

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER AND RESOLUTION
NO: 21-12-14-06

IN THE MATTER OF ADOPTING THE 2021
UPDATE TO LANE COUNTY'S
EMERGENCY OPERATIONS PLAN

WHEREAS, the Board of Commissioners recognize the threat that natural and man-made hazards pose to people and property within our community; and

WHEREAS, the Board of Commissioners acknowledge that Lane County is subject to earthquakes, tsunamis, floods, wildfires, severe winter storms and other natural hazards that can damage properties, close businesses, disrupt traffic and present a public health and safety hazard; and


WHEREAS, the Lane County Emergency Operations Plan provides a framework to guide departments, agencies and organizations for carrying out actions in response to an emergency or disaster; and

WHEREAS, the Board of County Commissioners has reviewed the draft of the 2021 update to Lane County's Emergency Operations Plan and found that the Plan reflects the intent of Oregon Revised Statute Chapter 401;

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDERS and RESOLVES** as follows:

The Board of County Commissioners hereby concurs with and adopts the 2021 Update to Lane County's Emergency Operations Plan attached hereto and incorporated by this reference.

ADOPTED this 14th day of December, 2021.



Joe Berney, Chair
Lane County Board of Commissioners



LANE COUNTY EMERGENCY OPERATIONS PLAN

2021 Basic Plan



WORDS OF WISDOM

**THERE'S NO HARM
IN HOPING FOR
THE BEST AS LONG
AS YOU'RE
PREPARED FOR
THE WORST**

Stephen King

FRONT COVER PHOTO BY CRISTOFER MAXIMILIAN

Preface

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

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

Consisting of a Base Plan, Emergency Support Function Annexes that complement the Federal and State of Oregon Emergency Support Function Annexes, Support Annexes and Incident Annexes, this Emergency Operations Plan provides a framework for coordinated response and recovery activities during a large-scale emergency. The plan describes how various agencies and organizations in the County will coordinate resources and activities with other Federal, State, local, tribal and non-governmental organizations.

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Letter of Promulgation

To all Recipients:

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

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

The plan:

- Identifies key roles and responsibilities,
- Defines the primary and support roles of County agencies and departments,
- Outlines the steps for coordination with response partners,
- Establishes a system for incident management.

The outlined framework is consistent with the National Incident Management System.

This plan has been reviewed by the Emergency Manager and approved by the County Board of Commissioners. It will be revised and updated as required. All recipients are requested to advise the Emergency Manager of any changes that might result in its improvement or increase its usefulness.

Jay Bozievich, Commissioner
District 1 – West Lane

Joe Berney, Commissioner
District 2 – Springfield

Lauri Trieger, Commissioner
District 3 – South Eugene

Pat Farr, Commissioner
District 4 – North Eugene

Heather Buch, Commissioner
District 5 – East Lane

Date

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Plan Administration

The Emergency Manager will coordinate review, revision, and re-promulgation of this plan in odd numbered fiscal years. Changes to the annexes and appendices, and non-substantive changes to the Base Plan, may be made by the Emergency Manager without formal County Board of Commissioners approval.

Record of Plan Changes

All updates and revisions to the 2021 Plan will be tracked and recorded in the following table. This 2021 Plan supersedes and replaces all earlier versions of the Lane County Emergency Operations Plan.

[illegible]

Plan Distribution List

This Plan will be made available on-line at www.lanecounty.org/prepare under the Plans section. The following entities will be notified via email that it is available for download and further advised when any updates have been made.

The Lane County Emergency Manager is responsible for maintenance of this Plan. At least one hard copy of this Plan will be stored in the Lane County Sheriff's Office located at 125 E. 8th Avenue, Eugene, OR, and Emergency Operations Center located at 3040 N. Delta Hwy, Eugene, OR.

Department/Agency	Title/Name
Sheriff's Office	Sheriff
Lane County Fire Defense Board	Chair
Assessment & Taxation	Assessor
County Administration	Administrator
County Counsel	Counsel
District Attorney's Office	District Attorney
Health & Human Services	Director
Human Resources	Director
Technology Services	Director
Lane Workforce Partnership	Director
Public Works	Director
Oregon Office of Emergency Management	Plans and Training Section Manager

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Emergency Support Function Annexes

Federal/County/Cities:

ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Firefighting
ESF 5	Information and Planning (Emergency Management)
ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services
ESF 7	Logistics Management and Resource Support
ESF 8	Public Health and Medical Services

ESF 9	Search and Rescue
ESF 10	Hazardous Materials Response
ESF 11	Agriculture, Animals, and Natural Resources
ESF 12	Energy
ESF 13	Public Safety and Security
ESF 14	Business and Industry
ESF 15	Public Information and External Affairs
ESF 16	Volunteers and Donation Management
ESF 17	Cybersecurity and Infrastructure
ESF 18	Military Support

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Introduction

1.1 General

The Lane County (County) Emergency Management’s mission is to ensure the County is prepared for a disaster through coordination of protection, prevention, mitigation, response, and recovery activities that increase the County’s capabilities to minimize loss of life and reduce impacts from disasters.

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

This plan promulgates such a framework within the County that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, Department Directors, and other key stakeholders to bear on major incidents. This Emergency Operations Plan (EOP) complies with National Incident Management System (NIMS) principles necessary to effectively manage incidents within or affecting the County.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County fulfill its response function to its maximum capacity.

1.1.1 Whole Community Planning

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

Every person who lives or works in the County (whether a first responder or a citizen with special needs) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include:

- Hazard awareness
- Knowledge of appropriate protective actions

- Taking proactive steps to mitigate the impact of anticipated hazards
- Preparations for personal and family safety
- Self-sufficiency of neighborhoods

To the greatest extent possible, the County will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency is likely to damage the County's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves, their families, and assist neighbors in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

1.2 Purpose and Scope

1.2.1 Purpose

The primary purpose of this EOP is to outline the County's all-hazard approach to emergency operations in order to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP the County designates NIMS and the Incident Command System (ICS) as the frameworks that guides emergency response protocols related to this Plan.

1.2.2 Scope

The EOP is implemented whenever the County must respond to an emergency incident or planned event whose size or complexity is beyond what is normally handled by routine operations. Such occurrences may include natural, technological, or human-caused disasters and may impact unincorporated areas of the County, incorporated municipalities, or a combination thereof. This plan is intended to guide the County's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public, nonprofit/volunteer, and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. The primary users of this plan are elected officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency operations.

1.3 Plan Activation

Once promulgated by the County Board of Commissioners, this EOP is in effect and may be implemented in whole or in part to respond to:

- Incidents in or affecting the County;
- Health emergencies in or affecting the County;
- Non-routine life-safety issues in or affecting the County.

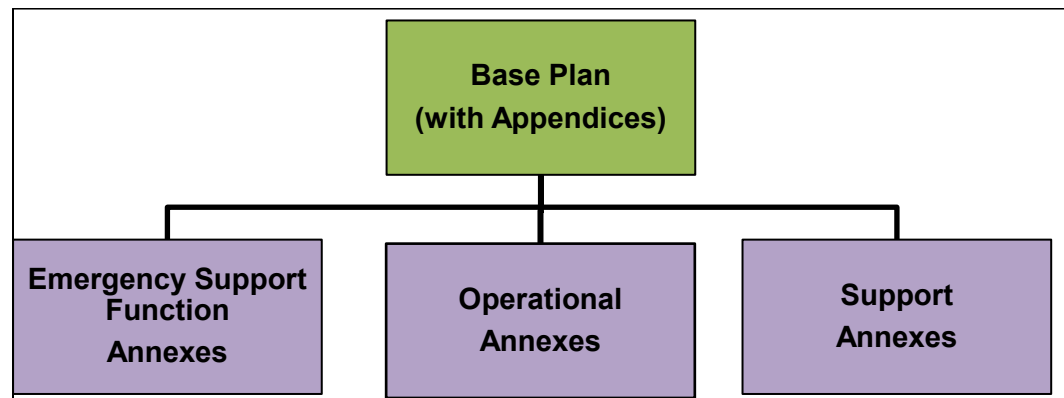
An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Emergency Manager or designee may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

1.4 Plan Organization

The County EOP is composed of four main elements:

- Base Plan
- Emergency Support Function Annexes (ESF's)
- Operational Annexes (OAs)
- Support Annexes

Figure 1-1 Lane County Emergency Operations Plan Organization



1.4.1 Base Plan

The Base Plan is to provide a framework for emergency operations and information regarding the County's emergency management structure. It serves as the primary document outlining roles and responsibilities of elected officials and County departments during an incident. Specifically, the Base Plan identifies:

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Hazards and threats facing the community, including planning assumptions based on the County's response capabilities.
- Roles and responsibilities for elected officials, County departments, and key response partners.

- A concept of operations for the County that describes how the County will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- The County's emergency response structure, including activation and operation of the County EOC and implementation of ICS.
- The County's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

1.4.2 Emergency Support Function Annexes

To facilitate effective preparedness and operational activities, this EOP groups the types of assistance to be provided into 18 Emergency Support Functions (ESFs). The Emergency Support Function Annexes cross reference to the State of Oregon's 18 Emergency Support Functions (ESFs) and focus on critical tasks, capabilities, and resources provided by emergency response agencies throughout all phases of an emergency. Each ESF is headed by, or is the primary support of, County department or agency selected based on its authorities, resources and capabilities. The primary department and/or agency assigns a representative to manage each ESF's function in the County EOC. Federal ESF organizations will work with the State, County, and City ESF representatives to ensure resources and services are provided in a timely manner.

Lane County will incorporate the Hybrid ICS/ESF Model into their standard operating procedures (SOPs). In the event of an incident for which the County's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting resources and seeking additional support from State of Oregon (State) agencies. The Emergency Support Function Annexes that supplement the information in the Base Plan, are:

Table 1-1 Emergency Support Functions	
Annex	Function
1	Transportation
2	Communications
3	Public Works and Engineering
4	Firefighting
5	Information and Planning (Emergency Management)
6	Mass Care, Emergency Assistance, Housing, and Human Services
7	Logistics
8	Public Health & Medical Services
9	Search and Rescue

Table 1-1 Emergency Support Functions	
Annex	Function
10	Hazardous Materials
11	Agriculture, Animals, and Natural Resources
12	Energy
13	Public Safety and Security
14	Business and Industry
15	Public Affairs and External Affairs
16	Volunteers and Donations
17	Cyber Security and Infrastructure
18	Military Support

Emergency Support Functions	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	ESF 16	ESF 17	ESF 18
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care	Logistics and Resource Management	Public Health and Medical Services	Search and Rescue	Hazardous Materials	Agriculture and Natural Resources	Energy and Utilities	Public Safety	Business and Industry	Public Information and External Affairs	Volunteers and Donations	Cybersecurity and Infrastructure	Military Support
Assessor							S					P						
Emergency Management	S	S	S	S	P	P	P	S	S	S	S	P	S	S	S	S	S	P
Health & Human Services			S		S	P	S	P	S					S	S	P	S	
Fire & EMS (LCFDB/ASAB)	S	S		P	S	S	S	P	S	P				S		S		S
County Counsel					S		S							S				
Human Resources							S	S										
County Admin Operations							S							P	P			S
District Attorney							S									S		
Public Works	P	S	P	S	S	S	S			S	P	S		S				
Technology Services	S	S	S	S	S	S	S	S	S	S	S	S	S	S		S	P	
Sheriff's Office	S	P	S	S	S	S	S	S	P	S	S	S	P	S	P	P	S	P

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1.4.3 Operational Annexes

Operational Annexes (OAs) outline the business practices and guidelines for the roles of EOC response to a disaster or emergency.

