

**City of McMinnville**  
**Yamhill County, Oregon**  
**EMERGENCY OPERATIONS PLAN**



**June 2010**

**Prepared for:**

City of McMinnville  
230 NE 2<sup>nd</sup> St  
McMinnville, Oregon 97128

**Prepared by:**

Ecology and Environment, Inc.  
333 SW Fifth Avenue, Suite 600  
Portland, OR 97204

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# Preface

This Emergency Operations Plan is an all-hazard plan that describes how the City of McMinnville will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including the National Response Framework, the State of Oregon Emergency Management Plan and the Yamhill County Emergency Operations 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 the City that responses to such conditions are conducted in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, the City of McMinnville has formally adopted the principles of the National Incident Management System, the National Response Framework, and the Incident Command System.

Consisting of a Basic Plan; Functional Annexes that complement the 15 Federal, State, and County Emergency Support Functions; and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the City will coordinate resources and activities with other Federal, State, local, tribal, and private-sector partners.

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# Letter of Promulgation

To All Recipients:

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

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

This plan has been adopted by the City Council on February 24, 2009, Resolution No. 2009-4. The responsibility of subsequent updates and revisions has been delegated to the Emergency Program Manager. This plan will be presented to the Council every 5 years for review. . It will be revised and updated as required. All recipients are requested to advise the City Emergency Management Coordinator of any changes that might result in its improvement or increase its usefulness. Plan changes will be transmitted to all addressees on the distribution list.

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Rick Olson, Mayor

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Martha Meeker, City Manager

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DATE

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# Plan Administration

The City of McMinnville Emergency Operations Plan, including appendices and annexes, will be reviewed as noted in Chapter 6 or as appropriate after an exercise or incident response. The Emergency Operations Plan will be formally re-promulgated by the City once every five years.

## Record of Plan Changes

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

Date	Change No.	Purpose of Update
2010	000	Original Release
2015	1	Complete review and update

**Plan Distribution List**

Copies of this plan have been provided to the following jurisdictions, agencies, and persons. Updates will be provided, when available. Recipients will be responsible for updating their respective Emergency Operations Plans when they receive changes. The City of McMinnville Emergency Program Manager is ultimately responsible for dissemination of all plan updates.

**Full plan including all annexes:**

Date	No. of Copies	Jurisdiction/Agency/Person
	1 ea.	All McMinnville City Department Heads
	1 ea.	McMinnville City Council
	1	McMinnville City Manager
	10	McMinnville Emergency Operations Center
	1 ea.	McMinnville Emergency Plan Committee Members
	2	McMinnville Fire Department
	1 ea.	McMinnville ICS Position Designees
	8	McMinnville Police Department
	1	Oregon Emergency Management
	1	Yamhill Communications Agency
	1	Yamhill County Emergency Management

**Plan without Support Annexes (Resource List, Call Lists and Vital Services):**

Date	No. of Copies	Jurisdiction/Agency/Person
	1	Willamette Valley Medical Center
	1	McMinnville School District 40
	1	American Red Cross, Willamette Chapter
	1	Salvation Army, McMinnville

**Emergency Operations Plan Assignments**

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

Section/Annex	Responsible Party
<b>Basic Plan</b>	Emergency Management
<b>Functional Annexes (FAs)</b>	
<b>FA 1</b> Emergency Services	Public Works
<b>FA 2</b> Human Services	Emergency Management
<b>FA 3</b> Infrastructure Services	Public Works
<b>FA 4</b> Recovery Strategy	Fire Department
<b>Incident Annexes (IAs)</b>	
<b>IA 1</b> Severe Weather (including Landslides)	Public Works
<b>IA 2</b> Hazardous Materials (Accidental Release)	Fire Department
<b>IA 3</b> Utility Failures and Resource Shortage	Public Works
<b>IA 4</b> Earthquake/Seismic Activity	Public Works
<b>IA 5</b> Volcano/Volcanic Activity	Public Works
<b>IA 6</b> Flood	Public Works
<b>IA 7</b> Civil Disorder and Terrorism	Police Department
<b>IA 8</b> Transportation and Industrial Incident	Police Department
<b>IA 9</b> Major Fire	Fire Department
<b>IA 10</b> Nuclear	Fire Department
<b>IA 11</b> Public Health–Related	County Health Department
<b>Support Annexes (SAs)</b>	
<b>SA 1</b> Resource List	Emergency Management
<b>SA 2</b> Call Lists	Emergency Management
<b>SA 3</b> Vital Services	Emergency Management
<b>SA 4</b> School Related Incidents	Emergency Management
<b>SA 5</b> Evacuation Plan	Emergency Management

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- 2 FA 2 – Human Services
- 3 FA 3 – Infrastructure Services
- 4 FA 4 – Recovery Strategy

**Incident Annexes**

- 1 IA 1 – Severe Weather (Including Landslides)
- 2 IA 2 – Hazardous Materials (Accidental Release)
- 3 IA 3 – Utility Failure and Resource Shortage
- 4 IA 4 – Earthquake/Seismic Activity
- 5 IA 5 – Volcano/Volcanic Activity
- 6 IA 6 – Flood
- 7 IA 7 – Civil Disorder and Terrorism
- 8 IA 8 – Transportation and Industrial Incident
- 9 IA 9 – Major Fire
- 10 IA 10 – Nuclear
- 11 IA 11 – Public Health–Related

**Support Annexes**

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- 2 SA 2 – Call Lists
- 3 SA 3 – Vital Services
- 4 SA 4 – School Related Incidents
- 5 SA 5 – Evacuation Plan



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## **Basic Plan**



# 1

## Introduction

### 1.1 General

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

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

### 1.2 Purpose and Scope

#### 1.2.1 Purpose

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

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the City has structured its Emergency Management Agency (EMA), including the emergency declaration process, activation of mutual aid agreements, and request for resources and emergency spending powers;

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- Describe the context under which the City will respond to an incident, including a community profile and discussion of hazards and threats facing the community;
- Assign and describe roles and responsibilities for the City's agencies tasked with emergency preparedness and response functions;
- Describe a concept of operations for the City that provides a framework within which the City will conduct its emergency operations and coordinate with other agencies and jurisdictions;
- Describe the City's emergency response structure, including activation and operation of the City Emergency Operations Center (EOC) and implementation of ICS; and
- Discuss the City's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

The Basic Plan is supplemented by Functional Annexes (FAs), Incident Annexes (IAs), and Support Annexes (SAs). The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City's capabilities and/or resources are limited or exhausted, escalation pathways and resource request procedures for seeking additional support from County agencies are clearly defined in each annex. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined into the following four FAs, which supplement the information in the Basic Plan:

- FA 1 - Emergency Services,
- FA 2 - Human Services,
- FA 3 – Infrastructure Services, and
- FA 4 - Recovery Strategy.

The fourth functional annex, Recovery Strategy, identifies the City's roles and responsibilities for ensuring the short-term protection of the community's life, health, and safety and for supporting response missions such as fire suppression. Additionally, it helps to guide the community's long-term efforts to regain normal functions, such as commerce and employment, public transportation, and the use of structures such as buildings, bridges, and roadways.

Tables 1-1 through 1-4 show the relationship between the City's FAs and the Emergency Support Functions (ESFs) in County, State, and Federal plans, as defined by the NRF. City emergency personnel should be familiar with County's EOP and ESF structure and understand how the City's response would coordinate

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with the County during an emergency event. Note that not every County ESF relates to a City FA. For example, Hazardous Materials response, covered in ESF 10, and Food- and Agriculture-related incidents, covered in ESF 11, are primarily the responsibility of County and State agencies and are therefore not covered in the City FAs.

<b>Table 1-1 City Functional Annex 1 – Emergency Services</b>	
<b>Yamhill County ESFs</b>	<b>City of McMinnville Function</b>
ESF 2 – Communications	Alert and Warning Emergency Public Information
ESF 4 – Firefighting	Fire Protection
ESF 5 – Emergency Management	Emergency Management
ESF 7 – Resource Support	Resource Management
ESF 9 – Search and Rescue	Search and Rescue
ESF 13 – Public Safety and Security	Law Enforcement

<b>Table 1-2 City Functional Annex 2 – Human Services</b>	
<b>Yamhill County ESFs</b>	<b>City of McMinnville Function</b>
ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services	Evacuation Sheltering and Mass Care Disaster Welfare Information
ESF 8 – Public Health	Emergency Medical Services
ESF 15 – External Affairs	External Affairs

<b>Table 1-3 City Functional Annex 3 – Infrastructure Services</b>	
<b>Yamhill County ESFs</b>	<b>City of McMinnville Function</b>
ESF 1 – Transportation	Transportation
ESF 3 – Public Works and Engineering	Public Works and Engineering
ESF 12 – Energy	Energy and Utility Services

<b>Table 1-4 City Functional Annex 4 – Recovery Strategy</b>	
<b>Yamhill County ESFs</b>	<b>City of McMinnville Function</b>
ESF 14 – Long-Term Community Recovery	Recovery

During a major emergency or disaster affecting the County or a portion thereof, City departments and special districts may be asked to support the larger response. Request for such assistance would come from County Emergency Management. Table 1-5 outlines the ESFs each agency/organization may be requested to support.

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Table 1-5 City Coordination with County ESFs															
	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Emergency Management	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics Management and Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery	15 – External Affairs
<b>Key:</b> P – Primary S – Support															
<b>City of McMinnville</b>															
Administration	S			S	S	S	P	S					S	P	P
Fire Department	S			P	S	S	S	S	S	P		S	S	S	
Police Department	P	P		S	P	S	S		S	S		S	P	S	
Public Works	S		P	S	S	S	S			S		S	S	S	
<b>Yamhill County</b>															
Emergency Management Division	S	S	S		S	S	S	S	S	S	P	S		S	S
Fire Protection District		S		S	S				S	S					
Sheriff’s Office	S	S	S		S	S	S		P				S		S
Public Works	S	S	S		S	S				S		S		S	
Public Health					S	S	S	P		S	S				
<b>Special Districts</b>															
School District		S		S	S	S			S	S			S	S	
Water District				S	S			S		S	S		S	S	
Weed Control District				S	S						S				
<b>Private/Non-Profit Organizations</b>															
American Red Cross		S				P		S						S	
ARES/RACES		S			S	S	S	S	S						
CERT					S								S		
Chamber of Commerce					S									S	
Colleges		S			S	S			S					S	
Garbage Service					S	S		S		S					
McMinnville Water and Light			S	S	S	S				S		P		S	
Salvation Army						S									

Additionally, 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. Incident types are based on the hazards identified in the most recent Hazard Identification and Vulnerability Assessment conducted for the County.



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<b>Annex</b>	<b>Hazard</b>
IA 1	Severe Weather (Including Landslides)
IA 2	Hazardous Materials (Accidental Release)
IA 3	Utility Failure and Resource Shortage
IA 4	Earthquake/Seismic Activity
IA 5	Volcano/Volcanic Activity
IA 6	Flood (Including Dam Failure)
IA 7	Civil Disorder & Terrorism
IA 8	Transportation & Industrial Incident
IA 9	Major Fire
IA 10	Nuclear
IA 11	Public Health–Related
<i>Note: Resource shortages and civil disobedience are considered secondary risks during any emergency situation.</i>	

If the Yamhill County EOP is activated during an incident or Countywide emergency declaration, the City will adopt command and control structures and procedures representative of County response operations in accordance with the requirements of NIMS and ICS.

