

**CITY OF SILVERTON, OREGON**

**Emergency Operations Plan**

**October, 2008**

**Revised, 2015**

**Council Adopted May 4, 2015**



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**CITY OF SILVERTON**  
**RESOLUTION**  
**15-14**

**A RESOLUTION OF THE SILVERTON CITY COUNCIL AMENDING THE CITY OF SILVERTON EMERGENCY OPERATIONS PLAN**

**WHEREAS**, Section 2.44.010 of the Silverton Municipal Code provides for an emergency operations plan to be adopted by reference and for all changes to be done by resolution; and

**WHEREAS**, the Silverton City Council desires to improve and change the City of Silverton Emergency Operations Plan.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF SILVERTON AS FOLLOWS:**

**Section 1:** That the City hereby amends the City of Silverton Emergency Operations Plan as provided in the respective “City of Silverton Emergency Operations Plan” and dated “October 2008, Revised May 2015”, which by this reference is hereby incorporated into this resolution as though it were set forth verbatim herein.

**Section 2:** That this resolution is and shall be effective after its passage by the City Council.

Resolution adopted by the City Council of the City of Silverton, this 4<sup>th</sup> day of May, 2015.

  
\_\_\_\_\_  
Mayor, City of Silverton  
Rick Lewis

ATTEST



\_\_\_\_\_  
City Manager/Recorder, City of Silverton  
Bob Willoughby

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# Preface

The City of Silverton, Oregon's Emergency Management Organization is governed by a wide range of laws, regulations, plans, and policies. The program is administered and coordinated by the Silverton City Manager's Office. The program receives its authority from Oregon Revised Statutes, which are the basis for Oregon Administrative Rules. The National Response Framework, the National Contingency Plan, the State of Oregon Emergency Management Plan, and the Marion County Emergency Operations Plan provide planning and policy guidance to counties and local entities. Collectively, these documents support the foundation for the City's Emergency Operations Plan (EOP).

This EOP is an all-hazard plan describing how the City will organize and respond to incidents. It is based on and is compatible with the laws, regulations, plans, and policies listed above. The EOP describes how various agencies and organizations in the City will coordinate resources and activities with other Federal, State, County, local, tribal, and private-sector partners. This EOP was developed in concert with the Marion County EOP and is consistent with that plan.

It is recognized that 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 Silverton that responses to such conditions are done in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Silverton has adopted the principles of the National Incident Management System (NIMS), the National Response Framework (NRF), and the Incident Command System (ICS). Silverton also maintains this EOP with supporting plans/annexes and an Emergency Operations Organization to address response to major emergency or disaster incidents.

Silverton public officials, departments, and employees that perform emergency and/or first response functions must be properly prepared. Department heads and elected officials shall, to the extent possible, ensure that necessary training is provided to themselves and their employees as to further prepare Silverton staff for successfully carrying out assigned emergency response roles. To the extent possible, procurement and maintenance of essential response equipment will also be accomplished in support of this goal.

All emergency response personnel and essential support staff in Silverton must be familiar with this EOP and the supporting procedures and documents.

## Preface (Cont.)

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# Letter of Promulgation

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## Plan Administration (Cont.)

### Plan Distribution List

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided. The recipient will have the responsibility for updating the Emergency Operations Plan when changes are received. The Silverton Emergency Management Organization (EMO) Director is ultimately responsible for all plan updates.

#### Record of Plan Distribution

Date	Document Number	Jurisdiction/Agency/Person
5/04/2015	15-01	City Manager/EMO Director
	15-02	ASD/EMO Coordinator
	15-03	Chief of Police
	15-04	Police Captain
	15-05	Public Works Director
	15-06	Public Works Administrative Assistant
	15-07	Public Works Senior Engineer
	15-08	Public Works Engineer Technician
	15-09	Community Development Director
	15-10	Building Official
	15-11	Permit Specialist
	15-12	Finance Director
	15-13	Accounting Manager
	15-14	PW – Maintenance Division Supervisor
	15-15	PW – Maintenance Administrative Assistant
	15-16	PW – Maintenance Operator III/Lead
	15-17	PW – Maintenance Operator II
	15-18	PW – Water Quality Division Supervisor
	15-19	PW – Water/Sewer Operator
	15-20	City Council Members – Travel Drives
	15-21	Marion County Emergency Management
	15-22	Silverton Fire District

## Plan Administration (Cont.)

### Annex Assignments

The following table contains basic plan and annex (both Function Annex [FA] and Incident Annex [IA]) assignments for corrections and/or changes. (Changes will be forwarded to the EMO Director for revision and dissemination of the plan.) Responsibility for the maintenance of these specific annexes lies within those listed below. 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.

#### Annex Assignments

Section/Annex	Assignment
Emergency Operations Plan (Basic Plan)	City Manager's Office
FA 1 Emergency Services	Silverton Police Department Silverton Fire District
FA 2 Human Services	Silverton Police Department
FA 3 Infrastructure Services	Silverton Public Works Department
IA1 Severe Weather	Silverton Public Works Department
IA2 Flood	Silverton Public Works Department
IA3 Major Fire	Silverton Fire District
IA4 Hazardous Materials	Silverton Fire District
IA5 Terrorism (Including Weapons of Mass Destruction [WMD] and Chemical, Biological, Radiological, Nuclear and Explosive [CBRNE])	Silverton Police Department
IA6 Earthquake/Seismic Activity	Silverton Public Works Department
IA7 Volcanic Activity	Silverton Public Works Department
RS Recovery Strategy	City Manager's Office

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- FA1 – Emergency Services
- FA2 – Human Services
- FA3 – Infrastructure Services
- FA4 – Recovery Strategy

### **Incident Annexes**

- IA1 – Severe Weather/Landslides
- IA2 – Flood and Dam Failure
- IA3 – Major Fire
- IA4 – Hazardous Materials (Accidental Release)
- IA5 – Earthquake/Seismic Activity
- IA6 – Volcano/Volcanic Activity
- IA7 – Terrorism

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## List of Abbreviations and Acronyms

AOC	Agency Operations Center
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CEMP	Comprehensive Emergency Management Plan
CERT	Citizen's Emergency Response Team
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations Plan
DEQ	Oregon Department of Environmental Quality
DHS	Department of Homeland Security
ECC	Oregon Emergency Coordination Center
EMP	State of Oregon Emergency Management Plan
EMR	Emergency Management Region
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EM	Emergency Management
EMBD	Emergency Management Board Designee (Marion County)
EMD	Emergency Management Director (Marion County)
EMO	Emergency Management Organization
EMP	Emergency Management Plan
EPA	United States Environmental Protection Agency
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
HIVA	Hazard Identification and Vulnerability Assessment
HSPD	Homeland Security Presidential Directive
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
LEDS	Law Enforcement Data System
MOC	Medical Operations Center
MOU	Memorandum of Understanding
NCP	National Contingency Plan
NIMS	National Incident Management System
NRF	National Response Framework
NRS	National Response System
OAR	Oregon Administrative Rules
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management

## List of Abbreviations and Acronyms (cont.)

OERS	Oregon Emergency Response System
OR DHS	Oregon Department of Human Services
ORS	Oregon Revised Statutes
PIO	Public Information Officer
POD	Point of Dispensing
PPE	Personal Protective Equipment
PSAP	Public Service Answering Point
SAR	Search and Rescue
SCCC	Santiam Canyon Communications Center
SME	Subject Matter Expert
SOG	Standard Operating Guidance
SSFs	State Support Functions
UC	Unified Command
USAR	Urban Search and Rescue
USCG	United States Coast Guard
VCOAD	Valley Community Organizations Active in Disasters
WVCC	Willamette Valley Communications Center
WMD	Weapons of Mass Destruction

# Basic Plan



## 1

## 1

## Introduction

### 1.1 Purpose

The Silverton Emergency Operations Plan (EOP) provides a framework for coordinated response and recovery activities during any type or size of emergency. This plan is primarily applicable to extraordinary situations; it is not intended for use in response to typical, day-to-day, emergency situations. The plan also provides specific information on direction and control, with guidance for all first responders and governmental agencies on strategic and tactical procedures supporting all phases of an emergency. This EOP compliments the County Emergency Operations Plan and the National Response Framework (NRF). It identifies all critical tasks needed to support a wide range of response activities.

The objectives of this plan are to:

- Provide strategic and tactical procedures to support the primary responsibilities of the City of Silverton (City) during all phases of an emergency and or significant City event;
- Integrate multi-agency and regional coordination into emergency operations through implementation of the Incident Command System (ICS)/National Incident Management System (NIMS);
- Establish clear lines of authority and succession during any type of emergency;
- Define roles and responsibilities spanning various departments, agencies, divisions, and management levels in support of critical functions;
- Outline clear guidelines and procedures for ensuring consistent and timely release of emergency public information; and
- Provide procedures and criteria for requesting and allocating essential resources to support overall emergency operations.

**1.2 Scope and Applicability**

This plan incorporates procedures supporting all facilities, operations, and personnel to be relied on during any type of emergency. The Silverton EOP supports a program for emergency management consistent with and supplemental to the Marion County EOP.

Organized as a Basic Plan, the City EOP describes roles, responsibilities, concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and county governments. This plan includes the Basic Plan and Functional Annexes (FA). For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined in to three Functional Annexes. The annexes include Emergency Services, Human Services, and Infrastructure Services.

This EOP contains Functional Annexes that identify critical tasks, capabilities, and resources provided by all emergency response agencies for the City of Silverton throughout all phases of an emergency. In the event of incident where the City’s capabilities and/or resources are limited or exhausted, escalation pathways and resource request procedures are clearly defined in each Annex for seeking additional support from County agencies.

Incident Annexes (IAs) are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and man-made/technological hazards that could pose a threat to the City of Silverton. Incident types are based on the hazards identified in the most recent Hazard Identification and Vulnerability Assessment conducted for Marion County. Incident-specific annexes in support of the Silverton EOP include:

**Table 1-1 City of Silverton Incident Annexes (IAs)**

Annex Number	Hazard
IA 1	Severe Weather
IA 2	Flood (including dam failure)
IA 3	Wildfire
IA 4	Hazardous Materials (accidental release)
IA 5	Terrorism (including WMD and CBRNE incidents)
IA 6	Earthquake/Seismic Activity
IA 7	Volcanic Activity
IA8	MCI
IA9	Recovery

The intent of the City of Silverton’s EOP is to provide the concept of operations and strategic activities for responding to any type of emergency incident impacting the City. If the County EOP is activated during an incident or countywide emergency declaration, the City of Silverton may adopt command and control structures and procedures representative of County response operations in accordance with the requirements of NIMS and ICS.

NIMS was adopted by the City of Silverton under Resolution No. 05-32 dated September 12, 2005. Procedures supporting NIMS implementation and training for Silverton have been developed, and are a living document for the City of Silverton. And, when combined with the Basic Plan, Functional Grouping Annexes, and Incident Annexes, can be collectively referred to as the Comprehensive Emergency Management Plan for the City.

A number of agency- and organization-specific plans and organizational procedures should support the city EOP and individual annexes. These plans and procedures are interrelated and have a direct influence on the City’s preparation prior to a major emergency or disaster, its activities in response to such an emergency or disaster, and its ability to successfully recover from such incidents or events. These plans also provide local, County, regional, and State agencies and entities with a consolidated framework for coordinating activities and resources, thus promoting efficient use of resources during all phases of emergency management.

### **1.3 Relationship to Other Plans**

#### **1.3.1 Marion County Emergency Operations Plan**

The Marion County EOP is an all-hazard plan describing how Marion County will organize and respond to events that occur in individual cities, across the county and in the surrounding region. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, local, tribal, and private-sector partners. Use of the NIMS/ICS is a key element in the overall county response structure and operations.

