City of Lyons
Linn County, Oregon
EMERGENCY OPERATIONS PLAN

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Updated: September 2026

City of Lyons
449 5th Street
Lyons, Oregon 97358

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

Preface

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

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

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

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Letter of Promulgation

To all Recipients:

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

This Emergency Operations Plan attempts to be all-inclusive in combining the four phases of emergency management:

- **Mitigation**: activities that eliminate or reduce the probability of disaster.
- **Preparedness**: activities that governments, organizations, and individuals develop to save lives and minimize damage.
- **Response**: activities that prevent loss of lives and property and provide emergency assistance.
- **Recovery**: short- and long-term activities that return all systems to normal or improved standards.

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

Mayor Mike Wagner	Councilor ProTem Jessica Ritchie
Councilor Diane Hyde	Councilor Amy Thrasher
Councilor Eric Gjonnes	

DATE

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Plan Administration

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

Record of Plan Changes

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

Date	Change No.	Department	Summary of Change
2012	Original Release		
Mar 2015	2015.1	Charles Perino-Volunteer, City of Lyons resident	Update and Edit of entire EOP
Sept 2026	2026.1	Micki Valentine, City Manager	Update and Edit of entire EOP

Plan Distribution List

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The City Manager (or designee) will be responsible for dissemination of plan updates. Copies of the plan will also be maintained at City Hall.

Date	No. of Copies	Department/Agency	Title/Name
		* City of Lyons Administration	
		Lyons Rural Fire Protection District	
		Linn County Emergency Management	
		Linn County Sheriff's Office	
		Oregon Emergency Management	
		North Santiam School District 29J	
		Lyons-Mehama Water District	

* Hard copy provided

Emergency Operations Plan Review Assignments

Unless otherwise stated, the following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Changes will be forwarded to elected officials and City Staff for revision and dissemination of the plan. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged. It is also encouraged that plan review will be performed concurrently with review of other related City emergency plans and procedures to enhance consistency.

Section/Annex	Responsible Party
Basic Plan	City Administration
Functional Annexes (FAs)	
FA 1 Emergency Services	Lyons Rural Fire Protection District
FA 2 Human Services	City Administration
FA 3 Infrastructure Services	City Administration / Lyons-Mehama Water District (water lines/service)
FA 4 Recovery Strategy	City Administration / Lyons-Mehama Water District (water lines/service)
Incident Annexes (IAs)	
IA 1 Drought	City Administration / Lyons-Mehama Water District
IA 2 Earthquake/Seismic Activity	City Administration /Army Corps of Engineers / Lyons-Mehama Water District
IA 3 Major Fire	Lyons Rural Fire Protection District
IA 4 Flood	Lyons Rural Fire Protection District / North Santiam School District 29J (transportation services)
IA 5 Severe Weather	Lyons Rural Fire Protection District / City Administration
IA 6 Hazardous Materials	Lyons Rural Fire Protection District
IA 7 Public Health–Related	City Administration / Linn County
IA 8 Terrorism	Linn County
IA 9 Transportation Accident	Lyons Rural Fire Protection District
IA 10 Utility Failure	City Administration / Lyons-Mehama Water District / Individual Utilities

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3 IA 3 – Major Fire
4 IA 4 – Flood
5 IA 5 – Severe Weather
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8 IA 8 – Terrorism
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Basic Plan

1 Introduction

1.1 General

The City of Lyons (City) emergency management mission is to coordinate and integrate prevention, mitigation, preparedness, response, and recovery activities that increase the City's capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the City every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the City encounters. These emergencies are primarily handled by individual responders or a team of responders who work together regularly to save lives, contain threats, and minimize damage. While the principles described in this Emergency Operations Plan (EOP) can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front-line responders.

No plan can anticipate every condition or situation that may arise during an emergency. On-scene Incident Commanders must have the discretion to take the action(s) they deem necessary based upon the specific circumstances of the incident at hand. It is imperative however, that jurisdictions and response agencies have an operational 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 City and combines technical capabilities and resources with the judgment and expertise of emergency response personnel, department directors, and other key stakeholders. This EOP provides the foundation and guidance for use of a common language while incorporating fundamental principles into an incident management system that will ultimately enable the effective management of incidents within or affecting the City.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the City will respond to emergencies to the utmost of its ability, it is likely that some natural or technological disasters would overwhelm the City's resources. While recognizing this possibility, this plan is designed to help the City fulfill its response function to its maximum capacity. The City can commit to making every reasonable effort to respond based upon the situation, information, and resources available at the time of the disaster.

Every person who lives or works in the City shares responsibility for minimizing the impact of disasters on our community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and making advance preparations for personal and family safety and self-sufficiency. To the extent possible, the City will assist its citizens in carrying out this responsibility by providing preparedness and mitigation information and delivering critical public services and information during a disaster. However, a major emergency is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves and their families 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 City EOP outlines the City's approach to emergency response and enhances the City's ability to protect and improve the safety, health, and welfare of its citizens. The EOP describes the City's emergency response organization and assigns responsibilities for various emergency functions, identifies lines of authority and coordination, and communicates the legal basis and references that provide a framework for emergency planning in the City. The EOP:

- Includes the type of hazards and emergencies likely to impact the City.
- Provides a framework for multi-discipline, multi-jurisdictional coordination and cooperation.
- Addresses the phases of a disaster through mitigation, preparedness, response, and recovery activities.
- Designates the National Incident Management System (NIMS) as the framework within which emergency management activities occur.
- Directs use of the Incident Command System (ICS) for managing incident response.
- Identifies roles and responsibilities of City departments, offices, and personnel in emergency operations, as well as those of cooperating public- and private-sector agencies.
- Establishes the emergency response priorities as life safety followed by property and the environment.
- Provides a common framework within which the City, Linn County (County), special districts, and other agencies and organizations can integrate their emergency planning, response, and recovery activities.

1.2.2 Scope

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

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among the agencies and organizations involved in emergency operations and enhances multi-agency and multi-jurisdictional coordination. City departments and affiliated agencies operating under this plan shall strive to develop and keep current standard operating procedures (SOPs) describing how emergency tasks will be performed. The City additionally commits to providing the training and equipment necessary to enable the appropriate emergency response to the greatest degree possible, given the resources available.

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

1.3 Plan Activation

Once adopted by the City Council, this EOP is in effect and may be implemented in whole or in part to respond to:

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

An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander. *Note: Clarification of roles and responsibilities are noted in Chapter 3, Roles and Responsibilities.*

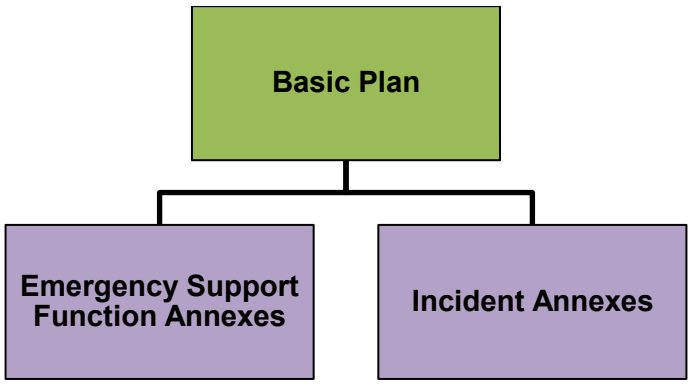
1.4 Plan Organization

The City EOP is composed of three main elements:

- Basic Plan (with appendices).

- Functional Annexes (FAs).
- Incident Annexes (IAs).

Figure 1-1 City of Lyons Emergency Operations Plan Organization



1.4.1 Basic Plan

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the City has structured its Emergency Management Organization (EMO), including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending authority.
- Describe the context under which the City will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the City's employees tasked with emergency preparedness and response functions.
- Describe a concept of operations for the City that provides a framework within which the City will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the City's emergency response structure, including activation and operation of the City EOC and implementation of ICS.
- Discuss the City's protocols for maintaining and reviewing this EOP, including training, exercises, and public education components.

1.4.2 Functional Annexes

The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. In the event of an incident for which the City's capabilities and/or resources are limited or exhausted, each annex clearly defines escalation pathways and procedures for requesting additional resources from County agencies. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined into four FAs, which supplement the information in the Basic Plan:

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

Tables 1-1 through 1-4 show the relationship between the City's FAs and the Emergency Support Functions (ESFs) in County, State, and Federal plans, as defined by the National Response Framework (NRF). City emergency personnel should be familiar with the County's EOP and ESF structure and understand how the City's response would coordinate with the County during an emergency event. Table 1-1 demonstrates generally how the functional areas for the City link with the County's ESFs.

Table 1-1 City Functional Annex 1 – Emergency Services

County ESFs	City Function
ESF 2 – Communications	Emergency Communications
ESF 4 – Firefighting	Fire Services
ESF 8 – Public Health and Medical Services	Emergency Medical Services
ESF 9 – Search and Rescue	Search and Rescue
ESF 10 – Oil and Hazardous Materials	Hazardous Materials Response
ESF 13 – Public Safety and Security	Law Enforcement
ESF 15 – External Affairs	Emergency Public Information
NOTE: Additional functions described in the Emergency Services Annex may include: ▪ Evacuation and Population Protection	

Table 1-2 City Functional Annex 2 – Human Services	
County ESFs	**City Function**
ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services	Mass Care Emergency Assistance Housing Human Services
ESF 8 – Public Health and Medical Services	Public Health Environmental Health
ESF 11 – Agriculture and Natural Resources	Animals in Disaster
NOTE: Additional functions described in the Human Services Annex may include: ▪ Worker Health and Safety	

Table 1-3 City Functional Annex 3 – Infrastructure Services	
County ESFs	**City Function**
ESF 1 – Transportation	Transportation
ESF 3 – Public Works and Engineering	Infrastructure Repair and Restoration
ESF 12 – Energy	Energy and Utilities
NOTE: Additional functions described in the Infrastructure Services Annex may include: ▪ Debris Management	

Table 1-4 City Functional Annex 4 – Recovery Strategy	
County ESFs	**City Function**
ESF 14 – Long-Term Community Recovery	Damage Assessment Public Assistance Individual Assistance
NOTE: Additional functions described in the Recovery Strategy Annex may include long-term recovery activities such as: ▪ Community Planning and Capacity Building ▪ Economic Recovery ▪ Health and Social Services Recovery ▪ Housing Recovery ▪ Infrastructure Systems Recovery ▪ Natural and Cultural Resources Recovery	

1.4.3 Coordination with County Emergency Support Functions

During a major emergency or disaster affecting the County or a portion thereof, City departments and special districts may be asked to support the larger

response. Linn County Emergency Management issues requests for such assistance. Table 1-5 outlines the ESFs each agency/organization may be requested to support.

If the County EOP is implemented during an incident or Countywide emergency declaration, the City will adopt Command and Control structures and procedures representative of the County's response operations, in accordance with the requirements of NIMS and ICS, as necessary.

Table 1-5 City Coordination with County ESFs

Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Emergency Management	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics Management and Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery	15 – External Affairs
City of Lyons															
City Administration		**S**			**P**	**S**	**P**							**P**	**P**
City Public Works*	**S**		**S**		**S**							**S**			
Linn County															
Administration Office							S								S
Dog Control						S					**P**		S		
Emergency Management					S	S		S	**P**					S	S
Environmental Health			S								**P**				
Fire Defense Board	S			S						S	S				
General Services	**P**	S	S				S	S			S	S	S		
Public Health Services Department	S					**P**		**P**			S				S
Emergency Communications Agency		**P**													
Oregon State University Agricultural Extension			S								**P**		S		
Road Department	**P**		S			S	S	S		S	S	S			S
Sheriff's Office	S	P			S	S	S	S	**P**	S	**P**	S	**P**		
Emergency Communications Center		**P**													

Table 1-5 City Coordination with County ESFs

Key: P – Primary S – Support	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Emergency Management	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics Management and Resource Support	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Long-Term Community Recovery	15 – External Affairs
Special Districts															
Lyons Rural Fire Protection District		S		P	S		S	S	S	S			S		S
Lyons-Mehama Water District			S					S						S	
North Santiam School District 29J	S					S									
Stayton Fire District				S					P						
Oregon State Fire Marshal HazMat Response Team - Region 13										P					
Private/Non-Profit Organizations															
Pacific Power			S									S			
Northwest Natural Gas			S									S			
People's Telephone			S												
Freres Lumber							S					S			
American Red Cross						P								S	
Towing Services	S						S								
Astound/Wave Broadband		S													

*Note: Due to the City's limited public works capacity, services such as transportation, public works, and energy will be coordinated by City Administration through mutual aid partners or requesting assistance from Linn County Emergency Management.

1.4.4 Incident Annexes

IAs are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and human-caused/technological hazards that could pose a threat to the City. Incident types are based on the hazards recognized as being most prevalent in Linn County and the surrounding region.

Table 1-6 Incident Annexes

Annex	Hazard
IA 1	Drought
IA 2	Earthquake
IA 3	Major Fire
IA 4	Flood
IA 5	Severe Weather
IA 6	Hazardous Materials Incident
IA 7	Public Health Incident
IA 8	Terrorism
IA 9	Transportation Accident
IA 10	Utility Failure

Note: Resource shortages and civil disobedience are considered secondary risks during any emergency situation.

1.5 Relationship to Other Plans

1.5.1 Federal Plans

1.5.1.1 Presidential Policy Directive 8

Presidential Policy Directive 8: National Preparedness (PPD-8) describes the United States' approach to preparing for the threats and hazards that pose the greatest risk to the security of the country. This directive is based on the principle that national preparedness is the shared responsibility of all members of the nationwide community. Every member contributes to this goal, including individuals, smaller communities, the private and nonprofit sectors, faith-based organizations, and Federal, State, and local governments.

1.5.1.1.1 National Preparedness Goal

The National Preparedness Goal outlined in PPD-8 characterizes the United States' security and resilience by identifying key mission areas and core capabilities that are necessary to deal with great risks, using an integrated, layered, nationwide approach as its foundation.

Using the core capabilities, we achieve the National Preparedness Goal by:

- Preventing, avoiding, or stopping a threatened or actual act of terrorism.

- Protecting United States citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows their interests, aspirations, and way of life to thrive.
- Mitigating loss of life and property by lessening the impact of future disasters.
- Responding quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.
- Recovering through a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a catastrophic incident.

1.5.1.1.2 National Preparedness System

The National Preparedness System is the instrument the United States will employ to build, sustain, and deliver the mission areas and core capabilities in order to the nation's security and resilience. The guidance, programs, processes, and systems that support each component of the National Preparedness System enable a collaborative, whole-community approach to national preparedness that engages individuals, families, smaller communities, private and nonprofit sectors, faith-based organizations, and all levels of government.

1.5.1.2 National Incident Management System

In 2003, Homeland Security Presidential Directive (HSPD) 5 required all Federal agencies to adopt NIMS and use it to guide incident management. NIMS provides a consistent nationwide framework and comprehensive approach to enable government at all levels, the private sector, and nongovernmental organizations to work together to prepare for, prevent, respond to, recover from, and mitigate the effects of incidents regardless of their cause, size, location, or complexity.

A core component of NIMS is ICS. ICS is a management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.

1.5.1.3 National Response Framework

The NRF is a guide to how State and Federal government should conduct an all-hazards response. It is built upon a scalable, flexible, and adaptable coordination structure to align key roles and responsibilities across the country. It describes specific authorities and best practices for managing incidents that range from the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

The NRF organizes the types of response assistance a state is most likely to need into 15 ESFs. Each ESF has a primary agency assigned for maintaining and coordinating response activities.