**1.2.2 Scope**

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

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

**1.3 Relationship to Other Plans**

**1.3.1 Yamhill County Emergency Operations Plan**

The County EOP is an all-hazard plan describing how the County will organize and respond to events that occur in individual cities, across the County, and in the

## 1. Introduction

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 NIMS/ICS is a key element in the overall County response structure and operations.

The 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 15 ESF annexes supplement the information in the Basic Plan and are consistent with the 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 County EOP contains IAs to provide tactical information and critical tasks unique to specific natural and human-caused/technological hazards that could pose a threat to the County.

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

### 1.3.2 State of Oregon Emergency Management Plan

The Oregon EMP is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.270, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the state and to provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP consists of three volumes:

- *Volume I: Preparedness and Mitigation* consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
- *Volume II: Emergency Management Plan* broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the emergency management organization; contains FAs that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and includes hazard-specific annexes.

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- *Volume III: Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.

Activation and implementation of the Oregon EMP (or specific elements of the plan) may occur under various situations. The following criteria would result in activation of the EMP, including the EOP:

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency;
- The Governor issues a "State of Emergency";
- A Statewide disaster is imminent or occurring;
- Terrorist activities or weapons of mass destruction (WMD) incidents are occurring or imminent;
- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University or Reed College;
- A community emergency (or other appropriate Chemical Stockpile Emergency Preparedness Program Emergency Classification Level) occurs involving the Umatilla Chemical Depot;
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities;
- A geographically limited disaster requires closely coordinated response by more than one State agency; and/or
- An affected city or county fails to act.

### 1.3.3 Continuity of Operations and Continuity of Government Plans

The City has not formalized a City Continuity of Operations (COOP) or a Continuity of Government (COG) plan to date. However, once they have been developed and implemented, these plans may be used in conjunction with the EOP during various emergency situations. The COOP and COG plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of local government, private-sector businesses, and community services and delineate procedures to support their continuation. COOP/COG plan elements may include, but are not limited to:

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- Identification and prioritization of essential functions;
- Establishment of orders of succession for key positions;
- Establishment of delegations of authority for making policy determination and other decisions;
- Identification of alternate facilities, alternate uses for existing facilities, and, as appropriate, virtual office options, including telework;
- Development of interoperable communications systems;
- Protection of vital records needed to support essential functions;
- Management of human capital;
- Development of a Test, Training, and Exercise Program for continuity situations;
- Devolution of Control planning; and
- Reconstitution and resumption of normal operations.

### **1.3.4 Natural Hazard Mitigation Plan**

A mitigation plan seeks to provide resources, information, and strategies for risk reduction, while helping to guide and coordinate mitigation activities throughout the County. The plan provides a set of action items to reduce risk from natural hazards through education, outreach programs, the development of partnerships, and the implementation of preventative activities. The City of McMinnville has not currently adopted a Natural Hazard Mitigation Plan; however, a detailed hazard analysis can be found in Chapter 2.

## **1.4 Authorities**

### **1.4.1 Legal Authorities**

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

**Summary of ORS 401**

*401.305 Emergency management agency of city...Emergency Program Manager. "Each City may establish an emergency management agency which shall be directly responsible to the executive officer or governing body of the ...city. The executive officer or governing body of each...city which participates, shall appoint an Emergency Program Manager who shall have responsibility for the organization, administration, and operation of such agency, subject to the direction and control of the... city... and may perform such functions outside the territorial limits as required under any mutual aid agreement or as authorized by the...city."*

*401.315 City authorized to incur obligations for emergency services. "In carrying out the provisions of ORS 401.015 to 401.105, 401.260 to 401.325 and 401.355 to 401. 580,...cities may enter into contracts and incur obligations necessary to mitigate, prepare for, respond to, or recover from emergencies or major disasters."*

*401.325 Emergency management agency appropriation: tax levy. (1) "Each...city may make appropriations in the manner provided by law for making appropriations for the expenses of the...city, for the payment of expenses of its emergency management agency, and may levy taxes upon the taxable property within the...city." (2) "An appropriation made under subsection (1) of this section shall be budgeted so that it is possible to identify it as a distinguishable expense category."*

*401.335 Temporary Housing for disaster victims; political subdivision's authority. "Any political subdivision of this state is expressly authorized to acquire, temporarily or permanently, by purchase, lease, or otherwise, sites required for installation of temporary housing units for disaster victims, and to enter into arrangements necessary to prepare or equip such sites to utilize the housing units."*

The City has formally adopted NIMS under Resolution No. 2009-4, dated February 24, 2009. Procedures supporting NIMS implementation and training for the City have been developed and formalized by the City EMA.


As approved by the City Council, the Police Department has been identified as the lead agency in the EMA. The EMA functions as a team, with the Emergency Management Coordinator as a team leader. The Emergency Management Coordinator has the authority and responsibility for the organization, administration, and operation of the EMA.

Table 1-7 sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

<b>Table 1-7 Legal Authorities</b>
<b>Federal</b>
<ul style="list-style-type: none"> <li>– Federal Civil Defense Act of 1950, PL 81-950 as amended</li> <li>– The Disaster Relief Act of 1974, PL 93-288 as amended</li> <li>– Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707</li> <li>– Title III, of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended</li> <li>– Code of Federal Regulations, Title 44. Emergency Management Assistance</li> <li>– Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988</li> <li>– Executive Order 12472, Assignment of National Security and Emergency Preparedness Telecommunications Functions, of April 3, 1984</li> </ul>
<b>State of Oregon</b>
<ul style="list-style-type: none"> <li>– Oregon Revised Statutes 401.305 through 401.335.</li> <li>– Executive Order of the Governor</li> </ul>
<b>Yamhill County</b>
<ul style="list-style-type: none"> <li>– Yamhill County Ordinance 759</li> </ul>
<b>City of McMinnville</b>
<ul style="list-style-type: none"> <li>– City Resolution No. 2009-4</li> </ul>

### 1.4.2 Mutual Aid and Intergovernmental Agreements

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

 Existing Mutual Aid Agreements are identified in Appendix D of this plan.

Copies of these documents can be accessed from the individual department heads. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

## 1.5 Emergency Powers

### 1.5.1 City of McMinnville Disaster Declaration Process

A declaration of a State of Emergency by the City is the first step in accessing Federal disaster assistance. The McMinnville City Council has the legal authority under ORS 401 (see Section 1, Page 3) to declare that a local emergency exists. (See the Basic Plan, Appendix A for a sample Disaster Declaration Form.)

If a quorum of the Councilors cannot be assembled within a reasonable period of time, this authority is delegated first to the Mayor, then to the Council President,

## 1. Introduction

and then to the City Manager. If the City Manager is unable to act due to absence or incapacity, the acting City Manager or Emergency Management Coordinator may exercise local declaration authority. If in the judgment of the Incident Commander (IC), time does not permit access to others authorized, the IC can declare a State of Emergency. If the declaration is made by anyone listed above other than the City Council, the City Council should convene as soon as practical to ratify the State of Emergency declaration. The declaration of a local state of emergency must include:

- A description of the situation and existing conditions;
- A delineation of the affected area's geographic boundaries;
- A declaration that all appropriate and available local resources have been expended; and
- A request for the type of assistance required.

### 1.5.2 Yamhill County Declaration Process

The County Board of Commissioners and/or Sheriff will issue an Emergency Declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration. In the context of the County EOP, a disaster or major emergency is considered an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. Under such conditions, the EOP will be activated. If possible, an Initial Damage Assessment (IDA) will be conducted by local jurisdictions and/or the County prior to requesting State or Federal assistance (see FA 3 for additional IDA information). Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

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, and it is determined that conditions have progressed past the staffing power, equipment, or other resource capabilities of the affected municipality or County department, a mayor or County department head will request that the following officials activate this EOP and the County Emergency Operations Center (EOC):

- Yamhill County Sheriff, or designee;

## 1. Introduction

- Yamhill County Emergency Management Director, or designee; and
- Yamhill County Board of Commissioners, or designee.

Yamhill County's local declaration process involves an escalation through the Emergency Management Director (or designee) to the Board of Commissioners for a formal declaration of emergency or disaster. The declaration will then 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 by OERS for allocation of State resources to support the response. A draft emergency/disaster declaration templates for the City is included in Appendix A of this document.

During a pending, suspected, or confirmed Public Health Emergency, the Yamhill County Local Public Health Officials will advise the Board of Commissioners and Emergency Management regarding a declaration; the Board of Commissioners will then sign a declaration and forward it to the State for review by the Governor. For the purposes of this document, Local Public Health Officials refer to the positions of Health Department Administrator, Local Public Health Manager, and the Local Health Officer.

The County Emergency Management Director will contact OEM using the OERS, and collaboratively decide upon allocation of State resources to support emergency response objectives. Human isolation and quarantine issues will be addressed by the Local Public Health Officials. Human isolation and quarantine issues will be addressed by the Yamhill County Health Administrator and the Yamhill County Legal Department. A court order to implement formal procedures must be requested and issued through the County Court.

Animal quarantine measures will be implemented through Yamhill County Sheriff and do not require a court order for enforcement. 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. Support from the State Brand Inspector, State agricultural agencies, Cooperative Extension Services, and the Oregon Department of Human Services would be included in operational 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 the ODA's Veterinary Emergency Response Teams.

### 1.5.3 Lines of Succession

Table 1-8 provides the policy and operational lines of succession during an emergency for the City.



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<b>Table 1-8 City Lines of Succession</b>	
<b>Emergency Operations</b>	<b>Emergency Policy and Governance</b>
City Manager	Mayor
City Emergency Management Coordinator	Council members (order of succession)
Incident Commander	City Manager
	Incident Commander

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. All employees should be trained on the protocols and contingency plans required to maintain leadership within the department. The Emergency Management Coordinator will provide guidance and direction to department heads to maintain COOP and COG during an emergency. Individual department heads within the City are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

**1.5.4 Request, Allocation, and Distribution of Resources**

Resource requests and emergency/disaster declarations must be submitted by the City Manager to the County Emergency Manager according to provisions outlined under ORS Chapter 401.

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

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. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The McMinnville Fire Department Fire Chief and the Yamhill County Fire Defense Board Chief assess the status of the incident(s) and, after determining that 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.

**1.5.5 Financial Management**

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

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Expenditure reports should be submitted to the Finance Section and managed through the Section Chief (Finance Director, or designee) to identify budgetary shortfalls. The Logistics Section will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing Federal Emergency Management Agency (FEMA) Public Assistance reimbursement requests.

### 1.5.6 Liability Issues

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

## 1.6 Safety of Employees and Family

All department heads (or designees) are responsible for the safety of employees. Employees should attempt to make contact with their supervisors and/or managers within the first 24 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the overall response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency. Safety precautions and personal protective equipment decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures. First Responders also receive annual training on Hazardous Materials Responses and First Aid procedures in order to maintain skills, keep up on updates and changes in procedures, and to maintain safety awareness.

If necessary, the Oregon Occupational Safety and Health Administration may provide assistance and guidance on worker safety and health issues. Information about emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the County EOP and the supporting plans and procedures.