The Marion County EOP Basic Plan describes roles, responsibilities, and concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and county governments. The fifteen ESF Annexes supplement the information in the Basic Plan and are consistent with support functions identified in State and Federal plans. Each ESF serves as an operational-level mechanism for identifying primary and support entities to maintain capabilities for providing resources and services most likely needed throughout all phases of an emergency. In addition, the Marion County EOP contains Incident Annexes (IA) to provide tactical information and critical tasks unique to specific natural and man-made/technological hazards that could pose a threat to Marion County.

If capabilities or resources prove limited or unavailable to the City of Silverton during an emergency or disaster, escalation pathways and resource request procedures are clearly defined in each Marion County ESF for seeking additional resources through County, State or Federal agencies.

### **1.3.2 State of Oregon Emergency Management Plan**

MOUs with other agencies operating within the City of Silverton:

- Silverton Health, Emergency Operations Plan
- Silverton Rural Fire Protection District, Operational Guidelines

### **1.3.3 Continuity of Operations Plan (COOP)**

Silverton has completed a COOP Plan which is a living document. COOP details the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. COOP elements may include, but are not limited to:

- Ensuring the City’s continuous functions and operations during an emergency;
- Maintaining clear lines of authority and, when necessary, implementing the approved line of succession and proper delegation of authority;
- Protecting critical facilities, equipment, vital records, and other assets;
- Reducing or mitigating disruptions to operations and essential community services;
- Reducing loss of life, minimizing property damage, and protecting the local economy from significant impacts; and
- Achieving a timely and orderly recovery from emergencies and resumption of full services to the public.

## **1.4 Authorities**

The following section highlights significant City, County, and State regulations and plans governing activities for responding to major emergencies and disasters.

Under the provisions of Homeland Security Presidential Directive–5 (HSPD-5), the Secretary of Homeland Security is the principal Federal official for domestic incident management.

### **1.4.1 Legal Authority**

This plan is issued in accordance with and under the provisions of Oregon Revised Statutes (ORS), Chapter 401, and establishes the procedures outlined in Silverton Municipal Code Chapter 2.44, “Emergency Management,” adopted by the Silverton City Council on May 9, 2005. The ordinance also establishes the City Emergency Management Organization, under the direction of the Emergency Management Organization (EMO) Director and adopted the City’s Emergency Operations Plan, as authorized in ORS 401.305.

The organizational and operational concepts set forth are promulgated under the following authorities:

- A. Federal
  - 1. Federal Civil Defense Act of 1950, PL 81-950 as amended
  - 2. The Disaster Relief Act of 1974, PL 93-288 as amended
  - 3. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
  - 4. Title III of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
  - 5. Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance
  - 6. Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
- B. State Of Oregon
  - 1. Oregon Revised Statutes (ORS) 401.305 through 401.335
  - 2. Executive Order of the Governor
- C. Marion County
  - 1. Marion County Ordinance # 995
- D. City of Silverton
  - 1. Silverton Municipal Code Chapter 2.44

#### **1.4.2 City of Silverton Declaration Process**

In the context of the City EOP, a disaster or major emergency is considered an incident that has the ability to exceed the City of Silverton government levels to save the lives and protect the property of a large portion of the population. In accordance with ORS 401.025 and the Silverton municipal code, the responsibility for Emergency Management and direction and control in a time of disaster belongs to the EMO Director (City Manager).

Primary authority to declare a state of emergency rests with the Silverton City Council. In the event a quorum of the Silverton City Council cannot be assembled within a reasonable time, the authority to declare a state of emergency is delegated first to the Mayor. If the Mayor is unable to act due to absence or incapacity, the authority is delegated to the EMO Director (City Manager) or Incident Commander. If the declaration is made by anyone other than the City Council, the City Council should convene as soon as practical to ratify the State of Emergency declaration.

A draft emergency/disaster declaration template for Silverton is included in Appendix A.

OEM has set forth the following criteria necessary in declaring a local emergency:

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

When an emergency or disaster arises that exceeds or has the ability to exceed the local resource capabilities of Silverton, the Mayor or designee will request Marion County Emergency Management assistance as soon as possible.

#### **1.4.3 Marion County Declaration Process**

Marion County's local declaration process involves an escalation through the EMBD for a formal declaration of emergency or disaster. The declaration will be forwarded to the State of Oregon for review by the Governor. If the Governor issues an emergency or disaster declaration, OEM will be contacted via the OERS for allocation of State resources to support the local response.

During a suspected or confirmed Public Health Emergency, the Marion County Health Department Director advises the EMBD to make a declaration; the EMBD then signs the declaration and forwards it to the State for review by the Governor. Human isolation and quarantine issues will be addressed by the Marion County Health Department Director. A court order to implement formal procedures must be requested and issued through the Marion County Board of Commissioners. Following the issuance of a court order, isolation and quarantine measures would be implemented and enforced within the County.

Animal quarantine measures will be implemented through Marion County Health Department (Environmental Health Program) and DO NOT require a court order. The Area Veterinarian in Charge for the United States Department of Agriculture/Animal and Plant Health Inspection Service/Veterinary Services will assist the State Veterinarian as appropriate in any animal health emergency. Most likely, support from the State Brand Inspector, State agricultural agencies, Cooperative Extension Services, and the Oregon Department of Human Services would be included in these procedures. Formal quarantine measures will be implemented, following existing procedures established in the Oregon Animal Disease Emergency Management Plan as set forth by Oregon Department of Agriculture (ODA). Response activities may also be supported by ODA's Veterinary Emergency Response Teams.

**1.4.4 Request and Distribution of Resources**

Resource requests and emergency/disaster declarations must be submitted from the City EMO Director or designee to Marion County Emergency Management.

The City EMO or designee is responsible for the direction and control of the City’s resources during an emergency and is responsible for requesting additional resources required for emergency operations. All assistance requests are to be made through Marion County Emergency Management via the County EOC.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. The Act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Silverton Fire Chief and Marion County Fire Defense Board Chief assess the status of the incident(s), and, after determining all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

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

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

**Table 1-2 NIMS Resource Typing Classifications**

NIMS		
Classification	Definition	Options
<b>Category</b>	Function that the resource supports.	<ul style="list-style-type: none"> <li>■ Transportation</li> <li>■ Communications</li> <li>■ Public Works and Engineering</li> <li>■ Firefighting</li> <li>■ Information and Planning</li> <li>■ Law Enforcement and Security</li> <li>■ Mass Care</li> <li>■ Resource Management</li> <li>■ Health and Medical</li> <li>■ Search and Rescue</li> <li>■ Hazardous Materials Response</li> <li>■ Food and Water</li> <li>■ Energy</li> <li>■ Public Information</li> </ul>
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**Table 1-2 NIMS Resource Typing Classifications**

NIMS Classification	Definition	Options
		<ul style="list-style-type: none"> <li>■ Animals and Agricultural Issues</li> <li>■ Volunteers and Donations</li> </ul>
<b>Kind</b>	Refers to broad classes that characterize similar resources	<ul style="list-style-type: none"> <li>■ Teams</li> <li>■ Personnel</li> <li>■ Equipment</li> <li>■ Supplies</li> <li>■ Vehicles</li> <li>■ Aircraft</li> </ul>
<b>Components</b>	Identifies separate capabilities or components contained within a single resource	For example, a search and rescue team may have the following components: two-person search teams, four search canines, and an equipment cache.
<b>Metrics</b>	Measurements that identify capability or capacity	Examples are gallons per hour, seats per bus, number of meals, etc.
<b>Type</b>	Refers to the level of resource capability	<ul style="list-style-type: none"> <li>■ Type I (greatest capability)</li> <li>■ Type II</li> <li>■ Type III</li> <li>■ Type IV (least/smallest capability)</li> </ul>

**1.4.5 Lines of Succession**

Authority lines of succession during an emergency are designated for the following:

**Table 1-3 City of Silverton Lines of Succession**

Emergency Operations Line of Succession	Emergency Policy and Governance Line of Succession
City Manager	Mayor
Police Chief	City Council
Director of Public Works	Council President
	City Manager

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. The EMO Director or designee identified above will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within Silverton are responsible for developing and implementing COOP plan to ensure continued delivery of vital services during an emergency.

### **1.5 Liability**

Liability issues and potential concerns among government agencies, private entities, other response partners, and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for Silverton and its surrounding areas. Existing mutual aid agreements are identified in Appendix D of this plan. Copies of these documents can be accessed through Emergency Management. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

### **1.6 Mutual Aid and MOUs**

Under Oregon law, all local jurisdictions are members of a statutorily created mutual assistance compact (ORS 190.155-170). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an event that overwhelms the requesting jurisdictions available resources. Assistance may also be requested for training, drills, or exercises. Requests may be either written or oral, although if a request for assistance is made orally the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to the City of Silverton are agents of the City. The City must defend, save harmless, and indemnify these employees as it would its own employees. Should an employee of a responding government sustain injury in the course of providing requested assistance, the person is entitled to all applicable benefits, including workers' compensation, normally available to the employee while performing regular duties for the responding local government. The City of Silverton is not obligated to provide resources to the requesting jurisdiction.

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

Note that under the Emergency Conflagration Act (ORS 476.510-610), the Governor (or other authorized state officer) may make available for use and duty in any county, city or district, any part of the local fire-fighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available fire-fighting resources. Response personnel acting under these provisions will be considered agents of the State and will not be held liable for any injury to person or property resulting from the performance of their duties.

### **1.7 Safety of Employees and Family**

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

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 City and surrounding community from significant impacts to human lives and the economy. 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 (OSHA) may provide assistance and guidance on worker safety and health issues.

### **1.8 Financial Management and Expense Tracking**

During an emergency, the City of Silverton is likely to find it necessary to redirect City funds to effectively respond to the incident. Although the authority to adjust department budgets and funding priorities rests with the City Council, emergency procurement authority is delegated to the City Manager or designee. A State of Emergency does not need to be declared by the City Council in order for the Emergency Manager to redirect emergency funds.

#### **City Council**

If an incident in the City of Silverton requires major redirection of City fiscal resources, the City Council will meet in emergency session to decide how to respond to the emergency funding needs and will declare a State of Emergency and request assistance through the County as necessary.

#### **City Manager's Office**

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 Manager, or designee, may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical. The City Manager's Office will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests.

#### **EOC Finance and Administration Section**

Under the ICS, tracking the expenditures related to an incident is the responsibility of the Finance Section and shall start at the beginning of any incident. 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.

## 2

## Situation and Planning Assumptions

### 2.1 Situation

Silverton has an estimated population of 9,265 as of 2011. The total land area is 2.7 square miles. It is located 44 miles south of downtown Portland and 15 miles northeast of Salem on Silverton Road.

The City of Silverton is located within Marion County. Marion County, the fifth most populous county in Oregon, is located in the heart of the Willamette Valley, with the Willamette River as its western boundary and the Cascade Range on the east. These natural features make the environment and population vulnerable to natural disaster situations. The City is subject to flooding, earthquakes, landslides, wildfires, severe winter storms, windstorms, and volcanic activity. It is impossible to predict exactly when these disasters will occur, or the extent to which they will affect the City.

Wide variation exists in the vulnerability of the developmentally disabled population in Silverton and Marion County. Some developmentally disabled individuals may have strong support networks and a high level of care provided by friends, family, and care providers, while others may not. Some individuals may be largely self-reliant; others may have additional disabilities as well as their developmental disabilities.