1.5.1.4 National Disaster Recovery Framework

The National Disaster Recovery Framework provides guidance that enables effective recovery support to disaster-impacted states, tribes, and local jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and collaborative manner. It also focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

The National Disaster Recovery Framework defines:

- Core recovery principles.
- Roles and responsibilities of recovery coordinators and other stakeholders.
- A coordinating structure that facilitates communication and collaboration among all stakeholders.
- Guidance for pre- and post-disaster recovery planning.
- The overall process by which communities can capitalize on opportunities to rebuild stronger, smarter, and safer.

1.5.2 State Plans

1.5.2.1 State of Oregon Emergency Management Plan

The Oregon Emergency Management Plan (EMP) is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.092, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the State of Oregon (State) and to provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP consists of three volumes:

- Volume I: Preparedness and Mitigation consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.

- Volume II: Emergency Operations Plan broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the EMO; contains FAs that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.

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

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

- The Oregon Emergency Response System receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.

- The Governor issues a "State of Emergency."

- A Statewide disaster is imminent or occurring.

- Terrorist activities or weapons of mass destruction incidents are occurring or imminent.

- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University or Reed College.

- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities.

- A geographically limited disaster requires a closely coordinated response by more than one State agency.

- An affected city or county fails or is unable to act.

1.5.3 County Plans

1.5.3.1 Linn County Emergency Operations Plan

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

The County EOP is composed of four volumes:

- Volume I - Basic Plan: Describes the fundamental framework, strategies, policies and authority, responsibilities, and operational objectives the County will employ to support and guide emergency management efforts.

- Volume II – Emergency Support Functions: Provides an overview of the ESF structure for coordinating interagency support for a County response to an incident. Each ESF serves as an operational-level mechanism to identify primary and support entities that maintain capabilities to provide resources and services most likely needed throughout all phases of an emergency. The ESF Annexes clearly define procedures and pathways to seek additional resources through State or Federal agencies when the County's capabilities and resources are limited or unavailable during an emergency or disaster.

- Volume III – Support Annexes: Describes how County departments and agencies; State and Federal agencies; the private sector; volunteer organizations; and nongovernmental organizations coordinate and execute administrative and common functional processes required during an incident response. The actions described in the Support Annexes are not limited to a particular activity or event but are applicable to most types of incidents.

- Volume IV- Incident Annexes provides an overview of the annexes applicable to incident specific or hazard situations requiring implementation of the EOP. Each annex describes unique incident situations, authorities, special action or declarations, roles and responsibilities, and incident management procedures.

1.5.3.2 Linn County Natural Hazard Mitigation Plan

Mitigation Plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. The plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and the economic impact from future disasters. Hazard mitigation is any sustained action taken to reduce or eliminate long-term risks to people and their property from hazards.

In 2025, the County worked with a consortium of community stakeholders to update the Linn County Natural Hazard Mitigation Plan (NHMP). The purpose of this analysis was to identify and discuss the natural threats confronting the County communities and the mitigation efforts to address those threats. For a more detailed explanation, please refer to the Linn County NHMP.

1.5.5.3 Linn County Community Wildfire Protection Plan

The Linn County Community Wildfire Protection Plan (CWPP) describes the County's risk from wildfires and is a collaborative effort to reduce the potential for future loss of life and property resulting from wildfire. This plan is intended to assist the County in reducing its risk from wildland urban interface wildfire hazards by identifying resources, information, and strategies for risk reduction. It also helps to guide and coordinate mitigation activities throughout the County.

1.5.4 City Plans

1.5.4.1 Continuity of Operations and Continuity of Government Plans

The City has developed a Continuity of Operations (COOP) Plan. This plan presents the processes used to accomplish administrative and operational functions during emergencies that may disrupt normal business activities. It identifies essential functions of local government, private-sector businesses, and community services and delineates procedures to support their continuation. It includes the following elements:

- Identification and prioritization of essential functions.
- Establishment of orders of succession for key positions.
- Establishment of delegations of authority for making policy determination and other decisions.
- Identification of alternate facilities, alternate uses for existing facilities, and, as appropriate, virtual office options, including telework.
- Development of interoperable communications systems.
- Protection of vital records needed to support essential functions.
- Management of City employee skill-sets.
- Development of tests, training, and exercise programs for continuity situations.
- Devolution of control planning.
- Reconstitution and resumption of normal operations.

1.5.4.2 Natural Hazards Mitigation Plan

As noted in Section 1.5.3.2, Mitigation Plans form the foundation for a community's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. The City of Lyons developed an addendum to the Linn County Natural Hazards Mitigation Plan in

March 2025. This addendum includes five sections: Addendum Development Process; Community Profile; Risk Assessment, Mission, Goals and Actions; and Plan Implementation and Maintenance.

See Chapter 2 for a more detailed hazard analysis.

1.5.5 Support Agency Plans

The City's EMO is supported by a number of partner agencies. To the extent possible, support agency plans will be designed to complement the City EOP. The City will actively seek to engage supporting agencies during the EOP updating process to ensure appropriate linkages. As of the publication date of this document, the following emergency planning tools and documents have been identified:

- North Santiam School District Emergency Crisis Manual
- Lyons Rural Fire Protection District Policy & Procedures
- Lyons Ambulance Policies & Procedures

1.6 Authorities

1.6.1 Legal Authorities

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

The City conducts all emergency management functions in a manner consistent with NIMS. Procedures supporting NIMS implementation and training for the City will be developed and formalized by the City EMO in conjunction with the City Council. As approved by the City Council, the City Manager has been identified as the lead in the EMO. The City Manager, given the collateral title of Emergency Manager, has the authority and responsibility for the organization, administration, and operations of the EMO. The Emergency Manager may delegate any of these activities to designees, as appropriate.

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

Table 1-7 Legal Authorities
Federal
– Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended. – National Incident Management System – National Response Framework – Homeland Security Presidential Directive 5: Management of Domestic Incidents – Homeland Security Presidential Directive 8: National Preparedness – Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness – Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006
State of Oregon
– Oregon Revised Statutes 401. Emergency Management and Services – Oregon Revised Statutes 402. Emergency Mutual Assistance Agreements – Oregon Revised Statutes 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System – Oregon Revised Statutes 404. Search and Rescue – Oregon Revised Statutes 431. State and Local Administration and Enforcement of Health Laws – Oregon Revised Statutes 433. Disease and Condition Control; Mass Gatherings; Indoor Air – Oregon Revised Statutes 476. State Fire Marshal; Protection From Fire Generally – Oregon Revised Statutes 477. Fire Protection of Forests and Vegetation – State of Oregon Emergency Operations Plan
Linn County
– Linn County Emergency Procedures, Title 2, Chapter 235, December 1998 (last revision)
City of Lyons
– Addendum to the Linn County Natural Hazards Mitigation Plan, Sept. 2025 – Floodplain Emergency Management Plan P1-2010 (Municipal Code) July 2010 – Chapter 2.10 Emergency Management Agency (Municipal Code)

1.6.2 Mutual Aid and Intergovernmental Agreements

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

umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

See individual Functional Annexes for existing mutual aid agreements.

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

1.7 Emergency Powers

1.7.1 General

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

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

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

1.7.2 City of Lyons Disaster Declaration Process

A declaration of emergency by the City is the first step in accessing State and Federal disaster assistance. Acting as the emergency manager, the City Manager or the Mayor, as authorized by the City Code, may declare that a state of emergency exists. This declaration remains in effect until the City Manager or Mayor terminates the state of emergency when the emergency, or threat of emergency, no longer exists.

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

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

If County, State, or Federal assistance is needed, the declaration must also state that all appropriate and available local resources have been expended and contain a request to the Governor for the type of assistance required (if needed). The Command and General Staff have the following responsibilities in the declaration process:

- **Operations.** Identify necessary resources and outline special powers needed to respond to the emergency. Assist in the Initial Damage Assessment.
- **Planning.** Provide situation and resource summaries and Initial and Preliminary damage assessments.
- **Logistics.** Compile resource requests.
- **Finance.** Assist in preliminary damage assessment and coordinate damage survey activities.
- **Command.** Present the package to City Council.
    - **Liaison Officer.** If the declaration is approved by the City Council, notify neighboring jurisdictions.

See Appendix B for sample Declaration of Emergency forms.

1.7.3 Linn County Declaration Process

In accordance with ORS 401.025 and the Linn County Emergency Code 235.250, the responsibility for Emergency Management and direction and control in a time of disaster belongs to the elected Board of Commissioners.

During a state of emergency, the Board of Commissioners shall:

- Have authority to suspend provisions of any order or rule of any County agency, if the Board of Commissioners determines and declares that strict compliance with the provisions of the order or rule would in any way prevent, hinder, or delay mitigation of the effects of the emergency.
- Have authority to direct any agencies in the County government to utilize and employ County personnel, equipment, and facilities for the performance of any activities designed to prevent or alleviate actual or threatened damage due to the emergency. The Board of

Commissioners may direct the agencies to provide supplemental services and equipment to local governments to restore any services in order to provide for the health and safety of the citizens of the affected area. The Board of Commissioners is empowered to assume executive control over all departments, divisions, and offices of Linn County during a state of emergency.

- The Board of Commissioners, with support from the Emergency Program Manager, County legal staff, and the Chief Administrative Officer will issue an Emergency Declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration. Under such conditions, this plan will be implemented. If possible, an Initial Damage Assessment will be conducted by local jurisdictions and/or the County prior to requesting State or Federal assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

1.7.4 State Assistance

State assistance may be provided after local resources are exhausted, nearing depletion, or projected to be inadequate, and mutual aid agreements have been initiated.

The State OEM Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. The Operations Officer evaluates resource requests based on the goals and priorities established by the Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions.

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

1.7.5 Federal Assistance

The Federal Emergency Management Agency (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 NRF.

1.8 Continuity of Government

1.8.1 Lines of Succession

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

Table 1-8 City Lines of Succession

Emergency Coordination	Emergency Policy and Governance
Emergency Manager (City Manager)	Mayor
Mayor	Mayor Pro-Tem
Council members	Council members

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

1.8.2 Preservation of Vital Records

Each City department must provide for the protection, accessibility, and recovery of the agency's vital records, systems, and equipment. These are records, systems, and equipment that, if irretrievably lost or damaged, will materially impair the agency's ability to conduct business or carry out essential functions. Each should have a maintenance program for the preservation and quality assurance of data and systems. The program should take into consideration the cost of protecting or reconstructing records weighed against the necessity of the information to the department. The City is working to secure offsite data management (cloud) services to address this issue.

1.9 Administration and Logistics

1.9.1 Request, Allocation, and Distribution of Resources

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

The City Manager or Mayor acting as the Emergency Manager of the City is responsible for the direction and control of the City's resources during an emergency and for requesting any additional resources required for emergency operations. All assistance requests are to be made through County Emergency

Management via the County EOC. County Emergency Management processes subsequent assistance requests to the State.

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Lyons Rural Fire Protection District Fire Chief and the 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. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

1.9.2 Financial Management

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

- The City Council will meet in emergency session to decide how to respond to the emergency funding needs.
- The City Manager and/or the Mayor will declare a state of emergency and request assistance through the County.
- If a quorum of councilors cannot be reached, and if it is anticipated that a prompt decision will protect lives, City resources and facilities, or private property, the City Manager (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- To facilitate the tracking of financial resources committed to the incident and to provide necessary documentation, a code for all incident-related personnel time, losses, and purchases will be established.

Expenditure reports are to be submitted to the City Manager to identify budgetary shortfalls. The Manager will support procurement issues related to personnel both volunteer and paid. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the City EOC, financial management will be handled by the City Manager (or designee).

1.9.3 Legal Support and Liability Issues

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

1.9.4 Reporting and Documentation

Proper documentation and reporting during an emergency is critical for the City to receive proper reimbursement for emergency expenditures and to maintain a historical record of the incident. City staff will maintain thorough and accurate documentation throughout the course of an incident or event. Incident documentation should include:

- Incident and damage assessment reports.
- Incident command logs.
- Cost recovery forms
- Incident critiques and After Action Reports (AARs).

1.10 Safety of Employees and Family

All department heads (or designees) are responsible for the safety of employees. Employees should attempt to make contact with their supervisors and managers within the first 24 hours following an incident. The City Council will establish alternate facilities and staff locations, as applicable. Notification for employee duty assignments will be established by each department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to performing the overall response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while they provide health and medical services during a pandemic or other type of public health emergency.

Currently, plans formally addressing the safety and protection of response staff during a biological incident and/or contagious outbreak have not been developed. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

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

While City employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-sufficiency, which, in turn, will enable employees to assume their responsibilities to the City and its citizens as rapidly as possible.

The draft COOP document includes a section (Section K) that addresses the development of a Family Disaster Plan in an effort to provide a framework to support employees and their families during emergency situations or disasters.

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2 Situation and Planning Assumptions

2.1 Situation

The City of Lyons is exposed to many hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include droughts, floods, wildfires, and winter storms. 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

Lyons is located in the western foothills of the Cascade Mountain Range within the Willamette Valley, on the northern border of Linn County, Oregon, approximately 23 miles southeast of Salem. Lyons has a moderate climate. In August, the average high temperature is 80 degrees and the average low temperature is 49 degrees. Winter temperatures in January range from an average high of 46 degrees to an average low of 32 degrees. Lyons receives an average annual precipitation of 56.96 inches. The North Santiam River runs along the northern boundary of Lyons. Several small ponds are surrounded by County and municipal parkland near the eastern edge of town. Trask Creek collects drainage from the southern hills along the south edge of the City. Lyons is located on mostly flat land, with elevations increasing slightly on the south side of town, with ridges surrounding Lyons to the south and northeast. Across the river to the north is the unincorporated community of Mehama, located on the north bank of the North Santiam River. The landscape surrounding the City consists of farmland in level areas and forestland on surrounding slopes.

2.1.1.2 Demographics

From 1990 to 2000, the City grew by 8% and has continued to grow to 1,240 residents in 2025.

2.1.1.3 Economy

Today, Lyons' economy is centered on service provision, construction, manufacturing, education, and public administration. There are a few manufacturing companies in and around Lyons. Forestry products are still prominent in the Lyons area, with two large lumber companies in the area: Freres Lumber, located on the south side of town, and Frank Lumber Company, located

east of town near Mill City. Lyons also serves as a bedroom community for major employers in the Salem and Albany areas.

2.1.1.4 Critical Facilities

Critical facilities are those that support government and first responders' ability to take action in an emergency. Lyons has a number of critical facilities that provide services to City residents. Lyons City Hall, located at 449 5th Street, is the base for City administrative tasks, serves as the location of City resources, and provides meeting space for City functions. The Lyons Post Office is located at the intersection of 5th and Ironwood Streets. Lyons Rural Fire Protection District Station 550 is located on 10th and Main, just north of the Freres Engineered Wood Plant 1. The nearest hospital is the Santiam Memorial Hospital in Stayton. This hospital has 40 beds and provides medical services for approximately 30,000 people in Stayton and surrounding communities, including Lyons.

Mari-Linn Elementary School is located across from Elm Street off of 5th Street. Mari-Linn is one of five public schools included in the North Santiam School District, and the only one located in Lyons. Mari-Linn is a K-8 school that serves the communities of Lyons and Mehama. It has an approximate enrollment of 200 students.

