

# Notice of Special City Council Meeting

## AGENDA

### CITY COUNCIL - CITY OF FALLS CITY, OREGON

Meeting Location: 320 N Main Street, Falls City, Oregon 97344

Monday September 26, 2016 7:00 p.m.

Posted on September 23, 2016

- 1) **Call to Order**  
A) Roll Call: Julee Bishop \_\_\_\_ Dennis Sickles \_\_\_\_ Lori Jean Sickles \_\_\_\_ Jennifer Drill \_\_\_\_  
Tony Meier \_\_\_\_ Gerald Melin \_\_\_\_ Terry Ungricht, Mayor \_\_\_\_
- 2) **Pledge of Allegiance**
- 3) **Motion to Adopt the Entire Agenda**
- 4) **Consent Agenda: Motion Action Approving Consent Agenda Items**  
A. Approval of September 19, 2016 work session minutes.....page 1-2  
B. Approval of September 22, 2016 special meeting minutes.....page 3-8
- 5) **Public Comments:** Citizens may address the Council or introduce items for Council consideration on any matters. Council may not be able to provide an immediate answer or response, but may direct staff to follow up on any questions raised. Out of respect to the Council and others in attendance, please limit your comment to five (5) minutes. Please state your name and city of residence for the record.
- 6) **New Business:**  
A. Falls City Emergency Operating Plan. (pages numbers not listed, last two pages preparedness group document).
- 7) **Correspondence, Comments, and Ex-Officio Reports**  
A. Mayor Report  
B. Council Reports
- 8) **Council Announcements**  
A. Next regular City Council meeting October 13, 2016 at 6:00 p.m.
- 9) **Adjourn**

City of Falls City  
City Council Work Session Meeting Minutes  
Monday, September 19, 2016  
Meeting Location: 111 N Main Street, Falls City, Oregon 97344

**Council Present:** Mayor Terry Ungricht, Jennifer Drill, Tony Meier, Gerald Melin, Dennis Sickles  
**Falls City School District Board present:** Jamie Kidd, President, and Robert Young Vice President, Larry Sickles, Kristy Major, Shane Castle  
**Falls City School District Staff Present:** Jack Thompson, Superintendent, and High School Principal; Art Houghtaling, K-8 Principal; Debbie Pavon, Assistant Business Manager

President Jamie Kidd called the meeting to order at 5:35 PM.

**1) Roll Call**

Councilor Bishop and Councilor L. Sickles absent, Councilor Drill present at 5:45 pm.

**2) Joint Meeting with the Falls City School District to Discuss Library Viability**

Discussion centered on how to move forward on a ballot measure. The group felt the best way would be to form a Library District based on the area of the School District, rather than a levy.

Librarian Andy Rommel will present issue at next area library meeting for advice on what other libraries have done for ballot measures. Andy also met with the Polk County Assessor and he is willing to attend the next joint meeting to discuss issues.

**3) Adjourn**

The meeting adjourned at 6:15 pm.

Attested:

\_\_\_\_\_ Mayor Terry Ungricht

\_\_\_\_\_ City Clerk Protheroe

## Library Director's Report

September 2016

- **Attendance** from July 18 to September 11: 127 adults, 218 children (345 total). From August 6<sup>th</sup> to September 11<sup>th</sup> 81 of 183 patrons were at the library for book or research related activity, approximately 44%.
- **Computer Usage & Rule Changes:** I have enforced, with success, a one hour time limit on library computers for non-research related usage in an attempt to reduce video game usage / arcade atmosphere. No children under ten years of age are to be present in library without a legal guardian.
- **2017 Ready 2 Read Grant Application:** I prepared a comprehensive summer reading project proposal to receive state funding for next summer's summer reading program. The goal of which is to help youth maintain or improve their literacy skills over the summer.
- **Oregon State Library Report:** I am in the process of finishing Wagner Library's 2015-2016 Oregon State Library Report which is Due September 30<sup>th</sup>.
- **Elementary School Library:** I have categorized and shelved the elementary school's library collection and will continue converting books from the old categorical system to the Dewey Decimal System. Classes continue their introductions to the library, and I have begun checking out books to the kids.
- **CCRLS PYM Director's Meeting:** I attended the first PYM meeting in Salem on September 2<sup>nd</sup>. The majority of the meeting was focused on RFID, a new tagging system that will be applied to all CCRLS library collections to streamline operations.
- **Called Polk County Elections Office and Assessor's Office:** To familiarize myself with what a local option levy is, I spoke with County Assessor Doug Schmidt, and I spoke with Val Unger in the Elections Office about what sort of role I might play in helping to get it passed. I will reach out to other libraries that have had something on the ballot for funding to find out what I can do legally as library director to help generate voter awareness. Also, Mr. Schmidt is willing to speak with our City Council any time after November 15<sup>th</sup>.

City of Falls City  
City Council Meeting  
CDBG Public Hearing Minutes  
September 22, 2016

Meeting Location: 320 N Main Street, Falls City, Oregon 97344

**Council Present:** Mayor Terry Ungricht, Lori Jean Sickles, Jennifer Drill, Tony Meier, Gerald Melin, Dennis Sickles, Julee Bishop

**Staff Present:** Domenica Protheroe, City Clerk

Mayor Ungricht called the meeting to order at 7:05 PM. Councilor Bishop arrived at 7:06 PM and Councilor D. Sickles arrived at 7:07.

**1) Roll Call**

Clerk Protheroe took roll call.

**2) Pledge of Allegiance**

Mayor Ungricht led the pledge.

**3) Motion to adopt the entire Agenda**

A motion was made by Councilor Meier and seconded by Councilor Melin to adopt the entire agenda. Motion carried 5-0-0. Ayes: Lori Jean Sickles, Jennifer Drill, Tony Meier, Gerald Melin, Julee Bishop

**4) Hearing script for CDBG Funding**

Mayor Ungricht read aloud the public hearing script for Community Development Block Grant (CDBG) as follows:

This hearing is being held as part of the Community Development Block Grant (CDBG) application process. The City of Falls City is currently applying for approximately \$2.5 million in CDBG funds.

The purpose of the hearing is twofold:

1. For the City Council to obtain citizen views and respond to questions and comments about community development and housing needs, especially the needs of low and moderate income persons as well as other needs in the community that might be assisted with a CDBG project.
2. And for the City Council to obtain citizen views and respond to questions and comments about the proposed project.
  - a. Approximately \$11.5 million will be available and awarded to Oregon non-metropolitan cities and counties in fiscal year 2016. The maximum grant that a city or county can receive is \$2.5 million.
  - b. The range of activities that may be undertaken with the grant funds include the projects such as:
    - Microenterprise Assistance Public Services,
    - Public Works (i.e. water and wastewater system improvement projects),
    - Community/Public Facilities (i.e. homeless shelter, fire hall, senior center, community center, library, etc.)
    - Community Capacity/Technical Assistance,
    - Emergency Projects, and
    - Housing Rehabilitation

Page 3

- c. The entire amount of grant funds applied for will be used for activities that will meet the national objective of primary benefit to low- and moderate-income persons; and
- d. The proposed activities in the application will not result in displacement or the local government's antidisplacement and relocation plans required under 24 CFR Part 570.488, Part 570.606, and Part 42.

Mayor Ungricht read his report that described two distinct grant options. He highlighted that the "ready to proceed" IFA rule worked against the City because the City did not own the land. He reviewed the plan to move forward with each option (Exhibit 1).

Mayor Ungricht stated that the full grant option was preferable. If the full grant was rejected the City will receive reasons for the rejection. This feedback will allow the City to improve the grant application for the next cycle. He stated that CDBG grant application typically take months to prepare. This grant application was prepared in a few weeks because the City was required to wait for the results of the Income Study.

Mayor Ungricht described a loan option for the \$844,000 needed under the full grant option. The City could borrow \$844,000 of which 50% would be a grant, and \$423,000 at 1% interest paid over 25 years at a cost of approximately \$10.00 per month per existing sewer customer.

Mayor Ungricht opened the public hearing at 7:15 PM.

Amy Houghtaling of Falls City spoke in favor of the grant application. Ms. Houghtaling stated she was a member of the Polk County Community Development Corporation (Polk County CDC) Board of Directors. The agency builds Section 8 housing in Polk County. Ms. Houghtaling stated that it was evident that Falls City lacks Section 8 low income housing for which there is a great need. She had made requests to Polk County CDC to build Section 8 low-income housing in Falls City. Polk County CDC responded the Falls City's existing sewer could not support a low-income housing complex. She felt a new sewer system would elevate the chances of Polk County CDC building low-income housing in Falls City.

Mayor Ungricht closed the public hearing at 7:20 PM.

Mayor Ungricht welcomed comments and questions from Councilors.

Councilor Drill asked for pros and cons of the two grant options. Mayor Ungricht reported that not owning the land would equate to fewer points on the grant. He had issued a formal challenge to Infrastructure Finance Authority on this point and was waiting for their response. He stated the goal was to qualify for CDBG grant in order to keep the costs down for sewer users. Mayor Ungricht stated if the sewer system fails, Oregon Department of Environmental Quality (DEQ) will step in, replace the system, and require all residents on the system and the rates would be high.

Councilor Drill asked if sewer rates would increase next budget cycle. Mayor Ungricht said an increase is not on the table, but cautioned Council that recent sewer repairs consumed the money allocated for tank pumping and a rate increase may be necessary next budget cycle.

Amy Houghtaling of Falls City thought that applying for the CDBG grant would show DEQ that the City is trying to moving forward. Councilor Meier thought the submittal of the full grant option this cycle would help the City reapply next year, if the grant was not awarded this cycle.

4

Councilor Drill asked what amount of money had been spent on the grant application to date. Mayor Ungricht reported that City Engineer worked on the grant application for two days adding that they had been very helpful.

Cliff Lauder of Falls City asked for additional details on the likelihood of the grant. Mayor Ungricht stated if the full grant application fails because it included land acquisition, the City will submit a separate loan application for the land acquisition in order to be better prepared for the next grant cycle.

Councilor Drill thought the grant applications were very good but she was concerned and did not know what the City would do if the grant was not awarded. Councilor D. Sickles said the City should move forward with the grant application. Councilor Bishop thanked Mayor Ungricht for his efforts on the application.

A motion was made by Councilor Meier and seconded by Councilor Bishop that Falls City Council instruct staff to submit the CDBG funding grant for the wastewater project and give authority to the Mayor to sign the grant application. Motion carried 6-0-0. Ayes: Lori Jean Sickles, Jennifer Drill, Tony Meier, Gerald Melin, Dennis Sickles, Julee Bishop

**5) New Business:**

**A. Schedule meeting to approve minutes**

Council will meet Monday September 26, 2016 at 7:00 PM.

