

# Council Business Meeting

August 7, 2018

**Title:** Resolution No. 2018-26 Amending the City of Ashland Emergency Management Plan  
**From:** Michael D’Orazi Fire Chief  
michael.dorazi@ashland.or.us

## **Summary:**

The City of Ashland Emergency Management Plan is an all-hazard plan which describes how the City will organize and respond to emergencies and disasters in the community. It is based on, and compatible with, federal, state, and other applicable laws, regulations, plans, and policies, including the National Response Framework, State of Oregon Emergency Management Plan, and Jackson County Emergency Management Plan. The Plan is required to be updated and re-promulgated at least every five (5) years. Resolution No. 2018-26 would update the City of Ashland Emergency Management Plan (Plan) as required.

## **Actions, Options, or Potential Motions:**

1. Move to adopt Resolution No. 2018-26 amending the Plan.
2. Move to deny adoption of Resolution No. 2018-26 amending the Plan.

## **Staff Recommendation:**

Adopt Resolution No. 2018-26 amending the Plan.

## **Resource Requirements:**

There is no cost associated with adoption of the updated Plan.

## **Policies, Plans and Goals Supported:**

11. Prepare the community for natural and human-made disasters

## **Background and Additional Information:**

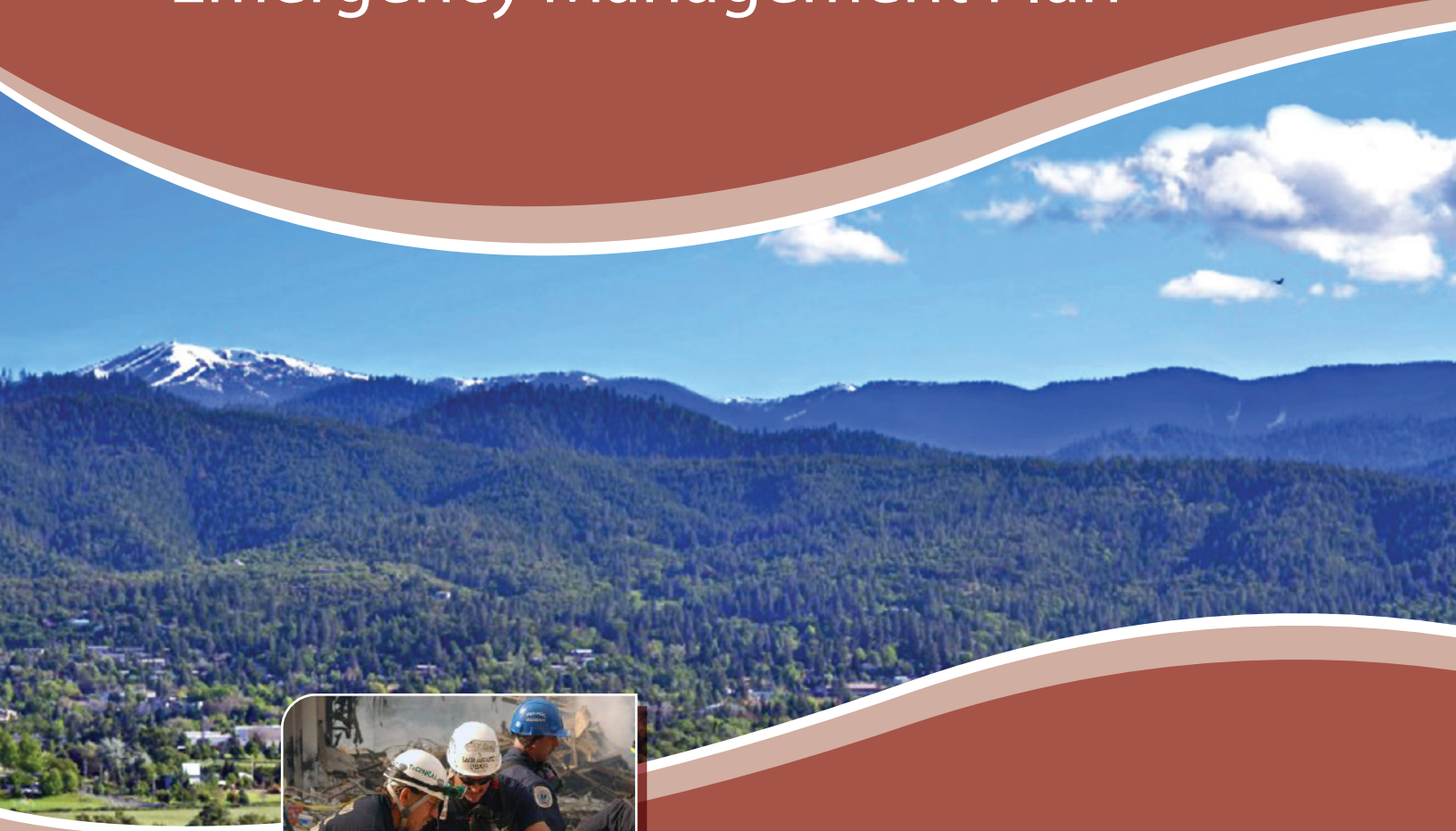
The City of Ashland Emergency Management Plan was originally adopted in June of 2012. The Plan establishes guidelines for the City’s actions during its response to, and short term recovery from, major emergencies and/or disasters. The Plan describes the roles and responsibilities of City departments and personnel when an emergency occurs. The Plan also establishes strategies and operating guidelines that support implementation of the National Incident Management System, including adherence to the Incident Command System.

The Plan is required to be updated and re-promulgated at least once every five (5) years. The City is currently one (1) year beyond this requirement. The adoption of Resolution No. 2018-26 and the subsequent letter of promulgation will satisfy this condition.

## **Attachment:**

1. City of Ashland Emergency Management Plan – July 2018 (Exhibit A)
2. Resolution No. 2018-26

# City of Ashland Emergency Management Plan



Prepared for:



City of Ashland  
455 Siskiyou Boulevard  
Ashland, Oregon 97520

Prepared by:



**ecology and environment, inc.**  
Global Environmental Specialists



**City of Ashland**  
**Jackson County, Oregon**  
**EMERGENCY MANAGEMENT PLAN**



**July 2018**

**Prepared for:**

City of Ashland  
455 Siskiyou Boulevard  
Ashland, Oregon 97520

**Prepared by:**





This document was prepared under a grant from the Office of Grants and Training, United States Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of the Office of Grants and Training or the United States Department of Homeland Security.

# Preface

This Emergency Management Plan is an all-hazards plan that describes how the City of Ashland 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, State of Oregon Emergency Management Plan, and Jackson County Emergency Operations Plan.

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

Consisting of a Basic Plan and annexes, this Emergency Management Plan is aligned with Federal, State, and County plans and provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City of Ashland will coordinate resources and activities with other Federal, State, local, community- and faith-based organizations, tribal, and private-sector partners.

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# Letter of Promulgation

To all Recipients:

Government at all levels has the responsibility to plan for and respond to emergencies resulting from hazards that are known to threaten the jurisdiction. In view of this fact, the City of Ashland (City) has established an Emergency Management Program to provide overall planning and coordination for emergencies. Emergencies may require the City government to operate in a manner different from normal, day-to-day routines, and may seriously over-extend City resources. This Emergency Management Plan provides specific guidance to City departments during emergencies. The plan will also serve as an indicator of City capability; if the City is unable to provide adequate coverage for a particular resource or potential hazard, alternate sources or contingency plans shall be developed within political and budgetary constraints.

The accomplishment of Emergency Management goals and objectives depends on the development and maintenance of competent program staff, adequate funding, and on familiarization of other City personnel with their emergency responsibilities and this plan. It is hereby directed that review of this plan and overall emergency responsibilities by all City Department Heads be accomplished bi-annually, or as indicated through plan activation or exercise. Thorough familiarity with this plan will result in the efficient and effective execution of emergency responsibilities and in better service to the citizens of Ashland.

Government entities complying with this plan shall not be liable for injury, death or loss of property except in cases of willful misconduct or gross negligence.

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

---

John Stromberg  
Mayor

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Kelly Madding  
City Administrator

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DATE



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# Plan Administration

The Fire Chief, as Emergency Manager, will coordinate review, revision, and re-promulgation of this plan bi-annually or whenever changes occur, such as lessons-learned from exercises or actual events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan may be made without formal City Council approval.

## Record of Plan Changes

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

Date	Change No.	Purpose of Update
2011	000	Original Release
2018	2018-001	Update and bring overall information and formatting in line with County and State recommendations.

**Plan Distribution List**

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their respective Emergency Management Plans when changes are received. The Fire Chief, acting as Emergency Manager, is ultimately responsible for dissemination of all plan updates.

Date	No. of Copies	Jurisdiction/Agency/Person
		Mayor
		City Administrator
		Assistant City Administrator
		Fire Chief
		Police Chief
		Public Works Director
		Chief Finance Officer
		Information Technology Manager
		Community Development Director
		Human Resources Manager
		City Recorder
		Parks Director
		City Attorney
		Assistant City Attorney
		Communications Manager
		Jackson County Emergency Management
		Oregon Emergency Management

\* Indicates that the jurisdiction, agency, or person should receive a hard copy as well as an electronic copy.

**Emergency Management Plan Review Assignments**

Unless otherwise stated, the following table identifies agencies responsible for reviewing specific plan sections and annexes. Changes will be forwarded to the Fire Chief, acting as Emergency Manager, for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged.

Section/Annex	Responsible Party
<b>Basic Plan</b>	Fire & Rescue – Emergency Manager
<b>Annexes</b>	
<b>Functional Annex 1</b> Emergency Services	Fire & Rescue Police Department
<b>Functional Annex 2</b> Human Services	Fire & Rescue – Emergency Manager Parks and Recreation Department
<b>Functional Annex 3</b> Infrastructure Services	Public Works Department
<b>Functional Annex 4</b> Recovery Strategy	Fire & Rescue – Emergency Manager
<b>Incident Annex</b>	Fire & Rescue – Emergency Manager

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# Basic Plan



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# 1

## Introduction

*This Chapter establishes the framework within which this Emergency Management Plan exists and how it fits into existing plans. Additionally, the section outlines Federal, State of Oregon (State), Jackson County (County), and City of Ashland (City) emergency management authorities pertaining to the community's roles and responsibilities.*

### 1.1 General

This Emergency Management Plan establishes guidance for the City's actions during response to, and short-term recovery from, major emergencies or disasters. It promulgates a framework within which the City will combine technical capabilities and resources, plus the sense, judgment, and expertise of its emergency response personnel, department directors, and other decision makers. Specifically, this Emergency Management Plan describes the roles and responsibilities of the City departments and personnel when an incident occurs, and it establishes a strategy and operating guidelines that support implementation of the National Incident Management System (NIMS), including adherence to the concepts and principles of the Incident Command System (ICS).

The City views emergency management planning as a continuous process that is linked closely with training and exercises to establish a comprehensive preparedness agenda and culture. This Emergency Management Plan will be maintained through a program of continuous improvement, including ongoing involvement of City departments and of agencies and individuals with responsibilities and interests in these plans.

#### 1.1.1 Whole Community Planning

Every person who lives or works in the City (including populations with access and functional needs) shares responsibility for minimizing the impact of disasters on the community. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the City will assist its residents in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services

during a disaster. However, a major emergency is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable residents, who are prepared to take care of themselves and their families, and to assist neighbors in the early phases of an emergency, can make a significant contribution to survival and community resiliency.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

The primary purpose of the Emergency Management Plan is to outline the City's all-hazards approach to emergency operations to protect the safety, health, and welfare of its residents and visitors throughout all emergency management mission areas. Through this Emergency Management Plan the City designates NIMS and the ICS as the frameworks within which all emergency management activities will be conducted.

### 1.2.2 Scope

The City Emergency Management Plan is intended to be invoked whenever the City must respond to an unforeseen incident or planned event, the size or complexity of which is beyond that normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact the City itself, neighboring cities, unincorporated areas of the County, or a combination thereof. Notwithstanding its reach, this plan is intended to guide only the City's emergency operations, complementing and supporting implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within and around the city but not supplanting or taking precedence over them.

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 is also welcome to review non-sensitive parts of this plan to better understand the processes by which the City manages the wide range of risks to which it is subject.

## 1.3 Plan Implementation

Once promulgated by the City Council, this Emergency Management Plan is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the City.
- Health emergencies in or affecting the City.
- Life-safety issues in or affecting the City.

An emergency declaration is not required in order to implement the Emergency Management Plan or activate the Emergency Operations Center (EOC). The

Emergency Manager may implement the Emergency Management Plan as deemed appropriate for the situation or at the request of an Incident Commander.

### 1.4 Plan Organization

Emergency Management Plan Basic Plan	
The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the City’s emergency management structure. It serves as the primary document outlining roles and responsibilities of City departments and partners during an incident.	
Functional Annexes (FAs)	Incident Annex (IA)
<p>The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City’s capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and resource request procedures for seeking additional support from County agencies.</p> <p>For the purposes of this Emergency Management Plan, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined into four FAs. The FAs, which supplement the information in the Basic Plan are:</p> <ul style="list-style-type: none"> <li>• FA 1 – Emergency Services</li> <li>• FA 2 – Human Services</li> <li>• FA 3 – Infrastructure Services</li> <li>• FA 4 – Recovery Strategy</li> </ul>	<p>While this Emergency Management Plan has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, the IA supplements the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the most current Hazard Identification and Vulnerability Assessment.</p> <p>Hazards covered in the IA include:</p> <ul style="list-style-type: none"> <li>• Major Fire</li> <li>• Earthquake</li> <li>• Severe Weather</li> <li>• Public Health</li> <li>• Volcano</li> <li>• Hazardous Materials</li> <li>• Transportation Accidents (including Air, Rail, and Road)</li> <li>• Utility Failure</li> <li>• Terrorism</li> </ul>

During a major emergency or disaster affecting the County or a portion thereof, City departments and special districts may be asked to support the larger response. Requests for such assistance would come from County Emergency Management.

If the County Emergency Operations Plan (EOP) is implemented during an incident or County-wide emergency declaration, the City will adopt command and control structures and procedures representative of the County’s response operations in accordance with the requirements of NIMS and ICS, as necessary.



## 1.5 Relationship to Other Plans

### 1.5.1 Federal Plans

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

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

### 1.5.2 State Plans

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

- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of State agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and Federal agencies after a catastrophic earthquake and tsunami.
  - **Cascadia Playbook.** A crosscutting emergency management tool for the State that supports various existing plans and efforts for the first 14 days of a catastrophic incident.

- **Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.
- **Emergency Alert System (EAS) Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State EAS. It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.
- **Emergency Management Plan.** The State Emergency Management Plan consists of four volumes:
  - ***Volume I: Oregon Natural Hazards Mitigation Plan.*** Identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards. In addition, the plan satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the Federal government.
  - ***Volume II: State of Oregon Preparedness Plan (in development).*** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster, including guidance and requirements for the State's training and exercise program.
  - ***Volume III: State of Oregon Emergency Operations Plan.*** Establishes the procedures by which the State coordinates response to an emergency, including processes for resource requests from local and tribal partners, established roles and responsibilities for State agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC). The plan identifies 18 ESF annexes, which serve as the mechanism for response support to local and tribal partners.
  - ***Volume IV: State of Oregon Recovery Plan.*** Establishes a State Recovery Organization and describes how the State will coordinate short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions that serve as the delivery mechanism for recovery support to local and tribal partners.
- **Fuel Action Plan.** Outlines emergency response procedures for petroleum issues affecting the state. The plan includes action steps the Oregon Department of Energy will take in the event of a small or large-scale fuel shortage or disruption.
- **Oregon Resilience Plan.** Summarizes the science of Cascadia subduction zone earthquakes and estimates their impacts; also provides detailed analysis of the current vulnerability of Oregon's buildings and business

community, and its transportation, energy, communication, and water/wastewater systems.

For more information, visit [https://www.oregon.gov/oem/emresources/Plans\\_Assessments/Pages/default.aspx](https://www.oregon.gov/oem/emresources/Plans_Assessments/Pages/default.aspx).

### 1.5.3 County Plans

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

- **Natural Hazards Mitigation Plan.** The Natural Hazards Mitigation Plan was developed in an effort to reduce future loss of life and damage to property resulting from natural hazards. It is impossible to predict exactly when natural hazard events will occur, or the extent to which they will affect community assets. 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 natural hazards.
- **Integrated Fire Plan.** The Integrated Fire Plan seeks to reduce the risk of wildfire to life, property, and natural resources in the County by coordinating public agencies, community organizations, private landowners, and the public to increase their awareness of and responsibility for fire issues. The Jackson County Integrated Fire Plan is the wildfire chapter of the County's Natural Hazards Mitigation Plan; however, it also meets the national definition of a Community Wildfire Protection Plan.
- **Emergency Operations Plan.** The County EOP details the who, when, and how local, State, and Federal agencies and partners will work together. The plan also contains annexes for each hazard likely to impact the County (identified in the Hazard Vulnerability Assessment), which contain more specific information about planned management activities, as well as more specific agency roles and responsibilities.
- **Departmental Plans.** County departments (such as Roads, the Airport, Health and Human Services, and many others) maintain and practice their own departmental plans to be sure that they are ready to respond to disasters.
- **Continuity of Operations Plan.** Continuity of Operations (COOP) planning helps ensure that County government can continue to deliver services to our citizens during disasters, or anytime that our normal way of doing business is disrupted. County Emergency Management coordinates continuity planning for the county, and works with individual departments to develop and maintain their plans.

For more information, visit <http://jacksoncountyor.org/emergency/County-Plans/Overview>.

### 1.5.4 City of Ashland Plans

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

- **Continuity of Operations Plan.** The City is currently developing a COOP plan. Once this plan has been developed and implemented, it may be used in conjunction with the Emergency Management Plan during various emergency situations. COOP plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of local government, private sector businesses, and community services, and delineate procedures to support their continuation.
- **Natural Hazard Mitigation Plan.** Mitigation Plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. The planning process is as important as the plan itself. It creates a framework for risk-based decision making to reduce damages to lives, property, and the economy from future disasters. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards. The City of Ashland participated in the development of a Hazard Mitigation Plan, which has been submitted to FEMA for approval.

*See Chapter 2 for a more detailed hazard analysis.*

## 1.6 Authorities

### 1.6.1 Legal Authorities

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

The City conducts all emergency management functions in a manner consistent with NIMS. Procedures supporting NIMS implementation and training for the City will be developed and formalized by the City.

As approved by the City Council, the City Administrator has been identified as being responsible for implementation of the City's emergency management program. The Fire Chief, given the collateral title of Emergency Manager, has

been delegated this authority and has the responsibility for the organization, administration, and operations of the Emergency Management Organization (EMO). The Emergency Manager may delegate any of these activities to designees as appropriate.

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

<b>Table 1-1 Legal Authorities</b>	
<b>Federal</b>	
–	Federal Emergency Management Agency (FEMA) Policy <ul style="list-style-type: none"> <li>○ Crisis Response and Disaster Resilience 2030 (January 2012)</li> <li>○ FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)</li> <li>○ FEMA Administrator’s Intent (2015-2019)</li> <li>○ FEMA Incident Management and Support Keystone (January 2011)</li> <li>○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)</li> <li>○ FEMA Strategic Plan 2011-2014</li> <li>○ National Disaster Housing Strategy (January 2009)</li> <li>○ National Disaster Recovery Framework (September 2011)</li> <li>○ National Incident Management System (December 2008)</li> <li>○ National Preparedness Goal (September 2011)</li> <li>○ National Response Framework (January 2008)</li> </ul>
–	Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness
–	Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)
–	Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
–	Presidential Policy Directive 8: National Preparedness (2008)
–	Public Law 107-296 The Homeland Security Act of 2002
–	Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
–	Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)

<b>Table 1-1 Legal Authorities</b>
<b>State of Oregon</b>
<ul style="list-style-type: none"> <li>– Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management</li> <li>– Oregon Revised Statutes (ORS) 279B.080 Emergency Procurements</li> <li>– ORS 294.481 Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency</li> <li>– ORS 401 Emergency Management and Services</li> <li>– ORS 402 Emergency Mutual Assistance Agreements</li> <li>– ORS 403 Public Safety Communications System</li> <li>– ORS 404 Search and Rescue</li> <li>– ORS 431 State and Local Administration and Enforcement of Health Laws</li> <li>– ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air</li> <li>– ORS 476 State Fire Marshal; Protection From Fire Generally</li> <li>– ORS 477 Fire Protection of Forests and Vegetation</li> <li>– State of Oregon Emergency Operations Plan</li> </ul>
<b>Jackson County</b>
<ul style="list-style-type: none"> <li>– Jackson County Code, Chapter 244, Organization for Emergency Management</li> </ul>
<b>City of Ashland</b>
<ul style="list-style-type: none"> <li>– City of Ashland Municipal Code, Chapter 2.62, Emergency Powers</li> </ul>

### 1.6.2 Mutual Aid and Intergovernmental Agreements

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

*See individual FAs for existing Mutual Aid Agreements.*

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

## 1.7 Emergency Powers

### 1.7.1 General

Authority to implement emergency powers is provided for in Chapter 2.62 of the City of Ashland Municipal Code. This document is provided in Appendix A.

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

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

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

### **1.7.2 City Disaster Declaration Process**

A declaration of emergency by the City of Ashland is the first step in accessing State and Federal disaster assistance. When an emergency or disaster arises, and it is determined that conditions have progressed or will progress beyond the work force, equipment, or other resource capacities of the City, a declaration of emergency should be considered.

- The Ashland City Council has the legal authority under Ashland Municipal Code 2.62.010 - 2.62.050, to declare that a Local Emergency exists.
- If a quorum of Councilors cannot be assembled, the City Administrator is delegated this authority.
- If the City Administrator is unable to act due to absence or incapacity, the Acting City Administrator, or the Incident Commander may exercise local Declaration authority.

A declaration shall:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within City boundaries.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.

- State the specific regulations or emergency measures imposed because of the declaration of emergency.

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

Should the EOC be activated at the time of the declaration, EOC Command and General Staff may have the following responsibilities in the declaration process:

- **EOC Incident Commander or Emergency Manager:** Present the package to the City Council.
- **Operations.** Identify necessary resources and outline special powers needed to respond to the emergency. Assist in initial damage assessment.
- **Planning.** Provide situation and resource summaries and initial and preliminary damage assessments.
- **Logistics.** Compile resource requests
- **Finance.** Assist in preliminary damage assessment and coordinate damage survey activities.

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

### 1.7.3 Jackson County Declaration Process

Under ORS 401.309, a local state of emergency may be declared by the officials listed in the County Emergency Management Ordinance. The effect of the declaration is to activate the recovery and rehabilitation aspects of the plan and to authorize the furnishing of aid and assistance. When the emergency exceeds local government capability to respond, assistance will be requested from neighboring jurisdictions in accordance with existing Mutual Aid Agreements and then through the State.

If the emergency area is within a city, the Chief Executive(s) of that city must process requests for assistance through the County Emergency Management Office. Requests for a State Declaration shall be made by the Executive Officer(s) of the county in which the emergency event is occurring. State assistance will be provided only after a “good faith” effort has been made, local resources are exhausted or nearing depletion, and Mutual Aid Agreements have been initiated. Local resources include those available under mutual aid or through the county.

The following documents may need to be forwarded to the EOC for action:



- A draft 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;
- Supporting documentation or findings as determined necessary by the Board of Commissioners; and
- A draft 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 should 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) 373-7833, and the Oregon Emergency Response System fax 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.

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.

#### **1.7.4 State Assistance**

The OEM Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. ORS 401.165(6) provides that the County will transmit declaration requests submitted by a City to OEM.

The Operations Officer evaluates resource requests based on the goals and priorities established by the Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

State resources are provided to the local emergency management organization or to the local Incident Commander as agreed by the entities concerned. The OEM Director makes final decisions in cases of conflicting interest, such as competing resource requests or priority questions.

### 1.7.5 Federal Assistance

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

In the event that the capabilities of the State are not sufficient to meet the requirements as determined by the Governor, Federal assistance may be requested. OEM coordinates all requests for Federal assistance through the State ECC. FEMA coordinates the Governor’s Presidential request for assistance in accordance with the National Response Framework (NRF).

## 1.8 Continuity of Government

### 1.8.1 Lines of Succession

Table 1-2 provides the policy and operational lines of succession during an emergency for the City.

<b>Table 1-2 City Lines of Succession</b>	
<b>Emergency Coordination</b>	<b>Emergency Policy and Governance</b>
Emergency Manager (Fire Chief)	Mayor and City Council
Police Chief	City Administrator
Incident Commander	Emergency Manager (Fire Chief)

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. Lines of succession for each department can be found in the City Administrator’s Office. All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The City Administrator will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within the City are responsible for developing and implementing COOP plans to ensure continued delivery of vital services during an emergency.

### 1.8.2 Preservation of Vital Records

Each City department must provide for the protection, accessibility, and recovery of the agency’s vital records, systems, and equipment. These are records, systems, and equipment that, if irretrievable, lost, or damaged, will materially impair the agency’s ability to conduct business or carry out essential functions. Each agency should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into account the cost of protecting or reconstructing records weighed against the necessity of the information to achieving the agency mission.

## 1.9 Administration and Logistics

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

Resource requests and emergency/disaster declarations must be submitted by the City Emergency Manager to Jackson County Emergency Management (through the Emergency Management Program Coordinator) according to provisions outlined under ORS Chapter 401.

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

#### 1.9.1.1 Emergency Conflagration Act

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

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

The City Fire Chief is responsible for:

- Contacting the Fire Defense Board Chief to request that the Emergency Conflagration Act be invoked.
- Participating in incident conference call.
- Providing local geographical information system capabilities or maps.
- Working with the Incident Management Team to locate a base camp.
- Maintaining communications with the Incident Management Team throughout the deployment to assist with emergency management and other local issues.

The Fire Defense Board Chief is responsible for:

- Notifying the OSFM via the Oregon Emergency Response System.
- Providing the following information to the OSFM Duty Officer or Chief Deputy:
  - Incident name
  - Contact information

- Type and location of incident
  - Situation description
  - Confirmation that local and mutual aid resources are depleted
  - Incident Commander information
  - Weather information
  - Resources requested
- Participating in incident conference call.

Requests for invoking the Emergency Conflagration Act should be made when a significant threat exists, e.g.:

- Life-threatening situations (firefighter or public safety)
  - Evacuations currently taking place
  - Advisory evacuations
  - Evacuation plans in place
  - Road, highway, or freeway closure
- Real property threatened
  - Number of structures, commercial, and/or residents
  - Number of subdivisions
  - Population affected
  - Historically significant cultural resources
  - Natural resources, such as crops, grazing, timber, or watersheds
  - Critical infrastructure, such as major power lines
- High damage potential
  - Long-term or short-term damage potential
  - Plausible impacts on community
  - Fuel type, indicating fire size and growth potential
  - Political situations
  - Severity, extreme behavior, and fuel conditions

*Source: 2013 Fire Service Mobilization Plan*

### **1.9.2 Financial Management**

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

- The City Council will meet in an emergency session to decide how to respond to the emergency funding needs.
- The City Council will declare a State of Emergency and request assistance through the County.

- If a quorum of councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Administrator (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.

Expenditure reports should be submitted to the Administrative Services Department and managed through the Chief Financial Officer to identify budgetary shortfalls. The Administrative Services Department will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted and will be used for filing FEMA Public Assistance reimbursement requests.

### 1.9.3 Legal Support and Liability Issues

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

The City Attorney's Office will address legal services, including:

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

### 1.9.4 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the City to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. City staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include, but is not limited to:

- Incident and damage assessment reports
- Incident command logs
- Cost recovery forms
- Incident critiques and AARs

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

## 1.10 Safety of Employees and Family

All 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 an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

During biological incidents or public health emergencies, such as influenza pandemics, maintaining a resilient workforce is essential to maintaining overall response activities required to protect the County and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while also providing 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 about emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the County EOP.

While all City agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-

sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible.

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

# 2

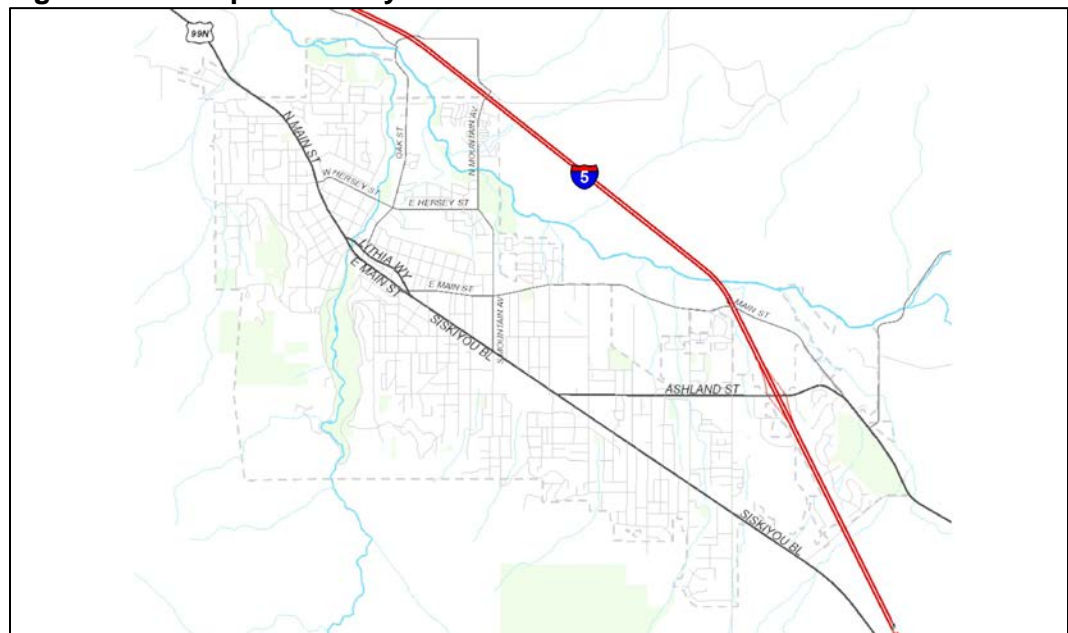
## Situation and Planning Assumptions

*This Chapter of the Emergency Management Plan builds on the scope of discussion in Chapter 1 by profiling the City's risk environment, identifying specific planning considerations, and describing the predicate assumptions underlying this plan. This Chapter ensures that, while taking an all-hazards approach to emergency management, the plan is tailored to the unique risks faced by the City.*

### 2.1 Situation

The City is exposed to many hazards, all of which have the potential to disrupt the community, causing damage, and creating casualties. Possible natural hazards include droughts, floods, wildfires, and winter storms. The threat of a war-related incident, such as a nuclear, biochemical, or conventional attack, is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

**Figure 2-1 Map of the City of Ashland**





2. Situation and Assumptions

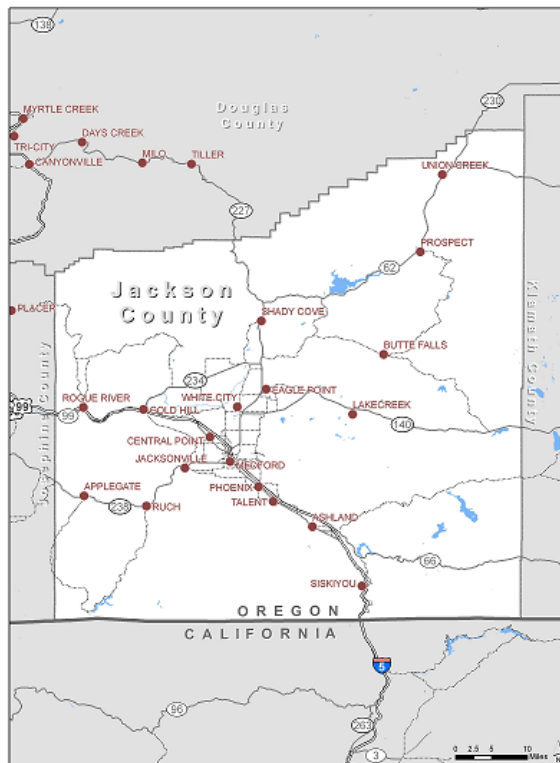
2.1.1 Community Profile

The City of Ashland, located 15 miles north of the California border, currently has a population of approximately 20,700, and a total land area of 5.948 square miles (3,806.72 acres). Highways 99 and 66, and Interstate 5, run through the City, as do major cargo and commuter rail lines. Attendant with these routes is the risk of transportation accidents and transportation-related hazardous materials releases. The City of Ashland has a municipal airport, and is in the flight path for a number of commercial and private flights between Portland and San Francisco International Airports that base into Medford Airport. The City receives its water from the 277 million cubic foot reservoir behind Hosler Dam in the Ashland Watershed. Hosler Dam impounds Ashland Creek, which runs at 20 cubic feet per second (cfs) normally in the winter and as low as 5 cfs in the summer months. Ashland also has several small streams in its immediate vicinity, which are subject to slow-rise flooding. Ground saturation associated with heavy rain may cause landslides in steeper areas of the City, and throughout the Ashland Creek Canyon area.

Major growth of tourism-related business in the area has occurred in the past, and is anticipated to continue in the future. With this growth comes the seasonal increase in the local population of approximately 3,500 to 5,000 on a daily basis.

The siting of homes within the wildfire hazard zone, and the historical practice of suppressing natural fire, has dramatically increased the wildfire-fuel load and propensity for catastrophic wildfire impacting residential neighborhoods.

Figure 2-2 Map of Jackson County



**2. Situation and Assumptions****2.1.2 Hazards and Threats**

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

*See the Natural Hazard Mitigation Plan for more information regarding natural hazards for the area.*

**2.1.2.1 Severe Weather**

Most common from October through April, snowstorms and windstorms can disrupt the City's utilities, telecommunications, and roadway systems. Damage from windstorms is typically related to the toppling of trees and limbs, and consequent downing of utility infrastructure. Significant storms have sustained winds of 40 miles per hour (mph) with gusts of 55 mph for more than two hours.

Particularly threatening are wintertime winds from the Cascades that funnel through the Rogue Valley at 50 mph. The region's outstanding historic windstorm, the 1962 "Columbus Day" storm, had winds gusting to 104 mph and was described by meteorologists as a cyclone.

Weather extremes with a history of occurrence in Ashland include windstorms, snow and ice storms, and periods of extreme heat and cold.

**2.1.2.2 Hazardous Materials Incident**

This hazard involves the release or spillage of hazardous chemicals or chemical wastes that pose a serious threat to life, property, and/or the environment. The release or spillage may also generate long-term contamination or toxicity problems. A hazardous materials incident is most commonly associated with a transportation accident (highway, rail, waterway, or pipeline), but may also arise from accidents at fixed facilities.

Hazardous materials are transported through the county in freight trucks using the Interstate 5 corridor, state highways, rail lines, and county roadways.

**2.1.2.3 Utility Failure**

Power failure is most often caused by severe weather that downs trees or their limbs onto power lines and poles. Traffic accidents involving utility poles are another common cause. In the past few years, wildland fires have threatened transmission lines.

This hazard includes the shortage or loss of power for periods in excess of 24 hours, and shortages of fuels, such as oil, gasoline, and diesel.

**2.1.2.4 Fire**

Level 2 urban fire occurrences are infrequent within the City of Ashland. Most are handled easily through automatic aid without activation of this plan. In addition,

**2. Situation and Assumptions**

the City faces the threat of wildland/urban interface fires from large areas of undeveloped property within and adjacent to the City limits.

**2.1.2.5 Flood**

The hazard generally evolves from a short duration, heavy rain event that may be compounded by heavily saturated or frozen soils and rapid melting of snow and/or ice. Flood impacts are generally concentrated along streams but may also be scattered in low-lying areas of the city. A flood event typically causes property damage and significant transportation and economic disruptions. It may also require short-term shelter and care support for citizens displaced from their homes.

Ashland has several small streams which are subject to slow-rise flooding. These include Ashland Creek, Bear Creek, and Neil Creek. In addition, the City has a large reservoir above the city in the Ashland watershed. Although this area is levied, it may be exposed to dam failure and flooding.

**2.1.2.6 Transportation Accident**

Transportation accidents may include major automobile or airplane crashes, or train derailments.

**2.1.2.7 Earthquake**

The Earth's crust is broken into massive pieces called tectonic plates that ride on semi-fluid rock below. Powerful forces generated within the Earth drive these plates. When these plates collide with, slip along, or plunge underneath each other, they produce earthquakes. Most earthquakes are minor in scale and many are too small to even feel. However, a number of quakes ranging in scale from moderate to great occur annually throughout the world and take a heavy toll on lives and property. The Pacific Northwest lies along what is known as the Ring of Fire—an area that experiences frequent earthquake and volcanic activity. Although Oregon's recorded history is relatively free of large magnitude earthquakes, its geologic history shows ample evidence of past periodic, large scale events.

This hazard includes earthquakes themselves, as well as associated hazards, such as landslides, building collapses, and rockfalls. Although Ashland has a history of small earthquakes, actual damage and response has been slight. Recent evaluation of the earthquake potential in the Rogue Valley indicates that earthquake potential has been underestimated, and that the area may experience a "great" earthquake (in excess of 9 on the Richter scale).

**2.1.2.8 Drought**

A water shortage may arise from a number of causes, but it would most likely derive from drought or a significant diversion/interruption of water supplies supporting Shady Cove. Drought involves a period of prolonged dryness resulting from a lack of precipitation. A severe drought could require that strict conservation measures (more than odd/even watering restrictions) be

**2. Situation and Assumptions**

implemented to assure an adequate supply of potable water for citizens. Long-term drought conditions typically have devastating consequences for agricultural and other businesses dependent on a good supply of water, and place large areas surrounding the City at higher risk for devastating wildland/urban interface fires.

The city has extended hot and dry weather conditions during the summer and early fall months. Sequential years of below normal rainfall result in severe drought conditions.

Extreme and prolonged drought may threaten drinking water and fire suppression supplies, as well as water-dependent agriculture and industry.

**2.1.2.9 Volcano**

Cascadia Subduction Zone movement, the movement of continental plates against each other, generates volcanic activity in the Pacific Northwest. The northern reaches of the Cascade Range have been much more active than those in southern Oregon. Mount McLaughlin is considered dormant and may never have erupted. This hazard includes the ash fall that might result from an eruption of Mt. Shasta.

**2.1.2.10 Civil Disturbance/Terrorism**

This hazard includes riots, protest, strikes, school or workplace violence, demonstrations, and acts of terrorism that can result in the taking of hostage, injuries, and/or deaths, damage to property, sabotage, and extortion. In the case of terrorist incidents, the use of chemical, biological, or nuclear weapons as well as conventional explosives is possible.

**2.1.2.11 Public Health Incident**

A public health incident could include influenza, Avian flu, or a pandemic of any kind, as well as biological agent release (as an act of terrorism). The effects of a major outbreak outside the City or region could have a serious impact on the community. Ashland depends on daily commerce from outside the region and could be adversely affected without that connection.

**2.1.3 Capability Assessment**

The availability of the City's physical and staff resources may limit the City's capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited even more so during periods when essential staff is on leave, or unavailable for other reasons.

The City has not defined its core capabilities in accordance with the National Preparedness Goal or undertaken a formal capabilities assessment to date. Should an assessment be conducted in the future, it will help emergency responders evaluate, coordinate, and enhance the cohesiveness of their emergency response plans. A community capability assessment is a low-impact, systematic approach to evaluate the City's emergency plan and capability to respond to hazards.

2. Situation and Assumptions

Figure 2-3 Core Capabilities List

PREVENTION	PROTECTION	MITIGATION	RESPONSE	RECOVERY
Planning				
Public Information and Warning				
Operational Coordination				
Intelligence and Information Sharing		Community Resilience	Infrastructure Systems	
Interdiction and Disruption		Long-Term Vulnerability Reduction	Critical Transportation	Economic Recovery
Screening, Search and Detection		Risk and Disaster Resilience Assessment	Environmental Response/Health and Safety	Health and Social Services
Forensics and Attribution	Access Control and Identity Verification	Threats and Hazard Identification	Fatality Management Services	Housing
	Cybersecurity		Fire Management and Suppression	Infrastructure Systems
	Physical Protective Measures		Mass Care Services	Natural and Cultural Resources
	Risk Management for Protection Programs and Activities		Mass Search and Rescue Operations	
	Supply Chain Integrity and Security		On-Scene Security and Protection	
			Operational Communications	
			Public Health, Healthcare, and Emergency Medical Services	
			Situational Assessment	

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, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion’s severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

2. Situation and Assumptions

<b>Table 2-1 City of Ashland Hazard Analysis Matrix</b>					
<b>Hazard</b>	<b>Rating Criteria with Weight Factors</b>				<b>Total Score</b>
	<b>History <sup>1</sup> (WF=2)</b>	<b>Vulnerability <sup>2</sup> (WF=5)</b>	<b>Maximum Threat <sup>3</sup> (WF=10)</b>	<b>Probability <sup>4</sup> (WF=7)</b>	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Wildfire	20	50	100	70	<b>240</b>
Earthquake (Cascadia)	2	50	100	70	<b>222</b>
Landslide	10	50	100	56	<b>216</b>
Emerging Infectious Disease	12	50	100	49	<b>211</b>
Drought	20	50	60	63	<b>193</b>
Windstorm	20	30	70	70	<b>190</b>
Flood - Riverine	20	30	60	70	<b>180</b>
Winter Storm	20	30	60	70	<b>180</b>
Earthquake (Crustal)	2	25	70	21	<b>118</b>
Volcano	2	5	50	7	<b>64</b>
<b>Notes:</b>					
<ol style="list-style-type: none"> <li>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.</li> <li>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.</li> <li>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.</li> <li>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.</li> </ol>					

### 2.1.5 Protection of Critical Infrastructure and Key Resources

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

**2. Situation and Assumptions**

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

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

**2.2 Assumptions and Limitations**

The Emergency Management Plan is based on the following assumptions and limitations:

- The City will continue to be exposed to the hazards noted above, as well as others, that may develop in the future.
- Outside assistance will be available in most emergency situations affecting the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- The availability of the City's physical and staff resources may limit the City's capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited during periods when essential staff is on vacation, sick, or under furlough due to budgetary constraints.
- 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 the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

# 3

## Roles and Responsibilities

*Agencies within the community have varying day-to-day operations and will continue to do so during emergency operations. This Chapter assigns responsibilities specific to a disaster or emergency situation to specific departments and agencies.*

### 3.1 General

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

The Jackson County Emergency Management Program Coordinator is responsible for emergency management planning and operations for the area of the county lying outside the corporate limits of the incorporated municipalities of the County. The Mayor or other designated official (pursuant to city charter or ordinance) of each incorporated municipality is responsible for emergency management planning and operations for that jurisdiction. (These responsibilities may be shared with County Emergency Management under agreement.)

Most City departments have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below, as well as in individual annexes.

### 3.2 Emergency Management Organization

The City of Ashland has established an EMO consistent with its authority under ORS 401.305 to 401.335 and Ashland Municipal Code, 2.62.010-2.62.050. Organized under the auspices of the City Council, and under the supervision of the City Administrator, the Emergency Management Staff includes the following personnel:



**3. Roles and Responsibilities**

- Mayor
- City Administrator
- City Attorney
- Fire Chief
- Police Chief
- Public Works Director
- Finance Director
- Director of Parks and Recreation
- City Councilors
- Human Resources Director
- City Recorder
- Director of Community Development
- Director of Municipal Electric Utility
- IT Director

During an emergency, the members of the EMO will assume positions within the framework of the ICS Command and General Staff, and perform the assigned duties outlined in the Emergency Operations Guide.

The EMO for the City is divided into two general groups—the Executive Group and Emergency Response Agencies—and organized by function.