Lyons also contains critical infrastructure facilities. The Lyons-Mehama Water District Shop is located west of the foot of the 5th Street Bridge on Locust Street, adjacent to the boat launching area. Daily water operations are conducted at this site.

2.1.1.5 Transportation

Main transportation corridors to and from Lyons include Highway 226, which connects with Highway 20 to provide the main access to and from Albany, located to the southwest. Highway 22 to the north provides east/west access to and from Stayton to the west, Salem to the northwest, and Bend to the east. Highways 22 and 226 provide connectivity to Interstate 5. Highway 226 intersects with Highway 22 just north of Lyons, in Mehama, located on the north bank of the North Santiam River. East Lyons Mill City Drive diverges from Highway 226 in downtown Lyons and provides an additional east/west connection to Mill City, located 8 miles to the east. The North Santiam River Bridge between Lyons and Mehama forms the only connection between the two communities. Without an operational bridge, Lyons would have no immediate access to Mehama or Highway 22.

Albany and Eastern Railroad Company owns and operates the Mill City District railroad line, a railway that runs from Mill City to Lebanon and forms the southern boundary of Lyons. This railroad provides railroad transport to industrial sites in Lebanon and Albany, Oregon.

Cherriots Regional provides public transportation services, a bus service linking riders east to Mill City and west to Salem.

2.1.1.6 Community Events

The City of Lyons experiences numerous community-wide events each year, but none that dramatically alter the population of the community.

Figure 2-1 Map of City of Lyons

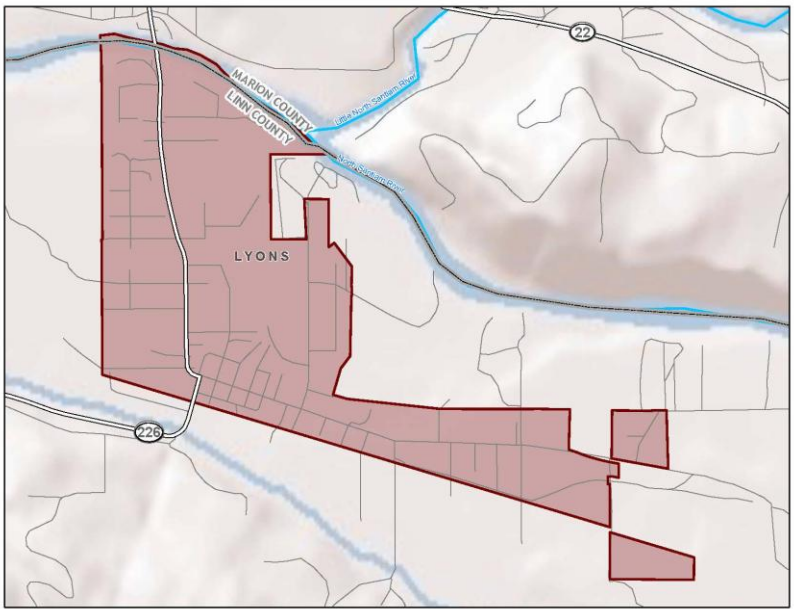
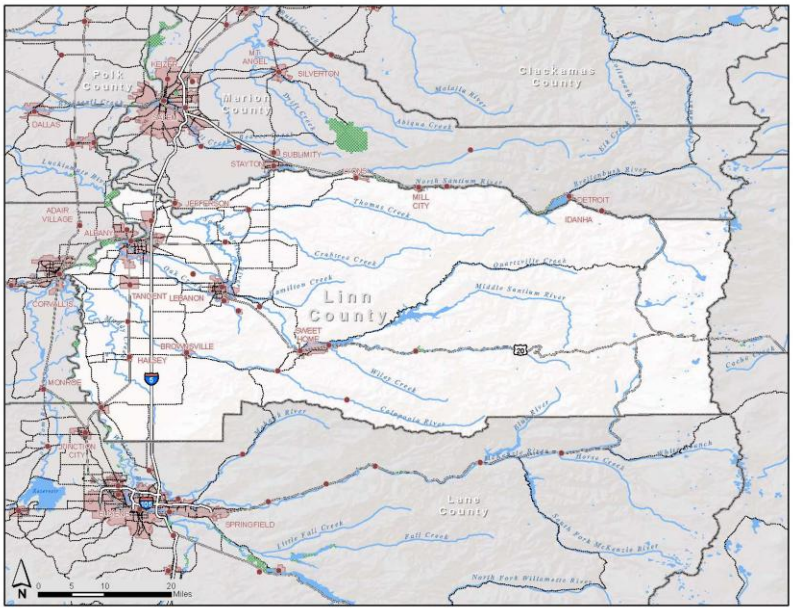


Figure 2-2 Map of Linn County



2.1.2 Hazards and Threats

The hazards and threats to which the City is subject are discussed in the following sections. As noted above, the City completed an addendum to the Linn County NHMP in 2025, referred to throughout this section as "the Addendum." The

Addendum provides a comparison between the hazards and threats identified for the City and those identified for the County. The information in the following sections is taken from the Addendum, unless otherwise noted.

2.1.2.1 Drought

The Addendum identifies drought as a low-probability and rare occurrence, based on the area's typically moist climate, the City's geographic location, and the Lyons-Mehama Water District's ample water storage capacities. The City is located near the North Santiam River, and its water district has water storage capacities with approximately 1,250,000 gallons supplied by two storage reservoirs. The Addendum also acknowledges that due to expected changes and unpredictability in climate patterns, the City will revisit this issue in updates to the Addendum.

2.1.2.2 Earthquake

The Linn County NHMP adequately describes the causes and characteristics of earthquake hazards for the region. Earthquakes are fairly infrequent occurrences but have affected Linn County in the past. The City of Lyons concurs with the County's historical account.

Linn County's NHMP also adequately describes the location of potential earthquakes. Refer to the maps and online resources included in the Linn County NHMP Earthquake Scenarios and Ground Motion Maps Section for information on the potential extent of earthquake hazards for Lyons.

Linn County estimates a high probability that earthquakes will occur in the future, as well as a high vulnerability to earthquake events. The City's Addendum differs from Linn County this respect, giving Lyons a low probability rating and a moderate vulnerability rating for seismic events.

2.1.2.3 Flood

The Linn County NHMP adequately describes the causes and characteristics of flooding for the region, as well as the history of major flooding events.

For the City of Lyons, the Detroit Dam sufficiently regulates the flow of the North Santiam River so that water levels do not typically exceed bank-full levels. The Addendum indicates that the City of Lyons does experience periodic, localized flooding in areas. Inadequate culverts and drainage facilities in the area surrounding 24th Street have caused significant flooding problems in adjacent and downstream areas. Trask Creek, flowing along the southern edge of Lyons is also an area of concern according to the Steering Committee for the local Hazard Mitigation Plan. Trask Creek acts as a drainage ditch for the hills south of Lyons. The excessive vegetation in and around Trask Creek, compounded by an increasing number of active beavers and nutria in the area, contributes to flooding in portions of southern Lyons around Trask Creek.

A comprehensive description of all areas of special flood hazards for Lyons, along with accompanying flood insurance maps, is contained in a report entitled "The Flood Insurance Study for the City of Lyons." This report is on file at City Hall in Lyons.

The Flood Insurance Rate Map for the City of Lyons was updated September 29, 2010. The City has been a participant in the National Flood Insurance Program (NFIP) since December 1981. As of April 12, 2010, the City has 11 NFIP policies in force at a total value of $2,386,100. No claims have been filed and no losses paid. Lyons has no repetitive flood loss buildings. Lyons does not participate in the Community Rating System.

To mitigate the impacts of future flood events, the City of Lyons has adopted Chapter 15.10 of the Lyons Municipal Code: Flood Damage Prevention. The purpose of this chapter is to minimize public and private losses due to flood conditions; it includes a listing of several methods for reducing flood losses within the City.

2.1.2.4 Landslide

The Linn County NHMP adequately describes the causes, characteristics, location, and extent of landslides for the region. Currently, there is no comprehensive list of landslide events or dates for Linn County.

Linn County estimates a high probability and low vulnerability for landslides. The Addendum indicates that no landslides have been experienced within the City limits due to the City's topography and has estimated a low probability that landslides will occur within City limits. Additionally, Lyons estimates a low vulnerability to landslide events, meaning that less than 1% of the City's population or community assets could be affected by a landslide event.

Although no landslides have occurred within the City limits, Lyons is and has been affected by landslides, loosened debris, trees and limbs, mudslides, and continuing deterioration along a significant portion of Highway 226 just south of town on the McCully Mountain hillside.

2.1.2.5 Wildfire

The Linn County NHMP accurately describes the causes and characteristics of wildfire in Linn County, as well as the history of wildfire events. Lyons has no significant instances of wildfire events to date. However, wildfires are a concern for the City due to the wildland-urban interface at the City's edges. As noted in the Linn County NHMP, the wildland-urban interface is not designated by geography alone, and certain conditions must be present for significant interface fires to occur (i.e., hot, dry, windy weather; inability of fire protection forces to contain or suppress the fire; the occurrence of multiple fires that overwhelm resources; and a large fuel load, or dense vegetation).

Within the Linn County Community Wildfire Protection Plan, the City of Lyons is listed as a "Community at Risk." This term indicates an area:

(A) That is comprised of (i) an interface community as defined in the notice entitled "Wildland Urban Interface Communities Within the Vicinity of Federal Lands That Are at High Risk From Wildfire'' issued by the Secretary of Agriculture and the Secretary of the Interior in accordance with title IV of the Department of the Interior and Related Agencies Appropriations Act, 2001 (114 Stat. 1009) (66 Fed. Reg. 753, January 4, 2001); or (ii) a group of homes and other structures with basic infrastructure and services within or adjacent to Federal land;

(B) In which conditions are conducive to a large-scale wildland fire disturbance event;

(C) For which a significant threat to human life or property exists as a result of a wildland fire disturbance event.

Linn County estimates a high probability that wildfires will occur in the future. Given Lyons's wildfire history and proximity to wildland areas, a low probability rating is accurate for the City. Linn County estimates a moderate vulnerability to wildfire events. Because the City has surrounding wildland-urban interface areas, Lyons also estimates a moderate vulnerability to wildfire events.

Water lines within the City are, in many cases, inadequately sized and incapable of supplying the water pressure and flow necessary to operate many of the hydrants servicing areas within the community; this has been an ongoing source of concern for the City. When coupled with inadequately maintained fire hydrants, this poses a potentially significant risk to the community during an emergency event.

2.1.2.6 Severe Weather

Severe weather events pose a significant threat to life, property, and the local economy in Lyons by creating conditions that disrupt essential services such as public utilities, telecommunications, and transportation routes. Such storms can, and have, produced rain, freezing rain, ice, snow, cold temperatures, high winds, and tornadoes. High winds, tornadoes, and ice storms frequently destroy trees and power lines, interrupting utility services. These conditions have been grouped into the two categories of windstorm and winter storm events, as described below.

Windstorm

The Linn County Natural Hazards Mitigation Plan adequately describes the causes, characteristics, location, and extent of severe weather. Linn County's plan also describes historical wind storm events. Over the last several decades, significant windstorm and tornado events have impacted the Willamette Valley, Linn County, and Lyons. These events include a tornado in December 2010, which touched down northwest of Lyons, affecting Silverton and Aumsville; a storm that uprooted trees and damaged buildings in January 2009; and storm that brought hurricane force winds to Lyons in February 2002. Other historical storms

include one in December 1995, which brought high velocity winds causing tree and home damage and another in October 1962, when Oregon experienced the Columbus Day storm, bringing winds of over 100 miles per hour to the Willamette Valley.

The County estimates that there is a high probability that windstorms will occur and a moderate vulnerability to windstorm events. The City's Addendum reports that the vulnerability is high. Windstorms are an annual occurrence in Lyons and invariably result in power outages and downed trees and limbs. Winds frequently reach upward of 35 miles per hour.

Winter Storm

The Linn County NHMP adequately describes the causes and characteristics of severe winter storms for the entire planning area, including the City of Lyons. Snow and ice are frequently annual events during the winter months, but when the occasional cold air is funneled through the Cascades between the Gorge and Portland the same time that a Pacific storm happens to reach the area, larger than average snow events may result.

Winter storms happen throughout Linn County, including in Lyons. The extent of these storms depends upon precipitation levels, temperatures, and the effects of the storm system on the built environment. The Addendum notes several severe winter storm events in recent years that have impacted the Willamette Valley, Linn County, and Lyons. These events occurred in December 2002, 2005, and 2009 and caused damage to property and trees, as well as extended loss of power to the community. Linn County and the City of Lyons both estimate a high probability and a high vulnerability for winter storms.

2.1.2.7 Hazards that Originate in Neighboring Jurisdictions

In addition to the hazards identified above, hazards that originate in neighboring jurisdictions may also create hazardous conditions within the City due to the city's proximity to major east-west travel routes. The City may be impacted by the associated needs of residents fleeing disasters in their communities.

2.1.3 Capability Assessment

The availability of the City's physical and staff resources will undoubtedly limit the City's capability to conduct short- and long-term response actions on an independent basis. City response capabilities are further limited by the fact that all employees work on a less-than full-time basis due to budgetary constraints.

The City has not developed a formal capabilities assessment to-date and, in consideration of the City's resources, this may remain a low-priority item for future development. Should one be developed in the future, it would summarize the jurisdiction's prevention, protection, response, and recovery capabilities involving the defined hazards. It would also further describe the jurisdiction's limitations on the basis of training, equipment, and personnel.

2.1.4 Hazard Analysis

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

Table 2-1 2007 Linn County Hazard Analysis Matrix

Hazard	Rating Criteria with Weight Factors				Total Score
	History [1] (WF=2)	Vulnerability [2] (WF=5)	Max Threat [3] (WF=10)	Probability [4] (WF=7)	
Score for each rating criteria = Rating Factor (High = 8-10 points; Moderate =4-7 points; Low = 1-3 points) X Weight Factor (WF)					
Pandemic Influenza	14	50	100	70	**234**
Winter Storm	20	50	90	70	**230**
Flood	20	50	80	70	**220**
Earthquake	10	45	100	63	**218**
Hazardous Materials	20	50	70	70	**210**
Power Failure	20	40	80	70	**210**
Terrorist Attack – Weapons of Mass Destruction	4	50	100	56	**210**
Wildland Fire	20	30	80	70	**200**
Waterline Disruption	10	50	100	35	**195**
Volcano/Fallout	6	50	80	56	**192**
Wind Storm	14	35	70	70	**189**
Dam Failure	4	50	100	28	**182**

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

2.1.5 Protection of Critical Infrastructure and Key Resources

Mitigation activities, including protection of critical infrastructure and key resources, may lower both the severity of vulnerability and reduce the threat of hazards to the City. Mitigation items were identified during the planning process

for the City's Addendum to the Natural Hazard Mitigation Plan. Protection activities identified during this process are noted in the Addendum and include the following:

- Provide information on droughts and other natural hazards (either on the City's website and/or at City Hall).
- Develop partnerships with the Oregon Department of Transportation, Linn County, and Albany Eastern Railroad to coordinate vegetation removal and ongoing maintenance activities in and around Trask Creek.
- For locations experiencing repetitive flooding and significant damages or road closures, determine mitigation measures such as increasing culvert size and/or storm water drainage ditch size and implement these mitigation measures as funding allows.
- Ensure continued compliance in the NFIP through enforcement of the provisions of flood damage prevention in the Lyons Municipal Code.
- Provide training for public works employees on American National Standards Institute (ANSI) tree care standards and practices. Continue to support/encourage underground placement of public utilities infrastructure, thereby minimizing power outages resulting from severe weather.
- Implement the wildfire actions included in the Linn County Community Wildfire Protection Plan as they relate to Lyons.
- Continue public education efforts aimed at informing citizens of the natural hazards to which Lyons is vulnerable and mitigation measures residents can take independently to protect property.