Table 1-2 Operational Annexes	
Annex	Function
OA-1	EOC Activation/Operations
OA-2	EOC Position Roles & Responsibilities
OA-3	Disaster Declaration Process
OA-4	Leadership Communications
OA-5	Incident Command System
OA-6	Resource Management
OA-7	Planning Management
OA-8	Information Management

1.4.4 Support Annexes

Support Annexes (SAs) describe functions that either a) do not fall under the purview of County government or b) are handled by or common to more than one County department. The actions described in the SAs are not limited to particular types of events, but are overarching in nature and applicable to nearly every type of incident. County SAs are:

Table 1-3 Support Annexes		
Annex	Function	Lead Department
SA-1	Debris Management	Public Works
SA-2	Damage Assessment	Public Works
SA-3	Employee Services	Human Resources
SA-4	Continuity of Government	County Administration
SA-5	Business and Economic Stabilization	County Administration
SA-6	Alert and Warning	Emergency Management
SA-7	Fatality Management	Medical Examiner's

1.4.5 Recovery Support Functions

Recovery Support Functions provide a structure to facilitate problem solving, improve access to resources, and foster coordination among local, State and Federal agencies, nongovernmental partners, and stakeholders.

Table 1-4 Recovery Support Functions		
Annex	Function	Lead Department
RSF 1	Economic Recovery	County Admin
RSF 2	Health Services	Health and Human Services
RSF 3	Social Services	Health and Human Services
RSF 4	Disaster Housing	Health and Human Services
RSF 5	Infrastructure Systems	Public Works Technology Services
RSF 6	Natural and Cultural Resources	Public Works

1.5 Relationship to Other Plans

1.5.1 Federal Plans

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

- Presidential Policy Directive 8 (PPD-8). Describes the Nation's approach to preparing for the threats and hazards that pose the greatest risk to the security of the United States.
- National Preparedness Goal (NPG). Identifies 32 core capabilities to address the nation's greatest risks. The core capabilities are interdependent and help to coordinate and unify efforts.
- National Preparedness System (NPS). Provides guidance, programs, processes, and systems aimed at identifying and assessing risk, estimating the levels of capabilities needed to address those risks, building or sustaining the required levels of capability, developing and implementing plans to deliver those capabilities, validating and monitoring progress and reviewing and updating effort to promote continuous improvement.

- National Incident Management System (NIMS). Provides a consistent nationwide framework intended to be applicable across a broad spectrum of hazards, improve coordination between responding entities from both the public and private sectors and, provide a common standard for overall incident management. NIMS components include: Preparedness, Communications and Information Management, Resource Management, Command and Management and Ongoing Management and Maintenance.
- National Response Framework (NRF). Part of the National Strategy for Homeland Security, the Framework provides guiding principles for all levels of domestic response for unified national response to disasters and emergencies.
- National Disaster Recovery Framework (NDRF). A guide to promote effective recovery, particularly for those incidents that are large-scale or catastrophic.

1.5.2 State Plans

1.5.2.1 State of Oregon Emergency Management Plan

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

- State Emergency Management Plan. The State Emergency Management Plan consists of four volumes:
 - ***Volume I: Oregon Natural Hazards Mitigation Plan.*** Identifies and prioritizes potential actions throughout Oregon that would reduce the State's vulnerability to natural hazards. In addition, the plan satisfies the requirements of the Federal Emergency Management Agency (FEMA) to ensure that Oregon is eligible to receive hazard mitigation and disaster assistance funds from the federal government.
 - ***Volume II: State of Oregon Preparedness Plan (in development).*** Includes the plans and guidance necessary for the State to prepare for the effects of a disaster including guidance and requirements for the State's training and exercise program.
 - ***Volume III: State of Oregon Emergency Operations Plan.*** Establishes the procedures by which the State coordinates response to an emergency including processes for resource requests from local and tribal partners, established roles and responsibilities for State agencies, and procedures for activation and operation of the State Emergency Coordination Center (ECC). The plan identifies 18 ESF annexes which serve as the mechanism for response support to local and tribal partners.
 - ***Volume IV: State of Oregon Recovery Plan.*** Establishes a State Recovery Organization and describes how the State will coordinate

short, intermediate, and long-term recovery activities. The plan identifies seven State Recovery Functions (SRFs) that serve as the delivery mechanism for recovery support local and tribal partners.

- **Cascadia Subduction Zone Catastrophic Operations Plan.** Describes the roles and responsibilities of state agencies in addressing emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.
- **State Debris Management Plan.** Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.
- **Central Cascades Coordination Plan.** Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
- **State Emergency Alert System Plan.** This plan, mandated by the Federal Communications Commission, outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for State broadcasters and cable television operators, and State and local entities authorized to use the EAS, to determine the distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

1.5.3 County Plans

This County Emergency Operations Plan addresses various elements of the County's emergency management program. This Plan works in concert with the other County plans such as:

- Lane County Multi-Jurisdiction Hazard Mitigation Plan (NHMP), 2018
- Lane County Continuity of Operations (COOP) Plan (continuous)
- Community Wildfire Protection Plan (CWPP), 2020

1.5.4 City and Area-wide Plans

Similar to the County, some cities, fire districts and special districts have individually and collectively developed Emergency Operations Plans (EOPs) that complement the County's plans as follows:

- City of Cottage Grove EOP
- City of Veneta and Lane Fire Authority District EOP
- City of Lowell EOP

- City of Creswell EOP
- Junction City EOP
- City of Coburg EOP
- Eugene-Springfield Multi-Jurisdictional EOP
- West Lane Emergency Operations Group (WLEOG) EOP
 - WLEOG Plan includes cities of Florence and Dunes City, Siuslaw Valley Fire & Rescue District, West Lane Ambulance District and Port of Siuslaw.

1.5.5 Colleges & University Plans

Similar to cities, some higher education institutions have developed plans that address various elements of a college emergency management program such as:

- University of Oregon
- Lane Community College
- Bushnell University

1.6 Authorities

1.6.1 Legal Authorities

In the context of this EOP, a disaster or major emergency is characterized as a significant incident requiring coordinated response to save the lives and protect the property in the affected portion of the County. This plan is issued in accordance with, and under the provisions of, ORS, Chapter 401.305, which requires the County to establish an emergency management agency and appoint an emergency program manager who will be responsible for the organization, administration and operation of the emergency management agency.

Pursuant to ORS 401.305, County Emergency Management will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the County EOP.
- Manage and maintain the County EOC from which County officials can coordinate emergency and disaster response activities.
- Establish an incident command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

The County Emergency Management Program operates under the direction of the Emergency Management Program Manager, directly overseen by the County Administrator and by the Board of County Commissioners. The Emergency Management Program Manager manages the emergency management program on

a day-to-day basis and has authority and responsibility for the organization, administration, and operations of the emergency management program. The Emergency Program Manager may delegate any of these activities to designees, as appropriate.

All departments of the County, plus other agencies or individuals who may perform specialized emergency support functions, shall be a part of the County's Emergency Management Organization and shall participate in emergency management activities including prevention, protection, mitigation, response and recovery planning, training and exercising.

The County Emergency Management Program is consistent with NIMS and procedures supporting NIMS implementation and training for the County will be developed and formalized by the Emergency Program Manager.

Table 1-4 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

Table 1-5 Legal Authorities

Federal

- Federal Emergency Management Agency (FEMA) Policy
 - Crisis Response and Disaster Resilience 2030 (January 2012)
 - FDOC 104-008-1: A Whole Community Approach to Emergency Management (December 2011)
 - FEMA Administrator's Intent (2015-2019)
 - FEMA Incident Management and Support Keystone (January 2011)
 - FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)
 - FEMA Strategic Plan 2011-2014
 - National Disaster Housing Strategy (January 2009)
 - National Disaster Recovery Framework (September 2011)
 - National Incident Management System (December 2008)
 - National Preparedness Goal (September 2011)
 - National Response Framework (January 2008)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)
- Presidential Policy Directive 8: National Preparedness (2008)
- Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)
- Public Law 107-296 The Homeland Security Act of 2002

<ul style="list-style-type: none"> – Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)
State of Oregon
<ul style="list-style-type: none"> – Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management – Oregon Revised Statutes (ORS) 279B.080 – Emergency Procurements – ORS 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency – ORS 401 Emergency Management and Services – ORS 402 Emergency Mutual Assistance Agreements – ORS 403 Public Safety Communications System – ORS 404 Search and Rescue – ORS 431 State and Local Administration and Enforcement of Health Laws – ORS 433 Disease and Condition Control; Mass Gatherings; Indoor Air – ORS 476 State Fire Marshal; Protection From Fire Generally – ORS 477 Fire Protection of Forests and Vegetation
Lane County
<ul style="list-style-type: none"> – Lane Manual Chapters 3.044(5) and 54 as amended. – Lane Code, Chapter 20, Exercising Emergency Powers During a Disaster – Ordinances and Emergency Operations Plans of municipalities within Lane County – Board of County Commissioners Resolution and Order No. 05-9-13-12, In the Matter of Adopting a Revised Emergency Operations Plan for Lane County and the National Incident Management System (NIMS) – Board of County Commissioners Resolution and Order No. 17-01-10-05 In the Matter of Granting Authority Pursuant to ORS 476.280 to Extinguish Uncontrolled Fires in Unincorporated Lane County.

1.6.2 Mutual Aid/Intergovernmental Agreements

State law (ORS 402.010 and 402.015) authorizes local governments to enter into Cooperative Assistance Agreements (CAA's) 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).

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

Table – 1-6 Examples of Mutual Aid and Intergovernmental Agreements

Lane County

- Oregon Resource Coordination Assistance Agreement (ORCAA)
- Oregon Water/Wastewater Agency Response Network (ORWARN)
- Multi-County Omnibus Mutual Aid Agreement (OMNIBUS)
- Managing Oregon Resources Efficiently Intergovernmental Agreement (MORE- IGA)

1.7 Emergency Powers

1.7.1 General

Based on local ordinances and State statutes, a local declaration by the Board of Commissioners allows for flexibility in managing resources under emergency conditions, including but not limited to the following. Refer to Lane Code Chapter 20 for a full discussion of emergency powers during a disaster.

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

The County's legal counsel should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers.

1.7.2 County Disaster Declaration Process

The County may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing State, or federal disaster assistance. To declare a state of emergency, the Emergency Manager or designee will arrange for either a regular or special meeting of the Board of Commissioners to request a declaration of emergency or immediately declare an emergency in writing. A quorum of 3 Commissioners is required to consider and vote on the emergency. If a quorum is not available, the line of succession specified in Section 1.8.2 below shall be used.

A declaration by the Board of Commissioners will be effective for no longer than two weeks, but it may be extended in specified time increments, should an emergency continue to exist.