**3.2.1 Executive Group**

The Executive Group is referred to in this plan as a single body, but it may include representation from each City department during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with certain legal responsibilities. Key general responsibilities for local elected and appointed officials include:

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

**3. Roles and Responsibilities****3.2.1.1 Mayor and City Council**

The role of the Mayor and City Council in emergencies is primarily that of liaison with the public and with the elected officials of other affected or assisting jurisdictions.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance.
- Adopting an Emergency Management Plan and other emergency management related resolutions.
- Declaring a State of Emergency and providing support to the Incident Commander in requesting assistance through the County.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.
- Ensuring adequate program staffing and funding.
- Participating in review of this Emergency Management Plan.

**3.2.1.2 City Administrator**

The City Administrator, or designee, has the ultimate authority and responsibility for the direction and control of City resources during an emergency. On a day-to-day basis, this authority is delegated to the City Department heads, who have the power to establish control of an emergency incident through ICS. The City Administrator, or designee, may reassume the duties of overall Incident Command, if in his or her judgment emergency response will be enhanced by this action. Operational control and incident tactics shall remain with the lead agency.

The City Administrator is responsible for:

- Providing policy level emergency management.
- Ensuring adequate program staffing and funding.
- Maintaining departmental notification/call rosters.
- Establishing internal lines of succession.
- Functioning as a member of the emergency management staff.
- Ensuring staff is trained to assume emergency responsibilities.
- Providing overall incident management and incident strategy during activation (assumption of command is at the discretion of the City Administrator).
- Providing public information.
- Declaring local state of emergency and request Governor's declarations of emergency and disaster through Jackson County as necessary.
- Safeguarding essential records.
- Establishing and maintaining liaison with Mayor and Council.
- Overseeing emergency response and ICS as outlined in this Emergency Management Plan.

**3. Roles and Responsibilities****3.2.1.3 Fire and Police Chiefs**

- Oversee and provide direction to Emergency Management Program.
- Ensure compliance with State and Federal regulations.
- Review the Emergency Management Plan according to established review schedule.
- Ensure necessary revisions of the Emergency Management Plan.
- Coordinate City Emergency Management activities.
- Review and revise Emergency Management Plan according to established review schedule. Develop new annexes as necessary.
- Conduct exercises to test plan and response capability.
- Solicit and incorporate Department input into the planning process and the Emergency Management Plan through the emergency management staff.
- Facilitate training in emergency management for City staff.
- Represent the City in all emergency management activities.
- Provide liaison with other Emergency Management Offices, and with volunteer organizations tasked with emergency responsibilities.

**3.2.1.4 Emergency Manager (Fire Chief)**

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

- Serving as staff advisor to the City Council and City Administrator for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.
- Preparing and maintaining a resource inventory.
- Ensuring the operational capability of the City EOC.
- Activating the City EOC.
- Keeping the governing body apprised of the City's preparedness status and anticipated needs.
- Serving as day-to-day liaison between the City and County Emergency Management.
- Maintaining liaison with organized emergency volunteer groups and private agencies.

**3. Roles and Responsibilities****3.2.1.5 Joint Staff Group**

Assesses the incident and provides assistance to the EOC Director in the development of an appropriate emergency response strategy.

Assigned City Officials:

- Primary Responsibility – Fire Chief
- Police Chief
- Public Works Director

Responsibility:

- Supplies procedural guidance and advice to the Director throughout the event.
- Manages personnel within the Emergency Organization who work for their respective departments.
- Analyzes issues and processes

**3.2.1.6 City Department Heads**

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. City department and agency heads and their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercise to develop and maintain the necessary capabilities as well as clearly reinforce preparedness expectations. 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 Mayor or City Administrator.

**3.2.2 Responsibilities by Department****3.2.2.1 All Departments**

Individual departments are an integral part of the emergency organization. While some departments' staff are first responders, the majority focuses on supporting these first responders and/or on the continuity of services they provide to the public. Organizationally, they are a component that provides support and communication for responders.

City Departments shall retain their identity and autonomy during a declared state of emergency. Each hazard identified within this plan has one or more Departments identified as "lead agencies" tasked with planning for that hazard in all phases and all activity levels. This does not preclude the use of a Unified Command approach to incident management, or the assumption of command by the City Administrator, if such actions are apropos.

**3. Roles and Responsibilities**

All City departments are responsible for:

- Supporting EOC operations to ensure that the City is providing for the safety and protection of the citizens it serves.
- Establishing, in writing, an ongoing line of succession of authority for each department; this document must be made known to department employees, and a copy should be filed with the City Administrator and Emergency Manager.
- Developing alert and notification procedures for department personnel.
- Developing operating guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department.
- Establishing internal lines of succession of authority.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with Standard Operating Procedures (SOPs).
- Identifying critical functions and develop procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implement procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete any NIMS-required training.
- Ensuring that department plans and SOPs incorporate NIMS components, principles, and policies.
- Dedicating staff time for preparedness training and participation in exercises.
- Preparing and maintaining supporting SOPs and annexes.

**3.2.2.2 Fire & Rescue**

- Serve as lead agency for structural and wildland fire, explosion, transportation accidents, pre-hospital medical care, hazardous materials, earthquake, and weather-related emergencies.
- Develop guidelines and procedures for responding to emergencies.
- Train personnel in the safe and effective accomplishment of emergency duties.
- Provide emergency response and incident management according to departmental guidelines and the provisions of this plan.
- Establish and enforce fire prevention codes.
- Assist Police and Public Works emergency responses as requested, and within capability.
- Safeguard essential records.
- Maintain internal notification/call rosters.

**3. Roles and Responsibilities**

- Establish internal lines of succession.
- Develop and maintain mutual aid agreements necessary to Department response.
- Provide fire protection to vital City facilities, shelters, etc.

**3.2.2.3 Police Department**

- Serve as lead agency for civil disturbances, terrorism, and drug labs.
- Serve as City alert and warning, and activation point.
- Develop operating guidelines and procedures for responding to emergencies.
- Train personnel to safely and effectively carry out emergency responsibilities.
- Provide emergency response and incident management according to Department operating guidelines and the provisions of this plan.
- Provide security for vital facilities, including the EOC, shelters, etc.
- Direct incident/site security.
- Provide support to Fire and Public Works emergency operations as requested and within capability.
- Safeguard essential records.
- Maintain internal notification/call rosters.
- Establish internal lines of succession.
- Develop and maintain mutual aid agreements necessary for Department response.

**3.2.2.4 Community Development**

- Assist lead agency for earthquake-related emergencies.
- Develop operating guidelines and procedures for responding to emergencies.
- Train personnel to safely and effectively fulfill emergency duties.
- Provide emergency response and incident management according to Department guidelines and the provisions of this plan.
- Provide support to Police and Fire emergency operations as requested, and within capability.
- Direct repair of critical City facilities.
- Assist in damage assessment.
- Maintain internal notification/call rosters.
- Establish internal lines of succession.
- Safeguard essential records.
- Develop and maintain mutual aid agreements necessary for Department response.

**3. Roles and Responsibilities****3.2.2.5 Public Works Department**

- Assist lead agency for flood, drought, volcano, and weather-related emergencies.
- Train personnel in the safe and effective fulfillment of emergency duties.
- Develop operating guidelines and procedures for responding to emergencies.
- Provide emergency response and incident management according to Department guidelines and the provisions of this plan.
- Provide support to Police and Fire emergency operations as requested, and within capability.
- Assist in damage assessment.
- Maintain internal notification/call rosters.
- Establish internal lines of succession.
- Develop and maintain mutual aid agreements necessary to department response.

**3.2.2.6 Municipal Electric Utility**

- Assist lead agency during emergencies.
- Train personnel in the safe and effective fulfillment of emergency duties.
- Develop operating guidelines and procedures for responding to emergencies.
- Provide emergency response and incident management according to Department guidelines and the provisions of this plan.
- Provide support to Police and Fire emergency operations as requested, and within capability.
- Assist in damage assessment.
- Maintain internal notification/call rosters.
- Establish internal lines of succession.
- Develop and maintain mutual aid agreements necessary to department response. Currently agreements are in place with American Public Power Association and Northwest Public Power Association (Veracity)

**3.2.2.7 Legal Department**

- Provide legal counsel to EMO.
- Assist in the development of emergency policy, guidelines, and procedures.
- Train personnel in the safe and effective fulfillment of emergency responsibilities.
- Maintain internal notification and call rosters.
- Establish internal lines of succession.
- Safeguard essential records.

## 3. Roles and Responsibilities

## 3.2.2.8 Parks and Recreation

- Assist lead agency for community-wide emergencies.
- Train personnel in the safe effective performance of emergency management duties.
- Develop operating guidelines and procedures for responding to emergencies.
- Provide support for Fire, Police, and Public Works emergency operations.
- Assume responsibility for emergency activities within city parks system.
- Safeguard essential records.
- Establish internal lines of succession.

## 3.2.3 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include fire departments/districts, law enforcement, emergency medical services (EMS) providers, and the public health, environmental health, and public works departments. This section is organized by function, with the primary responsibility assigned to the appropriate City or County agency.

As of this plan update, the State of Oregon has migrated to an 18 ESF structure for its EOP; however, Jackson County's plan still maintains 15 ESFs. *For more information about the State's 18 ESFs, visit: [https://www.oregon.gov/OEM/Documents/Oregon\\_ESF\\_Descriptions\\_One\\_Page\\_Job\\_Aid.pdf](https://www.oregon.gov/OEM/Documents/Oregon_ESF_Descriptions_One_Page_Job_Aid.pdf).*

## 3.2.3.1 Transportation

**Primary City Agency:** Public Works Department

**County Agency:** Roads & Parks Department, Rogue Valley Transportation District

**Community Partners:** Mutual aid partners

**Primary State Agency:** Oregon Department of Transportation

**Primary Federal Agency:** United States Department of Transportation

Transportation responsibilities include:

- In coordination with the Police department, planning for and identifying high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to reception areas (including populations with access and functional needs).
- Coordinating transportation needs for vulnerable populations.
- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.



**3. Roles and Responsibilities**

- Coordinating transportation services, equipment, and personnel using emergency routes.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Providing patrols and safety measures in the evacuated area and reassigning personnel during the evacuation period.

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

**3.2.3.2 Communications**

**Primary City Agency:** Fire & Rescue, Police Department

**County Agency:** Sheriff's Office, Emergency Management

**Community Partners:** Emergency Communications of Southern Oregon

**Primary State Agency:** Oregon Department of Administrative Services

**Primary Federal Agency:** United States Department of Homeland Security

**Alert and Warning**

Alert and warning responsibilities include:

- Disseminating emergency public information, as requested.
- Receiving and disseminating warning information to the public and key County and City officials.

**Communication Systems**

Communication responsibilities include:

- Establishing and maintaining emergency communications systems.
- Coordinating use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the EOC, once activated.

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

## 3. Roles and Responsibilities

## 3.2.3.3 Public Works

**Primary City Agency:** Public Works Department, Community Development Department

**County Agency:** Roads & Parks Department, Emergency Management

**Community Partners:** Mutual aid partners, local contractors (e.g., tree removal)

**Primary State Agency:** Oregon Department of Transportation

**Primary Federal Agency:** United States Department of Defense/United States Army Corps of Engineers, United States Department of Homeland Security

Public works and engineering responsibilities include:

- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.
- Protecting and restoring waste treatment and disposal systems.
- Augmenting sanitation services.
- Assessing of damage to streets, bridges, traffic control devices, the wastewater treatment system, and other public works facilities.
- Removing debris.
- Assessment of damage to City-owned facilities.
- Condemning unsafe structures.
- Directing temporary repair of essential facilities.

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

## 3.2.3.4 Firefighting

**Primary City Agency:** Fire & Rescue

**County Agency:** Fire Defense Board

**Community Partners:** Mutual aid partners

**Primary State Agency:** Oregon Department of Forestry, OSFM

**Primary Federal Agency:** United States Department of Agriculture/Fire Service

Fire service responsibilities include:

- Providing fire prevention before, suppression during and emergency medical aid in order to prevent loss of life, loss of property, and damage to the environment.
- Inspecting damaged areas for fire hazards.
- Providing hazardous materials spills containment, planning, and coordination.
- Inspecting shelters for fire hazards.
- Manage the City's 1700 AM emergency radio.
- Manage the City's Smoke and Wildfire Hotline.
- Manage the City's Citizen Alert System.

## 3. Roles and Responsibilities

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

## 3.2.3.5 Information and Planning

**Primary City Agency:** Fire & Rescue (Emergency Management)

**County Agency:** Emergency Management, Emergency Management Advisory Committee

**Community Partners:** None at this time

**Primary State Agency:** OEM

**Primary Federal Agency:** United States Department of Homeland Security/FEMA

The following activities are necessary for the City to compile, analyze, and coordinate overall information planning activities during a disaster:

- Providing a centralized location for the receipt and dissemination of incident information.
- Coordinating with City departments, community partners, and County agencies.
- Collecting, processing, analyzing, and disseminating information to guide response and recovery activities.
- Collecting and aggregate damage assessment data.
- Coordinating incident planning in the EOC, including development of information products.

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

## 3.2.3.6 Mass Care

**Primary City Agency:** Ashland Parks and Recreation

**County Agency:** Health and Human Services

**Community Partners:** American Red Cross

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

**Primary Federal Agency:** United States Department of Health and Human Services

The City relies on the support of the County to provide Shelter and Mass Care Services and has adopted the procedures outlined in the County EOP. Jackson County Emergency Management Office, with support from the Southern Oregon Chapter of the American Red Cross, is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the County EOP, ESF 6, Housing and Human Services and ESF 11, Agriculture and Natural Resources. Mass care, emergency assistance, and housing and human services responsibilities include:

**3. Roles and Responsibilities**

- Maintaining the Community Shelter Plan and Animal Disaster Response Plan.
- Supervising the Shelter Management program (stocking, marking and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances.
- Coordinating with faith-based organizations and other volunteer agencies.
- Identifying emergency feeding sites (coordinating with the American Red Cross and Salvation Army).
- Identifying sources of clothing for disaster victims (may coordinate with the Salvation Army or other disaster relief organization).
- Securing sources of emergency food supplies (with the American Red Cross and Salvation Army).
- Coordinating operation of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the American Red Cross.
- Coordinating special care requirements for sheltered groups, such as unaccompanied children and the elderly.

*See FA 2 – Human Services and the County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services and ESF 11 – Agriculture and Natural Resources for more detail.*

**3.2.3.7 Resource Support**

**Primary City Agency:** Fire & Rescue (Emergency Management), Finance Department

**County Agency:** County Administration, Roads & Parks, Emergency Management

**Community Partners:** Local religious organizations and volunteer organizations

**Primary State Agency:** Oregon Department of Administrative Services

**Primary Federal Agency:** United States Department of Homeland Security/FEMA

Logistics management and resource support responsibilities include:

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

## 3. Roles and Responsibilities

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

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

## 3.2.3.8 Health and Medical

**Public Health Services**

**Primary City Agency:** Fire & Rescue (Emergency Management)

**County Agency:** Health and Human Services

**Community Partners:** Local hospitals and clinics, mutual aid partners

**Primary State Agency:** Oregon Health Authority (OHA)

**Primary Federal Agency:** United States Department of Health and Human Services

The City relies on the County to provide public health and human services. The County Health Department Director is responsible for coordinating public health and welfare services required to cope with the control of communicable and non-communicable diseases associated with major emergencies, disasters, and/or widespread outbreaks caused by bioterrorism, epidemic or pandemic diseases, novel and highly fatal infectious agents or biological or chemical toxin incidents in urban or rural areas in the county. The Health Department Director also serves as the Health Department representative for the County EMO. Relevant operations are detailed in the County EOP, ESF 6 – Housing and Human Services and ESF 8 – Public Health and Medical Services of the County EOP. Public health responsibilities include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations, including making provisions for the vulnerable populations.
- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead.
- Coordinating mass vaccination chemoprophylaxis.
- Coordinating isolation and/or quarantine of infected persons.
- Coordinating delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.

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

## 3. Roles and Responsibilities

**Medical Services****Primary City Agency:** Fire & Rescue**County Agency:** Health and Human Services**Community Partners:** Local ambulance service agencies, hospitals and clinics, mutual aid partners**Primary State Agency:** OHA**Primary Federal Agency:** United States Department of Health and Human Services

Emergency medical service responsibilities include:

- Coordinating provision of EMS.
- Requesting additional EMS assets as necessary.

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

**3.2.3.9 Search and Rescue****Primary City Agency:** Fire & Rescue**County Agency:** Sheriff's Office**Community Partners:** Mutual aid partners**Primary State Agency:** OEM, OSFM**Primary Federal Agency:** United States Department of Defense, United States Department of Homeland Security/FEMA, and United States Coast Guard

Search and rescue responsibilities include:

- Coordinating available resources to search for and rescue persons lost outdoors.
- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow.
- Establishing and monitoring training standards for certification of search and rescue personnel.

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

**3.2.3.10 Hazardous Materials****Hazardous Materials Response****Primary City Agency:** Fire & Rescue**County Agency:** Fire Defense Board**Community Partners:** Mutual aid partners**Primary State Agency:** OEM, OSFM Regional Hazardous Materials Team (Region 8)**Primary Federal Agency:** United States Department of Defense, United States Department of Homeland Security/FEMA, and United States Coast Guard

## 3. Roles and Responsibilities

Oil and hazardous materials responsibilities include:

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

### Radiological Protection

**Primary City Agency:** Fire & Rescue

**County Agency:** Emergency Management

**Community Partners:** None at this time.

**Primary State Agency:** OHA, Radiation Protection Services, OSFM Regional Hazardous Materials Team No. 3

**Primary Federal Agency:** United States Environmental Protection Agency

Radiological protection responsibilities include:

- Providing localized radiological monitoring and reporting network, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or Federal government.
- Providing monitoring services and advice at the scene of accidents involving radioactive materials.

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

### 3.2.3.11 Food and Water

**Primary City Agency:** Ashland Parks and Recreation

**County Agency:** Emergency Management

**Community Partners:** American Red Cross, Salvation Army

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

**Primary Federal Agency:** United States Department of Homeland Security/FEMA

Responsibilities related to food and water include:

- Assessing the community's food and water needs.
- Identifying food and water resources.

## 3. Roles and Responsibilities

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

*See FA 2 – Human Services for more detail.*

## 3.2.3.12 Energy

**Primary City Agency:** Public Works Department, Municipal Electric Utility

**County Agency:** Roads & Parks

**Community Partners:** Private Utilities, Mutual aid partners

**Primary State Agency:** Oregon Public Utility Commission

**Primary Federal Agency:** United States Department of Energy

Energy and utilities related responsibilities include:

- Working with local energy facilities to restore damaged energy utility infrastructure and accompanying systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs, hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

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

## 3.2.3.13 Military Support

**Primary City Agency:** City Police Department

**County Agency:** Sheriff's Office

**Community Partners:** None at this time.

**Primary State Agency:** Oregon Military Department

**Primary Federal Agency:** United States Department of Defense

Responsibilities related to military support include:

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



## 3. Roles and Responsibilities

- Coordinate with the active Federal military to ensure mutual support during Federal disaster relief operations.

**3.2.3.14 Public Information**

**Primary City Agency:** Administrative Services Department

**County Agency:** County PIO

**Community Partners:** Local media (print, television, and electronic)

**Primary State Agency:** OEM

**Primary Federal Agency:** United States Department of Homeland Security/FEMA

Responsibilities related to public information include:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Arranging for media representatives to receive regular briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.
- Being aware of Spanish-only-speaking and/or bilingual population centers within the City and County and preparing training and news releases accordingly.

*See FA 1 – Emergency Services and the County EOP, ESF 15 – External Affairs for more details.*

**3.2.3.15 Volunteer and Donations Management**

**Primary City Agency:** Fire & Rescue (Emergency Management)

**County Agency:** Rogue Valley Community Organizations Active in Disaster, Emergency Management

**Community Partners:** Community Emergency Response Teams (CERTs), Red Cross, community- and faith-based organizations

**Primary State Agency:** OEM

**Primary Federal Agency:** FEMA

Responsibilities related to volunteer and donations management include:

- Coordinating the identification and vetting of volunteer resources.
- Matching volunteer resources and donations with the unmet needs of the community.
- Maintaining a donations management system to ensure effective utilization of donated cash, goods, and services.
- Providing guidance to personnel coordinating the management of undesignated cash donations, unsolicited goods, and emergent volunteers.

## 3. Roles and Responsibilities

- Directing unaffiliated volunteers to and coordinating with government-sponsored/organized volunteer organizations, such as CERTs, Red Cross, Fire Corps, and/or Medical Reserve Corps, Volunteers in Police Services, and volunteers associated with the faith-based community in completing their assigned tasks.

*See FA 2 – Human Services and the County EOP, ESF 10 – Oil and Hazardous Materials for more detail.*

### 3.2.3.16 Law Enforcement Services

**Primary City Agency:** Police Department

**County Agency:** Sheriff's Office

**Community Partners:** Local law enforcement agencies

**Primary State Agency:** Oregon State Police

**Primary Federal Agency:** United States Department of Justice

Law enforcement responsibilities include:

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

*See FA 1 – Emergency Services and the County EOP, ESF 13 – Public Safety and Security for more information.*

### 3.2.3.17 Agriculture and Animal Protection

**Primary City Agency:** Fire & Rescue (Emergency Management)

**County Agency:** Health and Human Services Department

**Community Partners:** Fairgrounds

**Primary State Agency:** Oregon Department of Agriculture

**Primary Federal Agency:** United States Department of Agriculture

Agriculture and natural resources–related responsibilities include:

- Provision of nutrition assistance.
- Conducting animal and plant disease and pest response.
- Monitoring food safety and security.
- Providing natural and cultural resources and historic properties protection and restoration.
- Protecting the safety and well-being of household pets.

*See FA 2 – Human Services and the County EOP, ESF 11 – Agriculture and Natural Resources for more detail.*

## 3. Roles and Responsibilities

## 3.2.3.18 Business and Industry

**Primary City Agency:** Administrative Services

**County Agency:** Emergency Management

**Community Partners:** Area business and industry

**Primary State Agency:** Oregon Business Development Department

**Primary Federal Agency:** Small Business Administration

Responsibilities related to business and industry include:

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

## 3.2.3.19 Recovery

**Primary City Agency:** Fire & Rescue (Emergency Management), City Council

**Supporting City Agencies:** All other departments

**County Agency:** Emergency Management, County Administrator, Board of Commissioners

**Community Partners:** Mutual aid partners

**Primary State Agency:** OEM

**Primary Federal Agency:** United States Department of Homeland Security

Recovery-related responsibilities include:

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

*See FA 4 – Recovery Strategy and the County EOP, ESF 14 – Long-Term Community Recovery for more detail.*

## 3. Roles and Responsibilities

## 3.2.3.20 Evacuation and Population Protection

**Primary City Agency:** Police Department

**County Agency:** Sheriff's Office

**Community Partners:** Mutual aid partners

**Primary State Agency:** Oregon State Police

**Primary Federal Agency:** United States Department of Homeland Security

Evacuation and population protection responsibilities include:

- Defining responsibilities of City departments and private sector groups.
- Identifying high hazard areas and corresponding number of potential evacuees.
- Coordinating evacuation planning, including:
  - Movement control,
  - Health and medical requirements,
  - Transportation needs,
  - Emergency Public Information materials, and
  - Shelter and reception location.
- Developing procedures for sheltering-in-place.

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

## 3.2.3.21 Damage Assessment

**Primary City Agency:** Community Development Department

**County Agency:** County Auditor, Finance Director

**Community Partners:** None at this time

**Primary State Agency:** OEM

**Primary Federal Agency:** United States Department of Homeland Security/FEMA

Damage assessment responsibilities include:

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

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

### 3. Roles and Responsibilities

#### 3.2.2.22 Coordination with Special Facilities

**Primary City Agency:** Fire & Rescue (Emergency Management)

**County Agency:** Emergency Management

**Community Partners:** None at this time

**Primary State Agency:** OEM

**Primary Federal Agency:** None at this time

Coordination with special facilities (e.g., schools, care facilities, correctional institutions) responsibilities includes:

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

#### 3.2.3.23 Other Agency Responsibilities

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

### 3.3 Local and Regional Response Partners

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

#### 3.3.1 Private Sector

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

- Planning for the protection of employees, infrastructure, and facilities.
- Planning for the protection of information and the continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private sector infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private sector organizations can help.

### 3. Roles and Responsibilities

- Developing and exercising emergency plans before an incident occurs.
- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.
- Providing assistance (including volunteers) to support local emergency management, and public awareness during response and throughout the recovery process.

#### 3.3.2 Nongovernmental and Faith-Based Organizations

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

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

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

#### 3.3.3 Individuals and Households

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

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

### 3.4 County Response Partners

County departments and agencies are assigned emergency response tasks based on their statutory responsibilities and functional expertise.

*See the County EOP for details on the County's EMO and detailed roles and responsibilities for County departments.*

**3. Roles and Responsibilities****3.5 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.

*See the State of Oregon EOP for the State's emergency management organization and detailed roles and responsibilities for State departments.*

**3.6 Federal Response Partners**

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

*See the NRF for the Federal government's emergency management organization and detailed roles and responsibilities for Federal departments.*

# 4

## Concept of Operations

*This Chapter of the Emergency Management Plan states the community's response and recovery priorities, provides concepts to guide the community through the phases of emergency operations, and provides a guide for multi-jurisdictional coordination and incident command.*

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire districts/departments, police departments and public works departments, sometimes also involving hospitals, local health departments, and regional fire and hazardous material teams. In all emergency situations and circumstances, saving and protecting human lives receive priority.

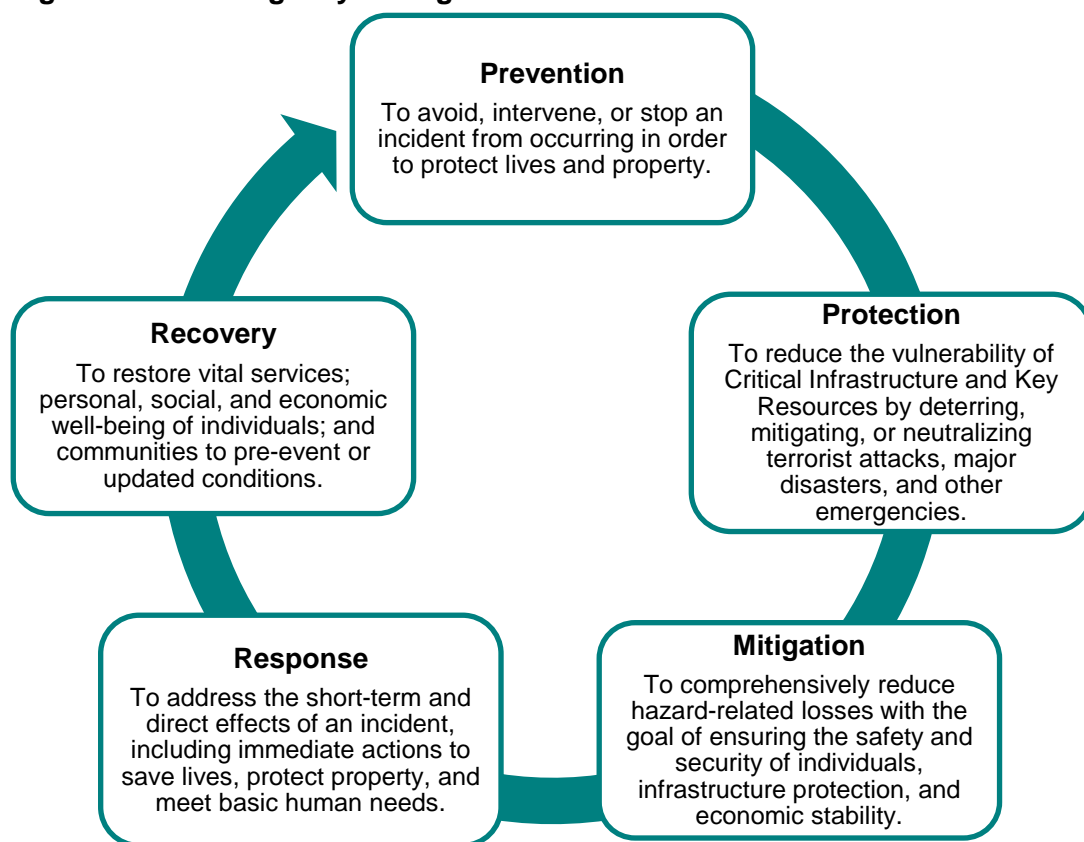
The City is responsible for emergency management and protecting life and property from the effects of emergency and disaster events within this jurisdiction. This Emergency Management Plan will be used when the City or local emergency response agencies are reaching or have exceeded their abilities to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

### 4.2 Emergency Management Mission Areas

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



Figure 4-1 Emergency Management Mission Areas



## 4.3 Emergency Priorities

### 4.3.1 Response

Response activities are taken immediately after an incident and a transition into recovery activities will take place as soon as conditions permit. Both response and recovery activities can take place concurrently until the life safety and protective actions are completed.

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

### 4.3.2 Recovery

It is the responsibility of government to assist the public and private sector with recovery from disaster. A widespread disaster will likely impact the ability of businesses to function, disrupt employment, and interrupt government services and impact tax revenues. Recovery is one of the four phases of emergency management. This Emergency Management Plan is not a recovery plan; that

## 4. Concept of Operations

document is a separate endeavor. However, both response and recovery activities often take place concurrently until life safety and protective actions are completed. Recovery operations are the actions taken to protect lives and property while helping impacted areas of the City meet basic needs and resume self-sufficiency, returning to a “new normal” for the community.

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

Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities and power, as well as garbage and debris removal. These functions must recover early in the incident to support life, health and safety of the population, and to support response missions.

### 4.4 Incident Levels

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

#### 4.4.1 Level 1

Level 1 situations are often referred to as “routine” crisis management or emergency situations that can be handled using resources available at the incident location. For these situations, it may not be necessary to implement an emergency plan. Outside assistance is usually not required.

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

#### 4.4.2 Level 2

Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Requests for assistance related to Level 2 situations often take the form of a 911 call for police, fire, or medical assistance. Examples include hazardous materials spills and traffic incidents with multiple injuries. The Incident Commander may implement selected portions of the City Emergency Management Plan.

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

**4. Concept of Operations**

The following incidents require an automatic Level 2 activation:

- Disruption of service and traffic flows on major transportation routes for more than four hours.
- Mass casualty incidents.
- Wildland fire.
- Structural fires fourth alarm or greater.
- Moderate to major hazardous materials incidents.
- Any major evacuation expected to last more than four hours.
- Flood or other severe weather warnings issued by Medford Office of the National Weather Service.
- Hosler Dam failure/or imminent threat.

**4.4.3 Level 3**

Level 3 situations are major incidents that require application of a broad range of community resources to save lives and protect property. Examples of such situations include an airliner crash in populated area, a major earthquake, etc. Emergency plans should be implemented, and the EOC will be activated to coordinate response and recovery activities.

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

**4.4.4 National Incident Management System Incident Levels**

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

Incident levels identified in this Emergency Management Plan will transition to the NIMS incident levels in the following circumstances:

- Federal agencies are involved in response and recovery operations (Type 3), or
- National resources are impacted (such as waters of the United States), requiring response from Federal agencies.

Refer to Table 4-1 for further information on NIMS incident levels.

4. Concept of Operations

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

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

## 4.5 Incident Management

### 4.5.1 Activation and Notification

The emergency system is activated anytime a police, fire, or public works employee responds to a request for emergency assistance. The responder becomes the Incident Commander, and is in charge of the incident until it has been resolved, or until relieved by a ranking officer from his/her own agency, or by an officer from the lead agency. Ultimate command authority lies with the City Administrator.

When an emergency situation arises and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the Emergency Manager will implement all or part of this Emergency Management Plan. In addition, the Emergency Manager may partially or fully activate and staff the City EOC based on an emergency’s type, size, severity, and anticipated duration. An Emergency Declaration is not required to implement the Emergency Management Plan or activate the EOC.

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The Emergency Manager may implement the Emergency Management Plan as deemed appropriate for the situation or at the request of an Incident Commander. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the Emergency Manager with the following information:

- Operational status.
- Readiness and availability of essential resources.
- Changing conditions and status of resources (personnel, equipment, facilities, supplies, etc.).

Significant concerns and issues dealing with potential or actual loss of life or property.

Emergency Communications of Southern Oregon in Medford serves as the 24-hour notification point for the City of Ashland, and is responsible for notifying and activating additional levels of assistance as directed by the Incident Commander or as indicated in this plan. In the event that emergency traffic within the 9-1-1 center makes it difficult for dispatch personnel to complete EOC staff notifications in a timely manner, a “telephone tree” will be utilized by dispatch to contact EOC staff. The notifying party should ensure that messages are conveyed effectively so that emergency management staff available for duty assignments are aware of the EOC activation.

Notification of impending emergencies may also be received via the Law Enforcement Data System, from police or fire dispatch agencies, or from the general public.

<b>Table 4-2 Required Notifications by Incident Level</b>	
<b>Incident Level</b>	<b>Required Notifications</b>
<b>Level 1</b>	Personnel identified by the activating official.
<b>Level 2</b>	Mayor City Administrator, or designee Assistant City Administrator All Department Heads or designees Cooperating Agencies CERT
<b>Level 3</b>	City Administrator, or designee Assistant City Administrator All Department Heads, or designees City Council and Mayor notification Cooperating Agencies CERT

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Warnings, emergency information and notifications, or disaster reports received by City personnel will be relayed to the Emergency Manager, Fire Chief, Police Chief, and/or ECSO. City response personnel will communicate and receive notifications using traditional communications technology, such as landline and cellular telephones, internet/email, and radio throughout the duration of response activities as long as these resources are available. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each department. External partners will be notified and coordinated through the EOC as appropriate.

**4.5.2 Initial Actions**

Upon implementation of all or part of this Emergency Management Plan, the Incident Commander (or designee) will immediately take the following actions:

- Alert threatened populations and initiate evacuation as necessary.  
*See FA 1 – Emergency Services Annex for more detail.*
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated.  
*See FA 2 – Human Services Annex for more detail.*
- Instruct appropriate City emergency service providers to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Request the City Council to prepare and submit a formal Declaration of Emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations.
- Prepare to staff the City EOC as appropriate for the incident with maximum 12-hour shifts.
- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency. *See FA 4 – Recovery Strategy Annex for additional information regarding community recovery procedures.*

**4.5.3 Communications and Warning**

Traditional communication lines, such as landline telephones, cellular phones, faxes, pagers, internet/e-mail, and radio, will be used by City response personnel throughout the duration of response activities. *See FA 1 – Emergency Services for more detail.*

**4.5.4 Alert and Warning**

A public warning and broadcast system is established for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster. The Fire Department also operates an emergency information

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radio on 1700 AM, as well as a Smoke and Wildfire Hotline at 541-552-2490. The Emergency Manager shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. FA 1 – Emergency Services provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency’s duration.

City response personnel will communicate and receive notifications using traditional communications technology, such as landline and cellular telephones, internet/email, and radio throughout the duration of response activities as long as these resources are available.

Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each individual agency. External partners can be activated and coordinated through the City EOC.

**4.5.5 Communications**

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

**4.5.5.1 Interoperability**

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together through the use of systems, personnel, and equipment. In recognition that successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies, interoperability plans or procedures should be developed that include training and exercises, SOPs, new technology, and considerations of individual agency governance, as well as consideration of use within a stressful and often chaotic context of a major response. Interoperable voice, data, or video-on-demand communications systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time, when needed, and when authorized.

**4.5.6 Direction and Control**

Direction and control of City emergency operations will be conducted via ICS and the Multi-Agency Coordination System, as described in Chapter 5, Command and Control.



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The City EMO is responsible for maintaining the readiness of the EOC and identifying and training support staff. City departments will be requested to designate personnel who can be made available to be trained by City Emergency Management and to work in the EOC during a major disaster. Other departments may be requested to provide assistance in a major emergency.

**4.5.7 Situational Awareness and Intelligence Gathering**

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

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

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

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated.

**4.5.7.1 Coordination with State Fusion Center**

If a criminal or terrorist incident is suspected, the City Police Department will notify the Oregon Terrorism Information Threat Assessment Network (TITAN) Fusion Center (OTFC) through the County Sheriff's Office. During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

The State of Oregon maintains the Fusion Center to provide intelligence support as it relates to terrorism and terrorist activity. The OTFC and Portland Urban Area TITAN Fusion Center's mission is to protect the citizens of Oregon from terrorism and terrorist activity by providing an "all crimes, all threat, and all hazard" information clearinghouse for Federal, State, local, and tribal law enforcement agencies. The center's goals are to identify, prevent, detect, disrupt, and assist in investigating terrorism-related crimes by providing an efficient, timely, and secure mechanism to exchange critical information among law enforcement agencies at all levels, State executive leadership, government

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agencies, and the City's public and private-sector partners. The OTFC supports these goals by:

- Providing pre- and post-terrorism event investigatory support, with analysis and dissemination of the conclusions.
- Maintaining the State of Oregon Terrorism Suspicious Activity Report intake log.
- Providing real-time intelligence/information support, previously coordinated, to OEM and other appropriate emergency management agencies during an emergency event or operation.
- Provide updated intelligence related to all crimes or terrorism-related activities to local, State, and Federal law enforcement agencies as requested or required.
- Provide liaison support and information sharing in support of emergency operations by disseminating emergency information through the TITAN.
- Provide an OTFC staff member to be collocated within the State ECC in the event of an emergency.
- Provide terrorism-related alerts, bulletins, and assessments to public and private-sector companies and organizations as requested or required.

**4.5.8 Resource Management**

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

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

#### 4.5.8.1 Resource Typing

Resource typing is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency, and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation.

#### 4.5.8.2 Credentialing of Personnel

At this time, the City has not implemented a formalized credentialing program. Should one be implemented, it will be developed with technical assistance from OEM and will provide for documenting personnel and authenticating and verifying their qualifications.

The City's credentialing program may include the following elements:

- Conduct identity enrollment of personnel in accordance with approved standards.
- Identify type and quality personnel in accordance with published NIMS job titles. For those not covered by NIMS, develop typing for positions based on essential functions of a position, levels of training, experience levels, required licensure and certifications, and physical and medical fitness required for the position.
- Certify personnel based on completion of identity vetting and meeting qualifications for position to be filled.
- Card personnel after completing certification of identity, qualifications, and typing.
- Provide authorization for deployment of credentialed personnel through order numbers, travel authorizations, etc.
- Ensure that personnel are credentialed only while they maintain employment and qualifications.

#### 4.5.9 Emergency Public Information

Emergency public information involves developing, coordinating, and disseminating information to the public, coordinating officials, and incident management and responders under all hazard conditions. To ensure that appropriate information is distributed to all populations within the community, the EMO will seek to develop public and private partnerships with fixed and mobile service providers, local officials, and State agencies, representatives from access and functional needs populations such as non-English-speakers and the disabled community, staff from nonprofit emergency support organizations, representatives from fixed facilities, third-party emergency alert and telephone notification vendors, and broadcasters. These partnerships help inform overall guidance of emergency public information message development, standards of practice, and evaluation tools, and help refine public information plans and procedures.

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The PIO is a member of the Command Staff responsible for interfacing with the public, media, and other agencies during all emergency mission phases. During an emergency, the PIO gathers, verifies, coordinates, and disseminates accurate, accessible, and timely information and is an important link between the EMO and the community. The information the PIO provides to a community can call people to action, educate and inform, change behavior and attitudes, create a positive impression of the City's emergency management organization, and prepare the community for an emergency.

### 4.6.9.1 Methods of Public Information Dissemination

Clear, accurate, and consistent information must be disseminated to the public during an emergency for the public to take appropriate protective actions. The information must be distributed in a variety of methods to ensure accessibility and comprehensive penetration of the message. Methods of public information dissemination include the following:

- **Press releases** – A press release is a prepared written news release that uses current data and information.
- **Media briefing or conference** – A briefing is an exchange of information on a single topic and typically includes a question-and-answer period, whereas a conference is a gathering of media where reporters expect to be able to ask questions on a variety of topics.
- **Print Media** – Print media, including newspapers and magazines, allow PIOs to disseminate public information, such as detailed information, background, and input from subject matter experts.
- **Radio** – In addition to warnings issued by the EAS, radio allows PIOs to release audio clips and sound bites to the public.
- **Television** – PIOs may utilize television to disseminate visuals, sound bites, and graphics to the public.
- **Internet** – The internet is a dynamic communication conduit that includes webpages, RSS feeds, and email and can be used as a strategic path for sharing information during an emergency.
- **Newsletters/Mailers** – Information sent directly to the public can provide details on events and activities as well as background information on the City's emergency management programs.
- **Social Media** – Web-based platforms may be used for alerting the public in the sudden onset of and rapidly developing disasters, direct communication with large groups of constituents, building situational awareness, fostering transparency and accountability, obtaining feedback, and responding quickly to rumors and misinformation. Common types of social media are:
  - Blogs
  - Social networking (e.g., Facebook, Twitter, Nextdoor)
  - Media sharing (e.g., YouTube, Flickr, Pinterest, Instagram)
  - Wiki

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- **Call Center** – May be used as a way to divert unnecessary calls away from the 9-1-1 system, gather information to increase situational awareness of the incident, and disseminate emergency public information.

Each distribution method has strengths and weaknesses. The PIO must determine the best methods of media distribution to reach all populations within the City and must ensure that the weakness of each system is covered by the strength of another. Additionally, the PIO must ensure that all communications are accurate, consistent, and coordinated to avoid public confusion. Pre-planning, message maps, easily adapted messages to be recorded, and the creation of partnerships can help the PIO determine what message formats and dissemination methods will be the most accessible to the population of the City.

**4.5.10 Access and Functional Needs Populations**

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

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

**4.5.11 Animals in Disaster**

While the protection of human life is paramount, the need to care for domestic livestock and/or companion animals plays into decisions made by the affected population. The County will coordinate with local animal owners, veterinarians, and animal advocacy groups to address animal related issues that arise during an emergency.

**4.5.12 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 short- and long-term recovery operations.

The following issues will be considered when demobilizing:

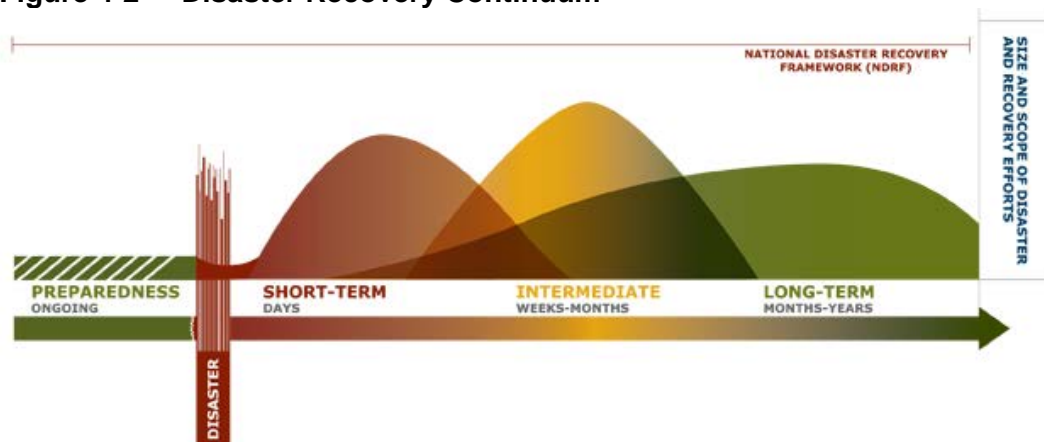
- Identification of surplus resources and probable resource release times.
- Demobilization priorities as established by the on-scene Incident Commander and/or EOC Incident Commander.
- Released or demobilized response resources as approved by the on-scene Incident Commander and/or EOC Incident Commander.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

### 4.5.13 Transition to Recovery

Once immediate response activities have been completed, the City will turn towards recovery to restore government function and community services. Certain recovery activities may begin prior to the completion of all response activities. For example, restoration of lifeline utilities may commence while emergency sheltering is still ongoing.