A major disaster or emergency may cause environmental damage, injuries, property loss, and disruption of essential public services and could impact regional economic, physical, and social infrastructures. The extent of casualties and damage will reflect factors such as when the event occurs, how severe it is, weather conditions, population density, and the possible triggering of secondary risks, such as fires and floods. Initial emergency response activities focus primarily on minimizing loss of life, property, and damage to critical infrastructure, including cultural and economic assets. Historically, these activities have been carried out by traditional first responders, such as fire services and law enforcement. Local governments develop, maintain, and implement EOPs and associated training programs that address all hazards. Agency-specific procedures and protocols established for support functions and critical tasks will be implemented in conjunction with the City EOP as needed or required.

**2. Situation and Planning Assumptions**

A number of emergency situations can result in overwhelming the capabilities and resources of local governments and jurisdictions during response operations. Thus, it is imperative this jurisdiction establish clear lines of authority, formalize resource request and allocation procedures, and activate contingency plans, including mutual aid agreements, to acquire additional County, regional, State, and Federal resources as needed.

**2.1.1 Hazard Analysis**

The following table shows the analysis of hazards that the City of Silverton may encounter:

**Table 2-1 Hazard Analysis for the Silverton-Sublimity Area**

Hazard	Event History	Vulnerability	Maximum threat	Probability	Total points
Weight Factor:	2	5	10	7	
1. Severe Weather	H	H	H	H	240
2. Fire	H	H	H	H	240
3. Hazardous Materials Incident	L	H	H	H	222
4. Utility Failure, Resource Shortage	H	H	M	H	190
5. Volcanic Activity	L	H	H	M	187
6. Earthquake	L	H	H	M	187
7. Dam Failure	L	H	H	L	159
8. Health Epidemic	L	H	H	L	152
9. Terrorism and Civil Disorder	L	M	H	L	134
10. Accidents: Transportation and Industrial	L	L	H	L	114
11. Flood	L	M	L	M	72

High = H = 10 points    Medium = M = 5 points    Low = L = 1 point

*Note: The methodology used to arrive at these hazard ratings is outlined in the Marion County Hazard Mitigation Plan.*

**Possible Hazards for the Silverton-Sublimity Area**

It is important to note that many of the incidents relating to the following hazards are easily handled through use of existing City resources and mutual aid, without necessitating the activation of the EOP.

1. Severe Weather: Weather extremes with a history of occurrences in Silverton include windstorms, snowstorms, ice storms, and periods of extreme cold.
2. Hazardous Materials: Hazardous materials incidents include fixed site and transportation related incidents involving hazardous and radiological materials. Also included in this hazard are drug labs.

## **2. Situation and Planning Assumptions**

3. Utility Failures: This hazard includes the shortage or loss of power, water, sewer, or natural gas, and shortages of fuel such as oil, gasoline, diesel, and food supplies.
4. Earthquake: This hazard includes earthquakes themselves, as well as associated hazards such as landslides and building collapses. Recent evaluation of the earthquake potential in the Pacific Northwest seems to indicate that earthquake potential has been underestimated, and that the area may experience a "great" earthquake in the near future. Additionally, a crustal earthquake along the Mt. Angel Fault is considered high due to activity within the past 100 years.
5. Volcanic Eruption: there are seven major volcanoes in the Cascade region that pose a potential threat to this area through ash falls and mud flow, including another eruption of Mt. St. Helens. In addition, Mt. Hood is also considered to be active.
6. Flood: Silver Creek runs through the center of Silverton. The creek is subject to slow-rise flooding. The lower lying areas of the city could be at risk to this type of flooding.
7. Dam Failure: The Silver Creek Dam is located approximately 2 miles upstream (southeast) of downtown Silverton. Dam failure can include over topping and piping.
8. Health Epidemic: Includes contagious diseases and other health related epidemics.
9. Nuclear Incident: Includes the detonation, by accident, or deliberate launch, of nuclear weapons.
10. Transportation/Industrial Accidents: Transportation and industrial accidents may include major automobile or airplane crashes, train derailments, or accidents that happen within industrial complexes that endanger lives and property.
11. Fire: Large fire occurrences have been fairly frequent in the City's recent past, although most are handled through mutual aid without activation of this EOP.
12. Civil Disorder and Terrorism: Includes riots, protests, demonstrations, and strikes, as well as acts of terrorism.

### **2.2 Assumptions**

The assumptions upon which this EOP is predicated are:

- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency organization, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS.

## ***2. Situation and Planning Assumptions***

- Each responding agency will utilize existing directives and procedures in responding to major emergencies/disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that State and Federal assistance is required.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Silverton's population can increase dramatically throughout the year, reflecting an influx of tourists, seasonal residents, daily visitors, and recreation enthusiasts. Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control when a State Declaration of Emergency has been issued.
- City communication and work centers may be irreparably damaged or rendered temporarily inoperable during a emergency response. Normal operations can be disrupted during a general emergency; however, the City of Silverton should still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures;
  - Assigned pre-designated tasks;
  - Provided with assembly instructions; and
  - Formally trained in their duties, roles, and responsibilities required during emergency operations.

## Roles and Responsibilities

The City of Silverton has adopted and developed a plan for implementation of the NIMS and to assist with training and preparing essential response staff and support personnel to incorporate ICS/NIMS concepts in all facets of an emergency. Each agency and department is responsible for ensuring critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies. A training roster that highlights levels and types of training completed by response personnel and essential City support staff must be maintained by individual agencies, volunteer organizations, private companies, and other community partners.

### 3.1 City Government

The Silverton City Council is charged by ORS 401.305 with the responsibility of establishing an emergency management agency, which has been implemented through the adoption of the City's Emergency Ordinances. The City Council has appointed the Emergency Management Director. The Emergency Management Director or designee is responsible for developing the City emergency management program that, through cooperative planning efforts with Marion County and the other incorporated communities within the County, will provide a coordinated response to a major emergency or disaster.

### 3.2 Emergency Management Organization

Incident management activities will follow the ICS and NIMS. The City Manager has the ultimate authority and responsibility for the direction and control of City resources during an emergency. The Marion County Health Department is delegated direction and control during public health emergencies. All department or districts have the power to establish control of such an incident through an on-scene ICS. Operational control of the scene shall remain with the lead agency as Incident Commander.

The City of Silverton does not have an office or division of emergency management services unique from its existing departments. The City Manager serves as the Emergency Manager, and may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other City staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the City's emergency management program can vary dependent upon

**3. Roles and Responsibilities**

the location, size, and impact of the incident. For the purposes of this plan, the structure will be referred to generally as the Silverton Emergency Management Organization (EMO). Subsequently, the City Manager would be considered the EMO Director, unless otherwise delegated. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City’s emergency management structure.

**3.3 Function-Specific Roles and Responsibilities**

Task assignments for major emergency response operations are primarily an extension of services that are provided on a daily basis by any department or district. This list should not necessarily be considered all-inclusive but should cover most major emergency operations and is generally consistent with the County, State, and Federal response plans. Response and support agencies should also have their own plans and standard operating procedures to activate in the event of an emergency, and are referenced as appropriate throughout this Plan.

City departments involved in emergency response shall retain their identity and autonomy during a declared State of Emergency. Each hazard identified within this EOP has one department identified as the "lead agency," 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 Emergency Management Director, if such actions are appropriate.

**Table 3-1 Lead Agency by Type of Hazard**

Hazard	Responsible City Department or District
Hazardous Materials/Radiological	Fire District
Civil Disorder & Terrorism	Police Department
Major Fire	Fire District
Major Fuel/Food Shortage	Public Works
Severe Weather (Ice, Wind & Snow Storms)	Public Works
Search & Rescue	Police Department
Nuclear Attack/Fallout	Emergency Management/Fire
Utility Failure	Public Works
Flood	Public Works
Earthquake	Public Works
Volcanic Activity	Public Works
Transportation/Industrial	Police Department
Health Epidemic	County Health

Each City department or district referenced in this EOP is responsible for developing and maintaining its own emergency plans and SOPs that are consistent with the City and County EOPs, in addition to carrying out specific duties that may be assigned as a part of this plan.

### **3. Roles and Responsibilities**

Roles and responsibilities of the City of Silverton's employees, departments and districts for emergency management are described in the following sections.

#### **3.3.1 Mayor and City Council**

General responsibilities of the Silverton Mayor and City Council include the following:

- Establish emergency management authority by city ordinance.
- Adopt an Emergency Operations Plan (EOP) and other emergency management related resolutions.
- Mayor or his designee may declare a State of Emergency and request assistance through Marion County.
- Act as liaison to the community during activation of the Emergency Operation Center (EOC).
- Act on emergency funding needs.
- Attend timely ICS update briefings.

The City Council has the overall authority for resource management with the operational responsibility for coordination delegated to the EMO Director during a disaster response. Individual department directors will be responsible for managing those resources within their departments and coordinating any requests for additional resources with the City EOC. The EMO Director will be responsible for establishing priorities if major shortages occur in critical resources; otherwise, the EOC will allocate such resources as additional manpower, materials, services and supplies needed for emergency and recovery operations become available.

#### **3.3.2 City Manager**

General responsibilities of the City Manager include the following:

- Assume the role of Emergency Management Director.
- Respond to the EOC when it is activated.
- Complete notification of elected officials through phone tree plan.
- Provide overall incident management during EOC activation.
- Provide incident strategy during EOC activation.
- Provide guidance and coordination for a State of Emergency declaration.
- Facilitate timely update briefings with all department heads, the Mayor, and the City Council when the EOC has been activated.
- Actively participate in the emergency planning process.
- Oversee and provide direction to the Emergency Management Organization.
- Appoint an Emergency Management Coordinator.
- Review the City EOP and recommend revision as necessary.
- Respond to the EOC when activated.
- Coordinate City emergency management activities.
- Conduct exercises to test the plan and the capabilities of the City.

### 3. Roles and Responsibilities

- Attend timely update briefings with other policy group members when an EOC has been activated.
- Facilitate training for emergency management personnel.
- Represent the city in all emergency management activities.
- Serve as a liaison with other emergency management offices and with volunteer organizations tasked with emergency responsibilities.
- Carry out other specific responsibilities listed in the EOP.
- Coordinating the services of both emergent and registered volunteers to assist in the City's emergency response

The City Manager is responsible for ensuring that an EOC Public Information Officer (PIO) is designated. The PIO will serve as a media liaison and coordinate with any multi-jurisdictional or State Joint Media Information Center that may be established during a disaster of extensive length.

This includes the preparation and dissemination of disaster-related public information and instructions to government agencies, critical facilities, private business/industry and the general public through all media channels. Emergency public information will be provided to the public through the coordinated effort of the Joint Information System out of the Joint Information Center.

All news releases from City departments during an emergency operation, are to be coordinated through the EOC's designated PIO and approved for release by the Incident Commander.

#### 3.3.3 Law Enforcement Services

The Silverton Chief of Police is responsible for law enforcement activities and serves as the law enforcement representative for the City emergency operations organization, as necessary, to provide the following.

- Maintenance of law and order.
- Security measures, including crowd, traffic and restricted area control.
- Evacuation of affected populations, including prisoners, when required, and in cooperation with Fire or Public Works as needed.
- Search and rescue operations for missing people, including support in all body recovery operations.
- Designating a department coordinator/liason to participate in all phases of the City's emergency management program, when necessary, or as requested.

The directive to any given population within the City of Silverton to evacuate their homes or workplace may be given by the Incident Commander or City Manager.

