.1.3 Hazards and Threats

Union County is exposed to a wide range of natural and human-caused hazards and threats, all have the potential to disrupt the community, cause casualties and/or damage property and the environment. These are discussed in the following sections.

2.1.3.1 Severe Winter Weather

Winter storms generally involve large accumulations of snow, ice, wind and very low temperatures. These storms usually occur between the months of December and February. In the past, Union County has experienced intense storms that impact Interstate 84, State highways and local roads. In 1989 and 1992, the roadways were closed for several days resulting in fuel shortages, power outages and isolation. There is no reason to believe that the threat of severe winter weather will change.

2.1.3.2 Hazardous Materials Incidents

This hazard would result from a release of hazardous materials, which would have a detrimental impact on the environment, life-safety and property. A hazmat

incident may be associated with long-term contamination or toxicity to the impact area. Interstate 84 and the Union Pacific Railroad run from the Umatilla County border to Baker County, along with numerous major arterial state highways. Numerous shipments of hazardous materials are performed daily. With the increased traffic of hazardous materials through the county, there is no reason to believe that the risk will decrease. Approximately 75% of the population follows these routes; the potential risk of this hazard is determined to be high.

2.1.3.3 Flooding

Floods represent the most common and best known of the natural hazards. They also encompass the broadest range of characteristics among the natural hazards. Union county has two types of flooding hazards: flash floods and large scale main stem flood events.

Flash floods affect small drainages and give little or no warning. These types of flooding dangers pose a great concern to area farms and residents located in draws and canyons. Union County has a number of creeks that could experience flooding and threaten life and property. Union County monitors the National Weather Service out of Pendleton to obtain forewarning of these infrequent events.

Main stem flood events primarily occur after warm rains fall on heavy snow pack or by rapid melting of annual snow pack in mountainous regions. This type of flooding is the most significant type to affect the County's populated areas. Significant and protracted rain events can also cause large scale flooding.

2.1.3.4 Wildland / Urban Interface Fire

The heavily forested Elkhorn Mountains, Blue Mountains, Wallowa Mountains and surrounding Union County are susceptible to fire hazards. The valley floor is predominately agricultural fields. This topography, together with long, dry, hot summers and frequent lightning storms, can produce large forest/range fires. Density of homes in forested areas contributes to wildland-urban interface events. A major fire event could result in extensive damage to life and property.

It should be noted here that although Wildland/Urban Interface fires received a Hazard Analysis score of 165 points, this score does not reflect genuine risk, it only identifies history and probability based on that history. The recently updated Union County Community Wildfire Protection Plan identified 16 wildland-urban interface areas of highest risk using a true risk assessment based on factors like topography, weather, fuels and human-influenced factors including access, water supply, density of development, etc. This plan has been incorporated into IA4 – Wildland Fire.

2.1.3.5 Epidemic / Health Emergency

Numerous illnesses are monitored and reported by Center for Human Development (CHD). Public health emergencies are increasing in both frequency and severity. CHD and Union County Emergency Services are working cooperatively with local, regional, state and federal partners to improve response to epidemiological emergencies. This type of emergency has the significant potential to affect large segments of the population and strain response resources at all levels.

2.1.3.6 Drought

Union County has suffered periods of drought in the past. The main impact has been on agriculture, fish, wildlife, and an increased fire risk. A significant drought could require strict conservation measures to ensure an adequate supply of potable water. Drought is not considered a widespread public safety issue, except for the effect on catastrophic wildfire. They will continue to happen but will not likely affect large amounts of people.

2.1.3.7 Seismic / Earthquake

Union County has numerous faults running northwest to southeast throughout the mountain ranges and along the valley floor. The Oregon Department of Geology and Mineral Industries (DOGAMI) identifies the potential of a magnitude 7 earthquake in the Grande Ronde Valley. Given the topography of Union County, even a small-to-moderately sized event could potentially cause significant property damage, injury, death, and isolation of the population from the outside world. Major seismic events such as a Cascadia Subduction Zone earthquake will cause significant direct and indirect impacts. Experts have said a Cascadia Subduction Zone event is statistically likely to occur within the next fifty years.

2.1.3.8 Dust Storm

These occur during the period of time when agricultural activities, like plowing fields, mixes with windy weather and creates visibility issues along transportation routes. Though very infrequent, they do occur and there is no reason to assume dust storms would not continue to occur in the future. Public safety agencies coordinate traffic control and warning to minimize injury and property damage.

2.1.3.9 Windstorm / Tornado

Wind is usually associated with thunder or winter storms, but wind events by themselves have a history in Union County of property damage. Building codes minimize building damage but utilities experience damage and aesthetic elements like trees can be negatively affected. Tornados are not common but do have the potential to occur.

2.1.3.10 Land and Debris Slides

There is historical evidence of landslide occurrence in and around the Grande Ronde Valley. Historical landslides are visible along Owsley Canyon Road and along the western and southern edges of the City of La Grande. Grande Ronde

Hospital is constructed on an ancient landslide. There have been no documented landslides during the time of European settlement in the Grande Ronde Valley, but small, isolated events due to extremely heavy precipitation have occurred. Although the potential always remains, there has been no documented injury, death, or property damage associated with these events.

2.1.3.11 Terrorism

Due to the relative isolation of Union County, its low population density and a relatively minimal number of targets, terrorism from a group outside the United States is not likely or expected. Based on past history, terrorism resulting from anti-government groups or animal and earth liberation groups is much more likely, and even then the probability of occurrence is quite low.

2.1.3.12 Dam Failure

There are several dams in the region that, if breached, could result in injury, death and property damage. These dams are predominately located in remotely populated areas of Umatilla, Baker, and Union Counties. Two exceptions are Morgan Lake and Indian Lake Dams, which are located above the City of La Grande. If breached, the onslaught of water would flow directly into the City and cause injury, potential death and significant property damage.

The City of La Grande, as the Morgan Lake dam owner, is responsible for writing and maintaining an Emergency Action Plan for the dam. Union County would coordinate emergency response with the City in the event of a dam failure.

Indian Lake dam is owned and operated by the Confederated Tribes of the Umatilla Indian reservation (CTUIR) who is also responsible for maintaining the Emergency Action plan. Union County would coordinate emergency response with the CTUIR in the event of a dam failure.

2.1.4 Hazard Analysis

In the Hazard Analysis, each of the hazards and threats described above is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion's severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each discrete hazard as a singular event.

Table 2-1 Union County Hazard Analysis Matrix

Hazard	Rating Criteria with Weight Factors				Total Score
	History [1] (WF=2)	Vulnerability [2] (WF=5)	Max Threat [3] (WF=10)	Probability [4] (WF=7)	
Severity Rating (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)					
Winter Storm	20	50	100	70	**240**
Hazmat/Transportation Incident	14	50	100	70	**234**
Flooding	16	50	90	56	**212**
Wildland/Urban Interface Fire	20	25	50	70	**165**
Epidemic/Health Emergency	2	20	80	42	**144**
Drought	20	5	10	70	**105**
Earthquake	2	20	70	7	**99**
Dust Storm	8	20	40	28	**96**
Windstorm	2	25	50	14	**91**
Land and Debris Slides	4	10	70	7	**91**
Terrorism	2	20	60	7	**89**
Dam Failure	2	20	50	7	**79**

Notes:

1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.
2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected.
3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected.
4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.

2.2 Assumptions

The assumptions upon which this EOP is predicated are as follows.

- Union County will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Personal preparedness is the single most important factor in determining the county's ability to successfully survive and recover from a major disaster or emergency.
- An emergency will require prompt and effective response and recovery operations by County policy-level decision makers (e.g., BOC), Incorporated Cities, County Emergency Services, emergency responders, disaster relief, volunteer organizations, and the private sector.
- Outside assistance may not be available in emergency situations affecting this County. Although this plan defines procedures for coordinating such assistance, it is essential for Union County to be prepared to carry out disaster response and short-term actions on an independent basis.

- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control when a State Declaration of Emergency has been issued.
- It is possible for a major disaster to occur at any time and at any place in the County. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in implementing this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.
- State support of County emergency operations will be based on the principal of self-help. The County will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the State.
- Union County's population fluctuates throughout the year. Major changes in the population include the seasonal residency of Eastern Oregon University students. To the extent practical, local emergency planning efforts include the university student needs. However, as such a large segment of the community, the University should complete a comprehensive emergency planning process focusing on University specific needs.
- County communication and work centers may be irreparably damaged or rendered temporarily inoperable during an emergency response. Normal operations can be disrupted during a general emergency; however, the County should still operate effectively if public officials, first responders, employees, volunteers, and residents are:
    - Familiar with established policies and procedures;
    - Assigned pre-designated tasks;
    - Provided with assembly instructions; and
    - Formally trained in their duties, roles, and responsibilities required during emergency operations.

3 Roles and Responsibilities

3.1 General

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

Union County has developed a plan to implement NIMS and to assist with training and preparing essential response staff and supporting personnel to incorporate ICS/NIMS concepts. Each agency and department is responsible for ensuring that critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies.

3.2 County Government

The Union County BOC is charged by ORS 401.305 with the responsibility of establishing an emergency management agency. The County Emergency Manager has been appointed by the BOC as the individual responsible for developing a countywide emergency management program that, through cooperative planning efforts, provides a coordinated response to major emergencies.

The overall County emergency management structure is led by the Board of Commissioners, Emergency Manager, and the County Administrative Officer. The County Board of Commissioners provides policy-level decision making and the Emergency Manager or designee provides immediate operational direction and control of Emergency Services. County Emergency Services provides the nucleus for emergency operations by coordinating information and resources to support roles and responsibilities assigned by this plan. During any type of emergency, the following functions and tasks typically require coordination by the County government:

- Search and Rescue (not including Urban Search and Rescue),
- Emergency medical treatment,
- Disaster reporting,
- Transportation of victims and displaced persons,
- Repair and recovery of essential community services, and
- Dissemination and management of public information and emergency instructions.

3.3 Emergency Management

The emergency management structure for Union County is outlined in ESF 5. All incident management will follow ICS and, when necessary, expand into NIMS.

The county emergency management structure can be broken down into the policy-level decision makers (e.g., Board of Commissioners, Emergency Services Officer, and County Administrative Officer) and operational-level Emergency Services (e.g., Emergency Manager, and supporting agencies).

The governing body of the County, the BOC, is the nucleus around which the overall emergency management structure is developed. They will oversee and provide policy-level decisions during the Countywide response, as coordinated by the County Emergency Manager.

The Union County Emergency Manager is responsible for the following common tasks:

- Serving as staff advisor to the BOC on emergency matters;
- Coordinating the planning and general preparedness activities of the County and maintenance of this plan;
- Establishing the IMT;
- Making available training to key personnel and emergency response staff as possible;
- Coordinating information and instructions to personnel regarding self-protection and minimizing exposure resulting from particular hazards associated with the emergency;
- Preparing and maintaining a resource inventory;
- Assigning personnel to the EOC;
- Ensuring the operational capability of the EOC;
- Activating the EOC;
- Notifying department personnel and implementing the established call-down procedures to contact key stakeholders and essential staff;
- Keeping the BOC body apprised of County preparedness status and anticipated needs;
- Serving as day-to-day liaison between County and State Emergency Management;

- Maintaining liaison with organized emergency volunteer groups, emergency response agencies and private agencies; and
- Coordinating the maintenance of the Union County Emergency Operation Plan, IA's and ESF's.

In addition to carrying out assigned duties as a part of the EOP, each County department and outside agency referenced is also responsible for developing and maintaining their own emergency protocols and procedures, as necessary. Such plans and protocols should be consistent with this plan and may be referenced as appropriate to this EOP.

If a major emergency or disaster occurs during non-working hours, critical County employees who have direct public safety responsibilities or have been designated by their departments, have a responsibility to report to work as soon as self-preservation concerns for themselves and their families have been met. Individual preparedness and planning should be made to allow expedited return. Personal preparedness is vital to maintaining mission critical operations and expediting recovery.

All other County employees should follow departmental procedures for emergency situations. As information and directions can be made available, employees should tune to local radio/television for Emergency Alert System (EAS) broadcasts and directions.

3.4. Function-Specific Roles and Responsibilities

The BOC is responsible for emergency planning and operations for areas of the county lying outside of the incorporated municipalities. Executives of each incorporated municipality are responsible for emergency management planning and operations inside their respective jurisdictions. Emergency management responsibilities may be shared with County Emergency Management under agreement. Individual jurisdictions may request assistance from the County when the scope and scale of an emergency overwhelms the jurisdictions ability to respond.

Some departments within Union County have emergency functions as part of their normal duties. Each department is responsible for developing and maintaining its own emergency procedures. Additional, detailed information is available in the respective ESF and Incident-Specific Annexes.

3.4.1 Leadership Group Functions

A leadership group may have several components with representation from each local political jurisdiction within the emergency management program. Each group is responsible for the activities conducted within their respective jurisdiction. The members of this group may include both elected and appointed executives with certain legal responsibilities. In an emergency affecting multiple

jurisdictions, a Multi-Agency Coordinating (MAC) Center may be established to efficiently coordinate resources and operational activities. The functions of the leadership group are outlined in the following sections.

3.4.1.1 Union County Board of Commissioners

The Union County BOC should do the following:

- Direct the overall preparedness program for Union County;
- Make emergency policy decisions;
- Declare a state of emergency when necessary;
- Implement the emergency powers of County government;
- Coordinate with Emergency Manager or designee to activate EOC;
- Request outside assistance when necessary (through the State Emergency Management Division); and
- Ensure that all County departments develop, maintain, and exercise their respective service annexes to this plan.

3.4.1.2 City Manager (during City involvement)

During City involvement, the City Manager should:

- Coordinate response activities with the EOC/Emergency Services during emergencies;
- Implement the policies, decisions, and emergency powers of the municipal governing body;
- Keep the public and Union County Emergency Services informed of the situation;
- Direct the emergency operational response of city services; and
- Request emergency assistance from the County as events dictate.

3.4.1.3 Emergency Manager

The Union County Emergency Manager should:

- Serve as staff advisor to the County BOC on emergency matters;
- Coordinate with organizations within the County to promote emergency planning and general preparedness activities;
- Analyze the emergency skills required and arrange training as possible to provide those skills;
- Prepare and maintain a resource inventory for Union County;
- Ensure the operational capability of the EOC;
- Activate the EOC, in consultation with and notifying the Board of Commissioners and appropriate emergency response agencies;
- Request outside assistance through mutual aid agreements when necessary;

- Keep the BOC apprised of the Union County preparedness status and anticipated needs;
- Develop and maintain a resource inventory of all categories of resources belonging to government (County, City, State, and Federal), business and industry, civic groups, and other private resources;
- Serve as day-to-day liaison between Union County and State Office of Emergency Management;
- Serve as day-to-day liaison between Union County and local emergency response agencies;
- Maintain liaison with organized emergency volunteer groups and private agencies;
- Keep the public and the State Office of Emergency Management informed of situations as practical; and
- Maintain updates to the County EOP.

3.4.1.4 County Administrative Officer

The County Administrative Officer will:

- Advise the County BOC on financial issues resulting from the emergency;
- Prepare and execute contracts as necessary to facilitate emergency response

3.4.1.5 County Counsel

It is the responsibility of the County Counsel to:

- Advise County officials on emergency powers of local government and necessary procedures to:
  1. Implement wage, price, and rent controls,
  2. Establish rationing of critical resources,
  3. Establish curfews,
  4. Restrict or deny access,
  5. Specify routes of egress,
  6. Limit or restrict use of water or other utilities,
  7. Use any publicly or privately owned resource with or without payment to the owner, and
  8. Remove debris from publicly or privately owned property;
- Review and advise County officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers;
- Prepare and recommend local legislation to implement the emergency powers required during an emergency; and
- Advise County officials and department heads on record keeping requirements and other documentation necessary to exercise emergency powers.

3.4.2.1 Emergency Operations Center (Emergency Manager)

The Emergency Manager should:

- Provide adequate communication capabilities;
- Develop and identify duties for staff, message forms, and EOC activation procedures;
- Assign representatives (by title) to report to the EOC and develop procedures for crisis training;
- Direct and control local operating forces; and
- Make emergency tactical decisions.

3.4.2.2 Direction and Control (Emergency Manager)

The Emergency Manager should:

- Coordinate with other County jurisdictions and State and Federal agencies; and
- Activate the EOC and notify the Board of Commissioners and appropriate emergency response agencies.

3.4.2.3 Warning Services (Public Safety Answering Point/911/Emergency Services)

Public Safety Answering Point/911 will:

- Establish warning procedures for informing the public during emergency situations;
- Maintain all warning points and facilities in constant readiness; and
- Maintain and update the Warning Annex.

3.4.2.4 Law Enforcement Services (County Sheriff/City Police/Oregon State Police)

Law enforcement services will:

- Provide law enforcement services;
- Conduct traffic and crowd control;
- Isolate damaged areas;
- Conduct damage reconnaissance and reporting;
- Evacuate disaster areas;
- Plan, organize, and train for emergency operations;
- Maintain mutual aid agreements with other law enforcement agencies;
- Provide security at shelters, the EOC, and other critical facilities; and
- Assist in maintenance of the Law Enforcement Annex.