It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster may disrupt employment, interrupt government services, impact the ability of businesses to function, and impact tax revenues within the City. This Emergency Management Plan is not a recovery plan; however, the City recognizes that response and recovery activities often take place concurrently until life safety and emergency protective actions are completed.

**Figure 4-2 Disaster Recovery Continuum**



*Source: National Disaster Recovery Framework*

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

**Intermediate recovery operations** take place in the weeks to months following an incident and focus on rebuilding activities. This phase of recovery involves repairing damaged infrastructure and buildings, providing financial, social, and psychological support to community members, and mitigating future risks.

**Long-term recovery operations** take place in the months to years following an incident and focus on revitalizing activities. This phase of recovery addresses

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complete redevelopment and revitalization of the impacted area, continued rebuilding activities, and a focus of building self-sufficiency, sustainability, and resilience.

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

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

# 5

## Command and Control

*This Chapter of the Emergency Management Plan highlights the setting in which the EOC exists. It details the location, capabilities, and policies of the EOC. Additionally, it outlines a process for establishing operations within the EOC, including activation, EOC procedures, and deactivation.*

### 5.1 General

The ultimate responsibility for command and control of City departments and resources lies with the City Administrator. The Assistant City Administrator, acting as Emergency Manager, will maintain direction and control of the City EMO unless this task is otherwise delegated. City emergency operations, both on-scene and in the EOC, will be conducted in a manner consistent with NIMS, including use of ICS.

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

### 5.2 On-Scene Incident Management

The initial City response structure consists of the Incident Commander and single-resource agencies (i.e., Public Works Department, Police Department, and the Fire Department). Depending on the incident, the Public Works Director, Police Chief or the Fire Chief may act as both the Incident Commander as well as chief of their respective resource agencies. During the initial response an Incident Commander from the appropriate agency will be located at the on-scene incident command post and will assume the responsibilities of the public information officer, liaison officer, and safety officer command staff responsibilities until these responsibilities are delegated.

The local emergency lead department responding shall:

- Assume incident command upon arriving on scene.
- Establish liaison for cooperating resources.
- Establish an appropriate Command Post, mark it, and advise responders to its location.
- Fill subordinate positions and assign resources as necessary according to standard operating procedures.
- Surrender overall incident command to ranking officers or to the City Administrator as deemed appropriate.



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- The Incident Commander will set up a Unified Command structure if more than one jurisdiction has legal responsibility for responding to the emergency.
- Assisting jurisdictions or agencies not included in the Unified Command will provide liaison to the Command organization as requested.

As the incident progresses, and to maintain an adequate span of control, the initial response structure will expand into an ICS structure, supported by full command and general staff positions.

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

Depending on the type and size of incident, the City may activate the State ECC and assign an Incident Commander. The City will require and request additional personnel to support this expanded structure. Depending on the incident type, the Public Works Department, Police Department, and Fire Department will support the Operations Section Chief. Other City departments (e.g., Administrative Services) may support the expanded command or general staff roles as applicable. Following a declaration of emergency, the City may receive assistance from the County and may utilize and support the County ICS structure. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident.

Outside assistance, whether from other political jurisdictions or from organized volunteer groups, will be requested and used only as an adjunct to existing City services, and then only when the situation threatens to expand beyond the City's response capabilities.

### **5.4 Emergency Operations Center**

Incident response activities will be supported from the EOC and will be activated upon notification of a possible or actual emergency. The EOC will track, manage, and allocate appropriate resources and personnel. During large-scale emergencies, the EOC will, in fact, become the seat of government for the duration of the crisis. The EOC will serve as a multi-agency coordination center, if needed.

#### **5.4.1 Emergency Operations Center Activation**

During emergency operations and upon activation, the EOC staff will assemble and exercise Direction and Control, as outlined below.

- The EOC will be activated by the Emergency Manager who then will assume or designate the role of Incident Commander. The Incident Commander will assume responsibility for all operations and direction and control of response functions.

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- The Incident Commander will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, 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.
- The Incident Commander may establish an on-scene command post 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 respective annexes.
- The EOC will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
- The Emergency Manager will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

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

**5.4.2 Emergency Operations Center Location**

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

Ashland Fire Station #1  
455 Siskiyou Boulevard  
Ashland, Oregon 97520

If necessary, the **alternate location** for the City EOC is:

Ashland Fire Station #2  
1860 Ashland St.  
Ashland, OR 97520

Figure 5-1 Primary Emergency Operations Center

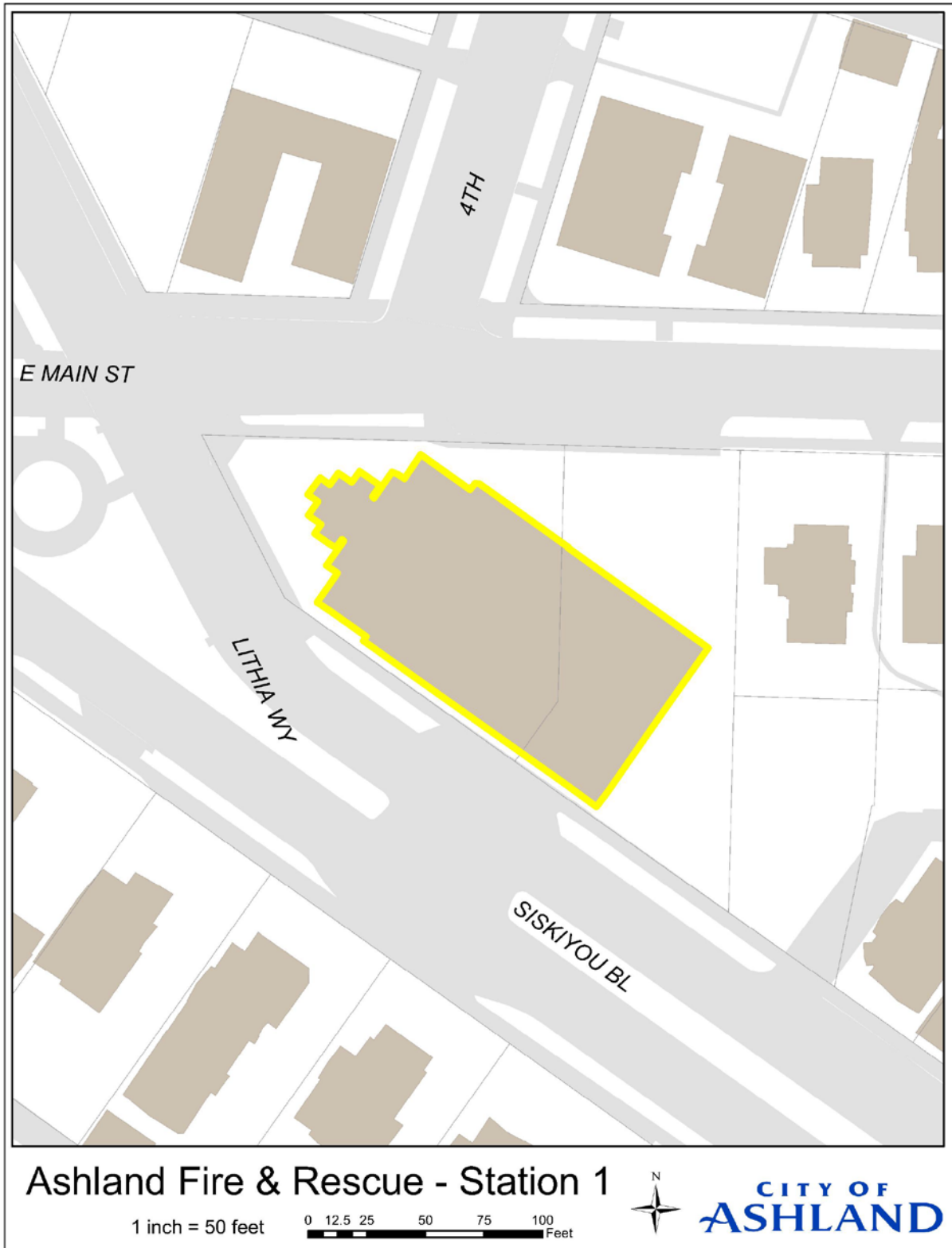
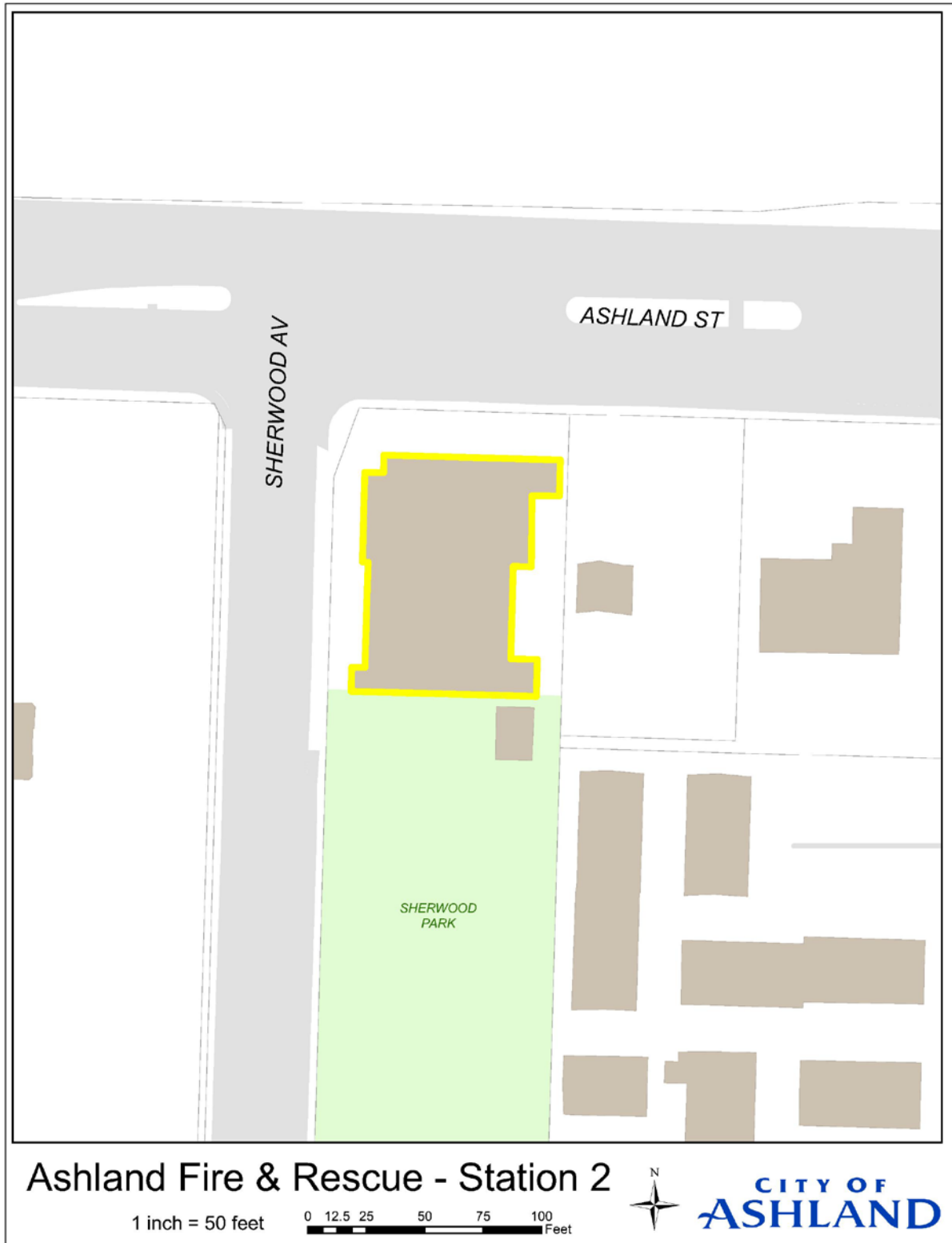


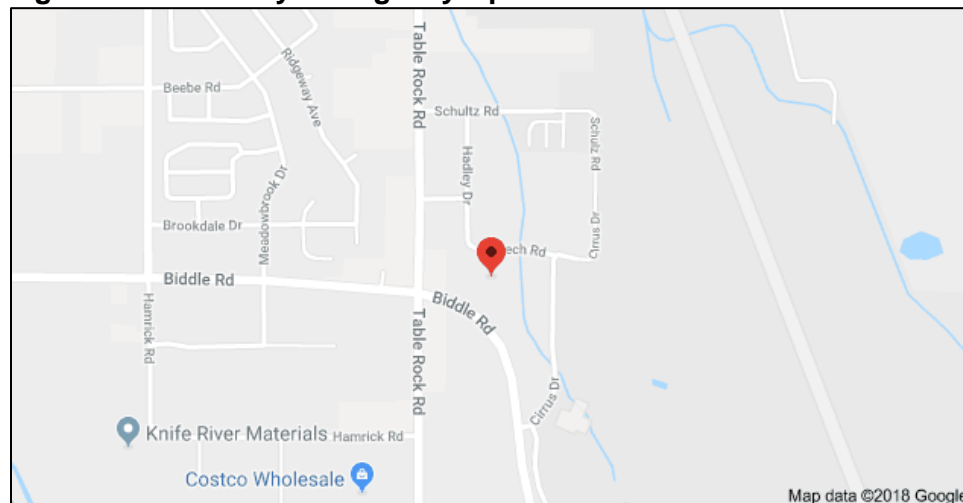
Figure 5-2 Alternate Emergency Operations Center



The **County EOC** is located at:

Emergency Communications of Southern Oregon  
400 Pech Road  
Medford, OR 97502

**Figure 5-3 County Emergency Operations Center**



The location of the EOC can change, as required by the needs of the incident. Coordination and control of City emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Incident Commander will designate an alternate facility. The EOC Incident Commander may request the use of the County EOC or County facilities from County Emergency Management.

### 5.4.3 Emergency Operations Center Staffing

City departments involved in emergency response, and the emergency management organization are required to respond to the EOC, and will assume positions according to the organization outlined in the Emergency Operations Guide. Personnel assigned to the EOC have the authority to make the decisions associated with their Command or General Staff position, and to commit their department or organization's resources in support of the incident. The Incident Commander has the responsibility for ensuring that the appropriate Command and General Staff positions are filled. Sub-unit positions, and positions within the Operations Section, will be filled by additional City personnel and representatives of assisting jurisdictions/agencies, or volunteer organizations as required by the needs of the emergency.

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

#### 5.4.4 Access and Security

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

#### 5.4.5 Deactivation

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

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

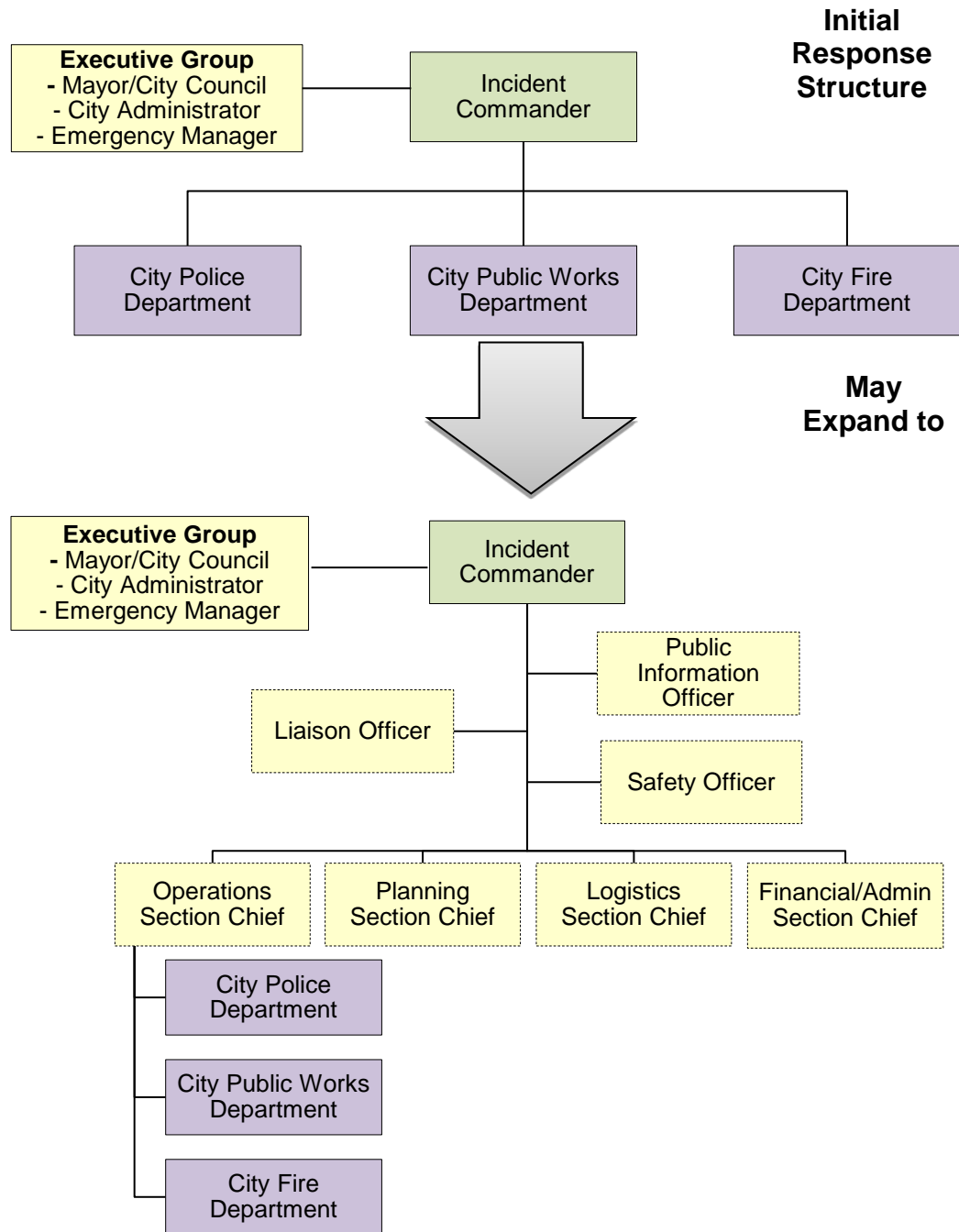
Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time.

### 5.5 Incident Command System

ICS is a standardized, flexible, and scalable, all-hazards incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The system consists of practices for managing resources and activities during an emergency response and allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration.

The ICS structure can be expanded or contracted, depending on the incident's changing conditions. It 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 City has established an EMO, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within this Emergency Management Plan; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-4.

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



### 5.5.1 Emergency Operations Center Incident Commander

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

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

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

The Safety Officer position generally applies to incident scenes and is responsible for:

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site control measures.
- Monitoring and assessing the health and safety of response personnel and support staff (may be necessary for EOC as well).
- Preparing and implementing a site Health and Safety Plan and updating the Incident Commander regarding safety issues or concerns, as necessary (may be necessary for EOC as well).
- Exercising emergency authority to prevent or stop unsafe acts (may be necessary for EOC as well).

**5.5.2.2 Public Information Officer**

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network and may utilize a Joint Information System (JIS) and, if applicable, participating in a Joint Information Center (JIC).
- Implementing information clearance processes with the Incident Commander.



- Conducting and/or managing media briefings and implementing media-monitoring activities.

### 5.5.2.3 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City 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 such as the American Red Cross. Responsibilities typically associated with a liaison role include:

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

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

## 5.5.3 Emergency Operations Center General Staff

### 5.5.3.1 Operations Section Chief

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

The Operations Chief is responsible for:

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

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

- **Fire Services** - emergencies dealing with fire, earthquake with rescue, or hazardous materials.

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

**5.5.3.2 Planning Section Chief**

The Planning Section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes. This section is typically supported by four primary units: Resources, Situation, Documentation, and Demobilization. The Planning Chief is responsible for:

- Collecting, evaluating, and distributing information regarding the incident and providing a status summary.
  - For terrorist incidents, liaise with the OTFC.
- Preparing and disseminating the IAP including developing alternatives for tactical operations.
- Conducting planning meetings.
- Maintaining resource status.

**5.5.3.3 Logistics Section Chief**

The Logistics Section is typically supported by the units responsible for 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.
- 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.
- Assisting with development and preparation of the IAP.

**5.5.3.4 Finance/Administration**

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 that 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.
- Conducting cost analyses.

**5.5.4 Unified Command**

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

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

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

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

**5.5.5 Area Command**

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

- Sets overall incident-related priorities:

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

**5.5.6 Joint Information****Joint Information Center**

The JIC is a central location to facilitate consistent and coordinated public information during operations, established by the Incident Command. This JIC is established when the singular PIO is overtaxed by their responsibilities, or multiple agencies become involved in the incident. The JIC serves to ensure that the City and supporting agencies are providing the public with coordinated interagency messaging. The JIC helps to ensure that rumors and inaccurate information are minimized to maintain public confidence in the incident operations. The JIC location should be identified as soon as multi-agency coordination begins, and the location should be supplied with necessary equipment and resources.

Operations within the JIC are scalable. The JIC may exist as a meeting place for the City PIOs to coordinate messaging, or may exist as a location for multiple agencies to develop complex information campaigns. JICs may be established at the State and Federal level as well, to ensure consistency of messaging at those levels. Incident Command may elect to establish a number of types of JICs, including:

- Incident JIC: Physical location integrated with the Incident Commander and easy for media to access.
- Virtual JIC: Established when a physical location is impractical; incorporates the use of technology and communication devices.
- Satellite JIC: A small-scale, off-site location from Incident Command or the EOC. Generally established to support a more robust JIC.

**Joint Information System**

A JIS is a structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and

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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.

**5.5.7 Multi-Agency Coordination**

In the event that the City is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination Group (MAC Group). Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups include “multiagency committees” and “emergency management committees.” A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

**5.5.8 Quick Reference Emergency Organization Matrix**

Position	Primary Official 1	Primary Official 2
<b>POLICY GROUP</b>	<b>Mayor and City Council</b>	
<b>Command Staff Director</b>	City Administrator	Assistant to the City Administrator
<b>JOINT STAFF</b>	<b>Fire Chief, Police Chief, and Public Works Director</b>	
<b>Public Information Officer</b>	City PIO	Division Fire Chief
<b>Legal Officer</b>	City Attorney	Assistant City Attorney
<b>Safety Officer</b>	Police Lieutenant	Police Sergeant
<b>Liaison Officer</b>	Fire & Life Safety Division Chief	As Assigned
<b>OPERATIONS SECTION CHIEF</b>	<b>Deputy Fire Chief (Operations)</b>	<b>Deputy Police Chief</b>
<b>Fire &amp; Rescue Unit/EMS</b>	Battalion Chief	Battalion Chief
<b>Law Enforcement Unit</b>	Police Sergeant	Police Sergeant
<b>Public Works Unit</b>	Deputy Public Works Director	Public Works Superintendent
<b>Utilities Unit</b>	Director of Electric Utilities	Assistant General Manager Admin-AMP
<b>Care and Shelter</b>	Parks and Recreation Director	As Assigned

5. Command and Control

Position	Primary Official 1	Primary Official 2
<b>PLANNING SECTION CHIEF</b>	<b>Community Development Director</b>	<b>Planning Manager</b>
<b>Damage Assessment</b>	Building Official	Building Inspector
<b>Documentation Unit</b>	City Clerk	As Assigned
<b>Demobilization Unit</b>	TBD	TBD
<b>Recovery Unit</b>	TBD	TBD
<b>Resource Status Unit</b>	Planning Manager	TBD
<b>Situation Status Unit</b>	Senior Planner	TBD
<b>Facilities</b>	Public Works Facilities (Wes)	Public Works Project Manager (Kaylea)
<b>LOGISTICS SECTION CHIEF</b>	<b>Public Works Superintendent</b>	<b>Deputy Finance Director</b>
<b>Supply Unit</b>	Deputy Finance Director	Purchasing Agency
<b>Support/Personnel Unit</b>	HR Director	HR Analyst
<b>Transportation Unit</b>	Maintenance Safety Supervisor	TBD
<b>Information Systems / Communications Unit</b>	Computer Services Manager	AFN Manager
<b>FINANCE SECTION CHIEF</b>	<b>Administrative Service Director</b>	<b>Administrative Services Manager</b>
<b>Cost Unit</b>	Accounting Analyst	Customer Service Supervisor
<b>Time Unit</b>	Admin Service Manager	Payroll Analyst
<b>Claims Unit</b>	Risk Management Specialist	Finance Administrative Assistant
<b>Procurement Unit</b>	Purchasing Agent	Finance Clerk

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# 6

## Plan Development, Maintenance, and Implementation

### 6.1 Plan Review and Maintenance

At a minimum, this Emergency Management Plan will be formally reviewed and re-promulgated every five years to comply with State requirements. This review will be coordinated by the City of Ashland Emergency Manager and will include participation by members from each of the departments assigned as lead agencies in this Emergency Management Plan and its supporting annexes. This review will:

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

In addition, lead agencies will review the annexes and appendices assigned to their respective departments. A more frequent schedule for plan review and revision may be necessary.

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

City of Ashland Emergency Manager  
Ashland Fire Station #1  
455 Siskiyou Boulevard  
Ashland, OR 97520

### 6.2 Training Program

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

The City Emergency Manager specifically coordinates training for City 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 the City. The Emergency Manager maintains



6. Plan Development, Maintenance, and Implementation

records and lists of training received by City 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:

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

Table 6-1 provides the minimum training requirements for the City’s emergency personnel.

<b>Table 6-1 Minimum Training Requirements</b>	
<b>Emergency Personnel</b>	<b>Training Required</b>
All personnel with a direct role in emergency management or emergency response	IS-100, IS-700
First-line supervisors, mid-level management, and Command and General Staff	IS-100, -200, -700
Supervisory role in expanding incidents or a management role in an Emergency Operations Center	IS-100, -200, -700 ICS-300
Management capacity in an Area Command situation or Emergency Operations Center	IS-100, -200, -300, -700, -701 ICS-300, -400
Public Information Officers	IS-702
Resource management	IS-703
Development of mutual aid agreements and/or mutual aid operational plans	IS-706
Planning	IS-800
<i>Additional information about training requirements can be found on the Oregon Emergency Management website at <a href="http://www.oregon.gov/OEM/Documents/nims_who_takes_what.pdf">http://www.oregon.gov/OEM/Documents/nims_who_takes_what.pdf</a>. Independent study courses can be found at <a href="http://training.fema.gov/IS/crslist.asp">http://training.fema.gov/IS/crslist.asp</a>.</i>	

6.3 Exercise Program

The City will conduct exercises throughout the year to test and evaluate this Emergency Management Plan. Whenever feasible, the City 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.

## 6. Plan Development, Maintenance, and Implementation

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

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

### 6.4 Event Critique and After Action Reporting

In order to document and track lessons-learned from exercises, the Emergency Manager will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Manager will 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 will be facilitated after an actual disaster that will document activities of the incident to improve the City’s readiness.

### 6.5 Community Outreach and Preparedness Education

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

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

### 6.6 Funding and Sustainment

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

- Identify funding sources for emergency management programs, personnel, and equipment.
- Ensure Council is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.

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

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**A**

**City Authorities**

Chapter 2.62  
EMERGENCY POWERS

Sections:

- 2.62.010 Definitions
- 2.62.020 City Administrator Responsibility
- 2.62.030 Declaration and Ratification of Emergency
- 2.62.040 Authority of City Administrator
- 2.62.050 Regulations of Persons and Property
- 2.62.060 Additional Powers During Emergency
- 2.62.070 Termination of State of Emergency
  
- 2.62.010 Definitions

The following words and phrases whenever used in this chapter shall be construed as defined in this section unless from the context a different meaning is intended.

A. "Emergency" includes any human caused or natural event or circumstances causing or threatening loss of life, injury to person or property, human suffering or financial loss, and includes, but is not limited to, fire, explosion, flood, severe weather, drought, earthquake, spills or releases of oil or hazardous material, contamination, disease, blight, infestation, civil disturbance or riot.

B. "Emergency Management Plan" means that plan entitled "City of Ashland Emergency Management Plan" adopted by resolution of the council or as may be amended from time to time in subsequent resolutions.

2.62.020 City Administrator Responsibility

The City administrator is responsible for implementation of the Emergency Management Plan. When the administrator determines that a state of emergency exists, the administrator shall make a declaration to that effect and request the mayor to call a special meeting of the council in order to ratify the declaration of emergency. The special meeting of the council shall occur as soon as possible after the declaration of emergency. Notwithstanding section 2.04.110, notice of the special meeting need not be written and need not be delivered at least 36 hours in advance.

2.62.030 Declaration and Ratification of Emergency

A. The declaration by the City administrator of a state of emergency shall:

1. State the nature of the emergency.
2. Designate the geographical boundaries of the area subject to the emergency controls.

A. City Authorities

3. State the duration of time during which the area so designated shall remain an emergency area.
4. State any special regulations imposed as a result of the state of emergency.

B. The ratification by the council may also authorize additional specific emergency powers for the duration of the emergency period set forth in the declaration.

2.62.040 Authority of City Administrator

During a declared emergency, the City administrator shall have authority to:

A. Exercise, within the area designated in the proclamation, all police powers vested in the City by the Oregon Constitution, city charter and city ordinances in order to reduce the vulnerability of the City to loss of life, injury to persons or property and human suffering and financial loss resulting from emergencies, and to provide for recovery and relief assistance for the victims of emergencies.

B. Direct any department of the City to utilize and employ city personnel, equipment and facilities for the performance of any activities designed to prevent or alleviate actual or threatened damage due to the emergency, and may direct the departments to provide supplemental services and equipment to federal, state or local agencies to restore any services in order to provide for the health and safety of the citizens of the City.

C. Designate persons to coordinate the work of public and private relief agencies operating in such area and exclude from such area any person or agency refusing to cooperate with and work under such coordinator or to cooperate with other agencies engaged in emergency work.

D. Require the aid and assistance of any state or other public or quasi-public agencies in the performance of duties and work attendant upon the emergency conditions in such area.

E. Clear or remove from publicly or privately owned land or water, debris and wreckage which may threaten public health or safety, or public or private property.

1. In exercising this authority the City administrator may:
  - a. Accept funds from the federal government or the State of Oregon for the purpose of removing debris or wreckage from publicly or privately owned land or water.
  - b. Present to the State of Oregon unconditional authorization for removal of such debris or wreckage from public and private property and, in the case of removal of debris or wreckage

from private property, agree to indemnify the state government against any claim arising from such removal.

2. Whenever the City administrator provides for clearance of debris or wreckage pursuant to this section, employees of the City or individuals appointed by the City administrator are authorized to enter upon private lands or waters and perform any tasks necessary to the removal or clearance operation.
3. Except in cases of willful misconduct, gross negligence or bad faith, any employee or individual appointed by the City administrator authorized to perform duties necessary to the removal of debris or wreckage shall not be liable for death of or injury to persons or damage to property.

2.62.050 Regulations of Persons and Property

When a state of emergency is declared to exist and has been ratified, the City administrator:

A. May order the following measures in the interest of the public health, safety, or welfare, in the area designated as an emergency area:

1. Redirect city funds for emergency use and suspend standard city procurement procedures.
2. Establish a curfew that fixes the hours during which all other than officially authorized personnel may be upon the public streets or other public places.
3. Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place.
4. Barricade streets and prohibit vehicular or pedestrian traffic, or regulate the traffic on any public street leading to the emergency area for such distance as necessary under the circumstances.
5. Evacuate persons.
6. Prohibit the sale of alcoholic beverages.
7. Prohibit or restrict the sale of gasoline, or other flammable liquids.
8. Prohibit the sale, carrying, or possession of any weapons or explosives of any kind on public streets, public places, or any outdoor place.
9. Curtail or suspend commercial activity.
10. Turn off water, gas, or electricity.
11. Control, restrict and regulate by rationing, freezing, use of quotas, prohibitions on shipments, price fixing, allocation or other means, the

use, sale or distribution of food, fuel, clothing and other commodities, materials, goods and services.

- 12. Close all roads and highways in such area to traffic or limit the travel on such roads to such extent as the City administrator deems necessary and expedient.
- 13. Order such other measures necessary for the protection of life or property, or for the recovery from the emergency.

B. All orders issued under authority conferred by this section shall have the full force and effect of law during the declaration of a state of emergency. All existing laws, ordinances, rules and orders inconsistent with this chapter shall be inoperative during this period of time and to the extent such inconsistencies exist.

2.62.060 Additional Powers During Emergency

During the existence of an emergency, the City administrator may:

- A. Enter into purchase, lease or other arrangements with any agency of the United States or the State of Oregon for temporary housing units to be occupied by disaster victims.
- B. Accept or borrow funds from or passed through by the State of Oregon for temporary housing for disaster victims.
- C. Upon determination that the City will suffer a substantial loss of tax and other revenues from a major disaster and that there is a demonstrated need for financial assistance to perform its governmental functions, apply to the federal and state government, or request the state to apply on the City's behalf, for grants and loans and to receive, on behalf of the City, such grants and loans.
- D. Determine the amount needed to restore or resume the City's governmental functions, and to certify the same to the State of Oregon or the federal government.

2.62.070 Termination of State of Emergency

The City administrator shall terminate the state of emergency by proclamation when the emergency no longer exists, or when the threat of an emergency has passed. The state of emergency proclaimed by the City administrator may be terminated at any time by the council.



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# B

## Sample Disaster Declaration Forms

### DECLARATION OF STATE OF EMERGENCY

To: \_\_\_\_\_,  
Jackson County Office of Emergency Management

From: \_\_\_\_\_,  
City of Ashland, Oregon

At \_\_\_\_\_ (time) on \_\_\_\_\_ (date),

a/an \_\_\_\_\_ (description of emergency incident or event type) occurred in the City of Ashland threatening life and property.

The current situation and conditions are:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

The geographic boundaries of the emergency are:

\_\_\_\_\_  
\_\_\_\_\_

WE DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF ASHLAND AND THAT THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. WE RESPECTFULLY REQUEST THAT THE COUNTY PROVIDE ASSISTANCE, CONSIDER THE CITY AN “EMERGENCY AREA” AS PROVIDED FOR IN ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT.

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

Title: \_\_\_\_\_ Date & Time: \_\_\_\_\_

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

# C

## References

## Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288) as amended, April 2013. Accessed on 30 July 2018 at: <http://www.fema.gov/robert-t-stafford-disaster-relief-and-emergency-assistance-act-public-law-93-288-amended>
- Homeland Security Act of 2002 (Public Law 107-296). Accessed on 30 July 2018 at: <http://www.dhs.gov/key-dhs-laws>
- Post-Katrina Emergency Management Reform Act of 2006 (Public Law 109-295). Accessed on 30 July 2018 at: <http://www.dhs.gov/key-dhs-laws>
- Homeland Security Policy Directive/HSPD-5: Management of Domestic Incidents. Accessed on 30 July 2018 at: <http://www.fas.org/irp/offdocs/nspd/hspd-5.html>
- Presidential Policy Directive/PPD-8: National Preparedness. Accessed on 30 July 2018 at: <http://www.dhs.gov/presidential-policy-directive-8-national-preparedness>

## FEMA Policy

- The FEMA Publication 1: The Federal Emergency Management Agency, November 2010. Accessed on 30 July 2018 at: <http://www.fema.gov/media-library/assets/documents/25272>
- A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action, FDOC 104-008-1, December 2011. Accessed on 30 July 2018 at: [https://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole\\_community\\_dec2011\\_\\_2\\_.pdf](https://www.fema.gov/media-library-data/20130726-1813-25045-0649/whole_community_dec2011__2_.pdf)
- FEMA Incident Management and Support Keystone, January 2011. Accessed on 30 July 2018 at: <http://www.fema.gov/media-library/assets/documents/26688>
- National Incident Management System, December 2008. Accessed on 30 July 2018 at: <http://www.fema.gov/national-incident-management-system>
- National Preparedness Goal, First Edition, September 2011. Accessed on 30 July 2018 at: <http://www.fema.gov/national-preparedness-goal>
- FEMA Administrator's Intent (FY 2015-2019). Pub. April 2013. Accessed on 30 July 2018 at: <https://www.hsdl.org/?abstract&did=734577>
- FEMA Strategic Plan, FY 2014-2018. Accessed on 30 July 2018 at: <https://www.fema.gov/de/media-library/assets/documents/96981>
- Crisis Response and Disaster Resilience 2030: Forging Strategic Action in an Age of Uncertainty, January 2012. Accessed on 30 July 2018 at: <https://www.fema.gov/media-library/assets/documents/24174>
- National Response Framework, Third Edition, June 2016. Accessed on 30 July 2018 at: <https://www.fema.gov/media-library/assets/documents/117791>

- National Disaster Recovery Framework, Strengthening Disaster Recovery for the Nation, September 2011. Accessed on 30 July 2018 at: <http://www.fema.gov/media-library/assets/documents/24647?fromSearch=fromsearch&id=5124>
- National Disaster Housing Strategy, January 2009. Accessed on 30 July 2018 at: <http://www.fema.gov/media-library/assets/documents/24600>
- Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 2.0, November 2010. Accessed on 30 July 2018 at: <http://www.fema.gov/media-library/assets/documents/25975>
- Incident Action Planning Guide, January 2012. Accessed on 31 March 2014 at [http://www.fema.gov/media-library-data/20130726-1822-25045-1815/incident\\_action\\_planning\\_guide\\_1\\_26\\_2012.pdf](http://www.fema.gov/media-library-data/20130726-1822-25045-1815/incident_action_planning_guide_1_26_2012.pdf)

## State

- State of Oregon Emergency Operations Plan, as revised November 2013. Accessed on 30 July 2018 at: [https://www.oregon.gov/oem/emresources/Plans\\_Assessments/Pages/CEMP.aspx](https://www.oregon.gov/oem/emresources/Plans_Assessments/Pages/CEMP.aspx)
- Oregon State Fire Marshal (OSFM), Fire Service Mobilization Plan. 2017. Accessed on 30 July 2018 at: [https://www.oregon.gov/osp/SFM/docs/2017\\_MobPlanFinal.pdf](https://www.oregon.gov/osp/SFM/docs/2017_MobPlanFinal.pdf)
- Emergency Declaration Guidelines for Local Elected and Appointed Officials. September 2011. Accessed on 30 July 2018 at: [https://www.oregon.gov/oem/Documents/decl\\_guide.pdf](https://www.oregon.gov/oem/Documents/decl_guide.pdf)
- Oregon Revised Statutes 2017 Edition. Chapters 401 through 404. Accessed on 30 July 2018 at: [https://www.oregonlegislature.gov/bills\\_laws/Pages/ORS.aspx](https://www.oregonlegislature.gov/bills_laws/Pages/ORS.aspx)
- Oregon Administrative Rules – Chapter 104: Oregon Military Department. Accessed on 30 July 2018 at: [http://arcweb.sos.state.or.us/pages/rules/oars\\_100/oar\\_104/104\\_tofc.html](http://arcweb.sos.state.or.us/pages/rules/oars_100/oar_104/104_tofc.html)

## County

- Jackson County Code, Chapter 244, Organization for Emergency Management
- Jackson County Emergency Operations Plan

## Other

- City of Ashland Municipal Code, Chapter 2.62, Emergency Powers
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

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# D

## Acronyms and Glossary



## Acronyms

AAR	After Action Report
ADA	Americans with Disabilities Act
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CERT	Community Emergency Response Team
cfs	Cubic Feet Per Second
City	City of Ashland (governing body)
COOP	Continuity of Operations
County	Jackson County (governing body)
DSHS	Department of Social and Health Services
DRC	Disaster Recovery Center
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
FSA	Farm Service Agency
HazMat	Hazardous Materials
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage Assessment
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination Group
MOU	Memorandum of Understanding
mph	Miles per Hour

## Appendix D. Acronyms and Glossary

NGO	Nongovernmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
NRC	National Response Center
NTSB	National Transportation Safety Board
ODA	Oregon Department of Agriculture
OEM	Oregon Emergency Management
OHA	Oregon Health Authority
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSFM	Oregon State Fire Marshal
OSHA	Occupational Safety and Health Administration
OTFC	Oregon Terrorism Fusion Center
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
SAR	Search and Rescue
SBA	Small Business Administration
SOP	Standard Operating Procedure
State	State of Oregon (governing body)
TITAN	Oregon Terrorism Information Threat Assessment Network
USDA	United States Department of Agriculture
VA	Veterans Administration

## Glossary of Key Terms

**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 (AAR):** The AAR 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 AAR.

## Appendix D. Acronyms and Glossary

**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.

**Agency:** A division of government with a specific function offering a particular kind of assistance. In Incident Command System (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

**All Hazards:** Any incident caused by terrorism, natural disasters, or any CBRNE 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 ICS 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 EOC 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 IAP.

**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.

**Available Training Facilities:** Available facilities refer to locations that are readily and immediately available to be utilized for NIMS training.

**Branch:** The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is

## Appendix D. Acronyms and Glossary

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 ICS title for individuals responsible for managing the following functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Commander; 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.

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

**Committed Activities:** Actions that an individual or an agency/department have agreed to see through until completion.

**Common Communications Plan:** An interoperable communications plan designed to be utilized for multi-agency and multi-jurisdictional incident management operations. All entities involved in managing the incident will utilize common terminology, prescribed by the NIMS, for communications.

**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 EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

**Constraints/Impediments** Limitations or restrictions in conducting NIMS activities. The following list defines the constraints/impediments:

**Education:** The knowledge or skill obtained or developed by a learning process.

**Equipment:** Instrumentality needed for an undertaking or to perform a service including its associated supplies. Equipment can range from small personal items such as search and rescue gear (flashlights, dusk masks, etc.) to large-scale multi-jurisdictional systems (radio repeater systems, computer networks, etc.).

## Appendix D. Acronyms and Glossary

**Exercise:** Opportunity provided to demonstrate, evaluate, and improve the combined capability and interoperability of elements to perform assigned missions and tasks to standards necessary to achieve successful outcomes. (<http://www.mwcog.org/uploads/committee-documents/tVtYVlk20051031174251.doc>)

**Federal Standards:** Common rules, conditions, guidelines or characteristics, established by the Federal Government.

**Funding:** Sources of revenue that are allocated or can be allocated (pre-designated emergency funds) to support preparedness initiatives.

**Organization:** Individual teams, an overall organizational structure, and leadership at each level in the structure that comply with relevant laws, regulations, and guidance necessary to perform assigned missions and tasks. (<http://www.mwcog.org/uploads/committee-documents/tVtYVlk20051031174251.doc>)

**Personnel:** Paid and volunteer staff who meet required qualification and certification standards necessary to perform assigned missions and tasks. (<http://www.mwcog.org/uploads/committee-documents/tVtYVlk20051031174251.doc>)

**Plans:** Documents such as procedures, mutual aid agreements, strategies, and other publications that may describe some of the following: governance, management, standard operating procedures, technology, and activities in support of defined missions and tasks. (<http://www.mwcog.org/uploads/committee-documents/tVtYVlk20051031174251.doc>)

**Policy:** A course of action, guidance, or principle intended to influence and guide decisions, actions, and other matters.

**Training:** Specialized instruction and practice to improve performance and lead to task proficiency.

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

## Appendix D. Acronyms and Glossary

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

**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.

**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.

**Director:** Title assigned to someone leading a Branch in ICS.

**Disciplines:** A group of personnel with similar job roles and responsibilities. (e.g. law enforcement, firefighting, HazMat, EMS).

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

**Division:** The 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 ICS organization between the branch and resources in the Operations Section.