**NOTE: EVACUATION MAY BE MANDATED ONLY AFTER A DECLARATION OF EMERGENCY HAS BEEN ISSUED BY THE RESPONSIBLE JURISDICTION.**

### **3. Roles and Responsibilities**

The implementation of an evacuation procedure is the responsibility of the Silverton Chief of Police or designee.

Any evacuation affecting multiple jurisdictions or a large segment of the population should be coordinated through Marion County.

#### **3.3.4 Fire Services**

The Chief of the Silverton Fire District is responsible for organizing, integrating and coordinating the operations of the District's firefighting forces for response to major emergencies/disasters within their jurisdiction. The Chief serves on the Marion County Fire Defense Board and serves as the fire services representative for the County emergency operations organization, as necessary, to provide the following:

- Fire Suppression;
- Heavy rescue operations/urban search and rescue (Urban SAR);
- First response to incidents involving hazardous materials;
- First response to initiate medical field treatment;
- Warning dissemination as may be necessary in a major emergency/disaster and assisting in evacuation, as needed; and
- Designating a coordinator/liaison to participate in all phases of the City and/or County's emergency management program, when necessary, or as requested.

#### **3.3.5 Medical and Health Services**

The Silverton Hospital and Woodburn Ambulance have the primary role in providing medical services for the Silverton area. Medical and health services are the responsibility of the Marion County Health Department. The Administrator of the Marion County Health Department is responsible for coordinating medical, health, and sanitation services required to cope with disasters in any urban or rural area of Marion County, including the City of Silverton. The Administrator also serves as the Health Department representative for the County emergency operations organization, as necessary, to provide the following:

- Overseeing the delivery of Emergency Medical Services (EMS) by ambulance service providers;
- Identifying health hazards, including those from damage to water and sewage systems; disseminating emergency information on sanitary measures to be taken;
- Coordinating with the appropriate agencies for the provision of food and potable water to victims whose normal supply channels are closed;
- Inspecting occupied emergency temporary housing and feeding areas;
- Coordinating with hospitals, clinics, nursing homes/care centers and mental health organizations, including making provisions for special needs populations;
- Coordinating with the Medical Examiner and mortuary services to provide identification and disposition of the dead;
- Providing emergency counseling for disaster victims and emergency response personnel suffering from mental and emotional disturbances; and

### 3. Roles and Responsibilities

- Designating a department coordinator/liaison to participate in all phases of the City and/or County's emergency management program, when necessary, or as requested.

#### 3.3.6 Public Works and Engineering Services

The Silverton Director of Public Works is responsible for providing the following, as well as serving as the EMO Director in the City Emergency Management Organization:

- Clearing debris and making temporary repairs of critical arterial routes and bridges.
- Supporting police and fire rescue efforts and traffic control measures.
- Coordinating transportation resources for evacuations. More information on Evacuation procedure can be found in Functional Annex 1, Emergency Services.
- Coordinating restoration of public facilities, roads, and bridges.
- Designating a department coordinator/liaison to participate in all phases of the City and/or County's emergency activities, when necessary, or requested.

The Marion County Director of Solid Waste Management is responsible for developing a disposal plan for debris created by a natural disaster, coordinating with the EOC and City/County Public Works Departments during disaster response, and serving as the Solid Waste Management's representative to the County EOC, as necessary.

The EMO Director is the coordinator of the damage assessment reporting process. The Silverton Public Works Department has primary responsibility in conducting assessments. This process provides for the initial collection of field reports, categorizing, and totaling damage sustained during disasters, including:

- Establishing procedures to contact a variety of damage reporting sources and to utilize volunteer groups such as the American Red Cross in performing basic damage surveys;
- Coordinating with County, State, and Federal teams designated to assess damages for the purpose of providing an estimate for a disaster declaration;
- Coordinating damage assessment information received from other agencies.

The City of Silverton Building Department Official serves as the City's technical resource for structural damage assessment. The Building Inspector is responsible for organizing and training personnel to conduct structural damage surveys and be capable of reporting or recording damage to buildings sustained during a disaster or major emergency. The Building Official will coordinate activities with the County EOC during a disaster response. Requests for assistance will be made through Marion County Emergency Management.

The City of Silverton Director of Public Works is responsible for assessing damage to the City's road and bridge systems. The Engineering and Operations

### **3. Roles and Responsibilities**

Divisions will coordinate with the State Highway Division and utilize private resources, as necessary. Survey results shall be reported to the County EOC.

#### **3.3.7 Other Department Directors**

General responsibilities of department directors include the following:

- Designate selected personnel to participate in the EMO as appropriate.
- Allow selected personnel to participate in the development of operating guidelines to implement assigned duties within this EOP.
- Allow selected personnel to participate in training and exercising the EOP to ensure preparedness.
- Establish internal lines of succession of authority.
- Protect department vital records, materials, facilities, and services.
- Warn department personnel of impending emergencies.
- Assign personnel to the EOC.
- Develop mutual aid agreements to augment resources and maintain department-specific inventories of resources which might be needed in the event of an emergency.

#### **3.3.8 Marion Area Multi Agency Emergency Telecommunications**

The Marion Area Multi Agency Emergency Telecommunications (METCOM) is the City's primary warning point and is responsible for establishing and maintaining an alert and warning system, which includes:

- Serving as the warning point for the Silverton Police Department and Silverton Fire District. Silverton Public Works is dispatched by City staff during business hours and METCOM after hours.
- Monitoring of the National Warning System (NAWAS), including relaying information received to other 9-1-1 Centers in Marion County who are responsible for further distribution to public safety agencies, key officials, and others as appropriate/necessary.
- The 9-1-1 Centers are notified by the EMO Director or his/her designee when the Emergency Alert System (EAS) is activated so they can be prepared to field additional calls.

#### **3.3.9 Public Information Officer**

The Silverton Emergency Management Organization is responsible for:

- Identifying a communications system that is capable of reaching all areas of the City and is interoperable with communication systems within Marion County so that emergency communications may be maintained among all levels of government during a disaster response;
- Providing the City EOC with the necessary communications capabilities and staffing to ensure communications operations for direction and control; and
- Developing and maintaining an EAS plan and providing a communications capability to the primary EAS Station, in coordination with Marion County Emergency Management.

**3.3.10 American Red Cross**

**Emergency Food and Shelter**

The Willamette Valley Chapter of the American Red Cross is responsible for ensuring that the mass care needs of the affected population, such as sheltering, feeding, providing first aid, and reuniting families, are met.

**Recovery/Long-Term Temporary Shelter**

The EMO Director is responsible for coordinating with local, State, and Federal agencies in assisting the public in the recovery phase and working to provide long-term temporary housing services.

The Marion County Community Development Department, Housing Authority Division staff shall work with State and Federal agencies in meeting the housing demands of Marion County citizens, after giving first priority to clients whose housing is their direct programmatic responsibility.

**3.3.11 City Attorney -** The City Attorney is responsible for:

- Providing legal services to the City Council and key responders for problems related to disaster and recovery operations;
- The review of the basic and related emergency operations plans to determine if there are any legal implications for responsible officials;
- Being familiar with Federal and State laws, and County and City codes referring to disasters;
- Serving as a resource to the EOC, keeping abreast of developments in order to consult and advise officials on all legal matters related to disaster and recovery operations;
- Serving as a liaison with the Marion County Legal Counsel and the State Attorney General to obtain opinions, when needed; and
- The preparation of standby documents such as Permit of Entry forms, State of Emergency declarations, and mutual aid agreement templates.

**3.3.12 Risk Management**

The EMO Director and City Council will be responsible for the duties of coordinating risk management for the City Emergency Operations Organization, including:

- Participating in the review of the basic and related emergency operations plans to avoid liability incidents when an emergency situation occurs;
- Maintaining a close advisory status to the EOC and track resource management activity during a disaster response;
- Assessing hazardous/unsafe situations and develop measures for ensuring the safety of disaster response personnel, as appropriate; and
- Obtaining and processing insurance materials during emergency situations for recovery and continuance of City operations.

**3.4 Local Response Partners**

**Marion County Incorporated Cities**

The executives of the incorporated cities within Marion County are responsible for the direction and control of their community resources during emergencies.

**3.5 Marion County Response Partners**

The Marion County Public Works Director has been appointed by the Marion County Board of Commissioners as the Emergency Management Director. The Emergency Management Director is responsible for developing a countywide emergency management program that, through cooperative planning efforts with the 20 incorporated communities of Marion County, will provide a coordinated response to a major emergency or disaster.

**3.6 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 the delegated authority by ORS 401.260 to 401.280 for the coordination of all activities and organizations for emergency management within the State and for coordination of emergency matters with other states and the Federal government.

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

**3.7 Federal Response Partners**

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

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## Concept of Operations

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

### 4.1 General

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life property from the effects of emergency and disaster events. This EOP should be used when the City of Silverton or local emergency response agencies are reaching or have exceeded their ability to respond to an emergency incident.

When emergency situations arise and it is determined that the normal organization and available resources of City government are insufficient to effectively meet response activity needs, the EMO Director will activate and implement all or part of this EOP. In addition, the EMO Director may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and duration.

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

All involved City emergency service providers will implement individual EOPs, standard operating procedures, and support processes of the City EOP.

Upon activation of all or part of this EOP, the EMO Director or designee will implement the following actions immediately:

- Alert threatened populations and initiate evacuation as necessary. Refer to the Emergency Services Annex for more detailed information and specific procedures for issuing citywide warnings and alerts.

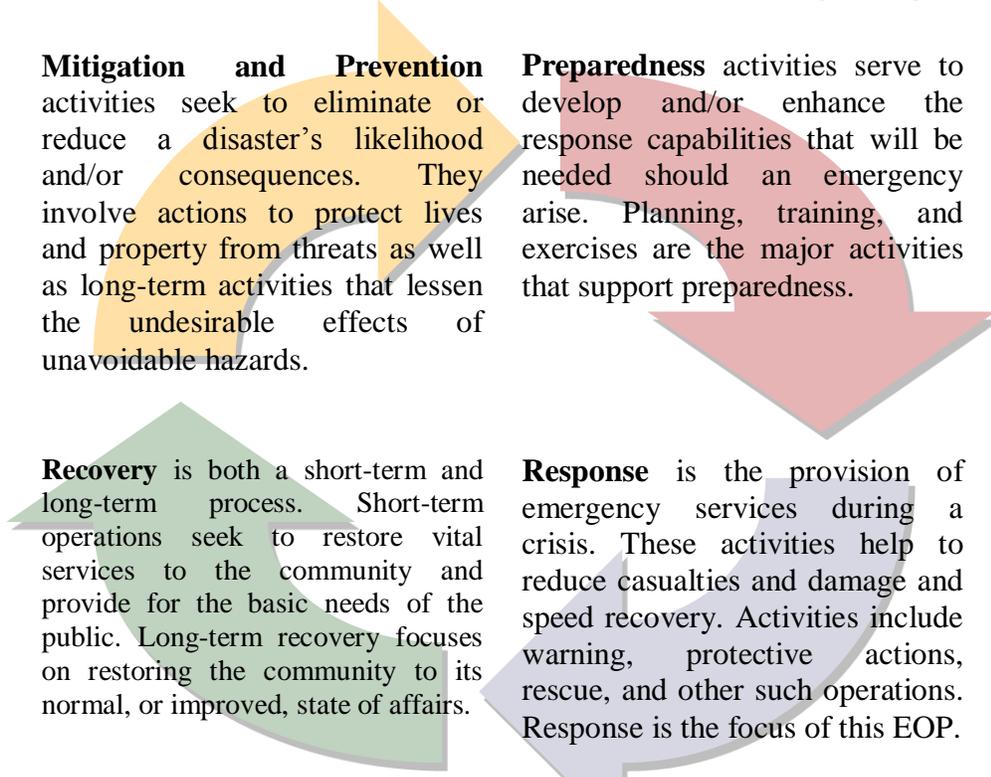
#### 4. Concept of Operations

- Notify Marion County EM of the localized incident.
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. Refer to the Human Services Annex for more detailed information and specific procedures associated with sheltering, mass care, and related human services.
- 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.
- Implement Evacuation Procedures appropriate for the incident.