To the extent possible, a declaration should:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within County boundaries.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- State that all local resources have been expended.
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

The declaration of emergency will be written based upon the best information available at the time. It may be amended, based upon additional information or changes in the situation. The County Counsel may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If State or federal assistance is needed, the declaration must also state that all appropriate and available local resources have been expended and contain a specific request for the type(s) of assistance required.

Upon the declaration of a state of emergency, all leaves and vacations may be nullified as necessary.

The Emergency Program Manager or designee in coordination with the appropriate member(s) of the Incident Management Group has the following responsibilities in the declaration process:

Emergency Program Manager or designee: Present the package to Board of Commissioners. This package will include the following

- A draft order declaring an emergency;
- Supporting documentation as determined necessary by the County Administrator;
- An assessment of injuries, deaths, damage and current situation;
- Draft, obtain signature and arrange for transmittal of a letter to the Governor requesting state declaration and specifying nature of the problem and the amount and types of assistance needed and certifying that local resources have been expended.

1.7.2.1 Cities

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. In times of declared disasters, all assistance requests will be made through the County Emergency Manager or designee via the County Emergency Operations Center, if activated.

1.7.2.2 Conflagrations

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The local Fire Chiefs and 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 the Oregon Emergency Response System (OERS). The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

See Appendix C for Details on conflagration request.

1.7.3 State Assistance

The Oregon Emergency Management Operations Officer coordinates with the agencies represented in the State Emergency Communications Center (ECC) to determine the best way to support local government requests.

Local government requests will be made through the County Emergency Manager or designee via the Emergency Operations Center. The State Operations Officer evaluates resource requests based on the goals and priorities established by the OEM Director. Agency representatives keep the Operations Officer informed of

resources assigned, resources available for commitment, and the status of assigned missions.

State resources are provided to County Emergency Management or to the on-scene Incident Command Post as agreed to by the entities concerned. The OEM Director or designee makes final decisions in cases of conflicting interest such as competing resource requests or priority questions.

1.7.4 Federal Assistance

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

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

1.8 Continuity of Government

Each County department is responsible for pre-identifying staffing patterns to show a line of succession in management's absence. Lines of succession for each department can be found in the Lane County Continuity of Operations Plan (COOP) which is stored online in Bold Solutions software. If during an emergency, the County Administrator determines that another individual is better suited to assume the emergency responsibilities of an appointed position, the Administrator may designate such individual in writing.

All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The County Administrator will provide guidance and direction to department heads about priorities for maintaining continuity of government and operations during an emergency. Individual department heads within the County are responsible for developing and implementing COOP Plans to ensure continued delivery of essential functions during an emergency.

1.8.1 Line of Succession for Disaster Declaration

A quorum of 3 Commissioners must be assembled to consider and vote on an Emergency or Disaster Declaration. If the Commissioners are unable to assemble a quorum to act on a Declaration due to absence or incapacity, the following, as outlined in Lane Manual 54.020 Emergency Declaration:

1. Chair of the Board of County Commissioners
2. Vice Chair of the Board of County Commissioners
3. Commissioners by seniority
4. County Administrator

5. Sheriff
6. Sheriff's Chief Deputy
7. Emergency Manager
8. Sheriff's command staff line of succession

1.8.2 Preservation of Vital Records

The County has identified vital records essential to executing emergency functions and includes this EOP, emergency operating records essential to the continued function of County Departments, current contact lists, vital records inventory, necessary keys or access codes, list of primary and alternate facilities. These records are listed in the County's COOP available in the Bold Solutions online software.

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

1.8.3 Designation of Essential Workers

Each County department head shall develop and discuss with workers a departmental policy outlining the criticality of that employee's normal work under emergency conditions. Each employee shall be made aware of the department's needs and expectations during emergency conditions. Even though a specific job may not need to get done during emergencies, that employee may be reassigned to support emergency operations and, therefore, be designated an essential worker.

1.9 Administration and Logistics

1.9.1 Financial Management

During an emergency, the County is likely to find it necessary to redirect its funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the Board of Commissioners and is outlined in Lane Code Chapter 20. If an incident in the County requires major redirection of County fiscal resources, the Board of Commissioners will meet in emergency session to decide how to respond to the emergency funding needs.

1.9.2 Legal Support and Liability Issues

Legal support before, during, and after an emergency will be provided by the County Counsel, who will be responsible for:

- Advising County officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
 - Implement wage, price, and rent controls
 - Establish rationing of critical resources
 - Establish curfews
 - Restrict or deny access
 - Specify routes of egress
 - Limit or restrict use of water or other utilities
 - Remove debris from publicly or privately owned property
- Advising County officials in determining how the County can pursue critical objectives while minimizing potential exposure.
- Preparing and recommending local legislation to implement emergency powers when required.
- Advising County officials and department directors regarding record keeping requirements and other documentation necessary for exercising emergency powers.

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

1.9.3 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the County to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. County staff should maintain thorough and accurate documentation throughout the course of an incident or event. All documentation related to the County's emergency management program will be maintained in accordance with Oregon Administrative Rule 166-150-0100 Emergency Management Records.

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Situation and Assumptions

2.1 Situation

Lane County is exposed to many hazards that have the potential to disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed include severe winter storms, floods, wildfires, and droughts. The threat of a technological and human-caused chemical, biological, radiological, nuclear, or explosive incident is present as well. Other disaster situations could develop from hazardous material accidents, health-related incidents, conflagrations, major transportation accidents, or acts of terrorism.

2.1.1 Community Profile

2.1.1.1 Geography

Lane County is located in the Willamette Valley, stretching from the Pacific Ocean to the west and bounded on the east by the crest of the Cascade Mountains. The County includes five distinct physiographic regions; the coast, Coast Range, Willamette Valley, Cascade foothills and Cascade Range which are described below.

- **Pacific Coast:** The coastal region is characterized by sand dunes and rocky beaches. This is the only portion of the County subject to storm surges and tsunami hazards. Strong winds due to winter storms may also be experienced in the area. This area is also the most vulnerable to a large Cascadia Subduction Zone earthquake.
- **Coast Range:** The Coast Range, also called the Oregon Coast Range, is part of the Pacific Coast Ranges. It stretches the entire length of the state, parallel to the Pacific Ocean. Peak elevations vary from 2,000 to 5,000 feet. The slopes are steep with narrow ridges. The area is heavily forested with Douglas Fir, Western Hemlock, Western Red Cedar, and Sitka Spruce as the dominate species.
- **Willamette Valley:** The Willamette River is the defining feature of the valley. The floodplain is broad and flat. The valley begins in Lane County, near Cottage Grove, and continues north towards Portland. The valley has rich, fertile soils. The majority of the County population resides in the valley.
- **Cascade Foothills:** The foothills comprise the lower elevations on the western slopes of the Cascade Range. This region has areas of moderate population density, and is the primary area of concern regarding urban-wildland interface. The foothills are heavily forested with Douglas Fir and Western Hemlock.

- Cascade Range: This mountain range runs from Washington to California. Peaks in Lane County vary from 4,000 to 10,000 feet. The peaks and ridges are separated by steep valleys. The slopes are forested with Douglas Fir and Western Hemlock at lower elevations and Silver Fir and Mountain Hemlock at higher elevations.

The County has a temperate climate. Average summer temperatures are in the mid-60°F, with the average winter low temperature around 30°F. Precipitation in the Willamette Valley averages 40" per year, with the Cascade Range averaging 85" annually. Locations in the Coast Range exceed 100" of annual precipitation. The majority of snowfall occurs in the Cascade Range, with the valley, coast and Coast Range receiving 3-10 inches each year.

2.1.1.2 Demographics

Historically, 80% of the burden following a disaster falls on the public; of which a disproportionate burden is placed upon vulnerable populations. For emergency planning purposes, children, elderly adults, the disabled, people whose primary language is not English, and low income residents are considered vulnerable populations. Demographic information for the County is provided below.

The US Census 2019 population estimates for Lane County is 382,067. Of the total population, approximately 18% is under the age of 18, with 5% under 5 years of age. Conversely approximately 20% of the total population is 65 years of age or older. According to the 2015-2019 American Community Survey 5-year estimates, approximately 8% of the County population speaks languages other than English at home. 12% of the total civilian are disabled under the age of 65. Approximately 14% of all families had incomes below the poverty level in the past year.

According to the 2019 Census, Lane County has approximately 164,847 housing units. The 2011-2015 American Community Survey 5-year estimates found that 25% of housing units were built before 1960. Approximately 9% of housing units are mobile homes, boats, RVs or vans. Older buildings tend to sustain greater damage from natural disasters due to fewer building codes, lack of earthquake resistant designs (developed in the late 1960's), as well as lack of FEMA floodplain mapping (developed in the 1970s). More advanced seismic building codes were implemented in 1980; approximately 63% of the County's housing stock was built before 1980. Mobile homes are generally more prone to wind and water damage than standard stick-built homes.

2.1.1.3 Economy

Historically, Lane County's economy was dependent on logging and timber products. Nearly half of the County's land is managed by the U.S. Forest Service. Agriculture in the Willamette Valley was also a significant component to the economy. Since the 1990's the economy has diversified with the addition or expansion of high-tech firms, manufacturing and transportation industries. The Federal Courthouse and the University of Oregon provide a number of

government jobs in the County. Education and healthcare are also major sectors of the local economy.

2.1.1.4 Education

Public education in the County is provided by the Lane Education Service District and 16 school districts. The American Community Survey 2017-2018 identified over 33% of all Lane County children that were enrolled in preschool, kindergarten, elementary and high schools.

The University of Oregon is located in Eugene, OR with approximately 22,000 enrolled students. Lane Community College had 8,295 (2017-2018) students and two small private colleges, Bushnell University and New Hope Christian College are also located in Lane County.

2.1.1.5 Transportation

The County is bisected by Interstate 5, which runs north-south. The other major roads include U.S. Highway 101 which parallels the coast and State Highway 99, providing an alternate north-south route between Eugene to Portland, and State Highway 126 and 58 providing east-west routes, also crossing through Eugene.

Three railroads run through the County, the Union Pacific (Willamette & Pacific), Portland and Western (Central Oregon & Pacific), and Coos Bay Rail Link.

Eugene Airport (EUG), located 7 miles northwest of the city of Eugene, is served by Alaska Airlines, Allegiant Air, American, Delta Connection and United Express. Cargo carriers at the airport are Airpac Airlines, Ameriflight and FedEx Feeder. The airport has an 8,000 foot and 6,000 foot runway. Public transportation is available in Eugene and Springfield by the Lane Transit District.