3.4.2.5 Fire Services (County/City/Rural Fire Chiefs)

County/City/Rural Fire Chiefs will:

- Provide fire prevention and suppression;
- Inspect damaged areas for fire hazards;
- Perform hazardous spills containment and clean-up;
- Inspect shelters for fire hazards;
- Coordinate heavy rescue activities, light search, and rescue operations with the Sheriff;
- Update the Fire Annex; and
- Assist in the maintenance of the Fire Services Annexes

Note: the responder to any hazardous materials incident will be responsible for that incident until the agency having jurisdiction can be identified.

3.4.2.6 Medical and Health Services (Center for Human Development/County Health Officer)

It is the responsibility of the CHD/County Health Officer to:

- Coordinate planning efforts with Grande Ronde Hospital health facilities;
- Coordinate the development, maintenance, and execution of emergency procedures to provide health and medical services that include: handling of mass casualties, health problems, collection, identification and dispositions of large numbers of fatalities, and dissemination of information regarding sanitary measures to be undertaken by individuals or groups;
- Assess health hazards from damage to water distribution and sewage collection systems;
- Establish and maintain a relationship with the State Health Emergency Coordinator; and
- Prepare and maintain the Health and Medical Annex to this plan.

3.4.2.7 Public Works and Engineering Services (County/City Public Works Directors)

Public Works and Engineering Services will:

- Barricade hazardous areas;
- Repair roads and public facilities;
- Repair damaged bridges and construct temporary bridges and detours;
- Protect and restore waste treatment and disposal systems;
- Augment sanitation services;
- Assess damage to streets, bridges, traffic control devices, waste water treatment system, and other public works facilities;

- Remove debris;
- Assess damage to County and City owned facilities;
- Condemn unsafe structures;
- Prepare to furnish equipment and operators for assistance with heavy rescue or light rescue operations, and to assist in traffic control measures;
- Direct temporary repair of essential facilities; and
- Maintain the Public Works Annex and Debris Management Plan Annex as well as supporting SOPs.

3.4.2.8 Communication Services (Emergency Services/9-1-1)

The Emergency Services and 9-1-1 will:

- Assist in establishing and maintenance of Emergency Communications Systems;
- Coordinate use of all public and private communication systems necessary during emergencies;
- Manage and coordinate all emergency communications operated within the EOC, once activated;
- Maintain the Communications Annex and supporting SOPs.

3.4.2.9 Damage Assessment (Assessor's Office/ /American Red Cross/Search and Rescue)

The parties responsible for damage assessment will:

- Establish a damage assessment team with assessment capabilities and responsibilities;
- Participate in damage assessment and provide data to EOC;
- Develop systems for reporting and compiling information on deaths, injuries, and dollar damage to tax-supported facilities and private property;
- Assist in determining the geographic extent of damaged areas;
- Compile estimates of damage for use by County or City officials in requesting disaster assistance;
- Evaluate the effect of damage on County or City economic index, tax base, bond ratings, insurance ratings, etc., for use in long-range recovery planning; and
- Prepare and maintain the Damage Assessment Annex and supporting SOPs.

3.4.2.10 Emergency Public Information (Emergency Services)

Emergency Services will:

- Conduct ongoing personal preparedness public education programs;
- Conduct ongoing hazard awareness and public education programs;

- Compile and prepare emergency information for the public in case of emergency;
- Arrange for media representatives to receive regular briefings on the County status during extended emergency situations;
- Secure printed and photographic documentation of the emergency situation;
- Handle unscheduled inquiries from the media and the public; and
- Assist with updating the External Affairs Annex.

3.4.2.10 Resource Management/Public Service (County Administrative Officer)

The County Administrative Officer will:

- Establish procedures for employing temporary personnel for disaster operations;
- Establish and maintain a labor pool reserve;
- Coordinate deployment of reserve personnel to County and City departments requiring augmentation;
- Establish emergency purchasing procedures and/or a disaster contingency fund;
- Maintain records of emergency related expenditures for purchases and personnel;
- Update the Resource Management/Public Service Annex.

3.4.2.11 Shelter and Mass Care (American Red Cross/Community Connection)

American Red Cross/Community Connection will:

- Supervise the Shelter Management program (e.g., stocking, marking, and equipping, etc.) for natural disaster;
- Coordinate support with other City and County departments, relief agencies, and volunteer groups;
- Plan for and provide emergency housing, feeding, clothing, registration, and inquiry services;
- Maintain current shelter list with agreements for use and contact numbers for each shelter; and
- Assist in maintenance of the County's Shelter Plan and the Sheltering and Mass Care Annex.

3.4.2.12 Evacuation Management (Sheriff's Office/Law Enforcement)

The Sheriff's Office/Law Enforcement will:

- Identify high-hazard areas and corresponding number of potential evacuees; and

- Coordinate evacuation planning to include:
  - Movement control,
  - Health and medical considerations of evacuated populations,
  - Number of persons affected and transportation needs,
  - Emergency Public Information materials and family location assistance,
  - Shelter and Reception locations, and
  - Safety Considerations allowing re-entry to area.

3.4.2.13 Radiological Protection (City of La Grande Fire Chief)

Refer to ESF 10.1 – Oil and Hazardous Materials Response for more information.

3.4.2.14 Search and Rescue (County Sheriff)

Refer to ESF 9 – Search and Rescue for more information.

3.4.2.14 Other Agencies' Responsibilities

Other County and City department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the County BOC.

3.4.2.15 Volunteer and Donation Management

Responding to incidents can exceed the capabilities of Union County's resources. Volunteers and donors can support response efforts in many ways, and it is essential that Union County plan ahead to effectively incorporate volunteers and donated goods into its response activities.

The County Emergency Manager is responsible for maintaining liaison with organized emergency volunteer groups and private agencies.

3.4.3 Local and Regional Response Partners

Union County's emergency management structure is supported by a number of outside organizations, including the incorporated cities, service organizations, and the private sector. A list of supporting local and regional agencies can be found in the individual ESF Annexes to this EOP.

3.4.3.1 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 Union County Emergency Services must work 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 their own infrastructure and facilities;
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how they can help;
- Developing and exercising emergency plans before an incident occurs;
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities; and
- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

3.4.3.2 Nongovernmental Organizations

Nongovernmental organizations (NGOs) play enormously important roles before, during, and after an incident. In Union County, NGOs 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. NGOs collaborate with responders, governments at all levels, and other agencies and organizations. The roles of NGOs in an emergency may include:

- Training and managing volunteer resources;
- Identifying shelter locations and need supplies;
- Providing critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup; and
- Identifying those whose needs have not been met and helping coordinate the provision of assistance.

3.4.3.3 Individuals and Households

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

- Preparing an emergency supply kit and household emergency plan;
- Reducing hazards in their homes;
- Monitoring emergency communications carefully;
- Volunteering with an established organization; and
- Enrolling in emergency response training courses.

Personal preparedness is the single most important factor in determining how well a jurisdiction copes with and recovers from a significant emergency.

3.4.4 State Response Partners

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-Declared Emergency. The administrator of OEM is delegated authority by ORS 401.260 to 401.280 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for conducting emergency support functions is assigned by the Governor to the department best suited to carry out each function applicable to the emergency situation. Some State agencies may call upon their Federal counterparts to provide additional support and resources following established procedures and policies for each agency.

3.4.5 Federal Response Partners

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

Table 3-1 provides a matrix, by ESF, of the local, State, and Federal primary organizations that Union County may rely on in the event of an emergency.

Table 3-1 Response Partners by ESF

ESF	Scope (Federal)	Primary Local Support Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 1 Transportation	▪ Aviation/airspace management and control ▪ Transportation safety ▪ Restoration and recovery of transportation infrastructure ▪ Movement restrictions ▪ Damage and impact assessment	County Public Works	Department of Transportation	Department of Transportation
ESF 2 Communications	▪ Coordination with telecommunications and information technology industries ▪ Restoration and repair of telecommunications infrastructure ▪ Protection, restoration, and sustainment of national cyber and information technology resources ▪ Oversight of communications within the Federal incident management and response structure	Emergency Services/911	Office of Emergency Management	Department of Homeland Security (National Communications System)
ESF 3 Public Works and Engineering	▪ Infrastructure protection and emergency repair ▪ Infrastructure restoration ▪ Engineering services and construction management ▪ Emergency contracting support for life-saving and life-sustaining services	County/City Public Works Directors	Department of Transportation	Department of Defense (U.S. Army Corps of Engineers)
ESF 4 Firefighting	▪ Coordination of Federal firefighting activities ▪ Support to wildland, rural, and urban firefighting operations	County/City/Rural Fire Chiefs	Department of Forestry, Office of the State Fire Marshal	Department of Agriculture (U.S. Forest Service)
ESF 5 Emergency Management	▪ Coordination of incident management and response efforts ▪ Issuance of mission assignments ▪ Resource and human capital ▪ Incident action planning ▪ Financial management	County Emergency Services	Office of Emergency Management	Department of Homeland Security (FEMA)
ESF 6 Sheltering and Mass Care	▪ Mass care ▪ Emergency assistance ▪ Disaster Housing ▪ Human services	Red Cross/Community Connection	Department of Human Services	Department of Homeland Security (FEMA)
ESF 7 Resource Management	▪ Comprehensive, national incident logistics planning, management, and sustainment capability ▪ Resource support (facility space, office equipment and supplies, contracting services, etc.)	County Administrative Officer	Department of Administrative Services	General Services Administration Department of Homeland Security (FEMA)

Table 3-1 Response Partners by ESF

ESF	Scope (Federal)	Primary Local Support Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 8 Health and Medical Services	▪ Public health ▪ Medical ▪ Mental health services ▪ Mass fatality management	Center for Human Development, Inc./County Health Officer	Department of Human Services – Public Health Division	Department of Health and Human Services
ESF 9 Search and Rescue	▪ Life-saving assistance ▪ Search and rescue operations	County Sheriff	Office of Emergency Management, Office of the State Fire Marshal	Department of Homeland Security (FEMA)
ESF 10 Oil and Hazardous Materials	▪ Oil and hazardous materials (chemical, biological, radiological, etc.) response ▪ Environment short- and long-term cleanup	County/City/Rural Fire Chiefs	Department of Environmental Quality, Office of the State Fire Marshal	Environmental Protection Agency
ESF 11 Agriculture and Natural Resources	▪ Nutrition assistance ▪ Animal and plant disease and pest response ▪ Food safety and security ▪ Natural and cultural resources and historic properties protection ▪ Safety and well-being of household pets	County Emergency Management	Department of Agriculture	Department of Agriculture
ESF 12 Energy	▪ Energy infrastructure assessment, repair, and restoration ▪ Energy industry utilities coordination ▪ Energy forecast	County Emergency Management	Department of Administrative Services, Department of Energy, Public Utility Commission	Department of Energy
ESF 13 Law Enforcement	▪ Facility and resource security ▪ Security planning and technical resource assistance ▪ Public safety and security support ▪ Support to access, traffic, and crowd control	County Sheriff/City Police/State Police	Department of Justice, Oregon State Police	Department of Justice
ESF 14 Long-Term Community Recovery	▪ Social and economic community impact assessment ▪ Long-term community recovery assistance to States, tribes, local governments, and the private sector ▪ Analysis and review of mitigation program implementation	County Emergency Management	Economic and Community Development, Office of Emergency Management	Department of Homeland Security (FEMA)
ESF 15 External Affairs	▪ Emergency public information and protective action guidance ▪ Media and community relations ▪ Congressional and international affairs ▪ Tribal and insular affairs	County Emergency Management	Office of Emergency Management	Department of Homeland Security

4 Concept of Operations

4.1 General

Primary roles in initial emergency response will be played by first responders such as fire, law enforcement, EMS, hospitals, local health departments, Regional HAZMAT Teams, and Oregon Department of Forestry Incident Management Teams. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, life/safety concerns are priority.

The basic concept of emergency operations focuses on managing and using all available resources in the County for effectively responding to all emergencies. Local government has the lead role for emergency management functions and in protecting life and property from the effects of hazardous events. This EOP should be used when County municipalities or emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident. Please see Figure 4-1, Union County Response to Major Emergencies/Disasters.

When emergency situations arise, and it is determined that the normal organization and functions of County government are insufficient to effectively meet response activities' needs, the Emergency Manager, in collaboration with the BOC, will activate and implement all or part of this plan. In addition, the BOC or Emergency Manager or designee may partially or fully activate and staff the County EOC, based on an emergency's type, size, severity, and duration.

Responsibilities include management and coordination of large-scale events, as well as identifying and obtaining additional assistance and resources for emergency response agencies from the State and/or Federal government through the County Emergency Operations Plan.

All involved County emergency services will implement plans, standard operating procedures (SOPs), and supporting processes for County emergency operations. These include providing the Union County Emergency Services with the following information throughout an incident's duration:

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

4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an *emergency operations* plan rather than a *comprehensive emergency management* plan, as its emphasis is on *incident* management rather than on *program* management. That said, an emergency operations plan is impacted by prevention, preparedness, and recovery activities. A brief description of the four phases of emergency management is provided below.

Mitigation and Prevention activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.

Preparedness activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

Response is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.

Additionally, this plan is implemented within the context of a continuous stream of incidents, events, and occurrences, any of which may develop into an emergency. Maintaining situational awareness is essential to facilitating rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react effectively. Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and forecasting incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence and information-sharing, technical assistance, consultations, notifications, and informed decision-making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

4.3 Incident Levels

In response to the events of September 11, 2001 and the continued terrorist threat to the United States, the Department of Homeland Security adopted a system of rating terrorist threat levels that are equivalent to the types of emergency situations defined in this section.

4.3.1 Emergency Incident

An emergency incident is generally handled within the normal organizational procedures of a County department or agency, such as a response to an armed robbery call by the Police Department. Such an occurrence would not require implementation of this plan.

4.3.2 Special Emergency

A special emergency is an incident that has special or unusual characteristics requiring response and/or support by more than one department or agency. Such an incident may require partial implementation of this plan and/or a local declaration of emergency to access state resources or to enact emergency ordinances. An example of a special emergency would be a hazardous material spill that occurred on the boundary of two jurisdictions and required the evacuation of a fairly large area.

4.3.3 Major Emergency

A major emergency is an occurrence that requires multi-agency response, allocation of resources, and emergency services and support not normally serving the area, and one that affects a large portion of the population, property, and critical services in Union County. Additional resources and coordination would be provided through the Emergency Operations plan and may require a request for State and Federal aid through a State declaration of emergency.

4.3.4 Disaster

Disasters are determined by a measurement of total impact of a "state of emergency" in a community and demand a crisis response beyond the capability of local government.

4.3.5 State of Emergency

A state of emergency exists whenever any part or all of Union County is suffering or is in danger of suffering an event that may cause injury, death, damage, or destruction to the extent that extraordinary measures must be taken.

Table 4-1 Union County Incident Action Levels

Level	Color	Definition
LEVEL 1 Normal Operations	**Green**	Level 1 status indicates normal conditions. No known threats or warnings, routine patrol functions.
LEVEL 2 Guarded Operations	**Blue**	General information about a potential threat, absent indication of potential target type, location and time. May include weather advisories and minor storm warnings.
LEVEL 3 Elevated Security	**Yellow**	Credible source information of specific or potential threat, suggesting target type, time, or geographic location. May include, but not limited to, major weather situations like flood or storm warnings, planned civil disturbances, strikes or labor disputes.
LEVEL 4 High Security	**Orange**	Credible source information of threat to a specific asset or target. Natural disasters including earthquakes, wildfires, flooding, etc. May include large-scale industrial accidents, fires and/or explosions.
LEVEL 5 Severe Security	**Red**	A terrorist attack has occurred or based on credible and corroborated intelligence is imminent. A natural disaster or industrial accident has occurred of such scale as to warrant a level five response.

4.4 Response Priorities

1. **Self-Preservation and Lifesaving.** This aspect of response focuses on efforts to save lives of persons. Priority may be given to mission critical staff in order to facilitate an orderly and expedited response. Staff considered mission critical should maintain a higher level of preparedness for themselves and their family. This will allow for timely, lifesaving services and other critical operations with as little interruption as possible. Life saving and self-

preservation activities include actions taken immediately before, during, and immediately after an event.

2. **Protection of Property.** Protection of property may include prevention or mitigation of major property damage. Priority would be given to property damage that would result in immediate or long-term danger to human life or damage to critical infrastructure.
3. **Unit Reconstitution.** Unit reconstitution is the recall of employees, (if the incident occurs during non-working hours while employees are off-duty) and the collection, inventory, temporary repair, and allocation of County assets in order to provide maximum prompt, sustained operations in response to a disaster. This would include activation of the County EOC for the purpose of coordinating emergency response activities.
4. **Emergency Food and Temporary Housing Plan.** Provision of immediate food and temporary housing for disaster victims would become an immediate priority and would be done primarily through the American Red Cross in coordination with the EOC.
5. **Restoration of Infrastructure.** Restoration of the County's critical infrastructure (e.g., utilities, roads, bridges, buildings, etc.) would be a prime concern that would require the coordination of local, State, and Federal agencies with the private sector. Reference Annex F.
6. **Statutory Response.** Statutory Response involves providing a partial or full range of County services beyond that of lifesaving, security, and law enforcement during a disaster. Included under statutory response (ORS 401.305) is County support to other units of local government in their assigned missions, i.e., coordinating additional resources, declaring a state of emergency, and requesting State and Federal assistance.
7. **Recovery.** Recovery involves the restoration of lost or impaired capabilities caused by the effects of the disaster or other emergency; return to normal operating conditions, and providing non-emergency services to the public.