#### 4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an *emergency operations* plan rather than a *comprehensive emergency management* plan, as its emphasis is on *incident* management rather than on *program* management. That said, this EOP impacts and is informed by activities conducted before and after any emergency operations take place; consequently, a brief description of the four phases of emergency management is provided below.

## 4. Concept of Operations



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

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

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

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

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

### 4.3 Incident Management

#### 4.3.1 Activation

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 EMO Director will activate and implement all or part of this EOP. In addition, the EMO Director may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide Silverton EMO with the following information:

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

#### 4.3.2 Response Priorities

1. **Self-Preservation:** Protection of City employees (including dependents) from the effects of a disaster would be the first priority. The expectation would be that the employee's family would be sufficiently prepared to be self-reliant after the initial incident for the employee to provide timely lifesaving services and other critical operations as effectively and with as little interruption as possible. Self-preservation includes actions taken immediately before, during and after an event.
2. **Lifesaving/Protection of Property:** This is a focus on efforts to save lives of persons other than City employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.
3. **Unit Reconstitution:** Unit reconstitution is the recall of critical employees (if the incident occurs during non-working hours, off-duty), and the collection, inventory, temporary repair and allocation of City assets to provide maximum prompt, sustained operations in response to a disaster. This would include activation of the City EOC for the purpose of coordinating emergency response activities.
4. **Emergency Food and Temporary Housing Plan:** Provision of food and temporary housing for disaster victims would become an immediate priority and would be coordinated through the Silverton Emergency Management Organization with support from the American Red Cross.
5. **Restoration of Infrastructure:** Restoration of the City's critical infrastructure (utilities, roads, buildings, etc.) would be a prime concern that would require the coordination of local, County, State, and Federal agencies with the private sector.
6. **Statutory Response:** This includes provision of a partial or full range of City services beyond that of lifesaving and security, law enforcement, during a disaster. Included under statutory response (ORS 401.305) is City support to other units of local government in their assigned missions, i.e., coordinating additional resources, declaring a state of emergency, and requesting County, State, and Federal assistance.
7. **Recovery:** Restoration of lost or impaired capabilities caused by the effects of the disaster or other emergency; return to normal operating conditions and providing non-emergency services to the public are key recovery goals.

**4.3.3 Initial Actions**

Upon activation of all or part of this EOP, the EMO Director or designee will implement the following actions immediately:

- Alert threatened populations and initiate evacuation as necessary in accordance with the Emergency Services Annex of this EOP;
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. Refer to the Human Services Annex for more detailed information and specific procedures associated with sheltering, mass care, and related human services;
- Instruct appropriate City emergency services to activate necessary resources;
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies. Refer to the Emergency Services Annex for more detailed information and specific procedures;
- Request the City Council to prepare and submit a formal Declaration of Emergency to Marion County Emergency Management when it is determined that local resources will not meet the need of local emergency operations. The official declaration may be preceded by a verbal statement; and
- Prepare to staff the City EOC for on going 12-hour shifts, with the possibility of going 24 hours for first operational period.

**4.3.4 Communications, Notification, and Warning**

A public warning and broadcast system is established for Marion County to provide emergency information and instructions during a pending or actual emergency incident or disaster. The EMO Director 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. The Emergency Services Annex provides detailed information on how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained through each individual agency. Activation of additional Silverton response staff and services is accomplished internally through current citizen alert system. External partners can be activated through METCOM and can be coordinated through the City EOC.

#### 4.3.5 Direction and Control

Direction and control of Silverton emergency operations will be via the Incident Command System and the Multi-Agency Coordination System as described in Section 5, Command and Control.

The Silverton Emergency Management Organization has the responsibility 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.

#### 4.3.6 Inter-Jurisdictional Coordination

**Private Sector.** Disaster response by local government agencies may be augmented by business, industry and volunteer organizations. The EMO Director will coordinate response efforts with business and industry, to include providing assistance, as appropriate, in action taken by industry to meet State emergency preparedness regulations governing businesses such as utility companies that provide essential services. Schools, hospitals, nursing/care homes and other institutional facilities are required by federal, state or local regulations to have disaster plans.

**County Government.** The Marion County Emergency Coordination Center as defined in the Marion County Emergency Operations Plan can be activated through the Department of Public Works, Emergency Management Division. The County provides direct County agency support at the local level, and serves as a channel for obtaining resources from outside the County structure, including the assistance provided by state, regional, and federal Agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before the County requests State assistance.

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

**State Government.** The State emergency organization as defined in the State of Oregon Emergency Operations Plan can be activated by Marion County through their Emergency Management Division. This division provides a duty officer at all times. The State provides direct agency support to the local level, and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the federal government.

## 4.4 Transition to Recovery

### 4.4.1 Demobilization

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

### 4.4.2 Recovery Reference Recovery Annex

Recovery comprises steps the City will take during and after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, 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 long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase to reassess applications, processes, and functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available if it can be shown extra repairs will mitigate or lessen the chances of, or damages caused by, another such similar disaster.

The Emergency Services Annex to this EOP summarizes specific procedures and plans to support recovery, mitigation, and economic stabilization for the City following a disaster. In addition, a Recovery Strategy is being established for Silverton and will be implemented in conjunction with this EOP as warranted by emergency incidents. This strategy addresses the following topics:

- Responsibilities and procedures for damage assessment;
- Request procedures for recovery assistance;
- Redevelopment planning;
- Public information on available recovery assistance; and
- Capturing and implementing lessons learned.

### 4.4.3 Resource Typing

Provide Marion County ECC with the program and then they will attempt to provide the proper resources needed to solve the problem.

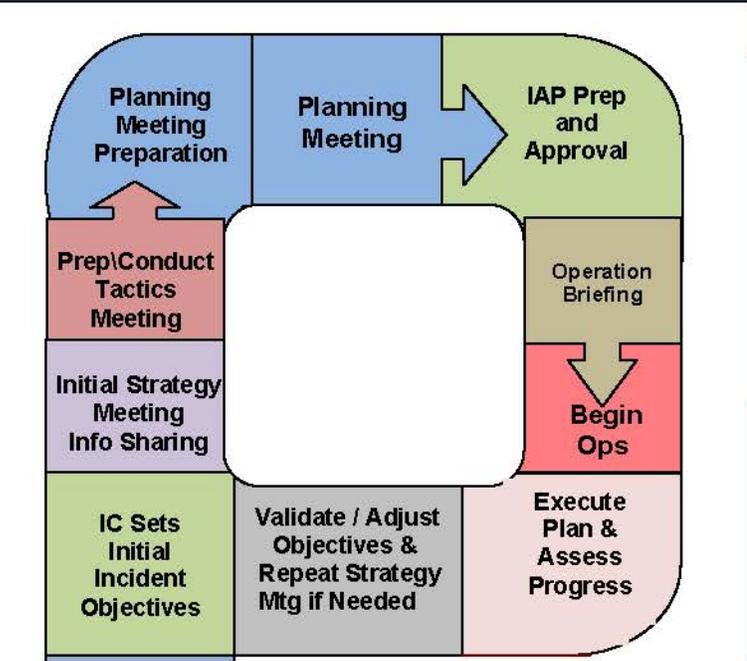
# Operational Readiness Planning "P" and the IAP

- Prepare Agenda Include: Review ICS 202, 203, 204, 205, 206, 220, Current Sit Stat
- Review Technical Issues, Incident Boundaries, Assigned Locations
- Review Other Issues: Finance, Media, Demob
- Blow up Maps & Graphics
- Clean up & make copies for attendees
- Notify of mtg location/time

- Facilitated by Planning Chief \ Incident Commander
- Staged, Choreographed, Formal Event – May have VIP's
- Display Team Confidence, No Q & A – Defer to IC After Meeting
- Formulate IAP
- IC gives direction
- Ops presents Tactics
- Logs, Safety, PIO, Liaison, Fin\Admin provide segment
- Do Not Present Alternative Strategies
- Keep it short, sweet and to the point!

- IC Approves FINAL IAP
- Documentation Unit copies IAP for Branch and Division Supervisors, Unit Leaders and Others

- PREP – Driven by Planning for Ops
- Supported by General Staff including Unit Resource Leader
- Provide Situation Briefing
- Meet with Ops to review Strategies, Tactics and Resource Needs and Identify Shortfalls
- Assure the strategy & tactics comply with objectives
- Mitigate Logistics/Safety Issues
- Select Alternative Strategies
- Refine 215 & 215A
- Ops, Plans, Logs, Safety ONLY



- Presenters: Command and General Staff, Unit Leaders, Technical Specialists - Sit Stat, Meteorologist, Logs – Only Critical Issues, Communications
- Attendees: Branch Directors, Supervisors, Leaders
- Keep it brief – 30 minutes or less

- Command & General Staff
- Set Ops Periods, Finalize Objectives, Set Meeting Schedules, Financial Issues, Consolidate Resource Issues, Briefing, Review Concerns, Set Time for Transfer of Command

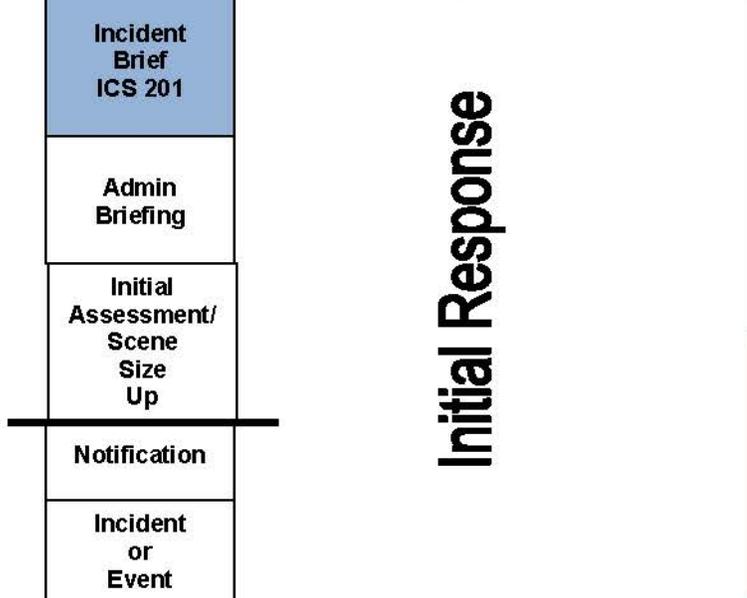
- Monitor and Assess progress
- Adjust tactics, resources, safety as necessary
- Manage Span of Control issues

- IC Facilitate ICS 201 brief
- Complete ICS 201 & distribute to Situation and Resource Unit Leaders
- IC Develops Objectives

- Monitor IAP Progress
- Measure/ensure progress against stated objectives
- Maintain Situation and Resource status
- Debrief resources coming off shift
- Maintain interaction with Command and General Staff

- Check-in
- Receive IC/JC Briefing
- Activate Plans Section
- Organize & brief subordinates
- Gather Initial ICS 201
- Sign In 211, Start 214

- Team Close Out
- Transfer of Command
- Agency or Shift Debriefing
- Incident After Action Report or Completion of Logs, submit to Documentation Unit



# 5

## Command and Control

In accordance with ORS 401.025, the responsibility for emergency management and direction and control in time of disaster belongs to the elected Silverton City Council. The City Manager is empowered to assume executive control over all departments, divisions and offices of the City of Silverton during a state of emergency. The City Manager becomes the EMO Director and is responsible for performing such duties as causing emergency measures to be enforced and designating emergency areas. The City Manager may declare a “state of emergency” and may place this plan into effect, and may activate and staff the City EOC on full or partial basis. In the event one or more of the above actions are implemented, a report of such action will be made to the Mayor and City Council at the first available opportunity.