2.1.1.6 Community Events

Depending on when an emergency or disaster strikes, local response capability may be influenced by community events going on at the time. The table below lists recurring events as provided by Travel Lane County in March 2015. This table should be reviewed and updated with each Plan update. This table does not include major events that are scheduled each year such as:

- Concerts and performances at the Matt Knight Arena and Hult Center
- Olympic Track & Field Trials (Last was in 2021)
- World Track and Field Games (Scheduled for 2022)
- University of Oregon sporting events

Table 2-1 List of Recurring Community Events

Month	Week	Location
January		
Winter Folk Festival	4 th weekend	Florence

Table 2-1 List of Recurring Community Events		
Month	Week	Location
Oregon Truffle Festival	4 th weekend	Eugene
February		
Asian Celebration	3 rd weekend	Eugene
March		
Daffodil Festival	3 rd weekend	Junction City
April		
Cinema Pacific Film Festival	4 th weekend	Eugene
McKenzie River Wooden Boat Fest.	4 th weekend	Vida
Eugene Marathon	4 th weekend	Eugene
May		
Rhododendron Festival	2 nd weekend	Florence
Mount Pisgah Wildflower Festival	3 rd weekend	Eugene
Culpepper & Merriweather Circus	3 rd weekend	Cottage Grove
Marvin Smith Memorial Grove Classic	5 th weekend	Cottage Grove
June		
Prefontaine Classic	1 st weekend	Eugene
Oregon Gran Fondo	1 st weekend	Cottage Grove
Function 4 Junction	1 st weekend	Junction City
U of O Graduation	2 nd weekend	Eugene
Black Sheep gathering	4 th weekend	Eugene
Oregon Dunes Triathlon & Duathlon	3 rd Saturday	Dunes City
Oregon Bach Festival	Last week of June - First part of July	Eugene
Concerts in the Park	Wednesdays starting the last week of June through the last week of August	Cottage Grove
Cottage Grove Wings & Wheels	4 th weekend	Cottage Grove
July		
Art in the Vineyard	1 st weekend	Eugene

Table 2-1 List of Recurring Community Events

Month	Week	Location
Butte to Butte	4 th of July	Eugene
Creswell July 4th Celebration	4 th of July	Creswell
4 th of July Celebration, Old Town	4 th of July	Florence
Wings & Wheels, Airport	1st weekend	Florence
Cottage Grove Rodeo	2 nd weekend	Cottage Grove
Oregon Country Fair	2 nd weekend	Near Veneta
McKenzie River Chainsaw Art Festival	3 rd weekend	Blue River
Bohemia Mining Days	3 rd weekend	Cottage Grove
Eugene Symphony @ Cottage Grove	5 th Monday	Cottage Grove
Lane County Fair	4 th weekend	Eugene
Blackberry Jam Festival	4 th weekend	Lowell
Power of Florence (Service Day)	3 rd Saturday	Florence
August		
Scandinavian Festival	3 rd weekend	Junction City
September		
Coburg Antique Fair	1 st weekend	Coburg
Rods n' Rhodies Car Show	2 nd weekend	Florence
October		
Oktoberfest	2 nd weekend	Florence (Events Center)
Mushroom Festival	4 th weekend	Eugene
November		
Holiday Market	Starts	Eugene
December		
Springfield Holiday Parade	1 st weekend	Springfield

2.1.2 Threat/Hazard Identification

The County may be subject to a variety of natural, technological, and human-caused hazards and threats. Table 2-2 identifies the hazard/threat most likely to impact the County based on the community's vulnerability and the resulting potential impacts of the hazard or threat.

Table 2-2 Identified Threats/Hazards		
Natural <i>Results from acts of nature.</i>	Technological <i>Results from accidents or failures of systems and structures.</i>	Human-Caused / Adversarial Threats <i>Result from intentional actions of an adversary</i>
<ul style="list-style-type: none"> • Drought • Earthquake • Fire (wildland-urban interface) • Flood • Landslide/Debris Flow • Tsunami • Volcanic hazards • Windstorm • Winter Storm • Disease Outbreak: Human • Water Supply • Disease Outbreak: Animal 	<ul style="list-style-type: none"> • Dam Failure • Hazardous Materials Incident • Urban Conflagration • Wide-area Electricity Outage 	<ul style="list-style-type: none"> • Cyber-incident • Enemy Attack • Multiple Victim Shooting • Riot • Sabotage • Violent Extremism • Bomb Detonations • Terrorist Acts <ul style="list-style-type: none"> ○ Eco-terrorism ○ Bio-terrorism

See the Lane County Hazard Mitigation Action Plan for more information regarding natural hazards for the area.

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

Tsunami. State Highway 126 and 36 are travel routes crossing the County from the Oregon coast, the County may be impacted by this proximity and the

associated needs of residents fleeing a tsunami. The County may be additionally impacted if a regional earthquake is the cause of the tsunami.

Volcano. Similar to the tsunami hazard, a volcanic eruption from one of the nearby volcanoes in the Cascade Range may result in residents traveling through the County to escape its effects.

2.1.3 Hazard Analysis

The Hazard Analysis identifies the relative risk of the County to each of the hazards and threats described above, in order to ensure that high priority hazards are addressed in the County's hazard mitigation planning, emergency response, and recovery procedures. Each natural and technological/human-caused hazard 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.

The following hazard analysis table is from the Lane County Multi-Jurisdiction Hazard Mitigation Plan is from the 2018-2023 County Hazard Mitigation Action Plan, Version 5.0, April 2017. Due to be updated in 2023.

Table X Hazard Analysis Scoring (Quantification)

Hazard / Weight Factor (WF)	History WF x 2	Probability WF x 7	Vulnerability WF x 5	Maximum Threat WF x 10	TOTAL SCORE
Winter Storm	10 x 2 = 20	9 x 7 = 63	8 x 5 = 40	6 x 10 = 60	183
Wildfire	10 x 2 = 20	9 x 7 = 63	6 x 5 = 30	6 x 10 = 60	173
Flood	10 x 2 = 20	7 x 7 = 49	6 x 5 = 30	7 x 10 = 70	169
Windstorm	8 x 2 = 16	4 x 7 = 28	8 x 5 = 40	7 x 10 = 70	154
Pandemic	4 x 2 = 8	4 x 7 = 28	7 x 5 = 35	8 x 10 = 80	151
Landslide	10 x 2 = 20	8 x 7 = 56	4 x 5 = 20	4 x 10 = 40	136
HazMat Incident	8 x 2 = 16	7 x 7 = 49	4 x 5 = 20	5 x 10 = 50	135
Earthquake	2 x 2 = 4	2 x 7 = 14	5 x 5 = 25	8 x 10 = 80	123
Drought	4 x 2 = 8	5 x 7 = 35	2 x 5 = 10	6 x 10 = 60	113
Tsunami	3 x 2 = 6	2 x 7 = 14	4 x 5 = 20	7 x 10 = 70	110
Dam Failure	0 x 2 = 0	1 x 7 = 7	4 x 5 = 20	8 x 10 = 80	107
Volcano	2 x 2 = 4	2 x 7 = 14	2 x 5 = 10	4 x 10 = 40	68

Source: Lane County HM&EM-SC. Date: 4-3-2015.

2.1.4 Protection of Critical Infrastructure and Key Resources

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

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

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

2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential County services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by County emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency management staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and Federal assistance.

- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the County may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets.
- Outside assistance will be available in most major emergency/disaster situations that affect the County. Although this plan defines procedures for coordinating such assistance, it is essential for the County to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over County resources will remain at the County level even though the Governor has the legal authority to assume control in a State Declaration of Emergency.
- County communications infrastructure and/or work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - Familiar with established policies and procedures
 - Assigned pre-designated tasks
 - Provided with assembly instructions
 - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.

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Roles and Responsibilities

3.1 General

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

The County Emergency Manager is responsible for emergency management planning and operations for the area of the county lying outside the limits of the incorporated municipalities. In incorporated cities, the Mayor or other designated official (pursuant to City charter or ordinance) is responsible for emergency management planning and operations for that jurisdiction.

Most County Departments have emergency functions that are similar to their normal duties. Each department is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Specific responsibilities are outlined below, as well as in individual Emergency Support Functional Annexes.

3.2 Emergency Management Organization

For the purposes of this plan, the County's emergency management organization will be referred to generally as the County EMO. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the County's emergency management structure.

The Emergency Manager may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other County staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for County's emergency management program can vary depending upon the location, size, and impact of the incident. The EMO for the County is divided into two general groups, organized by function—the Policy Group, and Emergency Operations Group.

3.2.1 Responsibilities by Department

All departments of the County, plus other agencies or individuals, who may perform specialized emergency functions, are a part of the County's Emergency Management Organization. However, emergency response activities are directed under the authority of the primary group in County government in Table 3-1.

Table 3-1 County Emergency Management Organization
Policy Group (responsible for policy oversight and disaster declaration process)
County Sheriff
County Emergency Manager
County Administrator
Board of County Commissioners
District Attorney
County Counsel

3.2.2 County Sheriff

The County Sheriff is committed to justice and integrity, is sworn to protect and honored to serve the residents and visitors of Lane County. He oversees an array of correctional services including the jail, community corrections center (work-release), and out-of-custody programs such as community service and an inmate work crew.

The Sheriff also oversees deputies that provide patrol of urban, suburban and rural areas, including timberlands, waterways, and coastal dune areas. This includes police service including criminal investigation, court security, prisoner transport, process services (criminal and civil).

3.2.3 County Emergency Manager

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

- Coordinating the planning and general preparedness activities of the local government and maintenance of this plan.

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

3.2.4 County Administrator (COA)

The County Administrator, or designee, is responsible for continuity of government (COG), overall direction of County Administrator emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all 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.
- Implementing the policies and decisions of the governing body.
- Ensuring that plans are in place to protect, preserve, and recover County records.

3.2.5 Board of County Commissioners

Lane County is governed by the County Board of Commissioners (BOC), comprised of five commissioners to four year terms. The CAO is the chief administrative officer of the County and reports directly to the BOC. Thirteen departments are headed by appointed officials administratively aligned under the Administrator, with five other departments headed by elected officials (Assessor, Clerk, District Attorney, Sheriff, and Treasurer). Many County government offices are located in the Lane County Public Service Building Complex on 8th Street in the County seat of Eugene, Oregon. In addition to serving as the Policy Group, the ultimate responsibility for policy, budget, and political direction for the County government is borne by the BOC.

During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. Additionally, the BOC will provide elected liaison with the community and other jurisdictions.

In the event that declaration of emergency is needed, the BOC will initiate and terminate the State of Emergency through a declaration. General responsibilities of the BOC include:

- Establishing emergency management authority by County resolution.
- Adopting an EOP and other emergency management related resolutions.
- Declaring a State of Emergency and providing support to the On-Scene Incident Commander and or Incident Command Post.
- Supporting the overall preparedness program in terms of its budgetary and organization requirements.
- Acting on emergency funding needs.
- Attending Public Information (PIO) briefings.

3.2.6 District Attorney

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

3.2.7 County Counsel

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

3.3 Lane County Department Support

3.3.1 Emergency Management Committee

The Emergency Management (EM) Committee is an interdepartmental team, comprised of representatives from every County Department-as designated by the Department Director. Current members of the EM committee include several directors, assistant directors, and administrative staff. The responsibilities of the EM Committee are to oversee the design, development, and implementation of emergency management activities, including the following:

- Supporting EOC operations to ensure that the County is providing for the safety and protection of the citizens it serves.
- Notifying the Emergency Manager or County EOC, if activated, of department resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other County departments.
- Assigning personnel to the EOC, as charged by this plan.

- Promoting personal and family preparedness among employees.
- Ensuring that staff completes required training (including required NIMS and ICS training).
- Dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).
- Individual departments are an integral part of the emergency organization. While some departments' staff comprises emergency response personnel, the majority of County departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

More information on EOC administration can be found in OA 2 – EOC Position Roles and Responsibilities and in departmental operating procedures.