4.5 Incident Management

4.5.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of County government are insufficient to effectively meet response requirements, the Emergency Manager or designee will activate and implement all or part of this plan. In addition, the Emergency Manager or designee may partially or fully activate and staff the County EOC based on an emergency's type, size, severity, and anticipated duration. Concurrently, the affected cities, NGO's and partner agencies may implement their respective plans, procedures, and processes and provide Union County Emergency Management with the following information:

- Operational status;

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

4.5.2 Initial Actions

Upon activation of all or part of this plan, the Emergency Manager or designee may immediately implement the following actions:

- Alert threatened or endangered populations and provide instructions or initiate evacuation as necessary in accordance with Annexes and ESF-2, Communications;
- Initiate emergency sheltering procedures with the American Red Cross and other community partners as necessary. Refer to Annex ESF-6, Mass Care, Emergency Assistance, Housing, and Human Services, for more detailed information and specific procedures associated with sheltering, mass care, and related human services;
- Instruct appropriate members of the county emergency agencies to activate necessary resources;
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC and response agencies. Refer to Annex ESF-2, Communications, for more detailed information and specific procedures;
- When local resources will not meet the need of City and County emergency operations, implement mutual aid agreement and request resources from partners;
- When local resources and mutual aid will not meet the need of necessary emergency operations, request the BOC to prepare and submit a formal declaration of emergency to Oregon Emergency Management detailing additional resource needs. The official declaration may be preceded by a verbal statement. Refer to Annex ESF-7, Resource Support, for more detailed information and specific procedures;
- Prepare to staff the County EOC as necessary; and
- Take all other actions necessary and prudent to implement response priorities.

4.6 Inter-jurisdictional Coordination

4.6.1 Municipalities

The Chief Executive(s) of the incorporated cities within the County are responsible for the direction and control of their local resources during emergencies, including requesting additional resources not covered under mutual aid for emergency operations. Such requests will be directed to the EOC. Should

the County be unable to support the request, a County Declaration of Emergency may be forwarded to the State

Under the provisions of ORS 401.305, each City may establish an emergency management agency and appoint an emergency program manager. Cities that do so shall notify the County of the individual responsible for emergency management activities in their respective jurisdictions. Any city not choosing to establish an emergency management agency may develop a cooperative intergovernmental agreement with the County, specifying the emergency management activities to be accomplished at each level.

If a City takes no action to establish emergency management capability, it may adopt the County EOP. Should emergency conditions arise that threaten city residents, the County may, at its own discretion, choose to deploy resources under County direction.

4.6.2 Special Service Districts

Special Service Districts provide services such as fire protection and water delivery systems that are not available from county governments. Each is governed by an elected Board of Directors and has policies separate from city and county governments. They often overlap city and county boundary lines and thus may serve as primary responders to emergencies within their service districts. Special Service Districts within Union County may include but are not limited to:

- Cemetery Districts
- Rural Fire Protection Districts
- Vector Control District
- Parks Districts
- Sanitary District
- Education Service District
- Fire Departments
- Ambulance Districts
- Healthcare District
- Soil and Water Conservation
- Weed Control District

4.6.3 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager or designee should coordinate response efforts, to the extent possible and practical, with the private sector, to include providing assistance as appropriate. Schools, hospitals, assisted living facilities, and other institutional facilities are required by Federal,

State, or local regulations to undertake their own emergency planning efforts.

The Emergency Manager or designee will work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations such as American Red Cross, faith-based groups, and amateur radio clubs.

Finally, the Emergency Manager should provide the public with educational and instructional materials and presentations on subjects such as hazard mitigation, personal preparedness and emergency preparedness.

4.6.4 State Government

The State emergency organization, as defined in the State of Oregon Emergency Management Plan, can be activated through the Oregon Military Department, Office of Emergency Management. This division provides a duty officer at all times. The State provides direct State agency support to the local level and serves as a channel for obtaining resources from within and outside the State structure, including the assistance provided by Federal agencies. Local resources (e.g., personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before a county requests State assistance.

4.6.5 Federal Government

The County shall make requests for Federal disaster assistance to the State of Oregon Office of Emergency Management. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and recovery assistance, including financial support to governments, businesses, and individual citizens.

4.7 Transition to Recovery

4.7.1 Demobilization

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

4.7.2 Recovery

Recovery comprises steps the County will take after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power,

communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the County can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase for reassessing applications, processes, and functions of all annexes of this disaster plan for deficiencies. Restoration to upgrade damaged areas is possible if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, similar disaster in the future.

Annex ESF-14, Long-Term Community Recovery, summarizes specific procedures and plans to support recovery, mitigation, and economic stabilization for the County following a disaster.

5 Command and Control

5.1 General

The Union County Emergency Manager is responsible for coordinating, developing and maintaining effective County emergency response systems. Many agencies perform emergency activities closely related to those they perform routinely. Specific positions and agencies are responsible for fulfilling obligations as presented in the Basic Plan, ESF's and Annexes. The EOC Manager, Incident Commander or designee will provide Union County departments with overall response activities direction. Department heads retain control over their employees and equipment unless directed otherwise by the Incident Commander. Each agency will be responsible for having its own SOPs to be followed during response operations.

Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used as an adjunct to existing Union County resources, when the situation threatens to expand beyond Union County response capabilities.

5.2 Emergency Operations Center

Response activities will be coordinated from an Emergency Operations Center (EOC). The EOC will be activated upon notification of a possible or actual emergency. EOC responsibilities and activation procedures are addressed in the Basic Plan portion of this EOP and ESF 5–Emergency Management. During large scale emergencies the EOC may become the seat of government for the duration of the crisis. The EOC will serve as a Multi-Agency Coordination (MAC) Center as needed.

5.2.1 EOC Activation

During emergency operations, and upon activation, the EOC staff will assemble as directed by this plan and by their department SOPs and protocols. Activation of the EOC will take place as outlined below.

- The EOC will be activated by the Emergency Manager or designee, under the direction of the BOC. He or she will assume responsibility for all operations and for direction and control of response functions.

- The Emergency Manager or designee will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- The Emergency Manager or designee may serve as the Incident Commander, and will oversee activities at the EOC.
- Emergency operations will be conducted by County or City departments and augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. 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 coordinate emergency operations.
- An On-Scene Command Post may be established at the scene to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their appropriate annex.
- The EOC may operate on a 24-hour basis, rotating on 12-hour shifts, depending on the event.
- When practical the Incident Commander or EOC Manager will notify Oregon Emergency Response System (OERS) (1-800-452-0311). Periodic updates may be made as the situation requires.
- Each EOC member may have a previously designated alternate in case circumstances prevent his or her presence at the EOC.
- Provisions for sufficient food, water, sanitary facilities, and sleeping arrangements should be made.
- The use of reports and records will vary according to the type of emergency. However, "complete and accurate" records should be maintained in order to prevent post-legal entanglements, sequence of events, and proper documentation for requesting assistance, whether from local, State, or Federal sources. Forms and references are located in Appendix C of the Basic Plan.
- Appropriate security for the EOC will be maintained, and persons not connected with the emergency situation will be prevented from entering.

Note: All persons entering the EOC may be required to check in at the Security Desk located at the main entrance. Personnel may be issued a pass to be worn while in the EOC and returned when leaving the premises.

5.2.2 Location

The primary location for the County EOC is:

Law Enforcement Services Building
1109 K Avenue
La Grande, OR 97850

The facility includes:

1. Hardened structure with a fallout protection factor of 100;
2. Backup emergency generator and a necessary supply of fuel;
3. Working area with three rooms: Conference Room, Kitchen, Radio Room;
4. Communication equipment necessary for conducting emergency operations (monitored and updated per Strategic Communications Plan 2005); and
5. Kitchen facilities for the provision of food and water for EOC staff during EOC activation.

If the primary EOC is unusable for any reason, a secondary EOC may be at the following location:

La Grande Rural Fire Protection District Building
10200 South McAlister Road
Island City, OR 97850

Union County Emergency Services also owns and maintains communications trailers suitable as an alternate/mobile EOC or command post with a reduced staff. To avoid jeopardizing operations, care must be taken to locate the EOC away from dangers associated with the event.

5.2.3 Coordination

Other agencies may activate and staff individual Agency Operations Center (AOC) facilities for various types of emergencies; in all cases, however, the County EOC will serve as the central point for coordinating response operations, resource requests and tracking, public information, and overall incident management.

The ESF annexes attached to this plan contain general guidelines for Union County governmental entities, organizations, and County officials/departments to carry out responsibilities assigned at the County EOC or other designated facility where response efforts will be coordinated. Table 5-1, below, summarizes typical assignments for each ESF that may be necessary during an emergency incident. These assignments may be adopted for local and agency operations centers as well. Note that the lead agency designated for each ESF is responsible for

updating, maintaining, and disseminating appropriate plans, procedures, and guidance prior to, during, and following an emergency incident.

Table 5-1 Emergency Support Function Assignments Within the Incident Command System

ESF No.	Title	Section
ESF-1	Transportation	Logistics
ESF-2	Communications	Operations
ESF-3	Public Works and Engineering	Operations
ESF-4	Firefighting	Operations
ESF-5	Emergency Management	Incident Command
ESF-6	Mass Care, Emergency Assistance, Housing, and Human Services	Operations, Logistics, and Liaison
ESF-7	Resource Support	All
ESF-8	Public Health and Medical Services	Operations and Liaison
ESF-9	Search and Rescue	Operations
ESF-10	Hazardous Material	Operations
ESF-11	Agriculture and Natural Resources	Operations
ESF-12	Energy	Logistics
ESF-13	Public Safety and Security	Operations
ESF-14	Long-Term Community Recovery	Administration/Finance and Planning
ESF-15	External Affairs	Incident Command and Liaison

5.3 Incident Command System

In Oregon, implementation of NIMS and ICS is extremely important and valuable during an emergency. NIMS is a comprehensive, national approach to incident management applicable to all jurisdictional levels and across functional disciplines. ICS, a standardized, flexible, scalable all-hazard incident management system, is designed to be active from the time an incident occurs until the requirement for management and operations no longer exists.

The ICS structure can be expanded or contracted, depending on the incident's changing conditions. ICS positions can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The ICS allows agencies to communicate using common terminology and operating procedures and allow for effective coordination and allocation of resources throughout an incident's duration.

The ICS organization is built around an Incident Commander (IC) and the Command and General Staff positions. The four primary general staff positions are: Operations, Logistics, Planning, and Finance, which apply in a routine emergency, organizing for a major event, or managing a major response to a disaster. In small incidents, these General Staff positions may be managed by the IC. Larger incidents usually require being set up as separate sections within the ICS organization, with each section overseen by a general staff member (commonly referred to as a "Section Chief") who reports directly to the IC. The Union County EOC has established a command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is available through the Emergency Manager, and is located at the EOC in hardcopy format. A typical ICS organizational chart for Union County is presented in Figure 5-1.

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the County. Thus, it is important that EOC staff is trained in ICS including functions other than those in their area of expertise. Regularly exercising ICS will improve overall EOC operation efficiency and add depth to existing County emergency management and response organizations.

Additional information regarding the Union County's emergency command structure is provided in Annex ESF-5, Emergency Management.

Plain language should be used during any multi-jurisdictional emergency response occurring in Union County, and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of

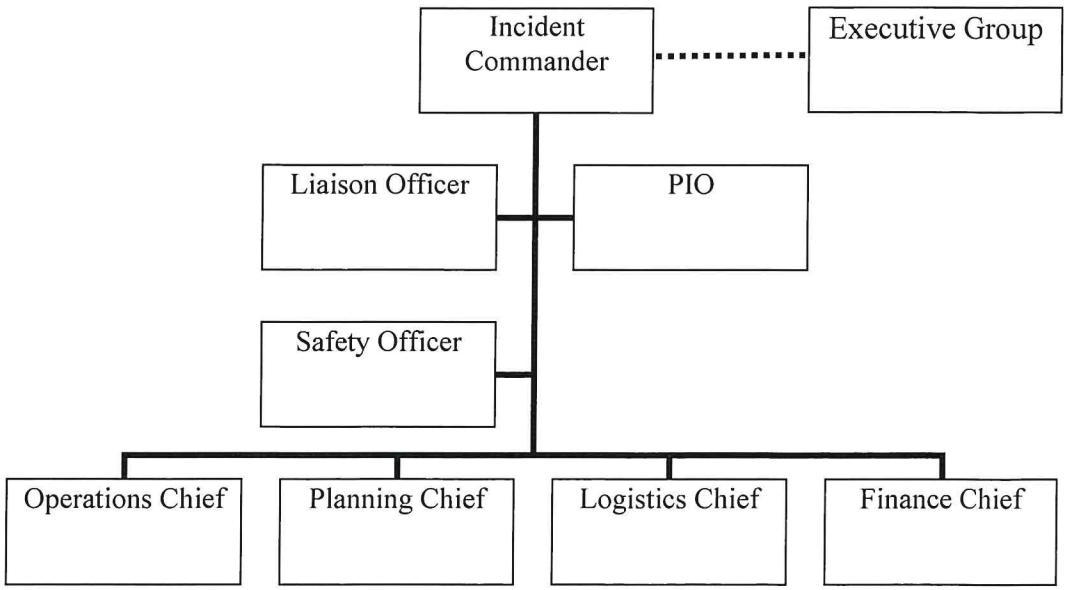
common terminology enables First Responder, State and local EOC personnel, and Federal operational coordinators to communicate clearly with each other and effectively coordinate response activities, regardless of the size, scope, or complexity of the incident. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their abilities to communicate with each other.

Current training and operational requirements set forth under NIMS has been adopted and implemented by Union County. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle managers, and Command and General Staff.

NIMS identifies these positions as:

- Emergency medical service personnel,
- Firefighters,
- Hospital staff,
- Law enforcement personnel,
- Public health personnel,
- Public works/utility personnel,
- Skilled support personnel,
- Other emergency management response personnel, and
- Support, volunteer personnel at all levels.

Figure 5-1 Example of an Incident Command Structure for Union County



5.3.1 Command Staff

5.3.1.1 Incident Commander

In most cases, the initial IC will be the first responder managing the response. As the incident progresses to the recovery phase, a different agency representative or appointed official may transition into the IC role. Additional information on typical ICS assignments for Union County regarding lead and support roles during emergency response are provided in the ESFs and the IAs attached to this Plan.

In general, the IC is responsible for all functions not assigned to one of the primary sections and for the following specific tasks:

- Determining incident objectives and strategies;
- Approving and supporting implementation of an Incident Action Plan (IAP);
- Coordinating all activities supporting the incident or event;
- Approving release of information through the PIO; and
- Performing the duties of the following Command Staff if no one is assigned to the position:
  - Safety Officer
  - PIO
  - Liaison Officer

5.3.1.2 Safety Officer

Safety Officers are generally responsible for:

- Identifying initial hazards and personal protective equipment requirements and defining decontamination areas;
- Implementing site control measures;
- Monitoring and assessing the health and safety of response personnel and supporting staff (including EOC staff);
- Preparing and implementing a site Health and Safety Plan and updating the IC on safety issues or concerns as necessary; and
- Exercising emergency authority to prevent or stop unsafe acts.

5.3.1.3 Public Information Officer

A lead Public Information Officer (PIO) will coordinate and manage a larger public information network representing local, county, regional, and state agencies, tribal entities, political officials, and stakeholders if needed. These duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public;

- Coordinating information sharing among the public information network through the use of a Joint Information System (JIS) and, if applicable, establishing and staffing a Joint Information Center (JIC);
- Implementing information clearance processes with the IC; and
- Conducting and/or managing media briefings and implementing media-monitoring activities.

The primary location of the JIC will be in the Union County Emergency Services office located at 1106 K Avenue, La Grande. A call center will also be located within the JIC.

5.3.1.4 Liaison Officer

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

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

The ESF annexes attached to this plan contain general guidelines for Union County governmental entities, organizations, and County officials/departments to carry out responsibilities assigned at the County EOC or other designated facility where response efforts will be coordinated.

5.3.2 General Staff

5.3.2.1 Operations Chief

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is typically organized into functional units representing agencies involved in tactical operations. Thus, typical agencies included in the Operations Section are:

- Fire – emergencies dealing with fire, earthquake with rescue, or hazardous materials;
- Law enforcement – incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations;

- Public health – contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health; and
- 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.

The Operations Chief is responsible for:

- Providing organizational support and directing implementation of unit operational plans and field response activities;
- Developing and coordinating tactical operations to carry out the IAP;
- Managing and coordinating various liaisons representing community response partners and stakeholders;
- Directing IAP tactical implementation; and
- Requesting resources needed to support the IAP.

5.3.2.2 Planning Chief

The Planning Section is responsible for documenting events and the response effort while ensuring that implementation of appropriate procedures and processes are accomplished. It is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information on the incident and providing a status summary;
- Preparing and disseminating the IAP;
- Conducting planning meetings and developing alternatives for tactical operations; and
- Maintaining resource status.