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

# 2

## Situation and Planning Assumptions

### 2.1 Situation

The City of McMinnville is exposed to a variety of hazards, many of which have the potential of disrupting the community, causing damage, and creating casualties. Possible natural hazards include earthquakes, droughts, floods, wildfires, and winter storms. The threat of an intentional criminal, terrorist, or war-related incident such as a nuclear, biochemical, or conventional attack is present as well. Other disaster situations could develop from hazardous material (HazMat) accidents, health-related incidents, conflagrations, or major transportation disruptions.

#### 2.1.1 Community Profile

The City of McMinnville is located 35 miles southwest of the city of Portland in Yamhill County. Currently, McMinnville has an approximate population of 32,760 and a total land area of approximately 11 square miles. Highway 18 passes through the southeast side of the City, with Highway 99W running through the center from north to south. Willamette and Pacific Railway cargo rail line runs through town from the north to the south on the east side of town. The South Yamhill River flows through the east side of the City, with the North Yamhill River flowing along the north City limits. The city also contains Cascade Steel Rolling Mills, Air Liquide Corporation, (and many other industrial hazards) which contain chemicals or industrial processes that have the potential to jeopardize a portion of the community. The City also hosts a number of large city celebrations such as Turkey Rama and Alien Days/Daze and is host city for the Yamhill County Fair. These celebrations can put undue strain on services within the City.

#### 2.1.2 Hazards and Threats

The hazards to which the City of McMinnville is exposed are detailed in the following sections.

##### 2.1.2.1 Weather

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

## 2. Situation and Assumptions

### 2.1.2.2 Hazardous Materials

Hazardous materials incidents, although major incidents are rare in the City, include both fixed site and transportation-related incidents involving hazardous and radiological materials. This hazard also includes drug laboratories.

### 2.1.2.3 Utility Failure/Resource Shortage

This hazard includes the shortage or loss of power, water, sewer, or natural gas supplies, as well as shortages of fuel such as oil, gasoline, diesel, and food supplies.

### 2.1.2.4 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 appears to indicate that earthquake potential has been underestimated and that the area is potentially subject to a “great” earthquake (in excess of 9 on the Richter scale) from the Cascadia Subduction Zone.

### 2.1.2.5 Volcano

This hazard includes the ash fall that might result from another eruption of Mount St. Helens. Mount Hood is also considered to be active as well.

### 2.1.2.6 Flood

The South Yamhill River runs through the east side of McMinnville and has been subject to severe flooding. Cozine Creek also runs through town on the west side and has also experienced severe flooding. Most of the flooding that has occurred has not affected the population base requiring evacuation, but the potential for such an event remains.

### 2.1.2.7 Health Epidemic

This hazard includes contagious diseases and other health-related epidemics.

### 2.1.2.8 Nuclear Incident

This hazard includes not only the detonation of nuclear weapons, by accident or deliberate launch, but any transportation accident or release from a fixed facility.

### 2.1.2.9 Transportation and 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.

### 2.1.2.10 Fire

Level II urban fire occurrences are infrequent in McMinnville.

2. Situation and Assumptions

2.1.2.11 Civil Disorder and Terrorism

This hazard includes riot, protests, demonstrations, and strikes, as well as acts of terrorism.

2.1.3 Hazard Analysis

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

Hazard	Rating Criteria with Weight Factors				Total Score
	History <sup>1</sup> (WF=2)	Vulnerability <sup>2</sup> (WF=5)	Max Threat <sup>3</sup> (WF=10)	Probability <sup>4</sup> (WF=7)	
<i>Score for each rating criteria = Rating Factor (High = 10 points; Moderate = 5 points; Low = 1 point) X Weight Factor (WF)</i>					
Weather	H	H	H	H	<b>240</b>
Hazardous Materials Spill	H	H	H	H	<b>240</b>
Utility Failure	H	H	H	H	<b>240</b>
Resource Shortage	H	H	H	H	<b>240</b>
Earthquake	L	H	H	M	<b>187</b>
Volcano/Ash	L	H	H	M	<b>187</b>
Flood	H	M	M	H	<b>165</b>
Health Epidemic	L	H	H	L	<b>159</b>
Nuclear Incident	L	H	H	L	<b>159</b>
Transportation Incident	H	L	L	H	<b>105</b>
Industrial Incident	H	L	L	M	<b>105</b>
Fire	L	L	L	M	<b>52</b>
Civil Disorder/ Terrorism	L	L	L	L	<b>24</b>
<b>Notes:</b>					
1. History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; moderate = 3 events in last 100 years; low = 1 or 0 events in last 100 years.					
2. Vulnerability addresses the percentage of population or property likely to be affected by a major emergency or disaster. Weight Factor is 5. Rating factors: high = more than 10% affected; moderate = 1%-10% affected; low = less than 1% affected.					
3. Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; moderate = 5%-25% could be affected; low = less than 5% could be affected.					
4. Probability addresses the likelihood of a future major emergency or disaster within a specified period of time. Weight Factor is 7. Rating factors: high = one incident within a 10-year period; moderate = one incident within a 50-year period; low = one incident within a 100-year period.					

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## 2. Situation and Assumptions

### 2.2 Assumptions

The assumptions upon which this EOP is predicated are outlined below.

- The City will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Outside assistance will be available in most emergency situations affecting the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- It is possible for a major disaster to occur at any time and at any place in the City. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can occur with little or no warning.
- Local government officials recognize their responsibilities for the safety and well being of the public and will assume their responsibilities in the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

# 3

## Roles and Responsibilities

### 3.1 General

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

The City Manager, through the Police and Fire Chiefs, has delegated the responsibility for emergency management planning and operations for the City to the Emergency Management Coordinator.

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

During a City-declared disaster, control is not relinquished to County or State authority but remains at the local level for the duration of the event. Some responsibilities may be shared under mutual consent.

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

### 3.2 Emergency Management Agency

The City does not have an office or division of emergency management services separate from its existing departments, but has been delegated as a joint responsibility between the Police and Fire Departments. The Police and Fire Department Chiefs have jointly designated an Emergency Management Coordinator and is responsible for the development and training of an Emergency Management Agency capable of managing the response and recovery of a major emergency in accordance with the provisions of this plan. Any department head, or designee, has the authority to initiate activation of the Emergency Operations

### 3. Roles and Responsibilities

Center. Once the EOC has been activated, the Police Chief, Fire Chief and/or Emergency Management Coordinator should be notified. As a result, the organizational structure for the City's emergency management program can vary depending upon the location, size, and impact of the incident.

For the purposes of this plan, the structure will be referred to generally as the City of McMinnville Emergency Management Agency (EMA) with the Emergency Management Coordinator handling the day to day operations. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City's emergency management structure.

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

#### 3.2.1 Executive Group

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

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



### 3. Roles and Responsibilities

#### 3.2.1.1 Mayor and City Council

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance;
- Adopting an EOP and other emergency management–related resolutions;
- Declaring a State of Emergency and requesting assistance through the County (performed by the Mayor or designee); see Appendix A and FA 4;
- Acting as liaison to the community during activation of the EOC;
- Acting on emergency funding needs; and
- Attending timely ICS update briefings.

#### 3.2.1.2 City Manager

The City Manager is responsible for:

- Implementing the policies and decisions of the governing body;
- Ensuring that a Public Information Officer (PIO) has been designated;
- Actively participating in the emergency planning process;
- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan;
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements;
- Directing the emergency operational response of City services; and
- Ensuring, through the City Recorder, that plans are in place for the protection and preservation of City records.

#### 3.2.1.3 Emergency Program Manager

As designated by both the Police and Fire Chief, a police officer serves as the Emergency Program Manager for the City. The Emergency Program Manager has the day-to-day authority and responsibility for overseeing emergency management programs and activities. The Emergency Program Manager works with the Executive Group to ensure that there are unified objectives with regard to the County’s emergency plans and activities, including coordinating all aspects of the County’s capabilities. The Emergency Program Manager coordinates all components of the local emergency management program, including assessing the availability and readiness of local resources most likely required during an

### 3. Roles and Responsibilities

incident and identifying and correcting any shortfalls. In particular, the Emergency Program Manager is responsible for:

- Serving as staff advisor to the City Council and City Manager on emergency matters;
- Coordinating emergency management planning and general preparedness activities of the government and maintenance of this plan;
- Analyzing the emergency skills required and arranging the training necessary to provide those skills;
- Ensuring compliance with State and Federal regulations;
- Facilitating the plan review process and recommending revisions as necessary;
- Conducting exercises to test the plan and response capabilities;
- Preparing and maintaining a resource inventory;
- Ensuring the operational capability of the City EOC;
- Keeping the governing body apprised of the City preparedness status and anticipated needs;
- Representing the City in all emergency management activities;
- Maintaining City notification/call rosters;
- Developing and maintain mutual aid agreements, as needed;
- Serving as day-to-day liaison between City and County Emergency Management; and
- Maintaining liaison with organized emergency volunteer groups and private agencies.

#### 3.2.1.4 City Department Heads

Department and agency heads collaborate with the Executive Group during development of local emergency plans and provide key response resources. City department and agency heads and their staffs develop, plan, and train to learn internal policies and procedures for meeting response and recovery needs safely. They should also participate in interagency training and exercise to develop and maintain the necessary capabilities. Department and agency heads not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Mayor or City Manager.

### 3. Roles and Responsibilities

#### 3.2.2 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include the Fire Department and Emergency Medical Service (EMS), Police Department, the Community Development Department, and County Public Health. This section is organized by function, with the primary responsibility assigned to the appropriate City or County agency.

##### 3.2.2.1 Transportation

*City of McMinnville Community Development Department*

City public works is responsible for:

- Planning for and identifying high-hazard areas and numbers of potential evacuees, including the number of people requiring transportation to reception areas and taking into account special needs populations;
- Coordinating transportation needs for special needs populations;
- Identifying emergency traffic routes;
- Determining optimal traffic flow and movement priority from residences to highways;
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation;
- Coordinating transportation services, equipment, and personnel using emergency routes;
- Providing guidance on commuting arrangements for essential workers during the evacuation period;
- Proposing locations of roadblocks and patrols for evacuation movement;
- Providing patrols and safety measures in the evacuated area and reassigning personnel during the evacuation period; and
- Preparing and maintaining supporting standard operating procedures (SOPs) and annexes.

### 3. Roles and Responsibilities

#### 3.2.2.2 Communications

##### Alert and Warning

*Yamhill Communications Agency (YCOM) and City of McMinnville Police Department*

Once an emergency has occurred, the following tasks are necessary to ensure that the proper agencies are notified, helping to facilitate a quick and coordinated response.

- Disseminating emergency public information, as requested;
- Receiving and disseminating warning information to the public and key County and City officials; and
- Preparing and maintaining supporting SOPs and annexes.