**Emergency Incident:** An urgent need for assistance or relief as a result of an action that will likely lead to grave consequences.

**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 Operations Centers (EOC):** The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOCs may be organized by major functional disciplines (e.g., fire, law enforcement, 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.

**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 is 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.

**Entry-level First Responder:** Entry-level first responders are defined as any responders who are not a supervisor or manager.

**Equipment Acquisition:** The process of obtaining resources to support operational needs.

**Equipment:** The set of articles or physical resources necessary to perform or complete a task.

**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. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

**Exercise:** Exercises are a planned and coordinated activity 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 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.

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

## Appendix D. Acronyms and Glossary

**Flexibility:** A principle of the NIMS that provides a consistent, flexible, and adjustable national framework within which government and private entities at all levels can work together to manage domestic incidents, regardless of their cause, size, location, or complexity. This flexibility applies across all phases of incident management: prevention, preparedness, response, recovery, and mitigation. (Department of Homeland Security, National Incident Management System (March 2004), 2.)

**Framework:** A conceptual structure that supports or contains set of systems and/or practices.

**Function:** Function refers to the five major activities in ICS: 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.

**Funding:** Financial resources available to assist in achievement of tasks associated with NIMS implementation.

**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.

**Grantee:** A person/group that has had monies formally bestowed or transferred.

**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 (See Division).

**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 <http://www.hseep.dhs.gov>.

**Improvement Plan:** The AAR 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 AAR.



**Incident Action Plan:** An oral or written plan containing general objectives reflecting the overall strategy for managing an incident. For additional information, please see the NIMS document, page 96.

**Incident Command Post:** The field location at which the primary tactical-level, on-scene incident command functions are performed. The ICP 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 (ICS):** A standardized on-scene emergency management system which provides for the adoption of an integrated organizational structure. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to both small and large, complex incidents. For additional information please refer to the NIMS document, page 14 at [http://www.fema.gov/pdf/emergency/nims/nims\\_doc\\_full.pdf](http://www.fema.gov/pdf/emergency/nims/nims_doc_full.pdf).

**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 Commander 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:** An occurrence or event, naturally 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-Specific Hazards:** Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, earthquake, flood.

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

**Initial Response:** Resources initially committed to an incident.

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**Institutionalize ICS:** Government officials, incident managers and emergency response organizations at all jurisdictional levels adopt the ICS and launch activities [in FY 2005] that will result in the use of the ICS for all incident response operations. Actions to institutionalize the use of ICS take place at two levels - policy and organizational/operational.

**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 reaches those who need it to perform their missions effectively and safely.

**Interagency:** An organization or committee comprised of multiple agencies.

**Interoperability & Compatibility:** A principle of NIMS 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 NIMS 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.)

**Interstate:** A region comprised of multiple states.

**Intrastate:** A region within a single state.

**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 JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander; 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

## Appendix D. Acronyms and Glossary

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 <https://www.llis.dhs.gov/>

**Leverage:** Investing with borrowed money as a way to amplify potential gains.

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

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

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

**Logistics:** Providing resources and other services to support incident management.

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 United States Code 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: 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.

**Measure:** A determination of a jurisdiction's specific level of NIMS compliance, evaluated according to that jurisdiction's responses to the NIMS metrics that have been established by the NIMS Integration Center (NIC).

**Metric:** Metrics are measurements in the form of questions that were derived from NIMS implementations activities. These metrics were separated into two categories; tier 1 and tier 2.

**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.

**Multiagency Coordination Entity:** A multiagency coordination entity functions within a broader multiagency 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.

**Multiagency Coordination Systems:** A Multi-Agency Coordination System is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system with responsibility for coordinating and supporting domestic incident management activities (NIMS, 33).

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

**Mutual-Aid Agreement:** Written agreement between agencies, organizations, and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner. For additional information on mutual aid, please visit <http://www.fema.gov/emergency/nims/rm/ma.shtm>.

**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 behavioral health services requirements of the ESF 8 in the National Response Framework.

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**National Incident Management System (NIMS):** A system mandated by HSPD-5 that provides a consistent nationwide approach for state, local, and tribal governments; the private-sector, and NGOs 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 NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency 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 Integration Center:** Provides strategic direction for and oversight of the National Incident Management System. Supports routine maintenance and the continuous refinement of the system and its components over the long term.

**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.

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

**NIMS Adoption:** The establishment of a legal authority (e.g. executive order, proclamation, resolution, legislation, or other legal mandate) that requires all departments and agencies operating within the jurisdiction to use NIMS principles and methodologies in their all-hazards incident management system.

**NIMS Baseline:** An initial assessment of NIMS compliance conducted in 2005 and/or 2006 by participating jurisdictions at State, Territorial, local, and tribal levels.

**NIMS Compliance Assistance Tool:** The NIMS Compliance Assistance Tool will be a self-assessment instrument for State, territorial, tribal, local, private sector, and non-governmental organizations to evaluate and report their jurisdiction's achievement of all NIMS implementation activities.

**NIMS Promotion and Encouragement:** Activities such as meetings (e.g., conferences, working groups, etc.), mailings (e.g., newsletters, letters, etc.), email, or other established methods (e.g., broadcast media).

**NIMS Standard Curriculum:** A curriculum designed to provide training on the NIMS. This curriculum will be built around available federal training opportunities and course offerings that support NIMS implementation. The curriculum also will serve to clarify training that is necessary for NIMS-compliance and streamline the training approval process for courses recognized by the curriculum. Initially, the curriculum will be made up of NIMS awareness

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training and training to support the Incident Command System (ICS). Eventually it will expand to include all NIMS training requirements including training established to meet national credentialing standards.  
(<http://www.fema.gov/pdf/emergency/nims/nsctd.pdf>)

**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 Organizations 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](http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf) .

**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 IAP.

**Planning Section:** Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Planning:** A method to developing objectives to be accomplished and incorporated into an EOP.

**Preparedness Assistance Funding Streams:** Funds made available by Federal Departments and agencies to support State, local, and tribal entities to prepare for, respond to, and manage the consequences of an all-hazards incident. Allocation of

## Appendix D. Acronyms and Glossary

preparedness funding is stipulated in a grant or guidelines of a particular program. Monies can be used toward equipment acquisition, planning, operations, training, management and administration, exercises, and mitigation against all hazards.

**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.

**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 NGOs to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**Preplanned Event:** A preplanned event is a non-emergency activity. ICS 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 involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

**Principle Coordinator:** The position designated by the State Administrative Agency (SAA) primarily responsible for coordination of all NIMS-related directives. This includes dissemination and collection of information and monitoring and reporting on compliance activities.

**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 (PIO):** 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 NIMS 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 IAPs, supplies and equipment, feeding, and bed down.

**Recovery Plan:** A plan developed by a state, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

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

**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 NIMS includes mutual aid agreements; the use of special state, local, and tribal teams; and resource mobilization protocols.

**Resource Typing Standard:** Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS 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.



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**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, please visit <http://www.fema.gov/emergency/nims/rm/rt.shtm> .

**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.

**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.

**Response Asset Inventory:** An inventory of the jurisdiction's resources that have been identified and typed according to NIMS Resource Typing Standards. Development of a Response Asset Inventory requires resource typing of equipment, personnel, and supplies identified in the inventories of State resources.

**Response Assets:** Resources that include equipment, personnel and supplies that are used in activities that address the effect of an incident.

**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.

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**Self-certification:** Attest as being true or as meeting a standard based on an agency's or department's own evaluation of itself.

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under NIMS, 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 Equipment List:** A list issued annually to promote interoperability and standardization across the response community at the local, state, and federal levels by offering a standard reference and a common set of terminology. It is provided to the responder community by the Interagency Board for Equipment Standardization and Interoperability (IAB). The SEL contains a list of generic equipment recommended by the IAB to organizations in preparing for and responding to all-hazards.

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

**Standardization:** A principle of NIMS that provides a set of standardized organizational structures (such as the ICS, 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 areas, 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.)

**Standardized Terminology:** Commonly accepted language that is consistent with policies, plans, or procedures in the NIMS and NRF to facilitate multi-agency, multi-disciplinary or multi-jurisdictional communications during an incident.

**State:** When capitalized, refers to the governing body of Oregon.

**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:** Plans, policies and procedures for how the jurisdiction will achieve NIMS Implementation or the general direction selected to accomplish incident objectives set by the Incident Commander.

**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 NIMS 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).

**Territory:** A geographical area belonging to or under the jurisdiction of a governmental authority; a part of the United States not included within any State but organized with a separate legislature.

**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 Curriculum:** A course or set of courses designed to teach personnel specific processes, concepts, or task-oriented skills.

**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 (see Area Command).

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**Unified Command:** An application of ICS 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 UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

**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 NIMS, 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 United States Code 742f(c) and 29 Code of Federal Regulations 553.101.

**Source:** <https://nimcast.fema.gov/nimscast/index.jsp>

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# **Functional Annexes**



# 1

## FA 1 – Emergency Services



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FA 1 Tasked Agencies	
<b>Primary Agencies</b>	Emergency Manager (Fire Chief) Police Department Fire & Rescue
<b>Supporting Agencies</b>	Public Works Department Jackson County Emergency Management Jackson County Sheriff's Office Jackson County Health and Human Services Emergency Communications of Southern Oregon

## 1 Purpose and Scope

This annex outlines the basic City of Ashland (City) emergency services necessary to respond to a disaster. It outlines the main roles and responsibilities for primary agencies, provides a concept of operations to assist the City in coordinating emergency services, and references related authorities, agreements, and supporting plans. The City Emergency Management Organization, as outlined in the Basic Plan of this Emergency Management Plan, is designed to provide support to local emergency services agencies through assistance in accessing needed resources and coordination in more complex incidents and events. Nothing in this annex is meant to replace or supersede the standard operating procedures of local response agencies.

This annex covers the following functions:

- Emergency Communications
- Firefighting
- Search and Rescue (SAR)
- Hazardous Materials Response
- Public Safety and Security (Law Enforcement)
- Emergency Public Information
- Evacuation and Population Protection

Emergency services information that is specific to a unique hazard (e.g., hazardous materials releases, terrorism, flood response, etc.) can be found in the appropriate Incident Annex.

## 2 Policies and Agreements

The following policies and agreements are currently in place to support emergency services for the City:

- **Law Enforcement:** The Jackson County (County) Cooperative Policing Plan and the Mutual Aid Agreement are formal agreements among local law enforcement agencies to provide back-up law enforcement calls for services, both emergency and non-emergency.

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- **Fire Services:** There are mutual aid agreements among local fire services and the State of Oregon (State), fire departments belonging to the Rogue Valley Fire Chief’s Association, as well as a mutual aid agreement regarding ambulance services.
- **Energy:** Ashland Municipal Electric Utility has mutual aid agreements with Northwest Public Power Association, American Public Power Association, and Bonneville Power Administration.
- **Public Works:** The Public Works Department has mutual aid agreements with Jackson County and Oregon Department of Transportation.
- **Search and Rescue:** Provisions in Oregon State law for SAR can be found in Oregon Revised Statutes (ORS) 404 and include the following key items:
  - ORS 404.110. Delegation of SAR authority to the JCSO.
  - ORS 404.115. Restriction of access to the SAR area.
  - ORS 404.120. Requirement to adopt an SAR Plan for the County.
  - ORS 404.125. Provisions for critique of an SAR incident.
  - ORS 404.130. Assignment of an SAR incident number.
  - ORS 404.300–404.325. Provisions regarding equipment and signaling devices.
  - ORS 404.350. Rescue of companion animals.

### 3 Situation and Assumptions

#### 3.1 Situation

The City may encounter situations in which many, or all, of its emergency response agencies need to be activated. The primary emergency service agencies are the City’s Public Safety Answering Point, Emergency Communications of Southern Oregon, the City Police Department, and Ashland Fire & Rescue. If additional response resources are needed, mutual aid is available from neighboring local governments and the County.

#### 3.2 Assumptions

- City emergency services agencies are able to handle routine and small-scale emergencies within their existing capabilities and response plans and procedures.
- A natural or human-caused emergency or disaster may occur at any time requiring response capabilities beyond those normally available to the City.
- Emergency personnel are trained in the Incident Command System (ICS)/National Incident Management System (NIMS).
- Utilization of the City Emergency Management Plan does not require activation of the Emergency Operations Center (EOC). The need to activate the EOC will be determined at the time by the City Emergency Manager or Incident Commander.

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- In an emergency, the City may assume a Unified Command approach.
- Due to limited City resources, and depending on the extent of an emergency, the City may not be able to meet the requests for emergency response/recovery assistance from other units of local government in the County during a major emergency.
- Both the media and the public will expect and demand that information regarding an emergency be provided in a timely manner.
- The local media, particularly radio and television, can perform an essential role in providing emergency instructions and status information to the public. Jackson County Emergency Management can activate the National Emergency Alert System (EAS) broadcasts. Webpages, and social media sites may also be useful in providing this information. The City operates a 1700 AM radio station, as well as a notification program called Nixle, to provide emergency information to the public.
- Most of the public will receive and understand official information related to evacuation.
- Most of the public will act in its own interest and evacuate dangerous areas when advised to do so by local government authorities. However, some individuals may refuse to evacuate. It is also assumed that most evacuees will use private transportation means; however, transportation may have to be provided for some.
- City staff/emergency responders will work to address the concerns of access and functional needs populations who may have trouble understanding or accessing official emergency information.
- Time constraints, route limitations, and hosting facilities' capacities to accommodate evacuees could significantly stress and deplete local resources.

## **4 Roles and Responsibilities**

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

### **4.1 Emergency Manager (Fire Chief)**

- Activate the EOC, if necessary.
- Report to the EOC to assume overall responsibility for City government activities.
- Regularly brief the City Council on developments in the situation.
- Designate an alternative EOC location, if necessary.
- Assign a representative of the City to the County EOC, if applicable.
- Coordinate the flow of public information to ensure consistency and appropriateness.

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**4.2 Emergency Communications of Southern Oregon**

- Maintain emergency contact lists for agencies and communities served.
- Maintain primary and backup equipment.
- Notify Emergency Management and other appropriate agencies of situations affecting the City.

**4.3 Ashland Fire & Rescue**

- Participate in the Joint Staff (Fire Chief)
- Provide a qualified representative to the EOC to fill role of Fire Branch Director in the Operations Section.
- If necessary, provide for the safety of personnel and their families before they report to their duty stations. Any firefighters who are unable to get to their home departments should report to the closest fire station and offer to be part of the staffing pool.
- Relocate equipment as necessary.
- Assist law enforcement in traffic/crowd control as necessary.
- Coordinate activities through the City EOC.
- Specific departmental duties and responsibilities are contained in the Fire & Rescue emergency response plans and procedures.

**4.4 Police Department**

- Participate in the Joint Staff (Police Chief)
- Provide a qualified representative to the EOC to fill role of Law Enforcement Branch Director in the Operations Section.
- Provide for the safety of personnel and their families before they report to their duty stations. Any police department employees who are unable to get to their home departments should report to the closest police department and offer to be part of the staffing pool.
- Relocate equipment as necessary.
- Assist in traffic/crowd control as necessary.
- Assume primary responsibility for closing and/or rerouting traffic on city streets to assist movement of people, keep people out of danger, and/or keep them from impeding emergency response activities.
- Coordinate and assist the Public Works Department and other public works agencies in closing roads and/or rerouting traffic through the City, if applicable.
- Specific departmental duties and responsibilities are contained in the Police Department emergency response plans and procedures.

**4.5 Public Works Department**

- Participate in the Joint Staff (Public Works Director)

**FA 1. Emergency Services**

- Provide a qualified representative to report to the EOC to assume overall responsibility for Public Works activities under the direction of the Operations Chief.
- Provide for the safety of personnel and their families prior to reporting to their duty stations. Any public works employees who are unable to get to their home departments should report to the closest public works department and offer to be part of the staffing pool.
- Relocate equipment as necessary.
- Assist the Police Department in closing streets and/or rerouting traffic, as applicable.
- Provide damage assessment information to the City EOC, as applicable.
- Follow the specific departmental duties and responsibilities contained in the Public Works Department emergency response plans and procedures.

**4.6 Other City Departments**

- Provide support activities as outlined in the City Emergency Management Plan.

**4.7 Other Organizations**

- Organizations such as Oregon Department of Transportation (ODOT), Oregon State Police, local ambulance service, and local hospitals may assign liaisons as points of contact within the City EOC for coordination and communication.

**5 Concept of Operations****5.1 General**

The City has established this Emergency Management Plan in accordance with NIMS and designated the Fire Chief as the Emergency Management Organization's Emergency Manager. The Emergency Manager is responsible for developing and training an Emergency Management Organization capable of managing the response and recovery of a major emergency in accordance with the provisions of this plan.

Oregon Revised Statutes 401.305 and 401.335 give the City responsibility and authority to direct activities that will allow the City to mitigate, prepare for, respond to, and recover from emergencies or major disasters. The Emergency Management Plan may be implemented at the discretion of the Emergency Manager or Incident Commander.

Day-to-day supervision of the Emergency Management Plan is the responsibility of the Emergency Manager. If the EOC is activated, the Incident Commander (or designee) is responsible for organizing, supervising, and operating the EOC.



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Some emergencies may require a self-triggered response. In the event of an emergency in which telephone service is interrupted, members of the Operations and General Staff should ensure the safety of their families and then report to the EOC.

The City Administrator has the authority to involve any or all City personnel in the response to a disaster or other emergency incident. The declaration of an emergency nullifies leaves and vacations as deemed necessary by the Mayor or City Council.

Emergency contact information for the EOC staff is housed in the City Administrator's Office.

**5.2 Emergency Communications**

Emergency Communications of Southern Oregon serves as the formal alert and warning and emergency message distribution point for the City. Emergency messages may be received via radio, telephone, or the Law Enforcement Data System and will be distributed according to departmental procedures. Messages that affect the overall emergency preparedness of the City, such as information about the movement of hazardous materials or weather alerts, will be distributed to the appropriate response agencies and the Emergency Manager. It is the responsibility of the Emergency Manager or Incident Commander to determine what further notifications should be made and actions taken in response to the message.

When communication-related activities are staffed in the EOC, the communication representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to communication.
- Share situation status updates related to communication to inform development of Situation Reports.
- Participate in, and provide communication-specific reports for, EOC briefings.
- Assist in development and communication of communication-related actions to tasked agencies.
- Monitor ongoing communication-related actions.
- Share communication-related information with the Public Information Officer (PIO) to ensure consistent public messaging.
- Coordinate communication-related staffing to ensure that the function can be staffed across operational periods.

**5.2.1 Alert and Warning**

The effectiveness of an alert and warning system depends largely upon the specificity and clarity of instructions and upon whether the public perceives the

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warning entity as credible at the time the warning is issued. In addition, messages must be geographically precise, repeated more than once, and broadcast in more than one medium.

The City operates a mass notification system known as Nixle; an AM Radio Station 1700; and The Smoke and Wildfire Hotline. There is a Hosler Dam siren notification system that operates in the floodplain area of Ashland Creek. Additionally, mobile police and fire vehicle public address systems, and door-to-door contacts may be used. Police and fire vehicle public address systems and door-to-door contacts are either last-resort or used for highly localized hazards. Other local media (TV, radio, newspaper, etc.) may be utilized as appropriate. These methods may be used separately or in combination to alert and warn the public of an emergency. In addition, special facilities such as schools, hospitals, utilities, and industrial facilities may need notification.

**5.2.1.1 General Guidelines**

- Upon detection of an emergency condition arising within the City, the Incident Commander will decide whether there is a need for immediate alert, attempt to notify the Emergency Manager, and direct its implementation.
- The City may also receive warning information from the County by telephone, the Oregon State Police, Fire Net, and Oregon Emergency Management through the Law Enforcement Data System. When warning information is received by telephone, the information should be confirmed by a return telephone call.
- When warning information is received via telephone, the Command staff of the department shall determine the need for further alert and warning, devise the message and means of delivery, and direct its implementation.
- If the emergency is localized, City emergency response personnel will alert residents in the area by the Nixle system, telephone, mobile public address systems and/or door to door contact. Evacuation planning should take into account the fact that certain industrial facilities may need time to shut down vital operations before they can evacuate.
- When appropriate, Emergency Alert System authorized personnel shall provide preliminary (best available) public protection information to local radio stations for immediate broadcast.
- Updated information will be given to the public through the methods outlined above.
- A log of all warnings issued during the incident, shall be maintained by the Information Officer or the Emergency Management official issuing the warning.
- Rumor control may become essential to the public information effort. The phone banks assigned to the EOC may establish a “message center” function, under the direction of the Logistics Section Chief and PIO to respond to inquiries from the public.

**FA 1. Emergency Services****5.2.1.2 Emergency Alert System**

The EAS consists of broadcast stations linked together and to government offices to provide emergency alert and warning to the public. The system may also be used to call back off duty personnel in the event of phone system failure.

All messages shall be approved by the Incident Commander, and then will be coordinated with the Information Officer to ensure that conflicting information is not issued.

**5.2.1.3 Cable Television Alert**

The Cable Alert System provides immediate interruption of cable television programming for emergency messages.

All messages shall be approved by the Incident Commander, then will be coordinated with the Information Officer to ensure that conflicting information is not issued.

**5.2.1.4 Mobile Public Address Systems**

Ashland Police and Fire District vehicles are equipped with mobile public address systems that may be used for alert and warning.

Direction of these alert systems shall be the responsibility of the Incident Commander through the Operations Section.

All messages shall be approved by the Incident Commander, and coordinated with the Information Officer to ensure that conflicting information is not issued.

If applicable, prior to dissemination, Emergency Management Staff will be advised.

**5.2.1.5 Door-to-Door Alert**

Door-to-door alert may be necessary in the event of a rapidly emerging incident, which poses a clear threat to public safety. Residents will be directed to temporary shelter depending upon the weather, and the expected duration of the emergency.

Direction of this activity shall be the responsibility of the Incident Commander through the Operations Section Chief. Ashland's Community Emergency Response Team (CERT) may be used to assist with this process.

All messages shall be approved by the Incident commander and coordinated with Information Officer to ensure conflicting information is not issued.

*See the Jackson County EOP, ESF 2 – Communications for more details.*

**5.2.2 Emergency Communications Systems**

Adequate communications are vital for effective and efficient warning, response, and recovery operations. Current communications may be degraded by a particular hazard occurrence. The City has access to the Government Emergency Telecommunications Service <https://www.dhs.gov/government-emergency->

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telecommunications-service-gets and Wireless Priority Service at <https://www.dhs.gov/wireless-priority-service-wps> through the Office of Homeland Security.

Equipment is available to provide communications necessary for emergency operations. To the greatest extent possible, landline and cellular telephones, pagers, and e-mail will be the primary system for notification of key officials and critical workers.

Additional communications equipment required for emergency operations will be made available from amateur radio operators, citizens, businesses, and/or other governmental agencies.

**5.3 Fire Services**

The primary Fire Services agency for the City of Ashland is Ashland Fire & Rescue. Disaster operations for fire services will be an extension of normal agency and facility duties. Responsibilities include fire control, hazardous material and oil/fuel spill response, and radiological protection operations. During emergency situations, fire service teams may also be assigned to perform additional emergency tasks, including providing fire protection for temporary shelters, assisting law enforcement personnel in route alerting, or going door to door to warn citizens who cannot be reached by primary warning systems.

A designated representative shall serve as the EOC Fire Branch Director, coordinating the flow of fire and rescue information and processing requests for additional fire and rescue resources, granting them as appropriate.

Fire service personnel are responsible for assessing threat hazards posed by fire, radiological materials, and other hazardous materials. They also recommend to the Incident Commander appropriate protective actions for emergency responders, including requirements for personal protective equipment. In addition, fire service personnel are responsible for recommending appropriate protective actions to ensure public safety in the immediate vicinity of a threat.

Fire & Rescue is responsible for the timely issuance of fire warnings and information to the public and for notifying appropriate City management. In the event of an evacuation, warning may be delegated to the Police Department as part of the evacuation process. In the event of a natural or technological disaster that could increase the chances of fire, or during periods of extremely hot, dry, and windy weather, additional public information briefings may be conducted.

*See the Jackson County EOP, ESF 4 – Firefighting for more details.*

**5.4 Emergency Medical Services**

Emergency Medical Services (EMS) in the City are provided by Fire & Rescue. EMS is a type of emergency service dedicated to providing out-of-hospital acute medical care and/or transport to definitive care, to patients with illnesses and injuries that the patient or the medical practitioner, believes constitutes a medical

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emergency. Disaster operations for EMS will be an extension of normal agency and facility duties. Coordination between EMS, search and rescue, and fire service providers is necessary to ensure emergency operational readiness. EMS will provide field medical care as needed during emergency situations and coordinate necessary medical transportation.

*See the Jackson County Ambulance Service Area Plan and the Jackson County EOP, ESF 8 – Public Health and Medical Services for more details.*

**5.5 Search and Rescue**

SAR for the City will be conducted by the Jackson County Sheriff's Office. SAR operations can involve several different scenarios, including:

- Rescuing survivors or recovering bodies from debris following a disaster such as a severe weather event or earthquake.
- Rescuing survivors or recovering the bodies of lost hunters or hikers in remote portions of the area.
- Rescuing survivors or recovering bodies of plane crashes.
- Rescuing survivors or recovering bodies involved in accidents on waterways.

Regardless of the situation, search and rescue operations will likely be a multi-agency event involving responders from a number of local emergency response agencies, local volunteer organizations, and possibly State agencies.

*See the Jackson County Search and Rescue Plan and the Jackson County EOP, ESF 9 – Search and Rescue for more details.*

**5.6 Hazardous Materials Response**

Hazardous materials response includes ensuring actions are taken to mitigate, clean up, and dispose of hazardous materials and minimize the impacts of incidents. Fire & Rescue has a limited capacity to address hazardous materials incidents. Additional resources need to be requested through the State Regional Hazardous Materials Teams located in Medford (Region 8).

*See the County Hazardous Materials Response Plan and the Jackson County EOP, ESF 10 – Oil and Hazardous Materials for more details.*

**5.6.1 Information Sources****5.6.1.1 Chemical Transportation Emergency Center**

CHEMTREC (800-424-9300) provides 24-hour immediate advice by telephone with data on 350,000 chemicals. CHEMTREC will:

- Contact the shipper and manufacturer of the hazardous materials to advise them of the spill.
- Notify the National Response Center (NRC) IF REQUESTED

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- Can provide a phone-link between the Hazardous Materials (HazMat) Teams and several different chemical experts and send hard copy via computer or fax.
- Serve as the National Poison Antidote Center. By contacting CHEMTREC, a conference call can be established with toxicologists from several poison control centers.

**5.6.1.2 National Response Center**

The NRC (800-424-8802), which is operated by the United States Coast Guard, receives reports from spillers and acts as the notification, communications, technical assistance, and coordination center for the National Response Team. The NRC is a single access point for accessing all federal agencies involved with hazardous materials. Being operated by the United States Coast Guard, it is the contact point for accessing the Pacific Strike Team, a specially trained and equipped hazardous materials team with expertise in handling water related spills.

**5.6.1.3 Oregon State Fire Marshal's Hazardous Substance Employer Survey**

The Oregon State Fire Marshall (OSFM) can be reached through Oregon Emergency Response System. The OSFM maintains information from the State's Hazardous Substance Employer Survey, which annually inventories all businesses in the State for chemicals that are being manufactured, stored, and used at their locations. While this is good information, not all businesses have complied with regulations that require data to be sent to the State. Oregon Regional Response Teams will have this information available on their on-board computers.

The OSFM provides an updated list of companies that have reported Extremely Hazardous Substances in the Ashland Fire Department's area of coverage on an annual basis, which is available through the Fire Department.

**5.6.1.4 Oregon Poison Control Center**

The Oregon Poison Control Center (503-494-8968 or 800-452-7165) provides the following services:

- 24-hour service with expertise on hazardous materials exposure.
- Has a toxicologist available for consultation on chemical related health issues.
- Has familiarity with Regional HazMat Teams and their level of training.
- Has excellent follow-up capability for patient treatment and care.
- Has the ability to get information on trade secrets in a timely manner
- Provides recommendations on decontamination procedures.

**5.6.1.5 Safety Data Sheets**

Safety Data Sheets are required by the Occupational Safety and Health Administration (OSHA) as the primary communications link between chemical

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manufacturers and users. They provide brief information about the hazards that may be anticipated in an emergency situation involving a particular substance.

Safety Data Sheets provide a good source of information, but definitive answers on toxicity and treatment for exposed victims should be sought from the Poison Control Center.

**5.6.1.6 Printed Resources**

- There are many different guidebooks to cross reference, starting with the Department of Transportation's Emergency Response Guidebook. Responders should use multiple sources as quickly as they can.
- The Department of Transportation's Guidebook is only useful for the first few minutes of an incident until more detailed information can be obtained from technical resources.

**5.6.2 Training Levels**

- Per OSHA 29 Code of Federal Regulations 1910.120, City employees shall not work outside their scope of training, knowledge, and skill level.
- Individuals who are likely to witness or discover a hazardous substance release will be trained to the First Responder Awareness level. This group should include police officers and Public Works field personnel.
- Individuals that respond to releases will be trained to the First Responder Operations level. This would include Fire Department personnel.
- The Fire Department will have personnel trained to the On-Scene Incident Commander level. Personnel trained to this level will respond and take command of a hazardous materials incident as soon as possible. Note: the first arriving unit will take command until personnel trained to the On-Scene Incident Commander level arrive.

**5.7 Law Enforcement Services**

The City's primary law enforcement agency is the Police Department. Disaster operations for law enforcement will be an extension of normal agency and facility duties. Responsibilities include maintenance of law and order, traffic control, and crowd control.

The City Police Chief is responsible for directing the City's law enforcement response to a major emergency and coordinating response activities with the EOC. The Chief, or a designated representative, shall serve as the EOC Law Enforcement Branch Chief, coordinating the flow of law enforcement information, processing requests for additional law enforcement resources, and allocating them, as appropriate.

Law enforcement emergency operations will be an extension of the normal responsibilities of the Police Department. All responding law enforcement agencies have the responsibility to ensure operational capabilities. The Police

**FA 1. Emergency Services**

Department is responsible for coordinating law enforcement services, including the following tasks:

- Assess the situation, determine its impact on law enforcement operations, and identify additional resource needs.
- Secure the area to prevent additional injury or damage.
- Law enforcement agencies will establish inner and outer perimeters to secure a disaster scene. A strict policy of limited access to the disaster area will be rigidly enforced to ensure the safety and well-being of the community. All movement into and out of the area will be requested through the established command post.
- Provide traffic and crowd control.
- Evaluate the credibility of intelligence information.
- Investigate crime scenes.
- Coordinate warning and evacuation/shelter-in-place operations.
- Provide security for evacuated areas, critical facilities, and resources.
- Provide situation reports to the EOC.
- Enforce mandatory health measures.
- Report road damage or blockage to EOC Damage Assessment Unit.
- Establish traffic control points to divert traffic from damaged or overloaded roads.
- Deny entry to evacuated or dangerous areas by unauthorized persons.
- Provide additional security, if necessary, for:
  - Transportation and sheltering of prisoners from the jail and youth from Juvenile Department programs.
  - Public shelters or other mass care facilities.
  - Critical facilities such as field medical operations, health and medical providers, point-of-dispensing operations (including escorting Strategic National Stockpile supplies), chain-of-custody environmental samples, utility installations, food distribution centers, storage locations, distribution sites, and government offices.
- Coordinate with the District Attorney and presiding judge(s) when incidents impact the arrest, prosecution, incarceration, or release of prisoners, or delay due process.

When the need for multiple agency response becomes apparent or several jurisdictions become involved, Incident Command may transition from field operations to the EOC. If appropriate, a Unified Command will be established. EOC activities will be determined by the Incident Commander and may include: 1) identifying incident objectives and priorities; 2) assigning, monitoring, and coordinating incident resources; and 3) determining the need for additional resources.



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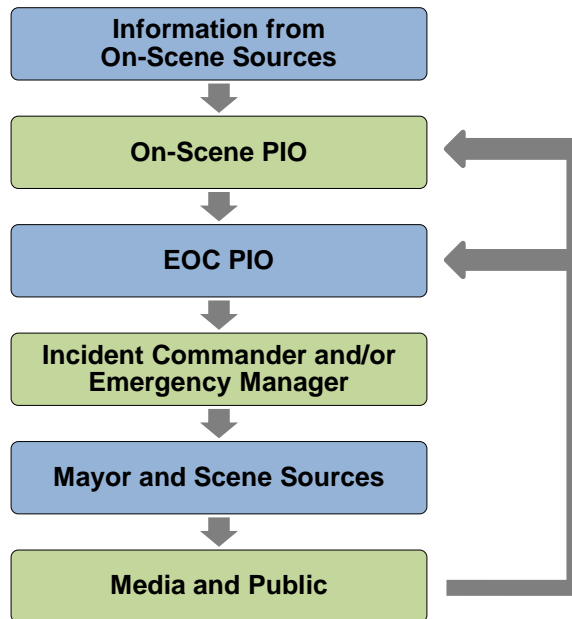
See the Jackson County EOP, ESF 13 – Public Safety and Security for more details.

**5.8 Emergency Public Information**

The City PIO is located in the City Administrator’s Office. Until the EOC is opened, the PIO on scene provides information to the media, with the approval of the Incident Commander. Once the EOC is activated, PIO functions are directed from the EOC, with news releases approved by the Emergency Manager and/or Incident Commander. In addition to formal news releases from the EOC PIO, the on-scene PIO can continue to provide information regarding response activities.

**5.8.1 Information Flow**

Incident information flow shall be routed as follows.



Appendix A-2 of this annex contains guidelines for the release of information to the media.

**5.8.2 Joint Information System**

Providing timely and accurate public information during an emergency of any nature is critical to the overall response efforts. A Joint Information System may be established in conjunction with the ICS and a local and/or regional Joint Information Center (JIC) will be established under Unified Command. During a regional or statewide event, the City will ensure that procedures are coordinated with those implemented by State and regional PIOs.

Depending on the size and nature of an incident, the JIC may be co-located with an existing EOC/command post or could be designated as an independent facility. A lead PIO, representing the lead agency for the response, will be assigned to the incident and will maintain the following responsibilities:

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- Coordinate information-sharing among the larger PIO network.
- Develop and distribute materials to the general public and media partners.
- Implement information clearance processes set by the Incident Commander.
- Schedule media briefings in a designated location away from the EOC and other emergency operations.

**5.8.3 Media Briefing Facilities**

During a major emergency or disaster, media briefing areas may be established in a facility that is capable of handling the media briefings. The media briefing area should always be coordinated with the EOC Incident Command and placed some distance away from the incident location and separated from the EOC to keep critical activities free from media interference.

**5.8.4 Media Access to the Scene**

- In cooperation with the EOC and the Safety Officer, the Incident Commander may allow media representatives restricted access to the scene, accompanied by a member of the Public Information staff. This should be done with consideration of the safety of media personnel, the impact on response, and the wishes and concerns of the victims.
- If it is not safe or practical to admit all media representatives to the scene, a media “pool” may be created, in which media representatives select one camera crew to take video footage for all. If even such controlled access is impractical, a “staged” photo opportunity to tape response vehicles or support activities may satisfy the media’s need for video footage.
- Response personnel must be protected from unwanted media intrusion. Off-shift personnel should be provided uninterrupted rest. It may be necessary to provide security to facilities where response personnel are housed and disconnect the telephones to ensure privacy.
- Victims and families should be provided access to public officials without having to face media, as appropriate.
- The media may be allowed access to response personnel, at the discretion of the Incident Commander, only if such an interview does not interfere with the response effort.
- Response personnel will not comment on the incident without the consent of the Incident Commander. Inquiries should be directed to the designated PIO, with approval of the Incident Commander and the department of jurisdiction.

**5.8.5 Dissemination of Ongoing Emergency Public Information**

- The PIO is responsible for:
  - Collecting, coordinating, and disseminating emergency information.
  - Advising on-scene and EOC Command on information and media issues.
  - Advising City officials.

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- Responding to media and public inquiries.
- Using an established Joint Information System (JIS) structure and procedures to coordinate incident information.
- Staffing the JIC based on incident-specific needs.

A single telephone number for the public to call for emergency information may be activated to assist in preventing or correcting public misinformation about an incident. This line is staffed by call-takers trained to handle public calls and knowledgeable about current incident status. Information will be released as directed by the Incident Commander.

**5.8.6 Training Recommendations for Public Information Officers**

During an emergency or disaster, PIOs must be able to assemble information quickly, organize it, and use it to develop effective messages for release to the public. They must understand the ICS and how they work together to coordinate information for the public through a JIS and JIC. To ensure that PIOs possess the needed skills and background to perform these critical duties, the City recommends that all PIOs complete the following training in order to qualify for JIC duty:

- FEMA Introduction to Incident Command System training IS-100
- FEMA NIMS and Introduction training IS-700
- FEMA NIMS Public Information Systems training IS-702

**5.9 Evacuation and Population Protection**

Emergencies or disasters may require the evacuation of people from hazard areas to areas of lower risk. During emergencies such as floods, earthquakes, hazardous materials spills/releases, accidents or threats involving radiological materials, major fires, and others, Ashland emergency responders or EOC personnel may determine that the evacuation of all or part of the community is prudent to minimize loss of life.

An evacuation is the removal of persons from the path of a threat prior to impact, and is the responsibility of the Police Department. Removal of victims from an area impacted by a hazard is considered a rescue, and will be conducted according to this plan.

In Oregon, the responsibility for ordering an evacuation rests with local government or the governor. In Ashland, formal authority to order an evacuation lies with the City Administrator/designee. Under emergency conditions, this authority is delegated to the Incident Commander.

**5.9.1 Identification of Need**

Not all emergencies requiring protective action on the part of the public necessitate evacuation. The Emergency Manager and Incident Commander must weigh the risks of leaving the population unprotected against the risks of

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sheltering in place or evacuating. Before an evacuation can be implemented, the following activities must be performed:

- Identify high-hazard areas, including those that may be impacted if the incident escalates or conditions change.
- Identify potential evacuation routes, their capacities, and their vulnerability to the hazard (see Appendix B-3 of this annex for the City's evacuation traffic policy).
- Alert and warn the public at risk. Include specific information about the risk, the protective actions that need to be taken, and the possible risks of non-compliance.

**5.9.2 Determination of Time Needed for Evacuation**

To determine evacuation time requirements, the following factors should be considered:

- Time from response to decision to evacuate.
- Time needed to alert and instruct the public, depending upon the time of day and other factors.
- Time needed to mobilize the population, once warned;
- Time required to evacuate the hazard area.

**5.9.3 Evacuation of Access and Functional Needs Populations**

Populations with access and functional needs within the City of Ashland that may need special assistance during evacuations include children attending private, public and pre- schools, residents of assisted living facilities, nursing homes, and residents of apartment complexes for the elderly.

The Logistics Section may assist in procurement of specialized transportation resources such as ambulances, vehicles for transporting the handicapped, and buses.

**5.9.4 Implementation Guidelines**

The Incident Commander, regardless of agency or whether on-scene or in the EOC, shall:

- Determine the need to evacuate an area.
- Determine the extent of the area to be evacuated.
- Develop an evacuation plan.
- Activate the alert and warning system, and
- Direct the implementation of the evacuation plan.

In the event of a major evacuation in response to an incident under the overall Command of a non-law enforcement agency:

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- The Incident Commander should designate a Unified Command between that agency and the Police Department to facilitate coordination of evacuation operations.

The Emergency Management Staff will utilize the alert and warning guidelines to warn the public of the emergency condition, and provide the public with evacuation and shelter information.

The Incident Commander will ensure that secure perimeters are established, if needed, and provide criteria for access to them.

The Incident Commander will identify appropriate reception areas for evacuees, and shall assign personnel to provide liaison to those persons in the reception area, and security to the reception area.

The Ashland Parks and Recreation Department should be requested to begin arranging shelter.

As the emergency response progresses and more information becomes available, the PIO will utilize the procedures described in this plan to provide the media and the public with information on:

- Modes of transportation for evacuees unable to provide their own.
- The reason for the evacuation.
- The location of reception or shelters.
- Possible results of failure to evacuate.

Notify the Oregon Emergency Management and Jackson County Emergency Management of the evacuation.

After the emergency event has ended:

- Emergency Management Staff will allow the early return of persons needed to staff essential services and to open vital businesses as soon as this can be done safely.
- Emergency Management Staff will direct a general return to the incident area as soon as possible.
- The PIO will advise the public and the media of the termination of the evacuation order and the lifting of the security perimeter.

**5.9.4 Sheltering in Place**

If sufficient time is not available to evacuate and/or the nature of the incident makes evacuation unsafe, Incident Command may choose to direct those in the affected area to shelter in place. Sheltering in place restricts affected people to their current locations. Other restrictions may also be necessary (see Appendix A-1 of this annex for EAS message format).

*See the Jackson County EOP, Support Annex C – Evacuation for more details.*

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### 5.10 Developing Incident and Planning Objectives

Objectives are the backbone for conducting all planning, response, and recovery activities. The first step in developing good objectives for an incident response is to understand the priorities, as follows:

- Priorities define overarching requirements—what to accomplish in order of importance.
- Objectives must be based on incident priorities.
- Priorities guide the precedence by which objectives are addressed.
- Initial priorities may be driven in part by the delegation of authority.
- Every plan, incident, response, and recovery situation always has its priorities. Priorities should be built based on the whole community core capabilities.
- The next step in developing good objectives involves the following steps:
  - Frame the problem—what are the essential elements of the issue to be addressed?
  - Use the objective to describe what is to be accomplished—and where, if possible—but not how or by whom.
  - Provide enough detail to make the objective meaningful.
  - Allow the necessary flexibility—ensure that the objective and its results can be used as a metric.
  - Ask, “is the objective attainable?” Determine whether the objective can be met with available resources.
  - Ask, finally, “what is the objective’s priority when compared to other identified issues?” Order the objectives based on the order of priority or urgency.

*Adapted from FEMA’s Incident Action Planning Guide.*

### 5.11 Geographic Information System Mapping and Data Management

Mapping capabilities and equipment may be provided through the Public Works Department and other partners.

## 6 Annex Development and Maintenance

The Emergency Manager is responsible for regular review and maintenance of this annex. To ensure that City staff are familiar with their roles in providing emergency services, the City will incorporate elements of emergency services into its training and exercise program.

## 7 Supporting Plans and Procedures

The following documents support emergency services for the City:

- Jackson County Emergency Operations Plan, 2010.

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- ESF 2 – Communications
- ESF 4 – Firefighting
- ESF 9 – Search and Rescue
- ESF 10 – Oil and Hazardous Materials
- ESF 13 – Public Safety and Security
- ESF 15 – External Affairs
- Jackson County Search and Rescue Plan
- Jackson County Ambulance Service Area Plan
- Jackson County Hazardous Materials Response Plan
- State of Oregon Fire Services Mobilization Plan.
- Northwest Area Contingency Plan, 2010.

## 8 Appendices

- Appendix A – Emergency Public Information Materials
  - A-1 – Emergency Alert System Templates
  - A-2 – Guidelines for Release of Information to the Media
  - A-3 – Sample Media Statement Format
- Appendix B – Evacuation
  - B-1 – Evacuation Order
  - B-2 – Evacuation Checklist
  - B-3 – Evacuation Traffic Policy
  - B-4 – Evacuation Guidelines
  - B-5 – Ashland Street Network with Bridges and Culverts
  - B-6 – Wildfire Evacuation Route

**Appendix A      Emergency Public Information Materials**

- A-1    Emergency Alert System Templates
- A-2    Guidelines for Release of Information to the Media
- A-3    Sample Media Statement Format



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**Appendix A-1      Emergency Alert System Templates**

EVACUATION:

The City of Ashland is managing a(n) \_\_\_\_\_ emergency. A State of Emergency has been declared. The Incident Command and Ashland City Council are requesting the immediate evacuation of the area between \_\_\_\_\_ on the east, on the west, \_\_\_\_\_ on the north and \_\_\_\_\_ on the south due to \_\_\_\_\_. Please take medications, and personal hygiene supplies with you and evacuate to (a point) \_\_\_\_\_ by traveling \_\_\_\_\_. Failure to evacuate may result in life endangerment. The American Red Cross is opening shelters for those affected by the evacuation at \_\_\_\_\_. If you need help evacuating your home, please signal emergency workers by placing a white cloth on your front door or calling the City at \_\_\_\_\_.