2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- The City will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
- Outside assistance will be available in most emergency situations affecting the City. Although this plan defines procedures for coordinating such assistance, the City will be prepared, to the greatest degree possible, to carry out disaster response and short-term actions on an independent basis. It is possible for a major disaster to occur at any time and at any place in the City. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events occur with little or no warning.

- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this emergency plan.
- Proper implementation of this plan will reduce or prevent disaster-related losses.

3 Roles and Responsibilities

3.1 General

Local and County agencies and response partners may have a variety of roles and responsibilities throughout an emergency's duration. It is particularly important that the local command structure be established to support response and recovery efforts while maintaining the flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident's size and severity, as well as the availability of local resources.

The County Emergency Program Manager is responsible for emergency management planning and operations for the areas lying outside the corporate limits of the incorporated County municipalities. The designated official of each incorporated municipality is responsible for emergency management planning and operations for that jurisdiction. (These responsibilities may be shared with County Emergency Management under agreement.)

The City of Lyons conducts emergency management functions in accordance with NIMS. To assist with training and preparing essential staff members and supporting personnel, the City Council shall ensure that critical staff are identified and trained at a level that enables effective execution of response plans, procedures, and policies.

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

Most City facilities have emergency functions and are responsible for developing individual emergency management procedures. Specific responsibilities are outlined below.

3.2 Emergency Management Organization

The City does not have an office or division of emergency management services separate from its existing facilities. For the purposes of this plan, the City's emergency management structure will be referred to generally as the City EMO. Under this structure, the City Manager or Mayor in the City Manager's absence is considered the Emergency Manager, unless this role has been otherwise delegated. Roles and responsibilities of individual staff members are described throughout the plan to further clarify the City's emergency management structure.

The Emergency Manager may, depending upon the size or type of incident, delegate the authority to lead response and recovery actions to other City staff or

elected officials. As a result, the organizational structure for the City's emergency management program can vary dependent upon the location, size, and impact of the incident. The EMO for the City is divided into two general groups—the Executive Group and Emergency Response Agencies—organized by function.

3.2.1 Executive Group

The Executive Group may include representation from each City facility during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed officials with certain designated responsibilities. Primary responsibilities for local elected and appointed officials include:

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

3.2.1.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for the City government is borne by the City Council. During emergencies, this responsibility includes providing positive support for citizen involvement and citizen assistance, issuing policy statements as needed in support of recovery and response efforts, and providing the political contact needed for visiting State and Federal officials. Additionally, the Council will strive to provide elected and/or appointed liaisons with the community and other jurisdictions.

General responsibilities of the Mayor and City Council include:

- Communicating the situation with the citizens of Lyons.
- Establishing emergency management authority by ordinance.
- Adopting an EOP and other emergency management–related resolutions.
- Declaring a State of Emergency and providing support to the Incident Commander in requesting assistance through the County.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.
- Attending Public Information Officer (PIO) briefings.

3.2.1.2 City Administration

The City Administration is responsible for continuity of government, overall direction of City emergency operations, and dissemination of public information. The City Manager is responsible for:

- Ensuring that all City facilities develop, maintain, and exercise emergency preparedness programs specific to their respective service annexes as outlined in 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 for the protection and preservation of City records.

3.2.1.3 Emergency Manager

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

- Serving as staff advisor to the Mayor and the City Council in emergency matters.

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

3.2.1.4 City Department Heads

Department heads collaborate with the Executive Group during the development of local emergency plans and provide key response resources. Department heads are responsible to develop, plan, and train staff members on internal policies and procedures for meeting response and recovery needs safely. They also provide staff the opportunity to participate in training exercises to develop and maintain the necessary staff capabilities and to clearly reinforce preparedness expectations. Department heads not assigned specific functions in this plan will be prepared to make their resources available for emergency duty at the direction of the City Manager.

3.2.2 Responsibilities of All Departments

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

- All City departments are responsible for:
- Supporting EOC operations to ensure that the City is providing for the safety and protection of the citizens it serves.
- Establishing, in writing, an ongoing line of succession of authority for each department or facility; this document must be made known to all facility staff members, and a copy must be filed with the City Manager.

- Developing alert and notification procedures for staff members.
- Developing operating guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Establishing internal lines of succession of authority.
- Ensuring that equipment is operational and managed in accordance with SOPs.
- Identifying critical functions and developing procedures for maintaining and/or reestablishing services provided to the public. Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff have completed any NIMS-required training.
- Ensuring that department plans and SOPs incorporate NIMS components, principles, and policies.
- Dedicating staff time for preparedness training and participation in exercises.
- Preparing and maintaining supporting facility-specific plans.

3.2.3 Responsibilities by Function

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

3.2.3.1 Transportation

City Public Works/Linn County Road Department/Linn County Law Enforcement*

Transportation responsibilities include:

- Planning for and identifying high-hazard areas and calculating the number of potential evacuees, including those requiring transportation to reception areas.
- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways.
- Confirming and managing locations of staging areas and pick-up points for evacuees.
- Coordinating transportation services, equipment, and personnel using emergency routes.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Providing patrols and safety measures in the evacuated area and reassigning personnel during the evacuation period.

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

*Note: Due to the City's limited public works capacity, services such as transportation, public works and energy will be coordinated by City Administration through mutual aid partners and/or assistance from Linn County Emergency Management.

3.2.3.2 Communications

Alert and Warning

Emergency Communications Center

Alert and warning responsibilities include:

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

Communication Systems

Emergency Communications Center

Communication responsibilities include:

- Establishing and maintaining emergency communications systems.

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

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

3.2.3.3 Public Works and Engineering

City Public Works Staff/Linn County Road Department/Linn County Law Enforcement/Linn County Planning and Building/Oregon Department of Transportation

Public works and engineering responsibilities include:

- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.
- Augmenting sanitation services.
- Assessing damage to streets and bridges.
- Removing debris.
- Assessing damage to City-owned facilities.
- Condemning unsafe structures.
- Directing temporary repair of essential facilities.

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

3.2.3.4 Firefighting

Lyons Rural Fire Protection District

Fire service responsibilities include:

- Providing fire prevention, fire suppression, and emergency medical aid in order to prevent loss of life, property, and damage to the environment.
- Inspecting damaged areas for fire hazards.
- Providing hazardous materials spill planning, coordination, and containment.
- Inspecting shelters for fire hazards.

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

3.2.3.5 Emergency Management

Emergency Operations Center

City Administration (Emergency Manager)

EOC responsibilities include:

- Directing and controlling local operating forces.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in operating mode at all times or ensuring the ability to convert EOC space to an operating condition.
- Assigning representatives (by title) to report to the EOC and developing procedures for crisis training.
- Developing, identifying, and delegating duties of staff, use of displays and message forms, and procedures for EOC activation.

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

3.2.3.6 Mass Care, Emergency Assistance, Housing, and Human Services

Linn County Department of Health Services/American Red Cross

The City relies on the support of the County to provide shelter and mass care Services. The Linn County Department of Health Services, with support from the Oregon Pacific Chapter of the American Red Cross (Red Cross), is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Relevant operations are detailed in the County EOP, ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services and ESF 11 – Agriculture and Natural Resources. Responsibilities related to mass care, emergency assistance, housing, and human service include:

- Maintaining the Community Shelter Plan and Animals Disaster Response Plan.
- Supervising the Shelter Management program (stocking, marking and equipping, etc.) for natural disasters.
- Coordinating support with other City and County departments, relief agencies, and volunteer groups.

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

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

3.2.3.7 Logistics Management and Resource Support

City Administration (Emergency Manager)

Logistics management and resource support responsibilities include:

- Employing temporary personnel for disaster operations, as needed.
- Coordinating deployment of personnel to City departments or facilities requiring augmentation.
- Authorizing emergency purchasing procedures and maintaining a contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.

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

3.2.3.8 Public Health and Emergency Medical Services

Public Health Services

Linn County Department of Health Services

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

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

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

Emergency Medical Services

Lyons Rural Fire Protection District

EMS responsibilities include:

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

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

3.2.3.9 Search and Rescue

Lyons Rural Fire Protection District/Stayton Fire District/Linn County Sheriff

Search and rescue responsibilities include:

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

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

3.2.3.10 Oil and Hazardous Materials Response

Lyons Rural Fire Protection District/Oregon State Fire Marshal Regional HazMat Team, Region 13

Hazardous Materials Response

Oil and hazardous materials responsibilities include:

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

Radiological Protection

Radiological protection responsibilities include:

- Providing localized radiological monitoring and reporting network, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the statewide monitoring and reporting system from incident scenes, as necessary.
- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout

projections, and allowable doses provided by the State Radiation Protection Services or Federal government.

- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

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

3.2.3.11 Agriculture and Natural Resources

Linn County Department of Health Services

Responsibilities related to agriculture and natural resources include:

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

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

3.2.3.12 Energy and Utilities

City Public Works/Lyons-Mehama Water District/Pacific Power/Freres Engineered Wood Cogeneration Facility/Northwest Natural Gas/People's Telephone*

Responsibilities related to energy and utilities include:

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

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

*Note: Due to the City's limited public works capacity, services such as transportation, public works, and energy will be coordinated by City Administration through mutual aid partners or assistance from Linn County Emergency Management.

3.2.3.13 Law Enforcement Services

Linn County Sheriff's Office

Responsibilities related to law enforcement include:

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

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

3.2.3.14 Recovery

City Administration (Emergency Manager)/City Council

Recovery-related responsibilities include:

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

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

3.2.3.15 External Affairs

City Administration/Lyons Rural Fire Protection District Public Information Officer

Responsibilities related to external affairs include:

- Compiling and preparing emergency information for the public in the event of an emergency.
- Meeting with media representatives to provide briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.

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

3.2.3.16 Evacuation and Population Protection

Linn County Sheriff's Office

Responsibilities related to evacuation and population protection include:

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

See FA 1 – Emergency Services for more details.

3.2.3.17 Damage Assessment

City Public Works/Linn County Road Department*

Responsibilities related to damage assessment:

- Deploying a damage assessment team to City facilities for damage determination.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Compiling estimates of damage for use by City officials in requesting disaster assistance.

See FA 4 – Recovery Strategy for more details.

*Note: Due to the City's limited public works capacity, services such as transportation, public works and energy will be coordinated by City Administration through mutual aid partners or assistance from Linn County Emergency Management.

3.2.3.18 Legal Services

City Administration/City Attorney

Responsibilities related to legal services include:

- Advising City officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
  - Establish rationing of critical resources
  - Establish curfews
  - Restrict or deny access
  - Specify routes of egress
  - Limit or restrict use of utilities
  - Remove debris from publicly or privately owned property
- Reviewing and advising City officials regarding possible liabilities arising from disaster operations.
- Preparing and recommending local legislation to implement the emergency powers required during an emergency.
- Advising City officials and department heads regarding record keeping requirements and other documentation necessary for exercising emergency powers.
- Reviewing and maintaining familiarity with ORS 401 provisions as they apply to County or City government in disaster events.

3.2.3.19 Volunteer and Donation Management

Government-Sponsored Volunteers

Responding to incidents frequently exceeds the City's resources. Government-sponsored volunteer organizations which may be available to the City of Lyons, such as Community Emergency Response Teams, Fire Corps and/or Medical Reserve Corps, and Volunteers in Police Service provide vital support to emergency response agencies in completing their assigned tasks.

Unaffiliated Volunteers and Donations

City Administration (Emergency Manager)

Unaffiliated volunteers and donors can support response efforts in many ways. The City should incorporate volunteers and donated goods into its response activities.

3.2.2.20 Coordination with Special Facilities

Responsibilities related to coordination with special facilities (e.g., schools, libraries):

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

3.3 Local and Regional Response Partners

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

3.3.1 Private Sector

Private-sector organizations play a key role before, during, and after an incident. Their first responsibility is to provide for the welfare and protection of their employees in the workplace. The City and County shall strive to work hand in hand with businesses and utilities that provide water, power, communication networks, transportation, medical care, security, and other services upon which both response and recovery are particularly dependent. Private-sector responsibilities include:

- Planning for the protection of employees, infrastructure, and facilities.

- Planning for the protection of information and continuity of business operations.
- Planning for, responding to, and recovering from incidents that impact private-sector infrastructure and facilities.
- Collaborating with emergency management personnel before an incident occurs to ascertain what assistance may be necessary and how private-sector organizations can help.
- Developing and exercising emergency plans before an incident occurs.
- Establishing mutual aid and assistance agreements to provide specific response capabilities where appropriate.
- Providing assistance (including volunteers) to support local emergency management and public awareness during the response and recovery process.

3.3.2 Nongovernmental Organizations

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

The roles of nongovernmental organizations in an emergency may include:

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

3.3.3 Individuals and Households

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

- Reducing hazards in their homes.

- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets.
- Monitoring emergency communications carefully.
- Volunteering with established organizations.
- Enrolling in emergency response training courses.
- Encouraging children to participate in preparedness activities.

3.4 County Response Partners

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

See the County Emergency Operations Plan for details on the County's emergency management organization and detailed roles and responsibilities for County departments.

3.5 State Response Partners

Under the provisions of ORS 401.025 through 401.236, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. The administrator of OEM is delegated authority by ORS 401.052 to 401.235 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency matters with other states and the Federal government.

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

See the State of Oregon Emergency Operations Plan for details on the State's emergency management organization and detailed roles and responsibilities for State departments.

3.6 Federal Response Partners

Federal response partners are typically requested by OEM in the event that State resources become limited or specialized services are needed. In most instances, Federal resources become available following a formal declaration of emergency

by the Governor. Thus, procedures and policies for allocating and coordinating resources at the Federal level follow the Oregon EMP and, if necessary, the NRF.

See the National Response Framework for details on the Federal government's emergency management organization and detailed roles and responsibilities for Federal departments.

3.7 Response Matrix

Table 3-1 provides a matrix, by ESF, of the local, State, and Federal primary organizations on which the City may rely in the event of an emergency. Roles for the City are noted primarily as coordination roles in reflection of the City's limited resources.