##### Communication Systems

*Yamhill Communications Agency (YCOM) and City of McMinnville Police Department*

The following tasks are necessary to ensure that the City maintains reliable and effective communications among responders and local government agencies during an emergency:

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

#### 3.2.2.3 Public Works and Engineering

*City of McMinnville Community Development Department*

City Community Development agencies are responsible for the following tasks in an emergency:

- Serving as lead agency for flooding, resource shortages, earthquake, and volcanic ash;
- Barricading of hazardous areas;
- Performing priority restoration of streets and bridges;
- Protecting and restoring waste treatment and disposal systems;

### 3. Roles and Responsibilities

- Augmenting sanitation services;
- Assessing damage to streets, bridges, traffic control devices, wastewater treatment systems, and other public works facilities;
- Removing debris;
- Assessing damage to City-owned facilities;
- Condemning unsafe structures;
- Directing temporary repair of essential facilities ; see SA 3, Vital Services ;
- Providing emergency response and incident command according to department SOPs;
- Conducting flood monitoring and, to the extent possible, flood control;
- Providing support to the traffic, crowd control, and evacuation process;
- Providing support to Law Enforcement and Fire emergency operations as requested;
- Maintaining internal notification/call rosters;
- Safeguarding essential department records;
- Developing and maintaining mutual aid agreements necessary for department response;
- Providing a representative to the City Emergency Management Organization;
- Actively participating in the Emergency Management planning process; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.4 Firefighting

##### *City of McMinnville Fire Department (MFD)*

City fire services are responsible for the following tasks during an emergency:

- Providing fire prevention and suppression, emergency medical aid, prevention, and inspection in order to prevent loss of life, loss of property, and damage to the environment;
- Inspecting damaged areas for fire hazards;

### 3. Roles and Responsibilities

- Providing hazardous materials spills containment, cleanup, planning, and coordination;
- Providing emergency response and incident command according to MFD SOPs;
- Establishing and enforcing fire prevention codes;
- Assisting law enforcement personnel with evacuation operations;
- Serving as the alternate City warning point; receiving warning information, disseminating information, and mobilizing City staff as necessary;
- Providing support to law enforcement and operations emergency response as requested;
- Safeguarding essential department records;
- Maintaining internal notification/call rosters;
- Developing and maintaining mutual aid agreements;
- Providing a representative to the City Emergency Management Agency;
- Actively participating in the emergency planning process;
- Inspecting shelters for fire hazards; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.5 Emergency Management

##### Emergency Operations Center

*City of McMinnville Emergency Management Coordinator*

The following tasks are necessary for the City to activate and utilize its EOC to support and coordinate response operations during an emergency:

- Directing and controlling local operating forces;
- Maintaining contact with neighboring jurisdictions and the County EOC;
- Maintaining the EOC in an operating mode at all times or having the ability to convert EOC space into an operating condition;
- Assigning representatives (by title) to report to the EOC and developing procedures for crisis training; and

### 3. Roles and Responsibilities

- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

#### 3.2.2.6 Mass Care, Emergency Assistance, Housing, and Human Services

##### Evacuation and Population Protection

*City of McMinnville Emergency Management Agency*

The following tasks are designed to implement and support protective actions by the public and coordinate an evacuation:

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

##### Shelter and Mass Care

*Yamhill County Health and Human Services and American Red Cross*

The City relies on the support of the County to provide Shelter and Mass Care Services and has adopted the procedures outlined in the County EOP. The Yamhill County Health Department, with support from the Oregon Trail 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. Relevant operations are detailed in ESF 6 – Housing and Human Services and ESF 11 – Agriculture and Natural Resources of the County EOP; general responsibilities include:

- Maintaining the Community Shelter Plan and Animal Disaster Response Plan;
- Supervising the Shelter Management program (stocking, marking and equipping, etc.) for natural disasters;

### 3. Roles and Responsibilities

- Coordinating support with other City and County departments, relief agencies, and volunteer groups; and
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.

#### 3.2.2.7 Logistics Management and Resource Support

*City of McMinnville Police Department, Fire Department and Finance Department*

The following tasks are necessary to identify and acquire resources before and during an emergency:

- Establishing procedures for employing temporary personnel for disaster operations;
- In cooperation with the Police Department, establishing and maintaining a staffing reserve;
- Coordinating deployment of reserve personnel to City departments requiring augmentation;
- Establishing emergency purchasing procedures and/or a disaster contingency fund;
- Maintaining records of emergency-related expenditures for purchases and personnel; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.8 Public Health and Emergency Medical Services

*Yamhill County Health and Human Services and City of McMinnville Fire Department*

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



### 3. Roles and Responsibilities

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations, including provisions for the “special needs” population;
- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead;
- Coordinating mass vaccination chemoprophylaxis;
- Coordinating isolation and/or quarantine of infected persons;
- Coordinating delivery and set-up of the National Pharmaceutical Stockpile Plan;
- Providing emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances;
- Coordinating for council of churches and other volunteer agencies;
- Identifying emergency feeding sites (coordinating with the American Red Cross and Salvation Army);
- Identifying sources of clothing for disaster victims (may coordinate with the Salvation Army or other disaster relief organization);
- Securing sources of emergency food supplies (with the American Red Cross and Salvation Army);
- Coordinating operation of shelter facilities operated by the City or County, local volunteers, or organized disaster relief agencies such as the American Red Cross;
- Coordinating special care requirements for sheltered groups such as unaccompanied children and the elderly; and
- Designating a coordinator/liaison to participate in all phases of the County emergency management program, when necessary or as requested.

#### 3.2.2.9 Search and Rescue

*Yamhill County Sheriff’s Office Search and Rescue Team and McMinnville Fire Department (depending upon whether the rescue operation is urban or rural)*

Yamhill County Search and Rescue and McMinnville Fire Department are responsible for:

- Coordinating available resources to search for and rescue persons lost outdoors;

### 3. Roles and Responsibilities

- Cooperating with and extending assistance to surrounding jurisdictions, on request and as resources allow;
- Establishing and monitoring training standards for certification of search and rescue personnel; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.10 Oil and Hazardous Materials Response

*City of McMinnville Fire Department and Regional HazMat Coordinator*

The Fire Department and Regional HazMat Coordinator are responsible for:

- Assessing the health effects of a hazardous materials release;
- Identifying the needs for Hazardous Materials incident support from regional and state agencies;
- Dissemination of protective action; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.11 Agriculture and Natural Resources

*Yamhill County Health and Human Services*

County health and human services is responsible for:

- Collecting information from a variety of sources to determine the critical needs of the affected population in terms of numbers of people, impacted areas, and usable food preparation facilities for congregate feeding;
- Working with the American Red Cross to determine food and potable water needs;
- Identifying the elderly or disabled to ensure that their basic needs are being met;
- Working with long-term care facilities to ensure that their food and water needs are being met;
- Identifying public health concerns relating to the availability of potable water;
- Monitoring the status of water systems to ensure that basic needs can be met;
- Inspecting food service operations and public shelters to ensure that public health needs are met;

### 3. Roles and Responsibilities

- Providing assistance and information to the public regarding actions to ensure the safety of potable water; and
- Working with appropriate agencies to prevent threats to public health that may be caused by contamination of drinking water from sewer or septic systems.

#### 3.2.2.12 Energy and Utilities

*City of McMinnville Community Development Department and McMinnville Water and Light*

The City Community Development and McMinnville Water and Light Directors are responsible for:

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

#### 3.2.2.13 Law Enforcement Services

*City of McMinnville Police Department*

City enforcement services are responsible for the following tasks:

- Protect life, property and preserve order;
- Law enforcement and criminal investigation;
- Serving as lead agency for acts of civil disorder and terrorism, transportation and industrial accidents, and search and rescue;
- Providing emergency response and incident command according to department SOPs;
- Traffic, crowd control, and site security;
- Isolation of damaged area;
- Damage reconnaissance and reporting;
- Disaster area evacuation;
- Serving as a warning point; receiving warning information, disseminating information, and mobilizing City staff as necessary;

### 3. Roles and Responsibilities

- Providing support for Fire and Public Works Departments emergency operations as requested;
- Safeguarding essential department records;
- Maintaining internal notification/call rosters;
- Developing and maintaining mutual aid agreements necessary for department response;
- Providing a representative to the City Emergency Management Organization;
- Actively participating in the emergency planning process; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.14 Recovery

##### Damage Assessment

*City of McMinnville Community Development Department*

The City Building Department and Public Works are responsible for:

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

#### 3.2.2.15 External Affairs

*Public Information Officers*

The following tasks are necessary to ensure provision of reliable, timely, and effective information/warnings to the public at the onset of, and throughout, a disaster:

### 3. Roles and Responsibilities

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

#### 3.2.2.16 Legal Services

##### *City of McMinnville Attorney*

The City Attorney is responsible for the following tasks in the event of an emergency:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invoking measures to:
  - Implement wage, price, and rent controls,
  - Establish rationing of critical resources,
  - Establish curfews,
  - Restrict or deny access,
  - Specify routes of egress,
  - Limit or restrict use of water or other utilities, and
  - Remove debris from publicly or privately owned property;
- Reviewing and advising City officials regarding possible liabilities arising from disaster operations, including the exercising of any or all of the above powers;
- Preparing and recommending local legislation to implement the powers required during an emergency;

### 3. Roles and Responsibilities

- Advising City officials and department heads regarding record keeping requirements and other documentation necessary to exercise emergency powers;
- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County or City government in disaster events; and
- Preparing and maintaining supporting SOPs and annexes.

#### 3.2.2.17 Volunteer and Donation Management

##### *Emergency Program Manager*

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

#### 3.2.2.18 Other Agency Responsibilities

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

### 3.3 Local and Regional Response Partners

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

#### 3.3.1 Private Sector

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

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

### 3. Roles and Responsibilities

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

#### 3.3.2 Nongovernmental Organizations

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

The roles of NGOs in an emergency may include:

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

#### 3.3.3 Individuals and Households

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

- Reducing hazards in their homes;
- Preparing emergency supply kits and household emergency plans;
- Monitoring emergency communications carefully;
- Volunteering with established organizations; and
- Enrolling in emergency response training courses.

### 3. Roles and Responsibilities

#### 3.4 County Response Partners

The County Emergency Manager has been appointed under the authority of the County Board of Commissioners. The County Emergency Manager is responsible for developing a Countywide emergency management program that, through cooperative planning efforts with the incorporated communities of the County, will provide a coordinated response to a major emergency or disaster.

Additional responsibilities:

- Serving as lead agency for health epidemic emergencies;
- Providing resources to the City, as available, when requested;
- Forwarding requests for a Declaration of Emergency;
- Providing a representative to the City Emergency Management Organization;
- Actively participating in the emergency planning process; and
- Providing liaison with other emergency management organizations and the State of Oregon.