5.3.2.3 Logistics Chief

The Logistics Section is typically supported by the following units: Supply, Food, Communications, Medical, 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:

- Providing and managing resources to meet the needs of incident personnel (e.g., food and porta-potties);
- Communications – this includes EOC radio operation, Emergency Alert System (EAS), liaison with 911 Center, public warning and information, and media relations;

- Managing various coordinators of particular resources, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel;
- Estimating future support and resource requirements; and
- Assisting with development and preparation of the IAP.

5.3.2.4 Finance / Administration Chief

The Finance/Administration Section is specific to the incident type and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed, which can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include: Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

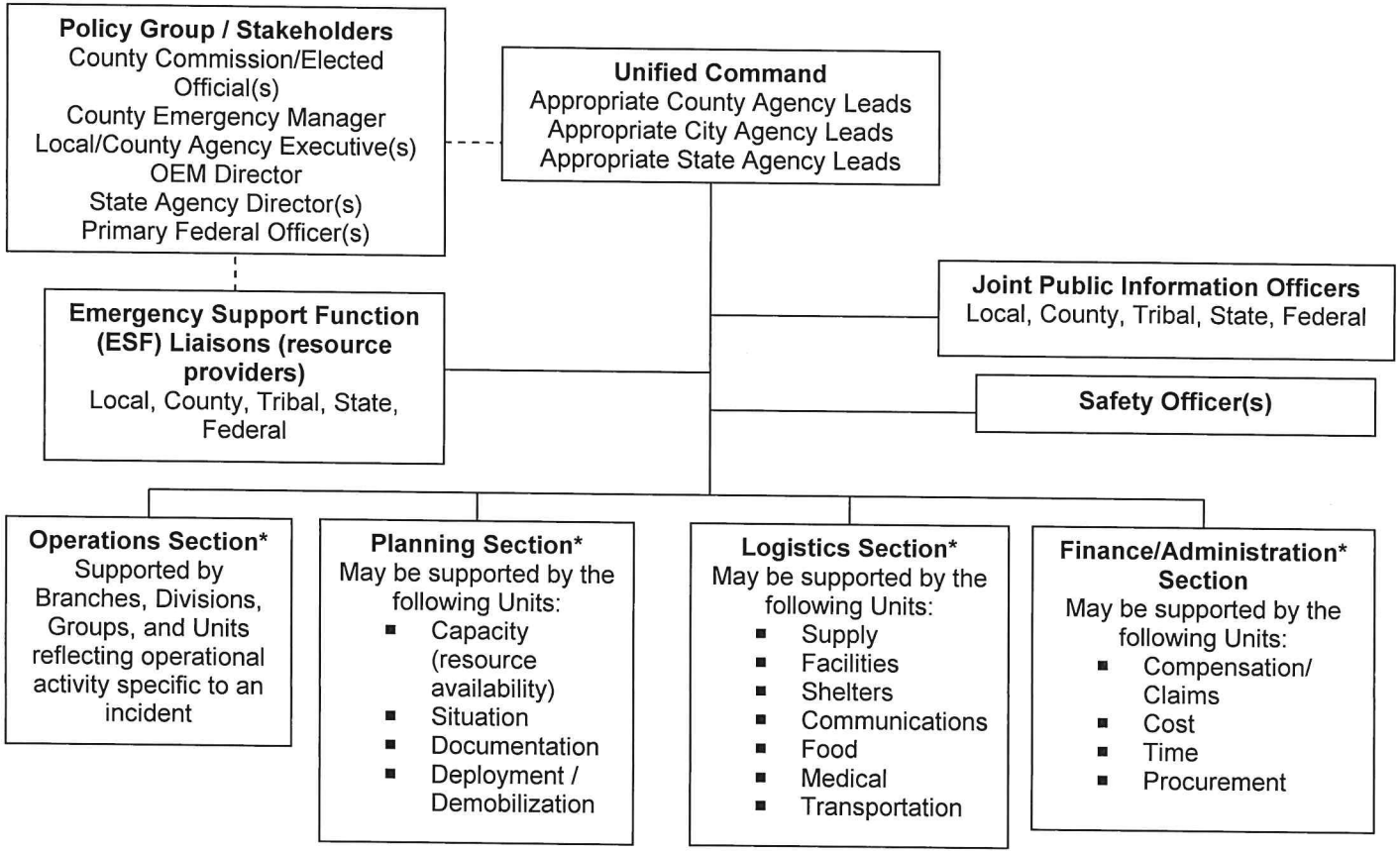
- Monitoring costs related to the incident;
- Maintaining accounting, procurement, and personnel time records; and
- Conducting cost analyses.

5.4 Unified Command

In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, county, regional, state, and Federal agencies into the same organizational system, maximizing coordination of response activities, and avoiding duplication of efforts. A structure called Unified Command (UC) allows the IC position to be shared among several agencies and organizations that maintain jurisdiction. UC members retain their original authority but work to resolve issues in a cooperative fashion to enable a more efficient response and recovery.

In a large incident involving multiple jurisdictions and/or regional, state, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the IC will directly manage all aspects of the incident organization. Figure 5-2 is an example of a UC organizational chart for Union County, providing operational flexibility to expand or contract staffing depending on the incident's nature and size.

Figure 5-2 Example Unified Command Structure for Union County



**Note: In any type of incident, a Section Chief may be assigned a Deputy. In addition, an Intelligence Section would be incorporated into the command structure in response to incidents of National Significance or those presumed or confirmed to be terrorist-related.*

6 Plan Development, Maintenance, and Implementation

6.1 Plan Review and Maintenance

The EOP should be formally reviewed and re-promulgated every five years to comply with State requirements. This review will be coordinated by the Union County Emergency Services. This review will:

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

In addition, lead agencies may review the annexes and appendices directly impacting their respective departments. The Union County Emergency Manager or designee will be responsible for recommending that officials involved conduct a review of the plan as needed.

Recommended changes should be forwarded to:

Union County Emergency Services
1106 K Ave
La Grande, OR 97850

6.2 Training Program

Union County Emergency Services coordinates training for County personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by Union County. Union County Emergency Services maintains records and lists of training received by County personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and command and general staff. NIMS identifies these positions as follows:

- Emergency Medical Service (EMS) personnel,
- Firefighters,
- Law enforcement personnel,
- Public works/utility personnel,
- Skilled support personnel,
- Other emergency management response personnel, and
- Support/volunteer personnel at all levels.

Table 6-1 provides the minimum training requirements for Union County emergency personnel.

Table 6-1 Union County Minimum Training Requirements

Emergency Personnel	Training Required
Emergency Services Personnel	ICS-100, -200, -300, -400 IS-700, -800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, IS-700
All other EOC personnel and first responders	ICS-100, -200 IS-700
All other emergency response personnel, including volunteers	ICS-100 IS-700
Independent study courses can be found at http://training.fema.gov/emi.aspx	

Plan-specific training is also necessary to be effective – contents must be known and understood by those who are responsible for its implementation. The Union County Emergency Manager or designee will brief the appropriate public and private officials concerning their role in emergency management, and ensure proper distribution of this plan and any changes.

6.3 Exercise Program

Union County will conduct exercises to continually test and evaluate the EOP. Whenever feasible, Union County will coordinate with 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, Union County will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information on the HSEEP program can be found at https://www.fema.gov/media-library/assets/documents/32326 .

Union County Emergency Services will work with other County departments to identify and implement corrective actions and mitigation measures, based on exercises conducted through Emergency Services.

6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, Emergency Services may conduct a review or "hot wash" with exercise participants after an exercise. Union County Emergency Services may also coordinate an After Action Report (AAR), which will describe the objectives of the exercise and document the results of the evaluation. Similarly, reviews and AARs may be facilitated after an actual disaster that will document activities of the incident to improve the readiness.

This plan will be updated, as necessary, based upon deficiencies identified by drills and exercises, changes in local government structure, or technological changes, etc. The Emergency Manager will incorporate approved changes to the plan and will periodically forward changes to all organizations and individuals identified as having responsibility for implementation.

6.5 Community Outreach and Preparedness Education

Educational tools are used to teach the public about threats and disasters and what to do when an emergency occurs. Union County continues to work towards an active and robust community preparedness program. The County recognizes that personal preparedness and education is the best strategy for minimizing the effect of emergencies.

A

Acronyms and Glossary

Acronym	Definition
AOC	Agency Operations Center
BOC	Board of Commissioners
CHD	Center for Human Development
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Union County
DOGAMI	Oregon Department of Geology and Mineral Industries
EAS	Emergency Alert System
ECC	Oregon 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
FEMA	Federal Emergency Management Agency
Governor	Governor of Oregon
HAZMAT	Hazardous Materials
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
JIS	Joint Information System
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NRF	National Response Framework

ODA	Oregon Department of Agriculture
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
OR-OSHA	Oregon Occupational Safety and Health Division
ORS	Oregon Revised Statute
OSU	Oregon State University
PIO	Public Information Officer
SAR	Search and Rescue
Sheriff	Union County Sheriff
SOP	Standard Operating Procedures
SSF	State Support Function
SWAT	Strategic Weapons and Tactical Team
UC	Unified Command
U.S.	United States
USACE	Unites States Army Corps of Engineers
USDA	United States Department of Agriculture
UHF	Ultra High Frequency
VHF	Very High Frequency
WMD	Weapons of Mass Destruction

Glossary

Actual Event: A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health, or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

After Action Report: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

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).

Agency Representative: A person assigned by a primary, assisting, or cooperating state, local, or tribal government agency or private entity 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: Any incident caused by terrorism, natural disasters, or any Chemical, Biological, Radiological, Nuclear, or Explosive accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

Area Command (Unified Area Command): An organization established (1) to oversee the management of multiple incidents that are each being handled by an Incident Command System organization or (2) to oversee the management of large or multiple incidents to which several Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources to perform within a given operational period that are 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 also Supporting Agency.

Audit: Formal examination of an organization's or individual's accounts; a methodical examination and review.

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

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section and the division or group in the Operations Section and between the section and units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Chain of Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

Chief: The Incident Command System title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (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: In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

Communications Unit: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an Emergency Operations Center. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

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

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

Corrective Action: Improved procedures that are based on lessons learned from actual incidents or from training and exercises.

Corrective Action Plan: A process implemented after incidents or exercises to assess, investigate, and identify and implement appropriate solutions to prevent repeating problems encountered.

Critical Infrastructure: Systems and assets, whether physical or virtual, so vital to the United States that the incapacity or destruction of such systems and assets would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters (Department of Homeland Security, National Response Plan (December 2004), 64).

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or 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 can be assigned to the Incident Commander, General Staff, and Branch Directors.

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

Disciplines: A group of personnel with similar job roles and responsibilities. (e.g. law enforcement, firefighting, Hazardous Materials, Emergency Medical Services).

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located within the Incident Command System organization between the branch and resources in the Operations Section.

Emergency: Absent a Presidential declared emergency, any incident(s), human-caused or natural, 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: The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows states to assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

Emergency Management Board Designee: The Emergency Management Board Designee is the Chair of the Union County Policy Group when the EOC is activated. This position is empowered to assume executive control over all departments, divisions, and offices of Union County during a state of emergency. The Emergency Management Board Designee, with support from County legal staff and the Chief Administrative Officer, will make an Emergency Declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration.

Emergency Management Director: The Union County Emergency Management Director is responsible for the overall coordination and management of County resources during any type of event, while ensuring that support is provided to all Emergency Support Function coordinators and command staff throughout the duration of an incident.

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

Emergency Operations Plan: The "steady-state" plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

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

Emergency Response Provider: Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

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

Evaluation: The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

Event: A planned, non-emergency activity. The Incident Command System can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Exercise: Exercises are planned and coordinated activities allowing Homeland Security and emergency management personnel (from first responders to senior officials) to demonstrate training, exercise plans, and practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents.

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

Federal Preparedness Funding: Funding designated for developing and/or enhancing state, territorial, local, and tribal preparedness capabilities. This includes all funding streams that directly or indirectly support Homeland Security initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

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

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief.

Group: 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. Groups, when activated, are located between branches and resources in the Operations Section.

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

Homeland Security Exercise and Evaluation Program: A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at https://www.fema.gov/media-library/assets/documents/32326.

Improvement Plan: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

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

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

Incident Command Post: The field location at which the primary tactical-level, on-scene incident command functions are performed. The Incident Command Post may be collocated with the incident base or other incident facilities and is normally identified by a green rotating or flashing light.

Incident Command System: A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated

organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. The Incident Command System 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. The Incident Command System is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

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

Incident Management Team: The Incident Command System and appropriate Command and General Staff personnel assigned to an incident.

Incident Objectives: Statements of guidance and direction necessary for selecting 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.

Incident-Specific Hazards: Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, avian flu, etc.

Initial Action: The actions taken by those responders first to arrive at an incident site.

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The Intelligence Officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

Interagency: An organization or committee comprised of multiple agencies.

Interoperability & Compatibility: A principle of the National Incident Management System that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under the National Incident Management System are to be effective in domestic incident management. Interoperability and compatibility are achieved through the use of such tools as common communications and data standards, digital data formats, equipment standards, and design standards. (Department of Homeland Security, National Incident Management System (March 2004), 55.)

Inventory: An itemized list of current assets such as a catalog of the property or estate, or a list of goods on hand.

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

Joint Information System: Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the Joint Information System 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; advising the Incident Commander 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., city, county, tribal, State, or Federal boundary lines) or functional (e.g., law enforcement, public health).

Lessons Learned: Knowledge gained through operational experience (actual events or exercises) that improve performance of others in the same discipline. For additional information please visit

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.

Local Government: 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 organization, 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: Providing resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is "any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby."

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

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to

educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

Multi-Agency Coordination Entity: A multi-agency coordination entity functions within a broader multi-agency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multi-Agency Coordination Systems: Multi-agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multi-agency coordination systems include facilities, equipment, Emergency Operations Centers, specific multi-agency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the National Incident Management System.

Multi-Jurisdictional 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: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

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

National Disaster Medical System: A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. National Disaster Medical System provides resources for meeting the continuity of care and mental health services requirements of the ESF 8 in the Federal Response Plan.

National Incident Management System: A system mandated by Homeland Security Presidential Directive-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond

to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among state, local, and tribal capabilities, the National Incident Management System includes a core set of concepts, principles, and terminology. Homeland Security Presidential Directive-5 identifies these as the Incident Command System; multi-agency coordination systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Plan: A plan mandated by Homeland Security Presidential Directive-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

National Response Framework: A guide to how the United States conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

Non-Governmental Organization: An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of non-governmental include faith-based charity organizations and the American Red Cross.

No-Notice Events: An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property (i.e. terrorist attacks and threats, wildland and urban fires, floods, hazardous materials spills, nuclear accident, aircraft accident, earthquakes, hurricanes, tornadoes, public health and medical emergencies etc.)

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 not over 24 hours.

Operations Section: The section responsible for all tactical incident operations. In ICS, it normally includes subordinate branches, divisions, and/or groups.

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

Plain Language: Common terms and definitions that can be understood by individuals from all responder disciplines. The intent of plain language is to ensure the clear and accurate communication of information during an incident. For additional information, refer to http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf.

Planning: A method for developing objectives to be accomplished and incorporated into an Emergency Operations Plan.

Planning Meeting: A meeting held as needed prior to 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: 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.

Preparedness: The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and non-governmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the National Incident Management System, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Preparedness Organizations: The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

Preplanned Event: A preplanned event is a non-emergency activity. The Incident Command System can be used as the management system for events such as parades, concerts, or sporting events, etc.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention includes 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.

Private Sector: Organizations and entities that are not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

Processes: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

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

Public Information Systems: The processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.

Publications Management: The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of National Incident Management System materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

Reception Area: This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness,

distribution of Incident Action Plans, supplies and equipment, feeding, and bed down.

Recovery: The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, non-governmental, 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 by a state, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

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 EOC.

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

Resource Typing: Resource typing is the categorization of resources that are commonly exchanged through mutual aid during disasters. Resource typing definitions help define resource capabilities for ease of ordering and mobilization during a disaster. For additional information regarding resource typing, please visit http://www.fema.gov.

Resource Typing Standard: Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The Federal Emergency Management Agency/National Incident Management System Integration Center Resource typing definitions provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or disaster.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

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.

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Scalability: The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

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

Span of Control: The number of individuals a supervisor is responsible for, 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.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedures: A complete reference document that details the procedures for performing a single function or a number of independent functions.

Standardization: A principle of the National Incident Management System that provides a set of standardized organizational structures (such as the Incident Command System, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various area, including: training; resource management; personnel qualification and

certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System March 2004, 2.)

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).

Strategic: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategy: The general direction selected to accomplish incident objectives set by the IC.