**6) Correspondence, Comments, and Ex-Officio Report**

Councilor Drill asked Council to consider a meeting to discuss the Emergency Operation Plan. Council will discuss the Emergency Operations Plan at the Monday September 26, 2016 7:00 PM Meeting.

**7) Adjourn**

Mayor Ungricht thanked Council for attending the meeting. He stated that this was one of the most important things Council will do.

The meeting adjourned at 7:45 PM.

\_\_\_\_\_ Mayor Terry Ungricht

Attested: \_\_\_\_\_ City Clerk Domenica Protheroe

5

# Exhibit 1

I have been working on the CDBG funding application, as you know we had to do the income survey to qualify and this has left us without much time to get the application in. These applications usually take months to develop and we have had to try and do it in weeks.

We have run into problems on trying to submit an application under the Federal rules for CDBG funding in this short time frame. I am bringing to the Public and Council two separate applications. The first one is for \$3,344,917.00 for final design and construction, but we have ran into a problem on being "ready to proceed" under the CDBG rules. We have within the budget funds to acquire land, there were three parcels identified in the facility plan, but in order to score high on the ready to proceed we need to have all of the land use permits already granted. This is impossible when we do not exactly know which parcel of land or own the land to be permitted.

So I was advised to apply for a design grant, application 2, for \$300,000 without land purchase or \$550,000 with purchase. I budgeted for the environmental, engineering, and land acquisition, but I was told we can't go for the land acquisition. I have IFA reviewing the rules to see if we can get a wavier to keep the land acquisition in the application. This way we can spend the next year doing the land purchase, engineering, and permitting. Then we can apply for another CDBG grant, when we qualify, for the construction of the project.

So the game plan we are proposing is for Council to grant authority to apply for which ever application that we will have the best chance of winning and permission to execute the chosen application. Once we filed the intake form and was invited by IFA to apply for the CDBG funding we fall under the Federal property acquisition regulations and there is now an estimated 22 million in request for the 11.5 million in funds, so we are not confident under the current interpretation of the rules if application 1 will be successful. I have a problem; IFA is reviewing the rules, in submitting application number 2 if we cannot purchase the land. We will end up with the same problems if the chosen parcel of land does not have a willing seller. We will not be able to fulfill the engineering if we cannot access the land.

So until I hear back on the interpretation of the rules my and the engineers thoughts are that we receive permission for both applications, if we cannot purchase land under application number 2, we submit application 1. Even if we are denied we will have the feedback from the reviewers and will have a better application for next year's funding round. Then if we can we look at a financing package that will allow us to purchase the land we will need to develop for the lagoons, which will make next year's application much stronger.

6

## PUBLIC NOTICE AND NOTICE OF PUBLIC HEARING

The City of Falls City is eligible to apply for a 2016 Community Development Block Grant from the Oregon Business Development Department. Community Development Block Grant funds come from the U.S. Department of Housing and Urban Development. The grants can be used for public facilities and housing improvements, primarily for persons with low and moderate incomes.

Approximately \$11.5 million will be awarded to Oregon non-metropolitan cities and counties in 2016. The maximum grant that a city or county can receive is \$2,500,000.

The City of Falls City is preparing an application for a 2016 Community Development Block Grant from the Oregon Business Development Department for a wastewater system improvements project in order to upgrade the system and address serious compliance issues within the City of Falls City, Polk County, Oregon.

It is estimated that the proposed project will benefit at least 437 persons, of whom 55.15% percent will be low or moderate income.

A public hearing will be held by Falls City, City Council at **7:00 PM on September 22, 2016 at the Falls City Community Center, 320 North Main Street, Falls City, Oregon 97344**. The purpose of this hearing is for the City Council to obtain citizen views and to respond to questions and comments about community development and housing needs, especially the needs of low- and moderate-income persons, as well as other needs in the community that might be assisted with a Community Development Block Grant project; and the proposed project.

Written comments are also welcome and must be received by **5:00 pm on September 22, 2016 at Falls City, City Hall, 299 Mill Street, Falls City, Oregon, 97344**. Both oral and written comments will be considered by the City Council in deciding whether to apply.

The location of the hearing is accessible to persons with disabilities. Please contact **Terry Ungricht, Mayor/Manager at 503-7897-3631** if you will need any special accommodations to attend or participate in the meeting.

More information about Oregon Community Development Block Grants, the proposed project, and records about the City of Falls City's past use of Community Development Block Grant funds is available for public review at City Hall during regular office hours. Advance notice is requested. If special accommodations are needed, please notify **Terry Ungricht, Mayor/Manager at 503-787-3631** so that appropriate assistance can be provided.

Permanent involuntary displacement of persons or businesses is not anticipated as a result from the proposed project. If displacement becomes necessary, alternatives will be examined to minimize the displacement and provide required/reasonable benefits to those displaced. Any low- and moderate income housing which is demolished or converted to another use will be replaced.

7



City of Falls City  
299 Mill Street  
Falls City, OR 97344  
Ph. 503.787.3631

**OFFICE OF THE MAYOR  
AND CITY MANAGER  
TERRY UNGRICHT**

September 14, 2016

Mid-Willamette Valley Council of Governments  
Attn: Garrett Jensen  
100 High Street SE, Suite 200  
Salem, OR 97301

Dear Garrett,

I, Terry Ungricht, Mayor/Manager of City of Falls City, certify that the attached "Exhibit A – City of Falls City Notice of Public Hearing" for a 2016 Community Development Block Grant application was posted on September 14, 2016 at the following locations:

- Falls City Post Office, USPS, 123 Parry Road, Falls City, OR 97344
- Falls City Community Center, 320 North Main, Falls City, OR 97344
- Frink's General Store, 319 North Main, Falls City, OR 97344
- Boondocks Bar and Restaurant, 318 North Main, Falls City, OR 97344
- Falls City, City Hall, 299 Mill Street, Falls City, OR 97344
- Falls City High School, 111 N Main St, Falls City, OR 97344

Regards,

Terry Ungricht  
Mayor/Manager  
City of Falls City

4

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## AGENDA REPORT

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**TO:** COUNCIL  
**FROM:** MAYOR UNGRICHT  
**SUBJECT:** FALLS CITY EMERGENCY PLAN  
**DATE:** 09/23/2016

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### **SUMMARY**

The Falls City Council desired to discuss the Falls City Emergency Operating Plan.

### **BACKGROUND**

Falls City Council adopted resolution 18-2014, A Resolution adopting the Falls City Emergency Plan. Within the plan it specifies emergency assignments, depending on the nature of the emergency. This is considered a governing document and will have to be changed within the same format, if Council desires changes.

The Falls City Emergency Preparedness Group through Councilor Drill has asked for Council to review the Falls City EOP and to look at updating with information provided by the Preparedness Group. One thing Council could consider is that we create a resource list and a local task list following the adopted plan, that each Councilor and City Staff could carry and have on hand in case of an emergency.

If Council desires to reach out to CERT and have a table top exercise to go over control responsibilities we can set a date for that training.

### **PREVIOUS COUNCIL ACTION**

Adopted Resolution 18-2014.

### **ALTERNATIVES/FINANCIAL IMPLICATIONS**

There are no fiscal impacts following the procedures of the adopted resolution. If Council was to adopt procedures outside of State and Federal Law we would put our citizens at risk to receive the help that might be needed in the event of an emergency.

### **STAFF RECOMMENDATION**

The process adopted in the EOP sets the steps and lays out the procedure of acting in the event of an emergency. It is good for Council to review the steps to be taken and offer comments for changing the procedures if needed.

### **EXHIBIT**

- 1) First 6 Chapters of the adopted EOP plan
- 2) Emergency Preparedness group plan of action

### **PROPOSED MOTION**

N/A

**RESOLUTION 18-2014**

A RESOLUTION ADOPTING THE FALLS CITY EMERGENCY OPERATIONS PLAN.

**FINDINGS:**

1. The City of Falls City is the identified disaster agency for the City and is responsible for the planning and coordination of the local disaster services.
2. Falls City is vitally interested in effectively administering to the needs of the public in the event of a serious emergency.
3. It may be necessary to seek assistance of agencies outside the City organization and the Emergency Operations Plan provides such information or resources.

NOW THEREFORE,

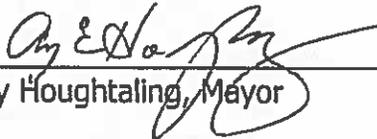
THE COMMON COUNCIL OF THE CITY OF FALLS CITY RESOLVES AS FOLLOWS:

Section 1. The Falls City Emergency Operations Plan, which is attached hereto and incorporated herein by this reference is hereby approved and adopted by this Resolution.

Section 2. This Resolution was duly PASSED and ADOPTED by the Falls City Council this fourteenth (14) day of August 2014, and takes effect upon signing by the Mayor.

Approved:

8/14/14  
Date

  
\_\_\_\_\_  
Amy Houghtaling, Mayor

Attest:  
8/14/14  
Date

  
\_\_\_\_\_  
Amber Mathiesen  
City Administrator/Recorder

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# Plan Administration

The City Emergency Manager will coordinate review, revision, and re-promulgation of this plan every two years or when changes occur, such as lessons learned from exercises or events. Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by City Emergency 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
2014	001	All	Global Update

Plan Administration

**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 of Falls City Emergency Manager is ultimately responsible for dissemination of all plan updates. Copies of the plan will also be maintained at City Hall, Wagner Community Library and posted online at <http://www.fallscityoregon.gov/>.

Department/Agency	Title/Name
City Hall/Administration	City Administrator/Recorder
Falls City Fire Department	Fire Chief
Water Treatment Plant	Supervisor
Polk County Emergency Management (Sherriff's Office)	Emergency Management Director
Oregon Military Department, Office of Emergency Management	Plans and Training Section Manager

## Plan Administration

**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 the City Emergency Manager for incorporation into the plan and dissemination of the revised version. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related City emergency plans and procedures to enhance consistency.