#### 3.5 State Response Partners

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

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

#### 3.6 Federal Response Partners

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



**3. Roles and Responsibilities**

**3.7 Response Matrix**

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

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 1 Transportation</b>	<ul style="list-style-type: none"> <li>■ Aviation/airspace management and control</li> <li>■ Transportation safety</li> <li>■ Restoration and recovery of transportation infrastructure</li> <li>■ Movement restrictions</li> <li>■ Damage and impact assessment</li> </ul>	McMinnville Department of Public Works	Yamhill County Emergency Management Yamhill County Public Works	Dept. of Transportation	Dept. of Transportation
<b>ESF 2 Communications</b>	<ul style="list-style-type: none"> <li>■ Coordination with telecommunications and information technology industries</li> <li>■ Restoration and repair of telecommunications infrastructure</li> <li>■ Protection, restoration, and sustainment of national cyber and information technology resources</li> <li>■ Oversight of communications within the Federal incident management and response structure</li> </ul>	Yamhill Communications Agency McMinnville Police Department	Yamhill County Sheriff's Office	Office of Emergency Management	Dept. of Homeland Security (National Communications System)
<b>ESF 3 Public Works &amp; Engineering</b>	<ul style="list-style-type: none"> <li>■ Infrastructure protection and emergency repair</li> <li>■ Infrastructure restoration</li> <li>■ Engineering services and construction management</li> <li>■ Emergency contracting support for life-saving and life-sustaining services</li> </ul>	McMinnville Department of Public Works	Yamhill County Public Works	Dept. of Transportation	Dept. of Defense (U.S. Army Corps of Engineers)
<b>ESF 4 Firefighting</b>	<ul style="list-style-type: none"> <li>■ Coordination of Federal firefighting activities</li> <li>■ Support to wildland, rural, and urban firefighting operations</li> </ul>	McMinnville Fire Department	Yamhill County Fire Defense Board Chief Fire Chiefs from responding Jurisdictions	Dept. of Forestry, State Fire Marshal	Dept. of Agriculture (U.S. Forest Service)
<b>ESF 5 Emergency Management</b>	<ul style="list-style-type: none"> <li>■ Coordination of incident management and response efforts</li> <li>■ Issuance of mission assignments</li> <li>■ Resource and human capital</li> <li>■ Incident action planning</li> <li>■ Financial management</li> </ul>	McMinnville Emergency Program Manager	Yamhill County Emergency Management	Office of Emergency Management	Dept. of Homeland Security (FEMA)

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 6 Mass Care, Emergency Assistance, Housing &amp; Human Services</b>	<ul style="list-style-type: none"> <li>■ Mass care</li> <li>■ Emergency assistance</li> <li>■ Disaster housing</li> <li>■ Human services</li> </ul>	McMinnville Emergency Program Manager  American Red Cross	Yamhill County Health and Human Services  Yamhill County Emergency Management	Dept. of Human Services	Dept. of Homeland Security (FEMA)
<b>ESF 7 Logistics Management &amp; Resource Support</b>	<ul style="list-style-type: none"> <li>■ Comprehensive, national incident logistics planning, management, and sustainment capability</li> <li>■ Resource support (facility space, office equipment and supplies, contracting services, etc.)</li> </ul>	McMinnville Police Department, McMinnville Fire Department  McMinnville Finance Department	Yamhill County Emergency Management	Dept. of Administrative Services	General Services Administration & Dept. of Homeland Security (FEMA)
<b>ESF 8 Public Health &amp; Medical Services</b>	<ul style="list-style-type: none"> <li>■ Public health</li> <li>■ Medical services</li> <li>■ Behavioral health services</li> <li>■ Mass fatality management</li> </ul>	Yamhill County Health and Human Services  McMinnville Fire Department	Yamhill County Health and Human Services	Dept. of Human Services – Public Health Division	Dept. of Health and Human Services
<b>ESF 9 Search &amp; Rescue</b>	<ul style="list-style-type: none"> <li>■ Life-saving assistance</li> <li>■ Search and rescue operations</li> </ul>	McMinnville Fire Department	Yamhill County Sheriff’s Office Search and Rescue Team	Office of Emergency Management  State Fire Marshal	Dept. of Homeland Security (FEMA)
<b>ESF 10 Oil &amp; Hazardous Materials</b>	<ul style="list-style-type: none"> <li>■ Oil and hazardous materials (chemical, biological, radiological, etc.) response</li> <li>■ Environment short- and long-term cleanup</li> </ul>	McMinnville Fire Department  Regional HazMat Coordinator	Fire Chiefs from responding Jurisdictions	Dept. of Environmental Quality  State Fire Marshal	Environmental Protection Agency
<b>ESF 11 Agriculture &amp; Natural Resources</b>	<ul style="list-style-type: none"> <li>■ Nutrition assistance</li> <li>■ Animal and plant disease and pest response</li> <li>■ Food safety and security</li> <li>■ Natural and cultural resources and historic properties protection</li> <li>■ Safety and well-being of household pets</li> </ul>	Yamhill County Health and Human Services	Yamhill County Emergency Management  Yamhill County Extension Service	Dept. of Agriculture	Dept. of Agriculture

3. Roles and Responsibilities

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
<b>ESF 12 Energy</b>	<ul style="list-style-type: none"> <li>▪ Energy infrastructure assessment, repair, and restoration</li> <li>▪ Energy industry utilities coordination</li> <li>▪ Energy forecast</li> </ul>	McMinnville Department of Public Works McMinnville Water and Light	Yamhill County Emergency Management	Dept. of Administrative Services Dept. of Energy Public Utility Commission	Dept. of Energy
<b>ESF 13 Public Safety &amp; Security</b>	<ul style="list-style-type: none"> <li>▪ Facility and resource security</li> <li>▪ Security planning and technical resource assistance</li> <li>▪ Public safety and security support</li> <li>▪ Support to access, traffic, and crowd control</li> </ul>	McMinnville Police Department	Yamhill County Sheriff's Office	Dept. of Justice, Oregon State Police	Dept. of Justice
<b>ESF 14 Long-Term Community Recovery</b>	<ul style="list-style-type: none"> <li>▪ Social and economic community impact assessment</li> <li>▪ Long-term community recovery assistance to States, tribes, local governments, and the private sector</li> <li>▪ Analysis and review of mitigation program implementation</li> </ul>	McMinnville Building Department	Yamhill County Assessor Yamhill County Planning & Development Yamhill County Circuit Court Yamhill County Chamber of Commerce	Economic and Community Development Office of Emergency Management	Dept. of Homeland Security (FEMA)
<b>ESF 15 External Affairs</b>	<ul style="list-style-type: none"> <li>▪ Emergency public information and protective action guidance</li> <li>▪ Media and community relations</li> <li>▪ Congressional and international affairs</li> <li>▪ Tribal and insular affairs</li> </ul>	Public Information Officer McMinnville Emergency Program Manager	Regional Public Information Officer Network	Office of Emergency Management	Dept. of Homeland Security

# 4

## Concept of Operations

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as the fire department and police departments, sometimes also involving hospitals, local health departments, and regional fire and hazardous materials teams. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receive priority.

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 and property from the effects of emergency and disaster events. This EOP should be used when the City of McMinnville or local emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident and not in response to day-to-day operations.

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

### 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; 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. Constant 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 forecasting or predicting 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 Response Priorities

1. **Self-Preservation:** Protection of City employees (including dependents) from the effects of a disaster would be the first priority in emergency response. It is expected that employees' families would be sufficiently prepared to be self-reliant after the initial incident for employees to

## 4. Concept of Operations

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) 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, water and temporary housing for disaster victims would become an immediate priority and would be coordinated through the City EMA 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 those associated with lifesaving, security, and 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, e.g., coordinating additional resources, declaring a state of emergency, and requesting County, State, and Federal assistance.
7. **Recovery:** Key recovery goals include restoration of lost or impaired capabilities caused by the effects of the disaster or other emergency, return to normal operating conditions, and providing non-emergency services to the public.

### 4.4 Incident Management

#### 4.4.1 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, any department head, or designee, has the authority to initiate and implement all or part of this EOP. . In addition, any department head, or designee has the authority to partially or full activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. The Police

## 4. Concept of Operations

Chief, Fire Chief and/or Emergency Management Coordinator should be notified if this occurs. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the Incident Commander and/or the Emergency Management Coordinator 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.

### 4.4.2 Initial Actions

Upon activation of all or part of this EOP, the Incident Commander (or designee) will immediately implement the actions outlined below.

- Alert threatened populations and initiate evacuation as necessary. Refer to FA 1 for more detailed information and specific procedures for issuing citywide warnings and alerts.
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. Refer to FA 2 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.
- Request the City Council to prepare and submit a formal Declaration of Emergency through the County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations. The official declaration may be preceded by a verbal statement.
- Prepare to staff the City EOC as appropriate for the incident with maximum 12-hour shifts.
- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible



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following the emergency. Additional information regarding community recovery procedures can be found in FA 1.

### 4.4.3 Communications, Notification and Warning

Traditional communication lines, such as landline telephones, cellular phones, faxes, pagers, internet/e-mail, and radio, will be used by City response personnel throughout the duration of response activities. Specific information regarding the City's communications is provided in FA 1.

A public warning and broadcast system is established for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster. The Emergency Management Coordinator shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. FA 1 provides detailed information regarding 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. External partners can be activated and coordinated through the City EOC.

### 4.4.4 Direction and Control

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

The City Emergency Management Coordinator 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 the EMA and to work in the EOC during a major disaster. Other departments may be requested to provide assistance in a major emergency.

## 4.5 Inter-jurisdictional Coordination

### 4.5.1 Municipalities

The City is responsible for the direction and control of their local resources during emergencies, including requesting additional resources from mutual aid resources. For those resources not covered under mutual aid, requests shall be directed to the County Emergency Management, including any requests for a State Declaration of Emergency or presidential disaster declaration.

### 4.5.2 Mutual Aid

State law (ORS 402.010 and 402.015) authorizes the City to enter into Cooperative Assistance Agreements with public and private agencies in

## 4. Concept of Operations

accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services.

State law (ORS 402.210) authorizes the creation of an intrastate mutual assistance compact among local governments within the state. The compact streamlines the process by which a local government requests assistance and temporarily acquires resources.

### 4.5.3 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Management Coordinator will coordinate response efforts with business and industry; this includes 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. The PIO will also work with volunteer organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as the American Red Cross, faith-based groups, amateur radio clubs, Community Emergency Response Teams (CERTs), etc.

### 4.5.4 County Government

The County EMO, as defined in the County EOP, can be activated through County Emergency Management. 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.

### 4.5.5 State Government

The State emergency organization, as defined in the State of Oregon EOP, can be activated through the Oregon Military Department, Oregon Emergency Management. 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.

### 4.5.6 Federal Government

The County shall make requests for Federal disaster assistance to Oregon Emergency Management. Federal resources may be requested and provided prior to the formal declaration of a disaster in emergency response situations. A Presidential Disaster Declaration makes available extensive disaster response and

## 4. Concept of Operations

recovery assistance, including financial support to governments, businesses, and individual citizens.

### 4.6 Transition to Recovery

#### 4.6.1 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 short- and long-term recovery operations.

#### 4.6.2 Recovery

Recovery comprises steps that the City will take during and after an emergency to restore government function and community services to the levels that existed prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the 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 of reassessing 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 that extra repairs will mitigate or lessen the chances of, or damages caused by, a similar disaster in the future.

*See FA 4 for additional information, including:*

- 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.

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# 5

## Command and Control

### 5.1 General

The responsibility for emergency management, direction, and control in a time of disaster belongs to the elected City Council. The City Council may declare a “state of emergency.” The City Manager is empowered to assume executive control over all departments, divisions, and offices of the City of McMinnville during a state of emergency and has charter responsibility for operations within the City of McMinnville. Any department head, or designee, may place this plan into effect and may activate and staff the City EOC on a full or partial basis. In the event that one or more of the above actions are implemented, a report of such action will be made to the Fire Chief, Police Chief and/or Emergency Management Coordinator at the first available opportunity.