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

Supporting Technologies: Any technology that may be used to support the National Incident Management System is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

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 Assistance: Support provided to state, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass

destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

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

Training: Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

Tribal: 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: A classification of resources in the ICS 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 Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

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

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

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

Volunteer: For purposes of the National Incident Management System, a volunteer is 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, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

B Sample Disaster Declaration Forms

SAMPLES

DECLARATION OF EMERGENCY

BEFORE THE BOARD OF COMMISSIONERS
FOR UNION COUNTY, OREGON

In the Matter of Declaring)
A State of Emergency within)
Union County)

RESOLUTION

This matter came before the Board of Commissioners at an emergency meeting on _____, involving an emergency situation created by_____
_____; and

WHEREAS,_____
_____
_____;and (Date/time of occurrence; cause of incident)

WHEREAS,_____
_____
_____
_____;and (Specify location of incident and effects)

WHEREAS,_____
_____
_____
_____;and (Specify location of incident and effects)

WHEREAS, the following conditions,_____exist in the impact area.

WHEREAS, the county EOC has been implemented and emergency service responders are_____
_____;and

BE IT RESOLVED that the Board of Commissioners, under the emergency powers granted by ORS 401.305, declares that a State of Emergency exists within Union County due to the fact that local resources have been exhausted. Further, Union County Emergency Services is hereby directed to take all necessary steps authorized by law to secure the persons and property of the citizens of Union County. State assistance is requested immediately and includes the following:

* _____
* _____
* _____

Dated at Salem, Oregon, this _____ day of _____

UNION COUNTY BOARD OF COMMISSIONERS

_____	_____	_____
Chairperson	Commissioner	Commissioner

BEFORE THE CITY COUNCIL

FOR THE COUNTY OF_____, OREGON

In the Matter of Requesting the Board of Commissioners of Union County and the Governor of the State of Oregon to Declare the City of _____An Emergency/Disaster Area.	))))))	RESOLUTION

WHEREAS,

(incident/date/time of occurrence)

has affected the County of _____,
specifically: _____
_____, and
(specify N, E, W, S boundaries of impacted area, entire city limits)

WHEREAS, this emergency/disaster was caused _____
_____; and
(describe cause of incident more specifically)

WHEREAS, the following conditions, _____
_____
_____
_____exist in the impacted area.

WHEREAS, there have been _____ fatalities and _____ injuries, and residents of the City of _____are at risk of _____ because of this emergency. Initial estimates of costs and losses total $ _____ as summarized on the attached Initial Damage Assessment report form. (This paragraph is optional depending upon needs and type of emergency.)

WHEREAS, the City Ordinance _____, serves as a basis for an emergency declaration and shall be an exercise of police power and emergency control in the public's interest.

WHEREAS, the City of _____has declared the area described in the first paragraph above, to be in a "State of Emergency" on the _____ day of _____ _____, _____ at _____ o'clock am/pm.

WHEREAS, the City of _____ has expended all its own resources and resources of its mutual aid/cooperative assistance agencies in response to the emergency and further response to the emergency is beyond the City of _____ 's capability.

IT IS HEREBY RESOLVED that:

1. A "State of Emergency" exists in the City of _____, and

2. All appropriate and available resources have been expended and further response is beyond the capability of the City of _____.

I respectfully request appropriate support from County, State, and/or Federal agencies, as provided in ROS 401.115, for the following forms of assistance. (State needs or support, not agencies: _____

_____

_____

BE IT FURTHER RESOLVED, that it is respectfully requested that the Board of Commissioners of Union County and the Governor of the State of Oregon declare a "State of Emergency" for the City of_____, as provided in ORS 401.055.

DATED THIS _____day of _____.
CITY OF _____, OREGON
By _____
Authorized Official

REVIEWED

By _____
City Attorney

(This request may be passed to the County via radio, telephone, or fax. Hard copies must be sent to Union County Emergency Services with a copy placed in the final incident package.)

C

Incident Command System Forms

Index of Incident Command System Forms*

ICS Form Number	Form Title	Prepared By
ICS 201	Incident Briefing	Initial Incident Commander
ICS 202	Incident Objectives	Planning Section Chief
ICS 203	Organization Assignment List	Resources Unit Leader
ICS204	Assignment List	Resources Unit Leader and Operations Section Chief
ICS 204a	Assignment List Attachments	Operations and Planning Sections Staff
ICS 205	Incident Radio Communications Plan	Communications Unit Leader
ICS 205a	Communications List	Communications Unit Leader
ICS 206	Medical Plan	Medical Unit Leader
ICS 207	Organizational Chart	Resources Unit Leader
ICS 208	Site Safety Plan	Safety Officer
ICS 209	Incident Status Summary	Situation Unit Leader
ICS 210	Status Change Card	On-scene Incident Dispatcher
ICS 211	Check-In List	Resource Unit/Check-in Recorder
ICS 213	General Message	Any message originator
ICS 213 RR	Resource Request Message	Any Resource Requestor
ICS 214	Unit Log	All Sections and Units
ICS 215	Operational Planning Worksheet	Operations Section Chief
ICS215a	Hazard/Risk Analysis Worksheet	Safety Officer
ICS 218	Support Vehicle/Vessel Inventory	Group/Vessel Support Unit Leaders
ICS 219	Resource Status Card	Resources Unit Leader
ICS 220	Air Operations Summary Worksheet	Operations Section Chief or Air Branch Director
ICS 221	Demobilization Checkout	Demobilization Unit Leader
ICS 230	Daily Meeting Schedule	Situation Unit Leader
ICS 232	Resources at Risk Summary	Environmental Unit Leader
ICS 233	Open Action Tracking	Situation Unit Leader
ICS 234	Work Analysis Matrix	Operations and Planning Section Chiefs

** Copies of these ICS forms are kept in the Union County Emergency Operations Center.*

D Emergency Operations Center Position Checklists

COMMAND

EMERGENCY OPERATIONS CENTER DIRECTOR/ INCIDENT COMMANDER

Welcome to the Emergency Operations Center. In this booklet you will find:

1. A checklist for your EOC position listed by type of disaster; including the common steps you should take for any disaster.

2. Action plans by type of disaster

These checklists are always going to be a ***DRAFT***. Every time you use them, you'll find something else to add. They are not comprehensive, and not every position will have a complete checklist for every type of disaster, but with your help, we are working on it!

EMERGENCY OPERATIONS CENTER DIRECTOR/INCIDENT COMMANDER

MISSION: Responsible for recommending activation of the EOC, for the overall management of the EOC, and the County's emergency management structure; approves all news releases, action plans, public information being disseminated, etc.; establishes contact with City EOCs, OEM, and adjacent counties; coordinates with the County Policy Group (Board of Commissioners) and keeps them apprised of the situation. Radio Designation - "EOC"

(Many of these tasks are to be delegated)

A. All Hazards - Immediate Actions

___ Upon notification that an emergency has occurred, recommend activation of the EOC.
___ Notify Emergency Services.
___ Un-forward phones
___ Notify affected agency representatives.

Review the appropriate "Action Plan" (attached) and determine your section's responsibilities, assigning as needed

___ (Notifications can be assigned to Plans/Intelligence; you just have to make sure they get done.)
___ Obtain pertinent information from emergency response personnel regarding the situation.
___ Establish contact with city EOCs, AOC's and OEM and report that the County's EOC has been activated.
___ Notify 911 center.

___ Conduct an initial briefing as soon as practical.
___ Determine which ICS positions need to be activated. Appoint appropriate individuals to those positions, until the pre-designated manager arrives and takes over responsibilities.
___ Post ICS org chart with names to identify staff.
___ Refer staff to their checklists.
___ Brief staff on message flow in the EOC.
___ Have the public information phone lines manned.
___ Direct the Operations Chief to coordinate all activities directed toward reducing immediate hazards, establishing control of response forces, and restoring normal County operations.
___ Direct the Planning Chief to gather, analyze, evaluate, display and disseminate damage assessment, technical and resource information to the EOC staff and to

document the incident by establishing the Documentation Unit, if not already accomplished.

___ Direct the Logistics Chief to develop support capability, including food, facilities, communications, ground support, communications, resource supply, medical support, and a base for receipt of resources.

___ Direct the Finance Administration Chief to develop the capability for coordinating mass care and shelter, coordinating volunteer acquisition and training, supporting families for County responders, providing legal services, establishing financial support including purchasing, timekeeping, tracking costs, and managing compensations and claims.

___ Request Board of Commissioners issue a formal Declaration of Emergency, if appropriate.

___ Notify other relevant organizations of EOC opening.

___ Establish briefing schedules, using posted EOC briefing agenda.

___ Ensure plans such as evacuations are **coordinated with** 9-1-1 center, etc.

___ Appoint "Acting" Incident Commander when absent from EOC.

___ Schedule an over flight if appropriate.

___ Ask the BOC to notify our Congressional Delegation if appropriate.

Intermediate Actions

___ Work with Section Chiefs (particularly Logistics) to develop a 24-hour staffing plan and ensure that the EOC has food, water, adequate sleeping facilities, trash removal services, medical care, etc.

___ Approve all news releases; establish parameters in which the PIO may develop information for release; and arrange for a spokesperson for all news conferences.

___ Set objectives and assign the Planning Chief to develop the Emergency Action Plan; approve the plan before dissemination to all EOC staff and if appropriate to field command posts.

___ Consider the need to proclaim a LOCAL EMERGENCY; have the County Attorney draft the proclamation.

___ Request liaisons from appropriate agencies/organizations to the County EOC to coordinate effort.

Extended Actions

___ Discuss recovery and re-entry needs with the Section Chiefs.

___ Document all actions and decisions in an activity log.

___ Ensure that the Finance/Administration Chief is beginning the process to request State and Federal reimbursement.

___ Direct the Planning Chief to develop a demobilization plan.

___ When appropriate, ensure that all County EOC staff participates in a Critical Incident Stress Debriefing session prior to leaving. Schedule a follow up Critical Incident Stress Debriefing(s) for all County staff, especially field and EOC responders.

___ Request all County EOC staff turn in their logs to the Planning Section on a routine basis.
___ Coordinate with the Command staff if there are expected visits from political officials to view the disaster site.
___ Direct staff to take actions to restore normal County operations as soon as practicable.
___ Other concerns:

B. <u>Flood Response</u> (Use in addition to the All Hazards Checklist)

___ Stage rescue crews.
___ Restrict traffic into high water/flooded areas.
___ Staff technical positions (river level projections, National Weather Service liaison) as soon as possible.
___ Stage sand bag crews

C. <u>Earthquake Response</u> (Use in addition to the All Hazards Checklist)

___
___
___ Check on Morgan Lake and Indian Lake Dams and notify the public of any problems. (The "Hazard Analysis" Annex of the EOP has estimated flood arrival time for the path created by a failure.)
___ Establish a family contact center to assist employees in determining the status of their families
___ Ensure Amateur Radio Emergency Services volunteers are being activated; phones will most likely be difficult to use due to system overloads.
___ Have the Building Inspector implement building inspections and warnings to stay out of buildings that appear to be damaged.
___ Initiate bridge and road inspections.
___ Have a Solid Waste Management staff develop a debris removal plan.
___ Review the problems and issues of earthquakes from the Hazard Response Annex

D. <u>Aircraft Disaster Response</u> (Use in addition to the All Hazards Checklist)

___ Notify Hospitals.
___ Notify the Union County Health Department.
___ Notify the Red Cross.
___ Have a Liaison establish contact with the airline carrier and the NTSB and FAA; determine type of aircraft, people on board, hazardous cargo, estimated amount of fuel on board, etc.
___ Start public information dissemination as soon as possible.
___ Notify OEM.
___ Establish scene security and access into the area.
___ Request airspace restrictions from the FAA authority if search/rescue aircraft are

being used.

___ Initiate cost tracking for later reimbursement.

___ Initiate critical incident debriefing for EOC staff, first responders, and any other interested parties.

E. **Windstorm Response** (Use in addition to the All Hazards Checklist.)

F. **Power Outage Response** (Use in addition to the All Hazards Checklist.)

G. **Dam Failure** (Use in addition to the All Hazards Checklist.)

___ Apply technology (GIS, etc.) to situation.

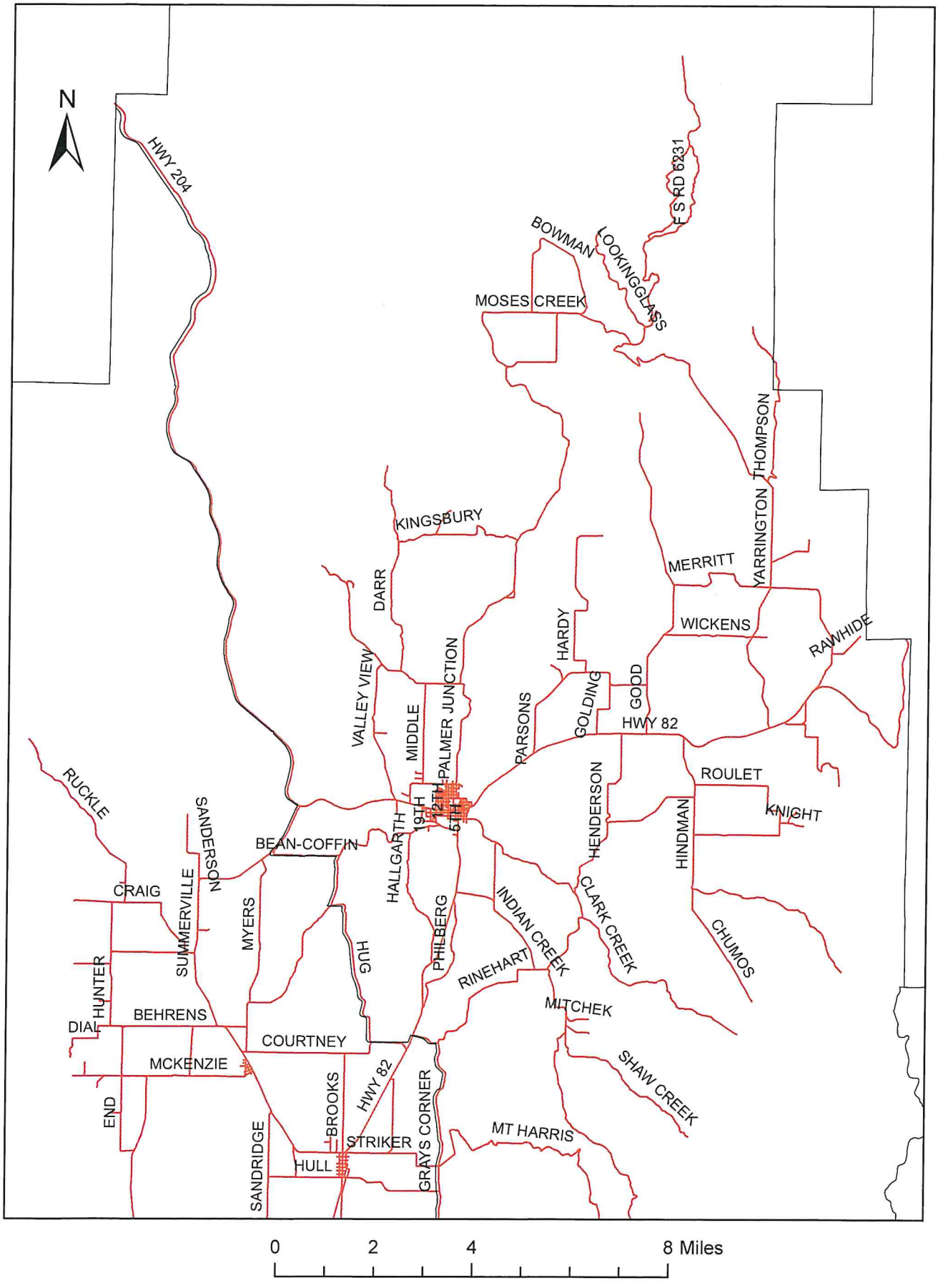
___ Send a disaster declaration to the State.