Section/Annex	Responsible Party
<b>Basic Plan</b>	Emergency Manager
<b>Functional Annexes (FAs)</b>	
FA 1 Emergency Services	Polk County Sheriff's Office Falls City Fire Department Emergency Manager
FA 2 Human Services	Emergency Manager
FA 3 Infrastructure Services	Emergency Manager and Public Works Lead Worker
FA 4 Recovery Strategy	Mayor
<b>Incident Annexes (IAs)</b>	
IA 1 Drought	Emergency Manager and Public Works Lead Worker
IA 2 Earthquake	Emergency Manager and Public Works Lead Worker
IA 3 Major Fire	Falls City Fire Department
IA 4 Flood	Emergency Manager and Public Works Lead Worker
IA 5 Severe Weather	Emergency Manager and Public Works Lead Worker
IA 6 Hazardous Materials Incident	Falls City Fire Department
IA 7 Public Health Incident	Emergency Manager
IA 8 Terrorism	Emergency Manager

Plan Administration

Section/Annex	Responsible Party
IA 9 Transportation Accidents	Emergency Manager and Polk County Sheriff's Office
IA 10 Utility Failure	Emergency Manager and Public Works Lead Worker

# Table of Contents

<b>Immediate Action Checklist.....</b>	<b>iii</b>
<b>Preface.....</b>	<b>vii</b>
<b>Adoption Resolution .....</b>	<b>ix</b>
<b>Plan Administration.....</b>	<b>xiii</b>
<b>Table of Contents .....</b>	<b>xvii</b>
<b>List of Tables and Figures .....</b>	<b>xxi</b>

## **Basic Plan**

<b>1</b>	<b>Introduction .....</b>	<b>1-1</b>
1.1	General.....	1-1
1.1.1	Whole Community Planning.....	1-1
1.2	Purpose and Scope .....	1-2
1.2.1	Purpose .....	1-2
1.2.2	Scope.....	1-2
1.3	Plan Activation .....	1-3
1.4	Plan Organization .....	1-3
1.4.1	Basic Plan.....	1-4
1.4.2	Functional Annexes .....	1-4
1.4.3	Incident Annexes .....	1-5
1.5	Relationship to Other Plans .....	1-6
1.5.1	Federal Plans.....	1-6
1.5.2	State Plans .....	1-7
1.5.3	County Plans .....	1-8
1.5.4	City Plans.....	1-9
1.6	Authorities.....	1-9
1.6.1	Legal Authorities .....	1-9
1.6.2	Mutual Aid and Intergovernmental Agreements.....	1-12
1.7	Emergency Powers.....	1-12
1.7.1	General.....	1-12
1.7.2	City of Falls City Disaster Declaration Process.....	1-13
1.7.3	Polk County Declaration Process .....	1-14
1.7.4	State Assistance .....	1-15
1.7.5	Federal Assistance .....	1-15
1.8	Continuity of Government .....	1-15

## Table of Contents

1.8.1	Lines of Succession .....	1-15
1.8.2	Preservation of Vital Records .....	1-16
1.9	Administration and Logistics .....	1-16
1.9.1	Request, Allocation, and Distribution of Resources .....	1-16
1.9.2	Financial Management.....	1-17
1.9.3	Legal Support and Liability Issues .....	1-18
1.9.4	Reporting and Documentation .....	1-18
1.10	Safety of Employees and Family .....	1-18
<b>2</b>	<b>Situation and Planning Assumptions .....</b>	<b>2-1</b>
2.1	Situation .....	2-1
2.1.1	Community Profile .....	2-1
2.1.2	Threat/Hazard Identification.....	2-5
2.1.3	Hazard Analysis.....	2-6
2.1.4	Capability Assessment.....	2-7
2.1.5	Protection of Critical Infrastructure and Key Resources.....	2-8
2.2	Assumptions .....	2-9
<b>3</b>	<b>Roles and Responsibilities.....</b>	<b>3-1</b>
3.1	General .....	3-1
3.2	Emergency Management Organization.....	3-1
3.2.1	Executive Group .....	3-2
3.2.2	Responsibilities of All Departments .....	3-4
3.2.3	Responsibilities by Function .....	3-5
3.3	Local and Regional Response Partners.....	3-18
3.3.1	Private Sector .....	3-18
3.3.2	Nongovernmental and Faith-Based Organizations .....	3-19
3.3.3	Individuals and Households .....	3-20
3.4	County Response Partners.....	3-20
3.5	State Response Partners.....	3-20
3.6	Federal Response Partners .....	3-21
<b>4</b>	<b>Concept of Operations.....</b>	<b>4-1</b>
4.1	General .....	4-1
4.2	Emergency Management Mission Areas .....	4-1
4.3	Response and Recovery Priorities.....	4-2
4.3.1	Response.....	4-2
4.3.2	Recovery.....	4-2
4.4	Incident Levels .....	4-3
4.4.1	Level 1 .....	4-3
4.4.2	Level 2 .....	4-3
4.4.3	Level 3 .....	4-4
4.4.4	NIMS Incident Levels .....	4-4
4.5	Incident Management .....	4-6
4.5.1	Activation .....	4-6
4.5.2	Alert and Warning .....	4-7

## Table of Contents

4.5.3	Communications .....	4-7
4.5.4	Situational Awareness and Intelligence Gathering.....	4-8
4.5.5	Resource Management.....	4-8
4.5.6	Access and Functional Needs Populations.....	4-10
4.5.7	Animals in Disaster .....	4-10
4.5.8	Demobilization .....	4-11
4.5.9	Transition to Recovery .....	4-11
<b>5</b>	<b>Command and Control.....</b>	<b>5-1</b>
5.1	General .....	5-1
5.2	On-Scene Incident Management .....	5-1
5.3	Emergency Operations Center Support to On-Scene Operations .....	5-1
5.4	Emergency Operations Center .....	5-2
5.4.1	Emergency Operations Center Activation .....	5-2
5.4.2	Emergency Operations Center Location .....	5-3
5.4.3	Emergency Operations Center Staffing .....	5-4
5.4.4	Access and Security .....	5-4
5.4.5	Deactivation .....	5-4
5.5	Incident Command System.....	5-5
5.5.1	Emergency Operations Center Manager .....	5-5
5.5.2	Emergency Operations Center Command Staff.....	5-7
5.5.3	Emergency Operations Center General Staff .....	5-8
5.5.4	Unified Command .....	5-10
5.5.5	Area Command.....	5-10
5.5.6	Multi-Agency Coordination.....	5-11
<b>6</b>	<b>Plan Development, Maintenance, and Implementation .....</b>	<b>6-1</b>
6.1	Plan Review and Maintenance .....	6-1
6.2	Training Program .....	6-1
6.3	Exercise Program .....	6-3
6.4	Event Critique and After Action Reporting .....	6-3
6.5	Community Outreach and Preparedness Education.....	6-3
6.6	Funding and Sustainment.....	6-4
<b>A</b>	<b>Sample Disaster Declaration Forms .....</b>	<b>A-1</b>
<b>B</b>	<b>Incident Command System Forms .....</b>	<b>B-1</b>
<b>C</b>	<b>Emergency Operations Center Position Checklists .....</b>	<b>C-1</b>
<b>D</b>	<b>References .....</b>	<b>D-1</b>

**E Acronyms and Glossary ..... E-1**

**Functional Annexes**

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

**Incident Annexes**

- IA 1 – Drought
- IA 2 – Earthquake
- IA 3 – Major Fire
- IA 4 – Flood (including Dam Failure)
- IA 5 – Severe Weather (including Landslides)
- IA 6 – Hazardous Materials (Accidental Release)
- IA 7 – Public Health Incident
- IA 8 – Terrorism
- IA 9 – Transportation Accident
- IA 10 – Utility Failure

# List of Tables and Figures

## Figures

Figure 1-1	City of Falls City Emergency Operations Plan.....	1-3
Figure 2-1	Map of City of Falls City.....	2-3
Figure 2-2	Map of Polk County .....	2-4
Figure 2-3	Core Capabilities List .....	2-8
Figure 4-1	City of Falls City Emergency Management Mission Areas .....	4-2
Figure 5-1	Primary EOC Location.....	5-3
Figure 5-2	Alternate EOC Location.....	5-3
Figure 5-3	Example of a Scalable Command Structure for the City .....	5-6
Figure C-1	EOC Position Organizational Chart.....	C-4

## Tables

Table 1-1	City Functional Annexes in Relation to County ESF Annexes .....	1-5
Table 1-2	Legal Authorities.....	1-11
Table 1-3	City Lines of Succession .....	1-16
Table 2-1	Identified Threats/Hazards .....	2-5
Table 2-2	Polk County Hazard Analysis Matrix .....	2-6
Table 3-1	Primary and Support Agencies by Function .....	3-22
Table 4-1	NIMS Incident Levels .....	4-5
Table 5-1	Comparison of Single Incident Commander and Unified Commander .....	5-10
Table 6-1	Minimum Training Requirements.....	6-2

# 1

## Introduction

### 1.1 General

The City of Falls City (City) emergency management mission is to ensure that the City is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, 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. For the most part, this type of emergency is 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 all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters. This plan promulgates such a framework within the City that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key stakeholders to bear on any incident. This EOP provides the foundation and guidance for use of National Incident Management System (NIMS) principles necessary to effectively manage 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 possible that some natural or technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the City fulfill its response function to its maximum capacity.

#### 1.1.1 Whole Community Planning

The "Whole Community" planning approach is based on the recognition that it takes all aspects of a community to effectively prepare for, protect against,

## 1. Introduction

respond to, recover from, and mitigate the effects against disasters. This includes all emergency management partners, both traditional and nontraditional, such as volunteer-, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

Every person who lives or works in the City (including vulnerable populations) shares responsibility for minimizing the impact of disasters on the community. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the City will assist its citizens in carrying out this responsibility by providing preparedness information, as well as emergency public information and critical public services during a disaster. However, a major emergency is likely to damage the City's critical infrastructure and reduce the workforce available to continue essential government services. Knowledgeable citizens prepared to take care of themselves, their families, and assist neighbors in the early phases of an emergency can make a significant contribution towards survival and community resiliency.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

The primary purpose of the EOP is to outline the City's all-hazard approach to emergency operations in order to protect the safety, health, and welfare of its citizens throughout all emergency management mission areas. Through this EOP, the City designates NIMS and the Incident Command System (ICS) as the frameworks within which all emergency management activities will be conducted.

### 1.2.2 Scope

The EOP is implemented 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, technological, or human-caused disasters and may impact unincorporated areas of Polk County (County), 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, nonprofit/volunteer, and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The EOP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, City departments and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating

## 1. Introduction

procedures (SOPs) that describe how emergency tasks will be performed. Training and equipment necessary for response operations should be maintained by City departments and agencies.

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 how the City manages emergency operations.