The Emergency Management Coordinator (or designee) is responsible for ensuring 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. The City Manager (or designee) will provide overall direction of response activities for all City departments. In accordance with State statute (ORS 401.305), the City Manager (or designee) 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 (or designee). Each department or agency will be responsible for having its own SOPs to be followed during response operations.

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

### 5.2 Emergency Operations Center

Response activities will be coordinated from an EOC and will be activated upon notification of a possible or actual emergency. The EOC will track, manage, and allocate appropriate resources and personnel. During large-scale emergencies, the EOC will, in fact, become the seat of government for the duration of the crisis. The EOC will serve as a MACS, if needed.

## 5. Command and Control

See FA 1 for additional information on the EOC.

### 5.2.1 EOC Activation

Any department head, or designee, has the authority to initiate activation of the Emergency Operations Center. Once the EOC has been activated, the Police, Fire Chief and/or Emergency Management Coordinator should be notified. Upon activation of the EOC, the department head, at his or her discretion, may assume the role of EOC Incident Commander.

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

- The EOC Incident Commander will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The on-scene IC may establish an on-scene command post at the scene to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their respective annexes.
- The Emergency Management Coordinator (or designee) will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

### 5.2.2 Emergency Operations Center Location

The primary location for the City EOC is:

City of McMinnville Police Department  
121 SW Adams Street  
McMinnville, Oregon 97128

However, the location of the EOC can change as dictated by the nature of the disaster and the resource requirements needed to adequately respond.

## 5. Command and Control

Coordination and control for City emergency operations will take place from the EOC at the Police Department as long as environmental and incident conditions allow; however, the following facilities within the City may be used as EOCs should it be necessary to relocate:

- McMinnville Fire Department (175 NE First St, McMinnville, OR 97128)
- McMinnville Civic Center (200 NE Second St, McMinnville, OR 97128)
- McMinnville Community Center (600 Northeast Evans Street, McMinnville, OR 97128)
- City Water Reclamation Facility (3500 NE Clearwater Dr, McMinnville, OR 97128)

If environmental conditions do not allow direction and control functions to be conducted from any of the above facilities, alternate locations will be identified, selected, and announced. The City Manager may request that the County Office of Emergency Management allow the City of McMinnville direction and control functions to be conducted from County facilities.

### 5.3 Incident Command System

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The ICS structure can be expanded or contracted, depending on the incident's changing conditions. The system consists of practices for managing resources and activities during an emergency response. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. ICS allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration.

The City EOC has established a command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within this EOP; however, this document is not an EOC manual. A typical ICS organizational chart for the City is presented in Figure 5-1.

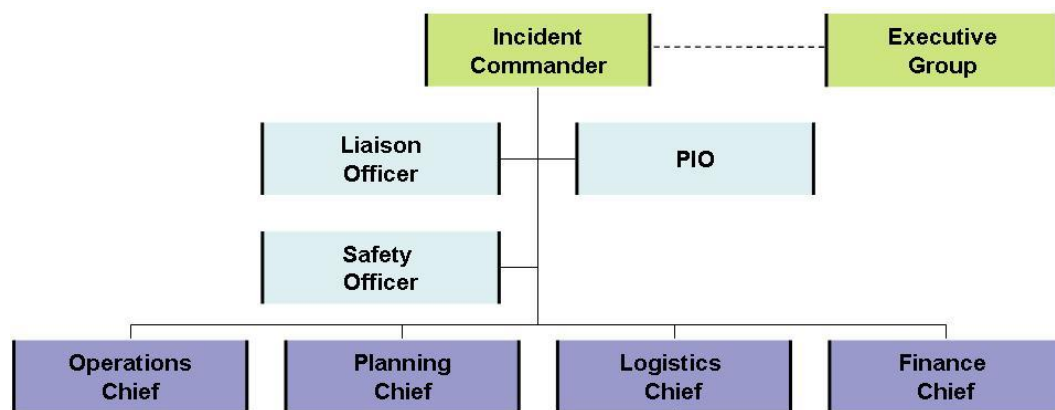
Plain language will be used during a multi-jurisdictional emergency response occurring in the City and is essential to public safety, especially the safety of first

5. Command and Control

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, regardless of an incident’s size, scope, or complexity. 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 be trained on ICS functions as well as those in their areas of expertise. Regularly exercising the ICS, including sub-functions and liaison roles with volunteers and other support staff, will improve overall EOC operation efficiency and add depth to existing City emergency management and response organizations.

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



5.3.1 Command Staff

5.3.1.1 Incident Commander

The IC is responsible for the operations of the EOC when it is activated and has overall responsibility for accomplishing the EOC mission. In general, the IC is responsible for:

- Approving and supporting implementation of an Incident Action Plan (IAP);
- Coordinating 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:



**5. Command and Control**

- Safety Officer,
- PIO,
- Liaison Officer.

**5.3.1.2 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 regarding safety issues or concerns, as necessary; and
- Exercising emergency authority to prevent or stop unsafe acts.

**5.3.1.3 Public Information Officer**

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; 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.

**5.3.1.4 Liaison Officer**

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

## 5. Command and Control

- 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 the City governmental entities, organizations, and County officials and departments to carry out responsibilities assigned at the City EOC or other designated facility where response efforts will be coordinated.

### 5.3.2 General Staff

#### 5.3.2.1 Operations Chief

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

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

**5. Command and Control**

- Managing and coordinating various liaisons representing community response partners and stakeholders;
- Directing IAP tactical implementation; and
- Requesting resources needed to support the IAP.

**5.3.2.2 Planning Chief**

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

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

**5.3.2.3 Logistics Chief**

The Logistics section is typically supported by the units responsible for Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

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

**5.3.2.4 Finance/Administration**

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

---

**5. Command and Control**

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.

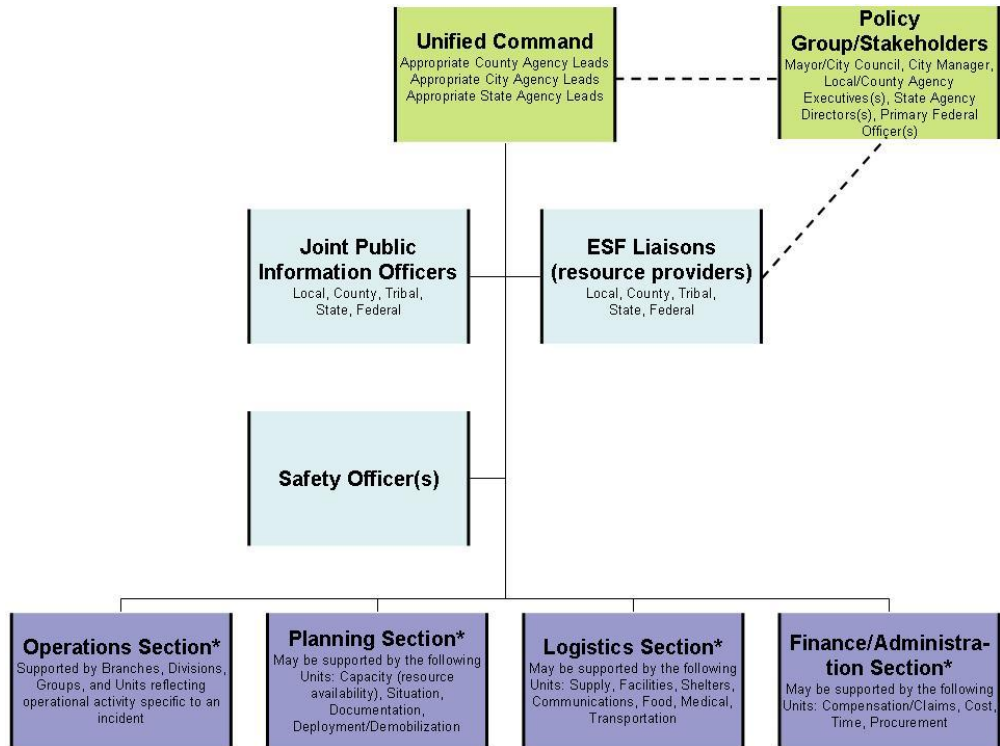
**5.3.3 Unified Command**

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 the City. It provides the operational flexibility to expand or contract staffing, depending on the incident's nature and size.

5. Command and Control

Figure 5-2 Example of Unified Command for the City



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

# 6

## Plan Development, Maintenance and Implementation

### 6.1 Plan Review and Maintenance

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

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

However, the following plan review cycle will ensure that the entire plan is reviewed bi-annually. The Emergency Management Coordinator is responsible for coordinating this review, with the assistance of the Emergency Planning Committee and other subject matter experts as necessary.

<b>Table 6-1 Plan Annual Review Schedule</b>	
<b>Plan Element</b>	
SA 2 – Call Lists	
SA 3 – Vital Services	

<b>Table 6-2 Plan Even Year Review Schedule</b>	
<b>Month</b>	<b>Plan Element</b>
January	FA 4 – Recovery Strategy
March	FA 2 – Human Services
May	FA 3 – Infrastructure Services
July	Basic Plan
November	FA 1 – Emergency Services

<b>Table 6-3 Plan Odd Year Review Schedule</b>	
<b>Month</b>	<b>Plan Element</b>
January	IA 9 – Major Fire IA 7 – Civil Disorder & Terrorism

6. Plan Development, Maintenance and Implementation

<b>Table 6-3 Plan Odd Year Review Schedule</b>	
<b>Month</b>	<b>Plan Element</b>
March	IA 2 – Hazardous Materials IA 8 – Transportation and Industrial Accidents
May	IA 1 – Severe Weather IA 3 – Utility Failure SA 4 – School Disorder & Terrorism
July	IA 11 – Public Health Related SA 1 – Resource List SA 5 Evacuation Plan
September	IA 4 – Earthquakes & Seismic Activity IA 5 – Volcano
November	IA 6 – Flood IA 10 - Nuclear

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

**Recommended changes should be forwarded to:**

McMinnville Fire Department  
 Attn: Emergency Management Coordinator  
 175 NE 1st Street  
 McMinnville, Oregon, 97128

**6.2 Training Program**

The City Emergency Management Coordinator specifically coordinates training for City personnel and encourages them to participate in trainings hosted by other jurisdictions throughout the region.

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

- EMS personnel,
- Firefighters,
- Law enforcement personnel,
- Public works/utility personnel,
- Skilled support personnel,

6. Plan Development, Maintenance and Implementation

- Other emergency management response personnel, and
- Support/volunteer personnel at all levels.

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

**Table 6-1 Minimum Training Requirements**

Emergency Personnel	Training Required
Emergency Managers and Incident Commanders	ICS-100, -200, -300, -400 IS-700, -800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, -300 IS-700
All other EOC personnel and first responders	ICS-100, -200 IS-700
All other emergency response personnel, including volunteers	ICS-100 IS-700
Independent study courses can be found at <a href="http://training.fema.gov/IS/crslist.asp">http://training.fema.gov/IS/crslist.asp</a> .	

**6.3 Exercise Program**

The City will conduct exercises throughout the year to test and evaluate this EOP. Whenever feasible, the City will coordinate with neighboring jurisdictions and State and Federal government to participate in joint exercises that include variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

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

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

**6.4 Event Critique and After Action Reporting**

In order to document and track lessons learned from exercises, the Emergency Management Coordinator will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Management Coordinator will also coordinate an After Action Report (AAR), which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the City’s readiness.