SHELTER IN PLACE:

The Incident Command and Ashland City Council are urging citizens for the area between \_\_\_\_\_ on the east, \_\_\_\_\_ on the west, \_\_\_\_\_ on the north and \_\_\_\_\_ on the south \_\_\_\_\_ south to take the following protective actions due to \_\_\_\_\_. Stay indoors with all windows closed. If you must go outdoors for any reason, \_\_\_\_\_. Failure to follow these instructions may result in damage to \_\_\_\_\_. Please stay tuned to this station for further details.

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**Appendix A-2 Guidelines for Release of Information to the Media**

The following guidelines shall be used in evaluating and releasing information concerning the incident:

1. Accurate information will be provided to the media. Facts that can be confirmed should be released as soon as possible. If little information is available, the following statement should be issued:

*“We are aware that an (incident/accident) involving (type of incident) occurred at approximately (time), in the vicinity of (general location). Emergency crews are responding, and we will have additional information available as we are able to confirm it. We will hold a briefing at (location), and will alert the media at least 1/2 hour prior to the briefing. At this time, the briefing is the only place where officials authorized to speak about the incident and confirmed information will be available. Thank you for your assistance.”*

2. Emergency information dissemination should be restricted to approved, specific, and verified information concerning the incident and should include:
  - a. Nature and extent of emergency occurrence.
  - b. Impacted or potentially affected areas of the City.
  - c. Advice on emergency safety procedures, if any.
  - d. Activities being conducted by the City to combat the hazardous conditions or mitigate the effects.
  - e. Procedures for reporting emergency conditions to the EOC.
3. Information concerning the incident should be consistent for all members of the media.
4. Information should be presented in an objective manner.
5. Rumor control is vital during emergency operations. Sensitive or critical information must be authorized and verified before release. Unconfirmed rumors or information from unauthorized sources may be responded to in the following manner:

*“We will not confirm \_\_\_\_\_ until we have been able to check out the information through authorized sources. Once we have confirmed information, we will release it to all members of the press at the same time.”*

6. Information that media representatives often request includes:
  - a. Emergency: What is it?
  - b. Location: Where is it?

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- c. What caused it?
  - d. Time: When did it occur? How long will it last?
  - e. Fatalities: Are there any? How many?
  - f. Injuries: Are there any? How Many? What is the nature of the injuries?
  - g. Injured: Where are they being treated? Where can family members call to get information?
  - h. Involved agencies: What agencies responded? How many? What level of involvement do they have?
7. Do not release information that might hinder emergency response, prejudice the outcome of an investigation, or pose a further threat to public safety. Examples include:
- a. Personal conjecture about the course of the emergency or the conduct of response.
  - b. Opinions about evidence, or a suspect or defendant's character, guilt, or innocence.
  - c. Contents of statements used in alibis, admissions, or confessions.
  - d. References to the results of various tests and examinations.
  - e. Statements that might jeopardize the testimony of witnesses.
  - f. Demeaning information/statements.
  - g. Information that might compromise the effectiveness of response and recovery.
8. In an incident involving fatalities, the names of the victims or the cause of death shall not be released without authorization from the District Attorney's and Medical Examiner's office.
9. Confidential information is not to be released. This includes home phone numbers of City personnel, volunteer emergency workers, and any unpublished fire stations and City telephone numbers.
10. Public information briefings, releases, interviews, and warnings shall be logged and tape-recorded. Copies shall become part of the final incident package.
11. Do not commit to firm briefing times unless it is certain these times can be kept.

Appendix A-3 Sample Media Statement Format

**MEDIA RELEASE**

Date: \_\_\_\_\_

Time: \_\_\_\_\_

Press Release #: \_\_\_\_\_

**TYPE OF INCIDENT:** \_\_\_\_\_

Location: \_\_\_\_\_

Date: \_\_\_\_\_ Time: \_\_\_\_\_

Narrative details about incident: \_\_\_\_\_

\_\_\_\_\_  
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\_\_\_\_\_  
\_\_\_\_\_

For further information, please contact \_\_\_\_\_

at \_\_\_\_\_.

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**Appendix B      Evacuation**

- B-1    Evacuation Order
- B-2    Evacuation Checklist
- B-3    Evacuation Traffic Policy
- B-4    Evacuation Guidelines'
- B-5    Ashland Street Network with Bridges and Culverts
- B-6    Wildfire Evacuation Route



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Appendix B-1 Sample Evacuation Order

1. An emergency condition, as a result of \_\_\_\_\_, exists in the City of Ashland, and the City has declared a State of Emergency.
2. The City has determined that there is a need to evacuate portions of the City.
3. Such evacuation is needed to ensure the safety of the public. Therefore:  
\_\_\_\_\_  
\_\_\_\_\_
4. The City of Ashland is requesting the immediate evacuation of:  
\_\_\_\_\_  
\_\_\_\_\_
5. The City of Ashland requests that those needing special assistance call \_\_\_\_\_ or place a white flag, (towel, rag, paper, etc.) on the front door knob or in the front window. The above number has been established to respond to evacuation assistance requests.
6. The City of Ashland is restricting all entry into the hazard area. No one will be allowed to re-enter the area after \_\_\_\_\_am/pm.
7. Information and instructions from the City of Ashland will be transmitted by broadcast radio. Public information will also be available from American Red Cross representatives at shelters now being opened to the public for emergency housing.
8. As resources allow, a reception area or American Red Cross shelter is located at:  
\_\_\_\_\_
9. The City of Ashland will advise the public of the lifting of this order when public safety is assured.

Date \_\_\_\_\_ Signed \_\_\_\_\_  
Mayor

Date \_\_\_\_\_ Signed \_\_\_\_\_  
Incident Commander

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**Appendix B-2 Evacuation Checklist**

✓	Action Item	Assigned
	<b>PLANNING:</b>	
	1. Determine area(s) at risk: <ul style="list-style-type: none"> <li>▪ Determine population of risk area(s)</li> <li>▪ Identify any special facilities and functional needs populations in risk area(s)</li> </ul>	
	2. Determine evacuation routes for risk area(s) and check the status of these routes.	
	3. Determine traffic control requirements for evacuation routes.	
	4. Estimate public transportation requirements and determine pickup points.	
	5. Determine temporary shelter requirements and select preferred shelter locations.	
	<b>ADVANCE WARNING:</b>	
	6. Provide advance warning to special facilities and advise them to activate evacuation, transportation, and reception arrangements. Determine if requirements exist for additional support from local government.	
	7. Provide advance warning of possible need for evacuation to the public, clearly identifying areas at risk. Consider using Ashland’s Community Emergency Response Team and/or Nixle system.	

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✓	Action Item	Assigned
	8. Develop traffic control plans and stage traffic control devices at required locations	
	9. Coordinate with special facilities regarding precautionary evacuation. Identify and alert functional needs populations.	
	10. Ready temporary shelters selected for use.	
	11. Coordinate with transportation providers to ensure that vehicles and drivers will be available when and where needed.	
	12. Coordinate with school districts regarding closure of schools.	
	13. Advise neighboring jurisdictions that may be affected of evacuation plans.	
<b>EVACUATION:</b>		
	14. Advise neighboring jurisdictions that an evacuation recommendation or order will be issued.	
	15. Disseminate the evacuation recommendation or order to special facilities and functional needs populations. Provide assistance in evacuating, if needed.	
	16. Disseminate evacuation recommendation or order to the public through available warning systems, clearly identifying areas to be evacuated.	

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✓	Action Item	Assigned
	17. Provide amplifying information to the public through the media. Emergency public information should address: <ul style="list-style-type: none"> <li>▪ What should be done to secure buildings being evacuated</li> <li>▪ What evacuees should take with them</li> <li>▪ Where evacuees should go and how they should get there</li> <li>▪ Provisions for functional needs population and those without transportation</li> </ul>	
	18. Staff and open temporary shelters	
	19. Provide traffic control along evacuation routes and establish procedures for dealing with vehicle breakdowns on such routes.	
	20. Provide transportation assistance to those who require it.	
	21. Provide security in or control access to evacuated areas.	
	22. Provide situation reports on evacuation to the County.	
	<b>RETURN OF EVACUEES</b>	
	23. If evacuated areas have been damaged, reopen roads, eliminate significant health and safety hazards, and conduct damage assessments.	
	24. Determine requirements for traffic control for return of evacuees.	

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✓	Action Item	Assigned
	25. Determine requirements for and coordinate provision of transportation for return of evacuees.	
	26. Advise neighboring jurisdictions that return of evacuees will begin.	
	27. Advise evacuees through the media that they can return to their homes and businesses; indicate preferred travel routes.	
	28. Provide traffic control for return of evacuees.	
	29. Coordinate temporary housing for evacuees who are unable to return to their residences.	
	30. Coordinate with special facilities regarding return of evacuees to those facilities.	
	31. If evacuated areas have sustained damage, provide the public information that addresses: <ul style="list-style-type: none"> <li>▪ Documenting damage and making expedient repairs</li> <li>▪ Caution in reactivating utilities and damaged appliances</li> <li>▪ Cleanup and removal/disposal of debris</li> <li>▪ Recovery programs</li> </ul>	
	32. Terminate temporary shelter and mass care operations.	

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✓	Action Item	Assigned
	33. Maintain access controls for areas that cannot be safely reoccupied.	



**Appendix B-3 Evacuation Traffic Policy**

In the event of an evacuation in the City:

1. All City employees not directly involved in the incident shall be available for traffic control and direction.
2. The City has the authority to close local roads and to restrict access to and from all areas of the City.
3. Roads under the jurisdiction of the Oregon Department of Transportation (ODOT) would be authorized for closure by the ODOT District Manager; in the case of a crime or fire, the authority includes the Oregon State Police.
4. The Ashland Police Department has the authority to remove stalled and parked vehicles that impede the flow of traffic.
5. Traffic flow direction may be altered, reversed, etc. at the direction of the Incident Commander when the situation warrants.
6. Changes in traffic flow will be coordinated with the County Sheriff, Oregon State Police, ODOT, and City of Ashland Public Works.

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**Appendix B-4 Evacuation Guidelines**

<b>Document:</b>	Evacuation Guidelines
<b>Section &amp; #:</b>	Model Operational Guidelines
<b>Adoption Date / Update:</b>	June 16, 2015 / April 2018
<b>Developed/Updated By:</b>	Chief Karns / BC Lawless
<b>Review Date:</b>	June 2019

**Purpose**

The purpose of this policy is to develop guidelines to assist personnel in management of incidents involving evacuations.

**Scope**

Any incident involving the evacuation of residents from a hazard area requires a close coordination with multiple agencies. A Unified Command will be established between the various jurisdictions having authority and PIOs will be fully utilized to facilitate public and other notifications. Authority to order evacuation comes from ORS 162.255.

**General provisions**

- The Incident Commander has the authority to order an evacuation.
- Incident Commanders should utilize the Evacuation Checklist for developing incident mitigation.
- A Unified Command shall be located and established when events are multi-jurisdictional
- The Incident Commander shall identify the current situation, prioritize problems, and order resources in a timely manner to facilitate orderly evacuations.
- Command Staff considerations shall be evaluated upon arrival.
- A PIO shall be requested and an Evacuation Group shall be formed if evacuations are currently underway, or are imminent. Evacuation information must be disseminated to first responders, residents, businesses, media, dispatch centers, and other stakeholders.
- Establish a command structure that meets the current needs, can be expanded to incorporate the future needs of the incident, and is designed to effectively manage evacuations.

**Pre-Incident Considerations**

- All agencies are encouraged to conduct preplanning for identified target hazard evacuation risks inclusive of potential event types (i.e. large gathering evacuation for a special event or a known potential for a localized flood event etc.). Educating residents on Ready/Set/Go is highly encouraged.

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- Preplanning should include but not be limited to: identified local evacuation/sheltering locations; local protocols for requesting immediate evacuation support resources; developing necessary agreements and MOU's for resource access and use; evacuation travel routes and traffic control plans; and contact list of critical partners, planning and operational templates to be used during the event.
- Conduct localized exercises and train in-house responders in evacuation processes and incident management.
- Develop local response protocol for formation of Evacuation Group for IA/emerging incident evacuation processes that can lay a successful foundation for an expanding incident.
- All preplanning should be done in accordance with Rogue Valley Fire Chief's Association and OSFM recommended best practices.

**Evacuation Group Considerations**

- IA or Emerging Event: The IC or Unified Command will most likely be faced with limited resources for executing mitigation efforts and evacuations. Early critical decision making will be required to address the highest incident priority and initial response resources may be required to engage in early evacuation processes rather than mitigation efforts. Every effort should be made to ensure clear communications of the priority, the need to shift in effort, and maintaining effective incident management.
- Early incident organization is key and Task Force/Strike Team or Divisional/Group resources may be called upon to quickly transition as the incident dictates from mitigation to evacuation. This may continue to occur until such time as relief resources arrive or the incident threat is mitigated.
- For wildland fire incidents involving evacuations, the most likely management plan will involve wildland resources focusing on mitigation/control efforts and structural resources focusing on structure protection and evacuation efforts. The formation of an Evacuation Group with appropriate levels of overhead and coordination will be key to incidents with rapid incident growth potential.
- Be prepared to manage:
  - Re-entry of residents
  - Refusal to evacuate
  - Road closures / Road Blocks
  - Additional assistance can be obtained through local SAR or Trained CERTs where available.
- Utilize the Ready/Set/Go (Level 1, 2, 3) program for tiered evacuations:
  - **Ready – Level 1**
    - Be ready for the potential to evacuate
    - Have a “go kit” ready
    - Have an evacuation plan for your family and pets

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- Be fire wise and create a defensible space
- **Set – Level 2**
  - This level indicates significant danger, if you decide to stay, be ready to evacuate at a moment's notice
  - This may be the only notice you receive if conditions worsen
  - Supply your “go kit” with all the essentials to last 2 weeks
  - Stay connected with emergency information and evacuation routes
- **Go – Level 3**
  - If you chose not to evacuate, emergency services may not be able to assist you
  - Grab your “go kit” and leave immediately
  - Follow your evacuation plan and stay informed

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### Rogue Valley Fire Chief’s Association Evacuation Checklist

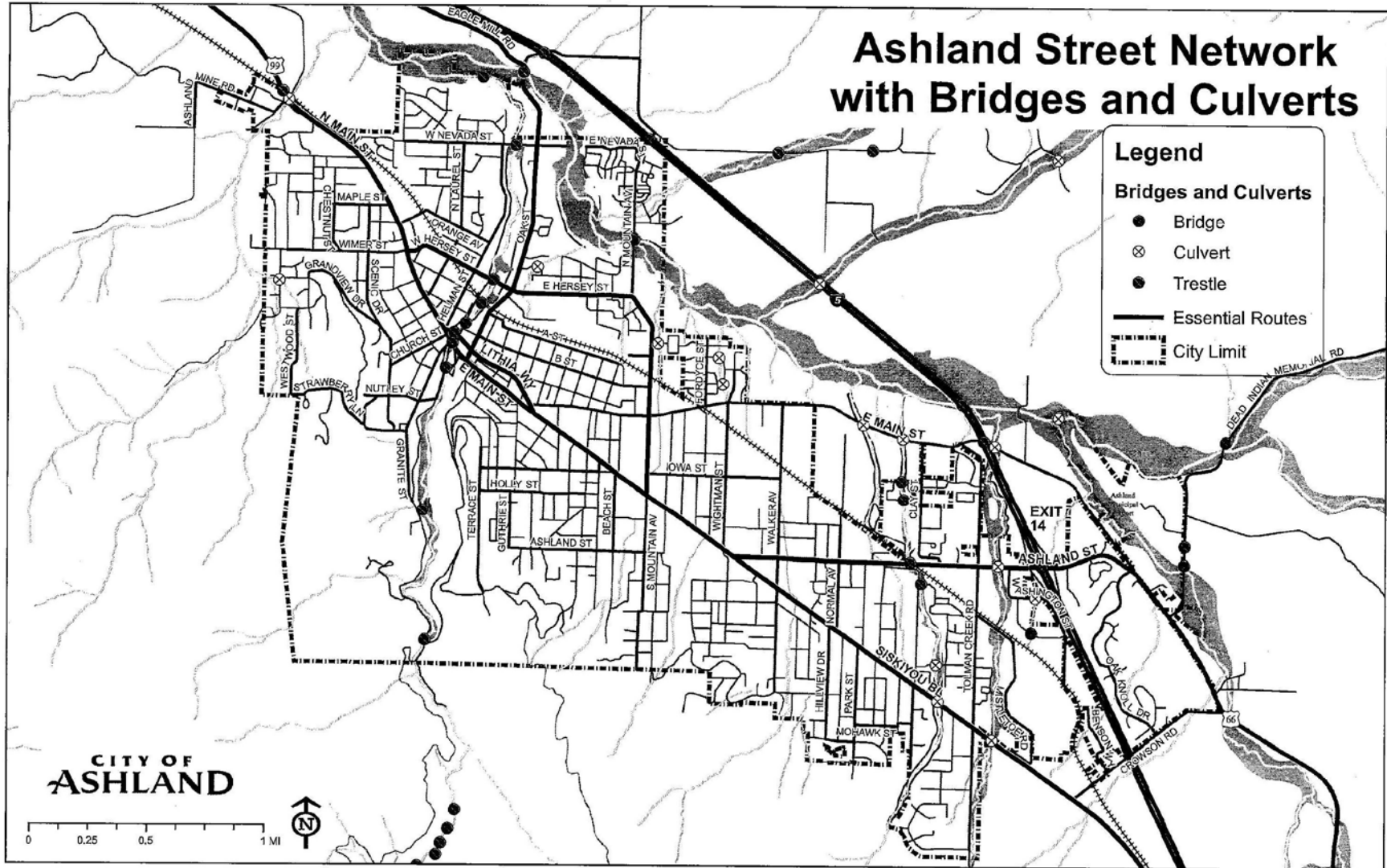
**Considerations for a small localized event that affects less than 10 structures and can be handled with minimal resources:**

- Incident Command located and established
- Identify current situation/problems/potential
- Prioritize problems /order resources
- Notify Emergency Management
- Command Staff Page Requested
  - Yes
  - No
- Request PIO (Consider 2 for larger incidents - 1 w/ IC and 1 w/ Evacuation Group/Branch)
- Establish Evacuation Group with PIO and Law assigned
- Establish Divisions/Groups as necessary (Escalating incidents)
- Establish Structural Branch if Unified Command (Larger incidents 10 or more homes)
- Incident Commander or Branch Director to determine (Based on size of incident)
  - Number of structures threatened
  - Determine level of evacuation (one, two, or three)
  - Identify area to evacuate
    - Street name \_\_\_\_\_
    - Address block \_\_\_\_\_
    - Mile marker \_\_\_\_\_
    - Other \_\_\_\_\_
- Method of notifying residents
  - I/A resources  Law
  - Nixle in Jo/Jac County  Other
- Keep PIO and Evacuation Group/Branch informed!**
- Shelter location/s for people and animals
- Evacuation Routes/Roadblocks/Security
- Special considerations
  - \*Elderly                      \*Handicapped                      \*Animals
  - \*Care facility                \*Other
- Plans for return of residents (utilize PIO/Emergency Management/Law)

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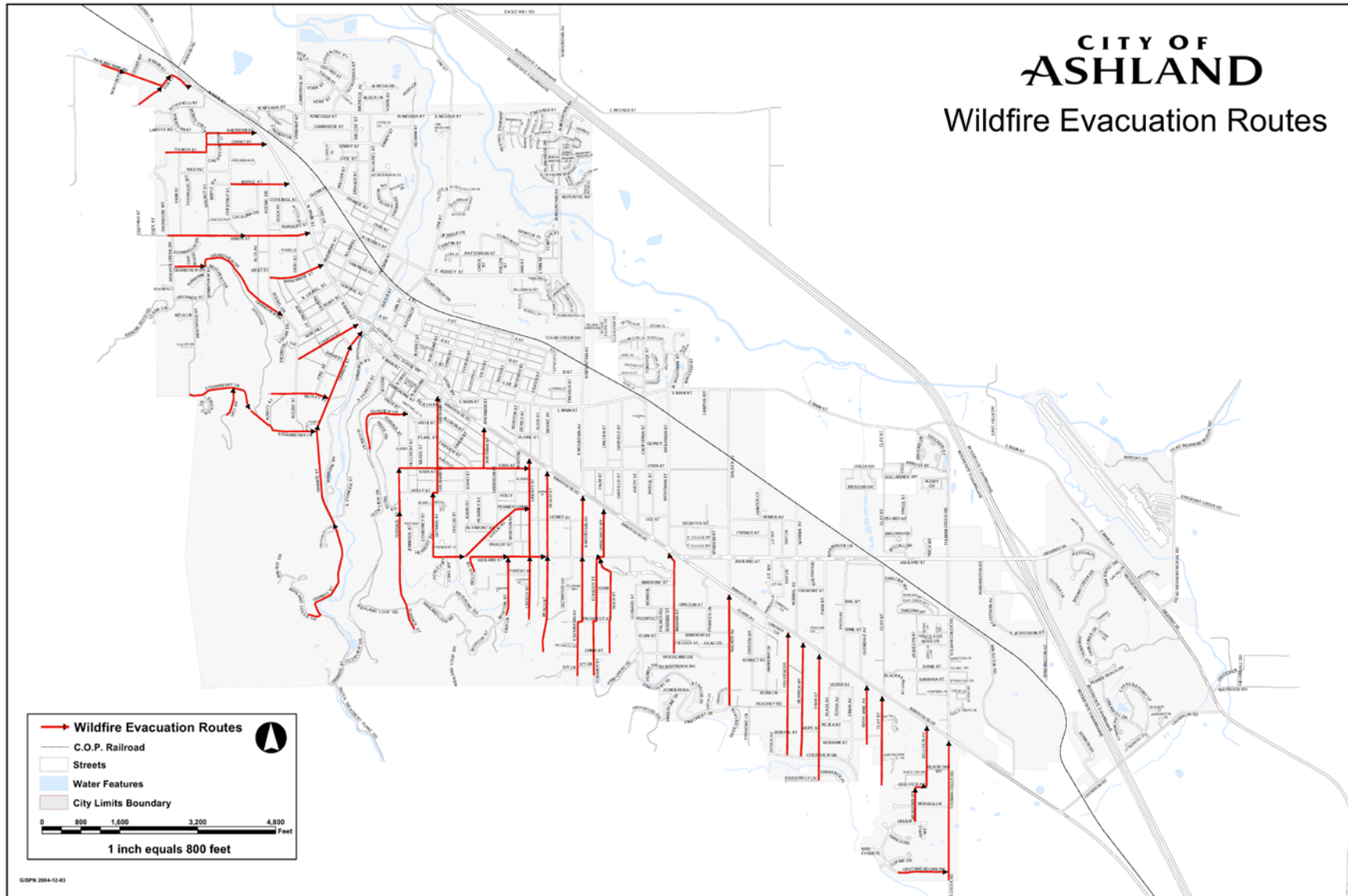


Appendix B-5 Ashland Street Network with Bridges and Culverts



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Appendix B-6 Wildfire Evacuation Route



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## FA 2 – Human Services

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FA 2 Tasked Agencies	
<b>Primary Agencies</b>	Ashland Emergency Manager Jackson County Health and Human Services American Red Cross
<b>Supporting Agencies</b>	Fire & Rescue Community Emergency Response Team Ashland Parks & Recreation Jackson County Emergency Management Jackson County Sheriff's Office Ashland School District Local Volunteer and Faith-Based Organizations

## 1 Purpose and Scope

This annex provides information regarding the City of Ashland’s (City’s) response to the needs for mass care/sheltering, human services, and public health support for victims of natural and technological emergencies and disasters. It outlines basic roles and responsibilities for primary agencies, provides a concept of operations to assist the City in coordinating emergency services, and references related authorities, agreements, and supporting plans. The City Emergency Management Organization, as outlined in the Basic Plan of this Emergency Management Plan, is designed to provide support to local human services agencies through assistance in accessing needed resources and coordination in more complex incidents and events. Nothing in this annex is meant to replace or supersede the standard operating procedures of local response agencies.

This annex covers the following functions:

- Mass Care
- Emergency Assistance
- Housing
- Human Services
- Public Health Services
- Care of Emergency Response Personnel and Emergency Operations Center (EOC) Staff
- Agriculture and Animal Protect
- Volunteer and Donations Management

For larger events that may require short- or long-term housing for disaster victims, Jackson County (County) Emergency Management coordinates this need with the City Emergency Manager. Emergency shelter includes the use of pre-identified shelter sites in existing structures, creation of temporary facilities or shelters, and use of other facilities outside the incident area, should evacuation be necessary.

Food is provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution. Emergency first aid, consisting of basic first aid and referral to appropriate medical personnel and facilities, is provided at mass care/sheltering facilities. Bulk distribution of emergency relief items, such as food, water, and ice is managed and coordinated via established sites within the City. Some situations may require coordination and management of volunteer services and donated goods to maximize benefits without hindering response activities.

Emergency response agencies for the City will also identify and coordinate assistance for Access and Functional Needs Populations (also called Special Needs and Vulnerable Populations) within the impacted area. Access and Functional Needs Populations describes members of the community who experience physical, mental, or medical care needs who may require assistance before, during, and after an emergency incident after exhausting their usual resources and support network.

## 2 Policies and Agreements

The following policies and agreements are currently in place to support emergency services for the City:

- Sheltering and feeding citizens during a disaster is the task of the American Red Cross and Ashland Parks and Recreation.
- The Red Cross has agreements with approximately 30 businesses and schools in Ashland. Ashland incident management staff may request that a shelter be opened by calling the Southwest Oregon Chapter of The American Red Cross at 541-779-3773 or 1-800-433-9285.

## 3 Situation and Assumptions

### 3.1 Situation

Emergencies or disasters can necessitate evacuation of people from residences that are temporarily uninhabitable, damaged, or destroyed. Providing for these victims will consist of making facilities and services available and coordinating activities with government agencies and volunteer disaster assistance organizations. Emergency shelter or housing needs may be short or long term. When such needs arise, it is the responsibility of the City to work with the various human service agencies to meet them.

### 3.2 Assumptions

- Although City government has primary responsibility for implementing and coordinating the resources and services included in this annex, the Red Cross will manage and coordinate sheltering and mass care operations to the extent of its capability. The Salvation Army will support these operations, and other professional and/or

volunteer organizations (e.g., faith-based organizations) that normally respond to emergency/disaster situations will continue to do so.

- The Red Cross will have agreements in place for use of specific shelters that could be activated by calling the local Red Cross representative. These shelters may be used for specific events associated with the City and County, as well as housing evacuees from neighboring counties if the need arises.
- Permission to use Red Cross-approved facilities for disaster operations and sheltering will be obtained and agreed upon in writing. Pre-identified facilities intended for shelter and mass care will be available and operational at the time of need.
- City government and other available response agencies will manage and coordinate all shelter and mass care activities until the Red Cross has arrived on scene, assessed the situation, and activated procedures for preparing and operating shelters.
- Assistance will be available through mutual aid agreements with the County, other counties, other regions, and State of Oregon (State) and Federal emergency agencies and organizations.
- Unique demands will be placed on the delivery of human services, including crisis counseling, emergency assistance, and the care of access and functional needs groups. As a consequence, the clientele groups of both local and State human service organizations will increase.
- Under localized emergency conditions, a high percentage of evacuees will seek lodging with friends or relatives rather than go to established facilities.
- If the threat of an evacuation is due to a visible hazard or has been discussed in the media, some spontaneous evacuation will occur prior to an implementing order. Therefore, mass care operations may have to commence early in any disaster period.

## 4 Roles and Responsibilities

The roles and responsibilities for each department in support of emergency services will vary depending on the type of resource, the length of the warning period, and the duration of the incident.

### 4.1 Emergency Manager (Fire Chief)

- Coordinate emergency preparedness planning and exercise activities with the Red Cross.
- Identify local government's authority, responsibility, and role in providing long-term temporary emergency housing for disaster victims.
- Assess the situation and issue appropriate notifications to activate and staff the EOC, including notification of the Red Cross, if it is

determined that a representative is needed to coordinate emergency food and shelter.

- Establish a communications link with affected jurisdictions, volunteer agencies, and the public and ensure that they are kept informed of available shelters.
- Assist in coordinating logistics to support operations and ensure that the provisions of any memorandum of understanding (MOU) are implemented, as necessary.
- Coordinate with local, State, and Federal agencies in damage assessment and cost recovery activities, as well as identify long-term temporary emergency housing options.
- Ensure that necessary communication activities are conducted to inform the public of disaster recovery activities, including information regarding long-term temporary emergency housing assistance.
- Continue to assist in restoration of normal services and operations, as appropriate.
- Conduct an After Action Report regarding the overall effectiveness of the City's efforts in providing emergency food and shelter.

#### **4.2 American Red Cross**

It is not the intent of the City to supplant the Red Cross as the primary provider and coordinator of emergency housing, sheltering, and feeding services; however, the City is not relieved of its obligation for the welfare of its citizens in times of emergencies, as outlined in Chapter 401 of the Oregon Revised Statutes.

- Develop and maintain plans, procedures, and policies for establishing, managing, and operating a feeding and sheltering system to meet the needs created by a major disaster.
- Develop and maintain MOUs with local governments to define and clarify roles and responsibilities in preparing for and responding to disasters.
- Participate in the annual training exercises conducted by the City Emergency Management Organization to test the Emergency Management Plan.
- Implement the response actions outlined in the MOU with the City, as necessary.
- Evaluate the direct or indirect effects of the hazard on available shelter resources.
- Provide specific resource requirements, including feeding support, clothing and bedding supplies, emergency registration of people, and trained shelter management volunteers. Community Emergency Response Team may be utilized and requested through Ashland Fire & Rescue.

- Coordinate activities with voluntary organizations active in disaster; faith-based organizations; other social service agencies; and local, State, and Federal government to provide emergency food and shelter.
- Assist the City in determining post-emergency needs for long-term emergency temporary housing, as requested.
- Prepare a report on the condition of shelter facilities and make arrangements for returning them to normal use.
- Compile a record of emergency expenditures.
- Critique the provision of shelters for people displaced from their residences and institute reforms, as required.

### 4.3 Fire & Rescue

- Provide personnel, supplies, materials, and facilities as available in support of this function.
- Establish a shelter Emergency Medical Services response plan.
- Provide fire and line safety inspections, as appropriate.

## 5 Concept of Operations

### 5.1 General

The City Council has overall responsibility for ensuring the welfare of citizens and visitors within the City during an emergency or disaster. In cooperation with available volunteer disaster assistance organizations, the City Emergency Manager will ensure the provision of basic human services. Disaster victims will be encouraged to obtain housing with family or friends or in commercial facilities. To the greatest extent possible, the City will assist and coordinate the post-disaster housing needs of the homeless. While coordinated City/Red Cross decision-making is desirable, the Red Cross may independently initiate operations. The Salvation Army and other charitable groups (e.g., faith-based organizations) will provide additional support for disaster victims.

In the case of unmet needs, the Emergency Manager will make requests for County assistance via the EOC to County Emergency Management. Some emergencies will not entail mass care assistance but will still require a limited amount of emergency food and clothing.

Initial preparedness efforts will begin with identification of population groups requiring special assistance during an emergency (e.g., senior citizens and the handicapped). Needs should be matched to capabilities and resources, and any gaps should be addressed through planning, training, and exercises. When an incident occurs and evacuation is required, preparations will begin for receiving evacuees at selected facilities. Essential personnel, including volunteers, will be alerted; pre-positioned material resources (cots, blankets, food, etc.) will be made ready; and medical facilities will be alerted to the possibility of receiving evacuee patients. Participating agencies will provide food and clothing as needed, assist

with registration of evacuees/victims, and provide information to assist victims needing additional services. Once the incident transitions to the recovery phase, the human needs of victims should be continually assessed and met as necessary via one or more Disaster Recovery Center.

## 5.2 Mass Care

Mass care includes the registration of evacuees, the opening and management of temporary lodging facilities, and the feeding of evacuees and workers through both mobile and fixed feeding sites. The Red Cross will assist in registering evacuees and, as applicable, will coordinate information with appropriate government agencies regarding evacuees housed in Red Cross shelters.

### 5.2.1 Shelter

Protective shelters are life-preserving; they are designed to afford protection from the direct effects of hazard events and may or may not include the life-supporting features associated with mass care facilities. In contrast, mass care facilities are life-supporting; they provide protection from the elements and basic life-sustaining services when hazard events result in evacuations.

The American Red Cross will provide shelter staff, logistical support, and communications with the assistance of Ashland's Parks and Recreation. In addition, the Red Cross will manage evacuee registration and provide basic medical services to shelter residents. The Red Cross can provide quarantine for carriers of infectious diseases, but cannot provide decontamination for hazardous materials or radiological emergencies. This duty remains with the Incident Management staff (Hazardous Materials).

The designation of specific lodging and feeding facilities will depend on the actual situation and the location of the hazard area. Public school facilities will receive prime consideration for use as emergency mass care facilities; such use will be coordinated with school officials. Selected facilities will be located far enough from the hazard area to preclude the possibility of the threat extending to the mass care facility. Agreements for use of some facilities have been obtained by the Red Cross. The City Administrator will obtain permission from owners to use other facilities as required. When Red Cross facilities are opened, the Red Cross will be responsible for maintaining all functions and staffing according to Red Cross policy. The Red Cross will maintain listings of qualified and trained shelter and lodging facility managers.

Options for temporary shelter available to the City during the first 72 hours of an incident include:

- Predetermined sheltering sites and supplies available through the Red Cross.
- General purpose tents available through the Oregon National Guard and requested by the County EOC to Oregon Emergency Management.

- If a Presidential Declaration has been made, temporary buildings or offices requested through the Federal Coordinating Officer.

A designated member of the City EOC staff may serve as the City Shelter Coordinator. Services will be provided through the coordinated efforts of staff members, the Red Cross, the Salvation Army, other State-supported agencies, volunteer agencies, and mutual-aid agreements with various support groups. Law enforcement agencies will provide security at shelter facilities, where possible, and will also support back-up communications, if needed.

Food will be provided to victims through a combination of fixed sites, mobile feeding units, and bulk distribution. Feeding operations are based on nutritional standards and, if possible, should include meeting dietary requirements of victims with special dietary needs. The Red Cross will be responsible for meal planning, coordination of mobile feeding, and identifying feeding sites and resources for the procurement of food and related supplies. The American Red Cross will coordinate all mass feeding and other services needed at open shelters within the City's jurisdiction with City Emergency Management via the City EOC.

Shelter/lodging facility managers will be responsible for the operation of their individual facilities. The primary communications link between shelter facilities and the EOC will be landline and cellular phones. If telephones cannot be used or are overloaded, law enforcement personnel may provide radio assistance. Shelter facility managers should arrange for persons in their facilities to monitor prescribed communication sources for guidance and announcements.

### **5.2.2 Sheltering Service and Companion Animals**

The City, the Red Cross, and other organizations or groups providing sheltering and mass care will comply with Americans with Disabilities Act (ADA) requirements for service animals, with the facility owners' limitations, and with County and State of Oregon Health Code requirements.

Pets are not allowed in Red Cross shelters due to Health Department regulations. However, the American Red Cross will help coordinate with Jackson County and the American Humane Association to arrange for food and sheltering of animals during disasters. Evacuees should provide food and water for pets prior to leaving their homes. Jackson County Animal Control may be able to provide limited shelter for threatened small animals. Depending on the emergency, evacuees may be requested to provide food and water for pets prior to leaving their homes, or they may take small animals to a pet care facility at their own direction and expense.

## **5.3 Food and Water**

Emergency relief items to meet urgent needs are distributed via established sites within the affected area. Distribution of food, water, and ice through Federal, State, and local governmental entities and non-governmental organizations is coordinated at these sites. The Red Cross will coordinate all bulk distribution

activities needed within the City's jurisdiction with the City Emergency Manager via the City EOC. Activities to consider when planning for providing food and water after a disaster includes:

- Assessing the food and water needs for areas impacted by the disaster.
- Identifying food and water resources.
- Storing food and water resources.
- Collecting and sorting of food and water supplies.
- Transporting food and water resources to impacted areas.
- Assuring the safety of the food and water.

## 5.4 Emergency Assistance

### 5.4.1 Disaster Welfare Information

Disaster Welfare Information collects and provides information regarding individuals residing within the affected area to immediate family members outside the affected area. The system also aids in reunifying family members within the affected area. The Red Cross will establish a Disaster Welfare Inquiry Operation to answer requests from relatives and friends concerning the safety and welfare of evacuees or those in disaster areas. Welfare inquiry listings, along with registration listings, will be coordinated with the EOC and law enforcement agencies for comparison with missing person's lists. County Amateur Radio Emergency Services provides support to the Red Cross and City Emergency Management in gathering, disseminating, and managing disaster welfare information.

### 5.4.2 Disaster Resource Center(s)

Upon a Presidential disaster declaration, a Disaster Resource Center may be established. In addition to numerous grant and assistance programs available through the Disaster Resource Center, the Individual and Family Grant Program provides grants to meet disaster-related necessary expenses or serious needs for which assistance by other means is either unavailable or inadequate.

Logistics Section personnel may be called upon to arrange a large facility (often a school, church, or community center) to serve as a Disaster Recovery Center. The Federal Emergency Management Agency is responsible for operating Disaster Recovery Centers, which are often located in facilities such as schools, churches, and community centers. A Disaster Recovery Center provides a location where citizens can meet with local, State, Federal, and volunteer agency representatives to apply for disaster assistance. Advertising of these facilities will be coordinated by the Public Information Officer through the Joint Information Center, located in the Federal/State disaster field office. Federal, State, local and volunteer agencies may provide or accept applications for the following services through the Disaster Recovery Center:



- Temporary housing for disaster victims whose homes are uninhabitable as a result of a disaster.
- Essential repairs to owner-occupied residences in lieu of temporary housing so that families can return to their damaged homes.
- Disaster unemployment and job placement assistance for those unemployed as a result of a major disaster.
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.
- Agricultural assistance payments, technical assistance, and Federal grants for the purchase or transportation of livestock.
- Information regarding the availability of and eligibility requirements for food stamps.
- Individual and family grants to meet disaster-related expenses and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means.
- Legal counseling to low-income families and individuals.
- Tax counseling concerning various disaster-related benefits.
- Consumer counseling and assistance in obtaining insurance benefits.
- Crisis counseling and referrals to mental health agencies to relieve disaster-caused mental health problems.
- Social Security assistance for those who are eligible, such as death or disability benefits or monthly payments.
- Veterans' assistance such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veterans Administration (VA) if a VA-insured home has been damaged.
- Other specific programs and services appropriate to the disaster.

Logistics may also arrange office space, document reproduction services, etc. for State and Federal damage assessment teams.

If Federal mobile homes are to be supplied for use as emergency shelters, the Logistics Section may assist in site choice and preparation consistent with the City's local comprehensive land use plan.

## 5.5 Long-Term Housing

All housing needs identified during and following emergency incidents or disasters impacting the City will be coordinated through County Emergency Management via the County EOC. In some disaster situations, the Federal government may be requested to provide emergency housing. Disaster victims will be encouraged to obtain housing with family or friends, or in commercial facilities. To the greatest extent possible, local and County government will coordinate post-disaster housing needs for the homeless population.

## 5.6 Human Services

### 5.6.1 Behavioral Health

The City relies on Jackson County Health and Human Services for behavioral health services during a disaster. Details regarding the provision of these services is provided in the County EOP.

Additional agencies and organizations involved with providing crisis counseling and mental health support to victims and families, the first responder community, and Access and Functional Needs Populations include:

- Area hospitals.
- County and regional volunteer organizations.
- Local nursing homes and care facilities.

*See the Jackson County EOP, Emergency Support Function (ESF) 6 – Mass Care, Emergency Assistance, Housing, and Human Services for more details.*

### 5.6.2 Access and Functional Needs Populations

The needs of children and adults who experience disabilities and others who experience access and functional needs shall be identified and planned for as directed by policy makers and according to State and Federal regulations and guidance. The City will seek the assistance of Jackson County Health and Human Services and other human service agencies or organizations to assist in coordinating the emergency housing, sheltering, and feeding of Access and Functional Needs Populations. The following is a detailed description of the types of support individuals within each functional need category may require:

- **Maintaining Independence.** Individuals requiring support to be independent in daily activities may lose this support during an emergency or a disaster. Such support may include consumable medical supplies (diapers, formula, bandages, ostomy supplies, etc.); durable medical equipment (wheelchairs, walkers, scooters, etc.); service animals; and/or attendants or caregivers. Supplying needed support to these individuals will enable them to maintain their pre-disaster level of independence.
- **Communication.** Individuals who have limitations that interfere with the receipt of and response to information will need that information provided in methods they can understand and use. They may not be able to hear verbal announcements, see directional signs, or understand how to get assistance due to hearing, vision, speech, cognitive, or intellectual limitations, and/or limited English proficiency.
- **Transportation.** Individuals who cannot drive or who do not have vehicles may require transportation support for successful evacuation. This support may include accessible vehicles (e.g., lift-equipped vehicles or vehicles suitable for transporting individuals who use

oxygen) or information about how and where to access mass transportation during an evacuation.

- **Supervision.** Before, during, and after an emergency, individuals may lose the support of caregivers, family, or friends or may be unable to cope in a new environment (particularly if they have dementia, Alzheimer's disease, or psychiatric conditions such as schizophrenia or intense anxiety). If separated from their caregivers, young children may be unable to identify themselves, and when in danger, they may lack the cognitive ability to assess the situation and react appropriately.
- **Medical Care.** Individuals who are not self-sufficient or who do not have adequate support from caregivers, family, or friends may need assistance with managing unstable, terminal, or contagious conditions that require observation and ongoing treatment; managing intravenous therapy, tube feeding, and vital signs; receiving dialysis, oxygen, and suction administration; managing wounds; and operating power-dependent equipment to sustain life. These individuals require the support of trained medical professionals.

#### 5.6.2.1 Children and Disasters

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

- **Preparedness.** Preparedness activities that relate to the needs of children. This includes involving members of the community familiar with children's issues.
- **Evacuation.** Identifying where children are located (schools, daycare centers) and how they will be evacuated.
- **Shelter.** Identifying resources for diapers, formula, and food appropriate for all ages; portable cribs and playpens; and staffing resources needed to supervise unaccompanied children.
- **Public Outreach and Education.** Promoting personal preparedness among families with children as well as at local schools and daycare centers.

#### 5.6.2.2 Household Pets and Service Animals

Whenever possible, the City will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to household pets and service animals. These issues may include:

- **Preparedness.** Preparedness activities that relate to the needs of household pets and service animals. This includes involving members of the community familiar with pet and service animal issues.

- **Shelter.** Identifying resources for food and crates, as well as staffing resources needed to supervise household pets.
- **Public Outreach and Education.** Promoting personal preparedness among families with pets as well as at local pet rescue agencies.