### 1.3 Plan Activation

Once promulgated 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

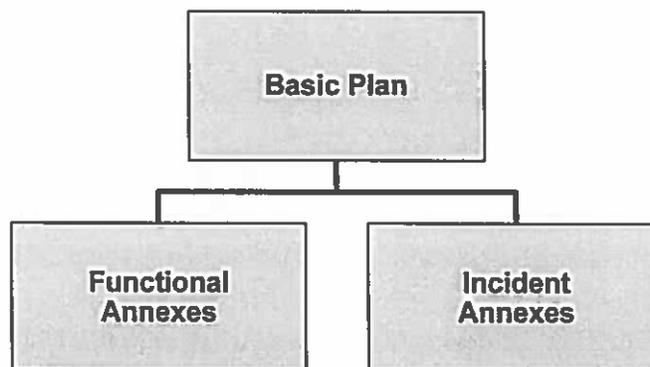
An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The City Emergency Manager may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

### 1.4 Plan Organization

The City EOP is composed of three main elements:

- Basic Plan (with appendices)
- Functional Annexes (FAs)
- Incident Annexes (IAs)

Figure 1-1 City of Falls City Emergency Operations Plan



## 1. Introduction

### 1.4.1 Basic Plan

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

- Legal authorities, including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.
- Hazards and threats facing the community, including planning assumptions based on the City's response capabilities.
- Roles and responsibilities for elected officials, City departments, and key response partners.
- A concept of operations for the City that describes how the City will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- The City's emergency response structure, including activation and operation of the City EOC and implementation of ICS.
- 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 mutual aid agencies, followed by County agencies. For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations is grouped 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

The FAs are designed to be consistent with the 15 Emergency Support Function (ESF) annexes of the County EOP and groups information in a manner that reflects the City's organization and response capabilities. Table 1-1 identifies the

1. Introduction

relationship between the City’s FAs and the County ESF annexes. This structure is also consistent with the State of Oregon (State) EOP and the National Response Framework (NRF). City emergency personnel should be familiar with the County’s EOP and ESF structure to better understand how the City’s response efforts would be coordinated with the County during an emergency event.

**Table 1-1 City Functional Annexes in Relation to County ESF Annexes**

City Functional Annex	County ESF Annex*
FA 1 – Emergency Services	ESF 2 – Communications ESF 4 – Firefighting ESF 9 – Search and Rescue ESF 10 – Oil and Hazardous Materials ESF 13 – Public Safety and Security ESF 15 – External Affairs
FA 2 – Human Services	ESF 6 – Mass Care, Emergency Assistance, Housing and Human Services ESF 8 – Public Health and Medical Services ESF 11 – Agriculture and Natural Resources
FA 3 – Infrastructure Services	ESF 1 – Transportation ESF 3 – Public Works and Engineering ESF 12 – Energy
FA 4 – Recovery Strategy	ESF 14 – Community Recovery
*ESF 5 – Emergency Management and ESF 7 – Logistics Management and Resource Support are partially or wholly addressed in the Basic Plan	

**1.4.3 Incident Annexes**

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, IAs supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards identified in the County’s most current Hazard Identification and Vulnerability Assessment. The IAs identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident.

- IA 1 – Drought
- IA 2 – Earthquake
- IA 3 – Major Fire
- IA 4 – Flood (including Dam Failure)
- IA 5 – Severe Weather (including Landslides)

## 1. Introduction

- IA 6 – Hazardous Materials (Accidental Release)
- 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

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

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

## 1. Introduction

the serious, but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

- **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.

### 1.5.2 State Plans

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

- **State Emergency Management Plan.** The State Emergency Management Plan consists of three volumes:
  - *Volume I: Preparedness and Mitigation* includes the plans and guidance necessary for the State to prepare and mitigate the effects of a disaster. It includes the state disaster hazard assessment, exercise and training programs, and plans to lessen the physical effects of a disaster to citizens, the environment, and property. Volume I also includes the following homeland security specific activities:
    - ◆ Homeland Security State Strategy
    - ◆ Program Capability Review
    - ◆ Annual Enhancement Plan
    - ◆ NIMS Compliance Program
  - *Volume II: Emergency Operations Plan*, which is also referred to as the Basic Plan, describes in broad terms the organization used by the State to respond to emergencies and disasters. The EOP is supplemented by ESF Annexes, Support Annexes, and IAs. It describes common management functions, including areas of common to most major emergencies or disasters such as communications, public information, and others.
  - *Volume III: Relief and Recovery* provides guidance, process, and rules for assisting Oregonians with recovering from the effects of a disaster. It includes procedures to be used by government, businesses, and citizens.
- **Cascadia Subduction Zone Catastrophic Operations Plan –**  
Describes the roles and responsibilities of State agencies in addressing

## 1. Introduction

emergency response and recovery missions in a coordinated manner with local, tribal, and federal agencies after a catastrophic earthquake and tsunami.

- **State Debris Management Plan** – Provides a framework for State agencies and municipalities to facilitate and coordinate the evaluation, removal, collection, and disposal of debris following a disaster.
- **Mount Hood Coordination Plan** – Outlines how various agencies will coordinate their actions to minimize the loss of life and damage to property before, during, and after hazardous geologic events at the Mount Hood volcano.
- **State Emergency Alert System Plan** – Mandated by the Federal Communications Commission, this plan outlines the organization and implementation of the State of Oregon Emergency Alert System (EAS). It is the guideline for Oregon State broadcasters and cable television operators, and state and local entities authorized to use EAS, to determine distribution of the President's message, mandated and optional monitoring assignments, and participation by the National Weather Service and local and State emergency agencies.

### 1.5.3 County Plans

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

- **Polk County Emergency Operations Plan.** 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.
- **Polk County Hazard Mitigation Plan.** Creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and the economic impact from future disasters. 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. Hazard mitigation is sustained action taken to reduce or eliminate long-term risk to people and their property from hazards.
- **Public Health Emergency Preparedness Program.** The Polk County Public Health Department is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including

## 1. Introduction

communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel responding to a public health incident in the County.

### 1.5.4 City Plans

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

- Continuity of Operations (COOP) Plan – The City has not formalized a COOP plan to date.
- Hazard Mitigation Plan – the City is included within the County Hazard Mitigation Plan.

### 1.5.5 Support Agency Plans

The City is supported by a number of partner agencies. To the greatest extent possible, the City encourages support agencies to design their plans to complement the City EOP, and the City will seek to engage support agencies in the EOP update process to ensure appropriate linkages.

- None at this time

## 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 Council to declare a State of Emergency.

The City does not have an office or division of emergency management services separate from its existing departments. However, for the purposes of this plan and consistency with the County and State plans, the City's emergency management structure will be referred to generally as the City Emergency Management Organization (EMO), though no formal organization exists. The City EMO will:

- Coordinate planning activities necessary to prepare and maintain the City EOP.

1. Introduction

- Manage and maintain the City EOC, from which City officials can coordinate emergency and disaster response activities.
- Establish an Incident Command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies, as well as other private, nonprofit, volunteer, and faith-based organizations, to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

Through promulgation of this plan, the City Administration has been identified as the lead agency in the EMO. The City Administrator/Recorder, given the collateral title of Emergency Manager, has authority and responsibility for the organization, administration, and operation of the EMO. The Emergency Manager may delegate any of these activities to designees, as appropriate.

The City EMO is consistent with NIMS. Procedures supporting NIMS implementation and training for the City are currently under development and will be formalized by the City Emergency Manager.

Table 1-2 sets forth the federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

1. Introduction

<b>Table 1-2 Legal Authorities</b>
<b>Federal</b>
<ul style="list-style-type: none"> <li>– Public Law 93-288 Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended (last amended April 2013)</li> <li>– Public Law 107-296 The Homeland Security Act of 2002</li> <li>– Public Law 109-295 The Post-Katrina Emergency Management Reform Act (2007)</li> <li>– Homeland Security Presidential Directive 5: Management of Domestic Incidents (2003)</li> <li>– Presidential Policy Directive 8: National Preparedness (2008)</li> <li>– Federal Emergency Management Agency (FEMA) Policy                             <ul style="list-style-type: none"> <li>○ FEMA Publication: 1 The Federal Emergency Management Agency (November 2010)</li> <li>○ FEMA Document 104-008-1: A Whole Community Approach to Emergency Management (December 2011)</li> <li>○ FEMA Incident Management and Support Keystone (January 2011)</li> <li>○ National Incident Management System (December 2008)</li> <li>○ National Preparedness Goal (September 2011)</li> <li>○ FEMA Administrator’s Intent (2015–2019)</li> <li>○ FEMA Strategic Plan 2011–2014</li> <li>○ Crisis Response and Disaster Resilience 2030 (January 2012)</li> <li>○ National Response Framework (January 2008)</li> <li>○ National Disaster Recovery Framework (September 2011)</li> <li>○ National Disaster Housing Strategy (January 2009)</li> </ul> </li> </ul>
<b>State of Oregon</b>
<ul style="list-style-type: none"> <li>– Oregon Revised Statutes (ORS) 401 Emergency Management and Services</li> <li>– ORS 402 Emergency Mutual Assistance Agreements</li> <li>– ORS 403 Public Safety Communications System</li> <li>– ORS 404 Search and Rescue</li> <li>– Oregon Administrative Rules Chapter 104 Oregon Military Department, Office of Emergency Management</li> </ul>
<b>Polk County</b>
<ul style="list-style-type: none"> <li>– Polk County Ordinance # 91-3</li> <li>– Emergency Operations Plan (2008)</li> </ul>
<b>City of Falls City</b>
<ul style="list-style-type: none"> <li>– Resolution 02-2014 (January 2014), National Incident Management System Adoption</li> <li>– Emergency Operations Plan (2014)</li> </ul>

**1. Introduction****1.6.2 Mutual Aid and Intergovernmental Agreements**

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

*See individual FAs for existing mutual aid agreements.*

Copies of these documents can be accessed through the City Administrator/Recorder. 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 Council allows for flexibility in managing resources under emergency conditions, such as:

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

The 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. Introduction****1.7.2 City of Falls City Disaster Declaration Process**

The City may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing County, State, or federal disaster assistance. To declare a State of Emergency, the Mayor or Emergency Manager will call either a regular or a special meeting of the City Council to request a declaration of emergency by the Council, or immediately declare an emergency in writing. If the manager declares an emergency, the City Council must ratify that declaration within seven days, or it will expire.

A declaration by the City Council will be effective for no longer than two weeks, but it may be extended in one-week increments, should an emergency continue to exist.

A declaration shall:

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

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

EOC Command and General Staff have the following responsibilities in the declaration process:

- **EOC Manager:** Present the package to City Council.