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 1 Transportation	Transportation safety Restoration and recovery of transportation infrastructure Movement restrictions Damage and impact assessment	Public Works*	Road Department	Oregon Department of Transportation	Department of Transportation
ESF 2 Communications	Coordination with telecommunications and information technology industries Restoration and repair of telecommunications infrastructure Protection, restoration, and sustainment of national cyber and information technology resources Oversight of communications within the Federal incident management and response structure	Emergency Manager	Emergency Communications Center	Oregon Emergency Management Public Utility Commission	Department of Homeland Security (National Protection and Programs/ Cybersecurity and Communications/ National Communications System), Department of Homeland Security (Federal Emergency Management Agency)
ESF 3 Public Works & Engineering	Infrastructure protection and emergency repair Infrastructure restoration Engineering services and construction management Emergency contracting support for life-saving and life-sustaining services	Public Works*	Road Department	Oregon Department of Transportation	Department of Defense (U.S. Army Corps of Engineers) Department of Homeland Security (FEMA)
ESF 4 Firefighting	Coordination of Federal firefighting activities Support to wildland, rural, and urban firefighting operations	Lyons Rural Fire Protection District	Fire Defense Board	Oregon Department of Forestry Office of the State Fire Marshal	Department of Agriculture (U.S. Forest Service)

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 5 Emergency Management	Coordination of incident management and response efforts Issuance of mission assignments Resource and human capital Incident action planning Financial management	Emergency Manager	Emergency Services	Oregon Emergency Management	Department of Homeland Security (FEMA)
ESF 6 Mass Care, Emergency Assistance, Housing & Human Services	Mass care Emergency assistance Disaster housing Human services	Emergency Manager American Red Cross	Emergency Services	Oregon Department of Human Services Oregon Health Authority	Department of Homeland Security (FEMA)
ESF 7 Logistics Management & Resource Support	Comprehensive, national incident logistics planning, management, and sustainment capability Resource support (facility space, office equipment and supplies, contracting services, etc.)	Emergency Manager	Administrative Office	Oregon Military Department Department of Administrative Services	General Services Administration Department of Homeland Security (FEMA)
ESF 8 Public Health & Medical Services	Public health Medical services Behavioral health services Mass fatality management	Emergency Manager Local healthcare providers	Health Services Department	Oregon Department of Human Services (Public Health Division)	Department of Health and Human Services
ESF 9 Search & Rescue	Life-saving assistance Search and rescue operations	Lyons Rural Fire Protection District	Sheriff's Office	Oregon Emergency Management Office of the State Fire Marshal	Department of Homeland Security (FEMA, U.S. Coast Guard) Department of the Interior (National Park Service) Department of Defense

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 10 Oil & Hazardous Materials	Oil and hazardous materials (chemical, biological, radiological, etc.) response Environment short- and long-term cleanup	Lyons Rural Fire Protection District	Fire District HazMat Team	Oregon Department of Environmental Quality Office of the State Fire Marshal	Environmental Protection Agency Department of Homeland Security (U.S. Coast Guard)
ESF 11 Agriculture & Natural Resources	Nutrition assistance Animal and plant disease and pest response Food safety and security Natural and cultural resources and historic properties protection Safety and well-being of household pets	Emergency Manager	OSU Extension Service Dog Control Environmental Health	Oregon Department of Agriculture	Department of Agriculture Department of Interior
ESF 12 Energy	Energy infrastructure assessment, repair, and restoration Energy industry utilities coordination Energy forecast	Emergency Manager Local Utilities	Road Department	Oregon Department of Energy Public Utility Commission	Department of Energy
ESF 13 Public Safety & Security	Facility and resource security Security planning and technical resource assistance Public safety and security support Support to access, traffic, and crowd control	Emergency Manager	Sheriff's Office	Department of Justice Oregon State Police Department of Administrative Services	Department of Justice
ESF 14 Long-Term Community Recovery	Social and economic community impact assessment Long-term community recovery assistance to States, tribes, local governments, and the private sector Analysis and review of mitigation program implementation	Emergency Manager	Planning Department	Oregon Business Development Department Oregon Emergency Management Governor's Recovery Planning Cell (Governors Recovery Cabinet)	Department of Agriculture Department of Homeland Security Department of Housing and Urban Development Small Business Administration

Table 3-1 Response Partners by Emergency Support Function

Emergency Support Function	Scope (Federal)	Primary Local Agencies	Primary County Agency	Primary State of Oregon Agency	Primary Federal Agency
ESF 15 External Affairs	Emergency public information and protective action guidance Media and community relations Congressional and international affairs Tribal and insular affairs	Emergency Manager	Administrative Office	Governor's Office Oregon Emergency Management	Department of Homeland Security (FEMA)

* Note: Due to the City's limited public works capacity, services such as transportation, public works and energy will be coordinated by City Administration through mutual aid partners or assistance from Linn County Emergency Management.

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4 Concept of Operations

4.1 General

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

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively responding to various types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of emergency and disaster events.

This EOP should be used when the City of Lyons or local emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident, not in response to day-to-day operations.

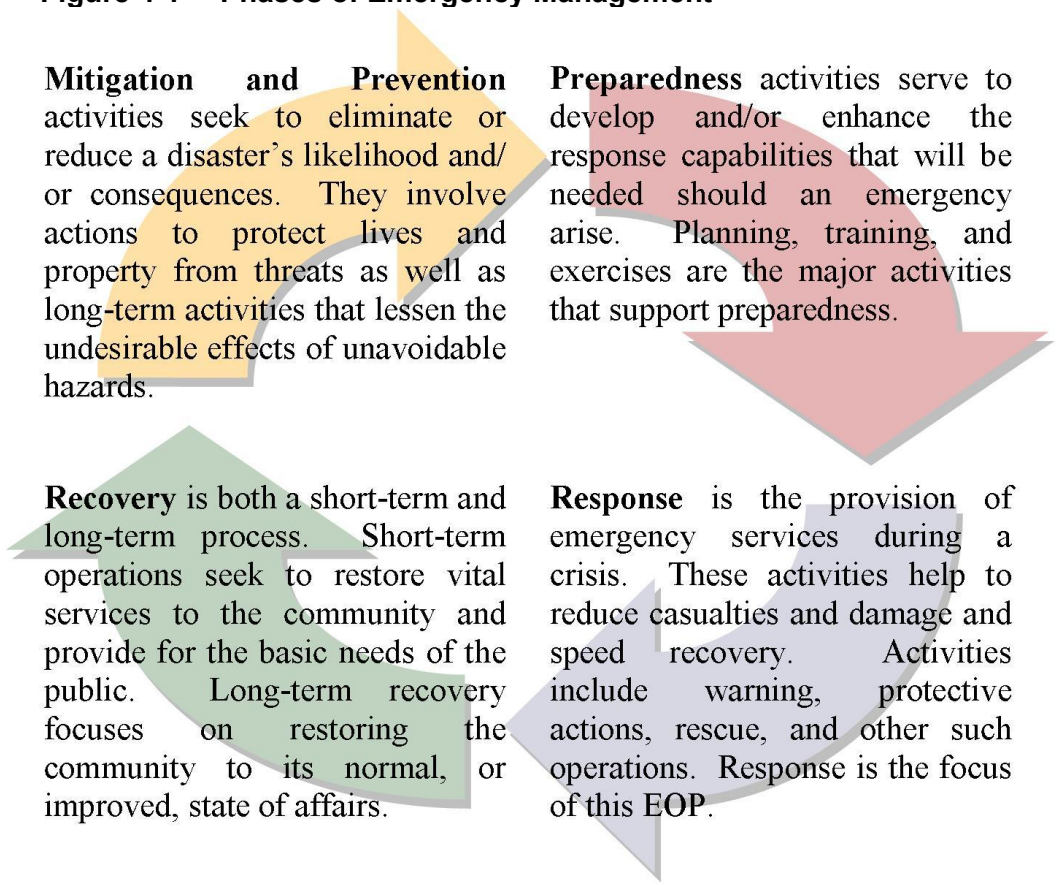
Responsibilities include management and coordination of large-scale events, as well as identifying and obtaining additional assistance and resources for emergency response agencies from the County, State, and/or Federal government through the City EMO.

4.2 Phases of Emergency Management

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific.

It should be noted that this is an emergency operations plan rather than a comprehensive emergency management plan, as its emphasis is on incident management rather than program management. Nevertheless, this EOP impacts and is informed by activities conducted before and after any emergency operations take place. A brief description of the four phases of emergency management follows.

Figure 4-1 Phases of Emergency Management



4.3 Incident Levels

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

4.3.1 Level 1

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

4.3.2 Level 2

Level 2 situations are characterized by a need for response assistance from outside agencies (specialized equipment or personnel, insufficient or inadequate on-site resources, etc.). Requests for assistance related to Level 2 situations often take the form of a 911 call for police, fire, or medical assistance. Examples include

hazardous materials spills and traffic incidents with multiple injuries. The Incident Commander may implement selected portions of the City EOP.

4.3.3 Level 3

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

4.3.4 NIMS Incident Levels

While the City uses incident levels that are consistent with the County and State EOPs, incident types at the Federal level are based on the following five levels of complexity. (Source: U.S. Fire Administration)

Table 4-1 NIMS Incident Levels

Type 5	The incident can be handled with one or two single resources with up to six personnel. Command and General Staff positions (other than the Incident Commander) are not activated. No written Incident Action Plan (IAP) is required. The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	Command and General staff functions are activated only if needed. Several resources are required to mitigate the incident. The incident is usually limited to one operational period in the Control phase. The agency administrator may have briefings and ensure the complexity analysis and delegation of authority are updated. No written IAP is required, but a documented operational briefing will be completed for all incoming resources. The agency administrator develops operational plans, including objectives and priorities.

Table 4-1 NIMS Incident Levels	
Type 3	When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. A Type 3 Incident Management Team or Incident Command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team. The incident may extend into multiple operational periods. A written IAP may be required for each operational period.
Type 2	This type of incident extends beyond the capabilities for local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources outside of the area, including regional and/or national resources, to effectively manage the Operations, Command, and General staffing. Most or all of the Command and General Staff positions are filled. A written IAP is required for each operational period. Many of the functional units are needed and staffed. Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
Type 1	This type of incident is the most complex, requiring national resources to safely and effectively manage and operate. All Command and General Staff positions are activated. Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000. Branches need to be established. The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated. Use of resource advisors at the incident base is recommended. There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

4.4 Response Priorities

4.4.1 Response

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

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

4.4.2 Recovery

It is the responsibility of government to assist the public and private sectors with recovery from a disaster. A widespread disaster will likely impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues. Recovery is one of the four phases of emergency management. This EOP is not a recovery plan; that document is a separate endeavor. However, both response and recovery activities often take place concurrently until life safety and protective actions are completed. Recovery operations are the actions taken to protect lives and property while helping impacted areas of the City meet basic needs and resume self- sufficiency, returning to a "new normal" for the community.

1. **Damage Assessment:** Determine structural impacts to the City.
2. **Debris Removal:** Coordinate debris collection and removal.
3. **Infrastructure Restoration:** Provide critical services.

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

4.5 Incident Management

4.5.1 Activation

When an emergency situation arises and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the Emergency Manager will implement all or part of this EOP. In addition, the Emergency Manager may partially or fully activate and

staff the City EOC, based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required to implement the EOP or activate the EOC. The Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an Incident Commander. All involved City services will implement their respective plans, procedures, and processes concurrently and will provide the Emergency Manager with the following information:

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

4.5.2 Initial Actions

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

- Alert threatened populations and initiate evacuation as necessary. *See FA 1 – Emergency Services Annex for more details.*
- Initiate emergency sheltering procedures with the Red Cross and other community partners if evacuation procedures are activated. *See FA 2 – Human Services Annex for more details.*
- Request appropriate emergency service providers to activate necessary resources.
- Implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Prepare and submit a formal declaration of emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations.
- Prepare to staff the City EOC as appropriate for the incident with maximum 12-hour shifts.
- Assist in restoring activities and providing essential community services by scheduling City personnel and support staff as soon as possible. *See FA 4 – Recovery Strategy Annex for additional information regarding community recovery procedures.*

4.5.3 Communications, Notification, and Warning

Warnings, emergency information, or disaster reports will be relayed to the Emergency Communications Center and the Emergency Manager. Decisions to respond, implement the disaster plan, and activate the EOC will be made by the Emergency Manager.

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

The City has access to a reverse 911 system and is developing stronger resources for interoperable radio, sirens, and ham radio systems. A public warning and broadcast system is established for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster. The Emergency Manager shall provide the public with educational/instructional materials on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. FA 1 – Emergency Services provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency. External partners can be activated and coordinated through the City EOC.

Plain language will be used during a multi-jurisdictional emergency response occurring in the City and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity. The ability of responders from different jurisdictions and disciplines to work together depends greatly on their ability to communicate with each other.

4.5.3.1 Interoperability

The City shall strive to maintain a cooperative and positive relationship with emergency management and response personnel. It is imperative to have an emergency communications system that is the same or is linked to the same system that a jurisdiction uses for nonemergency procedures and that effectively interfaces with nationally developed standards. The system should allow the sharing of data with other jurisdictions and levels of government during planning and deployment.

4.5.4 Situational Awareness and Intelligence Gathering

4.5.4.1 Situational Awareness

This plan should be implemented within the context of the event or incident the City is facing. Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively.

Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and forecasting or predicting incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence- and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

Considerations that may increase the complexity of an event and heighten the need for good situational awareness include:

- Impacts to life, property, and the economy.
- Community and responder safety.
- Potential hazardous materials.
- Weather and other environmental influences.
- Likelihood of cascading events or incidents.
- Potential crime scene (including terrorism).
- Political sensitivity, external influences, and media relations.
- Area involved and jurisdictional boundaries.

4.5.4.2 Intelligence Gathering

While the Planning Section handles the operational and situational intelligence described above, the Intelligence/Investigations function gathers and reports information related to criminal and terrorist activities. Information handled under this function may lead to the detection, prevention, apprehension, and prosecution of criminal activities (or those involved), including terrorist incidents. It may also help determine the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins.

Gathering timely and accurate outside intelligence and establishing procedures for analyzing that data and distributing it to the right people are both critical to

responding to an incident effectively. The City of Lyons may choose to identify an intelligence position in its command structure. This position may be included as part of an expanded Command Staff, or it may fall to the Planning Section Chief (or designee).

4.5.4.3 Coordination with State Fusion Center

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

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

4.5.5 Resource Management

The City EOC Staff has the authority under emergency conditions to establish priorities for the assignment and use of all City resources. The City will commit all its resources, if necessary, to protect life and property.

The City Manager or Mayor in the absence of a City Manager has the overall responsibility for establishing resource priorities. In a situation where resource allocations are in dispute, the City Manager has the final allocation authority. The Logistics and Planning Sections have primary responsibility for coordinating the resource management effort.

Under emergency conditions, members of the EOC staff will allocate resources according to the following guidelines:

- Deploy resources according to the following priorities:
  1. Protection of life.
  2. Protection of responding resources.
  3. Protection of public facilities.
  4. Protection of private property.
- Distribute resources in a manner that provides the most benefit for the amount of local resources expended.
- Coordinate citizen appeals for assistance through the PIO at the EOC. Local media will be used to provide citizens with information about where to make these requests.
- Escalate the activation of other available resources by activating mutual aid agreements with other jurisdictions.
- Should the emergency be of such magnitude that all local resources are committed or expended, request assistance from the County for County, State, and Federal resources.
- Activation of County, State, and/or Federal resources will be accomplished in a timely manner through an emergency declaration and request for assistance from the County.

4.5.5.1 Volunteer and Donations Management

At this time, the City does not have a formal volunteer and donations management program in place. Should one be developed in the future, the program will work to ensure the most efficient and effective use of unaffiliated volunteers, unaffiliated organizations, and unsolicited donated goods to support events and incidents.

If there is no direct appointee, the City Emergency Manager will coordinate and manage volunteer services and donated goods through appropriate liaisons assigned at the City EOC, with support from the Red Cross and other volunteer organizations. These activities are intended to maximize benefits without hindering emergency response operations. Procedures for accessing and managing these services during an emergency will follow NIMS/ICS standards.