*See the Jackson County EOP, SA F – Animals in Disaster for more details.*

### 5.6.2.3 Managing, Transportation and Communicating

Agencies and organizations involved in managing, transporting, and communicating with Access and Functional Needs Populations during an emergency and pertaining to mass care include:

- Area hospitals
- Private clinics and care facilities
- Red Cross and other volunteer agencies
- School districts
- Local radio stations serving the City
- Citizen Alert System/Everbridge

Nursing homes and residential care facilities are required to have disaster and emergency plans in place that ensure the transfer of clients to appropriate facilities.

### 5.6.2.4 Programs in Place

The City has the following programs in place for vulnerable populations:

- Rogue Valley Council of Governments
- Options for Homeless Residents of Ashland

To learn more about the Federal Emergency Management Agency’s Office of Disability Integration and Coordination and the Functional Needs Support Services Guidance, visit <http://www.fema.gov/about/odic/>.

*See the Jackson County EOP, SA G – Special Needs Populations for more details.*

## 5.7 Public Health Services

Jackson County Health and Human Services provides health, and welfare services to all citizens within Jackson County. Contact with the Department during a major emergency will be through Jackson County Emergency Management or the County EOC.

Services provided by Jackson County Health and Human Services may include:

- Upon request, screening shelter residents and visitors for communicable diseases.
- Establishing and monitoring isolation space.

- Providing staff and supplies for immunizations as directed by the medical officer.
- Providing advice on sanitation measures for emergency food and water.
- Monitoring garbage and waste disposal.

Health and Human Services will request emergency medical, health and welfare services not available in the County from the Oregon Health Authority.

*See the Jackson County EOP, ESF 8 – Public Health and Medical Services for more details.*

## 5.8 Volunteer and Donations Management

Responsibilities related to volunteer and donations management include:

- Coordinating the disaster response activities of volunteers affiliated with City-recognized community and faith-based groups.
- Coordinating and/or providing guidance on the management and/or utilization of solicited donations (physical and monetary) received by City-recognized community and faith-based groups.
- Managing spontaneous/unaffiliated volunteers and unsolicited donations and referring those resources to appropriate City recognized community and faith-based groups.
- Providing guidance to community and faith-based groups engaged in the management of spontaneous/unaffiliated volunteers and/or unsolicited donations as requested.

All volunteer and donations management-related activities will be performed in a manner that is consistent with the National Incident Management System and the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

Requests for assistance with volunteer and donations management will first be issued in accordance with established mutual aid agreements; once those resources have been exhausted, a request may be forwarded to the County EOC.

## 5.9 Agriculture and Animal Protection

### 5.9.1 General

County Emergency Management and other County departments and organizations will coordinate and/or provide the agriculture and natural resources services they are equipped to and then coordinate with other emergency response partners, especially Oregon Department of Agriculture (ODA) and United States Department of Agriculture (USDA), for emergencies that affect the local agricultural food supply, animal and plant health, and the well-being of animals in the County. If the provided services still are not adequate, the County can declare a state of emergency in accordance with the declaration requirements in the

County EOP Basic Plan. If the County EOC is activated, agriculture and natural resources services will be coordinated through the County EOC.

### **5.9.2 Agricultural Food Supply**

The County will coordinate with its emergency response partners regarding the safety and viability of locally grown food (including items grown in private gardens) potentially affected by an emergency event (such as drought, flooding, a terrorist act involving hazardous or radioactive materials, etc.). This will entail coordinating with ODA, USDA, County Health and Human Services, and others regarding the safety of the local food supply and, for a national emergency, the safety of the national food supply, in order to inform and protect persons in the County.

### **5.9.3 Animal and Plant Diseases and Health**

Domestic animals, wild animals, plants, and the timber industry could be vulnerable to the spread of animal or plant diseases related to an emergency. The County has procedures and policies specific to managing disease control and the health of certain animals and plants affected by an emergency, which are referenced in Clackamas County's ESF 8 – Public Health and Medical Services. Important elements to consider include the identification and control of animal and plant diseases associated with or exacerbated by an emergency; isolation or quarantine of animals; and the disposition of animals killed by the emergency or required to be destroyed as a result of the emergency.

The County will coordinate with emergency response partners for related information and services. With support from the Oregon Department of Human Services, the County will be the principal point of contact for an outbreak of a highly infectious/contagious animal or zoonotic (capable of being transmitted from animals to people) disease posing potential impacts to human health.

The ODA in particular has broad expertise with animal and plant diseases and health, including the authority to:

- Declare an animal health emergency.
- Impose restrictions on importations of animals, articles, and means of conveyance.
- Quarantine animals, herds, parts of the State, and the entire State and create quarantine areas.
- Stop the movement of animals.
- Require the destruction of animals, animal products, and materials.
- Animal quarantine measures will be implemented through county Public Health Departments and do not require a court order.

### **5.9.4 Care and Assistance for Animals**

The County recognizes that care and concern for domestic animals might delay and affect emergency actions necessary for the well-being of humans. Animals in Disasters planning should address care and assistance for livestock, household

pets, other domestic animals that are not household pets (e.g., horses), and wild animals affected by an emergency. This includes concerns such as sheltering them, evacuating them, and aiding injured or displaced animals. The County will coordinate with local emergency response partners to accomplish this, including County Emergency Management (which might open animal evacuation shelters, for instance, at a local school), local veterinarians, the ODA (for livestock and other domestic animals that are not pets), and Oregon Department of Fish and Wildlife (for wild animals).

Persons in the City and County have the primary responsibility for the health and welfare of their livestock, household pets, and other domestic animals and will be encouraged to provide for their care in an emergency to the extent possible. This is best handled by public information campaigns as part of emergency preparedness.

*Additional information is provided in Clackamas County's EOP, Support Annex 3 – Animals in Disaster.*

### **5.9.5 Natural and Cultural Resources and Historic Properties**

Local soil and water conservation districts and other state and federal organizations will take the lead for assessing threats to natural resources from an emergency, including water quality, air quality, forest land, fishing, wildlife, soil quality, and others. The County will coordinate with the State Historic Preservation Office and others regarding impacts to cultural resources and historic properties owned or managed by the County.

Important emergency response entities will include County and State Forestry Departments, local soil and water conservation districts, Oregon Department of Environmental Quality, Oregon Department of Fish and Wildlife, and tribal organizations.

### **5.9.6 Policies and Authorities**

The ODA, in accordance with Oregon State law, specifically Oregon Revised Statutes, Chapter 596 (Disease Control Generally) and Oregon Administrative Rules 603 Division 11, has the authority to:

- Declare an animal health emergency.
- Impose restrictions on importations of animals, articles, and means of conveyance.
- Quarantine animals, herds/flocks, parts of the State, and the entire State; create quarantine and isolation areas.
- Stop the movement of animals.
- Require the destruction of animals, animal products, and materials.
- Specify the method for destruction and disposal of animals, products, and materials.
- Indemnify owners for animals destroyed.
- Employ deputy state veterinarians and livestock inspectors.

Farm Service Agency (FSA) programs are administered through the USDA and are subsequently activated by the United States Secretary of Agriculture in support of a natural hazard event, such as drought. These include:

- Noninsured Assistance Program
- Emergency Conservation Program
- Emergency Conservation Reserve Program Haying and Grazing Assistance
- Emergency loans

Not all FSA programs require a disaster declaration prior to activation.

The FSA has local offices throughout the State, including in Oregon City, that are often co-located with the Natural Resources Conservation Service and/or the local soil and water conservation district office. More information about programs administered by the FSA can be accessed via the following website:

<http://disaster.fsa.usda.gov/fsa.asp>

## 5.10 Care of Response Personnel and EOC Staff

Unexpected emergencies may require City employees to remain on duty without the opportunity to return home to check on their families. The Welfare Unit within the EOC Logistics Section will assign personnel to make contact by phone or in person to on duty personnel families, and relay status back to the Emergency Center. Welfare Unit staff will ensure that the status of the families of on-duty personnel is relayed to the employee. In addition, the Public Information Officer will establish a number for family members to call to get information or leave messages for on-duty personnel.

Emergency Communications of Southern Oregon maintains a comprehensive list of all city employees, their addresses, and dependents. Home phone numbers and addresses are privileged information and not to be released to the media or to the public without prior approval.

Response personnel will be released to their homes or stations to sleep. If necessary, space may be arranged in a shelter. This shelter should be different than the one used for disaster victims or evacuees.

Families of response personnel may be sheltered together in the event of an extended incident involving a major shelter operation. This will facilitate keeping families informed and help maintain the morale of response personnel.

## 6 Annex Development and Maintenance

The Emergency Manager is responsible for regular review and maintenance of this annex. To ensure that City staff is familiar with their roles in providing human services, the City will incorporate elements of human services into its training and exercise program.



## 7 Supporting Plans and Procedures

The following documents support human services for the City:

- County Emergency Operations Plan
  - ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services
  - ESF 8 – Public Health and Medical Services
  - ESF 11 – Agriculture and Natural Resources
  - ESF 14 – Long-Term Community Recovery
  - SA F – Animals in Disaster
  - SA G – Special Needs Populations
- Jackson County Health and Human Services Emergency Operations Plan

## 8 Appendices

Appendix A Shelter Materials

- A-1 Shelter Survey Form
- A-2 Sample Shelter Agreement

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**Appendix A Shelter Materials**

A-1 Shelter Survey Form

A-2 Sample Shelter Agreement

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**Appendix A-1 Shelter Survey Form**

*This form is intended to record information needed to make decisions when it becomes necessary to open a shelter.*

<p><b>Directions:</b>  <b>Please print all information.</b> Complete one survey for each <u>area</u> within a facility that is to be used as a shelter or, if the entire facility is to be used as a shelter, for each facility. Complete all sections as thoroughly as possible, indicating numbers, space dimensions, etc.                   This form is generic to many types of facilities; some of the questions on this form may not apply to every site. In such cases, answer not applicable (N/A).</p>	
<p><b>General Facility Information</b></p>	
<p><b>Facility Information</b></p>	
<p>Facility Name:</p>	
<p>Name/Description of area in this facility being surveyed for use as a shelter (e.g., gymnasium):</p>	
<p>Are there other areas in this facility being surveyed? If yes, name them.</p>	
<p>Governing Agency/Owner:</p>	
<p>Street Address:</p>	
<p>Town/City:</p>	<p>Zip Code:</p>
<p>Latitude:</p>	<p>Longitude:</p>
<p>Map Locator Information (map name, page, grid):</p>	
<p>Mailing Address (if different):</p>	
<p>Business Phone Number: ( ) -</p>	<p>Fax Number: ( ) -</p>
<p>E-mail Address (if applicable):</p>	
<p><b>Primary Contact to Authorize Facility Use:</b>                  Name:                  _____                  Day Phone: (_____) _____ - _____                  After Hours/Emergency Phone: (____) _____ - _____                  Mobile Phone: (_____) _____ - _____                  E-mail: _____</p>	<p><b>Alternate Contact to Authorize Facility Use:</b>                  Name:                  _____                  Day Phone: (_____) _____ - _____                  After Hours/Emergency Phone: (____) _____ - _____                  Mobile Phone: (_____) _____ - _____                  E-mail: _____</p>

<p><b>Primary Contact to Open Facility:</b> Name: _____ Day Phone: (_____) _____ - _____ After Hours/Emergency Phone: (____) _____ - _____ Mobile Phone: (_____) _____ - _____ E-mail: _____</p>	<p><b>Alternate Contact to Open Facility:</b> Name: _____ Day Phone: (_____) _____ - _____ After Hours/Emergency Phone: (____) _____ - _____ Mobile Phone: (_____) _____ - _____ E-mail: _____</p>
--	--

**Facility Physical Information**  
\*\*\*Attach a sketch or copy of the facility floor plan.\*\*\*

**Availability for Use/Use Restrictions**

Some facilities are only available during certain times due to other activities. Please indicate the periods that the facility is available.

Facility available for use at any time of the year

Facility **only** available for use during the following time periods:  
From:                   to  
From:                   to

Facility **is not** available for use during the following time periods:  
From:                   to  
From:                   to

Is the facility within 5 miles of an evacuation route?    Yes    No

Is the facility within 10 miles of a nuclear or hazardous materials storage or disposal site?    Yes    No

Are there trees, towers, or other potential hazards that could impact the safety of the facility or block access to it after a disaster?    Yes    No  
If yes, please describe:

Is smoking allowed in the facility buildings?    Yes    No  
Is smoking allowed on the facility grounds?    Yes    No

**Capacity**

**Shelter Capacity - How many persons can be accommodated for sleeping?**

Area available for shelter use:  
Length: \_\_\_\_\_ x Width: \_\_\_\_\_ = Total Area: \_\_\_\_\_

**Record only useable space.** For example, if a room is 600 square feet but has furniture or fixtures that occupy half of that space and can't or won't be removed, the useable space is 300 square feet.

The area listed above  is    is not    is partially   disabled accessible.

**Calculation of Shelter Capacity** (Total Area ÷ Square feet per person = Capacity)

Recommended range of square feet per person by shelter type:  
Evacuation shelter:   15 to 30 square feet per person  
General shelter:       40 to 60 square feet per person  
Access and Functional Needs Shelter:   80 square feet per person

Type of Shelter	Total Area	Square Feet/ per person	Capacity *
<input type="checkbox"/> Evacuation			
<input type="checkbox"/> General			
<input type="checkbox"/> Access and Functional Needs			
* Does the actual layout of the area being surveyed decrease the usable space and significantly impact the capacity of the area? If so, explain.			
<b>Seating Capacity - How many persons can be accommodated in fixed (not pull-out) seating areas (bench and flip-up type seating)?</b>			
<input type="checkbox"/> Bench	Measured Linear Feet of Bench _____ ÷ 16 ft <sup>2</sup> /person = Bench Seating Capacity _____		
<input type="checkbox"/> Chairs	Number of Chairs Counted = _____ = Seating Capacity _____		
<input type="checkbox"/> Not Applicable			
<b>Parking</b>			
Number of on-site parking spaces (do not include on-street parking in this figure):			
Number of handicapped parking spaces:			
Do curb cuts exist in and exiting the parking area that are at minimum 35 inches wide? <input type="checkbox"/> Yes <input type="checkbox"/> No			
When the facility <b>is</b> in normal use (e.g., school in session):		When the facility <b>is not</b> in normal use (e.g., school not in session):	
<input type="checkbox"/> On-site parking is adequate for shelter residents <input type="checkbox"/> Off-site parking is available as noted below (e.g., on streets around the school): _____ _____ <input type="checkbox"/> There is <b>not</b> adequate on-site or off-site parking available		<input type="checkbox"/> On-site parking is adequate for shelter residents <input type="checkbox"/> Off-site parking is available as noted below (e.g., on streets around the school): _____ _____ <input type="checkbox"/> There is <b>not</b> adequate on-site or off-site parking available	
<b>General Facility Construction</b>			
Facility Construction <input type="checkbox"/> Wood Frame <input type="checkbox"/> Prefabricated <input type="checkbox"/> Concrete <input type="checkbox"/> Trailer <input type="checkbox"/> Masonry <input type="checkbox"/> Bungalow <input type="checkbox"/> Metal <input type="checkbox"/> Pod <input type="checkbox"/> Portable Classroom <input type="checkbox"/> Other If "Other," describe:		Number of stories:  Elevator: <input type="checkbox"/> Yes <input type="checkbox"/> No  Where, in relation to shelter area?	Approximate year of construction:  Chair Lift: <input type="checkbox"/> Yes <input type="checkbox"/> No  Quantity:

<input type="checkbox"/> Accessible doorways (minimum 35 inches wide)	<input type="checkbox"/> Ramps ( minimum 35 inches wide): <input type="checkbox"/> Fixed <input type="checkbox"/> Portable <input type="checkbox"/> Level Landings			
<input type="checkbox"/> Automatic doors or appropriate door handles				
Open Space: Indicate quantity and size (square feet) <input type="checkbox"/> Athletic Field(s): <input type="checkbox"/> Fenced Court(s): <input type="checkbox"/> Secured Playground Area <input type="checkbox"/> Other:				
<b>Fire Safety</b>				
<i>Some facilities that appear to be suitable for sheltering might not meet local fire codes based on building capacity. It is recommended that local codes be examined to determine if the facility meets them.</i>				
Does the facility have inspected fire extinguishers?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have functional fire sprinklers?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have a fire alarm? If yes, choose one: Does the fire alarm directly alert the fire department?	<input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Manual (pull down) <input type="checkbox"/> Automatic <input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have an internal fire hose system?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
Does the facility have smoke detectors in/near the shelter area?	<input type="checkbox"/> Yes <input type="checkbox"/> No			
<b>Sanitation Facilities</b>				
Indicate the quantity of only those sanitation facilities that will be accessible to shelter staff and residents near the area being surveyed for use as a shelter. If more than one area within the facility is being surveyed, only describe the sanitation facilities that will be for the exclusive use of the shelter area described in this survey.				
<b>Standards for ADA-compliant, accessible features for people with disabilities:</b>				
<u>Toilets:</u> Bathroom stall (38 inches wide); Grab bars (33–36 inches wide)				
<u>Showers:</u> Shower stall (36 in x 36 in); Grab bars (33–36 inches in height); Shower seat (17–19 inches in height); Fixed shower head (48 inches in height) or Hand-held spray unit with hose accessible for people with disabilities:				
<u>Sinks:</u> Sink (34 inches in height); Towel dispenser (39 inches in height)				
	<b>Urinals</b>	<b>Toilets</b>	<b>Showers</b>	<b>Sinks</b>
	ADA compliant    Not compliant	ADA compliant    Not compliant	ADA compliant    Not compliant	ADA compliant    Not compliant
<b>Men’s</b>				
<b>Women’s</b>				
<b>Unisex</b>				
<b>Total</b>				
Are there any limitations on the availability of these facilities?				<input type="checkbox"/> Yes <input type="checkbox"/> No
If yes, describe limitations (e.g., only during specific time blocks, etc.):				
Are there baby diaper changing tables in any of the restroom facilities?				<input type="checkbox"/> Yes <input type="checkbox"/> No



Food Preparation Facilities		
<input type="checkbox"/> There are no food preparation or food service capabilities at this facility		
<input type="checkbox"/> Full-Service Kitchen: food is stored, prepared, and served on site. If full-service, number of meals that can be produced: _____		
<input type="checkbox"/> Food is prepared off site by a central kitchen and served on site Central Kitchen Contact: _____ Phone Number: (    )		
<input type="checkbox"/> Warming Oven Kitchen		
<b>Appliances/Equipment:</b> Indicate quantity and size (square feet) as appropriate.		
Refrigerators:	Walk-in Refrigerators:	Industrial Refrigerators:
Freezers:	Walk-in Freezers:	Roasters:
Burners:	Griddles:	Warmers:
Ovens:	Convection Ovens:	Microwaves:
Steamers:	Steam Kettles:	Food Processors:
Ice Machines:	Sinks:	Number of Sink Compartments:
Commercial Dishwasher ( <i>approved sanitation levels</i> ):		Non-commercial Dishwasher:
Location of equipment if in area other than kitchen:		
Dining Facilities		
Dining area on site: <input type="checkbox"/> Yes <input type="checkbox"/> No	Location:	
Snack Bar: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, seating capacity:	
Cafeteria: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, seating capacity:	
Other indoor seating: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, describe; include size and seating capacity:	
Total estimated seating capacity for eating:		
<b>Standards for accessible for people with disabilities</b>		
Tables (28-34 inches in height); Serving Line/Counter (28-34 inches in height); Aisles (minimum 38 inches wide)		
Are there accessible tables? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, number:	Are serving line/counters accessible? <input type="checkbox"/> Yes <input type="checkbox"/> No	Are aisles accessible? <input type="checkbox"/> Yes <input type="checkbox"/> No

Additional comments related to food preparation or dining areas:	
<b>Health Service Facilities</b>	
Number of private rooms available:	Access to locked refrigeration? <input type="checkbox"/> Yes <input type="checkbox"/> No
Total square footage of available space for health care needs:	
Location of health service area:	
<b>Laundry Facilities</b>	
Number of clothes washers:	Number of clothes dryers:
Availability to shelter operator	<input type="checkbox"/> Yes <input type="checkbox"/> No
Are laundry facilities coin operated?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Special conditions or restrictions:	
<b><u>Facility Services Information</u></b>	
<b>Electricity</b>	
Emergency (generator power) on site: <input type="checkbox"/> Yes <input type="checkbox"/> No	Capacity in kilowatts:
Is facility staff required to operate emergency generator?	<input type="checkbox"/> Yes <input type="checkbox"/> No
This generator powers:	
<input type="checkbox"/> Facilities throughout the shelter area	
<input type="checkbox"/> Only emergency lights and other critical circuits in the shelter area	
<input type="checkbox"/> No generator serves the shelter area	
Estimated run-time without refueling (in hours):	<input type="checkbox"/> Auto start <input type="checkbox"/> Manual start
Fuel type:	
Emergency fuel serve (fuel reserve) availability: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, quantity (in gallons):
Utility Company/Vendor:	Emergency Phone Number: ( ) -
Generator Fuel Vendor:	Emergency Phone Number: ( ) -
Generator Repair Contact:	Emergency Phone Number: ( ) -
<b>Heating</b>	
Source of heat: <input type="checkbox"/> Electric <input type="checkbox"/> Natural Gas <input type="checkbox"/> Propane <input type="checkbox"/> Oil <input type="checkbox"/> Gasoline <input type="checkbox"/> Diesel	
Shelter area is heated: <input type="checkbox"/> Yes <input type="checkbox"/> No	

Utility/Vendor:	Emergency Phone Number: ( ) -
Repair Company:	Emergency Phone Number: ( ) -
<b>Cooling</b>	
Source of cooling: <input type="checkbox"/> Electric <input type="checkbox"/> Natural Gas <input type="checkbox"/> Propane	
Shelter area is air conditioned: <input type="checkbox"/> Yes <input type="checkbox"/> No	
Utility/Vendor:	Emergency Phone Number: ( ) -
Repair Company:	Emergency Phone Number: ( ) -
<b>Water</b>	
Source of Water: <input type="checkbox"/> Municipal <input type="checkbox"/> Well(s) <input type="checkbox"/> Trapped Water	
If trapped, potable ( <i>drinkable</i> ) storage capacity in gallons:	Non-potable ( <i>undrinkable</i> ) storage capacity in gallons:
Utility/Vendor:	Emergency Phone Number: ( ) -
Repair Company:	Emergency Phone Number: ( ) -
<b>Cooking: *refer to Food Preparation Facilities for additional information on facility cooking capacities.</b>	
Source of Cooking Energy: <input type="checkbox"/> Electric <input type="checkbox"/> Natural Gas <input type="checkbox"/> Propane	
Utility/Vendor:	Emergency Phone Number: ( ) -
Repair Company:	Emergency Phone Number: ( ) -
<b><u>Communications Information</u></b>	
<b>Radio:</b>	
Is there an NOAA Weather Radio at this facility? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, where is it located?	
Is there an emergency communications (ham) radio at this facility? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, where is it located? Who is trained/authorized to operate it? Name: _____ Contact #: ( )	
<b>Telephone/fax machines:</b>	
Telephone Service: <input type="checkbox"/> Traditional Landline <input type="checkbox"/> VOIP (internet line)	

Are there business telephones available to shelter staff: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, list any restrictions:
Are there business telephones available to shelter occupants: <input type="checkbox"/> Yes <input type="checkbox"/> No	If yes, list any restrictions:
Are there accessible telephones (49 inches from floor)? <input type="checkbox"/> Yes <input type="checkbox"/> No If yes, number of accessible phones:	Is there Telecommunications Device for the Deaf (TDD) availability? <input type="checkbox"/> Yes <input type="checkbox"/> No
Are there Earpiece telephones (volume adjustable)? <input type="checkbox"/> Yes <input type="checkbox"/> No	Are there Fax machines available to shelter staff? <input type="checkbox"/> Yes <input type="checkbox"/> No
Is there speaker telephone/conference availability? <input type="checkbox"/> Yes <input type="checkbox"/> No	Total number of fax machine telephone lines:
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Computers:</b>	
Type of internet service connection: <input type="checkbox"/> Dial-up <input type="checkbox"/> High-Speed <input type="checkbox"/> Cable <input type="checkbox"/> Wireless	
Computers available to shelter staff: <input type="checkbox"/> Yes <input type="checkbox"/> No	Is there public access to computers? <input type="checkbox"/> Yes <input type="checkbox"/> No
Number of computers:	
Location of computers for evacuee use:	
Utility/vendor:	Emergency phone number: ( ) -
Repair company:	Emergency phone number: ( ) -
<b>Television:</b>	
Is there a TV available for shelter use?	<input type="checkbox"/> Yes <input type="checkbox"/> No
Location of cable TV drop for shelter area:	
<b><u>Shelter Management Information</u></b>	
This section is designed to identify shelter use capabilities of the facility for registration, management, and pet-care.	
<b>Shelter Management</b>	
Location of shelter registration:	Is there a computer network drop in this area? <input type="checkbox"/> Yes <input type="checkbox"/> No

Location of office for shelter management team:		Is there a computer network drop in this area? <input type="checkbox"/> Yes <input type="checkbox"/> No	
		Phone number in this office:	
Shelter supply kit is located:			
Key for kit is located:			
<b>Pet Care Capacity: if applicable</b>			
Pets could be housed:			
<input type="checkbox"/> On-site in existing facility		Capacity: _____	
<input type="checkbox"/> On-site using additional resources (Tents/Trailers)		Capacity: _____	
<input type="checkbox"/> Combination of existing facility and additional resources			
<input type="checkbox"/> Off-site			
Location of pet intake area:		Location of pet shelter area:	
Is the space used for the pet shelter area near chemicals: <input type="checkbox"/> Yes <input type="checkbox"/> No			
Location of outdoor pet walking area:			
<b>Facility Staff</b>			
Facility personnel required when using facility:		<input type="checkbox"/> Yes <input type="checkbox"/> No	
Facility kitchen staff required when using facility kitchen:		<input type="checkbox"/> Yes <input type="checkbox"/> No	
Voluntary organizations ( <i>such as church or fire auxiliaries</i> ) required when using the facility:		<input type="checkbox"/> Yes <input type="checkbox"/> No	
Sanitation/Maintenance staff required:		<input type="checkbox"/> Yes <input type="checkbox"/> No	
Will any of the above groups be experienced or trained in shelter management?		<input type="checkbox"/> Yes <input type="checkbox"/> No	
<b>Shelter Agreement Information</b>			
Does the facility/owner have a current agreement for use as emergency shelter?		<input type="checkbox"/> Yes <input type="checkbox"/> No	
Date:		Updated:	
Additional information about agreement, if applicable:			
Additional Notes (use additional page as needed):			

<b>Survey completed/updated by:</b>		<b>Date:</b>	
<i>Printed name and title of authorized facility personnel:</i>		<i>Signature of authorized personnel:</i>	
<i>Agency/Organization of authorized facility personnel:</i>			
<i>Printed name and title of shelter surveyor:</i>		<i>Signature of shelter surveyor</i>	
<i>Agency/Organization of surveyor:</i>			
<p>Shelter Determination:</p> <p><input type="checkbox"/> Facility can be used as general emergency shelter.</p> <p><input type="checkbox"/> Facility can be used as an evacuation shelter.</p> <p><input type="checkbox"/> Facility can be used as an access and functional needs shelter.</p> <p><input type="checkbox"/> Facility can be used as a pet-friendly shelter</p> <p><input type="checkbox"/> Facility will not be used as a shelter.</p> <p>Facility is ADA-compliant: <input type="checkbox"/> Partially <input type="checkbox"/> Fully <input type="checkbox"/> Not ADA Accessible</p> <p>Is this shelter entered in the National Shelter System (NSS)? <input type="checkbox"/> Yes <input type="checkbox"/> No</p> <p>NSS ID: _____</p>			

**Appendix A-2 Sample Shelter Agreement**

The City of Ashland coordinates the provision of mass care services to individuals, families, and communities impacted by a disaster. Certain disaster relief activities are supported by private facility owners who permit their buildings to be used as a temporary shelter for disaster victims and designated community organizations, like the American Red Cross or Salvation Army, who support relief activities. This agreement is between the City of Ashland and a facility owner (“Owner”) so that the City can use the facility as an emergency shelter during a disaster that directly or indirectly impacts the City.

**Parties and Facility**

**Owner:**

Legal name: \_\_\_\_\_

Chapter: \_\_\_\_\_

**24-Hour Point of Contact:**

Name and title: \_\_\_\_\_

Work phone: \_\_\_\_\_ Cell phone/pager: \_\_\_\_\_

**Address for Legal Notices:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**City of Ashland**

City Department/Agency: \_\_\_\_\_

**24-Hour Point of Contact:**

Name and title: \_\_\_\_\_

Work phone: \_\_\_\_\_ Cell phone/pager: \_\_\_\_\_

**Address for Legal Notices:**

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Copies of legal notices must also be sent to:

**Shelter Facility:**

(Insert name and complete street address of building or, if multiple buildings, write “See attached facility list” and attach a facility list, including the complete street address of each building that is part of this agreement).

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**Terms and Conditions**

- **Use of Facility:** Upon request, and if feasible, the Owner will permit the City of Ashland to use the facility on a temporary basis as an emergency public shelter.
- **Shelter Management:** The City of Ashland will have primary responsibility for the operation of the shelter and will designate a member of the relief organization personnel as Shelter Manager, to manage the sheltering activities. The Owner will designate a Facility Coordinator to coordinate with the Shelter Manager regarding the use of the facility by the City of Ashland.
- **Condition of Facility:** The Facility Coordinator and Shelter Manager (or designee) will jointly conduct a pre-occupancy survey of the facility before it is turned over to the City of Ashland to record any existing damage or conditions. The Facility Coordinator will identify and secure all equipment that the City of Ashland should not use while sheltering in the facility. The City of Ashland will exercise reasonable care while using the facility as a shelter and will make no modifications to the facility without the express written approval of the Owner.
- **Food Services:** Upon request by the City of Ashland, or Shelter Manager, and if such resources exist and are available, the Owner will make the food service resources of the facility, including food, supplies, equipment, and food service workers, available to feed the shelter occupants. The Facility Coordinator will designate a Food Service Manager to coordinate the provision of meals at the direction of and in cooperation with the Shelter Manager. The Food Service Manager will establish a feeding schedule, determine food service inventory and needs, and supervise meal planning and preparation. The Food Service Manager and Shelter Manager will jointly conduct a pre-occupancy inventory of the food and food service supplies in the facility before it is turned over to the City of Ashland.
- **Custodial Services:** Upon request by the City of Ashland, and if such resources exist and are available, the Owner will make the facility’s custodial resources, including supplies and custodial workers,



available to provide cleaning and sanitation services at the shelter. The Facility Coordinator will designate a Facility Custodian to coordinate the provision of cleaning and sanitation services at the direction of and in cooperation with the Shelter Manager.

- **Security:** In coordination with the Facility Coordinator, the Shelter Manager, as he or she deems necessary and appropriate, will coordinate with law enforcement regarding any public safety issues at the shelter.
- **Signage and Publicity:** The City of Ashland may post signs identifying the shelter as a City of Ashland emergency shelter in locations approved by the Facility Coordinator and will remove such signs when the shelter is closed. The Owner will not issue press releases or other publicity concerning the shelter without the express written consent of the Shelter Manager. The Owner will refer all media questions about the shelter to the Shelter Manager.
- **Closing the Shelter:** The City of Ashland will notify the Owner or Facility Coordinator of the closing date for the shelter. Before the County vacates the facility, the Shelter Manager and Facility Coordinator will jointly conduct a post-occupancy survey, to record any damage or conditions. The Shelter Manager and Facility Coordinator or Food Service Manager will conduct a post-occupancy inventory of the food and supplies used during the shelter operation.
- **Reimbursement:** The City of Ashland will reimburse the Owner for the following:
  - *Damage to the facility or other property of Owner*, reasonable wear and tear expected, resulting from the operations of the City of Ashland. Reimbursement for facility damage will be based on replacement at actual cash value. The City of Ashland will select from among bids from at least three reputable contractors. The City of Ashland is not responsible for storm damage or other damage caused by the disaster.
  - *Reasonable costs associated with custodial and food service personnel* that would not have been incurred but for the City of Ashland's use of the facility for sheltering. The City of Ashland will reimburse at a per-hour, straight-time rate for wages actually incurred but will not reimburse for (i) overtime or (ii) costs of salaried staff.
  - *Reasonable, actual, out-of-pocket operational costs*, including the costs of the utilities indicated below, to the extent that such costs would not have been incurred but for the City of Ashland's use of the premises (both parties must initial all utilities to be reimbursed by the City of Ashland):

	Owner initials	City initials
Water	_____	_____
Gas	_____	_____
Electricity	_____	_____
Waste Disposal	_____	_____

The Owner will submit any request for reimbursement to the City within 60 days after the shelter closes. Any request for reimbursement for food, supplies or operational costs must be accompanied by supporting invoices. Any request for reimbursement for personnel costs must be accompanied by a list of the personnel and the dates and hours worked at the shelter.

- **Insurance:** The City of Ashland and designated relief organizations that support mass care activities shall carry insurance coverage in the amounts of at least \$1,000,000 per occurrence for Commercial General Liability and Automobile Liability. The City of Ashland shall also carry Workers' Compensation coverage with statutory limits for the jurisdiction within which the facility is located and \$1,000,000 in Employers' Liability.
- **Indemnification:** The City of Ashland shall defend, hold harmless, and indemnify the Owner against any legal liability, including reasonable attorney fees, in respect to bodily injury, death and property damage arising from the negligence of the City of Ashland during the use of the premises.
- **Term:** The term of this agreement begins on the date of the last signature below and ends 30 days after written notice by either party.

_____	_____
Owner (legal name)	
_____	_____
By (signature)	By (signature)
_____	_____
Name (printed)	Name (printed)
_____	_____
Title	Title
_____	_____
Date	Date

# 3

## FA 3 – Infrastructure Services

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FA 3. Infrastructure Services

FA 3 Tasked Agencies	
<b>Primary Agencies</b>	Public Works Department
<b>Supporting Agencies</b>	Building Department Fire & Rescue Jackson County Emergency Management Jackson County Road Department Oregon Department of Transportation Local Utilities: Water: City of Ashland Sewer: City of Ashland Electricity: Ashland Municipal Electric Utility Gas: Avista Natural Gas Telephone(s): CenturyLink

## 1 Purpose and Scope

This annex provides information regarding the coordination of infrastructure, public works, damage assessment, and engineering services during all phases of emergency management. It outlines basic roles and responsibilities for primary agencies, provides a concept of operations to assist the City of Ashland (City) in coordinating emergency services, and references related authorities, agreements, and supporting plans. The City Emergency Management Organization, as outlined in the Basic Plan of this Emergency Management Plan, is designed to provide support to local infrastructure services agencies through assistance in accessing needed resources and coordination in more complex incidents and events. Nothing in this annex is meant to replace or supersede the standard operating procedures of local response agencies.

The annex covers the following functions:

- Transportation
- Infrastructure Repair and Restoration
- Energy and Utilities
- Debris Management

*See FA 4 for information on Damage Assessment.*

## 2 Policies and Agreements

The following policies and agreements are currently in place to support infrastructure services for the City:

- Oregon Water/Wastewater Agency Response Network (ORWARN); ORWARN is composed of member utilities providing voluntary emergency assistance to each other. ORWARN facilitates rapid and short-term deployment of emergency services, in the form of personnel, equipment, and materials.

## **3 Situation and Assumptions**

### **3.1 Situation**

The City has identified critical infrastructure and resources to be protected and prioritized during an emergency event or disaster, to the greatest extent possible. During an emergency situation, the protection of human lives will take precedence during all facets of response, and essential services within the City will be maintained as long as conditions permit.

In addition, a utility failure would impact the availability of essential services such as the water supply, electrical power, natural gas, telephone, and sanitary sewer services. While a failure may result from natural or human-created causes, the severity of the incident must be measured by the duration of the disruption of the service and its impact on life and property.

### **3.2 Assumptions**

- Response operations for the City Public Works Department will include assisting law enforcement and fire services in traffic control and rescue operations and clearing and maintaining critical lifeline routes.
- In a natural hazards event such as flood, windstorm, or earthquake response, the City Public Works will generally be assigned or assume the lead agency role.

## **4 Roles and Responsibilities**

### **4.1 Emergency Manager (Fire Chief)**

- Regularly brief the Mayor and City Council on situational developments.
- Collect resource requirement information from all City departments.
- Evaluate the situation and determine whether the Emergency Management Plan needs to be implemented.
- Assess developing conditions and evaluate their potential impact.
- Research sources of needed resources.
- Establish and maintain contact with the Jackson County (County); provide updates on developing conditions.
- Consider activating the Emergency Operations Center (EOC).
- Document actions taken and costs incurred.
- Facilitate post-incident analysis.



## FA 3. Infrastructure Services

## 4.2 Public Works Department

The Public Works Department is responsible for public works and engineering activities for disasters, for Recovery operations, and for coordinating fuel and power needs. Primary responsibilities include:

- Developing and maintaining an emergency notification list of department personnel.
- Opening emergency response routes for rescue and life-saving operations.
- Restoring streets and managing street traffic, including traffic control devices.
- Restoring wastewater (sanitary sewer) and storm water system capacities.
- Restoring and operating sanitary sewer pump stations and pressure mains.
- Interfacing with utility providers to ensure timely restoration of services.
- Removing and disposing of debris from public rights-of-way and City property that was a direct result of a disaster event.
- Maintaining storm water flow.
- Administering of existing contracts and developing new ones to restore infrastructure and services.
- Keeping the City's fleet operational and providing emergency fuel supplies and equipment necessary to provide for the public's safety, health, and well-being; this will be given top priority during an emergency.
- Keeping the City's emergency generators operational.
- Coordinating with the police to assist in traffic control.
- Developing and maintaining operating procedures for disaster response.
- Establishing contracts and relationships with contractors and vendors who may play key roles in repair and restoration of County infrastructure.
- Requesting assistance through the County, if necessary.
- Documenting incident actions and costs incurred.
- Notifying regulating agency(s), as appropriate.

## 4.3 Fire & Rescue

The Fire Department is responsible for:

- Notifying appropriate personnel of the developing situation.
- Assessing the department's minimum resource needs to maintain operations.

**FA 3. Infrastructure Services**

- Evaluating potential safety issues and making recommendations to the Safety Officer.
- Providing communication resources and support as needed.
- Providing fire suppression personnel and equipment to support public works response and recovery activities.
- Establishing priorities for debris clearance.

**4.4 Police Department**

The Police Department is responsible for:

- Alerting personnel of developing conditions.
- Assessing the department's minimum resource needs to maintain operations.
- Evaluating potential security and safety issues and making recommendations to the Safety Officer.
- Providing police personnel and equipment to support public works response and recovery activities.
- Providing communication resources and support as needed.

**4.5 Building Department**

- Supporting Public Works Engineering in conducting surveys of damaged structure.

**4.6 Parks and Recreation**

- Provides equipment and personnel as requested for back up.
- Coordinates field response and recovery efforts with Public Works.
- Provides building maintenance functions as needed.

**4.7 Local Utilities**

- Coordinating response activities with City Public Works regarding restoration of services.
- Making repairs and restoring services as soon as possible.
- Supporting the City with equipment, personnel, etc., as appropriate.

**5 Concept of Operations****5.1 General**

When the Emergency Management Plan is implemented, all activities and resources in support of infrastructure services will be coordinated by the City EOC staff as identified and managed using the Incident Command System. The City Public Works Department is the lead agency for infrastructure operations and solid waste (debris) management.

**FA 3. Infrastructure Services**

Public Works will focus on restoring vital lifeline systems to the community, with an emphasis on critical roads. Public Works will also place emphasis on supporting law enforcement, fire, and search and rescue services with evacuation and traffic control capabilities. Other operational priorities include:

- Damage assessment (see FA 4).
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Identification and labeling of uninhabitable/unsafe structures.
- Coordination of the closure and repair of transportation infrastructure.
- Repair and restoration of damaged public systems (e.g., water, wastewater, and stormwater systems).
- Coordination with utility restoration operations (power, gas, and telecommunications).
- Prioritization of efforts to restore, repairs, and mitigate infrastructure owned by the City and County.

Public Works will use local contractors to supplement its emergency response capabilities, escalating unmet needs through the County EOC and/or mutual aid partners.

*See the Jackson County EOP, Support Annex B – Damage Assessment for more details.*

**5.2 Transportation**

Emergency transportation operations involve:

- Identification of areas impacted and people at risk.
- Identification, designation, and maintenance of access and egress routes.
- Arrangements to obtain additional emergency transportation resources, with highest priority given to resources needed for protection of life.
- Designation of transportation bases, staging areas, and refueling and repair facilities.
- Coordination with neighboring jurisdictions to ensure that transportation priorities and routes are consistent and coordinated.

When transportation-related activities are staffed in the EOC, the Public Works Department representative will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to transportation infrastructure from the field/scene.
- Share situation status updates related to transportation infrastructure to inform development of Situation Reports.

**FA 3. Infrastructure Services**

- Participate in, and provide transportation-specific reports for, EOC briefings.
- Assist in development and communication of transportation-related actions to tasked agencies.
- Monitor ongoing transportation-related actions.
- Share transportation-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate transportation-related staffing to ensure the function can be staffed continuously across operational periods.

*See the Jackson County EOP, Emergency Support Function (ESF) 1 – Transportation for more detail.*

**5.3 Infrastructure Repair and Restoration**

When public works-related activities are staffed in the EOC, the public works and engineering representatives will be responsible for the following:

- Serve as a liaison with supporting agencies and community partners.
- Provide a primary entry point for situational information related to public works.
- Share situation status updates related to public works to inform development of Situation Reports.
- Participate in, and provide public works-specific reports for, EOC briefings.
- Assist in development and communication of public works-related actions to tasked agencies.
- Monitor ongoing public works-related actions.
- Share public works-related information with the Public Information Officer to ensure consistent public messaging.
- Coordinate public works-related staffing to ensure that the function can be staffed across operational periods and into short-term recovery.

*See the Jackson County EOP, ESF 3 – Public Works and Engineering for more details.*

**5.4 Energy and Utilities**

Utility failures generally occur with little or no warning. Fortunately, they will likely be isolated to a portion of the City. If the incident involves a City utility, i.e., water or sanitary sewer/electric, Public Works and the Electric Department responsibilities cover all phases of the planning process, including the development and maintenance of each department's standard operating procedures. For other utility failures, such as natural gas and telephone service, the planning responsibility includes coordination with the utility(s) affected, as well as evacuation and shelter planning for the affected population.

**FA 3. Infrastructure Services**

Energy- and utility- related actions may include:

- Collecting, evaluating, and sharing information regarding energy/utility system damage and estimations of the impact of outages/failures within affected areas.
- Coordinating restoration of service in impacted areas.
- Ensuring backup power and utility sources for critical facilities.

*See the Jackson County EOP, ESF 12 – Energy and the Oregon Fuel Action Plan for more details.*

## **5.5 Debris Management**

A debris management plan defines the roles, responsibilities, and procedures and provides guidance for development and implementation of all elements involved in managing debris removal operations in the response and recovery phases of a disaster.

The Jackson County Road Department will address larger debris management issues for the County. If needed, the City will request the following infrastructure services from County Emergency Management:

- Identification and labeling of uninhabitable/unsafe structures.
- Establishment of priorities and processes for issuing demolition and building permits.
- Stabilization of damaged public and private structures to facilitate search and rescue and/or protect the public's health and safety.
- Development and designation of emergency collection, sorting, and debris routes and sites for debris clearance from public and private property.

## **6 Annex Development and Maintenance**

The Public Works Department is responsible for regular review and maintenance of this annex. To ensure that City staff is familiar with their roles in providing infrastructure services, the City will incorporate elements of infrastructure services into its training and exercise program.