H. **Terrorism** (Use in addition to the All Hazards Checklist.)

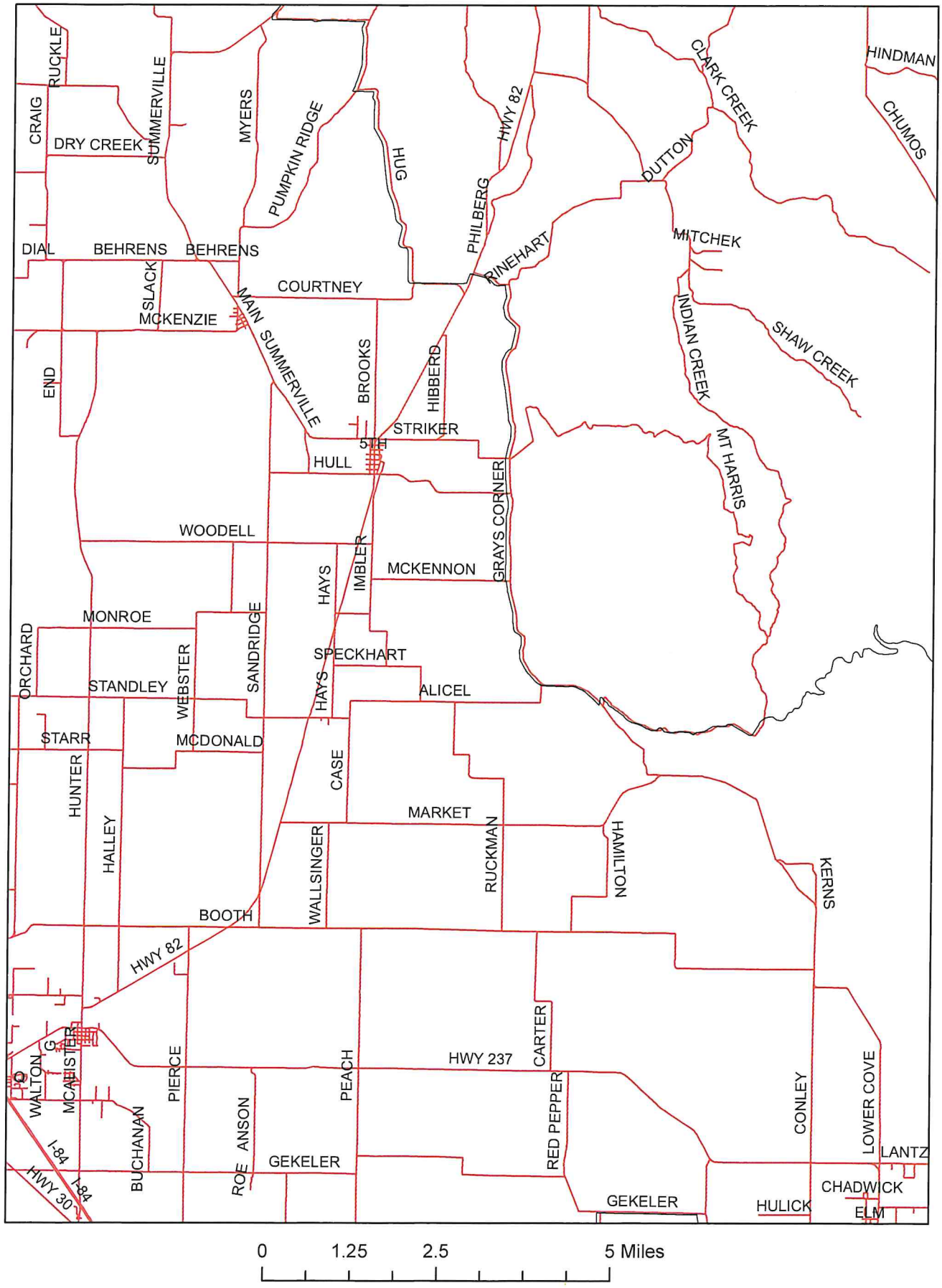
___ Provide security recommendations to the public, critical facilities, and businesses (using your PIO if desirable).