The EMO Director or designee is responsible for assuring that coordinated and effective emergency response systems are developed and maintained. Existing government agencies will perform emergency activities closely related to those they perform routinely.

Specific positions and agencies are responsible for fulfilling their obligations as presented in this EOP and individual annexes. As the EOC controller, the City Manager will provide overall direction of response activities for all Silverton departments. In accordance with state statute, the City Manager may take extraordinary measures in the interest of effective emergency management. Department heads will retain control over their employees and equipment unless directed otherwise by the City Manager. Each agency will be responsible for having its own standard operating procedures to be followed during response operations.

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

### **5.1 Continuity of Operations/Continuity of Government**

In event that the EMO Director is unavailable or unable to perform his/her duties under this plan, the duties shall be performed by the Incident Commander (IC).

**5.2 Incident Command System**

The Silverton EOC has established a command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is available through the EMO Director and is located at the EOC in hardcopy format. A typical ICS organizational chart for Silverton is presented in Figure 5-1.

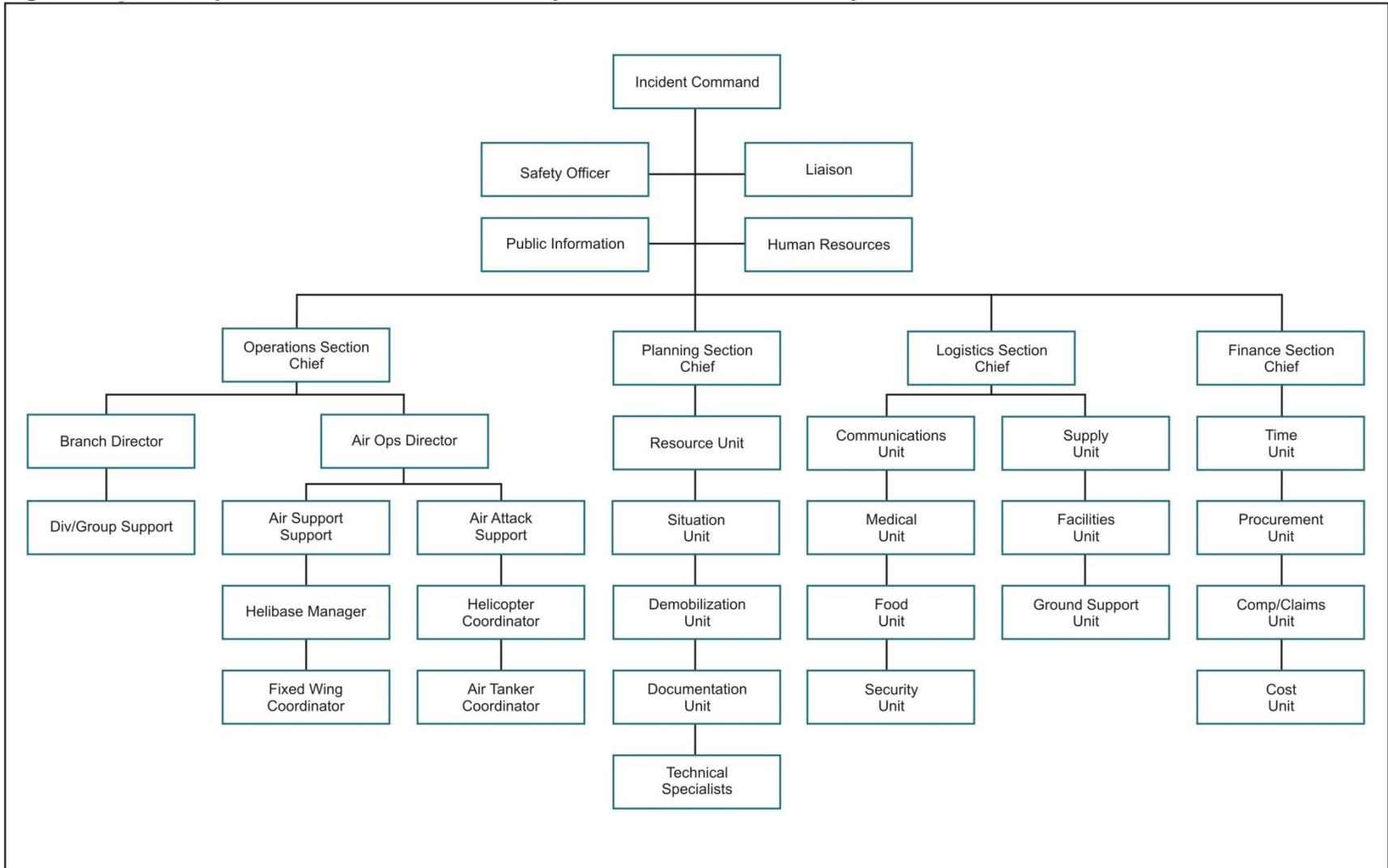
The use of plain language will be implemented during a multi-jurisdictional emergency response occurring in Silverton and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, no matter what the size, scope or complexity of the incident. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their ability to communicate with each other.

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the City. Thus, it is imperative that all primary and alternate EOC staff are trained on ICS functions as well as those residing within their expertise. Regularly exercising the 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.

Current training and operational requirements set forth under NIMS has been adopted and implemented by Silverton. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle managers, and command and general staff. The NIMS identifies these positions as:

- Emergency medical service personnel
- Firefighters
- Hospital staff
- Law enforcement personnel

Figure 5-1 Example of an Incident Command System Structure for the City of Silverton



## 5. Command and Control

- Public health personnel
- Public works/utility personnel
- Skilled support personnel
- Other emergency management response personnel
- Support, volunteer personnel at all levels

### 5.2.1 Command Staff

#### Incident Commander

In most cases, the initial IC will be the first responder managing the response. As the incident progresses to the recovery phase, a different agency representative or appointed official may transition into the IC role. Additional information on typical ICS assignments for Silverton regarding lead and support roles during emergency response are provided in the Functional Annexes as well as the Incident Annexes attached to this plan. In general, the IC is responsible for all functions not assigned to one of the primary sections and for the following specific tasks:

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

#### Safety Officer

The Safety Officer is generally 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 (including EOC staff);
- Preparing and implementing a site Health and Safety Plan and updating the IC on safety issues or concerns as necessary; and
- Exercising emergency authority to prevent or stop unsafe acts.

**Public Information Officer (PIO)**

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 through the use of a Joint Information System and, if applicable, establishing and staffing a Joint Information Center;
- Implementing information clearance processes with the IC; and
- Conducting and/or managing media briefings and implementing media-monitoring activities.

**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 (American Red Cross). Responsibilities typically included in a liaison role include:

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

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

**5.2.2 General Staff****Operations Chief**

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations section is organized into functional units representing agencies involved in tactical operations. Thus, typical agencies included in the Operations Section are: fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials), law enforcement (incident(s) involving civil disorder/disturbance, significant

## 5. *Command and Control*

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), and public works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse). Private entities, companies, and non-governmental organizations may also support the Operations section. The Operations Chief is responsible for:

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

### **Planning Chief**

The Planning section is responsible for forecasting future needs and events of the response effort while ensuring implementation of appropriate procedures and processes are accomplished. 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 on the incident, and providing a status summary;
- Preparing and disseminating the IAP;
- Conducting planning meetings and developing alternatives for tactical operations; and
- Maintaining resource status.

### **Logistics Chief**

The Logistics section is typically supported by units including: 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; and
- Assisting with development and preparation of the IAP.

**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 which can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include: Compensation/Claims, Procurement, Cost, and Time. The Finance and Administration Chief is responsible for:

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

**5.3 Multi-Agency Coordination**

**5.3.1 Emergency Operations Center**

All tactical and strategic operations occurring at the incident(s) will be coordinated and communicated through the City EOC to track, manage, and allocate appropriate resources and personnel. In such a situation, the Silverton EOC will operate as an element of the Multi-Agency Coordination System, serving as the central node for vertical and horizontal coordination. The EOC Director is responsible for organization, supervision, and operation of the EOC. The EOC Director is the EMO Director or designee. The primary location for the City EOC is:

**Silverton Public Works Shop  
830 McClaine St.  
Silverton, Oregon 97381**

If necessary, the alternate location for the EOC is located at the following address:

Silverton Fire District  
819 Rail Way  
Silverton, Oregon 97381

Other agencies may activate and staff individual Agency Operations Center (AOC) facilities for various types of emergencies. The City EOC will serve as the central point for coordination of response operations, resource requests and tracking, public information, and overall incident management for the City of Silverton.

**5.3.2 Unified Command**

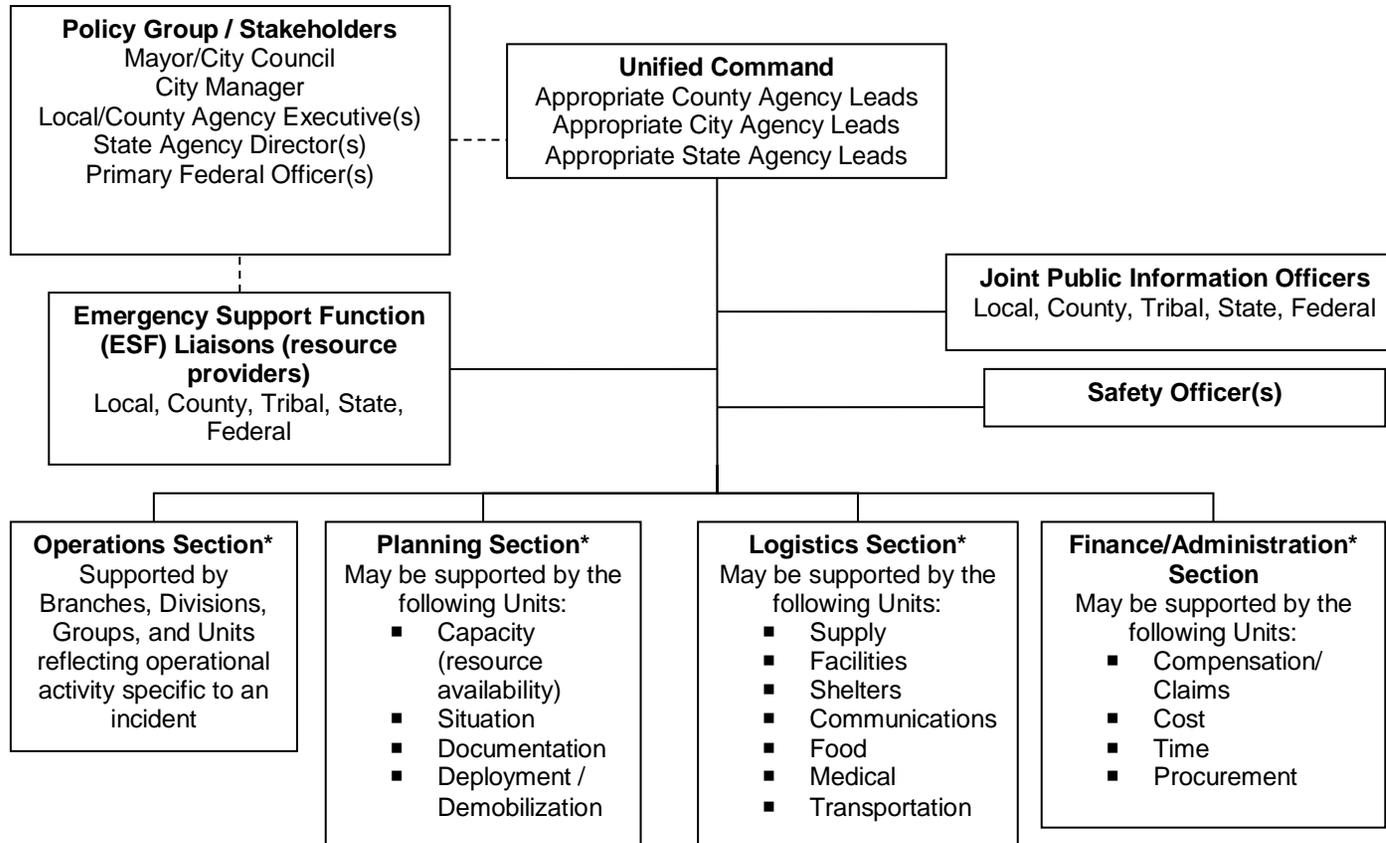
In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, County, regional, State, and Federal agencies into the same organizational system, maximizing coordination of response activities and avoiding duplication of efforts. A structure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