## 1. Introduction

- **Operations:** Identify necessary resources and outline any special powers needed to respond to the emergency. Assist in the Initial Damage Assessment (IDA).
- **Planning:** Provide situation and resource summaries; conduct a windshield survey, IDA, and Preliminary Damage Assessment (PDA).
- **Logistics:** Compile resource requests.
- **Finance:** Track incident costs, assist in the PDA, and coordinate damage survey activities.

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

### 1.7.3 Polk County Declaration Process

When an incident occurs and a mayor or County department head determines that conditions have developed such that the staffing, equipment, or other resources or capabilities of the affected municipality or department are overwhelmed, the official may request that the County Sheriff or Emergency Management Director activate the County EOP and EOC.

Under the circumstances described above, the County's Presiding Official, in consultation with the County Board of Commissioners and with support from the County Counsel, may issue an Emergency Declaration. This declaration will state that an emergency exists and will specify a location or description of the affected area and the jurisdictions included in the declaration. The Oregon Office of Emergency Management (OEM) has set forth the following criteria for declaring a local emergency:

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

In accordance with Oregon Revised Statutes (ORS) Chapter 401, the County Emergency Management Director will submit emergency/disaster declarations to the OEM Director. If the Governor issues an emergency or disaster declaration, OEM will be contacted via the Oregon Emergency Response System (OERS) for possible allocation of State resources to support the response.

During a suspected or confirmed public health emergency, the County Emergency Management Organization (Sheriff's Office) may declare a State of Emergency under advisement from the Polk County Public Health Director. The latter may request that the County Court issue an order to implement and provide for enforcement of isolation and quarantine procedures.

## 1. Introduction

In an agricultural emergency, the Polk County Environmental Health Division will manage animal quarantine measures (note that, unlike human quarantines, animal quarantine measures do not require a court order). The Area Veterinarian in Charge for the United States Department of Agriculture/Animal and Plant Health Inspection Service/Veterinary Services will assist the State Veterinarian in any animal health emergency, as appropriate. Most likely, support from the State Brand Inspector, State agricultural agencies, Cooperative Extension Services, and Oregon Department of Human Services would be included in these procedures. Formal quarantine measures will be implemented in accordance with procedures established in the Oregon Animal Disease Emergency Management Plan as set forth by the Oregon Department of Agriculture (ODA). Response activities may also be supported by the ODA's Veterinary Emergency Response Teams.

### 1.7.4 State Assistance

The OEM Operations Officer coordinates with the agencies represented in the State Emergency Coordination Center to determine the best way to support local government requests. Local government requests will be made by the County Emergency Management Director on behalf of the City. The State 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 County or City EMO or to the on-scene 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 Emergency Coordination Center. 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 1-3 presents the policy and operational lines of succession during an emergency for the City. Order of succession guidelines for emergency coordination and emergency policy and governance have not been developed; if

1. Introduction

developed in the future, these guidelines should be kept within the vital records packet at the Emergency Operations Center.

<b>Table 1-3 City Lines of Succession</b>	
<b>Emergency Coordination</b>	<b>Emergency Policy and Governance</b>
1. Emergency Manager	1. Mayor
2. Mayor	2. Council President
3. City Clerk	3. Council members (order of seniority)

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. Lines of succession for each department can be found in the City Administrator/Recorder’s Office. All employees shall be trained on the protocols and contingency plans required to maintain leadership within their departments. The City Administrator/Recorder 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 continuity of government and operations plans to ensure continued delivery of essential functions during an emergency.

**1.8.2 Preservation of Vital Records**

The City has not developed a vital records packet for use during emergency events. If developed in the future, this packet should contain records essential to executing emergency functions, including this EOP, emergency operating records essential to the continued function of the City EMO, a current call-down list, vital records inventory, necessary keys or access codes, a list of primary and alternate facilities, and the City’s COOP.

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

**1.9 Administration and Logistics**

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

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

## 1. Introduction

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

In the case of emergencies involving fires threatening life and structures, the Emergency Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Falls City Fire Department Chief and County Fire Defense Board Chief assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via the OERS. 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 department budgets and funding priorities rests with the City Council. If an incident in the City requires major redirection of City fiscal resources, the City Council will meet in emergency session to decide how to respond to the emergency funding needs, declare a State of Emergency, and request assistance through the County as necessary. 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 Council will declare a State of Emergency and request assistance through the County.
- If a quorum of councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Administrator/Recorder (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.

Expenditure reports should be submitted to and managed by the City Administrator/Recorder's Office to identify budgetary shortfalls. The City Administrator/Recorder 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

**1. Introduction**

reimbursement requests. During activation of the City EOC, financial management will be handled by the City Administrator/Recorder.

**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 contact their supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency and department.

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

Currently, plans formally addressing the safety and protection of medical personnel and 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.

**1. Introduction**

If necessary, the Oregon Occupational Safety and Health Administration, in coordination with the Oregon Health Authority, may provide assistance and guidance on worker safety and health issues. While all City agencies and employees are expected to contribute to the emergency response and recovery efforts of the community, employees' first responsibility is to their own and their families' safety. Each employee is expected to develop family emergency plans to facilitate family safety and self-sufficiency, which in turn will enable employees to assume their responsibilities to the County and its citizens as rapidly as possible.

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

# 2

## Situation and Planning Assumptions

### 2.1 Situation

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

#### 2.1.1 Community Profile

Falls City originated as a mill town in the Mid-Willamette Valley at the foothills of the Oregon Coast. The City (incorporated in 1893) is approximately 1.2 square miles in area and was named for the Little Luckiamute Falls in the center of town. The City is located approximately 9 miles from the City of Monmouth and 70 miles from Portland.

The City's geography and climate, demographics and housing, economy, education, transportation, and community events are briefly discussed in the following sections. Information for this community profile was provided by the U.S. Census Bureau, Oregon Infrastructure Finance Authority, and City of Falls City.

##### 2.1.1.1 Geography and Climate

The City's natural features make the environment and population vulnerable to natural disasters. The City is located in the center of Polk County (Figure 2-1 and 2-2). It is situated along Little Luckiamute River at an elevation of 370 feet above sea level. The river bisects the City from east to west, and it is prone to periodic flooding. Average annual precipitation is 48 inches, and the wettest month is December (measured at the nearby city of Dallas). Average monthly temperatures range from a high of 83 degrees Fahrenheit (°F) to a low of 33°F.

##### 2.1.1.2 Demographics

History has shown that 80% of the burden following a disaster falls on the public, of which a disproportionate share borne by vulnerable populations. For emergency planning purposes, children, elderly adults, disabled persons, people

## 2. Situation and Assumptions

whose primary language is not English, and low income residents are considered vulnerable populations. To aid in emergency planning, demographic information for these populations in Falls City is provided below.

As of the 2010 census, 947 people resided in the City. Of the total population, approximately 22.9% were under 18 years of age; 7.1% were under 5; and 16.3% were 65 or older. According to the 2008–2012 American Community Survey 5-year estimates, approximately 0.7% of the population speaks English less than “very well,” and 18.2% of the total population 16 years and older are considered to be disabled. Approximately 24.9% of the population had incomes below the poverty level in the past year.

Based on the 2008–2012 American Community Survey 5-year estimates, the City has approximately 433 total housing units. Of these housing units, approximately 45.4% were built before 1960, and approximately 63.4% were built before 1980. Older buildings tend to sustain greater damage from natural disasters because of fewer building codes, lack of earthquake-resistant designs (developed in the late 1960’s), and lack of FEMA floodplain mapping (developed in the 1970s). More advanced seismic building codes were implemented in 1980, but only 36.6% of the City’s housing stock was built after that year. Mobile homes and recreational vehicles (RVs) are generally more prone to wind and water damage than standard stick-built homes, and approximately 18.3% of the City’s housing units are mobile homes or other structure (including RV’s, houseboats, or vans, if occupied as primary residence).

### 2.1.1.3 Economy

Based on the 2008–2012 American Community Survey 5-year estimates, the principal industries employing residents of the City are health care and social assistance, construction, retail, educational services, and manufacturing. Approximately 15.0% of the population in the labor force is unemployed. Of the population 16 years and over, 50.7% are in the labor force.

### 2.1.1.4 Education

The Falls City School District serves the City. The School District runs an elementary school that includes grades pre-kindergarten through eight, and a high school that serves grades nine through twelve. The schools are located within the City boundary.

### 2.1.1.5 Transportation

Major roads in the City include Falls City Road, Bridge Street, and Sheldon Avenue. All other roads are classified as local roads, and there are no State or National Highways that pass through the City limits. Interstate 5 is located approximately 19 miles east of the City.

## 2. Situation and Assumptions

### 2.1.1.6 Community Events

Community events and events nearby may influence the City's ability to respond to emergencies. These events include festivals that may require increased city services or limit access within the City. Festivals and events in and around the City of Falls City include:

- **Independence Celebration Fireworks** – occurs on the evening of July; 1,200–1,500 people attend.
- **Black Rock Mountain Biking events** – generally occur from late April through October. Events at the mountain biking facility located near the City cause influxes of 200 people into the City.