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**6. Plan Development, Maintenance and Implementation****6.5 Community Outreach and Preparedness Education**

Educational tools are used to teach the public about threats, disasters, and what to do when an emergency occurs. The City is involved in community preparedness programs and recognizes that citizen preparedness and education are vital components of the City's overall readiness. Information has been added to the City's website.

# A

## Sample Disaster Declaration Forms

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Appendix A. Declaration of State of Emergency

DECLARATION OF STATE OF EMERGENCY

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

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

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

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

The current situation and conditions are:

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

The geographic boundaries of the emergency are:

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

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

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

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

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

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# B

## Incident Command System Forms

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## Appendix B. Incident Command System Forms

## Index of Incident Command System (ICS) Forms

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



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# C

## **Emergency Operations Center Position Checklists**

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**Appendix C. Emergency Operations Center Position Checklists****Index of EOC Position Checklists**

The following checklists are included in this appendix.

1. Communication Unit Leader Checklist
2. Compensation/Claims Unit Leader Checklist
3. Cost Unit Leader Checklist
4. Demobilization Unit Leader Checklist
5. Documentation Unit Leader Checklist
6. Facilities Unit Leader Checklist
7. Finance – Administration Section Chief Checklist
8. Food Unit Leader Checklist
9. Ground Support Unit Leader Checklist
10. Incident Commander Checklist
11. Liaison Officer Checklist
12. Logistics Section Chief Checklist
13. Medical Unit Leader Checklist
14. Operations Branch Director Checklist
15. Operations Section Chief Checklist
16. Planning Section Chief Checklist
17. Procurement Unit Leader Checklist
18. Public Information Officer Checklist
19. Resources Unit Leader Checklist
20. Safety Officer Checklist
21. Service Branch Director Checklist
22. Situation Unit Leader Checklist
23. Staging Area Manager Checklist
24. Supply Unit Leader Checklist
25. Support Branch Director Checklist
26. Time Unit Leader Checklist

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Appendix C. Emergency Operations Center Position Checklists

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# D

## Mutual Aid Agreements

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## Appendix D. Mutual Aid Agreements

## Mutual Aid Agreements

The following is a quick reference list of mutual aid agreements entered into by the City. **Copies of these mutual aid agreements can be found with the individual departments.**

- A formal agreement among Yamhill County local law enforcement agencies to provide back-up law enforcement services. *This agreement is on file at the Police Department.*
- A formal agreement between Emergency Medical Services providers. *This agreement is on file at the McMinnville Fire Department.*
- Yamhill County Mutual Aid Agreement, January 15, 2002. A Yamhill County Fire Protection Mutual Aid Agreement exists between all fire departments and districts within the county. *The agreement is on file at the McMinnville Fire Department.*



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# E

## 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, Comprehensive Planning Guide 101, 2009.
- National Response Framework, 2008.
- National Incident Management System, 2008.

## 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

- Yamhill Emergency Operations Plan
- Memoranda of Agreement / Understanding

## Other

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

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# F

## Acronyms and Glossary

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## Appendix F. Acronyms and Glossary

**Acronyms**

AAR	After Action Report
ARC	American Red Cross
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CERT	Citizen Emergency Response Team
City	City of McMinnville
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Yamhill County
DEQ	Oregon Department of Environmental Quality
DSHS	Department of Social and Health Services
EAS	Emergency Alert System
ECC	Oregon Emergency Coordination Center
EMA	City of McMinnville Emergency Management Agency
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
IDA	Initial Damage Assessment
LEDS	Law Enforcement Data System
MACS	Multi-Agency Coordination System
MFD	McMinnville Fire Department



## Appendix F. Acronyms and Glossary

MOU	Memorandum of Understanding
NGO	Nongovernmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	National Response Center (NRC)
NRF	National Response Framework
NTSB	National Transportation Safety Board
OAR	Oregon Administrative Rules
ODA	Oregon Department of Agriculture
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
ORS	Oregon Revised Statutes
OSP	Oregon State Police
ORS	Oregon Revised Statutes
PIO	Public Information Officer
SA	Support Annex
SOG	Standard Operating Guidance
SOP	Standard Operating Procedure
State	State of Oregon (governing body)
UC	Unified Command
USDA	United States Department of Agriculture
USDOT	United States Department of Transportation
VA	Veterans Administration
WMD	Weapons of Mass Destruction
YCOM	Yamhill Communications Agency

## Appendix F. Acronyms and Glossary

## Glossary of Key Terms

**Access Control Point:** Designated sites identifying critical locations that can be used to control egress and ingress into a certain area.

**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.

**Acute Exposure:** Exposures that occur for relatively short periods of time, generally hours to 1-2 days.

**Acutely Toxic Chemicals:** Chemicals that can cause both severe short and long-term health-effects after a single, brief exposure (short duration). These chemicals can cause damage to living tissue, impairment of the central nervous system, severe illness or, in extreme cases, death when ingested, inhaled, or absorbed through the skin.

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

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

**All Hazards:** Any incident caused by terrorism, natural disasters, or any CBRNE accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

**Allocation:** The process of designating where evacuees or shelterees would go for protective shelter, temporary lodging, or feeding.

**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

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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.

**Area Warning Center:** The public safety agency communication facility having responsibility for warning jurisdictions within a designated area.

**Assessment (Radiological):** The interpretation of radiological measurements in such a way that the measurements can form a basis for decision-making. Assessment can include making dose or effect predictions and advisory actions that might be taken to minimize harmful effects.

**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.

**Capability Assessment (CA):** A formal measurement of current capabilities against standards and criteria that have been established as necessary to perform basic emergency management functions.

**Capability and Hazard Identification Plan (CHIPS):** A process implemented by the federal government (FEMA) that identifies the potential hazards that could affect a jurisdiction, the status of their capabilities to meet those hazards and their

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plans for addressing identified capability shortfalls. This version replaces the outdated HICA/MYDP.

**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.

**Chemical Transportation Emergency Center (CHEMTREC):** Located in Washington, D.C., this facility, sponsored by the chemical industry, provides 24-hour assistance in dealing with chemical transportation emergencies.

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

**Civil Defense Emergency:** An Emergency declared by the President of the United States or Congress pursuant to applicable federal law finding that an attack upon the United States has occurred or is anticipated and that national safety requires the invocation of the emergency authority provided for by civil law.

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

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

**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.

**Congregate Care Facility:** Facilities, to include public and private buildings, in reception areas that may be used to lodge and accommodate evacuees. Generally, assigned space is approximately 40 square feet per person.

**Contingency Plan:** A document developed to identify and catalog all the elements required to respond to an emergency, to define responsibilities and specific tasks, and to serve as a response guide.

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

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

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

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

**Crisis Relocation:** The concept designed to move populations from areas at high risk of nuclear attack to areas of lower risk and to provide for their well-being (i.e., congregate care housing, feeding, fallout protection, etc.).

**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.)

**Community Shelter Plan (CSP):** A document (normally published in map-form) that enables a local government to give its people the answers to questions, “Where do I go for shelter?” and “What do I do?” when the warning sounds. The CSP designates specific shelters to be used by people working or living in specific areas of the community, thus allocating the people to the best available fallout protection. It is part of the Emergency Management Plan and is sometimes referred to as The In-Place Shelter Plan.

**Disaster Application Center (DAC):** A location established in a disaster area which houses all federal, state and local agencies that deal directly with the needs of the individual victim. DACs are established only after a Presidential Declaration.

**Decontamination:** The reduction or removal of contaminating radioactive or chemical material from a structure, area, object, or person.

**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.

**Direction and Control:** The control group in the EOC during the emergency operation consists of the Chief Executive (Mayor/City Manager, etc.), the deputy,

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chiefs of the emergency operating services and any supporting staff such as communications controller, public information officer, and legal advisor as deemed necessary.

**Disaster:** The occurrence or imminent threat of widespread or severe damage, injury or loss of life or property resulting from any natural or man-made cause including fire, flood, earthquake, wind, storm, wave action, oil spill, or other water contamination, radioactive activity, epidemic, air contamination, blight, draught, infestation, explosion, riot, hostile military or paramilitary action, other public calamity requiring emergency action.

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

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

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

**Drill:** A supervised instruction period aimed at testing, developing and maintaining skills in a particular operation. A drill is often a component of an exercise.

**EBS - Emergency Broadcast System:** A network of broadcast stations and interconnecting facilities which have been authorized by the Federal Communications Commission to operate in a controlled manner during a war, state of public peril or disaster, or other national emergency - as provided by the Emergency Broadcast System Plan.

**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.

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**Emergency Protection Actions (Radiological):** Measures taken after a release of radioactive materials to prevent or minimize radiation exposures to persons in the threatened area. Examples of emergency protection actions are: area access control, evacuation, in-house shelter, decontamination, and respiratory protection.

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

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

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

**Emergency Medical Technician (EMT):** An individual who has completed the required training and is licensed by the State of Oregon to perform emergency basic life support functions.

**Emergency Operations Center (EOC):** The site from which civil government officials (municipal, county, state, and federal) exercise direction and control in an emergency or disaster.

**Emergency Public Information (EPI):** Information which is disseminated before, during and/or after an emergency which instructs and transmits direct orders to the public via the news media.

**Evacuation Recommendation:** A recommendation made by a presiding official to all or part of the population to evacuate from a stricken or threatened area, considered necessary for the preservation of life or other disaster mitigation response or recovery.

**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.

**Evacuees, Spontaneous:** Persons who might leave an area in periods of intense crisis in response to a real or feared threat whether or not they are advised to.

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**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.

**Executive Group:** The control group in the Emergency Operations Center during emergency operations. Consists of the Chief Executives (Mayor, City Manager, etc.) of the affected jurisdictions and/or their deputies.

**Exercise:** An activity designed to promote emergency preparedness, test or evaluate emergency operations plans, procedures or facilities, train personnel in emergency response duties, and demonstrate operational capability. There are three specific types of exercises:

**A. Tabletop Exercise:** An activity in which elected and appointed officials and key agency staff are presented with simulated emergency situations without time constraints. It is usually informal, in a conference room environment, and designed to elicit constructive discussion by the participants as they attempt to examine and then resolve problems based on existing emergency operating plans. The purpose is for participants to evaluate plans and procedures and to resolve questions of coordination and assignment of responsibilities in a non-threatening format and under minimum stress.

**B. Functional Exercise:** An activity designed to test or evaluate the capability of an individual function or complex activity within a function. It is applicable where the activity is capable of being effectively evaluated in isolation from other emergency management activity. (Example) A Direction and Control Functional Exercise: An activity designed to test and evaluate the centralized emergency operations capability and timely response of one or more units of government under a stress environment. It is centered in an EOC or interim EOC, and simulates the use of outside activity and resources.

**C. Full Scale Exercise:** A full-scale exercise is intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. It involves the testing of a major portion of the basic elements existing within emergency operations plan and organizations in a stress environment. This type of exercise includes the mobilization of personnel and resources and the actual movement of emergency workers, equipment, and resources required to demonstrate coordination and response capability.