3.3.2 Incident Management Teams

Lane County has developed and trained a cadre of staff to fulfill a role on an Type III Incident Management Team (IMT). Currently there are three teams (red, white, blue). These teams will train/exercise to fill roles in the County EOC. The staff are assigned to a team will participate in ongoing training and exercise conducted by Emergency Management. By establishing these teams Lane County has moved to identify and train staff to support the organization (Lane County) and the community in disasters and EOC activations.

3.3.3 Community Organizations

Lane County Community Organizations Active in Disaster (COAD) brings together a broad array of community organizations. The COAD exists to coordinate member organizations' activities in relation to emergency response. It is a support to County and City emergency managers but is not run by emergency management personnel. The COAD helps with sharing information, resources, and expertise with the intent to know what resources COAD members potentially have to offer during emergency or disaster response. The Lane County Emergency Manager can activate COAD for individual assignments or activate COAD to be part of the EOC under ESF 16 Volunteers and Donations.

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Concept of Operations

4.1 General

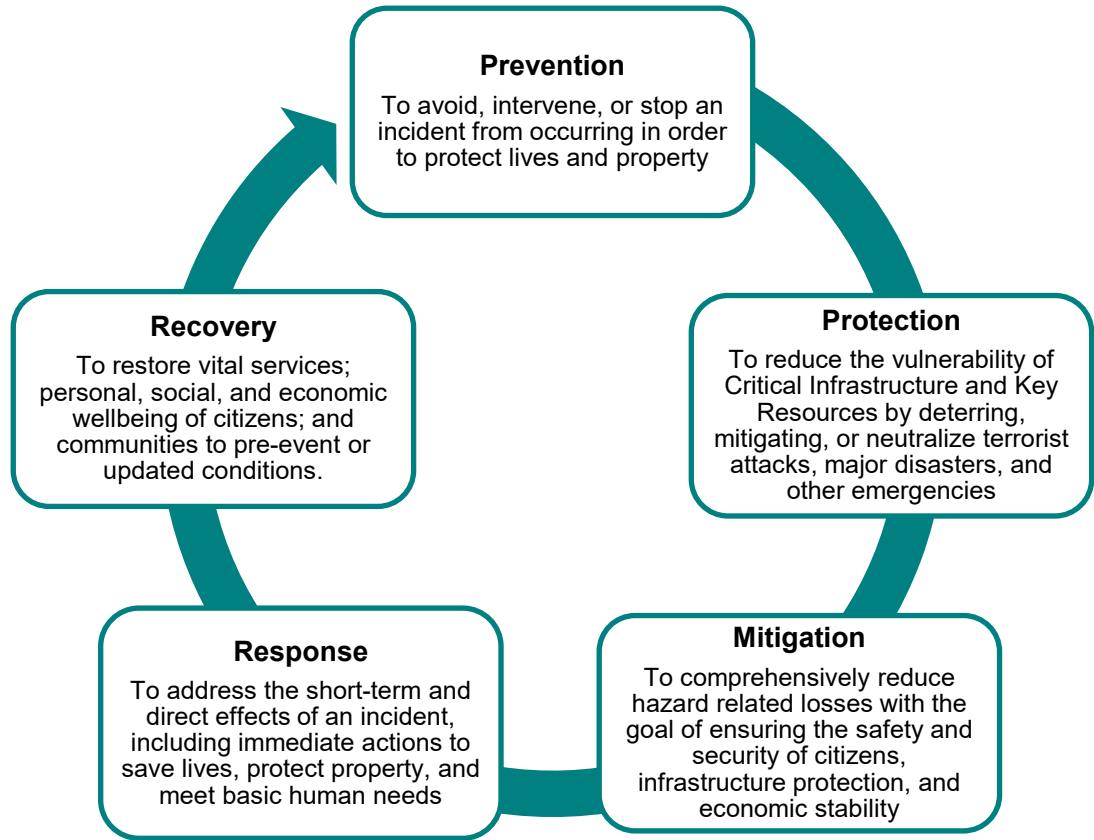
This Plan is based upon the concept that the emergency functions for various County Departments involved in emergency management will generally parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases; however, employees may be assigned to work in areas and perform duties outside their regular job assignments. Day-to-day functions that do not contribute directly to an emergency may be suspended for the duration of an emergency, and efforts that would typically be required for normal daily functions will be redirected to the accomplishment of emergency tasks by the department concerned.

Emergencies can occur during or after work hours and it is important to recognize that County workers will be affected by the emergency. The County acknowledges that a worker's first obligation is to the safety of his/her own family, and encourages each employee to undertake a program of family preparedness to assure their safety during an emergency. As a part of their departmental planning, department heads should identify functions critical to business continuity and emergency response and advise essential workers of their emergency reporting instructions.

4.2 Emergency Management Mission Areas

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

Figure 4-1 County Emergency Management Mission Areas



4.2.1 Prevention

Prevention comprises the capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. It is focused on ensuring we are optimally prepared to prevent an imminent terrorist attack within the United States.

Prevention core capabilities include:

1. Forensics and Attribution
2. Intelligence and Information Sharing
3. Interdiction and Disruption
4. Screening, Search, and Detection

4.2.2 Protection

Protection includes the capabilities to safeguard the homeland against acts of terrorism and man-made or natural disasters. It focuses on actions to protect the people, vital interests, and way of life of our communities and nation.

Protection core capabilities include:

1. Access Control and Identity Verification

2. Cybersecurity
3. Intelligence and Information Sharing
4. Interdiction and Disruption
5. Physical Protective Measures
6. Risk Management for protection programs and activities
7. Screening, Search, and Detection
8. Supply Chain Integrity and Security

4.2.3 Mitigation

Mitigation is an action to reduce or eliminate long-term risk to people, property, the environment, and the economy from natural and technological hazards.

Hazard mitigation activities focus on reducing the vulnerability of critical infrastructure or stopping an incident from occurring. This EOP, in conjunction with the Lane County Natural Hazards Mitigation Plan, provides policy guidance for hazard mitigation in Lane County.

Mitigation core capabilities include:

1. Community Resilience
2. Long-Term Vulnerability Reduction
3. Risk and Disaster Resilience Assessment
4. Threats and Hazards Identification

4.2.4 Response

Response activities address the short-term, direct effects of a disaster or emergency. Response includes immediate actions to preserve life, property, and the environment. In addition, response actions also address basic human needs by maintaining the social, economic, and political structure of the community.

Response core capabilities include:

1. Critical Transportation
2. Environmental Response/Health and Safety
3. Fatality Management Services
4. Fire Management and Suppression
5. Logistics and Supply Chain Management
6. Infrastructure System
7. Mass Care Services
8. Mass Search and Rescue Operations
9. On-Scene Security, Protection, and Law Enforcement

10. Operational Communications
11. Public Health, Healthcare, and Medical Services
12. Situational Assessment

4.2.5 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the County. This EOP is not a recovery plan; however, the County recognizes that response and recovery activities often take place concurrently until the life safety and emergency protective actions are completed.

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

Long-term recovery focuses on restoring communities. This is accomplished by assisting property owners in repairing or rebuilding homes and businesses and assisting local governments, school districts, and other public nonprofit agencies in restoring or reconstructing damaged infrastructure. Recovery Support Functions are:

1. Economic Recovery
2. Health Services
3. Social Services
4. Disaster Housing
5. Infrastructure Systems
6. Natural and Cultural Resources.

4.3 Incident Response Levels

Implementation of this plan, notification of Command Staff and agency administrators, and activation of the EOC shall be based on a determination of the severity of an incident.

Considerations in determining the level of an emergency may include the population at risk, resource availability, anticipated length of operations, property threatened, concurrent or conflicting incidents, long term effects, etc.

Determination of an emergency level in no way stipulates or precludes the need for a County emergency declaration; if there is a need for additional resources or a need to implement emergency powers then a County declaration should be made.

4.3.1 Level 4 Routine

An emergency incident which may be managed within the normal organization and procedures of emergency services agencies, but may require notification to the public, the acquisition of special resources as requested by the on-scene Incident Commander, or may require coordination support activities. Level 4 emergencies will not normally require implementation of this plan or activation of the County Emergency Management Organization.

Level 4 emergency may involve incidents such as:

- Multiple patient incident.
- Large structure fire.
- Severe weather with no power outages.
- Power outages.

4.3.2 Level 3 Intermediate

An incident that has special or unusual circumstances or conditions requiring response by more than one agency or jurisdiction, the acquisition and use of specialized resources, support to other jurisdictions, or which is beyond the scope of available County resources. Level 3 emergencies may require partial implementation of this plan, local declaration of emergency to access state resources or to enact emergency authorities, or notification and support as requested by the on-scene Incident Commander.

Level 3 emergencies may include such incidents as:

- Critical disruptions of essential services for more than 30 minutes.
- Mass casualty incidents.
- Moderate to major hazardous materials incidents.
- Any evacuation expected to last more than 4 hours.

4.3.3 Level 2 Emergency

An incident that requires the coordinated response of multiple emergency resources at all levels of government to save lives and protect property during emergencies impacting a moderate to large portion of the County's population. Level 2 emergencies require implementation of this Plan, and may require declaration of an emergency to access resources to evacuate, shelter, or provide other lifesaving emergency services.

Level 2 emergencies may include such incidents as:

- Train accident with hazardous materials.
- Earthquake.
- Major urban or wild land/urban interface fire.
- Major flooding.
- Severe storm causing transportation disruption and widespread power outages.
- “State of Emergency” considered.

4.3.4 Level 1 Catastrophic

An incident that requires the coordinated response of all emergency resources at all levels of government to save lives and protect property during emergencies impacting a large majority of the County's population. Level 1 emergencies require implementation of this Plan, and require declaration of an emergency to access resources to evacuate, shelter, or provide other lifesaving emergency services.

Level 1 emergencies may include such incidents as:

- Overwhelms local capabilities and mutual aid.
- Leads to long term impacts.
- “State of Emergency” declaration is likely.

Incident Response activation levels are described in greater detail in 4.6 of the Basic Plan.

4.3.5 Emergency Operations Center (EOC) Activation

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

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

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

Refer to Operational Annex 1- EOC Activation for further information on initial actions to be taken by the Emergency Manager (or designee) upon implementation of all or part of this EOP.

4.3.5.1 During Work Hours

An employee's first concern if a serious emergency occurs during work hours will be the welfare of one's family. Individual department heads shall develop a system to allow for the assignment of nonessential workers to check on the families of those employees critical to emergency operations that must remain on the job. Employees should be encouraged to provide accurate home addresses and phone numbers and to discuss emergency operations and expectations with their families.

4.3.5.2 Outside Work Hours

Automatic mobilization of essential workers is critical to emergency response. While it may be difficult to judge the overall impact of an emergency, employees should be equipped to monitor local media for reporting instructions. If unable to do that, employees should attempt to contact their department or get information from the County's Internal Emergency Hot-line by calling 541-682-3977. If phones are out, employees should take actions to ensure their family's safety and report to their normal job sites as soon as safe and practical to do so. Employees should pay special attention to conditions encountered while traveling to their work site to provide situation status information when they report.

4.3.6 Alert and Warning

Warnings, emergency information and notifications, or disaster reports received by County personnel should be relayed to the Emergency Manager and the Sheriff's Dispatch Center. County response personnel will communicate and receive notifications using traditional communications technology, such as landline, cell phone, text, e-mail, and radio throughout the duration of response activities as long as these resources are available. External partners will be notified and coordinated through the County EOC as appropriate.