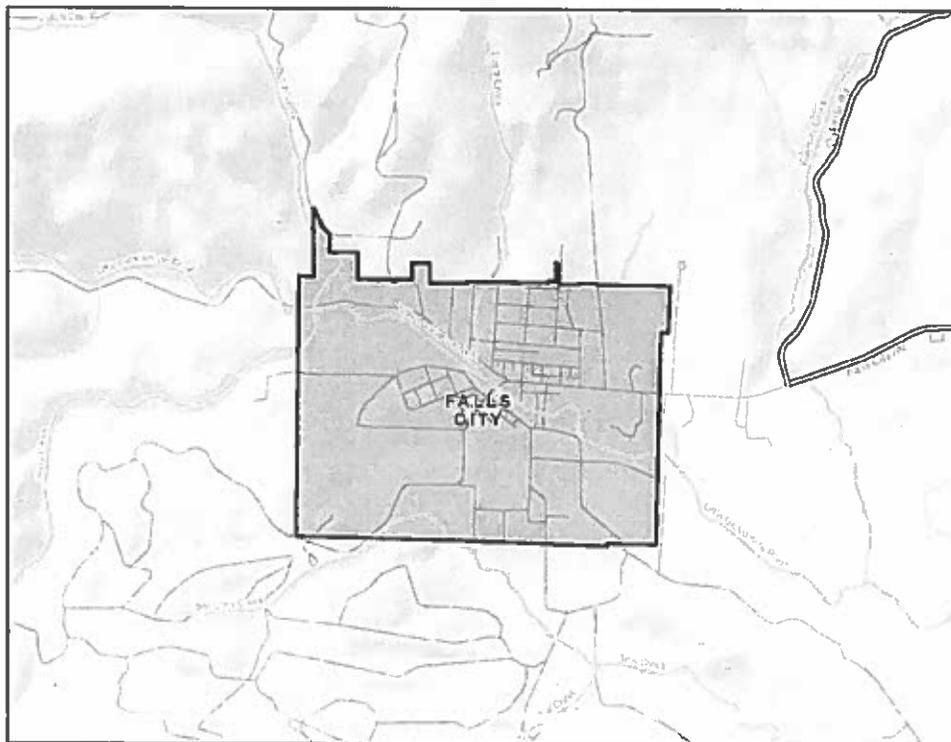


Figure 2-1 Map of City of Falls City

2. Situation and Assumptions

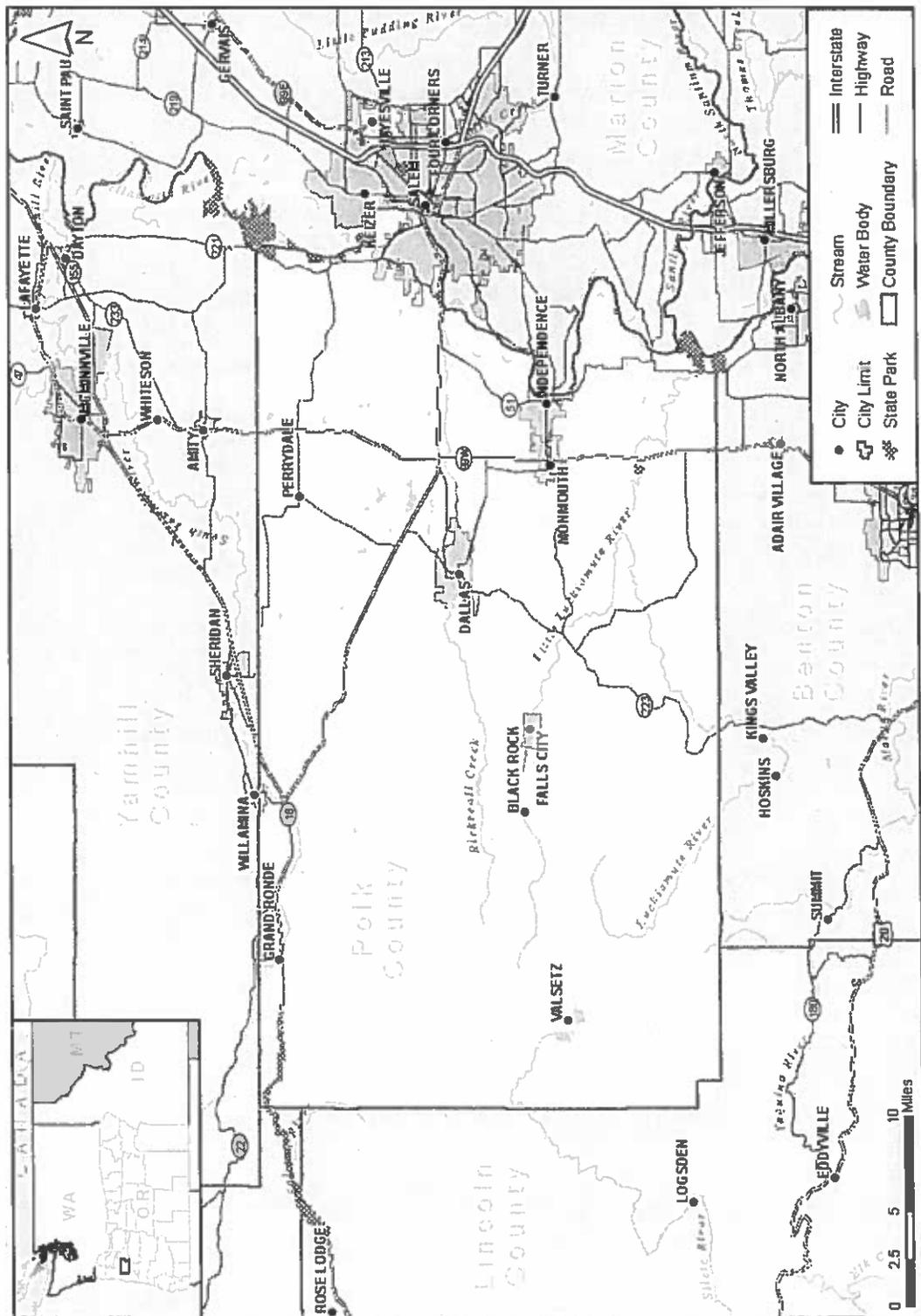


Figure 2-2 Map of Polk County

2. Situation and Assumptions

2.1.2 Threat/Hazard Identification

The City may be subject to a variety of natural, technological, and human-caused hazards and threats, as described below:

- **Natural Hazards:** Result from acts of nature.
- **Technological Hazards:** Result from accidents or failures of systems and structures.
- **Human-Caused/Adversarial Threats:** Result from intentional actions of an adversary.

Table 2-1 identifies the hazard/threat most likely to impact the City based on the community’s vulnerability and the resulting potential impacts of the hazard or threat.

Table 2-1 Identified Threats/Hazards		
Natural	Technological	Human-Caused / Adversarial Threats
<ul style="list-style-type: none"> <li>• Drought</li> <li>• Earthquake</li> <li>• Fire (wildland-urban interface)</li> <li>• Flood</li> <li>• Landslide/Debris Flow</li> <li>• Windstorm</li> <li>• Winter Storm</li> <li>• Disease Outbreak: Human</li> <li>• Disease Outbreak: Animal</li> </ul>	<ul style="list-style-type: none"> <li>• Hazardous Materials Incident</li> <li>• Urban Conflagration</li> <li>• Wide-area Electricity Outage</li> <li>• Transportation Accident</li> </ul>	<ul style="list-style-type: none"> <li>• Cyber-incident</li> <li>• Multiple Victim Shooting</li> <li>• Bomb Detonations</li> <li>• Terrorist Acts                             <ul style="list-style-type: none"> <li>○ Eco-terrorism</li> <li>○ Bio-terrorism</li> </ul> </li> </ul>

*See the Polk County Multi-Jurisdictional Hazard Mitigation Plan for more information regarding natural hazards for the area.*

2.1.2.12 Hazards that Originate in Neighboring Jurisdictions

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

- **Wildland Fire.** Wildland fires are significant hazards due to the large amount of forest and agricultural land in Polk County. The majority occur between July and October, but they can also occur during dry

**2. Situation and Assumptions**

spells in winter months. Fires can threaten lives and resources, destroy property, and harm livestock and pets. Soils exposed to intense heat can erode quickly and enhance siltation of rivers, including the Little Luckiamute River, thereby increasing flood potential. Lands stripped of vegetation are also subject to increased debris flow hazards, increasing the likelihood of landslides in the general vicinity.

- **Volcano.** A volcanic eruption in the Mt. Hood area could result in ash fallout over the City. Ash can damage or incapacitate motor engines, making it difficult for residents to travel. Ash fall-out can also harm people with pre-existing conditions like asthma or other respiratory illnesses.

**2.1.3 Hazard Analysis**

The Hazard Analysis identifies the relative risk posed to the City by each of the hazards and threats described above, in order to ensure that high priority hazards are addressed in the City’s hazard mitigation planning, emergency response, and recovery procedures (Table 2-2). Each natural and technological/human-caused hazard is scored using a formula that incorporates four independently weighted rating criteria (history, vulnerability, maximum threat, and probability) and three levels of severity (low, moderate, and high). For each hazard, the score for a given rating criterion is determined by multiplying the criterion’s severity rating by its weight factor. The four rating criteria scores for the hazard are then summed to provide a total risk score for that hazard. Note that while many hazards may occur together or as a consequence of others (e.g., dam failures cause flooding, and earthquakes may cause landslides), this analysis considers each hazard as a singular event.

This hazard analysis was prepared by Polk County Emergency Management on May 11, 2004.

<b>Table 2-2 Polk County Hazard Analysis Matrix</b>					
<b>Hazard</b>	<b>Rating Criteria with Weight Factors</b>				<b>Total Score</b>
	<b>History<sup>1</sup> (WF=2)</b>	<b>Vulnerability<sup>2</sup> (WF=5)</b>	<b>Max Threat<sup>3</sup> (WF=10)</b>	<b>Probability<sup>4</sup> (WF=7)</b>	
<i>Score for each rating criteria = Rating Factor (High = 8–10 points; Medium = 4–7 points; Low = 1–3 points) X Weight Factor (WF)</i>					
Severe Weather	2X10(H)=20	5X10(H)=50	10X10(H)=100	7X10(H)=70	<b>240</b>
Flood	2X10(H)=20	5X10(H)=50	10X10(H)=100	7X5(M)=35	<b>205</b>
Earthquake	2X5(M)=10	5X10(H)=50	10X10(H)=100	7X5(M)=35	<b>195</b>
Civil Disorder/Terrorism	2X1(L)=2	5X10(H)=50	10X10(H)=100	7X5(M)=35	<b>187</b>
Hazardous Materials	2X5(M)=10	5X5(M)=25	10X5(M)=50	7X5(M)=35	<b>120</b>

2. Situation and Assumptions

**Table 2-2 Polk County Hazard Analysis Matrix**

Hazard	Rating Criteria with Weight Factors				Total Score
	History <sup>1</sup> (WF=2)	Vulnerability <sup>2</sup> (WF=5)	Max Threat <sup>3</sup> (WF=10)	Probability <sup>4</sup> (WF=7)	
<i>Score for each rating criteria =                      Rating Factor (High = 8-10 points; Medium = 4-7 points; Low = 1-3 points) X Weight Factor (WF)</i>					
Interface Wildfires	2X5(M)=10	5X5(M)=25	10X5(M)=50	7X5(M)=35	120
Dam Failure	2X1(L)=2	5X5(M)=25	10X5(M)=50	7X1(L)=7	84
Volcano Fallout	2X1(L)=2	5X%(M)=25	10X5(M)=50	7X1(L)=7	84
<b>Notes:</b> <ol style="list-style-type: none"> <li>History addresses the record of previous major emergencies or disasters. Weight Factor is 2. Rating factors: high = 4 or more events in last 100 years; medium = 2-3 events in last 100 years; low = 1 or 0 events in last 100 years.</li> <li>Vulnerability addresses the percentage of population or property likely to be affected by the average occurrence of a hazard. Weight Factor is 5. Rating factors: high = more than 10% affected; medium = 1%-10% affected; low = less than 1% affected.</li> <li>Maximum Threat addresses the percentage of population or property that could be affected in a worst case incident. Weight Factor is 10. Rating factors: high = more than 25% could be affected; medium = 5%-25% could be affected; low = less than 5% could be affected.</li> <li>Probability addresses the likelihood of a future hazard occurrence within a specified period of time. Weight Factor is 7. Rating factors: high = one incident likely within a 10-35 year period; medium = one incident likely within a 35-70 year period; low = one incident likely within a 75-100 year period.</li> </ol>					