**Facility Survey (PPP) Survey:** A listing of facilities which have a capability to lodge and feed evacuees.



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**Fallout Shelter:** A habitable structure, facility, or space -- public or private -- used to protect its occupants from radioactive fallout. Space is allocated at 10 square feet per person.

**Fallout, Radioactive:** The process of phenomenon of the fallback to the earth's surface of particles contaminated with radioactive materials from a cloud of this matter formed by a nuclear detonation. The term is also applied in a collective sense to the contaminated particulate matter itself. The early (or local) fallout is defined, somewhat arbitrarily as those particles which reach the earth within 24 hours after a nuclear explosion. The delayed (or worldwide) fallout consists of the smaller particles which ascend into the upper troposphere and into the stratosphere and are carried by winds to all parts of the earth. The delayed fallout is brought to earth mainly by rain or snow.

**Federal Coordinating Officer (FCO):** Responsible for the coordination of all federal disaster assistance efforts in the affected area. He works closely with the State Coordinating Officer (SCO) to assure effective implementation of assistance programs. The FCO is located in the Disaster Field Office.

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

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

**Federal Emergency Management Agency (FEMA):** The federal agency charged with development of an Integrated Emergency Management System and with supporting emergency management and disaster assistance efforts at all levels of government.

**Fixed Facility:** A plant site where handling/transfer, processing, and/or storage of chemicals is performed.

**Full Emergency Conditions:** An incident involving a severe hazard or a large area which poses an extreme threat to life and property and will probably require a large scale evacuation, or an incident requiring the expertise or resources of county, state, federal or private agencies/organizations.

**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.

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**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.

**Governor's Authorized Representative:** The person named by the governor in the federal-stated agreement to execute on behalf of the state all necessary documents for disaster assistance following the declaration of an emergency or major disaster, including certification of application for public assistance.

**Governor's Proclamation - State of Disaster:** The Governor, by executive order or proclamation, may declare a state of disaster if the governor finds a disaster has occurred or that the occurrence or threat of disaster is imminent.

**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.

**Groups, Institutionalized:** Persons who reside in public and private group quarters of a varied nature rather than households. This includes hospital, nursing homes, orphanages, colleges, universities, and correctional facilities. Residents generally lack household possessions or transportation, or require special care and custody.

**Hazard Analysis:** In the context of HAZMAT planning, use of a simplified vapor dispersion model which looks at the movement of toxic or explosive vapors over distance at a concentration level of concern to determine whether the amount of chemical at a facility or in a transport container poses a threat to the surrounding community, requiring more detailed analysis and planning.

**Hazard Mitigation Plan:** A written plan that describes coordinated hazard mitigation planning and implementation measures to accomplish the prevention or reduction of the adverse impact of natural and man-made hazards.

**Hazard:** A potential event or circumstance which presents a threat to life and/or property.

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

**Hazardous Materials (HAZMAT):** Substances which, if released in an uncontrolled manner (i.e., spilled), can be harmful to people, animals, property, and/or the environment.

**Homeland Security Exercise and Evaluation Program (HSEEP):** A capabilities- and performance-based exercise program that provides a

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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>.

**Host Area:** Those surrounding cities and counties that have been designated or assigned to receive residents from designated military, industrial, or population centers to reduce the vulnerability of the population to the effects of nuclear attack.

**IEMS - Integrated Emergency Management System:** A concept that applies mitigation, preparedness, response, and recovery activities to all-hazards in a local/state/federal partnership.

**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 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 managing 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 both small and large, 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

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

**Incident-Specific Hazards:** Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, 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 reaches those who need it to perform their missions effectively and safely.

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

**Interoperability & Compatibility:** A principle of NIMS that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under NIMS are to be effective in domestic incident management. Interoperability and compatibility are achieved through the use of such tools as common communications and data standards, digital data formats, equipment standards,

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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 (JIC):** A location established by the state and federal government subsequent to a Presidential Disaster Declaration. These centers have the dual role of collecting damage information relating to the private (individual) sector and serving as a referral center to help individuals in getting available assistance to meet immediate needs.

**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).

**Key Personnel:** Those officials of local government and other agencies and organizations who have primary functional responsibilities under this plan.

**Key Worker:** An individual whose skills or services are required to continue operation of vital facilities and activities that will provide goods and services to the relocated population and host county residents or ensure continuance of the nation's production capabilities and preservation of the economic system.

**Oregon Law Enforcement Data System (LEDS):** An electronic message switching system network providing land-line, teletype communications to federal, state and local law enforcement agencies within Oregon.

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

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

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

**Lodging Facilities:** Public or private buildings in designated reception areas that may be used to lodge and care for evacuees. Generally, assigned space is approximately 40 square feet per person. The facility may or may not meet criteria for designation as a protective or fallout shelter.

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

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

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

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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.

**Mobile Assistance Team:** Personnel from federal, state, local and private relief agencies which conduct meetings throughout an affected area to immediately aid victims or refer victims to where assistance may be available.

**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 Agreements:** Arrangements between organizations, either public or private, for reciprocal aid and assistance in case of a disaster too great to be dealt with unassisted.

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

**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

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

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

**National Warning System (NAWAS):** A nationwide, dedicated telephone warning system. This system operates on the federal, state and local levels. When an enemy attack is confirmed by the North American Aerospace Defense Command, a warning is disseminated to all warning points on the system.

**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.)

**National Shelter Survey (NSS):** Computer listing of facilities which provide protection from radioactive fallout.

**On-Scene Command Post:** Facility at a safe distance from an accident site, where the incident commander, responders and technical representatives can make response decisions, deploy manpower and equipment, maintain liaison with media, and handle communications.



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**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 Planning:** The process of determining the need for application of resources and determining the methods of obtaining and committing these resources to fill the operational needs.

**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.

**Protection Factor (Nuclear Attack) (PF):** Ratio of outside radiation to that experienced inside a fallout shelter; i.e., a person inside a PF 40 Shelter would receive only 1/40th of the radiation from outside the shelter.

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

**Planning Meeting:** A meeting held as needed prior to and throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. For larger incidents, the planning meeting is a major element in the development of the IAP.

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

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

**Plume:** A vapor cloud formation associated with HAZMAT which has shape and buoyancy.

**Population Protection Planning (PPP):** A process which provides for the development, exercising, maintenance, and improvement of plans to cope with the effects of natural disasters, technological hazards, and nuclear attack.

**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

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management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

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

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

**Presidential Emergency Declaration:** Is issued when the President has decided that a catastrophe, in any part of the United States, requires federal emergency assistance to supplement state and local efforts to save lives and protect property, public health and safety or to avert or lessen the threat of a catastrophe.

**Presidential Major Disaster Declaration:** Is issued when, in the determination of the President, a catastrophe caused damage of sufficient severity and magnitude to warrant federal assistance under PL 93-288 as amended by PL 100-707 or subsequent legislation, above and beyond emergency services provided by the federal government to supplement the efforts and available resources of states, local governments, and other relief organizations in alleviating the damage, loss, hardship, or suffering as a result of the catastrophe.

**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.

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**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.

**Protective shelter:** Any shelter with the capability to protect individuals, animals, or equipment from the effects of hazards such as tornadoes, blast, fire, initial radiation, and fallout. Some additional terms associated with protective shelters are:

**Expedient Shelter:** Any shelter constructed in an emergency or crisis period on a crash basis by government, individuals or single families.

**Fallout Shelter:** A habitable structure, facility, or space used to protect its occupants from radioactive fallout. Criteria include a protection factor of PF40 or greater, a minimum of 10 square feet of floor space per person, and at least 3 cubic feet of fresh air per minute per person when capacity is based on minimum space requirements. In unventilated underground space, 500 cubic feet of space per person is required.

**Upgradable Shelter:** Shelter space obtained by taking actions to improve fallout protection in existing facilities and spaces; usually accomplished by adding mass overhead and to walls through use of earth and other materials to establish a protection factor of PF40 or better.

**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.

**Radio Amateur Civil Emergency Services (R.A.C.E.S.):** Radio communications services conducted by volunteer license amateur radio operators

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providing emergency radio communications to local, regional, or state emergency management organizations.

**Reception and Care Survey (RAC):** A listing of facilities which have a capability to lodge and feed evacuees.

**Radiological Emergency:** A radiological/nuclear incident which requires immediate action to save lives, to protect public health, to preserve property, or to reduce or avoid an increase in the threat resulting from the incident.

**Radiological Monitoring:** The use of detection equipment to determine the levels of radiation or the presence and concentration of radioactive contamination to include the planning and data collection necessary to the task.

**Radiological Protection:** The organized effort, through warning, detection and preventive or remedial measures, to minimize the effect of nuclear radiation on people and resources.

**Reception Area:** A specified area designated for reception and care of evacuees that is unaffected by the disaster or hazard, or in the case of possible nuclear attack is relatively unlikely to experience direct weapons effects (blasts of 2psi or more, heat, and initial nuclear radiation).

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

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

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

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

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

**Resources List:** A current list of all resources (equipment, personnel, supplies) which can be used by emergency services in response to local disaster or emergencies. (Section 4 of this plan).

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

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

**Response:** 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.

**State Coordinating Officer (SCO):** The person appointed by the Governor to serve as the on-scene representative for the Office of Emergency Management and to work in concert with the Federal Coordinating Officer in administering state and federal assistance to disaster victims.

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**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.

**Shelter Manager:** A pre-trained individual selected by their local coordinator who provides for internal organization, administration, and operation of a shelter facility.

**Standing Operating Procedures (SOP):** A steady and continuous reference to those procedures which are unique to a situation and which are used to accomplishing specialized functions.

**Span of Control:** The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7.)

**Special Populations:** Concentrations of people in one area or building for a special purpose or in certain circumstances (e.g., deaf, handicapped, homebound persons, schools, hospitals, nursing homes, orphanages, shopping centers, etc.)

**Staging Area (SA):** A pre-selected location having large parking areas and cover for equipment, vehicle operators, and other personnel such as a major shopping area, schools, etc. The SA provides a base for coordinated emergency operations, assembly of persons to be moved by public transportation to reception jurisdictions, a rally point for mutual aid, and a debarking area for returning evacuees.

**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 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 area, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System (March 2004), 2.)

**State Emergency Management Plan:** State plan which is designated specifically for state-level response to emergencies or major disasters and which

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sets forth actions to be taken by the state and local governments, including those for implementing federal disaster assistance.

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

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

**Strategy:** 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.

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**Traffic Control Points:** Places along evacuation routes that are manned by law enforcement officials to direct and control movement to and from the area being evacuated.

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

**Triage:** System of assigning priorities of medical treatment to the injured and/or ill on the basis of urgency and chance of survival.

**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 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.

**Vulnerability (or Risk):** The degree to which people, property, and the environment, or social and economic activity -- in short, all elements-at-risk are to injury, damage, disruption, or loss of life.

**Vulnerable Zone:** An area over which the airborne concentration of a chemical involved in an accidental release could reach the level of concern.



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**Y.C.A.R.E.S.:** Radio communications services conducted by volunteer license amateur radio operators in Yamhill County, providing emergency radio communications to local, regional, or state emergency management organizations.

*Source for some glossary items:* <https://nimcast.fema.gov/nimscast/index.jsp>

## **Functional Annexes**



## **Incident Annexes**



## **Support Annexes**