See Alert and Warning Support Annex 6 (SA-6) for guidance.

4.3.7 Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responder and public safety, and should be used by all County personnel during emergencies. The use of common terminology enables emergency responders, EOC personnel, and County staff, as well as personnel from neighboring jurisdictions or State to communicate clearly with each other

and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

4.3.8 Volunteer and Donations Management

The County has a long history of working collaboratively with volunteer organizations. Many of those organizations are coordinated through the Community Organizations Active in Disaster (COAD). LCEM and COAD have established working relationships for donation management, volunteer staffing assistance, and resource management. COAD's partnership is essential in all phases of emergency management incidents from preparation to recovery. LCEM has utilized COAD leadership to take on large scale requests, as well as occupying the position in the County EOC under ESF 16 Volunteers and Donations.

The Sheriff's Office has highly specialized Search and Rescue volunteers, Posse members and Reserve Deputies that can be called upon to assist to meet a wide variety of emergency response needs.

4.3.9 Access and Functional Needs Populations

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

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

- Individuals who are deaf or hard of hearing
- Individuals with limited English proficiency
- Children and the elderly
- Individuals without vehicles
- Individuals with special dietary needs
- Individuals who experience physical disabilities

Persons with access and functional needs within the County have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. County Health and Human Services (H&HS) including Public Health are tasked with coordinating with service providers to reach out to these individuals and populations identified above. Emergency Management also supports H&HS in this effort with ESF 6 partners including DDS and COAD.

4.3.10 Children and Disasters

Planning and preparing for the unique needs of children is of utmost concern to the County and, whenever possible, the County will consider preparedness, evacuation, shelter operations, and public outreach and education activities that identify issues particular to children. Individuals with children have the primary responsibility for minimizing the impact of disasters to themselves and their children through personal preparedness activities.

4.3.11 Animals in Disaster

While the protection of human life is paramount, the need to care for domestic livestock and/or companion animals plays into decisions made by people affected by disasters. Preparing for the care of animals during a disaster is the responsibility of owners. However, the County may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the County may activate ESF 11 and County partnerships through Lane County Animal Services (LCAS) and Lane County Animals in Disasters (LCAID) for assistance. If local partnerships are unable to meet the need in response, a request for assistance will go through Oregon Emergency Management.

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Command and Control

5.1 General

The ultimate responsibility for command and control of County departments and resources lies with the County Administrator. County emergency operations should be conducted in a manner consistent with NIMS, including use of ICS.

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

5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Sheriff's Office, Public Works Department, Health and Human Services and/or presiding Fire District), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response an Incident Command Post should be established early on along with the establishment of an ICS structure. The on-scene Incident Commander should notify the Emergency Manager and communicate about the need to activate the County EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with other responding disciplines, agencies or affected facility owners.

5.3 Emergency Operations Center

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the County may activate the EOC and assign an EOC Manager. The EOC supports on-scene operations and coordinates resources to the extent that the responding agency needs assistance with resource management. The request for EOC activation in support of an incident should be submitted to the Emergency Manager who will assume, or designate, the role of EOC Manager. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the EOC for situational awareness, resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the County EOC to serve as part of the Unified Command or a Multi-Agency Coordination Group if established, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing County services, and then only when a situation threatens to expand beyond the County's response capabilities.

The Lane County EOC serves several functions. In a major disaster, it may serve the following functions simultaneously:

- Provide a facility from which discipline-specific emergency support activities (such as search and rescue or emergency evacuations) may be coordinated;
- Serve as a coordination point for the support of jurisdictions impacted by localized or area-wide emergencies requiring assistance from County, state or federal agencies;
- During major emergencies or disasters, serve as the interface between city governments and special districts and state and federal agencies; and
- Potentially provide a location from which County agencies may coordinate the delivery of their own services during an emergency.

5.3.1 Emergency Operations Center Activation

During emergency operations, and upon activation of the EOC, EOC staff will assemble and exercise direction and control, as outlined below.

- The County EOC may be activated by the on-scene Incident Commander or Emergency Manager or designee. While the on-scene Incident Commander retains tactical control of the incident, the EOC Manager assumes responsibility for coordinating and prioritizing County resources in support of emergency operations.
- The EOC Manager will determine the level of staffing required and will alert the appropriate personnel they are needed in the EOC.
- Emergency operations will be conducted by County departments, augmented as required by trained reserves, volunteer groups, forces supplied through mutual aid agreements, and private contractors. 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 notifications, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordinate resources with the EOC.
- Department directors are responsible for emergency functions as outlined in this Plan.
- The EOC may, as appropriate, operate on a 24-hour basis.

5.3.2 Emergency Operations Center Location

The location of the primary EOC is located at the Public Works Delta Campus, the location of the EOC can change, as required by the needs of the incident. If conditions require relocation of the EOC, then the EOC Manager will designate an alternate facility.

5.3.3 Emergency Operations Center Staffing

Depending on the incident type, County departments will provide staff to the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the on-scene Incident Commander or EOC manager may change the organization to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain County EOC, the County may request support from the State.

5.3.4 Access and Security

During an emergency, access to the County EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. All others must obtain approval for admission from the EOC Manager. All personnel working in the EOC are to sign in and out on the EOC Roster, which will be located on a table at the door. Access / security of the EOC will be the responsibility of the Planning Section Staff.

5.3.5 Incident Management Software

The County utilizes specialized software to help gather, analyze, and disseminate information in the County EOC. The County Emergency Manager is responsible for training EOC staff on the use of software, and a User's Manual are maintained in the County EOC by the Office of Emergency Management. Technical support that cannot be satisfied by County Technology services or County vendors can be accessed through the Oregon Office of Emergency Management.

5.3.6 Deactivation

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

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

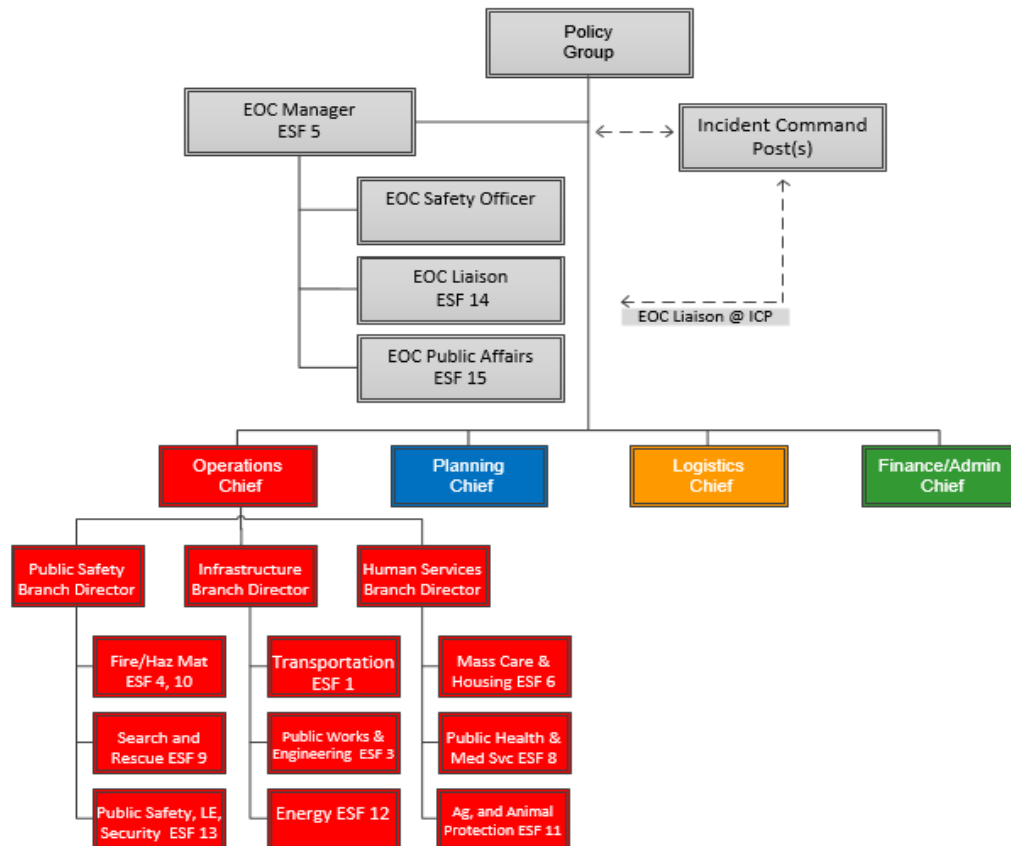
Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened and emergency operations re-initiated at any time. As with initial activation, re-activation of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

5.4 Incident Command System

ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. The County will utilize ICS to manage resources and activities during an emergency response, in order to communicate with other responding agencies using common terminology and operating procedures (Figure 5-3).

The County ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a fully activated (Level 1) incident, it can be staffed and operated by qualified personnel from any emergency service agency, including personnel from a variety of disciplines. The County ICS structure can also be utilized for lower level emergencies such as a minor incident involving a single emergency response agency (Level 4).

Figure 5-1 Example ICS Structure for the Lane County EOC



5.4.1 Emergency Operations Center Staff

Lane County Office of Emergency Management has developed three Incident Management Teams (IMT) for EOC activation. The three teams are signified by the colors Red, White, and Blue. Staff from all departments, will participate in ongoing trainings and exercise annually. This IMT concept was rolled out in response to recent events, to aid the County to support multiple EOC operational periods.

5.4.1.1 Emergency Support Function Coordinator

The ESF Coordinator has ongoing responsibility through the prevention, protection, mitigation, response, and recovery phases of incident management. The role of the ESF coordinator must be filled by someone that can coordinate ESF activated positions and report to Operations Chief or designated position reporting structure.

The responsibilities of the ESF coordinator include:

- Pre-incident planning and coordination
- Maintain ongoing contact with ESF primary and support agencies
- Conduct periodic ESF meetings
- Coordinate efforts with corresponding private-sector organization
- Coordinate ESF activities relating incident planning and critical infrastructure preparedness

5.4.1.2 EOC Manager

The EOC Manager's function will be assumed by the Emergency Manager or designee. The EOC Manager is responsible for EOC operations when it is activated and has overall responsibility for coordinating resources in support of emergency operations. In general, the EOC Manager is responsible for:

- Coordinating with their County Management Team/Leadership.
- Confirming the financial delegations of authority and limits.
- Determining EOC priorities and objectives.
- Coordinating activities supporting the disaster or emergency response.
- Maintaining the ongoing operations and processes of the EOC.
- Establishing a Lead Public Information Officer (PIO).
- Establishing Joint Information Center when needed (JIC).
- Approving the release of public information.
- Approving and supporting the preparation of an IAP.

- Immediately assigning the duties of the following positions:
 - Safety Officer
 - Public Information Officer
 - Liaison Officer

The County operates a “cold” EOC designed to be activated at minimal staffing levels within 90 minutes. Multiple locations have been identified as alternative EOC sites throughout the County.