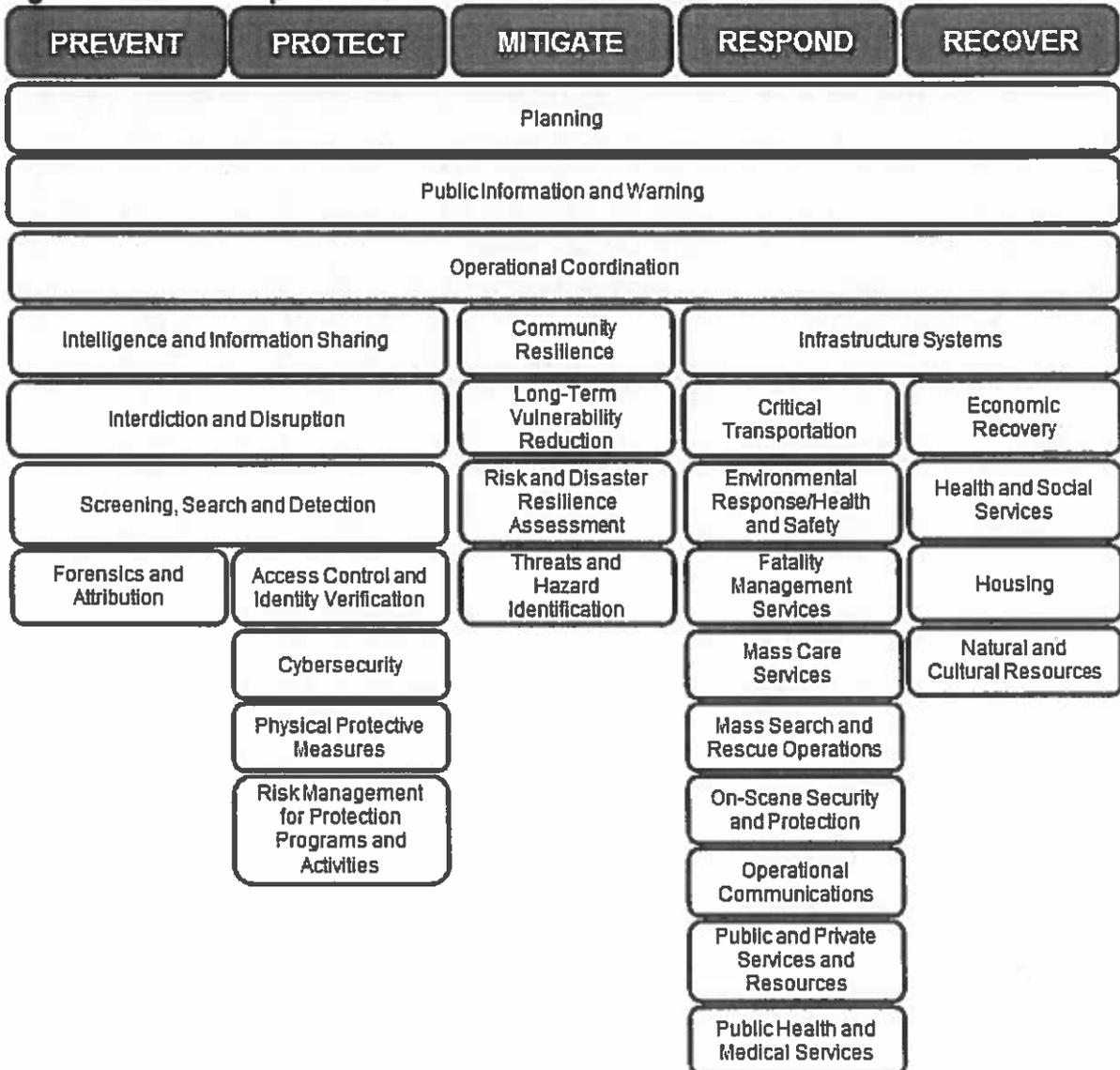
**2.1.4 Capability Assessment**

The availability of the City’s physical and staff resources may limit its capability to conduct short- and long-term response actions on an independent basis. City response capabilities are also limited during periods when essential staff is on vacation, sick, or under furlough due to budgetary constraints.

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

2. Situation and Assumptions

Figure 2-3 Core Capabilities List



2.1.5 Protection of Critical Infrastructure and Key Resources

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

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

## 2. Situation and Assumptions

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

### 2.2 Assumptions

This EOP is based on the following assumptions and limitations:

- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding City and County agency will utilize existing directives and procedures in responding to major emergencies and disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and federal assistance.
- County support of City emergency operations will be based on the principle of self-help. The City will be responsible for utilizing all available local resources, along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the County.

## 2. Situation and Assumptions

- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the City may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the City could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.
- Outside assistance will be available in most major emergency/disaster situations that affect the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control in a State Declaration of Emergency.
- City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the City can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
  - Familiar with established policies and procedures
  - Assigned pre-designated tasks
  - Provided with assembly instructions
  - Formally trained in the duties, roles, and responsibilities required of them during emergency operations.

# 3

## Roles and Responsibilities

### 3.1 General

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

The County Emergency Management Director is responsible for emergency management planning and operations for the area of the County lying outside the limits of the incorporated municipalities. The mayor or other designated official (pursuant to city charter or ordinance) of each incorporated City is responsible for emergency management planning and operations for that jurisdiction. Responsibilities may be shared with County Emergency Management (Sheriff's Office) under mutual agreement.

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

### 3.2 Emergency Management Organization

Under the City EMO structure, the City Administrator/Recorder is considered the Emergency Manager, unless this role has been otherwise delegated. Roles and responsibilities of individual staff and agencies are described throughout the plan to further clarify the City's emergency management structure.

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

### 3. Roles and Responsibilities

#### 3.2.1 Executive Group

The Executive Group may include representation from each City department during an event. The Executive Group is responsible for the activities conducted within its jurisdiction. The members of the group include both elected and appointed executives with legal responsibilities. Key general responsibilities for local elected and appointed officials include:

- Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, voluntary agencies, and community partners.
- Leading and encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.
- Supporting staff participation in local mitigation efforts within the jurisdiction, including the private sector, as appropriate.
- Understanding and implementing laws and regulations that support emergency management and response.
- Ensuring that local emergency plans take into account the needs of:
  - The jurisdiction, including persons, property, and structures
  - Vulnerable populations, including unaccompanied children and those with service animals
  - Individuals with household pets
- Leading and encouraging all citizens (including vulnerable populations) to take preparedness actions.
- Encouraging residents 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 encouraging citizen involvement and citizen assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and federal officials. Additionally, the council will provide elected liaison with the community and other jurisdictions. In the event that declaration of emergency is needed, the Mayor (or designee) will initiate and terminate the State of Emergency through a declaration ratified by the council.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance.

### 3. Roles and Responsibilities

- Adopting an EOP and other emergency management-related resolutions.
- Declaring a State of Emergency and providing support to the on-scene 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 Administrator/Recorder

The City Administrator/Recorder is responsible for continuity of government, overall direction of City emergency operations, and dissemination of public information, including the following tasks:

- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring that plans are in place to protect and preserve City records.

#### 3.2.1.3 Emergency Manager

The City Administrator/Recorder also 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, including assessing the availability and readiness of local resources most likely required during an incident and identifying and correcting any shortfalls. In particular, the Emergency Manager is responsible for:

- Serving as staff advisor to the Mayor and City Council for emergency matters.
- Coordinating the planning and general preparedness activities of the government and maintenance of this plan.
- Analyzing the emergency skills required and arranging the training necessary to provide those skills.

### 3. Roles and Responsibilities

- Preparing and maintaining a resource inventory (including call-down lists).
- 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 (Sheriff's Office).
- Maintaining liaison with organized emergency volunteer groups and private agencies.

#### 3.2.1.4 City Department Heads

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

#### 3.2.2 Responsibilities of All Departments

Individual departments are an integral part of the emergency organization. While some departments' staff comprises emergency response personnel, the majority of City departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public.

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 and/or delegation of authority for each department; this document must be made known to department employees, and a copy must be filed with the City Council and City Administrator/Recorder.
- Developing alert and notification procedures for department personnel.
- Developing guidelines to implement assigned duties specified by this plan.

### 3. Roles and Responsibilities

- Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section if activated, 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.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with SOPs.
- Notifying the Emergency Manager of resource shortfalls.
- Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete required training (including required NIMS and ICS training).
- Dedicating staff time for participation in training exercises.
- Preparing and maintaining supporting SOPs and annexes (including incorporation of NIMS components, principles, and policies).

#### 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, and public health, environmental health, and public works departments.

Departments or agencies assigned as primary may only be responsible for coordinating with other primary or supporting agencies to ensure continuity.

- **Primary Agency(s)**
  - Identify lead agencies for emergency functions based on the agency's coordinating responsibilities, authority, functional expertise, resources, and capabilities in managing incident activities. Primary agencies may not be responsible for all elements of a function, and will coordinate with supporting agencies.

**3. Roles and Responsibilities****■ Supporting Agency(s)**

- Identify agencies with substantial support roles during major incidents.

**3.2.3.1 Transportation**

**Primary Agency:** City Public Works Lead Worker, City Fire Department

**Supporting Agencies:** County Emergency Management (Sheriff's Office)

Transportation-related responsibilities include:

- Monitoring and reporting the status of and any damage to the City's transportation system and infrastructure.
- Identifying temporary alternative transportation solutions that can be implemented by others when City systems or infrastructure are damaged, unavailable, or overwhelmed.
- Coordinating the restoration and recovery of City transportation systems and infrastructure.
- Coordinating support of emergency operations activities among transportation stakeholders within the City's authorities and resources limitations.