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

In the event of activation of the Unified Command Structure the EOC will be located at the following address:

Silverton Fire District  
819 Rail Way  
Silverton, Oregon 97381

Figure 5-2 Example Unified Command Structure for the City of Silverton



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

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# 6

## Plan Development, Maintenance, and Implementation

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

All agencies will be responsible for the development and maintenance of their respective annexes and standard operating procedures as identified on the "Annex Assignment" page located at the front of this plan. The Emergency Management Director will be responsible for ensuring that an annual review of the plan is conducted by all officials involved, and that the plan is re-certified every five years by the chief elected officials of Silverton.

The plan will be updated, as necessary, based upon deficiencies identified through drills and exercises, actual responses, or changes in local government structure or the risk environment. The Emergency Management Director will incorporate approved changes to the plan and will forward changes to all organizations and individuals identified as having responsibility for implementation. The plan will be activated at least once a year in the form of a simulated emergency to provide practical experience for those with EOC responsibilities.

This plan supersedes and rescinds all previous editions of the Silverton Emergency Operations Plan and is effective upon adoption by resolution by the City Council. If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of the plan.

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# A

## Disaster Declaration Forms

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**DECLARATION OF STATE OF EMERGENCY**

**To:** \_\_\_\_\_  
Marion County Office of Emergency Management

**From:** \_\_\_\_\_  
City of Silverton, Oregon

**At** \_\_\_\_\_ (time)    **On** \_\_\_\_\_ (date)

**A/An** \_\_\_\_\_

\_\_\_\_\_  
(Description of emergency incident or event type) occurred in the City of Silverton threatening life and property.

**The current situation and conditions are:** \_\_\_\_\_

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

**The geographic boundaries of the emergency are:** \_\_\_\_\_

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

**I DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF SILVERTON AND THAT THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. I 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. Original signed document must be sent to Marion County Office of Emergency Management, with a copy placed in the final incident package.

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# B

## Incident Command System Forms

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# C

## **Emergency Operations Center Position Checklists**

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# D

## Mutual Aid Agreements

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***D. Mutual Aid Agreements***

The City of Silverton will develop and maintain mutual aid agreements, both formal and informal which facilitate bringing additional resources to the scene of an emergency. Each department is responsible for developing those agreements necessary to augment available resources. Some of these agreements are outlined below:

- Intergovernmental Emergency Management Cooperative Agreement. This agreement provides emergency management support between Marion County and the City of Silverton. Dated August 20, 1997.
- Marion County Ambulance Service Area Mutual Aid Agreements. This agreement provides for resource support between EMS providers.
- Marion County Fire Protection Mutual Aid Agreements. This agreement provides for fire protection resources between neighboring fire districts. Adopted October 26, 2005.
- Mid-Willamette Valley Police Mutual Aid Agreement. This agreement provides for local law enforcement agencies to provide back-up law enforcement services. Dated March 5, 1991.

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# E

## Emergency Contact List

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*E. Emergency Contact List*

<b>CITY MAYOR AND COUNSELORS</b>	<b>PRIMARY CONTACT</b>	<b>SECONDARY CONTACT</b>
<b>Rick Lewis Mayor</b>	<b>503-874-2295</b>	
<b>Kyle Palmer Council President</b>	<b>503-932-8550</b>	
<b>Laurie Carter</b>	<b>503-580-5355</b>	
<b>Jason Freilinger</b>	<b>503-873-4921</b>	
<b>Ken Hector</b>	<b>503-551-3577</b>	
<b>Jim Sears</b>	<b>503-873-9357</b>	
<b>Dana Smith</b>	<b>503-873-4921</b>	

<b>CITY DEPARTMENT MANAGERS</b>	<b>PRIMARY CONTACT</b>	<b>SECONDARY CONTACT</b>
<b>City Manager</b>	<b>503-874-2205</b>	
<b>Administrative Services Director Emergency Operations Coordinator</b>	<b>503-874-2204</b>	
<b>Finance Director</b>	<b>503-874-2203</b>	
<b>Chief of Police</b>	<b>503-874-2228</b>	
<b>Public Works Director</b>	<b>503-874-2210</b>	
<b>Community Development Director</b>	<b>503-874-2212</b>	
<b>Police Captain</b>	<b>503-874-2230</b>	
<b>Maintenance Supervisor</b>	<b>503-874-2282</b>	
<b>Water Quality Supervisor</b>	<b>503-874-2301</b>	

**OTHER CONTACTS**

<b>METCOM</b>			
Gina Audritsch Director	W: 503-982-2344	[REDACTED]	[REDACTED]
<b>SILVERTON FIRE DISTRICT</b>			
Bill Miles, Chief	W: 503-873-5328	[REDACTED]	[REDACTED]
Insurance Agent of Record: Tim Gustafson	503-266-2216		Fax: 503-266-7510
Senior Center: Alan Michelson, President	503-931-1460		
Senior Center: Dodie Brockamp, Ex. Dir.	503-873-3093		
School District: Andy Balandó	503-873-5303		

**AMERICAN RED CROSS**

Cascade Regional Office ..... 1-888-680-1455  
 Salem Office (not always staffed)..... 503-585-5476  
 Disaster Response Coordinator ..... 503-528-5663

**FIRE DEPARTMENTS**

Aumsville Fire Department .....503-749-2894  
 Aurora Fire Department .....503-678-5966  
 Hubbard Fire Department .....503-981-9454  
 Keizer Fire District .....503-390-9111  
 Marion County Fire District .....503-588-6526  
 Monitor Fire Department .....503-634-2570  
 Polk County Fire Department .....503-838-1510  
 St. Paul Fire Department .....503-633-4602  
 Salem Fire Department – Station 1 .....503-588-6245  
 Silverton Fire District.....503-873-5328  
 Tualatin Valley Fire District .....503-649-8577  
 Woodburn Rural Fire District .....503-982-2360

**EMERGENCY MEDICAL SERVICES**

Woodburn Ambulance.....503-982-4699

**HOSPITALS**

Silverton Hospital .....503-873-6336  
 342 Fairview Street .....503-873-1500  
 Silverton, Oregon

Woodburn Emergency Care ..... 971-983-5360

Santiam Memorial Hospital ..... 503-769-2175  
 1401 N. 10<sup>th</sup> Avenue  
 Silverton, Oregon

Meridian Park Hospital ..... 503-692-1212  
 19300 SW 65<sup>th</sup>  
 Tualatin, Oregon

Salem Memorial Hospital..... 503-370-5200  
 665 Winter Street  
 Salem, Oregon

**EMERGENCY MANAGEMENT AGENCIES**

Marion County, Ed Flick .....W: 503-588-5108  
 Mt. Angel, Mike Healy .....W: 503-845-9294  
 Salem, Roger Stevenson .....W: 503-588-6067  
 Stayton, Rich Sebens .....W: 503-769-3421  
 Woodburn, Scott Russell.....W: 503-982-2345

**OREGON STATE POLICE**

Oregon State Police Main Office .....B: 503-378-2575

**OREGON DEPARTMENT OF TRANSPORTATION**

John Grassman, Salem District Manager .....W: 503-986-2874

**UTILITIES**

N.W. Natural Gas Company ..... Emergency #: 1-800-882-3377  
 Portland General Electric ..... Emergency #: 1-800-544-1793

**TELEVISION**

KATU (02)	1-503-231-4260	KOIN (06)	1-503-464-0797
KGW (08)	1-503-226-5111	KPTV (12)	1-503-222-9921
DIRECT LINK CABLE	1-503-982-4052	KPDX (49)	1-503-239-4949
KEBN (32)	503-585-3232		
<b>RADIO</b>			
KWBY	1-503- 981-9400	KBZY	503-362-1490

**NEWSPAPERS**

Silverton Appeal ..... 503-873-8385  
 Statesman Journal..... 1-800-452-2511  
 Oregonian ..... 1-503-452-1420

**WIRE SERVICES**

Associated Press - AP ..... 1-503-228-2169  
 United Press International - UPI ..... 1-503-226-2644

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# F

## Radio Frequency List

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**F. Radio Frequency List**

The City of Silverton, as well as Marion County, has created a radio frequency list and directories which are updated on a regular basis. These lists should be referred to for the most accurate resource information.