5.4.1.3 Public Information Officer

The PIO will coordinate and manage the County’s public information network, including local, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO’s duties include:

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

5.4.1.4 Safety Officer

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

- Identifying initial hazards, determining personal protective equipment requirements, and defining decontamination areas.
- Implementing site and access control measures.
- Monitoring and assessing the health and safety of response personnel and support staff.
- Preparing and implementing a site Health and Safety Plan (ICS 208, ICS 215A) and updating the EOC Manager, on-scene Incident Command, and Operations Chiefs as necessary regarding safety issues or concerns.
- Exercising emergency authority to prevent or stop unsafe acts.

5.4.1.5 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the 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 Red Cross. The Liaison Officer's responsibilities include:

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

The annexes attached (not available for public consumption) to this plan contain general guidelines for County staff, volunteer organizations, neighboring jurisdictions, County officials and departments, and other response agency staff to carry out assigned Command Staff responsibilities at the County EOC, as well as at EOCs of the County and neighboring jurisdictions.

5.4.1.6 EOC Planning Section Chief

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

- Collecting and evaluating information, and distributing incident information through status summaries.
 - For terrorist incidents, liaise with the Oregon Titan Fusion Center.
- Maintaining resource status.
- Preparing and disseminating the EOC Incident Action Plan including developing alternatives for changing conditions.
- Conducting planning meetings.

5.4.1.7 EOC Logistics Section Chief

The EOC Logistics Section supports the needs of the EOC and any field requests for materials and supplies, food, communications, medical services and facilities. The Logistics Section is responsible for:

- Manage all incident logistics.
- Provide logistical input to the IC in preparing the Incident Action Plan.
- Brief Branch Directors and Unit Leaders as needed.
- Identify anticipated and known incident service and support requirements.

- Request additional resources as needed.
- Review and provide input to the Communications Plan (ICS 205), Medical Plan (ICS 206) and Traffic Plan.
- Supervise request for additional resources.
- Oversee demobilization of Logistics Section.

5.4.1.8 Finance/Administration Chief

The EOC Finance Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the County's resources. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively minor finance or administrative operations are otherwise required. In these instances, the EOC Finance Section can be staffed by a technical specialist in the Planning Section. The EOC Finance Section is responsible for:

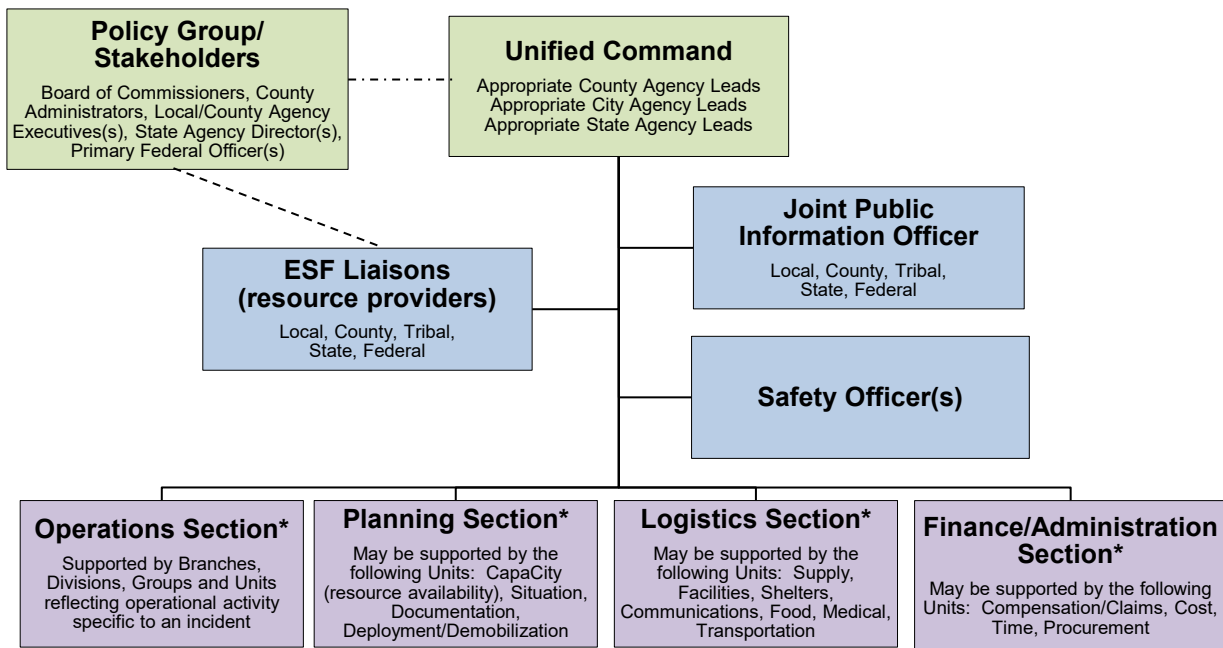
- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Conducting cost analyses.

5.4.2 Unified Command

Unified Command is when several local, county, regional, state, and federal agencies share response authority. This allows the EOC Manager and on-scene Incident Commander Responsibilities to be shared among several agencies and organizations that retain their jurisdictional authority. Unified Command provides operational flexibility to expand or contract staffing, depending on the incident's nature and size, similar to a traditional ICS structure.

Unified Command has the advantage of combining different agencies into the same organizational system to maximize coordination of response activities, and of avoiding duplication of efforts. This structure should be implemented during large incident involving multiple jurisdictions and/or regional, state, and federal response partners. Figure 5-4 shows an example of a Unified Command organizational chart for the County.

Figure 5-2 Example of Unified Command for the County



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

5.4.3 Area Command

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

Sets overall incident-related priorities:

- De-conflicts incident management objectives with other ICS organizations and established policies.
- Allocates critical resources according to incident-related priorities.
- Identifies critical resource needs and reports them to the EOCs.

Conducts oversight:

- Ensures proper management and effective communications and provides for personnel accountability and a safe operating environment.

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

5.4.4 Multi-Agency Coordination

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

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Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

The EOP will be re-promulgated pursuant to the requirements of the Emergency Management Performance Grant (EMPG) which funds fifty percent of the operating costs for the program each year.

The Emergency Manager is responsible for ensuring the Emergency Operations Plan (EOP) is kept current. A cursory review will occur on an annual basis, with any updates made as necessary. This review will:

- Verify roles and responsibilities.
- Review the status of resources noted in the plan.
- Evaluate the procedures outlined in the plan to ensure their continued viability.

In addition, lead agencies will review the annexes and appendices assigned to their respective departments on an annual basis.

The Plan will be updated, as necessary, based upon deficiencies identified by drills and exercises, changes in local government structure, technological changes, etc. Revisions to the annexes and appendices shall be made as needed and require no formal action by the Board of County Commissioners or County Administrator. Changes will be incorporated into the EOP and stakeholders will notified of its location online.

Table 6-1 Plan Development and Update Schedule (Calendar Year)

SECTION	2021	2022	2023	2024	2025
Basic Plan	X		X		X
Emergency Support Function Annexes					
ESF 1 – Transportation		X		X	
ESF 2 – Communications		X		X	
ESF 3 – Public Works and Engineering		X		X	
ESF 4 – Firefighting		X		X	
ESF 5 – Emergency Management			X		X

Table 6-1 Plan Development and Update Schedule (Calendar Year)

SECTION	2021	2022	2023	2024	2025
ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services	X		X		X
ESF 7 – Logistics Management	X		X		X
ESF 8 – Public Health	X		X		X
ESF 9 – Search and Rescue		X		X	
ESF 10 – Oil and Hazardous Materials		X		X	
ESF 11 – Agriculture, Animals, and Natural Resources	X		X		X
ESF 12 – Energy	X		X		X
ESF 13 – Public Safety and Security		X		X	
ESF 14 – Business and Industry	X		X		X
ESF 15 – Public Information and External Affairs	X		X		X
ESF 16 – Volunteer & Donations	X		X		X
ESF 17 – Cybersecurity and Infrastructure	X		X		X
ESF 18 – Military Support	X		X		X
Support Annexes					
SA 1 – Debris Management		X		X	
SA 2 – Damage Assessment Infrastructure		X		X	
SA 3 – Employee Services	X		X		X
SA 4 – Continuity of Government	X		X		
SA 5 – Business and Economic		X		X	
SA 6 – Alert and Warning		X		X	
Incident Annexes					
IA 1 – Hazardous Material		X		X	
IA 2 – Terrorism					
IA 3 – Infectious Disease		X		X	

Table 6-1 Plan Development and Update Schedule (Calendar Year)					
SECTION	2021	2022	2023	2024	2025
Operational Annexes					
OA 1 – EOC Activation and Operation		X		X	
OA 2 – EOC Position Roles and Responsibilities		X		X	
OA 3 – Disaster Declaration Process		X		X	
OA 4 – Leadership Communications		X		X	
OA 5 – Incident Command System		X		X	
OA 6 – Resource Management		X		X	
OA 7 – Planning Management		X		X	
OA 8 – Information Planning		X		X	

6.2 Training Program

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

The County Emergency Manager will identify EOC Staff and their training requirements. County personnel are encouraged to participate in available training sessions including those hosted by other agencies, organizations, and jurisdictions throughout the region. Current training and operational requirements set forth under NIMS have been adopted and implemented by the County. Currently, the County Human Resources Department maintains records and lists of training received by County department personnel.

Table 6-1 Minimum Training Requirements	
Emergency Personnel	Training Required
Direct role in emergency management or emergency response	ICS-100 IS-700a
First-line supervisors, mid-level management, and Command and General Staff	ICS-100, -200 IS-700a

Supervisory role in expanding incidents or a management role in an EOC	ICS-100, -200, IS-700a
Management role in actively responding to an incident.	ICS-100, -200, -300, -400 IS-700a, -701a
Public Information Officers	IS-702a
Resource Management	IS-703a
Communication or incident information systems	IS-701
Development of mutual aid agreements and/or mutual aid operational plans	IS 706
Planning	IS-800b
<i>Additional information about training requirements can be found on the OEM website at http://www.oregon.gov/OMD/OEM/plans_train/docs/nims/nims_who_takes_what.pdf. Independent study courses can be found at http://training.fema.gov/IS/crslist.asp.</i>	

6.3 Exercise Program

Emergency Management participates in or conducts at least three exercises per year or as otherwise stipulated and required by the Emergency Management Performance Grant. The EOC will be tested during at least one of the annual exercises. The County will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); neighboring jurisdictions; and State and federal government to participate in joint exercises. As appropriate, the County will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Emergency Management may use a real life activation in place of exercises, if the real event tests the EOC capabilities and HSEEP is used where it applies.

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

6.4 Event Critique and After Action Reporting

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

Reviews and AAR's will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs.

6.5 Community Outreach and Preparedness Education

The whole community approach requires that emergency management make every effort to involve the community in emergency planning. All County Departments should educate their employees, vendors, and public about threats, disasters, and what to do when an emergency occurs. Emergency Preparedness information can be found at: www.lanecountyor.gov/prepare

6.6 Funding and Sustainment

Lane County Departments fund and maintain the Emergency Management Program and match grant dollars from the Emergency Management Performance Grant (EMPG).