E Maps

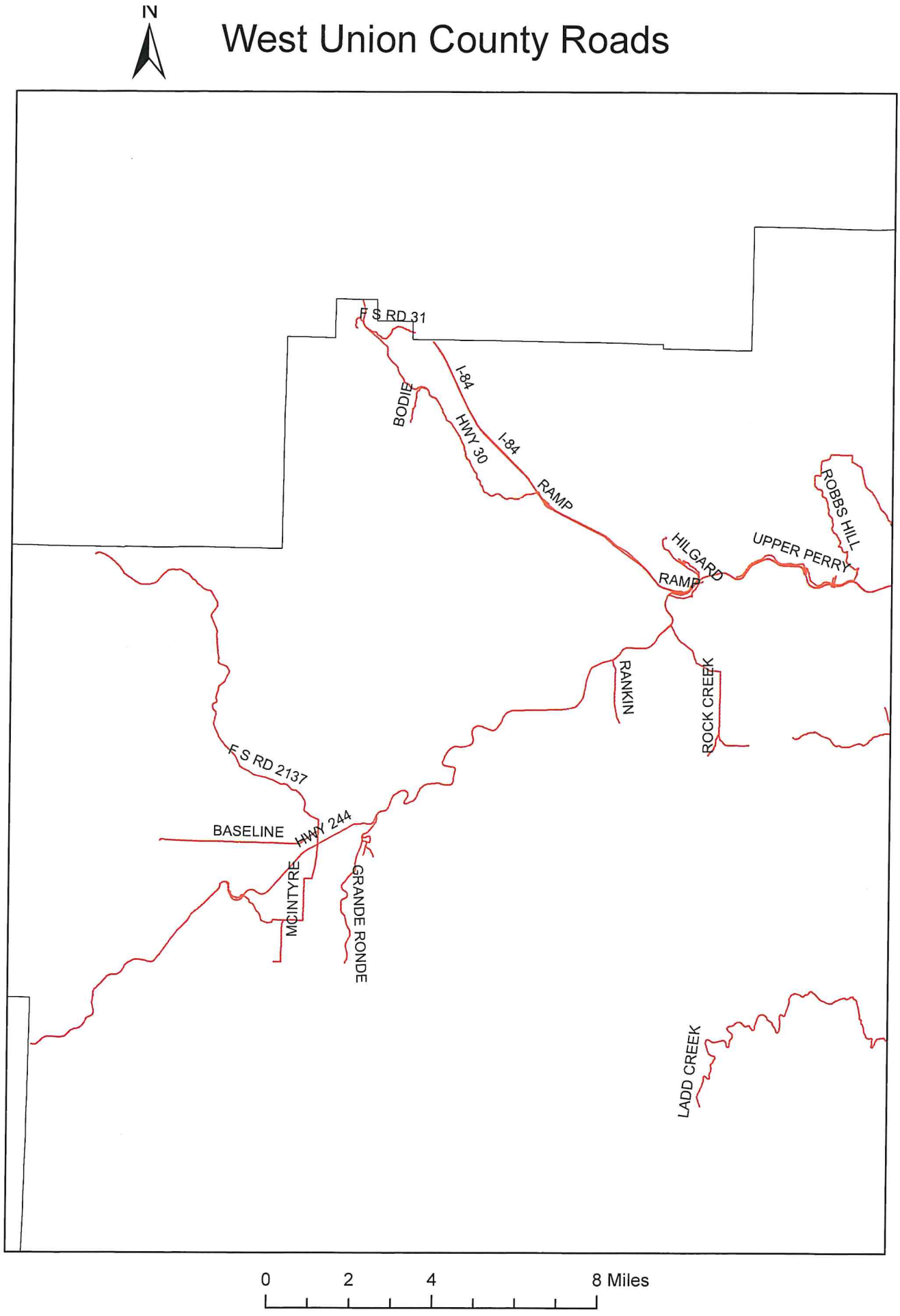
North Union County Roads



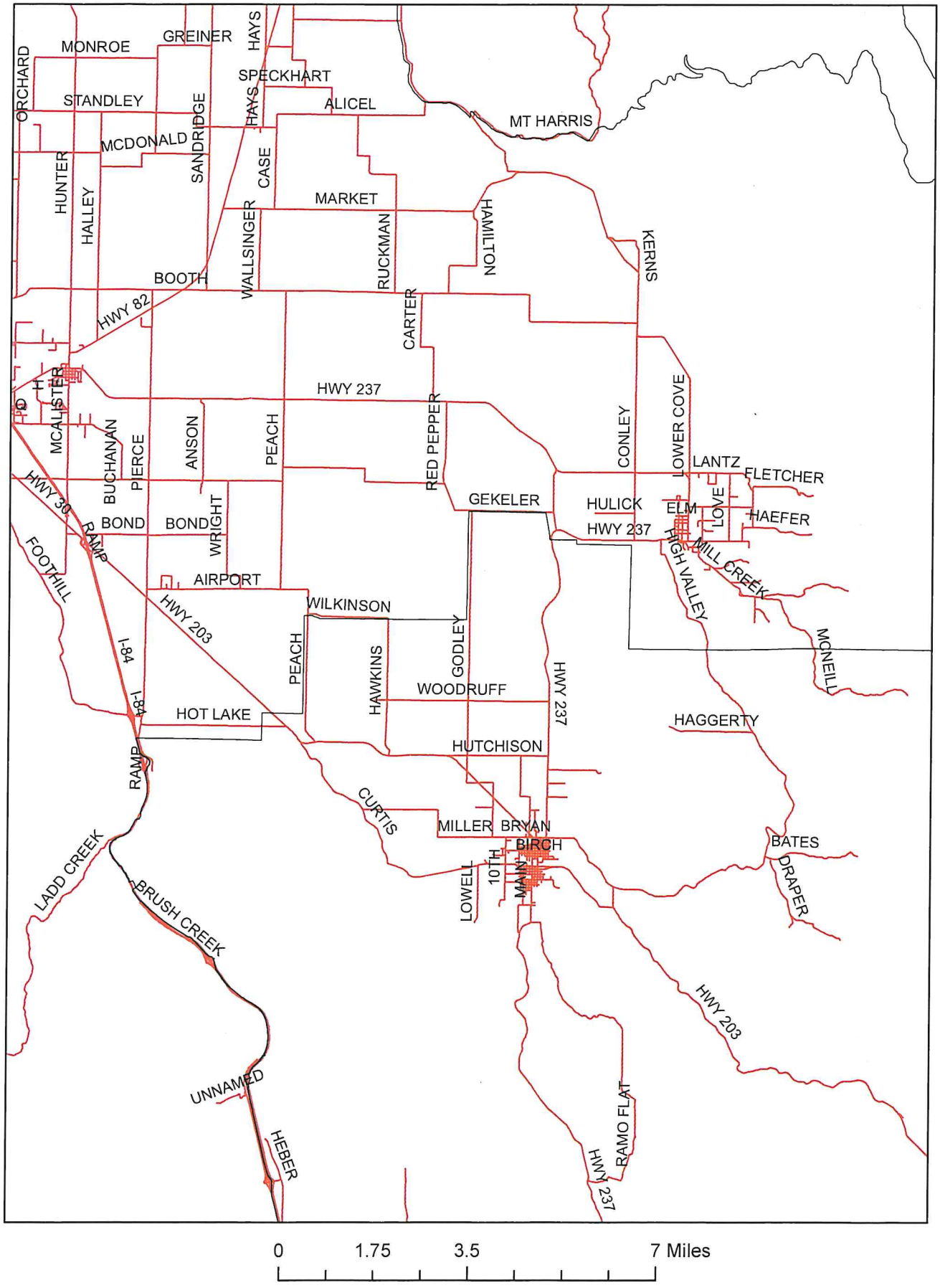
Central Union County Roads



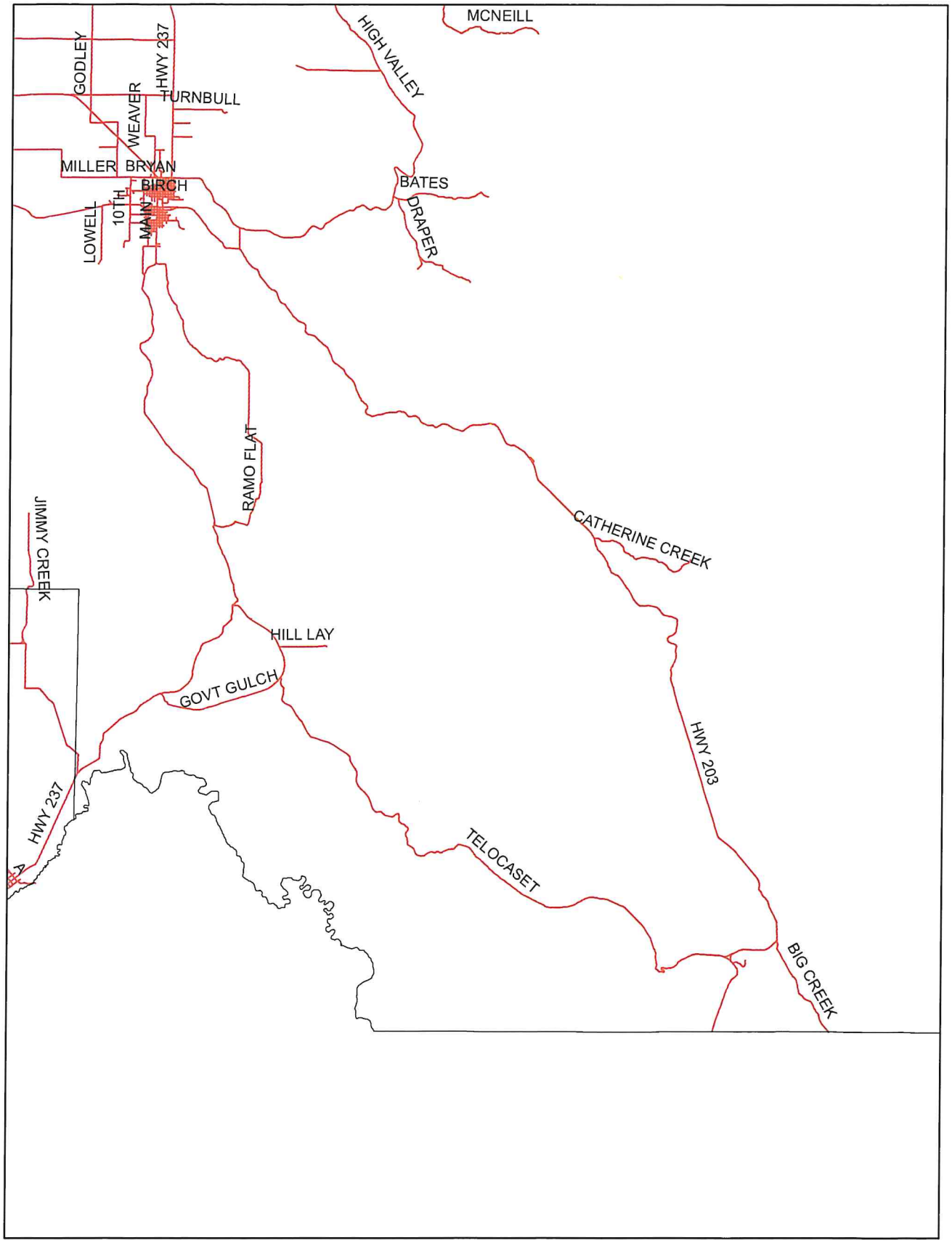
West Union County Roads



East Union County Roads



South East Union County Roads



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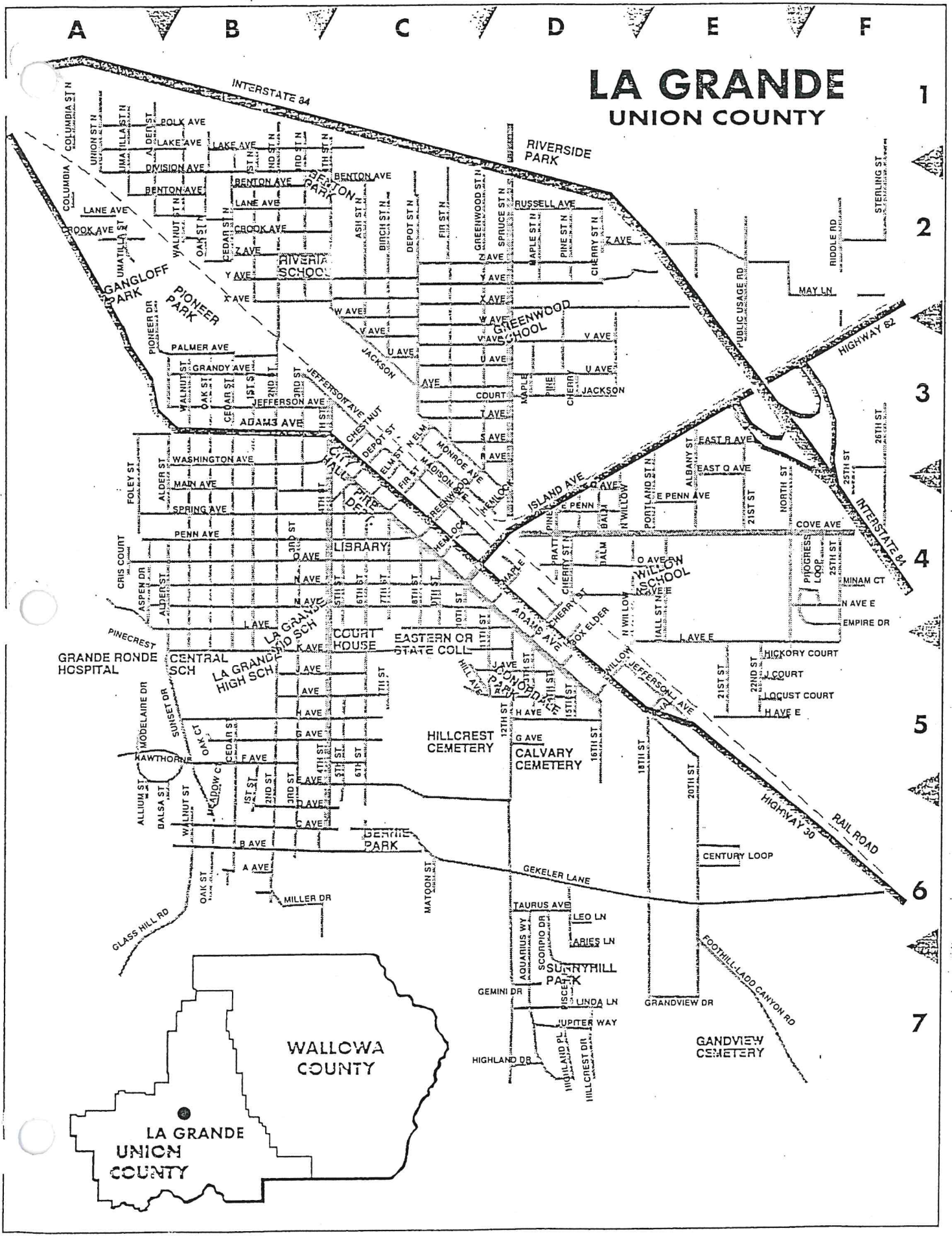
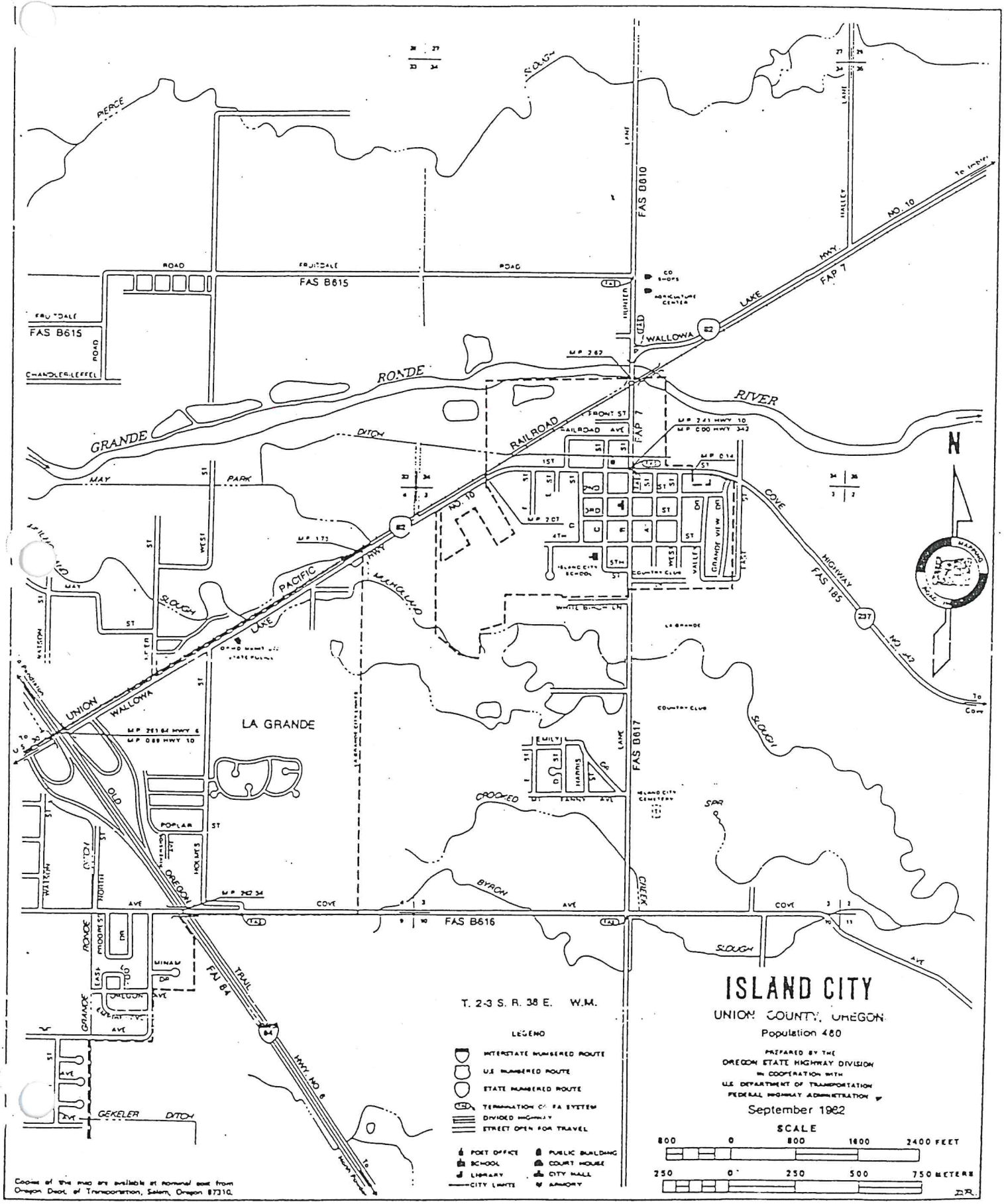
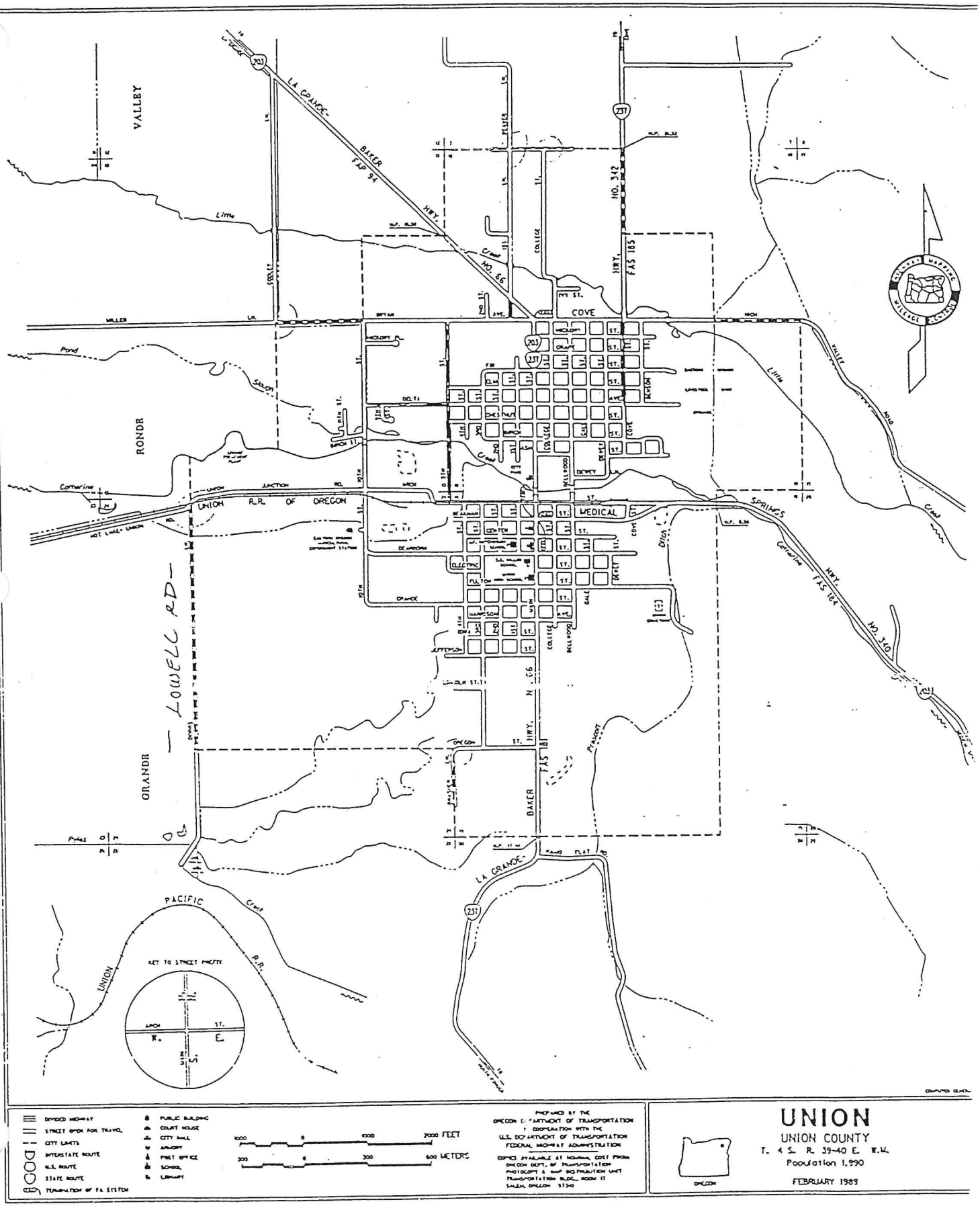



ISLAND CITY
UNION COUNTY, OREGON
Population 480
PREPARED BY THE
OREGON STATE HIGHWAY DIVISION
IN COOPERATION WITH
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
September 1982
SCALE
800 0 800 1600 2400 FEET
250 0 250 500 750 METERS
T. 2-3 S. R. 38 E. W.M.
LEGEND
INTERSTATE NUMBERED ROUTE
U.S. NUMBERED ROUTE
STATE NUMBERED ROUTE
TERMINATION OF FA SYSTEM
DIVIDED HIGHWAY
STREET OPEN FOR TRAVEL
POST OFFICE
SCHOOL
LIBRARY
CITY LIMITS
PUBLIC BUILDING
COURT HOUSE
CITY HALL
ARMORY
Copies of this map are available at nominal cost from Oregon Dept. of Transportation, Salem, Oregon 87310.
GRANDE RONDE RIVER
LA GRANDE
UNION PACIFIC
RAILROAD
WALLOWA LAKE HWY NO. 10
FAS B615
FAS B616
FAS B617
FAS B610
FAP 7
FAS 185
FAI 84
HWY. NO. 6
COVE HIGHWAY
GEKELER DITCH
CROOKED CREEK
BYRON
SLOUGH
PIERCE
MAY PARK
OLD OREGON TRAIL
N



VALLEY
RONDE
GRANDE
LA GRANDE-BAKER HWY.
FAP 94
NO. 66
NO. 342
FAS 185
COVE
MEDICAL
SPRINGS
HWY.
FAS 184
NO. 340
UNION R.R. OF OREGON
LOWELL RD
BAKER HWY. N. 66
FAS 181
LA GRANDE-
PACIFIC
UNION
R.R.
Little
Creek
Pond
Slough
Catherine
Pyles
Prescott
Ditch
KEY TO STREET PREFIX
DIVIDED HIGHWAY
STREET OPEN FOR TRAVEL
CITY LIMITS
INTERSTATE ROUTE
U.S. ROUTE
STATE ROUTE
TERMINATION OF FA SYSTEM
PUBLIC BUILDING
COURT HOUSE
CITY HALL
ARMORY
POST OFFICE
SCHOOL
LIBRARY
2000 FEET
600 METERS
PREPARED BY THE
OREGON DEPARTMENT OF TRANSPORTATION
IN COOPERATION WITH THE
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION
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TRANSPORTATION BLDG., ROOM 17
SALEM, OREGON 97310
OREGON
UNION
UNION COUNTY
T. 4 S. R. 39-40 E. W.M.
Population 1,990
FEBRUARY 1989

1984

NORTH POWDER

UNION COUNTY, OREGON

Population 430

T 6 S R 39 E W.M.

PREPARED BY THE
OREGON DEPARTMENT OF TRANSPORTATION
IN COOPERATION
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

Revised August, 1984

LEGEND

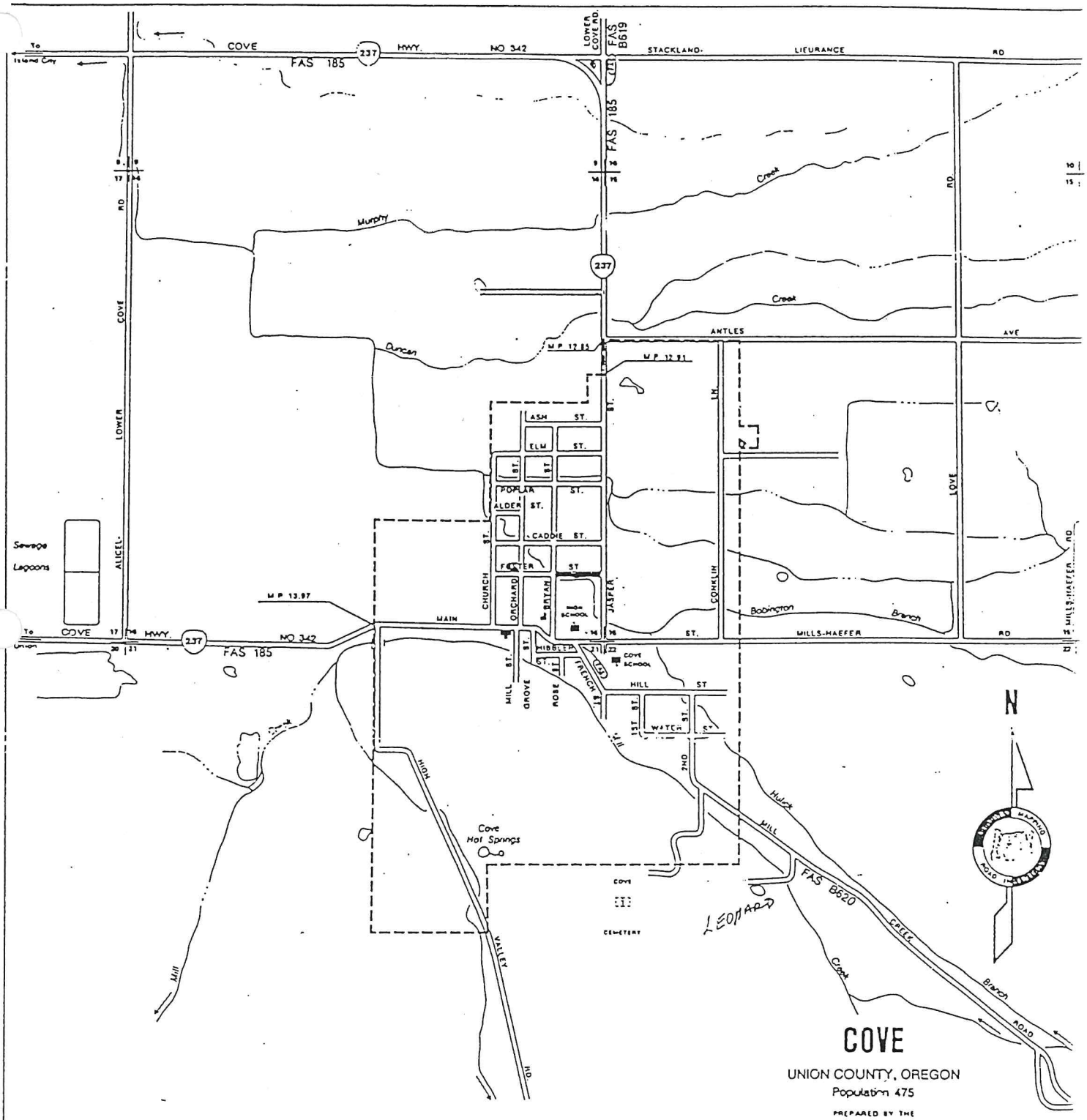
- INTERSTATE NUMBERED ROUTE
- U.S. NUMBERED ROUTE
- STATE NUMBERED ROUTE
- TERMINATION OF FA SYSTEM
- DIVIDED HIGHWAY
- STREET OPEN FOR TRAVEL
- POST OFFICE
- SCHOOL
- LIBRARY
- CITY LIMITS
- PUBLIC BUILDING
- COURT HOUSE
- CITY HALL
- ARMORY

SCALE

800 0 800 1600 2400 FEET

250 0 250 500 750 METERS

Copies of this map are available at nominal cost from Oregon Dept. of Transportation, Salem, Oregon 97310.