- Elements of the City's volunteer and donations management program may include activation of a Volunteer and Donations Management coordinator within the City's EMO to address volunteer and donations management, including coordination with neighboring jurisdictions and the State's donation management system.
- Implementation of a system for tracking and utilizing volunteers and donations (including cash contributions).
- Coordination with County, State, and local volunteer agencies and Volunteer Organizations Active in Disaster groups,
- Establishment of facilities such as a warehouse and volunteer reception center.
- Methods and sites for collection, sorting, managing, and distributing in-kind contributions, including methods for disposing of or refusing goods that are not acceptable.
- Communications support such as coordination of a call center and public information.
- Procedures to verify and/or vet volunteer organizations and/or organizations operating relief funds.

The City may coordinate with the County to provide volunteer and donations management support.

4.5.5.2 Resource Typing

The City may choose to implement NIMS resource typing to better address resource and supply needs during an emergency. Resource typing is a method for standardizing the naming or identification of resources to clarify equipment requests and to manage resources during an incident. NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

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

staff should practice using resource typing lists and become familiar with the standard terminology for commonly requested resources.

4.5.6 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.

See FA 2 – Human Services for additional information on Access and Functional Needs Populations, including children and programs the City currently has in place.

4.5.7 Animals in Disaster

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

4.5.8 Demobilization

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

The Emergency Manager, with advice from the Incident Commander, will determine when a state of emergency no longer exists and will request restoration of normal City functions. Operations can then be terminated.

4.5.9 Transition to Recovery

Recovery comprises steps that the City will take during and after an emergency to restore government function and community services to the levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase of reassessing the applications, processes, and

functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

See FA 4 – Recovery Strategy for more details.

4.6 Inter-jurisdictional Coordination

4.6.1 Municipalities

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

4.6.2 Mutual Aid

State law (ORS 402.010 and 402.015) authorizes the City to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services.

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

4.6.3 Special Service Districts

These districts provide services such as fire protection and water delivery systems. Each is governed by an elected Board of Directors and has policies separate from City and County government. They often overlap City and County boundary lines and thus may serve as primary responders to emergencies within their service districts.

4.6.4 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager will coordinate response efforts with business and industry. This includes providing assistance, as appropriate, in action taken by industry to meet State emergency preparedness regulations governing businesses, such as utility companies, that provide essential services. Schools and other institutional facilities are required by Federal, State, and local regulations to have disaster plans. The PIO will also work with volunteer organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of

such organizations as the Red Cross, faith-based groups, amateur radio clubs, Community Emergency Response Teams, etc.

4.6.5 County Government

The County Emergency Management Agency, as defined in the County EOP, can be activated by the Board of Commissioners. The County provides direct agency support at the local level and serves as a channel for obtaining resources from outside the County structure, including the assistance provided by State, regional, and Federal agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before the County requests State assistance.

4.6.6 State Government

The State EMO, as defined in the State of Oregon EOP, can be activated through OEM. This department provides a duty officer at all times. The State provides direct agency support to the local level and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the Federal government.

4.6.7 Federal Government

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

5 Command and Control

5.1 General

Direction and control of City emergency operations will be conducted via ICS and the Multi-Agency Coordination System (MACS). The City EMO is responsible for maintaining the readiness of the EOC and identifying and training support staff. City facilities directors will be requested to designate personnel who can be made available to be trained and to work in the EOC during a major disaster.

5.2 On-Scene Incident Management

The initial City response structure consists of the Incident Commander and single-resource agencies (i.e., Public Works Department, County Sheriff's office, and Lyons Rural Fire Protection District). Depending on the incident, the Director/Chief of the responding agency may act as both the Incident Commander and Chief. During the initial response, an Incident Commander from the appropriate agency will be located at the on-scene Incident Command Post and will assume the responsibilities of the PIO, liaison officer, and safety officer Command Staff responsibilities until these responsibilities are delegated.

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

5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, the City may activate the EOC and assign an Incident Commander. The City will request additional personnel to support this expanded structure. Depending on the incident type, the City departments will provide staff to the EOC. Following a declaration of emergency, the City may receive assistance from the County and may utilize and support the County ICS structure. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident.

Upon activation of the City EOC, the City Manager is empowered to assume executive control over all departments, divisions, and offices of the City of Lyons during a state of emergency. The City Manager may assume the role of Incident Commander or delegate that role to a designee or representative from another department. The Incident Commander is responsible for performing such duties as causing emergency measures to be enforced and designating emergency areas. The City Manager or the Mayor may declare a state of emergency, place this plan into effect, and activate and staff the City EOC on full or partial basis. In the event that one or more of the above actions are implemented, a report of such action will be made to the Mayor and City Council at the first available opportunity.

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

5.4 Emergency Operations Center

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

5.4.1 Emergency Operations Center Activation

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

- The EOC will be activated by the Emergency Manager, who may assume or designate the role of Incident Commander. The Incident Commander will assume responsibility for all operations and direction and control of response functions.
- The Incident Commander will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The Incident Commander may establish an on-scene command post to maintain close contact and coordination with the EOC.

- Department heads and organization leaders are responsible for the emergency functions assigned to their activities, as outlined in their respective annexes.
- The EOC will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
- The Emergency Manager will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

5.4.2 Emergency Operations Center Location

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

Lyons City Hall
449 5th Street, Lyons, Oregon 97358

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

Lyons Rural Fire Protection District
1114 Main Street, Lyons, Oregon 97358

A **second alternate location** for the City EOC is:

Lyons Public Library
279 8th Street, Lyons, Oregon 97358

Figure 5-1 Primary EOC Location

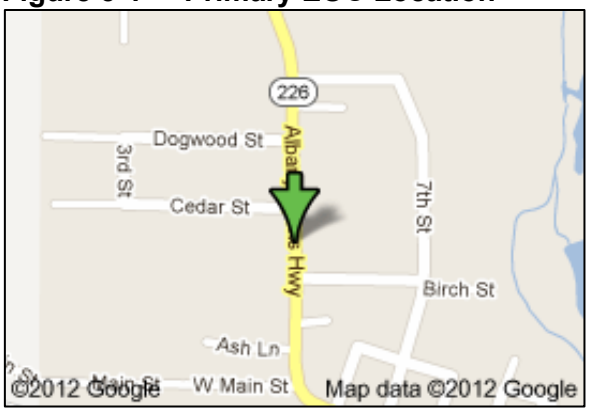


Figure 5-2 Alternate EOC Location

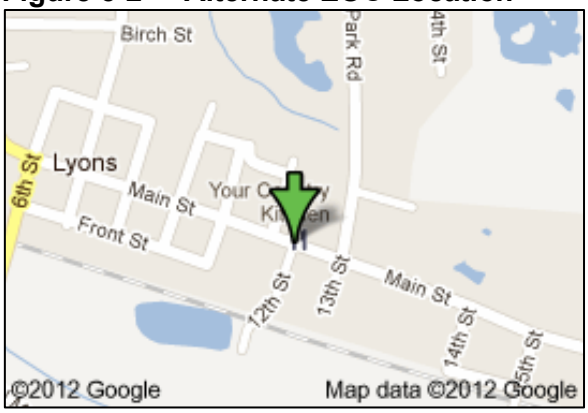
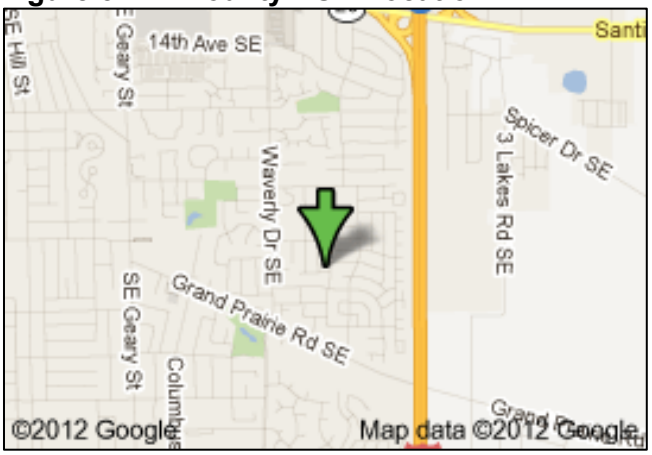


Figure 5-3 Second Alternate EOC Location

The **County EOC** is located at:

Linn County Sheriff's Office Training room
1115 Jackson Street, SE, Albany, Oregon 97322

Figure 5-4 County EOC Location



The location of the EOC can change, as dictated by the nature of the disaster and the resource requirements needed to adequately respond. Coordination and control for City emergency operations will take place from the EOC as long as environmental and incident conditions allow; however, the Incident Commander, or designee, will designate a facility should it be necessary to relocate. The Incident Commander, or designee, may request that County Emergency Management allow the City to utilize County facilities.

5.4.3 Emergency Operations Center Staffing

City personnel and assigned staff are required to report to the EOC upon activation. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff positions.

Due to limited availability of personnel and resources in the City, it is recommended that primary and alternate EOC staff be trained on ICS functions. Participating in ICS exercises, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency and add depth to existing City emergency management and response organizations.

5.4.4 Access and Security

Since the EOC is an operational center dealing with a large volume of incoming and outgoing, often sensitive, information, access will be limited to designated emergency operations personnel. Others may be allowed access as determined by the Incident Commander, or designee. Appropriate security measures will be in place to identify personnel who are authorized to be present.

5.4.5 Deactivation/Demobilization

Each situation will need to 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 Incident Commander and/or the City Manager.

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

The City Manager has the final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, this information needs to be disseminated to the same agencies that were notified when it was activated.

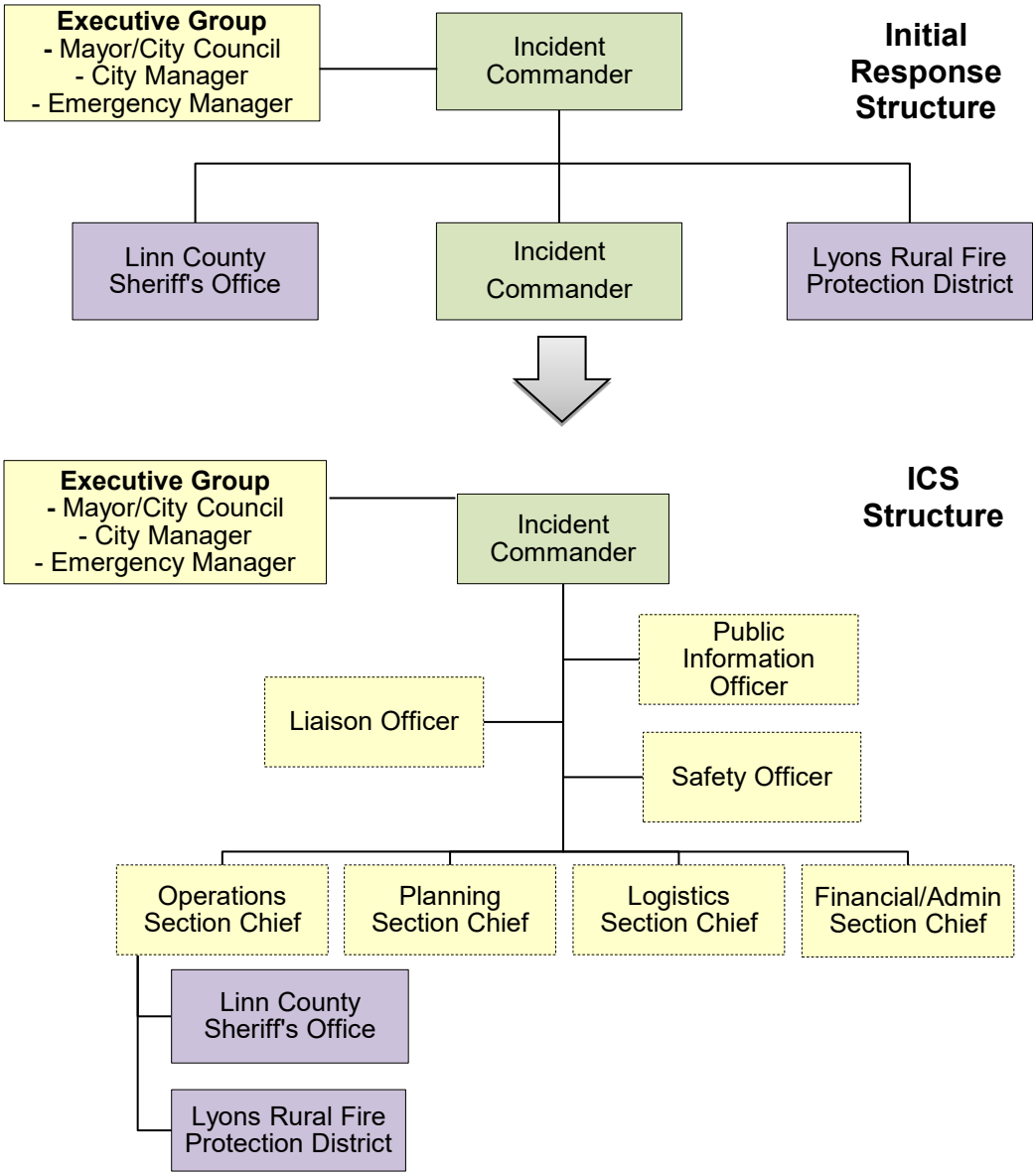
If necessary, the EOC may be re-opened (see activation procedures in section 5.4.1) and emergency operations may be re-initiated at any time. Similar to initial activation, re-activation of the EOC occurs at the direction of the Emergency Manager.

5.5 Incident Command System

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a

standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. This system consists of practices for managing resources and activities during an emergency response and allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration. The ICS structure can be expanded or contracted, depending on the incident's changing conditions. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The City has established an EMO, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within this EOP; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-5.

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



* Note: Due to the City's limited public works capacity, services such as transportation, public works and energy will be coordinated by City Administration through mutual aid partners or assistance from Linn County Emergency Management.

5.5.1 Emergency Operations Center Incident Commander

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

- Approving and supporting implementation of an Incident Action Plan (IAP).
- Coordinating activities supporting the incident or event.
- Approving release of information through the PIO.
- Performing the duties of the following Command Staff if no one is assigned to the position:
  - Safety Officer
  - PIO
  - Liaison Officer
  - General staff.
- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident.

5.5.2 Emergency Operations Center Command Staff

5.5.2.1 Safety Officer

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

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

5.5.2.2 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; 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 Joint Information Center (JIC).
- Implementing information clearance processes with the Incident Commander.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

5.5.2.3 Liaison Officer

Specific liaison roles may be incorporated into the command structure established by the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons are appointed representatives of the governmental body for the City and work with independent districts and local entities such as school, fire, and water districts. They also act as Liaisons with the Library Board and represent their respective assigned areas such as the cemetery. Responsibilities typically associated with a liaison role include:

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

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

5.5.3 Emergency Operations Center General Staff

5.5.3.1 Operations Section Chief

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

- Fire - emergencies dealing with fire, earthquake with rescue, or hazardous materials. In the City of Lyons this also includes ambulance and paramedic services.
- Law Enforcement - incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- Public Health Officials - contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health.
- Public Works - incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.

  * Note: Due to the City's limited public works capacity, services such as transportation, public works, and energy will be coordinated by City Administration through mutual aid partners or assistance from Linn County Emergency Management.