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Disaster Declaration Guidelines

(See Operational Annex-3 Disaster Declaration Process)

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Sample Emergency Declaration

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BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO: 20-09-08-01

IN THE MATTER OF DECLARING A LOCAL
EMERGENCY AS A RESULT OF THE
MCKENZIE FIRE THAT STARTED
SEPTEMBER 7, 2020

WHEREAS, Lane County is experiencing a severe wildfire that has put lives at risk and caused wide spread damage to private and public properties, and

WHEREAS, temperatures and winds remain high and humidity remains low causing the fire to burn rapidly throughout the McKenzie River Corridor and will continue to place lives and properties at risk; and

WHEREAS, the preliminary assessment of infrastructure damage is widespread and the county needs flexibility in managing resources under the existing emergency conditions, which may include waiving normal contract workforce bid requirements and

WHEREAS, the County needs to raise public awareness and involve the public in protecting their resources, and:

WHEREAS, Lane County concludes that the fire is of sufficient severity and magnitude to warrant a Local Emergency Declaration, and;

WHEREAS, as a result of the damage caused by the fire, Lane County the County Administrator will need to authorize immediate spending to bring critical services to Lane County residents; and,

WHEREAS, the County anticipates it will request the Governor to Declare a Disaster to augment local resources.

NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDERS** as follows:

1. That a local emergency exists as defined in Lane Code Chapter 20 throughout all of Lane County and;
2. All local resources are being expended and are insufficient to respond to the situation,
3. The County Administrator is authorized under Lane Code Chapter 20 to spend up to \$500,000 in responding to the effects of the wildfire; and,
4. This Declaration of Local Emergency shall remain in effect for 14 days.

ADOPTED this 8TH day of September, 2020.


Heather Buch, Chair
Lane County Board of Commissioners

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Fires on Unprotected Lands

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LANE COUNTY CONFLAGRATION REQUEST PLAN

This provides an overview of a County Commissioner's/Judge's responsibilities during conflagrations and the process to request a conflagration. County Commissioners and/or County Judge are the authority having jurisdiction in areas that are not protected by a structural fire agency. Areas that do not have structural fire protection, may need a conflagration to bring in resources to aid the County in structural response.

Role in Conflagrations:

A County Commissioner and/or Judge are responsible for:

- Official request for conflagration through the County Fire Defense Chief.
- Signing a delegation of Authority with the incoming State Fire Marshal's Incident Management Team.
- Working with command on issues related to mobilization, demobilization, etc.
- May be responsible for the cost of suppression resources until, and if a Conflagration is declared. This conversation will need to take place during the initial request with the State Fire Marshal.

Request for Conflagration:

If an area of unprotected land is threatened, and there is a significant structural threat, the County Commissioner/Judge should meet and discuss the need for suppression resources or conflagration with the County Fire Defense Board Chief. If a County Commissioner/Judge decides to request a conflagration, the request should be made in conjunction with the County Fire Defense Board Chief and Deputy State Fire Marshal.

Requests for Conflagration should be made when a significant threat exists. Examples of those are:

- a) Life threatening situations (firefighter or public safety)
 - 1) Evacuations currently taking place
 - 2) Advisory evacuations
 - 3) Evacuation plans in place
 - 4) Road, highway, or freeway closures
- b) Real Property Threatened
 - 1) Number of structures, commercial and/or residences
 - 2) Number of subdivisions
 - 3) Population affected
 - 4) Historical significant cultural resources

- 5) Natural resources, such as crops, grazing, timber, watershed
- 6) Critical Infrastructure, such as major power lines.

The County Fire Defense Board Chief should notify their Deputy State Fire Marshal immediately to discuss process and submit the Conflagration Request Form. The Deputy State Fire Marshal will assist the County Commissioner/Judge and County Fire Defense Board Chief through the request process.

BEFORE THE BOARD OF COMMISSIONERS OF LANE COUNTY, OREGON

ORDER NO: 17-06-13-05

IN THE MATTER OF GRANTING
AUTHORITY PURSUANT TO ORS 476.280
TO EXTINGUISH UNCONTROLLED FIRES
IN UNINCORPORATED LANE COUNTY

WHEREAS, the Board of Commissioners directed staff to work on a plan to deal with a variety of emergency situations including uncontrolled fires in unincorporated areas of Lane County that are not covered by existing fire protection districts; and,

WHEREAS, the Board of Commissioners passed Board Order 17-01-10-05 to address this issue but it has since been determined that additional language about covering the cost of extinguishing fires should be included in such an order; and

WHEREAS, the Oregon Fire Service Mobilization Plan (2017) outlines a policy for fire service in responding to fires on unprotected lands that stipulates that the district providing the service may bill the property owner using the standardized cost schedule approved by the state fire marshal adopted by reference in OAR 837, Division 130, State Fire Marshal Standardized Cost Schedule; and

WHEREAS, the Board of Commissioners has adopted a Strategic Plan that identifies three priorities for Lane County for 2014 – 2017: (1) Safe and Healthy County, (2) Vibrant Communities, and (3) Infrastructure; and,

WHEREAS, the Lane County Strategic Plan states that, Priority 1, Objective 1 is to ensure safety throughout Lane County; and,

WHEREAS, ORS 476.280 authorizes the governing body of any duly organized body to extinguish any uncontrolled fire found to be burning in an unprotected area; and,

WHEREAS, the Board of County Commissioners of Lane County has jurisdiction over unincorporated areas of Lane County that are not covered by existing fire protection districts as shown in more detail on Attachment "A", which is by this reference incorporated herein; and:

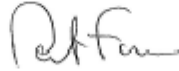
NOW, THEREFORE, the Board of County Commissioners of Lane County **ORDERS** as follows:

1. The fire chief, or representative of the fire chief, of any duly organized municipal or rural fire protection district may extinguish any uncontrolled fire found to be burning in any unprotected and unincorporated area of Lane County if:
 - a. The governing body of the city or district board of the rural fire district, as the case may be, has authorized the fire chief and the representative of the fire chief to extinguish uncontrolled fires that are found to be burning in unprotected and unincorporated Lane County situation outside the boundaries of the city or district are causing or may cause undue jeopardy to life or property; and
 - b. The fire chief or the representative of the fire chief believes that such fire is causing or may cause undue jeopardy to life or property.

Revised 1/5/16

2. This Order shall be reviewed annually by the Board or, reviewed sooner by the Board if substantive changes need to be made. Failure to review this Order does not affect its continuing validity.

ADOPTED this 13th day of June, 2017.



Pat Farr, Chair
Lane County Board of Commissioners

APPROVED AS TO FORM

Date



LANE COUNTY OFFICE OF LEGAL COUNSEL

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State Emergency Support Functions

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Oregon's Emergency Management Functions

Response Phase

Emergency Support Functions (ESF)

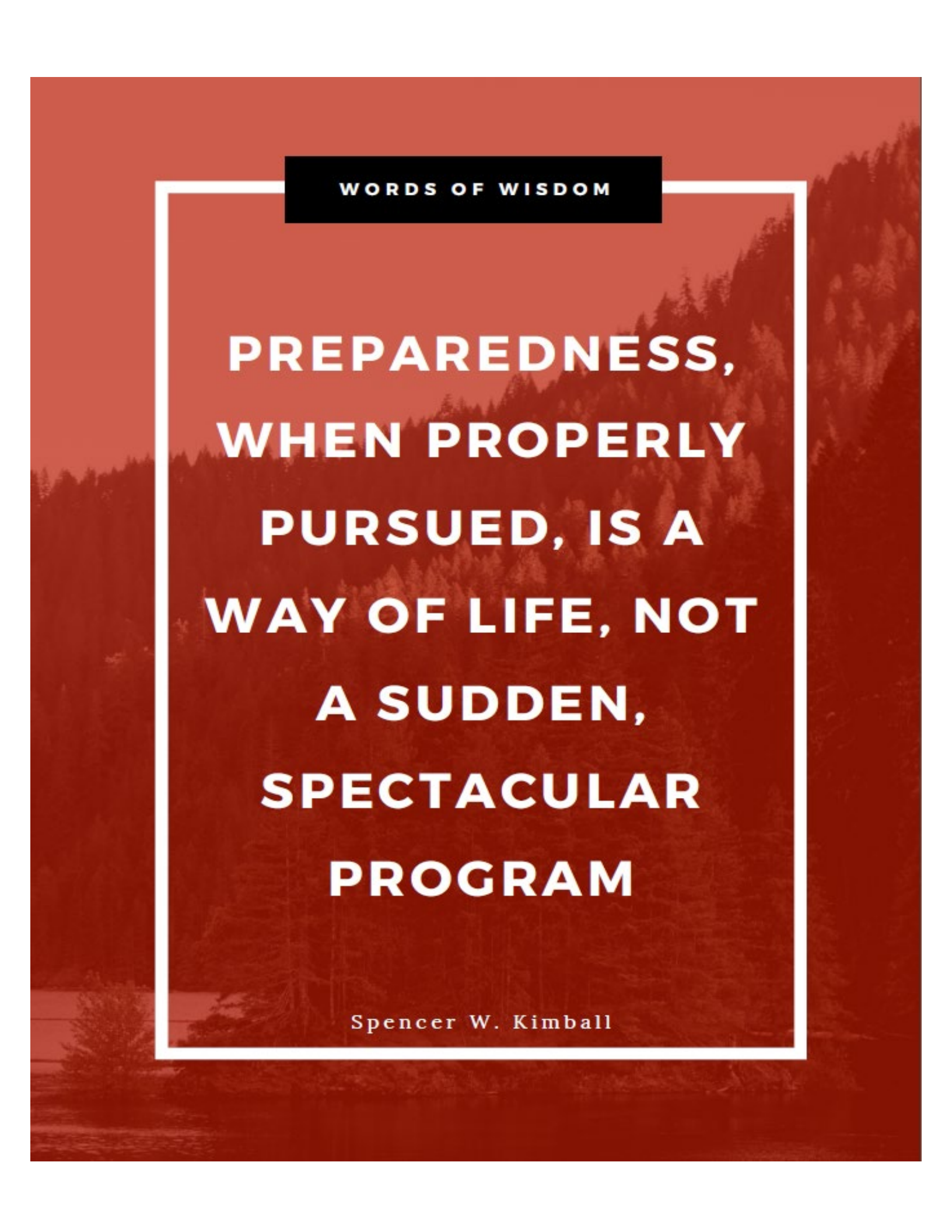
ESF 1:	Transportation
ESF 2:	Communications
ESF 3:	Public Works
ESF 4:	Firefighting
ESF 5:	Information and Planning
ESF 6:	Mass Care
ESF 7:	Resource Support
ESF 8:	Health and Medical
ESF 9:	Search and Rescue
ESF 10:	Hazardous Materials
ESF 11:	Agriculture, Animals, and Natural Resources
ESF 12:	Energy
ESF 13:	Law Enforcement
ESF 14:	Business and Industry
ESF 15:	Public Information
ESF 16:	Volunteers and Donations
ESF 17:	Cyber and Critical Infrastructure Security
ESF 18:	Military Support

Recovery Phase

State Recovery Functions (SRF)

SRF 1:	Community Planning and Capacity Building
SRF 2:	Economic Recovery
SRF 3:	Health Services
SRF 4:	Social Services
SRF 5:	Disaster Housing
SRF 6:	Infrastructure Systems
SRF 7:	Natural and Cultural Resources

03/21



WORDS OF WISDOM

**PREPAREDNESS,
WHEN PROPERLY
PURSUED, IS A
WAY OF LIFE, NOT
A SUDDEN,
SPECTACULAR
PROGRAM**

Spencer W. Kimball