COVE

UNION COUNTY, OREGON

Population 475

PREPARED BY THE
OREGON STATE HIGHWAY DIVISION
IN COOPERATION WITH
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

September 1983

T. 3 S. R. 40 E. W.M.

LEGEND

- INTERSTATE NUMBERED ROUTE
- U.S. NUMBERED ROUTE
- STATE NUMBERED ROUTE
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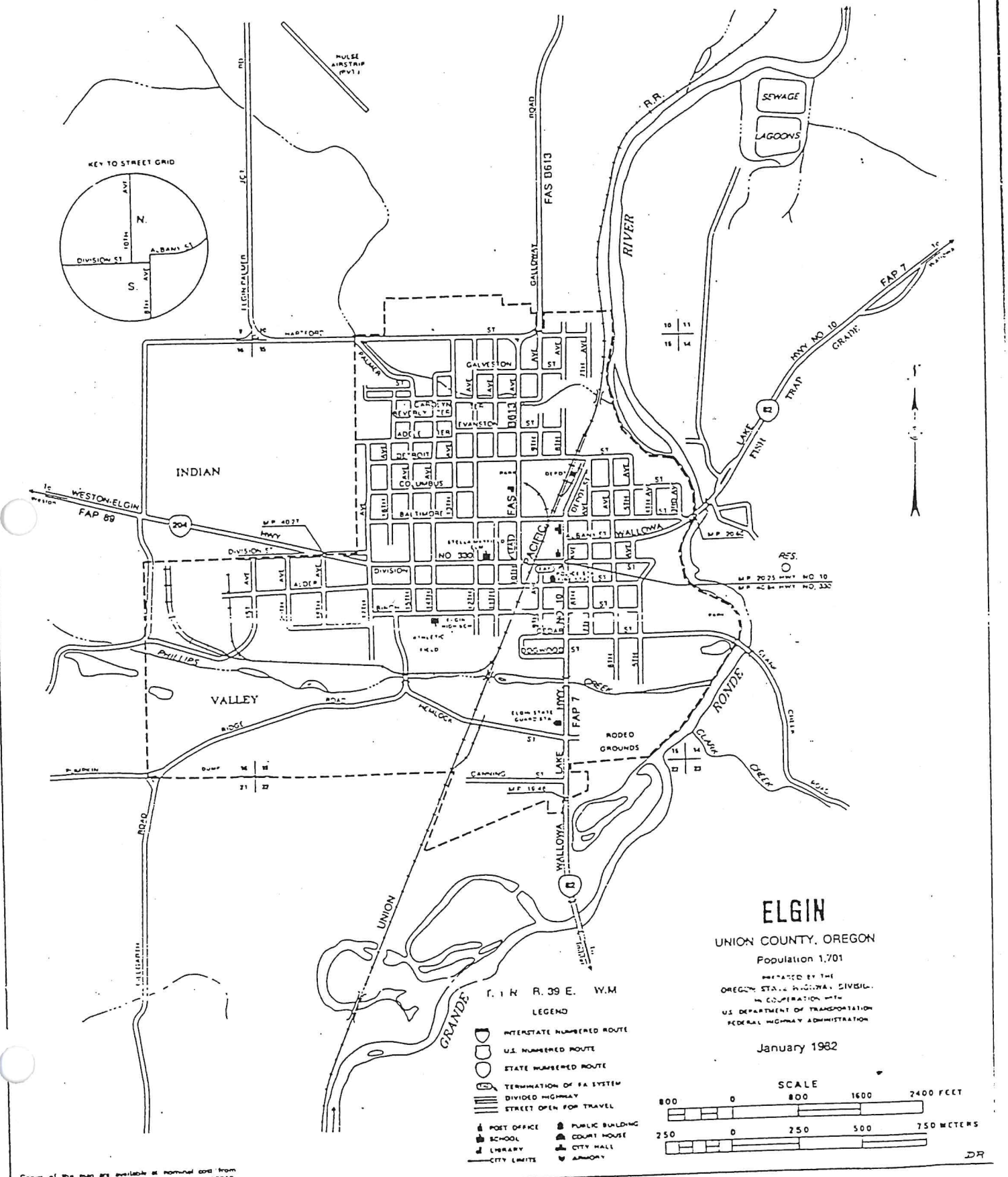


ELGIN

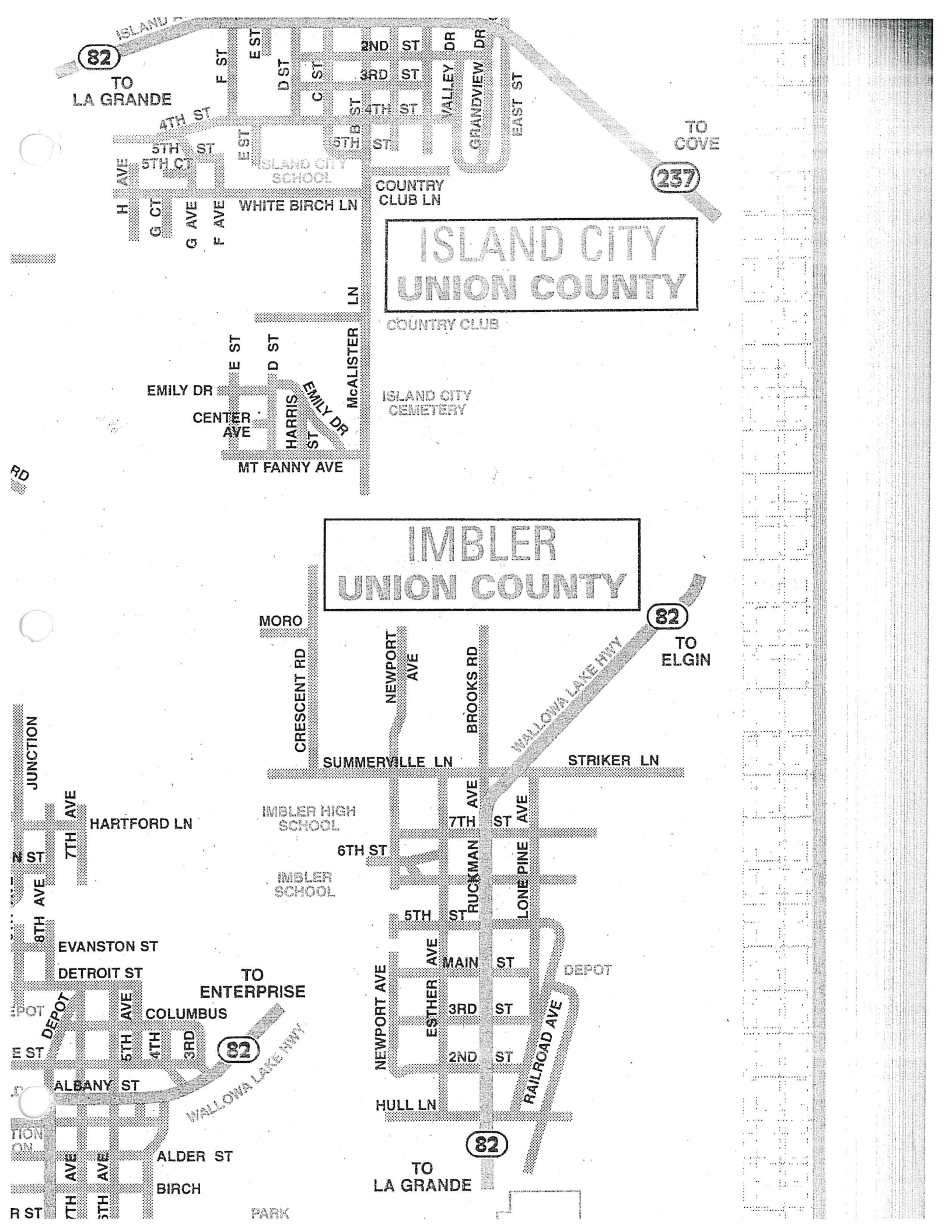
UNION COUNTY, OREGON

Population 1,701

PREPARED BY THE
OREGON STATE HIGHWAY DIVISION
IN COOPERATION WITH
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

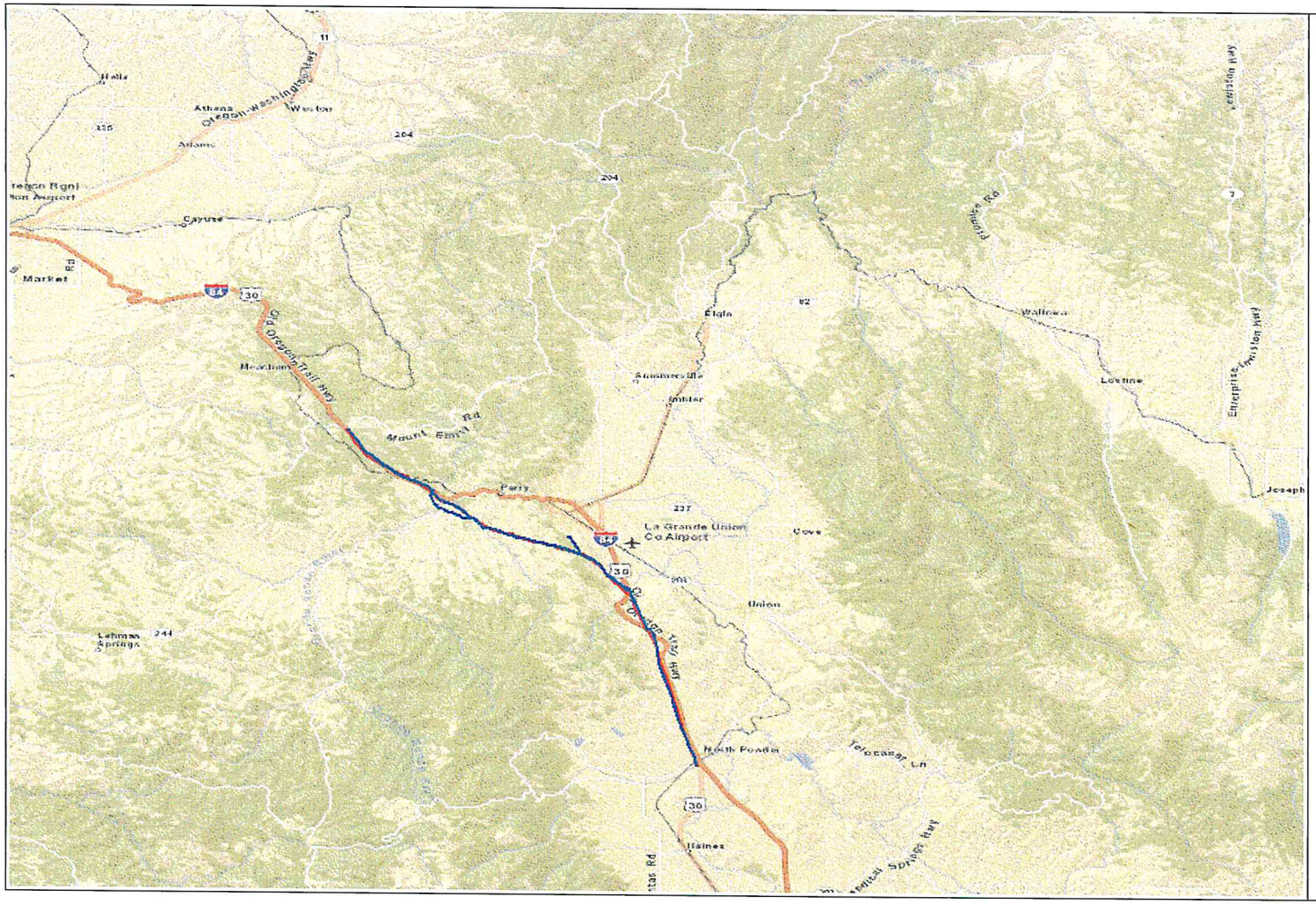
January 1982

Copies of this map are available at nominal cost from
Oregon Dept. of Transportation, Salem, Oregon 97310


ISLAND CITY
UNION COUNTY
IMBLER
UNION COUNTY
82
TO LA GRANDE
TO COVE
237
TO ELGIN
TO ENTERPRISE
TO LA GRANDE
F ST
E ST
D ST
C ST
B ST
2ND ST
3RD ST
4TH ST
5TH ST
VALLEY DR
GRANDVIEW DR
EAST ST
4TH ST
5TH ST
5TH CT
H AVE
G CT
G AVE
F AVE
ISLAND CITY SCHOOL
WHITE BIRCH LN
COUNTRY CLUB LN
COUNTRY CLUB
McALISTER LN
E ST
D ST
EMILY DR
CENTER AVE
HARRIS ST
EMILY DR
MT FANNY AVE
ISLAND CITY CEMETERY
MORO
CRESCENT RD
NEWPORT AVE
BROOKS RD
WALLOWA LAKE HWY
SUMMERVILLE LN
STRIKER LN
IMBLER HIGH SCHOOL
IMBLER SCHOOL
7TH AVE
6TH ST
7TH ST
RUCKMAN AVE
LONE PINE
5TH ST
MAIN ST
ESTHER AVE
3RD ST
2ND ST
HULL LN
NEWPORT AVE
DEPOT
RAILROAD AVE
JUNCTION
HARTFORD LN
7TH AVE
8TH AVE
EVANSTON ST
DETROIT ST
DEPOT
COLUMBUS
5TH AVE
4TH
3RD
E ST
ALBANY ST
WALLOWA LAKE HWY
ALDER ST
BIRCH
PARK

Pipeline and Hazardous Materials Safety Administration

NATIONAL PIPELINE MAPPING SYSTEM



Legend

- Gas Transmission Pipelines
- Hazardous Liquid Pipelines

0 5.0 Miles

Pipelines depicted on this map represent gas transmission and hazardous liquid lines only. Gas gathering and gas distribution systems are not represented.

This map should never be used as a substitute for contacting a one-call center prior to excavation activities. Please call 811 before any digging occurs.

Questions regarding this map or its contents can be directed to npms-nr@mbakercorp.com.

Projection: Geographic

Datum: NAD83

Map produced by the NPMS Public Viewer at www.npms.phmsa.dot.gov

Date Printed: Jun 17, 2015

811 Know what's below. Call before you dig.

F Agency/Organization-to-ESF Cross-Reference Matrix

F. Agency/Organization-to-ESF Cross-Reference Matrix

During a major emergency or disaster affecting Union County or a portion thereof, County and city emergency response agencies, special districts, and private organizations may be asked to support the larger response. The request for assistance would come from Union County Emergency Management. The following matrix outlines the ESFs each agency/organization may be requested to support.

Union County Emergency Support Functions																
Key: **P – Primary** S – Support	ESF-1 – Transportation	ESF-2 – Communications	ESF-3 - Public Works and Engineering	ESF-4 – Fire Fighting	ESF-5 – Emergency Management	ESF-6 – Mass Care, Housing, and Human Services	ESF-7 – Resource Support	ESF-8 – Public Health and Medical Services	ESF-9 – Search and Rescue	ESF-10 – Oil and Hazardous Materials	ESF-11 – Food and Agriculture	ESF-12 – Energy	ESF-13 – Public Safety and Security	ESF-14 – Long-Term Community Recovery and Mitigation	ESF-15 –External Affairs
Union County Agencies															
Administrative Officer					P		P	S						S	S
Assessor/Tax Collector														S	
Board of Commissioners			S		P		P	S			S	S	S	P	P
County Clerk														S	
Emergency Services	S	S	S	S	P	P	P	S	S	P	P	P	S	P	P
Planning					S									S	
Public Works	P		P		S		S	S	S	S		S	S	S	S
Sheriff's Office	S	S		S	S	S		S	P	S			P	S	S
Treasurer														S	
Fire Defense Board	S			P		S	S	S	S	P			S		
Medical Examiner								S	S	S					
City Agencies															
Mayor/City Council	S		S		S		S							S	S
City Administrator	S		S		S		S							S	S
PSAP/911		P		S	S			S	S					S	
Police Department	S	S		S	S	S	S	S	S	S			S	S	S
Public Works Department	P	S	S	S	S		S			S		S	S	S	S
Fire Department				P		S	S	S	S	P			S		S
Special Districts															
Rural Fire District		S	S	P		S	S	S	S				S		
Education Services District	S					S	S								S
State Agencies															

F. Agency/Organization-to-ESF Cross-Reference Matrix

Union County Emergency Support Functions																	
Key: **P – Primary** S – Support	ESF-1 – Transportation	ESF-2 – Communications	ESF-3 - Public Works and Engineering	ESF-4 – Fire Fighting	ESF-5 – Emergency Management	ESF-6 – Mass Care, Housing, and Human Services	ESF-7 – Resource Support	ESF-8 – Public Health and Medical Services	ESF-9 – Search and Rescue	ESF-10 – Oil and Hazardous Materials	ESF-11 – Food and Agriculture	ESF-12 – Energy	ESF-13 – Public Safety and Security	ESF-14 – Long-Term Community Recovery and Mitigation	ESF 15 –External Affairs
Oregon Department of Agriculture								S			S				
Oregon Dept of Energy			S							S		S			
Oregon Dept of Environmental Quality								S		S				S	
Oregon Dept of Forestry				S											S
Oregon Dept of Transportation	S	S	S							S			S		S
Oregon Emergency Management		S			S		S	S						S	S
Oregon Health and Human Services							S	S		S					S
Oregon State Fire Marshal				S				S		S				S	
Oregon State Police		S			S		S			S			S		S
Federal Agencies															
Emergency Alert System		S													
National Warning System		S													
National Weather Service		S													
U.S. Army Corps of Engineers			S				S								
U.S. Bureau of Land Management				S											
U.S. Dept of Transportation	S		S												
U.S. Environmental Protection										S					
U.S. Forest Service				S											
Private/Non-Profit Organizations															
American Red Cross						P	S	S	S	S			S	S	S
Blue Mt. Interagency Dispatch Ctr		S													
Cable Companies		S													S
Community Connections						S									
Hospitals								S							S
Amateur Radio Emergency Service		S				S		S	S	S			S	S	
OSU Union County Extension											P				
Oregon Trail Electric Cooperative										S		P			S
Radio Stations		S				S									S
Telephone Companies		S													
Center for Human Development, County Public Health Department	S					S		P	S	S	S		S		

G Mutual Aid Agreements

G. Mutual Aid Agreements

The following Mutual Aid Agreements are in place for Union County (UC) and its municipalities.

October 16, 2013
Oregon Public Works Emergency Response Cooperative Assistance Agreement
This agreement enables public works agencies to support each other during an emergency; provides the mechanism for immediate response to Union County when responding agencies can provide the needed resources and expertise; sets up the documentation needed to seek maximum reimbursement possible from federal agencies.

April, 2018
American Red Cross Memorandum of Understanding
To coordinate Union County and American Red Cross respective disaster relief activities to maximize services to assist individuals and families who have been impacted by disaster and providing other humanitarian services.

January 6, 1993
Baker and Union County Cooperative Assistance Agreement
Mutual Aid Agreement to provide assistance to neighboring county if needed in the event of an emergency.

June 3, 2016
Union County Mutual Aid Agreement
Mutual Aid agreement to provide assistance as needed to agencies located within Union County.

Oregon Resources Coordination Assistance Agreement (ORCAA)
Under the Oregon Resource Coordination Assistance Agreement (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.