Private entities, companies, and nongovernmental organizations may also support the Operations Section. The Operations Chief is responsible for:

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

5.5.3.2 Planning Section Chief

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

- Collecting, evaluating, and distributing information regarding the incident and providing a status summary.
  - For terrorist incidents, liaise with the OTFC.
- Preparing and disseminating the IAP.

- Conducting planning meetings and developing alternatives for tactical operations.
- Maintaining resource status.

5.5.3.3 Logistics Section Chief

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

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

5.5.3.4 Finance/Administration

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

- Monitoring costs related to the incident.
- Maintaining accounting, procurement, and personnel time records.
- Calculating and categorizing costs.

5.5.4 Unified Command

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

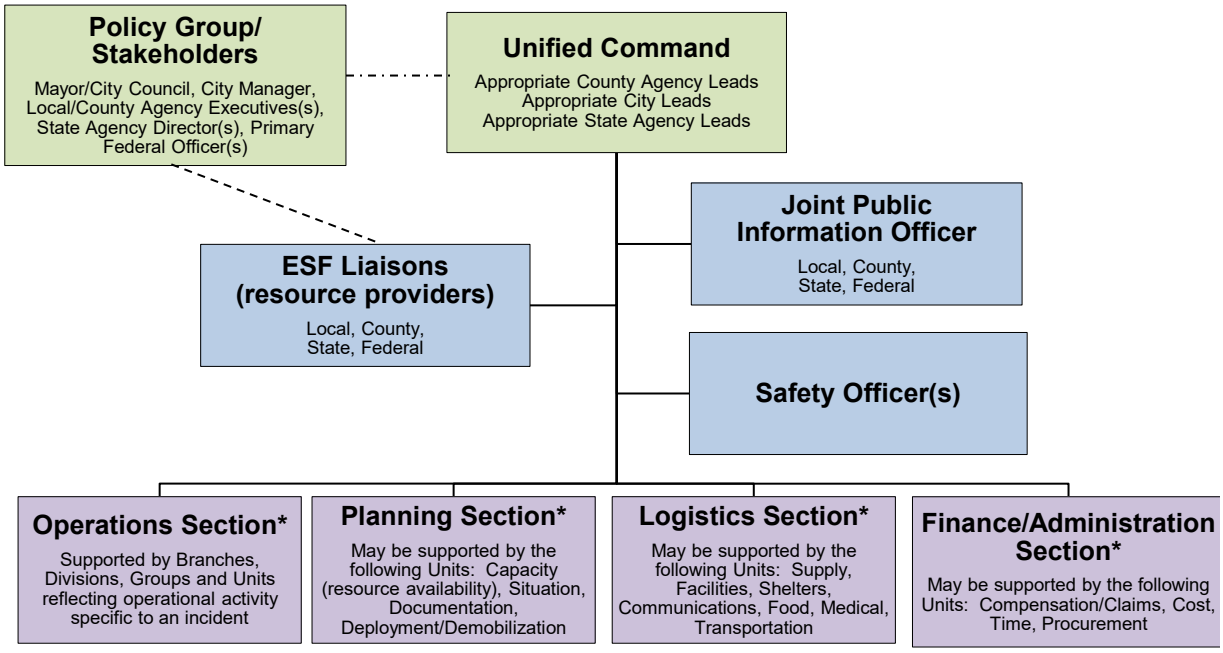
In a large incident involving multiple jurisdictions and/or regional, State, and Federal response partners, a Unified Command may replace a single organization

Incident Commander. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the Incident Command will directly manage all aspects of the incident organization. Figure 5-6 is an example of a Unified Command organizational chart for the City. It provides operational flexibility to expand or contract staffing, depending on the incident's nature and size.

5.5.5 Multi-Agency Coordination

In the event the City is coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a Multi-Agency Coordination (MAC) Group. Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together and 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.

Figure 5-6 Example of Unified Command for the City



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

6 Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

This EOP will be formally reviewed and re-promulgated every four to six years or as needed to comply with State requirements. This review will be coordinated by the Emergency Manager and will include participation by members from each of the departments/facilities and lead agencies. This review will:

- Verify and update contact information annually.
- Review the status of resources noted in the plan annually.
- Evaluate the procedures outlined in this plan to ensure their continued viability in January every four to six years.

The EOP will be re-promulgated when a new elected or appointed official takes office or every four to six years as needed to comply with State requirements.

Recommended changes should be forwarded to:

City of Lyons Emergency Management Designee
City of Lyons City Hall
449 5th Street
Lyons, Oregon 97358

6.2 Training Program

The Emergency Manager coordinates training for City personnel and encourages them to participate in training sessions hosted by other jurisdictions throughout the region.

The Emergency Manager shall maintain records of the training received by City personnel. Training requirements apply to first-line supervisors, middle management, and General Staff. NIMS identifies these positions as follows:

- EMS personnel.
- Firefighters.
- Law enforcement personnel.
- Public works/utility personnel.

- Skilled support personnel.
- Other emergency management response personnel.
- Support/volunteer personnel at all levels.

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

Table 6-1 Minimum Training Requirements

Emergency Personnel	Training Required
Emergency Managers and Incident Commanders	ICS-100, -200, -300, -400 IS-700, -701, -703, -704, -800
Other Command Staff, Section Chiefs, and Deputy Section Chiefs	ICS-100, -200, -300 IS-700, -701, -703, -704 (-702 for PIOs)
All other EOC personnel and first responders	ICS-100, -200 IS-700, -701, -703, -704
All other emergency response personnel, including volunteers	ICS-100 IS-700
Independent study courses can be found at http://training.fema.gov/IS/crslist.asp.	

6.3 Exercise Program

The City will conduct exercises as resources permit to test and evaluate this EOP. Whenever feasible, the City will coordinate with neighboring jurisdictions and State and Federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at: https://www.fema.gov/emergency-managers/national-preparedness/exercises/hseep

The Emergency Manager will work with County 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 AAR, which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the City's readiness. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should include actions taken, identification of equipment shortcomings, and highlight of strengths, and make recommendations to improve operational readiness. Recommendations may include suggested future exercise events and programs. The Emergency Manager will ensure that the City's EMO addresses equipment, training, and planning shortfalls identified following an incident.

6.5 Community Outreach and Preparedness Education

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

Emergency information, including links to emergency and other services, can be found on the City's website and will be updated as additional information becomes available. The City's website can be found at: www.CityofLyons.org

6.6 Funding and Sustainment

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

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

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A Sample Disaster Declaration Forms

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DECLARATION OF STATE OF EMERGENCY

To: _____,
Linn County Office of Emergency Management

From: _____,
City of Lyons, Oregon

At _____ (time) on _____ (date),

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

The current situation and conditions are:

_____

_____

_____

The geographic boundaries of the emergency are:

_____

_____

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

Signed: _____

Title: _____ Date & Time: _____

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

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B Incident Command System Forms

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Index of Incident Command System (ICS) Forms

The following ICS forms are included in this appendix.

ICS Form No.	Form Title
ICS Form 201	Incident Briefing
ICS Form 202	Incident Objectives
ICS Form 203	Organization Assignment List
ICS Form 204	Assignment List
ICS Form 205	Incident Radio Communications Plan
ICS Form 205a	Communications List
ICS Form 206	Medical Plan
ICS Form 207	Incident Organizational Chart
ICS Form 208	Safety Message/Plan
ICS Form 209	Incident Status Summary
ICS Form 210	Resource Status Change
ICS Form 211	Incident Check-in List
ICS Form 213	General Message
ICS Form 214	Activity Log
ICS Form 215	Operational Planning Worksheet
ICS Form 215a	Incident Action Plan Safety Analysis
ICS Form 218	Support Vehicle/Equipment Inventory
ICS Form 219	Resource Status Card (T-Card)
ICS Form 220	Air Operations Summary
ICS Form 221	Demobilization Plan
ICS Form 225	Incident Personnel Performance Rating

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C

Emergency Operations Center Position Checklists

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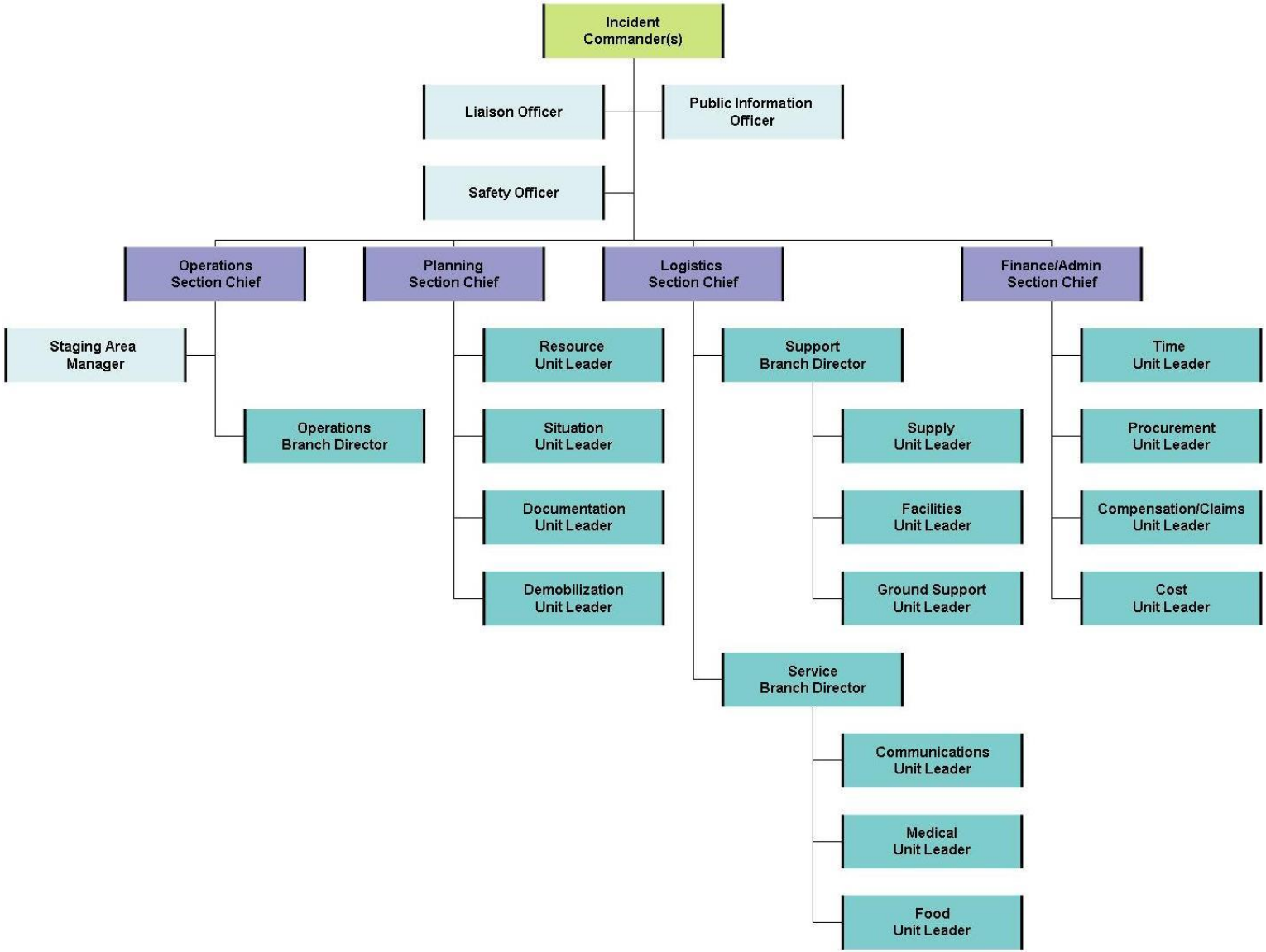
Index of EOC Position Checklists

The following checklists are included in this appendix.

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

Figure C-1 EOC Position Organizational Chart



D References

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Federal

- Federal Emergency Management Agency, Comprehensive Planning Guide 101, 2010. (http://www.fema.gov/pdf/about/divisions/npd/CPG_101_V2.pdf)
- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1998. (http://www.fema.gov/plan/prevent/damfailure/fema64.shtm)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents, 2003. (http://www.dhs.gov/xabout/laws/gc_1214592333605.shtm)
- National Incident Management System, 2008. (http://www.fema.gov/pdf/emergency/nims/NIMS_core.pdf)
- National Response Framework, 2008. (http://www.fema.gov/emergency/nrf/)
- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973. (http://www.fdic.gov/regulations/laws/rules/6500-3600.html)
- Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988. (http://www.fema.gov/about/stafact.shtm)
- The Code of Federal Regulations, Title 44, Part 206. (http://ecfr.gpoaccess.gov/cgi/t/text/text-idx?c=ecfr&sid=58d3c66822cc6df274ab5bb11faa77ff&rgn=div5&view=text&node=44:1.0.1.4.57&idno=44)

State

- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. 2011. (http://www.oregon.gov/OSP/SFM/Oregon_Mob_Plan.shtml)
- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials. March 2010. (http://www.oregon.gov/OMD/OEM/docs/library/decl_guide_Nov_2010.pdf?ga=t)
- Oregon Revised Statutes (ORS) 401.305 through 401.335, 294.455 and 279B.080. (http://www.leg.state.or.us/ors/)

County

- Linn County Community Wildfire Protection Plan, 2024 https://www.linncountyor.gov/media/33601 (can be accessed online at or through County Emergency Services)
- Linn County Emergency Operations Plan, 2016 https://www.linnsheriff.org/wp-content/uploads/LinnCountyEOP_FullPlan_2016Jan.pdf (a copy can be accessed through County Emergency Services)
- Linn County Natural Hazard Mitigation Plan, 2010 (can be accessed online at https://www.linncountyor.gov/media/52121 or through County Emergency Services)
- Memoranda of Agreement / Understanding (copies can be accessed through County Emergency Services)

City

- City Addendum to Linn County Natural Hazard Mitigation Plan, March 2025 https://www.cityoflyons.org/wp-content/uploads/2025/09/City-of-Lyons-ADDENDUM-9.2025.pdf (a copy can be found in the City Manager's Office)
- City of Lyons Continuity of Operations Plan, (a copy can be found online at: www.oregoncoop.com)
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

E Acronyms and Glossary

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Acronyms

ADA	Americans with Disabilities Act
Addendum	City of Lyons 2025 addendum to the Linn County Natural Hazard Mitigation Plan
ANSI	American National Standards Institute
CARTS	Chemeketa Area Regional Transportation
City	City of Lyons
COOP	Continuity of Operations
County	Linn County
EAS	National Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD-5	Homeland Security Presidential Directive
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System
IDA	Initial Damage Assessment
JIC	Joint Information Center
JIS	Joint Information System
MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
MOU	Memorandum of Understanding

NFIP	National Flood Insurance Program
NHMP	Natural Hazard Mitigation Plan
NIMS	National Incident Management System
NRF	National Response Framework
NSS	National Shelter System
NTSB	National Transportation Safety Board
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
ORS	Oregon Revised Statutes
OSP	Oregon State Police
OTFC	Oregon TITAN Fusion Center
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
PPD-8	Presidential Policy Directive 8: National Preparedness
Red Cross	American Red Cross
SA	Support Annex
SBA	Small Business Administration
SOP	Standard Operating Procedure
State	State of Oregon
TITAN	Oregon Terrorism Information Threat Assessment Network
TTD	Telecommunications Device for the Deaf
VA	Veterans Administration

Glossary of Key Terms

Accessible: Having the legally required features and/or qualities that ensure easy entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

Acquisition Procedures: A process used to obtain resources to support operational requirements.