## **7 Supporting Plans and Procedures**

The following documents support infrastructure services for the City:

- County Emergency Operations Plan
  - ESF 1 – Transportation
  - ESF 3 – Public Works and Engineering
  - ESF 12 – Energy
  - SA B – Damage Assessment

- Oregon Fuel Action Plan
- Oregon Recovery Plan

## **8 Appendices**

- None at this time.

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## FA 4 – Recovery Strategy



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FA 4 Tasked Agencies	
<b>Primary Agencies</b>	Emergency Manager Public Works Department Building Department
<b>Supporting Agencies</b>	Finance Department Fire & Rescue Jackson County Emergency Management American Red Cross Rogue Valley Council of Governments

## 1 Purpose and Scope

This annex outlines the basic City of Ashland (City) services and resources necessary to recover from a disaster. It covers the following functions:

- Damage Assessment
- Public Assistance
- Individual Assistance

In addition, this annex outlines the scope of long-term recovery activities as defined in the National Disaster Recovery Framework. The City has not developed a formal Recovery Plan to date, but will take the functional elements of long-term recovery into consideration in its recovery planning as described in Section 5.9 of this annex.

## 2 Policies and Agreements

The following policies and agreements are currently in place to support recovery for the City:

- None at this time.

## 3 Situation and Assumptions

The recovery phase of an emergency is the period of time following the response period, when actions are taken to help citizens return to a normal, or safer, life as soon as possible after an emergency.

Recovery is both a short- and long-term process. In the short term, emphasis is placed on restoring vital services to the community and identifying and providing basic needs to the public. Long-term recovery restores the community to its normal state, or better. It is at this point that knowledge gained by the incident is converted to mitigation measures for future hazard risks.

Local, Jackson County (County), and Federal government are responsible for assisting the public and private sectors in disaster recovery. A widespread disaster may affect the functionality of business, disrupt employment, interrupt government services, and impact tax revenue. Recovery is a function undertaken

**FA 4. Recovery Strategy**

during and after an event, along with the response. Expeditious recovery will limit costs, damages, and long-term impacts on the community. The purpose of this Recovery Strategy annex is to provide a strategy for the City to coordinate its recovery efforts with its partners at the State of Oregon (State) and Federal levels.

In most cases, recovery begins during an event's response phase, when damage is identified and assessed. Damages are classified as being in the private or public sector. The extent of damages in dollars will determine what, if any, State or Federal assistance may be available during the recovery phase. To request this assistance, a local proclamation of emergency must be made and communicated to the Governor. Good record keeping and mitigation planning will support recovery efforts and ensure post-emergency compensation.

In addition to assistance available from governments, private non-profit organizations support recoveries as well. The American Red Cross (Red Cross) and Salvation Army are examples of those involved in such efforts. The Governor can also request direct assistance from selected Federal agencies without a formal presidential declaration.

## **4 Roles and Responsibilities**

During recovery, many of the Section Chiefs' responsibilities and activities continue, but sometimes with a change in focus. These responsibilities are described below.

### **4.1 Emergency Operations Center**

- Activate the disaster assessment team or process. Ensure that damage information is received from private nonprofit organizations.
- Receive and compile disaster information to:
  - Share the information with the appropriate County and municipal agencies.
  - Prioritize response and recovery activities.
  - Determine whether additional resources are needed.
  - Submit forms to County Emergency Management as needed.
- Coordinate with appropriate agencies to address unmet needs.
- Receive and disseminate information to decision makers to prioritize recovery efforts and determine the need for State or Federal assistance.
- Coordinate the involvement of community response partners regarding the Preliminary Damage Assessment (PDA) and disaster declaration process.
- Assist County, State, and Federal agencies with conducting PDAs.
- Ensure that documentation of disaster-related response and recovery costs is complete.
- Coordinate with local officials to identify and recommend mitigation projects.

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**4.1.1 Operations Section**

- Coordinate restoration of roads, bridges, and essential services; essential service facilities; and work on long-term reconstruction.
- Coordinate temporary housing and long-term shelter operations for displaced individuals.
- Coordinate initial damage assessments.

**4.1.2 Planning Section**

- Demobilize resources.
- Document of emergency activities.
- Create situation status reports.
- Coordinate resource management with the Logistics Section and Incident Commander.
- Create incident-specific maps to assist in damage assessment and recovery efforts.

**4.1.3 Logistics Section**

- Make arrangements for Disaster Recovery Center (DRC) for the Federal Emergency Management Agency (FEMA).
- Document emergency activities.
- Coordinate resource management with the Planning and Finance Sections.

**4.1.4 Finance Section**

- Keep records of all costs incurred.
- Document emergency activities.
- Prepare documents for submission to State and Federal government.
- Coordinate and document damage assessment.

**4.1.5 Public Information Officer**

- Disseminate public information.
- Document all emergency activities.

**4.2 City Departments**

**4.2.1 Public Works Department**

- Provide qualified representative to report to the Emergency Operations Center (EOC) to assume overall responsibility for damage assessment activities.
- Coordinate with Building, Planning and Urban Renewal Departments in Recovery phase.
- Supply fuel for emergency vehicles at scene if necessary.

**FA 4. Recovery Strategy**

- Supply staff to assist if City Hall relocation is activated.
- Serve as liaison for transportation with local, state and federal needs.
- Coordinate flood, drainage and sewer problems.
- Make sure Engineering Division coordinates with Building Department on structural integrity for rescue work and for occupancy after a disaster.
- Recognize City Engineer will conduct a Structural Damage Survey for FEMA with the help of the Building Department.

**4.2.2 Building Department**

The Building Department is responsible for structural damage surveys, supports disaster recovery functions and flood way and plain.

- Support Public Works Engineering in conducting surveys of damaged structure.
- Prepare damage reports for the Emergency Operations Center and the City Administrator.
- Condemn damaged buildings and post.
- Support recovery functions of disaster.
- Coordinate with City Engineer on Structural Damage Survey for FEMA.

**4.2.3 Finance Department**

- Provide qualified representative to report to the EOC and assume responsibility for all necessary fiscal activities.
- Financial Department duties and responsibilities include tracking, analyzing, approving, and reporting fiscal activities in support of recovery operations.
- Helps disaster victims understand the procedures and complete paperwork necessary for State and Federal assistance programs.

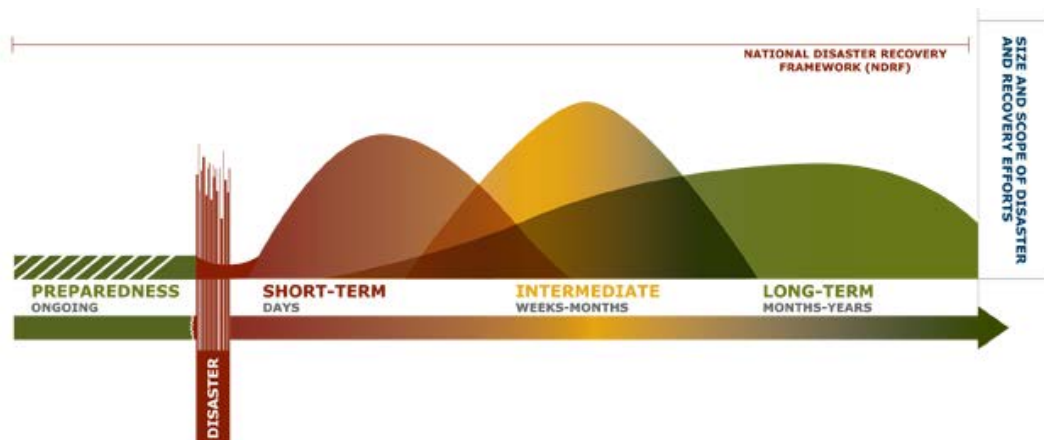
**4.2.4 Other City Agencies**

- Assist with the damage assessment and disaster declaration processes as requested.
- Document disaster-related response and recovery costs.
- Coordinate with local officials to identify and recommend mitigation projects.

## 5 Concept of Operations

### 5.1 General

Disaster recovery is a continuum of overlapping activities and efforts. These efforts include pre-disaster planning and short-term, intermediate, and long-term recovery activities, as outlined in this section.



#### 5.1.1 Local Emergency Declaration

When the City is faced with an emergency or disaster condition that requires a coordinated response beyond that which occurs routinely and the required response is not achievable solely with the added resources acquired through mutual aid or cooperative assistance agreements, the City Administrator (or designee) may decide to declare a local emergency.

A local emergency declaration provides City officials with the additional authority that may be needed to address emergency conditions; can facilitate large-scale evacuations; and, once the appropriate response is beyond the capability of the City, can set the stage for requesting State assistance.

*See the Basic Plan, Chapter 1 for procedures for declaring a state of emergency.*

#### 5.1.2 Local Request for County and State Assistance

If an emergency has occurred wholly within the boundaries of the City, a request for assistance from the State must be submitted to the County for transmittal to Oregon Emergency Management (OEM) for consideration by the Governor. The State has a reasonable expectation that counties will endeavor to assist cities within their jurisdictions before turning to the State and/or Federal government for assistance.

Requests for assistance submitted to the County for transmittal to the State must include:

- The type of emergency or disaster.
- The location(s) affected.



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- Deaths, injuries, and population still at risk.
- The current emergency conditions or threat.
- An initial estimate of the damage and impacts.
- Actions taken and resources committed by local governments.
- Specific information about the assistance being requested.

*Additional information about the emergency declaration process and guidelines for requesting state emergency declaration or request for federal assistance can be found here: [http://www.oregon.gov/oem/Documents/decl\\_guide.pdf](http://www.oregon.gov/oem/Documents/decl_guide.pdf).*

### 5.1.3 Federal Recovery Efforts

Community recovery assistance from the County and Federal levels comes in the form of activating Emergency Support Function (ESF) 14 – Long-Term Community Recovery. This support function provides a mechanism for coordinating Federal support to State, tribal, regional, and local governments; nongovernmental organizations; and the private sector to enable community recovery from the long-term consequences of extraordinary disasters. ESF 14 accomplishes this by identifying and facilitating availability and use of sources of recovery funding and by providing technical assistance for community recovery and recovery planning support. For information regarding County recovery procedures, refer to ESF 14 in the County EOP. For information at the Federal level, ESF 14 can be found at <https://www.fema.gov/protecting-our-communities>.

*NOTE: Detailed information regarding local and state recovery processes can be found at [http://www.oregon.gov/OEM/Documents/OR\\_RECOVERY\\_PLAN\\_DEC%202014.pdf](http://www.oregon.gov/OEM/Documents/OR_RECOVERY_PLAN_DEC%202014.pdf).*

## 5.2 Readiness

**Focus:** Preparing      **Timeline:** Ongoing

Readiness efforts that build community and organization resiliency are paramount to the initiation, implementation, and success of recovery efforts. Specific efforts that must be undertaken in the readiness phase include:

- Pre-disaster planning, including maintenance and improvements of this plan, as well as local and tribal recovery plans, based on lessons learned and after action reports.
- Mitigation planning and project implementation at all levels for natural, technological, and human-caused disasters.
- Building community capacity, including policy development and implementation, resource management, community education, infrastructure protection, recovery organization maintenance, and whole community planning and coordination.
- Conduct disaster readiness exercises and after action meetings.

### 5.3 Short-Term Recovery Activities

**Focus:** Stabilizing    **Timeline:** Days to weeks

Short-term recovery focuses on stabilizing communities. This phase of recovery addresses health and safety needs beyond rescue, the assessment of damages and needs, the prioritization and restoration of basic infrastructure, and the mobilization of recovery organizations and resources.

Short-term recovery activities may include:

- Mass care and sheltering.
- Removal of debris on primary transportation routes.
- Support businesses with temporary infrastructure.
- Ongoing surveillance and response to the public health impacts of a disaster.
- Identifying those in need of emotional/psychological support.
- Emergency and temporary medical care.
- Assessment and understanding of risks and vulnerabilities to mitigate impacts.
- Short-term recovery activities, which are guided by the Emergency Management Plan and coordinated through the EOC.

### 5.4 Intermediate Recovery

**Focus:** Rebuilding    **Timeline:** Weeks to months

Intermediate recovery focuses on rebuilding the community. This phase of recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

Intermediate recovery activities may include:

- Provision of interim housing.
- Repair and restoration of infrastructure.
- Support to reestablish businesses.
- Engaging of support networks to provide ongoing emotional/psychological support to those in need.
- Ensuring continuity of public health and health care services.
- Social services assistance to vulnerable populations, including food programs, unemployment programs, and self-sufficiency programs.
- Mitigation of future impacts through education of the community on ways to rebuild stronger.

### 5.5 Long-Term Recovery Activities

**Focus:** Revitalizing    **Timeline:** Months to years

## FA 4. Recovery Strategy

Long-term recovery focuses on revitalizing the community. This phase of recovery may continue for months or years and addresses complete redevelopment and revitalization of the impacted area; rebuilding or relocating damaged or destroyed social, economic, natural, and built environments; and the transition to self-sufficiency, sustainability, and resilience.

Long-term recovery activities may include:

- Implementation of long-term housing solutions.
- Rebuilding of infrastructure to meet future needs.
- Long-term economic revitalization.
- Ongoing psychological/emotional support.
- Reestablishment of disrupted public health and health care resources.
- Ensuring continuation of key social services to support vulnerable populations.
- Implementation of long-term mitigation strategies.

*See Section 5.9 for additional information on Long Term Recovery*

## 5.6 Damage Assessment

Damage assessment is conducted in two phases: initial damage assessment (IDA) and secondary damage assessment. The IDA, a Planning Section responsibility, provides supporting information for the disaster declaration and is the responsibility of the City. The secondary damage assessment is an in-depth analysis of long-term effects and costs of the emergency and is performed with the combined efforts of local, State, and Federal agencies and the Red Cross.

- The timely and accurate assessment of damage to public or private property will be of vital concern to local officials following a disaster and will have great bearing upon the manner in which recovery is conducted in the City.
- Damage assessments may need to be undertaken at different periods during a disaster event: a “windshield” survey may be conducted initially to obtain an overall general impression of the event’s impact as part of preparing to issue the disaster declaration. A more detailed damage assessment will need to be performed to document the need for State and Federal aid.
- County, State, and Federal assistance will depend upon the adequate and timely documentation of the results of the disaster on the local community.

*See the Oregon [IDA and PDA Public Infrastructure Instruction Manual](#) for more information.*

### 5.6.1 Windshield Surveys

During the initial phase of an event with widespread property damage (such as windstorm, earthquake, etc.), normal communication links may not exist. It will

## FA 4. Recovery Strategy

be important to get an account of the damage as soon as possible so in order to prioritize resource assignments.

As appropriate after an event, units from appropriate agencies may begin a process called “windshield surveys.” Windshield surveys consist of response agency units driving throughout the City in a systematic manner to survey predetermined high-priority facilities. When damage is discovered, a description of the situation is to be reported. The goal is to get a quick overview of the entire situation and then assign resources to the priority situations.

### 5.6.2 Initial Damage Assessment

During an emergency or disaster, local governments conduct a quick initial assessment of damages and impacts, sometimes as part of a request for State or Federal resources to augment local ones. The Emergency Program Coordinator coordinates this assessment and usually assigns some IDA responsibilities to other local government departments.

The IDA evaluates the damages and costs related to a disaster, the impact of the disaster on the community, and which State, Federal, or volunteer agency programs might be able to provide needed assistance. With respect to Federal assistance, a determination during the IDA of the extent of affected homes, businesses, and public facilities assists State officials in determining whether they need to follow up with other damage or impact assessments, including perhaps a PDA for Individual Assistance, Public Assistance, or both.

As soon as it can safely be done during or following the event, local officials should complete the Initial Damage Assessment Summary Report Form and forward it to the County. Counties should forward the completed form to OEM.

#### ■ Priority #1: Public Safety and Restoration of Vital Services

- Emergency Operations
  - EOC
  - Fire stations
  - Police department
  - City facilities
- Hazardous Industries
  - Hazardous occupancy industry
  - Natural gas pipelines
  - Electrical power stations and other similar facilities
- Utilities and Transportation Infrastructure
  - Sanitary sewer
  - Storm and water lines
  - Bridges and overpasses
- Medical facilities
  - Mass care and shelter facilities
  - Medical clinics
- Other Vital Public Services

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- Schools and other public facilities
- Food supplies
- Other major businesses
- **Priority #2: Assessment of Damage to Support Emergency or Major State of Emergency Declaration**
  - Multi-family complexes
  - Single-family residences
  - Other businesses

### 5.6.3 Preliminary Damage Assessment

The IDA should provide the basis for subsequent assessment activities. PDAs most often occur during the recovery phase after initial response activities have taken place. Finance Section personnel should be able to perform the tasks outlined below.

- Identify damaged facilities and lead State and federal damage assessment teams to them.
- Document expenditures in response to events for which a declaration has been requested. The State of Oregon standard for cost estimating is contained in the State Forestry Fire Plan. If the City can document actual costs, these should be used to develop accurate cost estimates.
- In the event that the Finance Section is not staffed, the City Manager (or designee will) coordinate this activity.

The City Public Works Department will provide personnel to lead damage assessment teams. Volunteers may be trained and can be expected to lead damage assessment teams for Priority #2 Initial Damage Assessments. Additional support may be available from the County.

*See the State Disaster Recovery Guidebook, Part I – Overview for more detailed information on damage assessment.*

## 5.7 Public Assistance

Requests for Public Assistance for the City will be coordinated with County Emergency Management.

### 5.7.1 Eligible Entities and Projects

Eligible applicants under the Public Assistance Program are units of local government, state agencies, organizations, and agencies of tribal populations, and private nonprofit organizations that meet certain criteria.

To be eligible for assistance, a project must result from a Presidentially declared emergency or major disaster, must lie within the designated disaster area, must be the responsibility of an eligible applicant, and must not fall within the authority of another Federal agency.

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**5.7.2 Request for Public Assistance**

Applicants notify FEMA of their intent to apply for public assistance by filing a Request for Public Assistance form. The request form is an applicant's official notification to FEMA of their intent to apply for Public Assistance. The form outlines general information identifying the applicant, including the applicant's name, address, and primary and secondary contacts. If the applicant is unable to submit the request form to OEM at the Applicants' Briefing, the applicant must submit the form within 30 days of the date of designation of the County for Public Assistance. An applicant need not wait until all damage is identified before requesting assistance.

Federal and State personnel will review each request form to ensure applicant eligibility. Once a request form has been submitted, the project formulation process can begin. Project formulation is the process of documenting the eligible facility, the eligible work, and the eligible cost for damaged projects.

**5.7.3 Steps to Obtain Disaster Assistance**

There are five primary steps to obtaining public disaster assistance:

- A request form is submitted by the applicant.
- A Public Assistance Coordinator is assigned to each applicant.
- The applicant presents a list of damages to the Public Assistance Coordinator at the kickoff meeting. This list serves as the basis for completing Project Worksheets. The applicant then has 60 days from the date of the kickoff meeting to report or identify damages to FEMA.
- The Public Assistance Coordinator and State staff work with the applicant/subgrantee to identify any special considerations, ensure that all damage and emergency work costs are identified, and ensure that the scope-of-work on Project Worksheets is eligible and complete.
- Upon approval of Project Worksheets, the funds are obligated to OEM, who is the grantee and will disburse Public Assistance funds to the subgrantee. Federal funds for small projects will be disbursed after approval, and Federal funds for large projects will be disbursed as work is accomplished.

*See <http://www.oregon.gov/oem/emresources/disasterassist/Pages/Damage-Assessment.aspx> for more detailed information on public assistance.*

**5.8 Individual Assistance**

Individual Assistance programs strive to meet the disaster-related needs of individuals and families while utilizing disaster assistance resources as efficiently as possible. Disaster recovery officials especially strive to avoid duplication of benefits. Efficient use of recovery resources is also aided by providing assistance through a sequence of programs. Those with serious unmet disaster-related needs proceed through each step until all avenues, public and private, have been explored to meet those needs.

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**5.8.1 Insurance**

Claims should be made in accordance with appropriate insurance policies in effect for the hazard that caused the disaster. Disaster assistance programs are not a replacement for proper insurance, nor can any disaster assistance program provide cost recovery for those affected by disaster as comprehensive as that provided by insurance policies. Moreover, most natural disasters that affect an individual or family are not widespread enough to result in the implementation of Federal disaster assistance programs. Hence, in the vast majority of cases, insurance and voluntary agency assistance is the only avenues for helping families and individuals to recover.

**5.8.2 Voluntary Agency Assistance**

Many voluntary agencies provide disaster recovery assistance to individuals and families. Like insurance, voluntary agencies should be viewed as having resources that are utilized prior to governmental disaster assistance programs. In cases for which there is a Presidential declaration of emergency, access to some voluntary agency assistance may be gained at or through DRCs. Most voluntary agency assistance is intended to meet immediate disaster-related needs such as shelter, food, clothing, health and medical care (including counseling and mental health assistance), essential household furnishings, bedding, transportation, and, sometimes, temporary assistance to rent housing.

*See Appendix D, Typical Individual Assistance for additional individual assistance programs.*

**5.8.3 Disaster Recovery Centers**

The Logistics Section may be called upon to arrange for a large facility to serve as a DRC, where citizens can meet with federal/ state/local and volunteer agency representatives to apply for disaster assistance. Appropriate facilities include schools, churches, and community centers. Advertising of these facilities will be coordinated by the Public Information Officer through the Joint Information Center (if activated) located in the Federal/State Disaster Field Office.

Local, State, and Federal entities will:

- If individual assistance is authorized, establish a local disaster recovery assistance center to assist qualified citizens with filing claims for financial or housing assistance.
- If public assistance is authorized, dispatch assessors to develop, in coordination with local representatives, disaster survey reports for public damage and response costs.
- Provide technical assistance and advice regarding recovery and mitigation activities to both citizens and public agencies, as appropriate.

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- Coordinate public information and assistance activities with the EOC Public Information Officer and keep local authorities informed of assistance provided to local residents, businesses, and local entities.
- Identify and coordinate with State and Federal agencies regarding a location for the DRC.

Federal, state, local, and volunteer agencies may provide or accept applications for the following services through the DRC:

- Temporary housing for disaster victims whose homes are uninhabitable as a result of a disaster.
- Essential repairs to owner-occupied residences in lieu of temporary housing, so that families can return to their damaged homes.
- Disaster unemployment and job-placement assistance for those unemployed as a result of a Major Disaster.
- Disaster loans to individuals, businesses, and farmers for refinancing, repair, rehabilitation, or replacement of damaged real and personal property not fully covered by insurance.
- Agricultural assistance payments, and technical assistance, and federal grants for the purchase or transportation of livestock.
- Information on the availability of food stamps and eligibility requirements.
- Individual and family grants to meet disaster-related expenses and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means.
- Legal counseling to low-income families and individuals.
- Tax counseling concerning various disaster related tax benefits.
- Consumer counseling and assistance in obtaining insurance benefits.
- Crisis counseling and referrals to mental health agencies to relieve disaster caused mental health problems.
- Social Security assistance for recipients or survivors, such as death or disability benefits or monthly payments.
- Veteran's assistance, such as death benefits, pensions, insurance settlements, and adjustments to home mortgages held by the Veteran's Administration if a Veterans Administration-insured home has been damaged.
- Other specific programs and services as appropriate to the disaster.

*See <http://www.oregon.gov/oem/emresources/disasterassist/Pages/Damage-Assessment.aspx> for more detailed information on individual assessment.*



## 5.9 Long-Term Recovery

### 5.9.1 National Disaster Recovery Framework

The National Disaster Recovery Framework is a guide that enables effective recovery support to disaster-impacted States, tribes, territorial and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

The National Disaster Recovery Framework is consistent with the principles set forth in the Presidential Policy Directive 8, National Preparedness, which directs FEMA to work with interagency partners to publish a recovery framework. It is the first framework published under the Presidential Policy Directive reflecting the core recovery capabilities by supporting operational plans as an integral element of a National Preparedness System. It is a first step toward the Presidential Policy Directive 8 objective to achieve a shared understanding and a common, integrated perspective across all mission areas—Prevention, Protection, Mitigation, Response, and Recovery—in order to achieve unity of effort and make the most effective use of the nation’s limited resources.

The National Disaster Recovery Framework defines:

- Core recovery principles.
- Roles and responsibilities of recovery coordinators and other stakeholders.
- A coordinating structure that facilitates communication and collaboration among all stakeholders, as well as guidance for pre- and post-disaster recovery planning.
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

The National Disaster Recovery Framework introduces six new Recovery Support Functions that provide a structure to facilitate problem solving, improve access to resources, and foster coordination among State and Federal agencies, nongovernmental partners and stakeholders. Each Recovery Support Function has coordinating and primary Federal agencies and supporting organizations that operate together with local, State, and Tribal government officials, nongovernmental organizations, and private-sector partners.

The National Disaster Recovery Framework presents three positions that provide focal points for incorporating recovery considerations into the decision-making process and monitoring the need for adjustments in assistance where necessary and feasible throughout the recovery process. These positions are Federal Disaster Recovery Coordinator, State or Tribal Disaster Recovery Coordinators, and Local Disaster Recovery Managers.

**FA 4. Recovery Strategy****5.9.2 Community Planning and Capacity Building**

The core recovery capability for community planning is the ability to effectively plan and implement disaster recovery activities, engaging the whole community to achieve their objectives and increase resilience. The goal of recovery planning for the City is to unify and coordinate expertise and assistance programs from across the City and in coordination with the County to aid in restoring and improving the ability of the City to organize, plan, manage, and implement recovery. Recovery planning assists the City in developing a pre- and post-disaster system of support for their communities emphasizing the integration of hazard mitigation throughout planning process. Recovery planning will serve as a forum for helping to integrate the nongovernmental and private-sector resources into City recovery planning processes.

**5.9.3 Economic Recovery**

The core recovery capability for economic recovery is the ability to return economic and business activities (including agricultural) to a state of health and develop new economic opportunities that result in a sustainable and economically viable community. Economic recovery is a critical and integral part of recovery. Disasters damage not only property but also entire markets for goods and services. The speed and effectiveness of returning a community to self-sufficiency and vitality depend upon quickly adapting to changed market conditions, reopening businesses, and/or establishing new businesses. Businesses employ workers, provide for community needs and services, and generate revenue once again, allowing the community, both its members and government, to provide for itself.

**5.9.4 Health and Social Services Recovery**

The core recovery capability for health and social services is the ability to restore and improve health and social services networks to promote the resilience, health, independence, and well-being of the whole community. The City will participate in locally led recovery efforts to address public health, health care facilities and coalitions, and essential social service needs.

**5.9.5 Housing Recovery**

The core recovery capability for housing is the ability to implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience. Like infrastructure and safety services, housing is a critical and often challenging component of disaster recovery. It is critical because local economies cannot recover from devastating disasters without adequate housing, especially affordable housing. It is challenging because many years' worth of housing repair, rehabilitation, reconstruction, and new construction often need to occur at an accelerated pace as a result of a disaster. These conditions create design, construction, labor, materials, logistics, inspection, and financing issues.

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**5.9.6 Infrastructure Systems Recovery**

The core recovery capability for infrastructure systems is the ability to efficiently restore the infrastructure systems and services to support a viable, sustainable community and improve resilience to and protection from future hazards. This function promotes a holistic approach to disaster recovery coordination, support, planning, and implementation for infrastructure systems that serve the community.

**5.9.7 Natural and Cultural Resources Recovery**

The core recovery capability for natural and cultural resources is the ability to protect these resources, including historic properties, through appropriate response and recovery actions to preserve, conserve, rehabilitate, and restore them in a manner consistent with post-disaster community priorities and in compliance with appropriate environmental and cultural resources laws. This function coordinates departments and agencies working together to provide information and assistance to communities seeking to protect and restore natural and cultural resources during recovery.

**6 Annex Development and Maintenance**

The Emergency Program Coordinator is responsible for regular review and maintenance of this annex. To ensure that City staff are familiar with their roles in providing disaster recovery services, the City will incorporate elements of recovery into its training and exercise program.

**7 Supporting Plans and Procedures**

The following documents support recovery for the City:

- County Emergency Operations Plan
  - ESF 14 – Long-Term Recovery
  - SA B – Damage Assessment
- State of Oregon Recovery Plan
- State of Oregon Disaster Recovery Guidebook
- National Response Framework
  - ESF 14 – Long-Term Community Recovery
- National Disaster Recovery Framework

**8 Appendices**

- Appendix A – Damage Assessment Materials
  - A-1 – Initial Damage Assessment Checklist
  - A-2 – Preliminary Damage Assessment Checklist
  - A-3 – Initial Damage Assessment Summary Report Form
- Appendix B – Public Assistance Materials
- Appendix C – Individual Assistance Materials
  - C-1 – Disaster Recovery Center Requirements Checklist

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- C-2 – FEMA Disaster Recovery Center Requirements Worksheet
- Appendix D – Typical Individual Assistance Programs

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**Appendix A      Damage Assessment Materials**

- A-1    Initial Damage Assessment Checklist
- A-2    Preliminary Damage Assessment Checklist
- A-3    Initial Damage Assessment Summary Report Form

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## Appendix A-1 Initial Damage Assessment Checklist

As its name suggests, an Initial Damage Assessment (IDA) is meant to be an *initial* assessment of the damage and impacts caused by the disaster. Do not spend a great deal of time on details at this stage. The IDA only needs to outline enough damage and impacts to the community to bring in the right programs for a closer assessment.

All those using information obtained from an IDA should be cautioned concerning the limitations of the data and should expect variations between this initial assessment and the actual number of applications received should disaster assistance programs be offered.

### General

The following guidelines should be followed when conducting an IDA:

- Examine and note areas of major damage and damage that is likely to be expensive to repair and mitigate.
- Although insured losses should be noted, do not spend a great deal of time trying to collect detailed insurance information during the IDA. Determining the details of insurance in place is time consuming and unnecessary at this stage. If detailed insurance information is needed, it can be collected during a second assessment, such as the joint Preliminary Damage Assessment (PDA).
- *Note: An exception to this rule is “small disasters,” which require collecting insurance information during the IDA in order that the Small Business Administration can make a decision on whether or not to dispatch personnel to Oregon to lead a Small Business Administration “damage survey.”*
- The Individual Assistance IDA Field Data Collection Form is designed to assist you in conducting the IDA for homes and businesses.
- The Infrastructure (Public Assistance) IDA Data Collection Form may assist you in conducting the IDA for public sector damages.
- Analyze IDA data based on the following questions:
  - Is the damage such that only immediate personal needs exist? If so, these needs can probably be met by volunteer organizations such as the American Red Cross (Red Cross), Salvation Army, Mennonite Disaster Service, and others.
  - Is the damage primarily to the agricultural sector? If so, you may want to ask the State to look into U.S. Department of Agriculture assistance.
  - Are the impacts primarily to businesses that have suffered significant damage or other problems that would cause loss of revenue? If so, you may want to ask the state to look into Small Business Administration (SBA) programs.



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- Is the damage primarily to homes? If so, perhaps the State should request SBA assistance or request an Individual Assistance joint PDA.
- Is the damage primarily to publicly owned facilities? If so, perhaps the State should request a Public Assistance joint PDA.

**Whom to Involve**

Since speed and accuracy are essential in obtaining the maximum amount of information in the shortest amount of time, more than one person should be involved in the IDA process. The Emergency Program Coordinator should assemble a team to assist, including members such as:

- Red Cross officials: depending on the capabilities of the Red Cross branch that serves your area, you may want to ask the Red Cross to coordinate the IDA effort with respect to homes and to assess the number of persons significantly impacted by the disaster. In some cases, the Red Cross will have already done so; you may be able to utilize information they have already gathered.
- Building inspectors and tax assessors from local governments, and appraisers from lending institutions or insurance companies, to evaluate buildings, manufactured homes, and businesses.
- City/County engineers, public works officials, utility officials, etc. to assess damages to roads, bridges, other public facilities, and utility systems.
- Hospital and urgent care facility officials for information on injuries and fatalities.
- School district officials to provide school damage figures.
- County health officials to assess of disaster effects on community health.
- Officials in charge of levees, drainage systems, private nonprofit, recreational facilities, etc.
- County agent for farm and ranch damage assessment.

**Collecting Initial Damage Assessment Data by Telephone Bank**

Local jurisdictions may want to establish a telephone bank to collect IDA information on damage and impacts to homes and businesses. If you decide to utilize the telephone bank approach, work with local media to reach affected individuals, families, and businesses. For each, try to collect at least the following:

- Name of individual, family, or business.
- Address of the damaged or impacted structure.
- Mailing address if different.

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- Telephone numbers where the person reporting the damage or impacts can be reached.
- If the damaged structure is a home, is it a primary home or a second home? Is it a rental? If so, count the home twice: once as a home, a second time as a business. Try to obtain the appropriate points of contact for both the tenant and owner.
- Is the loss/damage insured?
- Obtain a brief description of, and, if possible, estimated cost associated with, the damage or impact; collect only enough information to allow you to categorize the damage as minor, major, or destroyed. Also note homes and businesses that are not damaged but that are directly impacted, such as loss of potable water, loss of septic system, loss of driveway access, etc. Homes meeting these criteria should be noted as “affected habitable”; businesses as “interrupted.”

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**Appendix A-2 Preliminary Damage Assessment Checklist**

To prepare for the arrival of State and Federal joint Preliminary Damage Assessment (PDA) officials, local jurisdictions should do as much of the following as time permits.

**General**

- The Emergency Program Coordinator should coordinate the PDA or designate a PDA Coordinator. The person in this position should have a working knowledge of the PDA process and forms and thorough familiarity with local geography, government officials, and public facilities.
- Line up appropriate officials who will become the local government representatives on the joint PDA Teams. For Individual Assistance, consider assessors, building department inspectors, etc. For Public Assistance, consider building department inspectors, road department engineers and technicians, bridge engineers, etc.
- Prepare maps that note the locations and nature of the damage.
  - Delineate any areas where the damage is primarily to homes, businesses, and agricultural land.
  - Indicate the location of each damaged public facility and the government agency responsible for its care.
  - Mark the location of sites where disaster-related costs were incurred.
  - If possible, all damage sites should be identified by local officials before State/Federal inspectors arrive.
- On the same maps, indicate the best routes of travel, accounting for roads and bridges that are out of service due to the disaster and methods for efficient routing such as travel "loops" likely to be taken by the joint PDA Teams.
- Also on the maps, indicate areas where major utilities are still out of service, areas with septic tanks or wells, areas that are still experiencing the effects of the disaster, and health and safety hazards such as hazardous materials spills, biological hazards, downed power lines, etc.
- If possible, have photographs of damage sites available for State and Federal inspectors.
- Assemble and briefly summarize information on the resources committed by the jurisdiction in responding to the disaster. Be sure to include the time commitment, overtime, etc. of the City staff who have been involved.
- Ask everyone involved in the joint PDA to look for ways of rebuilding so there is less damage and hardship next time; provide these ideas to the hazard mitigation PDA teams.
- Set up a joint PDA Team support facility that includes:

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- Tables and chairs
  - Displays, such as maps, chalk boards, dry erase boards, flip charts, bulletin boards, etc.
  - Telephones and telephone directories
  - Copies of the Oregon Blue Book
  - One or more photocopiers
  - Availability of drinking water, coffee, etc.
  - Restrooms
  - If available and appropriate, your Emergency Operations Center can serve as the joint PDA Team support facility.
- Make arrangements for a facility to conduct the joint PDA public official and team briefings such as a courtroom, public auditorium, lecture hall, etc.
  - Be prepared to provide high clearance vehicles for the use of the teams; these vehicles should be driven by the local representative and should comfortably seat up to five people.
  - If necessary, assist State and Federal joint PDA team members to find lodging and meals during their stay in the disaster area.

**Individual Assistance**

- Develop a written summary of the impacts of the disaster, including the following information:
  - Have there been injuries or deaths? Are persons missing?
  - Are families isolated due to the disaster?
  - Is public health and safety significantly compromised?
  - Is debris on private property a health and safety hazard? Does it prevent access to homes?
  - Are services such as medical care, schools, mail delivery, public transportation, communication, etc. significantly affected?
  - Are utilities (electric, gas, water, sewer, drainage systems, dikes, etc.) out of service? When will service be restored? Are outages widespread or concentrated in one area?
  - Have many private vehicles been destroyed?
  - Is there increased unemployment due to the disaster?
- Gather and assemble the following information about the area(s) affected by the disaster:
  - Which affected areas are urban, suburban, and rural? Commercial? Industrial? Delineate these areas on the teams' maps.
  - What was the economic base and condition prior to the disaster?
  - What was the pre-disaster market value of homes in the disaster area(s)? Be prepared to provide dollar ranges to fit "high," "medium," and "low" categories.

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- Ask the American Red Cross to make available any information they have collected during their "windshield" and "on-site detailed" damage assessments.
- Work with Oregon Emergency Management and the Federal Emergency Management Agency to find out what you can about insurance coverage in force in the disaster areas. FEMA will conduct some of this research from its regional office.
- What resources are available in the area to provide temporary housing for displaced persons? Are there vacant rental homes, mobile homes, or apartments?
- If flooding has occurred, make estimates for the team regarding the duration of flooding, as well as water depths and velocities. Was the water contaminated with chemicals? Sewage? Other?
- Assign local, State, Federal, and volunteer agency officials to each team; have each team cover both dwellings and businesses in a geographic area.
- Dispatch teams to their areas; have each team report back to the central PDA support facility periodically by radio or telephone. Some teams may cover ground more quickly than others. If so, one or more geographic areas may be assigned to a team or teams likely to finish before others.

**Public Assistance**

- Develop a written description of the impacts of the disaster on local government, including:
  - Population served by the local government.
  - Budget balance before and after the disaster.
  - Capability of local government to deal with the interruption or loss of essential public services, continuing public health and safety problems, and loss of public facilities, equipment, materials, etc.
  - Public service impacts that will continue without Federal assistance, including deferral of permanent repairs, reductions in ongoing services, delays in planned capital improvements, continued isolation of families or communities, etc.
- If the time the joint PDA will begin has been well established, make appointments for the team at sites where the damage or the impact of the damage is greatest.
- In lieu of making appointments, develop a list of contacts for each damage site, including telephone numbers, and times when they are easiest to reach.
- Ensure that local government representatives designated to serve on joint PDA Teams have a knowledge of repairs already completed and

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repairs needing to be made, as well as a knowledge of the location of damage sites.

- Be prepared to provide State and Federal officials a detailed cost breakdown of labor, equipment, materials, and supplies for all completed work, including work completed through contracts with private-sector companies. While a variety of forms can be used to summarize these items, the format chosen must document who, what, when, where, and how.
- Be prepared to describe which sites will be repaired or reconstructed by contract, and which will be repaired by local forces. If a contractor's estimate has been received, have it available for the State and Federal inspectors.
- If damaged facilities are to be rebuilt to conform with new codes, specifications, or standards, be prepared to provide inspectors with copies of the specifications, local resolutions, ordinances, etc. that require upgrading of the facilities.
- Time permitting: Using as many “Infrastructure (Public Assistance) Initial Damage Assessment Field Data Collection Forms” as necessary, develop a list of work performed and facilities damaged as a direct result of the disaster. Estimate the cost of repair or restoration of damaged public facilities. Be sure to include work that has and has not been completed. Organize the information by category of work.
- Assign local, State, and Federal officials to each team; have each team cover a geographic area.
- Dispatch the teams to their areas; have each team report back into the central PDA support facility periodically by radio or telephone. Some teams may cover ground more quickly than others. If so one or more geographic areas may be assigned to a team or teams likely to finish before the others.

**Hazard Mitigation**

- Think of the joint PDA as an opportunity to quickly identify hazard mitigation opportunities before much of the permanent repair work has been accomplished.
- Talk with the people who helped you to accomplish the Initial Damage Assessment about hazard mitigation opportunities they discovered during this process; provide this information to the State and Federal inspectors (Federal Emergency Management Agency and Small Business Administration).
- Resources permitting, assign a local representative to join Federal Emergency Management Agency and Oregon Emergency Management hazard mitigation staff assigned to accomplish the hazard mitigation portion of the joint PDA. Assemble as many teams as

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appropriate and as resources permit; often there will be only one hazard mitigation PDA team per local jurisdiction.



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**Appendix A-3 Initial Damage Assessment Summary Report Form**

Electronic copies of the following damage assessment forms can be found at <https://www.oregon.gov/OEM/emresources/disasterassist/Pages/Damage-Assessment.aspx>.

Individual Assistance Initial Damage Assessment Field Data Collection Form

- Estimated Disaster Economic Injury Worksheet For Businesses
- Infrastructure (Public Assistance) Initial Damage Assessment Field Data Collection Form - Instructions for form are attached (Excel Spreadsheet)
- Individual Assistance Initial Damage Assessment and Preliminary Damage Assessment Calculation and Summary Form
- Initial Damage Assessment Summary Report Form (Excel Spreadsheet)
- Individual Assistance Joint Preliminary Damage Assessment Team Assignments
- Joint Preliminary Damage Assessment Individual Assistance Field Form (Adapted from Federal Emergency Management Agency [FEMA] Form 76-39)
- Public Assistance Preliminary Damage Assessment Site Estimate (Joint FEMA-OEM Form adapted from a FEMA Form)
- Public Assistance Preliminary Damage Assessment Summary (FEMA Form 90-80)

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## Appendix B Public Assistance Materials

Electronic copies of the following public assistance materials can be found at <https://www.oregon.gov/OEM/emresources/disasterassist/Pages/Public-Assistance.aspx>.

### Request for Public Assistance (FF90-49)

- Hazard Mitigation Proposal (FF90-61)
- Project Worksheet (FF90-91)
- PW-Damage Description and Scope of Work Continuation Sheet (FF90-91A)
- PW-Cost Estimate Continuation sheet (FF90-91B)
- PW-Maps and Sketches Sheet (FF90-91C)
- PW-Photo Sheet (FF90-91D)
- Validation Worksheet (FF90-118)
- Project Validation Form (FF90-119)
- Special Considerations Questionnaire (FF90-120)
- PNP Facility Questionnaire (FF90-121)
- Historic Review For Determination of Adverse Effect (FF90-122)
- Force Account Labor Summary Record (FF90-123)
- Materials Summary Record (FF90-124)
- Rented Equipment Summary Record (FF90-125)
- Contract Work Summary Record (FF90-126)
- Force Account Equipment Summary Record (FF90-127)
- Applicant's Benefit Calculation (FF90-128)

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**Appendix C Individual Assistance Materials**

C-1 Disaster Recovery Center Requirements Checklist

C-2 FEMA Disaster Recovery Center Requirements Worksheet

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**Appendix C-1 Disaster Recovery Center Requirements Checklist****General Information**

Disaster Recovery Centers (DRCs) are sited only in jurisdictions where the need exists and local officials request them. There are no State or Federal reimbursement for costs associated with use of the building selected (e.g., rent and utility costs).

Local officials must be willing to provide security at the facility during daily operations. DRCs may be open for as short as a few days, and as long as a few weeks. Site selection for DRCs is a joint local, State, and Federal responsibility. This process is facilitated when local officials have prepared ahead of time and identified buildings that could serve as DRCs.

**Required**

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

- The building must be large enough for the needs of the situation (number of agencies and clients anticipated in the DRC). This may vary from as few as 1200 to more than 4,500 square feet. Consequently, it is advisable to identify a variety of buildings of different sizes in different locations within your jurisdiction.
- Sufficient tables and chairs for the needs of the situation should be readily available (either in the facility or easily moved to the facility). Each agency working at the facility will need at least one table and five chairs.
- The building must have heat, electricity, good lighting, potable water, rest rooms, and adequate parking.
- Appropriate emergency medical support should be quickly available to the building.
- Appropriate fire protection should be readily available.
- Access to and through the building must be barrier-free for disabled persons. (DRCs must meet Americans with Disabilities Act requirements and have a certification to that effect from the local building official on file prior to the disaster.)
- The building owner must be willing to allow the Federal Emergency Management Agency and the Small Business Administration to install telephone lines.