CHANNEL & USERS	TRANSMIT	ZONE	RECEIVE	ZONE
<b>MARION COUNTY FIRE DEPARTMENTS</b>				
<b>NORTH 1 (F2), Alert and Working: Aurora, Drakes Crossing, Hubbard, Monitor, Silverton, Silverton, St. Paul, Silverton</b>	154.160	123.0	154.160	None
<b>NORTH 2, Silverton</b>	159.35	123.0	159.345	123.0
<b>NORTH 3</b>	UHF Trunked		UHF Trunked	
<b>NORTH 4</b>	UHF Trunked		UHF Trunked	
<b>SILVERTON AMBULANCE, EMS</b>	155.205	136.5	155.205	136.5
<b>CENTRAL 1 (F5) Alert/Admin: MCFD#1</b>	154.385	123.0	154.385	None
<b>CENTRAL 2 (F1) Working: Silverton, Salem (800 primary, VHF backup)</b>	153.770	123.0	153.770	None
<b>CENTRAL 3, Working: PCFD#1</b>	154.235	123.0	154.235	None
<b>CENTRAL 4, Working: Dallas</b>	154.445	123.0	154.445	None
<b>SOUTH 1 (F3), Alert: Aumsville, Gates, Idanha-Detroit, Jefferson, Mill City, Silverton, Sublimity, Turner</b>	154.415	123.0	154.415	None
<b>SOUTH 2, Working: Sublimity, South County</b>	154.010	123.0	154.010	None
<b>SOUTH 3, Working: Sublimity, South County</b>	154.250	123.0	154.250	123.0
<b>SOUTH 4, Working: Silverton, South County</b>	154.295	123.0	154.295	None
<b>SANTIAM AMBULANCE, EMS</b>	155.295	123.0	155.295	123.0
<b>LINN COUNTY FIRE DEPARTMENTS</b>				
<b>LINN F-1, Dispatch</b>	154.310	167.9	154.310	167.9
<b>LINN F-2, West</b>	154.130	167.9	154.130	167.9
<b>LINN F-3, East</b>	153.995	167.9	153.995	167.9
<b>CLACKAMAS COUNTY FIRE DEPARTMENTS</b>				
<b>CLACKAMAS F-1</b>	154.190	91.50	154.190	91.5
<b>CLACKAMAS F-2</b>	153.890	91.50	153.890	91.5
<b>CLACKAMAS F-3 (County)</b>	154.220	91.50	154.220	91.5
<b>CLACKAMAS F-4 (County)</b>	154.325	91.50	154.325	91.5
<b>CLACKAMAS F-5 (Local)</b>	153.830	91.50	153.830	91.5
<b>CLACKAMAS F-6 (Local)</b>	154.205	91.50	154.205	None
<b>CLACKAMAS F-7 (Local)</b>	154.340	91.50	154.340	91.5
<b>Clackamas County EOC Operations</b>	145.210	110.9		110.9
<b>Clackamas Regional Coordination for Regional Message Exchange</b>	147.230			
<b>STATE FIRE MARSHAL'S OFFICE</b>				
<b>STATE FIRE NET (F-4)</b>	154.280		154.280	
<b>STATE TRAINING</b>	154.830		154.830	
<b>MARION COUNTY POLICE DEPARTMENTS</b>				
Aumsville Police	154.040		154.040	
Aurora Police	155.640	100.0	154.740	100.0
Gervais Police	155.640	100.0	155.740	100.0
Hubbard Police	158.770		155.130	
Silverton Police	800		800	
Marion County Sheriff's Office – MCSO1	155.640	100.0	154.740	100.0
Car-car (simplex)	154.740	100.0	154.740	100.0
Marion County Sheriff's Office – MCSO3	155.730	100.0	154.905	100.0
Civil, Dog Control	155.865	100.0	155.865	100.0
Sheriff's Net	460.500		460.500	
County Search and Rescue	155.805		155.805	
Civil Defense Net	46.580		46.580	

F. Radio Frequency List

CHANNEL & USERS	TRANSMIT	TONE	RECEIVE	TONE
ARES VHF Packet:	145.650		145.650	
HF Voice: 3.993.5				
7.228				
1.928				
RACES (Ham) Disaster Net	146.260		146.860	
ELT Frequency (AM)	121.500		121.500	
Aircraft SAR (AM)	123.100		123.100	
	122.900		122.900	
Silverton Police	155.010	100.0	155.010	100.0
Salem Police (mobile)	465.475	192.8	460.475	192.8
	460.475	192.8	460.475	192.8
	465.075	192.8	460.75	192.8
	460.075	192.8	460.475	192.8
Silverton Police Channel #1	158.895	100.0	154.815	100.0
Silverton Police Channel #2	155.535	100.0	155.535	100.0
Silverton Police Channel #3	155.370	100.0	155.370	100.0
Silverton Police	154.830	123.0	154.830	123.0
Turner Police	154.830		154.830	
Silverton Police	158.775	100.0	155.130	100.0
<b>Public Works</b>				
Aumsville Public Works	154.040		154.040	
Aurora Public Works	None			
Detroit Public Works	None			
Donald Public Works	None			
Gates Public Works	None			
Gervais Public Works	None			
Hubbard Public Works	154.980		154.980	
Idanha Public Works	None			
Jefferson Public Works	154.040		154.040	
Silverton Public Works	154.040		154.040	
Marion County	458.500	100.0	453.500	
Mill City Public Works	None			
Silverton Public Works	None			
Salem Public Works	(800)		(800)	
	158.940		158.940	
Silverton Public Works	155.040	167.9	155.040	
Scotts Mills	None			
Sublimity Public Works	153.650	123	153.650	
Turner Public Works	154.040		154.040	
Silverton Public Works	153.770		153.770	
St. Paul Public Works	None			
Silverton	154.115		154.115	
State Fire Net	154.280	None	154.280	None
<b>MARION COUNTY – MISC.</b>				
Marion Co. ESA Station (Channel 32)	450.150	100	450.150	
Marion Co. Health Department				Encode 109 Decode 109
Marion Co. Building Maintenance				
Marion Co. Building Inspection				Encode 112 Decode 112
Marion Co. Engineering				
Marion Co. Emergency Management				
<b>HAM CHANNELS (Marion County)</b>				
West Salem: 146.860 Repeater	146.260	186.2	146.86	186.2

**F. Radio Frequency List**

CHANNEL & USERS	TRANSMIT	TONE	RECEIVE	TONE
<b>HAM CHANNELS (Marion County)</b>				
West Salem: 147.020 Repeater	147.620	None	147.020	None
Mary's Peak: 146.780 Repeater 147.920	146.180	None	146.780	None
West Salem: 145.350 Repeater	144.750	None	145.350	None
Saddle Mt: 147.320 Repeater	147.920	None	147.320	None
No location, simplex: 146.520	146.520	None	146.520	None
<b>HOSPITAL/AMBULANCES (Marion County)</b>				
Salem Hospital Hospital (HEAR)	155.340	136.5	155.340	136.5
Hospital Primary Security	155.325 460.850		155.325 460.850	
Santiam Hospital (HEAR) Channel 25	155.340	123.0	155.340	
Santiam Ambulance	155.295	123.0	155.295	
Silverton Hospital	155.340	203.5	155.340	
Silverton Ambulance	155.160	110	155.160	
<b>YAMHILL COUNTY</b>				
Local Gov. Station	45.640	110.9	45.640	
Law Enforcement	45.980	Central: 110.9	45.320	
(EOC Radios)		East: 123.0 West: 156.7		
Law Enforcement Channel 2 (EOC Radios)	45.020	C: 110.9 S: 156.7 E: 123.0	45.460	
Fire Departments: Newberg All Others	800 800 46.100	W: 156.7 C: 110.9 E: 123.0	800, 46.100	
<b>POLK COUNTY</b>				
Law Enforcement Channel 1	156.210	110.9	154.875	
Sheriff's Office (No.1)	156.210		156.875	
Fire Department	154.235	110.9	154.235	
Polk County EOC	146.86			
<b>LINN COUNTY</b>				
Halls Ridge	155.595	100.0	154.710	
Main	155.595	123.0	154.710	
Green Peter	155.595	156.7	154.710	
Talk Around	154.710	None	154.710	
Tri-County (Linn, Benton, Lincoln-Sheriff, OSP, PD)	155.010	None	155.010	
<b>ODOT / 24-HR DISPATCH CENTER</b>				
Channel 1, Prospect Hill	159.195	146.2	156.135	
Channel 2, Halls Ridge	159.195	156.7	156.135	
Channel 3, Hoodoo Butte	159.195	156.7	156.135	
Channel 4, Chehalem Mountain	159.195	156.7	156.135	
Channel 1, Mary's Peak	159.075	100.0	151.025	
<b>MISC.</b>				
Bureau of Land Management (Salem)	165.975		165.975	
Civil Defense	46.580		46.580	
CB Emergency Channel (CH9) (AM)	27.065		27.065	
School Districts	463.200		468.200	
Salem/Silverton School Districts	463.200 463.200 468.200		463.200 463.200 463.200	

**F. Radio Frequency List**

CHANNEL & USERS	TRANSMIT	TONE	RECEIVE	TONE
<b>OREGON EMERGENCY MANAGEMENT</b>				
Oregon Emergency Management	46.580		46.580	
Oregon National Guard	40.900, 41.500		40.900, 41.500	
Oregon State Forestry (Marion/Clackamas)	151.160		151.160	
Oregon State Highway Department	47.060		47.060	
American Red Cross	47.420		47.420	
State Search and Rescue	155.805		155.805	
<b>OREGON STATE POLICE</b>				
Halls Ridge	155.445	156.7	154.860	100.7
Prospect	159.150	156.7	155.910	150.7
Statewide direct Halls	154.935		154.935	
Capitol Mall	155.505	179.9	154.785	
<b>UTILITIES</b>				
NW Natural Gas	158.190		158.190	
PGE	153.575		155.575	
Amateur:	48.060		48.060	
Freq. 2 meter: 146.8				
146.62				
145.47				
145.27				
UHF: 443.150				
Salem Electric	48.480		48.480	
Silverton Telephone	151.895		151.895	
Consumer Power	48.20	110.9	47.860	
Pacific Power & Light	153.695		160.095	
	153.725		159.930	
Qwest	451.300		456.300	
Union Pacific Railroad Mayday Message Freq.	161.55			



# References

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**Federal**

- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973
- Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988
- The Code of Federal Regulations, Title 44, Part 206
- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1985
- Federal Emergency Management Agency, State and Local Guide 101.
- National Response Framework, 2008
- National Incident Management System, 2004

**State**

- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials. March 2005
- Oregon Revised Statutes (ORS) 401.305 through 401.335
- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. March 2004

**County**

- Marion County Ordinance # 995
- Memoranda of Agreement / Understanding

**City**

- Silverton Municipal Code Chapter 2.44. Emergency Management

**Other**

- Capitol Operation Area (Marion, Polk & Yamhill Counties) Emergency Alert System Plan. 2005
- Silver Creek Dam Emergency Action Plan. 2008
- Silverton High School Emergency Plan. August 2005
- City of Silverton Public Water System Emergency Response Plan. June 30, 2005
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters

# H

## Glossary of Terms

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

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

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

**All Hazards:** Any incident caused by terrorism, natural disasters, or any 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 emergency operations center facility or at some location other than an incident command post.

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

**Assignments:** Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the 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.

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

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

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

**Chief:** The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

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

**Command Staff:** In an incident management organization, the Command Staff consists of the Incident Command and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

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

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

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

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

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

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

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

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

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

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

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

**Emergency Management Assistance Compact:** The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows States to

assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

**Emergency Operations Centers:** 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.

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

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

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

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

**Group:** Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section.

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

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

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

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

**Incident Command Post:** The field location at which the primary tactical-level, on-scene incident command functions are performed. The 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:** A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

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

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

**Incident Objectives:** Statements of guidance and direction necessary for selecting appropriate strategy(s) and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow strategic and tactical alternatives.

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

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

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

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

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

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

**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 IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., 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/>

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

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

**Local Government:** A County, municipality, City, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under State law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal organization, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

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

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

**Major Disaster:** As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is:

“any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this Act to supplement the efforts and available resources of States, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.”

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

**Mitigation:** The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or

potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

**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:** Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

**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 and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

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

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

**National Incident Management System:** A system mandated by HSPD-5 that provides a consistent nationwide approach for State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the

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 Response Plan:** A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

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

**Non-Governmental Organization:** An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of Non-Governmental 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:** A method to developing objectives to be accomplished and incorporated into an EOP.

**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.

**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 nongovernmental organizations 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.

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

**Preplanned Event:** A preplanned event is a non-emergency activity. 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.

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

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

**Resources:** Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

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

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

**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.

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

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

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

**Scalability:** The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident,

including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

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

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the 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 Operating Procedures:** A complete reference document that details the procedures for performing a single function or a number of independent functions.

**Standardization:** A principle of the 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.)

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

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

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

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

**Supporting Technologies:** Any technology that may be used to support the 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).

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and is a violation of the criminal laws of the United States or of any State or other subdivision of the United States in which it occurs and is intended to intimidate or coerce the civilian population or influence a government or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

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

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

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

**Tribal:** Any Indian tribe, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims Settlement Act (85 stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

**Type:** A classification of resources in the ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

**Unified Command:** An application of 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 the 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 U.S.C. 742f(c) and 29 CFR 553.101.

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

# **Functional Annexes**



# **Incident Annexes**