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support.

Agency Administrator/Executive: The official responsible for administering policy for an agency or jurisdiction. An Agency Administrator/Executive (or other public official with jurisdictional responsibility for the incident) usually makes the decision to establish an Area Command.

Agency Dispatch: The agency or jurisdictional facility from which resources are sent to incidents.

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

All-Hazards: Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social, or economic activities.

Allocated Resource: Resource dispatched to an incident.

Area Command: An organization established to oversee the management of multiple incidents that are each being handled by a separate Incident Command System organization or to oversee the management of a very large or evolving incident that has multiple Incident Management Teams engaged. An Agency Administrator/Executive or other public official with jurisdictional responsibility for the incident usually makes the decision to establish an Area Command. An Area Command is activated only if necessary, depending on the complexity of the incident and incident management span-of-control considerations.

Assessment: The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information,

evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

Assigned Resource: Resource checked in and assigned work tasks on an incident.

Assignment: Task given to a personnel resource to perform within a given operational period that is based on operational objectives defined in the Incident Action Plan.

Assistant: Title for subordinates of principal Command Staff positions. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be assigned to Unit Leaders.

Assisting Agency: An agency or organization providing personnel, services, or other resources to the agency with direct responsibility for incident management. See Supporting Agency.

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

Badging: The assignment of physical incident-specific credentials to establish legitimacy and limit access to various incident sites.

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A Branch is organizationally situated between the Section Chief and the Division or Group in the Operations Section, and between the Section and Units in the Logistics Section. Branches are identified by the use of Roman numerals or by functional area.

Cache: A predetermined complement of tools, equipment, and/or supplies stored in a designated location, available for incident use.

Camp: A geographical site within the general incident area (separate from the Incident Base) that is equipped and staffed to provide sleeping, food, water, and sanitary services to incident personnel.

Categorizing Resources: The process of organizing resources by category, kind, and type, including size, capacity, capability, skill, and other characteristics. This makes the resource ordering and dispatch process within and across organizations and agencies, and between governmental and nongovernmental entities, more efficient, and ensures that the resources received are appropriate to their needs.

Certifying Personnel: The process of authoritatively attesting that individuals meet professional standards for the training, experience, and performance required for key incident management functions.

Chain of Command: The orderly line of authority within the ranks of the incident management organization.

Check-In: The process through which resources first report to an incident. All responders, regardless of agency affiliation, must report in to receive an assignment in accordance with the procedures established by the Incident Commander.

Chief: The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section).

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

Command Staff: The staff who report directly to the Incident Commander, including the Public Information Officer, Safety Officer, Liaison Officer, and other positions as required. They may have an assistant or assistants, as needed.

Common Operating Picture: An overview of an incident by all relevant parties that provides incident information enabling the Incident Commander/Unified Command and any supporting agencies and organizations to make effective, consistent, and timely decisions.

Common Terminology: Normally used words and phrases-avoiding the use of different words/phrases for same concepts-to ensure consistency and to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

Communications: The process of transmission of information through verbal, written, or symbolic means.

Communications/Dispatch Center: Agency or interagency dispatch centers, 911 call centers, emergency control or command dispatch centers, or any naming convention given to the facility and staff that handles emergency calls from the public and communication with emergency management/response personnel. The center can serve as a primary coordination and support element of the Multiagency Coordination System(s) (MACS) for an incident until other elements of the MACS are formally established.

Complex: Two or more individual incidents located in the same general area and assigned to a single Incident Commander or to Unified Command.

Comprehensive Preparedness Guide 101: A guide designed to assist jurisdictions with developing operations plans. It promotes a common understanding of the fundamentals of planning and decision-making to help emergency planners examine a hazard and produce integrated, coordinated, and synchronized plans.

Continuity of Government: A coordinated effort within the Federal Government's executive branch to ensure that National Essential Functions

continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

Continuity of Operations: An effort within individual organizations to ensure that Primary Mission Essential Functions continue to be performed during a wide range of emergencies.

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

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

Corrective Actions: The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.

Credentialing: The authentication and verification of the certification and identity of designated incident managers and emergency responders.

Critical Infrastructure: Assets, systems, and networks, whether physical or virtual, so vital to the United States that the incapacitation or destruction of such assets, systems, or networks would have a debilitating impact on security, national economic security, national public health or safety, or any combination of those matters.

Delegation of Authority: A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the Incident Commander prior to assuming command on larger incidents. (Also known as Letter of Expectation.)

Demobilization: The orderly, safe, and efficient return of an incident resource to its original location and status.

Department Operations Center (DOC): An Emergency Operations Center (EOC) specific to a single department or agency. The focus of a DOC is on internal agency incident management and response. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

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

Director: The Incident Command System title for individuals responsible for supervision of a Branch.

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

Division: The organizational level having responsibility for operations within a defined geographic area. Divisions are established when the number of resources exceeds the manageable span of control of the Section Chief. See Group.

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

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected State can request and receive assistance from other member States quickly and efficiently, resolving two key issues up front: liability and reimbursement.

Emergency Management/Response Personnel: Includes Federal, State, territorial, tribal, substate regional, and local governments, NGOs, private sector-organizations, critical infrastructure owners and operators, and all other organizations and individuals who assume an emergency management role. (Also known as emergency responder.)

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

Emergency Operations Plan: An ongoing plan for responding to a wide variety of potential hazards.

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

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

Event: See Planned Event.

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

Field Operations Guide: Durable pocket or desk guides that contain essential information required to perform specific assignments or functions.

Finance/Administration Section: The Incident Command System Section responsible for all administrative and financial considerations surrounding an incident.

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

General Staff: A group of incident management personnel organized according to function and reporting to the Incident Commander. The General Staff normally consists of the Operations Section Chief, Planning Section Chief, Logistics Section Chief, and Finance/Administration Section Chief. An Intelligence/Investigations Chief may be established, if required, to meet incident management needs.

Group: An organizational subdivision established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. See Division.

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

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

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

Incident Base: The location at which primary Logistics functions for an incident are coordinated and administered. There is only one Base per incident. (Incident name or other designator will be added to the term Base.) The Incident Command Post may be co-located with the Incident Base.

Incident Command: The Incident Command System organizational element responsible for overall management of the incident and consisting of the Incident Commander (either single or unified command structure) and any assigned supporting staff.

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

Incident Command Post (ICP): The field location where the primary functions are performed. The ICP may be co-located with the Incident Base or other incident facilities.

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

Incident Management: The broad spectrum of activities and organizations providing effective and efficient operations, coordination, and support applied at all levels of government, utilizing both governmental and nongovernmental resources to plan for, respond to, and recover from an incident, regardless of cause, size, or complexity.

Incident Management Team (IMT): An Incident Commander and the appropriate Command and General Staff personnel assigned to an incident. The level of training and experience of the IMT members, coupled with the identified formal response requirements and responsibilities of the IMT, are factors in determining "type," or level, of IMT.

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

Information Management: The collection, organization, and control over the structure, processing, and delivery of information from one or more sources and distribution to one or more audiences who have a stake in that information.

Integrated Planning System: A system designed to provide common processes for developing and integrating plans for the Federal Government to establish a comprehensive approach to national planning in accordance with the Homeland Security Management System as outlined in the National Strategy for Homeland Security.

Intelligence/Investigations: An organizational subset within ICS. Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities-or the individual(s) involved-including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

Interoperability: Ability of systems, personnel, and equipment to provide and receive functionality, data, information and/or services to and from other systems, personnel, and equipment, between both public and private agencies, departments, and other organizations, in a manner enabling them to operate effectively together. Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real time, when needed, and when authorized.

Job Aid: Checklist or other visual aid intended to ensure that specific steps of completing a task or assignment are accomplished.

Joint Field Office (JFO): The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, State, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

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

Joint Information System (JIS): A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of

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

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., Federal, State, tribal, local boundary lines) or functional (e.g., law enforcement, public health).

Jurisdictional Agency: The agency having jurisdiction and responsibility for a specific geographical area, or a mandated function.

Key Resource: Any publicly or privately controlled resource essential to the minimal operations of the economy and government.

Letter of Expectation: See Delegation of Authority.

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

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

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

Logistics: The process and procedure for providing resources and other services to support incident management.

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

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

Manager: Individual within an Incident Command System organizational unit who is assigned specific managerial responsibilities (e.g., Staging Area Manager or Camp Manager).

Mitigation: Activities providing a critical foundation in the effort to reduce the loss of life and property from natural and/or manmade disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effect.

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

Mobilization Guide: Reference document used by organizations outlining agreements, processes, and procedures used by all participating agencies/organizations for activating, assembling, and transporting resources.

Multiagency Coordination (MAC) Group: A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. 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. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

Multiagency Coordination System (MACS): A system that provides the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. MACS assist agencies and organizations responding to an incident. The elements of a MACS include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are Emergency Operations Centers and MAC Groups.

Multijurisdictional Incident: An incident requiring action from multiple agencies that each have jurisdiction to manage certain aspects of an incident. In the Incident Command System, these incidents will be managed under Unified Command.

Mutual Aid Agreement or Assistance Agreement: Written or oral agreement between and among agencies/organizations and/or jurisdictions that provides a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

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

National Essential Functions: A subset of government functions that are necessary to lead and sustain the Nation during a catastrophic emergency and that, therefore, must be supported through continuity of operations and continuity of government capabilities.

National Incident Management System: A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

National Response Framework: A guide to how the Nation conducts all-hazards response.

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

Officer: The Incident Command System title for a person responsible for one of the Command Staff positions of Safety, Liaison, and Public Information.

Operational Period: The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths, although usually they last 12 to 24 hours.

Operations Section: The Incident Command System (ICS) Section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, the Operations Section normally includes subordinate Branches, Divisions, and/or Groups.

Organization: Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, nongovernmental organizations, and the private sector.

Personal Responsibility: The obligation to be accountable for one's actions.

Personnel Accountability: The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that Incident

Command System principles and processes are functional and that personnel are working within established incident management guidelines.

Plain Language: Communication that can be understood by the intended audience and meets the purpose of the communicator. For the purpose of the National Incident Management System, plain language is designed to eliminate or limit the use of codes and acronyms, as appropriate, during incident response involving more than a single agency.

Planned Event: A scheduled nonemergency activity (e.g., sporting event, concert, parade, etc.).

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

Planning Section: The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

Portability: An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies among emergency management/response personnel will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

Pre-Positioned Resource: A resource moved to an area near the expected incident site in response to anticipated resource needs.

Preparedness: A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within the National Incident Management System, preparedness focuses on the following elements: planning; procedures and protocols; training and exercises; personnel qualification and certification; and equipment certification.

Preparedness Organization: An organization that provides coordination for emergency management and incident response activities before a potential incident. These organizations range from groups of individuals to small committees to large standing organizations that represent a wide variety of committees, planning groups, and other organizations (e.g., Citizen Corps, Local Emergency Planning Committees, Critical Infrastructure Sector Coordinating Councils).

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

Primary Mission Essential Functions: Government functions that must be performed in order to support or implement the performance of National Essential Functions before, during, and in the aftermath of an emergency.

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

Protocol: A set of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

Public Information: Processes, procedures, and systems for communicating timely, accurate, and accessible information on an incident's cause, size, and current situation; resources committed; and other matters of general interest to the public, responders, and additional stakeholders (both directly affected and indirectly affected).

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

Publications Management: Subsystem that manages the development, publication control, publication supply, and distribution of National Incident Management System materials.

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

Recovery Plan: A plan developed to restore an affected area or community.

Reimbursement: A mechanism to recoup funds expended for incident-specific activities.

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

Resource Tracking: A standardized, integrated process conducted prior to, during, and after an incident by all emergency management/response personnel and their associated organizations.

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

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

Retrograde: To return resources back to their original location.

Safety Officer: A member of the Command Staff responsible for monitoring incident operations and advising the Incident Commander on all matters relating to operational safety, including the health and safety of emergency responder personnel.

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

Single Resource: An individual, a piece of equipment and its personnel complement, or a crew/team of individuals with an identified work supervisor that can be used on an incident.

Situation Report: Confirmed or verified information regarding the specific details relating to an incident.

Span of Control: The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5, or between 1:8 and 1:10 for many large-scale law enforcement operations.)

Special Needs Population: A population whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

Staging Area: Temporary location for available resources. A Staging Area can be any location in which personnel, supplies, and equipment can be temporarily housed or parked while awaiting operational assignment.

Standard Operating Guidelines: A set of instructions having the force of a directive, covering those features of operations which lend themselves to a definite or standardized procedure without loss of effectiveness.

Standard Operating Procedure: A complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

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

Status Report: Information specifically related to the status of resources (e.g., the availability or assignment of resources).

Strategy: The general plan or direction selected to accomplish incident objectives.

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

Substate Region: A grouping of jurisdictions, counties, and/or localities within a State brought together for specified purposes (e.g., homeland security, education, public health), usually containing a governance structure.

Supervisor: The Incident Command System title for an individual responsible for a Division or Group.

Supporting Agency: An agency that provides support and/or resource assistance to another agency. See Assisting Agency.

Supporting Technology: Any technology that may be used to support the National Incident Management System, such as orthophoto mapping, remote automatic weather stations, infrared technology, or communications.

System: Any combination of facilities, equipment, personnel, processes, procedures, and communications integrated for a specific purpose.

Tactics: The deployment and directing of resources on an incident to accomplish the objectives designated by strategy.

Task Force: Any combination of resources assembled to support a specific mission or operational need. All resource elements within a Task Force must have common communications and a designated leader.

Technical Specialist: Person with special skills that can be used anywhere within the Incident Command System organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs, and they are typically certified in their fields or professions.

Technology Standards: Conditions, guidelines, or characteristics that may be required to facilitate the interoperability and compatibility of major systems across jurisdictional, geographic, and functional lines.

Technology Support: Assistance that facilitates incident operations and sustains the research and development programs that underpin the long-term investment in the Nation's future incident management capabilities.

Terrorism: As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

Threat: Natural or manmade occurrence, individual, entity, or action that has or indicates the potential to harm life, information, operations, the environment, and/or property.

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

Tribal: Referring to any American Indian tribe or Native American trive, band, nation, or other organized group or community, including any Alaskan Native Village as defined in or established pursuant to the Alaskan Native Claims

Settlement Act (85 Stat. 688) [43 U.S.C.A. and 1601 et seq.], that is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians.

Type: An Incident Command System resource classification that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size, power, capacity, or (in the case of Incident Management Teams) experience and qualifications.

Unified Approach: The integration of resource management, communications and information management, and command and management in order to form an effective system.

Unified Area Command: Version of command established when incidents under an Area Command are multijurisdictional. See Area Command.

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

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

Unit Leader: The individual in charge of managing Units within an Incident Command System (ICS) functional Section. The Unit can be staffed by a number of support personnel providing a wide range of services. Some of the support positions are pre-established within ICS (e.g., Base/Camp Manager), but many others will be assigned as technical specialists.

Unity of Command: An Incident Command System principle stating that each individual involved in incident operations will be assigned to only one supervisor.

Vital Records: The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

Volunteer: For purposes of the National Incident Management System, any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.10

Source: http://www.fema.gov/emergency/nims/Glossary.shtm

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Functional Annexes

Incident Annexes