**Preferred**

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

**Appendix C-2 FEMA Disaster Recovery Center Site Requirements List**

**FEMA DRC SITE REQUIREMENTS WORKSHEET**

The following is the worksheet that FEMA uses to evaluate potential DRC facilities:

<b>Date site evaluated:</b>	<b>Primary or secondary site (circle one)</b>	
<b>Site address:</b>	<b>County name:</b>	
<b>Site contact/telephone number:</b>	<b>City name:</b>	
<b>After hours contact/telephone:</b>	<b>County E.M. Director/telephone:</b>	
<b>Site accessible hrs:</b>	<b>Site keys: location and who has them?</b>	
<b>DRC SITE REQUIREMENTS</b>		
	<b>YES/NO</b>	<b>COMMENTS</b>
<b>Proximate to affected area(s)?</b>		
<b>Parking adequate? (preferably 40 spaces or more, but no fewer than 20 spaces)</b>		
<b>Electricity, water, lighting adequate?</b> <ul style="list-style-type: none"> <li>- adequate power available for fax machines and computers?</li> <li>- water system functioning?</li> <li>- emergency lighting system available?</li> <li>- exterior lighting available?</li> </ul>		
<b>Secure, safe, and sanitary facility?</b> <ul style="list-style-type: none"> <li>- building sound, of good construction, and non-leaking condition?</li> <li>- electric wiring in sound condition or sealed off from contact with staff and clients? (no exposed wiring - no missing receptacle cover plates or damaged receptacles)</li> <li>- sprinkler system operating or fire extinguishers available?</li> <li>- dry floors with no holes or other obstructions?</li> <li>- heating and/or cooling system(s) verified as inspected and functioning properly?</li> <li>- restrooms functional or portable units available?</li> <li>- adequate ventilation of working area?</li> <li>- can doors be locked?</li> <li>- are windows secure?</li> <li>- parking lot lighted/safe for staff and clients to walk to their cars?</li> </ul>		
<b>Lease or use agreement?</b>		
<b>Agreement between county/city officials?</b>		
<b>Building is handicap accessible?</b> <ul style="list-style-type: none"> <li>- adequate handicap parking?</li> <li>- ramp for wheelchair (if necessary)?</li> <li>- doorways wide enough to accommodate wheelchair?</li> <li>- restrooms handicapped accessible, including wheelchair?</li> </ul>		
<b>Space required: (1,200 sq. ft. minimum)</b>		
<b>Existing telephones available to FEMA? Number?</b>		
<b>Incoming telephone cable capacity?</b> <ul style="list-style-type: none"> <li>- number of pairs feeding the facility and cable type?</li> <li>- pre-existing service and telephone or circuit numbers?</li> <li>- contact local telephone company to verify availability of circuits to support minimum of 16 phone lines</li> <li>- Verify that inside wiring can be easily accomplished. Existing cabling may not be reliable. Insure that access to areas including ceilings, telephone rooms, and crawl spaces is available.</li> </ul>		
<b>Tables and chairs available to FEMA? Number?</b> (minimum 15 tables, 60-75 chairs)		
<b>Fax available to FEMA?</b> <ul style="list-style-type: none"> <li>- number of faxes: _____</li> <li>- make/model #: _____</li> </ul> (Identify for each in comments)		
<b>Janitorial and trash pickup services? Frequency?</b>		
<b>Crowd control devices such as ropes, cones, etc.?</b>		

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**Appendix D Typical Individual Assistance Programs**

**Typical Individual Assistance Programs**

**HUMANITARIAN SERVICE GROUPS**

(e.g., American Red Cross, Church Groups, Voluntary Organizations, Community Service Groups)

**Funded by:** Agency or group

**Administered by:** Agency or group at temporary or permanent locations

**Details:** These services can be requested by individuals or by local or state officials. Services provided include immediate emergency aid such as clothing, food, medical assistance, shelter, cleanup help, transportation, furniture, and medical supplies

**EMERGENCY FOOD STAMP PROGRAM**

**Funded by:** Food and Nutrition Services (U.S. Department of Agriculture [USDA])

**Administered by:** State Department of Social and Health Services (DSHS)

**Details:** Provides food coupons to qualified disaster victims. Requires a request to the USDA by the DSHS, based on request to DSHS by State Emergency Management in coordination with local Emergency Management.

**INSURANCE ASSISTANCE**

**Administered by:** American Insurance Association, Federal Emergency Management Agency, and National Flood Insurance Program

**Details:** Provide counseling regarding insurance problems or questions.

**CONSUMER PROTECTION**

**Administered by:** State Attorney General’s Office

**Details:** Provides counseling regarding consumer problems, such as non-availability of products and services needed for reconstruction, price gouging, and disreputable business concerns and practices. May involve coordination with the Insurance Commissioner and/or legal counsel.

Typical Individual Assistance Programs
<p><b>CRISIS COUNSELING</b></p> <p><b>Administered by:</b> Jackson County Health and Human Services</p> <p><b>Details:</b> Available only after a special request by the Governor and approved by the Federal Emergency Management Agency. Provides referral services and short-term counseling for mental health problems caused or aggravated by a disaster.</p>
<p><b>INDIVIDUAL AND FAMILY GRANT PROGRAM</b></p> <p><b>Funded by:</b> 75% Federal, 25% State</p> <p><b>Administered by:</b> State Emergency Management</p> <p>Provides assistance to individuals and families to permit them to meet disaster-related necessary expenses and serious needs for which other assistance is either unavailable or inadequate. It is not intended as a replacement for an insurance program.</p>
<p><b>TEMPORARY HOUSING PROGRAM</b></p> <p><b>Funded by:</b> 100% Federal</p> <p><b>Administered by:</b> Federal Emergency Management Agency</p> <p><b>Details:</b> Provides financial assistance or government-owned dwellings, if available, for those whose primary residences are uninhabitable due to a disaster.</p>
<p><b>DISASTER LOANS</b></p> <p><b>Funded by:</b> U.S. Small Business Administration</p> <p><b>Administered by:</b> U.S. Small Business Administration</p> <p><b>Physical Disaster Loans</b> - Low-interest loans to individuals for repair, replacement, or rehabilitation of owner-occupied primary residences or personal property loss for renters.</p> <p><b>Business Loans (Physical Disaster Loans)</b> - Low-interest loans to businesses for repair, replacement, or rehabilitation of disaster-damaged property.</p> <p><b>Economic Injury Disaster Loans</b> - For businesses suffering economic loss as a result of a single sudden physical event of catastrophic nature. The Small Business Administration's maximum loan is \$500,000. Funds can be used for indebtedness and operating expenses.</p>

Typical Individual Assistance Programs
<p><b>EMERGENCY LOANS, FARMERS HOME ADMINISTRATION</b></p> <p><b>Administered by:</b> USDA</p> <p><b>Details:</b> Provides low-interest loans to farmers, ranchers, and agricultural operators (either tenant-operator or owner-operator) for physical and production losses. Loans may also be used to repair or replace farm property and supplies or for repayment of farm operating debts incurred during the disaster year. Loans may also be available if approved by the USDA, following a governor’s request</p>
<p><b>DISASTER UNEMPLOYMENT ASSISTANCE</b></p> <p><b>Funded by:</b> Federal Emergency Management Agency</p> <p><b>Administered by:</b> U.S. Department of Labor through the State Employment Security Department</p> <p><b>Details:</b> Provides weekly benefit payments to those out of work due to a disaster, including self-employed persons, farm workers, farm and ranch owners, and others not normally covered under regular unemployment insurance programs.</p>
<p><b>TAX ASSISTANCE</b></p> <p><b>Administered by:</b> Internal Revenue Service and Tax Information for Indian Tribal Governments</p> <p><b>Details:</b> Provides counseling and assistance in the form of income tax rebates to disaster victims who file income tax returns during the year of the disaster or during any of the three previous years. These earlier returns may be amended to receive an immediate tax rebate for non-insured casualty losses to homes, personal property, businesses, or farming/ranching operations. Benefits may also result from filing amended state income tax returns.</p>
<p><b>SOCIAL SECURITY BENEFITS</b></p> <p><b>Funded by:</b> Social Security Administration</p> <p><b>Administered by:</b> Social Security Administration</p> <p><b>Details:</b> Assistance to annuitants with address changes and expedited check delivery. Assistance in applying for disability, death, survivor benefits, and Social Security Insurance payments.</p>

**Typical Individual Assistance Programs**

**VETERAN’S BENEFITS**

**Funded by:** Veterans Administration (VA)

**Administered by:** Veterans Administration

**Details:** Assistance in applying for VA death benefits, pensions, insurance settlements, and adjustments to VA-insured home mortgages. VA representatives will also record address changes, if necessary.

**LEGAL SERVICES**

**Administered by:** Federal Emergency Management Agency

**Details:** Free legal counseling to low-income persons for disaster-related problems. May include replacing legal documents, transferring titles, contracting problems, will probates, and insurance problems.

# **Incident Annex**





# Incident Annex

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# 1 Hazard Descriptions

The following incidents are included within this annex and include action items and information specific to the incident type.

- Natural Hazards:
  - Earthquake
  - Major Fire
  - Public Health Incident
  - Severe Weather (including thunderstorm and lightning, tornado, windstorm, hailstorm, severe winter storm, landslide, generalized flooding, and drought)
  - Volcano
- Human-Caused and Technological:
  - Hazardous Materials
  - Transportation Accidents (including air, rail, and roads)
  - Terrorism
  - Utility Failure

## 1.1 Earthquake

An earthquake of 5 or greater on the Richter scale may or may not cause widespread damage, but it is a situation that may warrant activation of the Emergency Operations Center (EOC) to better coordinate the flow of information and damage assessment needs.

Initially, the lead agencies for earthquake response will be the Police and Fire Departments. As the initial assessment to determine the extent of damage, injury, and loss of life has been accomplished, the EOC's Operations Section lead may be transitioned to the Fire Department.

As emergency response transitions from rescuing casualties to restoring critical services, the Public Works Department may be expected to assume the role of lead department in the Operations Section for the City of Ashland's (City's) earthquake response. Public Works Department efforts in this response and early recovery phase of the disaster will likely concentrate on reestablishment of public infrastructure facilities.

*See the Natural Hazard Mitigation Plan for more information.*

## 1.2 Major Fire

A major fire is an instance of uncontrolled burning that may involve grasslands, brush, or woodlands, as well as multiple structures. There is an increasing vulnerability to such fires, due to the increasing number of homes in fire-prone areas. The costs of fighting wildland fires today, including using heavy equipment, helicopters, office and communications equipment, and feeding and housing responders, can easily exceed expectations. Fuel, slope, weather, and development are key components in wildfire hazard identification.

The lead agency for major fire response will be the Fire Department, with support from the Police Department to control traffic.

*See the Natural Hazard Mitigation Plan for more information.*

### 1.3 Public Health

For the purpose of this annex, the following incidents are included under public health:

- Endemic and pandemic outbreaks
- Contamination concerns
- Bio- and chemical terrorism

Each public health incident may have its own characteristics, including interaction with other hazards identified in this annex. For example, water contamination could be the result of massive flooding.

The nature of the public health incident will determine agency involvement, but it is anticipated that Jackson County (County) Health and Human Services Department will serve as the lead agency.

### 1.4 Severe Weather

For the purpose of this annex, the following individual hazards are included under severe weather:

- Flooding (generalized)
- Hailstorm
- Landslides
- Severe winter storm
- Thunderstorm and lightning
- Tornado
- Windstorm
- Drought – areas that may experience impacts

Each hazard may have its own characteristics, including the time of year it is most likely to occur, severity, and associated risk; however, many hazards are interrelated. For example, wind is a factor in thunderstorms and severe winter storms and hailstorms and rain can contribute to landslides.

The nature of the severe weather will determine agency involvement, but the Public Works Department will be heavily involved in leading operations.

*See the Natural Hazard Mitigation Plan for more information.*

### 1.5 Volcano

Oregon's vulnerability to volcanic events varies statewide. The Cascade Mountains, which separate Western Oregon from Central Oregon, pose the greatest threat of volcanic activity. Regions that include the Cascade Mountains are most vulnerable to the effects of a volcanic event. Within the State of Oregon (State), there are several volcanoes that may pose a threat of eruption—most notably, Mount Hood, which most recently erupted about 200 years ago, as well as the Three Sisters, and Mt. Jefferson, which have not erupted for about 15,000 years but are not considered extinct.

Initially, the lead agencies for volcano response will be the Police and Fire Departments. After the initial assessment to determine the extent of damage, injury, and loss of life has been accomplished, the EOC's Operations Section lead may be transitioned solely to the Fire Department. As emergency response transitions from rescuing casualties to restoring critical

services, the Public Works Department may be expected to assume the role of lead department in the Operations Section for the City's volcano response. Public Works Department efforts in this response and early recovery phase of the disaster will likely concentrate on reestablishment of public infrastructure facilities.

*See the Natural Hazard Mitigation Plan for more information.*

## **1.6 Hazardous Materials**

Hazardous materials are stored, used, and transported using roads, rail lines, pipelines, or flight paths. Numerous industries and businesses use chemicals that pose a threat to their own private property and employees. In addition, in some instances where a hazardous materials plume is released, it may affect neighboring businesses and communities.

The lead agency for hazardous materials response will be the Fire Department, with support from the Police Department to control traffic.

## **1.7 Transportation Accidents (Including Air, Rail, and Road)**

The Federal Aviation Administration and National Transportation Safety Board (NTSB) have the authority and responsibility to investigate all accidents involving aircraft. It is NTSB policy to be on the scene of a major accident as soon as possible. In minor aircraft accidents, the Federal Aviation Administration may respond to the scene instead of the NTSB. The Department of Defense has the authority to investigate any accident involving military aircraft.

The NTSB has the authority and responsibility to investigate accidents involving selected rail accidents. The Federal Railroad Administration monitors the occurrence of train accidents and incidents 24 hours a day, seven days a week, 365 days a year.

Motor vehicle accidents that occur on roadways within the City would not normally constitute a major emergency under the Emergency Management Plan, unless hazardous materials or mass casualties/fatalities complicate the incident. The City Fire and Police Departments will assume initial command if the transportation accident involves a fire and/or casualties and to secure the incident site.

## **1.8 Terrorism**

This annex can be applied to incidents involving weapons of mass destruction and chemical, biological, radiological, nuclear, and explosive (CBRNE) materials.

The City Police Department has the lead role in terrorism crisis management within the City and the County Sheriff's Office maintains authority in unincorporated segments of the County. The lead agencies for the State and federal government are the Oregon State Police and the Federal Bureau of Investigation (FBI), respectively.

The laws of the United States assign primary authority to state and local governments to respond to the consequences of terrorism; the federal government provides assistance as required. The City and County EOCs typically will be activated and have the lead role in terrorism consequence management for most types of terrorist incidents, but the County Health and Human Services Department will be assigned the lead local role in terrorism consequence



management for incidents involving biological agents. The Oregon Office of Emergency Management and Federal Emergency Management Agency are the State and federal consequence management leads.

## 1.9 Utility Failure

A utility failure can happen at any time and is a disruption to the normal operations of electricity, water, gas, and telephone services. While causes of these shortages may be natural or human-caused, the severity of the incident must be measured by how seriously the shortage amount and duration impacts life and property.

The type of utility will determine agency involvement, but the Public Works Department and Ashland Municipal Electric Utility will be heavily involved in leading operations. Involvement from utility companies will be required to ensure service restoration.

## 2 Pre-Incident Actions

### 2.1 General

The following pre-incident action items are appropriate to most incidents; however, the actions should be evaluated for appropriateness in any given situation and do not replace common sense or standard operating procedures (SOPs).

- Determine the key stakeholders that should be notified of the arising situation.
- Consider limited activation of the EOC.
- Conduct pre-incident planning for protective actions (e.g., sheltering-in-place, evacuation, activation of warming shelters).
- Identify and review established evacuation routes and alternate routes for areas vulnerable to the incident.
- Prepare public information materials to inform residents and businesses of protective measures. Utilize multiple media types, including print, television, radio, and social media.
- Identify and review existing agreements for mutual support and identify additional community partners, including local contractors, vendors, and private organizations that may be able to assist.
- Anticipate potential unmet needs or resource shortfalls and identify strategies for meeting those needs.
- Identify and review procedures for registering mutual aid and other first responders as they arrive on the scene and receive deployment orders.
- Identify and review existing SOPs and agency-specific protocols specific to the incident. Ensure that copies of all documents are available to response personnel as necessary.
- Ensure that all departments are notified to provide situational awareness to the Emergency Manager and/or the EOC if activated.
- Prepare disaster declaration materials if appropriate. Brief key leadership.
- Conduct just-in-time training based on incident requirements.

## 2.2 Earthquake

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor the Pacific Northwest Seismic Network (<https://www.pnsn.org/>).
- Identify potential protective measures, including:
  - Pre-identified evacuation routes and alternate routes for areas vulnerable to earthquakes to ensure accuracy.
  - Appropriate infrastructure protection measures in landslide-prone areas.
- Evaluate current resources and identify potential needs and shortfalls (e.g., bridge-free evacuation routes, assembly sites, viable shelter locations).

## 2.3 Major Fire

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor updated fire danger ratings detailing weather trends, fuel types, and likely fire characteristics.
- Identify potential protective measures, including:
  - Pre-identified evacuation routes and alternate routes for areas vulnerable to the fire.
  - Relocation of equipment and personnel out of vulnerable areas.
- Evaluate current resources and identify potential needs and shortfalls (e.g., water sources, equipment, personnel).

## 2.4 Public Health

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Coordinate with the County Health and Human Services Department to monitor and report the presence of contagious infection within the City.
- Identify potential protective measures, including:
  - Encourage personnel to wear face masks.
  - Encourage personnel to obtain vaccinations.
  - Encourage work-from-home options.
- Evaluate current resources and identify potential needs and shortfalls (e.g., medical supplies and equipment, personnel).
- Engage with public health organizations to ensure the presence of adequate supplies and medical equipment.
- Identify and review drinking water quality plans.
- Identify and review wastewater and sewage disposal plans.

## 2.5 Severe Weather

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor weather reports (<http://www.weather.gov/>, <http://www.spc.noaa.gov/>).
- Identify potential protective measures, including:
  - Review pre-identified cooling center locations.
  - Review pre-identified warming center locations.
  - For precipitation and flooding, identify areas that will likely need sandbagging to protect residents and property.
- Evaluate current resources and identify potential needs and shortfalls (e.g., cooling centers, warming centers, alternative water sources, sandbags).
- Participate in severe weather preparedness activities, seeking an understanding of interactions with participating agencies in a severe weather scenario.

### 2.5.1 Flooding

In addition to the pre-incident actions listed in Sections 2.1 and 2.5, the following action items may be appropriate:

- Monitor expected rainfall and river, creek, and tributary levels.
- Identify potential protective measures, including:
  - Pre-identified evacuation routes and alternate routes for areas vulnerable to flooding.
  - Appropriate infrastructure protection measures in landslide/flood-prone areas (coordinate with the Engineering Division to establish procedures).
- Evaluate current resources and identify potential needs and shortfalls (e.g., sandbags, equipment, clear evacuation routes, assembly sites, shelter locations).
- Become familiar with flood-prone areas and the challenges they face.
- Ensure that sandbags and other necessary equipment and supplies are prepared and ready to use.

### 2.5.2 Drought

In addition to the pre-incident actions listed in Sections 2.1 and 2.5, the following action items may be appropriate:

- Monitor rainfall, weather, crop conditions, and water availability.
- Identify potential protective measures, including:
  - Identify alternative sources of drinking water.
  - Work with the local water service provider to implement water conservation efforts.
  - Work with local farmers to implement herd management strategies.
- Evaluate current resources and identify potential needs and shortfalls (e.g., potable water, water for agricultural needs, financial support).
- Pre-designate alternative sources of drinking water in case of drought or other water shortage event.

## 2.6 Volcano

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor volcanic activity and wind direction.
- Identify potential protective measures, including:
  - Pre-identified evacuation routes and alternate routes for areas vulnerable to projected ash fall.
  - Implement shelter-in-place plans.
  - Identify traffic control needs.
- Identify potential resource needs (e.g., ash removal equipment, masks, shelters).

## 2.7 Transportation Accident (Including Air, Rail, and Road)

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor weather reports for severe weather that may make it challenging for drivers, pilots, and rail operators to see and/or control their vehicles, aircraft, and railcars (e.g., excessive rainfall, fog, snow, ice).
- Identify potential protective measures, including:
  - Assess the City's transportation infrastructure (e.g., roads, bridges, and traffic control devices) and implement an emergency transportation route plan.
  - Close roads or bridges that are experiencing flooding or icy conditions.
- Evaluate current resources and identify potential needs and shortfalls (e.g., traffic management supplies, personnel, mass fatality and mass casualty needs).
- Ensure that City personnel are aware they should not attempt to remove accident-related debris from the accident area except as necessary to facilitate fire suppression, rescue, and emergency medical care.

## 2.8 Terrorism

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor social media and other avenues for potential terrorism-related threats.
- Identify potential protective measures, including:
  - Shelter-in-place resources and activities.
  - Pre-identified evacuation routes and alternate routes for potential targets of terrorist activity.
- Evaluate current resources and identify potential needs and shortfalls (e.g., personnel trained in hazardous materials response, shelter-in-place supplies).
- Ensure that City personnel have a basic awareness of hazardous materials response and whom to contact.

## 2.9 Utility Failure

In addition to the pre-incident actions listed in Section 2.1, the following action items may be appropriate:

- Monitor severe weather reports that may affect utilities (e.g., high winds, drought, flooding).
- Identify potential protective measures, including:

- Remove tree branches or trees from power line areas.
  - Coordinate with schools, daycare centers, nursing homes, rest homes, hospitals, etc. in determining proper precautions and emergency actions prior to a utility failure.
  - Confirm emergency contact information for each utility that provides service in the area.
  - Check emergency generators to ensure they are in working condition.
  - Review hazard information for vital facilities and the impact of a major utility failure on one or more of those facilities.
  - Coordinate with utilities to procure and produce information for distribution to the public (e.g., “What to Do When the Lights Go Out”).
- Evaluate current resources and identify potential needs and shortfalls (e.g., generators, equipment for clearing roads of debris, personnel).

## 3 Response Phase Actions

### 3.1 General

The following response action items are appropriate to most incidents; however, the actions should be evaluated for appropriateness in any given situation and do not replace common sense or SOPs.

- Activate local warning/alert systems as appropriate.
- Assist the EOC Safety Officer in ensuring that actions are taken to protect personnel and emergency equipment from possible damage by the incident.
- Conduct EOC operations in accordance with the Incident Action Planning process. See <https://goo.gl/FaMF8T> for more information.
- Activate mutual aid as needed including placing backup teams on standby.
- Ensure that all required notifications have been completed. Consider the following:
  - Local, regional, state, and federal agencies/entities that may be able to mobilize resources to support local response efforts
  - Mutual aid partners
  - Private-sector partners with which existing contracts are in place
  - Adjacent jurisdiction EOCs
  - Agency operations centers
- Coordinate resource access, deployment, and storage in the operational area and track resources as they are dispatched and/or used.
- Determine the need for an emergency/disaster declaration and submit as needed.
- Facilitate public information through the Public Information Officer (PIO) with approval by the EOC Incident Commander.
- If appropriate, establish and/or participate in a Joint Information Center and designate a lead PIO for the City.
- Maintain incident documentation, including financial records, for potential reimbursement.
- Develop appropriate reports to maintain situational awareness, including, but not limited to:

- Damage assessment
- Repair and restoration of essential services and vital systems needed
- Injuries and deaths
- Major equipment damage accrued during response activities
- Develop and delivery situation reports (recurring action at regular intervals). [*Incident Command System (ICS) Form 209 – Incident Status Summary*]
- Develop and regularly update the Incident Action Plan (recurring action). [*ICS Form 202 – Incident Objectives, ICS Form 203 – Organization Assignment List, ICS Form 205 – Incident Radio Communications Plan, ICS Form 206 – Medical Plan, ICS 208 – Safety Message, Incident Map*]

### 3.2 Earthquake

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to monitor the Pacific Northwest Seismic Network for aftershocks.
- Monitor secondary hazards associated with earthquakes (e.g., ruptured utility lines, hazardous spills, fires, building collapses, landslides).
- Implement protective measures (e.g., evacuation, assembly sites, shelter activation, traffic control, search and rescue).
- Coordinate debris management activities (e.g., clear right-of-way, establish temporary debris storage sites).
- Identify transportation resources to move people and equipment as necessary.

### 3.3 Major Fire

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to monitor weather reports, including wind, expected rainfall, and thunderstorm reports.
- Monitor secondary hazards associated with fires (e.g., public health, erosion, landslides, introduction of invasive species, changes in water quality).
- Implement protective actions (e.g., evacuations, relocation of equipment and personnel).
- Coordinate debris management activities (e.g., clear right-of-way, establish temporary debris storage sites).

### 3.4 Public Health

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to coordinate with the County Health and Human Services Department to monitor and report the presence of public health incidents within the City.
- Implement protective measures, in coordination with the County Health and Human Services Department, to minimize the spread of disease (e.g., wash hands frequently, wear mask, vaccinations, work from home).
- Establish access control to quarantine areas through local law enforcement agencies.

- Collect and report vital statistics to the County Health and Human Services Department or the County EOC if activated, including injuries and/or deaths due to the public health emergency.
- Coordinate with the County to plan for transportation of mass casualties to suitable care facilities and mass fatalities to suitable emergency morgue facilities.
- Coordinate with the County Health and Human Services Department to ensure that public information being released is appropriate and in line with their messaging.

### 3.5 Severe Weather

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to monitor weather reports to project potential damage and determine the affected areas.
- Monitor secondary hazards associated with severe weather (e.g., landslides, agricultural water needs, transportation infrastructure damage).
- Implement protective measures (e.g., activate warming or cooling centers, provide sandbag materials and equipment, traffic control measures).
- Coordinate debris management activities (e.g., clear right-of-way, establish temporary debris storage sites).

#### 3.5.1 Flooding

In addition to the response actions listed in Sections 3.1 and 3.5, the following action items may be appropriate:

- Continue to monitor expected rainfall and river, creek, and tributary levels.
- Monitor secondary hazards associated with flooding (e.g., landslides, infrastructure damage, soil erosion and land degradation, epidemic diseases, poisoning, unhygienic conditions, sedimentation, traffic accidents, water pollution, waterlogging/salinity).
- Implement protective measures, including:
  - Coordinate debris removal from necessary areas (e.g., storm drains, bridge viaducts, main arterial routes, public rights-of-way, dams).
  - Activate law enforcement resources (e.g., curfew enforcement, road closures, security).
  - Establish infrastructure protection measures in landslide/flood-prone areas.
- Identify resource needs (e.g., sandbags, equipment, assembly sites, shelters) and request additional support through mutual aid, private contractors, and the County.
- Activate search and rescue operations as necessary.

#### 3.5.2 Drought

In addition to the response actions listed in Sections 3.1 and 3.5, the following action items may be appropriate:

- Continue to monitor rainfall, temperatures, crop conditions, and water availability.
- Monitor secondary hazards associated with drought (e.g., wildfires, economic).
- Implement protective measures (e.g., water conservation efforts, voluntary or mandatory water use restrictions, herd management strategies).

- Work with the PIO and local extension office to provide information and advice to farmers affected via media releases and increase drought education and outreach to the general public.
- Identify resource needs (e.g., potable water, support to farmers).

### 3.6 Volcano

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to monitor volcanic activity and wind direction to project potential spread of ash, fires, and/or gases.
- Monitor secondary hazards associated with volcanic activity (e.g., ground deformation, lahars, landslides, building roof collapses).
- Implement protective measures (e.g., evacuations, shelter-in-place, traffic control, promote wearing masks, promote staying indoors, open shelters).
- Identify resource needs (e.g., ash removal equipment, masks, fire suppression equipment).
- Work with the PIO to provide information to the public regarding health protective measures and appropriate ash removal methods.

### 3.7 Hazardous Materials

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Monitor current and forecasted weather to project a potential spread of the hazardous materials plume (recurring action).
- Activate the Regional Hazardous Materials Team through the Oregon Emergency Response System at 1-800-452-0311 for technical assistance.
- Determine the type, scope, and extent of the hazardous materials, incident (recurring action). Verify reports and obtain estimates of the area that may be affected. [[ICS Form 209: Status Summary](#)]
  - Notify 911 dispatch, supporting agencies, adjacent jurisdictions, and liaisons of the situation.
  - Assess the type, severity, and size of the incident. If possible, characterize the hazardous material(s) of concern and determine appropriate personal protection equipment requirements.
  - Ensure that a health and safety plan is developed by the designated Safety Officer, including monitoring first responders in accordance with applicable guidance.
- Ensure that proper containment methods have been implemented by first responders until hazardous materials response teams arrive.
- Establish a safe zone and determine a location for on-site staging and decontamination. Reevaluate as the situation changes.
- Provide support for implementation of applicable Geographic Response Plans established by the Oregon Department of Environmental Quality to guide activities throughout the duration of the incident.
- Support access control to the incident site through local law enforcement agencies.



- If applicable, establish immediate gross decontamination capability for victims.
- Notify hazardous materials supporting agencies.
- Ensure that all required hazardous notifications have been completed.

**REQUIRED NOTIFICATIONS**

- The Oregon Department of Transportation should be contacted for incidents occurring on state highways.
  - Appropriate key stakeholder and partners for incidents that pose an actual or potential threat to state parks, recreational areas, historical sites, environmental sensitive areas, tourist routes, or other designated areas.
  - If agricultural areas and livestock are potentially exposed or impacted, notify local extension services (Oregon State University), Oregon Department of Agriculture, and the State Veterinarian.
- Coordinate with the responsible party (if known) and the Oregon Department of Environmental Quality on using private contractors for clean-up.

### 3.8 Transportation Accidents (Including Air, Rail, and Road)

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to monitor weather reports for severe weather.
- Conduct a scene assessment to determine appropriate level of emergency medical, transportation, and hazardous materials response. Based on the location of the accident, mass casualty, and/or evacuation procedures may be required. [[ICS Form 209: Status Summary](#)]
- Implement protective measures (e.g., road/bridge closures, alternate routes).
- Identify resources needed to support the incident (traffic management supplies, personnel, mass fatality and mass casualty support).
- Secure the crash site to maintain integrity of the accident site (after fire suppression and victim rescue operations are completed).
- Ensure that all required notifications have been completed.

**REQUIRED NOTIFICATIONS**

- Aircraft accident:
    - Federal Aviation Administration
    - Contact the National Transportation Safety Board prior to removing deceased victims or moving aircraft wreckage. (Safety Office, 425-227-2000, 24 hours)
    - Oregon Department of Transportation (State Highways)
  - Railroad accident:
    - Prior to removing any victims or wreckage, the Incident Commander or EOC Incident Commander should contact the railroad company's emergency response center, as well as the National Transportation Safety Board.
  - State highway accident: Oregon Department of Transportation
  - Appropriate key stakeholder and partners for incidents that pose an actual or potential threat to state parks, recreational areas, historical sites, environmental sensitive areas, tourist routes, or other designated areas.
  - If agricultural areas and livestock are potentially exposed or impacted, notify local extension services (Oregon State University), Oregon Department of Agriculture, and the State Veterinarian.
- Coordinate the collection, storage, and disposition of all human remains and their personal effects from the accident site.
  - Coordinate provision of up-to-date information to friends and family of victims (if not already being handled by another agency). Consideration should be given to keeping the friends and family of the victims in a central location, protected from the press, and where information can be provided to them as it becomes available.
    - Allow the rail company, airline, or agency affected by the accident to confirm casualties and to notify the next of kin via prescribed methodology.
  - Support the removal of debris in coordination with, or under the direction of, investigating agencies such as the Transportation Security Administration, NTSB, and FBI.
  - Coordinate with the American Red Cross to provide shelter and family referral services through the EOC.

### 3.9 Terrorism

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to work with County, State, and FBI resources to monitor terrorist activities.
- Mobilize appropriate emergency personnel and first responders. When necessary, send fire services, emergency medical services, hazardous materials, law enforcement, public health, and others to the site. Determine responder activities and establish non-contaminated areas prior to mobilizing resources.
- Ensure that all required notifications have been completed.

**REQUIRED NOTIFICATIONS**

- Notification of the Oregon State Police and the Federal Bureau of Investigation is required for all terrorism incidents.
  - If an incident occurs on state highways, ensure that the Oregon Department of Transportation has been notified.
  - Notification of appropriate key stakeholders and partners is required for incidents that pose an actual or potential threat to state parks, recreational areas, historical sites, environmental sensitive areas, tourist routes, or other designated areas.
  - If agricultural areas and livestock are potentially exposed or impacted, notify local extension services (Oregon State University), Oregon Department of Agriculture, and the State Veterinarian.
- Activate and participate in Unified Command. Unified Command may consist of City, County, regional, state, and federal crisis management and consequence management agencies.
  - Evaluate the safety of emergency personnel. Initiate development of site- and agent-specific health and safety plan.
  - Implement protective actions (e.g., evacuations, sheltering). *Refer to the United States Department of Transportation Emergency Response Guidebook for determining the appropriate evacuation distance from the source.*
  - Activate public notification and advisory procedures.
  - Clear immediate area and notify appropriate first responders if an explosive device is found.
    - Be cognizant of any secondary devices that may be on site.
    - Be cognizant that CBRNE agents may be present.
  - Control and investigate the crime scene and collect evidence, photographs, and video recordings.

*See Section 3.6 for hazardous materials specific information.*

### 3.10 Utility Failure

In addition to the response actions listed in Section 3.1, the following action items may be appropriate:

- Continue to monitor severe weather reports that may affect utilities.
- Monitor secondary hazards associated with utility failure (e.g., traffic accidents due to signals being out, public health concerns, communication difficulties, heating and cooling difficulties).
- Implement protective measures (e.g., utilize backup generators, clear debris from roads).
- Identify the following:
  - General boundary of the affected area
  - Extent of utility disruption
  - Immediate needs of response forces or utilities
  - Estimated time of repair or duration of outage
  - Estimated population affected
- Coordinate with the American Red Cross to open shelters as appropriate.

- Establish communication with and request a liaison from the utility as appropriate.

## 4 Recovery/Demobilization Phase Actions

Recovery/demobilization actions begin once the threat to public safety has been eliminated. The following recovery action items are appropriate to most incidents; however, the actions should be evaluated for appropriateness in any given situation and do not replace common sense or SOPs.

- Continue to monitor incident-specific secondary hazards.
- Coordinate with the American Red Cross to determine how long shelter operations will be continued, if activated during the incident.
- Implement intermediate and long-term recovery activities.
- Develop a strategy for transitioning the coordination and communication mechanisms for ongoing recovery efforts (e.g., role of the EOC, situational awareness updates, and communications protocols).
- Consider long-term environmental impacts and remediation needs and implement actions.
- Develop a Demobilization Plan to assist in an orderly demobilization of emergency operation. [[ICS Form 221 – Demobilization Plan](#)]
- Deactivate/demobilize the EOC, agency operations centers, and command posts.
- Conduct post-incident debriefing(s) to identify success stories and opportunities for improvement. Develop an After Action Report based on these debriefings.
- Develop recommendations and correct any deficiencies reflected in the After Action Report regarding changes in planning, zoning, and building codes/ordinances to lessen the impact of future emergencies related to this type of incident.
- Revise any applicable emergency response plans based on the success stories and/or lessons learned during the response.

## 5 Resources

### 5.1 Earthquake

- Cascadia Playbook [https://www.oregon.gov/OMD/OEM/Pages/Cascadia\\_Playbook.aspx](https://www.oregon.gov/OMD/OEM/Pages/Cascadia_Playbook.aspx)
- United States Geological Survey Earthquake Hazards Program <https://earthquake.usgs.gov/>
- Catalog of Federal Emergency Management Agency (FEMA) Earthquake Resources [https://www.fema.gov/media-library-data/1394506756491-eac042da03e84513b9d034c7debc6d6f8/FEMA\\_P-736B\\_Final\\_508.pdf](https://www.fema.gov/media-library-data/1394506756491-eac042da03e84513b9d034c7debc6d6f8/FEMA_P-736B_Final_508.pdf)
- Resident Guidance from FEMA <https://www.ready.gov/earthquakes>
- County Emergency Operations Plan (EOP), Incident Annex (IA) 2 – Earthquake/Seismic Activity
- State of Oregon EOP, IA 2 – Earthquake
- Oregon Resilience Plan
- Oregon Fuel Action Plan

### 5.2 Major Fire

- Fire Agency List by County <http://www.oregon.gov/osp/SFM/docs/FireAgencyListCounty.pdf>

- United States Forest Service Wildland Fire Assessment System, Fire Danger Rating <http://www.wfas.net/index.php/fire-danger-rating-fire-potential--danger-32>
- Resident Guidance from FEMA <https://www.ready.gov/wildfires>
- County EOP, IA 3 – Wildland Fire
- State of Oregon EOP
  - Emergency Support Function (ESF) 4 – Firefighting
  - IA 5 – Wildland Fire

### 5.3 Public Health

- Oregon’s Health Security, Preparedness, and Response Program <https://public.health.oregon.gov/Preparedness/Pages/index.aspx>
- Cities Readiness Initiative <http://www.crinorthwest.org/preptalk.html>
- Resident Guidance from FEMA
  - Pandemic <https://www.ready.gov/pandemic>
  - Chemical Threats <https://www.ready.gov/chemical-threats>
  - Biological Threats <https://www.ready.gov/biological-threats>
- County EOP, ESF 8 – Public Health
- State of Oregon EOP, ESF 8 – Health and Medical

### 5.4 Severe Weather

- National Oceanic and Atmospheric Association’s National Climatic Data Center <http://www.ncdc.noaa.gov/>
- United State Drought Monitor, updated weekly <http://droughtmonitor.unl.edu/Home.aspx>
- Resident Guidance from FEMA
  - Severe Weather <https://www.ready.gov/severe-weather>
  - Drought <https://www.ready.gov/drought>
  - Floods <https://www.ready.gov/floods>
  - Snowstorms and Extreme Cold <https://www.ready.gov/winter-weather>
  - Thunderstorms and Lightening <https://www.ready.gov/thunderstorms-lightning>
  - Extreme Heat <https://www.ready.gov/heat>
- County EOP, IA 5 – Severe Weather
- State of Oregon EOP
  - IA 1 – Drought
  - IA 3 – Flood
  - IA 7 – Severe Weather
- United States Geological Survey River Stream Flow data <https://waterdata.usgs.gov/or/nwis/current/?type=flow>

### 5.5 Volcano

- Mount Hood Coordination Plan, June 2013, [https://www.oregon.gov/OMD/OEM/plans\\_train/Earthquake/volcano\\_plan\\_mt-hood.pdf](https://www.oregon.gov/OMD/OEM/plans_train/Earthquake/volcano_plan_mt-hood.pdf)
- U.S. Geological Survey Volcano Hazards Program, <http://volcanoes.usgs.gov/index.html>
- Resident Guidance from FEMA <https://www.ready.gov/volcanoes>
- County EOP, IA 6 – Volcano

- State of Oregon IA 6 – Volcano  
[http://www.oregon.gov/OMD/OEM/plans\\_train/docs/eop/eop\\_ia\\_6\\_volcano.pdf](http://www.oregon.gov/OMD/OEM/plans_train/docs/eop/eop_ia_6_volcano.pdf)

## 5.6 Hazardous Materials

- Northwest Area Contingency Plan <http://www.rrt10nwac.com/nwacp/>
- Pipeline and Hazardous Materials Safety Administration  
<http://www.phmsa.dot.gov/hazmat>
- Resident Guidance from FEMA <https://www.ready.gov/hazardous-materials-incidents>
- County EOP, ESF 10 – Oil and Hazardous Materials
- State of Oregon Emergency Operations Plan, ESF 10 – Hazardous Materials  
[http://www.oregon.gov/OMD/OEM/plans\\_train/docs/eop/OR\\_EOP\\_2015\\_ESF\\_10\\_hazmat.pdf](http://www.oregon.gov/OMD/OEM/plans_train/docs/eop/OR_EOP_2015_ESF_10_hazmat.pdf)

## 5.7 Transportation Accidents (Including Air, Rail, and Road)

- Oregon Department of Transportation Trip Check <https://tripcheck.com>
- County Airport and Heliport Directory  
[https://www.oregon.gov/OMD/OEM/Pages/plans\\_train/Disaster-Aviation-Annex.aspx#County\\_Airport\\_and\\_Heliport\\_Directory](https://www.oregon.gov/OMD/OEM/Pages/plans_train/Disaster-Aviation-Annex.aspx#County_Airport_and_Heliport_Directory)
- Individual airport emergency response plans
- Individual railroad emergency response plans
- State of Oregon Disaster Aviation Annex  
[https://www.oregon.gov/OMD/OEM/Pages/plans\\_train/Disaster-Aviation-Annex.aspx](https://www.oregon.gov/OMD/OEM/Pages/plans_train/Disaster-Aviation-Annex.aspx)

## 5.8 Terrorism

- County EOP
  - IA 9 – Terrorism
  - IA 10 - Bioterrorism
- State of Oregon EOP
  - IA 8 – Terrorism  
[https://www.oregon.gov/OMD/OEM/plans\\_train/docs/eop/eop\\_ia\\_8\\_terrorism.pdf](https://www.oregon.gov/OMD/OEM/plans_train/docs/eop/eop_ia_8_terrorism.pdf)
  - IA 10 – Cyber Security  
[https://www.oregon.gov/OMD/OEM/plans\\_train/docs/eop/eop\\_ia\\_10\\_cyber.pdf](https://www.oregon.gov/OMD/OEM/plans_train/docs/eop/eop_ia_10_cyber.pdf)

## 5.9 Utility Failure

- State of Oregon EOP, ESF 12 – Energy
- Electrical company emergency response plans
- Natural gas company emergency response plans
- Cell phone company emergency response plans
- Telecommunications company emergency response plans

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**RESOLUTION NO. 2018-26**

**A RESOLUTION AMENDING AND UPDATING THE CITY OF ASHLAND EMERGENCY MANAGEMENT PLAN**

- A. Government at all levels has the responsibility to plan for and respond to emergencies resulting from hazards which are known to threaten that government’s jurisdiction.
- B. The City of Ashland (City) has adopted an emergency management plan to provide for the overall planning and coordination of resources when an emergency exists within the City.
- C. The City of Ashland Emergency Management Plan (Plan) provides specific guidelines for City departments to follow during emergencies while complying with the requirements of the National Incident Management System as established by the Federal Emergency Management Authority (FEMA).
- D. The City’s Plan was originally adopted on November 6, 2012.
- E. Pursuant to FEMA guidelines, emergency operations plans should be reviewed regularly and should be formally updated every five (5) years.
- F. Pursuant to Ashland Municipal Code Chapter 2.62, Emergency Powers, formal updates to the Plan shall be adopted by resolution of the Council.

**NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF ASHLAND, OREGON, RESOLVES AS FOLLOWS:**

SECTION 1. Pursuant to Ashland Municipal Code Chapter 2.62, Emergency Powers, the amended and updated City of Ashland Emergency Management Plan attached hereto as “Exhibit A” and incorporated herein by this reference is hereby adopted. The Plan shall be kept on file in the City Recorder’s office.

SECTION 2. This resolution is effective upon the date of approval and signature by the Mayor.

ADOPTED by the City Council this \_\_\_\_\_ day of \_\_\_\_\_, 2018.

ATTEST:

\_\_\_\_\_  
Melissa Huhtala, City Recorder



APPROVED and SIGNED this \_\_\_\_ day of \_\_\_\_\_, 2018.

\_\_\_\_\_  
John Stromberg, Mayor

Approved as to form:

\_\_\_\_\_  
Katrina L. Brown, Assistant City Attorney