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

**3.2.3.2 Communications**

**Primary Agency:** Willamette Valley Communications Center (9-1-1), City of Dallas Police Department, County Sheriff's Office

**Supporting Agencies:** City Administration, City Fire Department

**Alert and Warning**

Responsibilities related to alert and warning include:

- Monitoring emergency communications networks.
- Disseminating emergency alerts, as requested by the on-scene Incident Commander, EOC Manager, or PIO.
- Receiving and disseminating warning information to the public and key County and City officials.

**Communication Systems**

Communication-related responsibilities include:

- Establishing and maintaining emergency communications systems.

**3. Roles and Responsibilities**

- Coordinating the use of all public and private communication systems necessary during emergencies.
- Managing and coordinating all emergency communication within the EOC, once activated.
- Managing and coordinating all emergency notifications to departments and officials (e.g., during transition to continuity facilities or succession notification).

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

**3.2.3.3 Public Works and Engineering**

**Primary Agency:** City Public Works Lead Worker

**Supporting Agencies:** County Public Works

Responsibilities related to public works and engineering include:

- Conducting pre-incident and post-incident assessments of public works and infrastructure.
- Executing emergency contract support for life-saving and life-sustaining services.
- Coordinating repair of damaged public infrastructure and critical facilities.
- Coordinating repair and restoration of the City’s critical infrastructure.
- Coordinating disaster debris management activities.

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

**3.2.3.4 Firefighting**

**Primary Agency:** City Fire Department

**Supporting Agencies:** Southwest Polk County Rural Fire Protection District, Mutual Aid Partners

Responsibilities related to fire service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Performing life-safety inspections and recommendations for activated emergency shelters.

**3. Roles and Responsibilities**

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

**3.2.3.5 Emergency Management**

**Primary Agency:** City Administration

**Supporting Agencies:** County Emergency Management (Sheriff's Office)

**Emergency Operations Center**

The Emergency Manager is responsible for maintaining the readiness of the EOC, identifying support staff, and ensuring that they are adequately trained to perform their position duties. City departments will be requested to designate personnel who can be made available to be trained by City Emergency Management and to work in the EOC during an emergency. Other departments may be requested to provide assistance in an emergency.

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

- Providing coordination of resources and emergency communications at the request of the on-scene Incident Commander.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode, as required by the incident, or ensuring that the EOC space can be converted into an operating condition.
- Requesting department representatives (by title) to report to the EOC and developing procedures for crisis training.
- Ensuring that EOC personnel operate in accordance with ICS.
- Ensuring accurate record keeping.
- Developing and identifying 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**

**Primary Agency:** City Fire Department

**Supporting Agencies:** County Emergency Management (Sheriff's Office),  
American Red Cross

### 3. Roles and Responsibilities

The City relies on the support of the County to provide shelter and mass care services and has adopted the procedures outlined in the County EOP. The Polk County Human Services Administration, with support from the Willamette Valley 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 and implementing procedures for care and shelter of displaced citizens.
- Maintaining and implementing procedures for the care and shelter of animals in an emergency.
- 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 Red Cross, Salvation Army, or other disaster relief organizations).
- 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.

**3. Roles and Responsibilities**

*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**

**Primary Agency:** City Administration

**Supporting Agencies:** County Emergency Management (Sheriff's Office),  
County Public Health Department

Responsibilities related to logistics management and resource support include:

- Establishing procedures for employing temporary personnel for disaster operations.
- Establishing and maintaining a staffing reserve, in cooperation with law enforcement.
- Coordinating deployment of reserve personnel to City departments requiring augmentation.
- Establishing emergency purchasing procedures and/or a disaster contingency fund.
- Maintaining records of emergency-related expenditures for purchases and personnel.

*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**

**Primary Agency:** County Public Health Department

**Supporting Agencies:** City Fire Department

The City relies on the County to provide public health and human services. The County Health 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 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.

### 3. Roles and Responsibilities

Responsibilities related to public health include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public health, medical, and behavioral health services, including making provisions for populations with functional needs.
- Coordinating public health surveillance.
- Coordinating mass prophylaxis and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinating mass fatality operations with the Medical Examiner and Funeral Directors to provide identification and disposal of the dead.
- Coordinating isolation and/or quarantine actions, as needed and permitted.
- Coordinating dissemination of public health information.
- 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**

**Primary Agency:** Dallas Ambulance Service

**Supporting Agencies:** County Emergency Management (Sheriff's Office)

EMS-related responsibilities include:

- Providing emergency medical care and transport.
- Coordinating EMS resources.
- 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**

**Primary Agency:** County Sheriff's Office

**Supporting Agencies:** Community Emergency Response Team (CERT)

Responsibilities related to search and rescue include:

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

**3. Roles and Responsibilities**

- Performing specialized rescue (e.g., water, high-angle, structural collapse), as needed and practical.
- 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****Hazardous Materials Response**

**Primary Agency:** City Fire Department

**Supporting Agencies:** OERS, Oregon State Fire Marshal Regional Hazardous Materials Team 13

Responsibilities related to oil and hazardous materials include:

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

**Radiological Protection**

**Primary Agency:** Oregon Health Authority, Radiation Protection Services

**Supporting Agencies:** Oregon State Fire Marshal Regional Hazardous Materials Team No. 13

Responsibilities related to radiological protection 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.

**3. Roles and Responsibilities**

- 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**

**Primary Agency:** City Administration

**Supporting Agencies:** County Emergency Management (Sheriff's Office), Oregon State University (Polk County Extension)

Responsibilities related to agriculture and natural resources include:

- Providing 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.
- Coordinating with pet-owners in 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**

**Primary Agency:** City Administration

**Supporting Agencies:** Utility Service Providers

Responsibilities related to energy and utilities include:

- Coordinating with local utilities to restore and repair damaged infrastructure and accompanying systems.
- Coordinating with local utilities to reduce the risk of physical or cyber attack on lifeline utility 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/

**3. Roles and Responsibilities**

facilities, water/sewage systems, and other essential community services.

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

**3.2.3.13 Law Enforcement Services**

**Primary Agency:** County Sheriff's Office

**Supporting Agencies:** Oregon State Police

Responsibilities related to law enforcement include:

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

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

**3.2.3.14 Recovery**

**Primary Agency:** Mayor, Emergency Manager

**Supporting Agencies:** All City Departments

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.

**3. Roles and Responsibilities**

- Ensuring accurate documentation of the recovery effort to secure federal reimbursement of funds.

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

**3.2.3.15 External Affairs**

**Primary Agency:** City Administration

**Supporting Agencies:** Emergency Management (Sheriff's Office)

Responsibilities related to external affairs include:

- Conducting ongoing hazard awareness and public education programs.
- Compiling and preparing emergency information for the public in case of emergency.
- Coordinating with other agencies to ensure consistency of education and emergency information.
- Arranging for media representatives to receive regular briefings on the City's status during extended emergency situations.
- Securing printed and photographic documentation of the disaster situation.
- Handling unscheduled inquiries from the media and the public.
- Being aware of non-English-speaking and/or bilingual population centers within the City and County and preparing training and news releases accordingly.
- Monitoring the media and correcting misinformation.
- Overseeing and providing information to call-takers who receive requests for assistance from 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**

**Primary Agency:** City Public Works Lead Worker

**Supporting Agencies:** County Sheriff's Office

Responsibilities related to evacuation and population protection include:

- Defining responsibilities of City departments and private-sector groups.

**3. Roles and Responsibilities**

- 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.
- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Assisting with control and safety measures in the evacuated area and reassigning personnel during the evacuation period.
- Conducting evacuation in accordance with City policy.
- If an evacuation is instituted, notifying the Red Cross (1-888-680-1455).

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

**3.2.3.17 Damage Assessment**

**Primary Agency:** County Community Development Director, County Assessor

Responsibilities related to damage assessment include:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.

**3. Roles and Responsibilities**

- Evaluating the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

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

**3.2.3.18 Legal Services**

**Primary Agency:** City Administration (Contracted City Attorney)

**Supporting Agencies:** County Counsel

Responsibilities related to legal services include:

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

**3.2.3.19 Volunteer and Donation Management**

**Primary Agency:** City Administration

**Supporting Agencies:** County Emergency Management (Sheriff's Office)

**Government-Sponsored/Organized Volunteers**

Responding to incidents frequently exceeds the City's resources. Government-sponsored volunteer organizations such as CERTs, Red Cross, Fire Corps and/or

### 3. Roles and Responsibilities

Medical Reserve Corps, Volunteers in Police Service, and volunteers associated with the faith-based community provide vital support to emergency response agencies in completing their assigned tasks.

#### Unaffiliated Volunteers and Donations

Unaffiliated volunteers and donors can support response efforts in many ways, and it is essential that the City plan ahead to effectively incorporate volunteers and donated goods into its response activities. The City will direct unaffiliated volunteers to CERT so that they may be incorporated into the response effort.

#### 3.2.2.20 Coordination with Special Facilities

**Primary Agency:** Mayor

**Supporting Agencies:** City Administration

Responsibilities related to coordination with special facilities (e.g., schools, care facilities, correctional institutions) include:

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

#### 3.2.3.21 Other Agency Responsibilities

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

### 3.3 Local and Regional Response Partners

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

#### 3.3.1 Private Sector

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

### 3. Roles and Responsibilities

and recovery are particularly dependent. Essential private-sector responsibilities include:

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

#### 3.3.2 Nongovernmental and Faith-Based Organizations

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

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

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

### 3. Roles and Responsibilities

#### 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 Management Director has been appointed under the authority of the Board of County Commissioners. The County Emergency Management Director 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 401.035, 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 401.092 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 ESFs 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.

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**3. Roles and Responsibilities**

*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 Emergency Management Plan 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. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function		ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15								
Related County Annexes		Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities			
<b>Key:</b> P – Primary S – Support																								
<b>Other City</b>																								
Dallas Ambulance Service									P															
Dallas Police Department			P																					
<b>Polk County</b>																								
Assessor																		P						
Community Development Director																		P						
Emergency Management		S				S	S	S	S											S				
Public Health Department								S																

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function	
Related County Annexes	ESF 1 ESF 2 ESF 3 ESF 4 ESF 5 ESF 6 ESF 7 ESF 8 ESF 9 ESF 10 ESF 11 ESF 12 ESF 13 ESF 14 ESF 15
	Transportation
	Communications
	Public Works and Engineering
	Firefighting
	Emergency Management
	Mass Care, Emergency Assistance, Housing, and Human Services
	Logistics Management and Resource Support
	Public Health and Medical Services
	Search and Rescue
	Oil and Hazardous Materials
	Agriculture and Natural Resources
	Energy
	Public Safety and Security
	Long-Term Community Recovery
	External Affairs
	Evacuation and Population Protection
	Damage Assessment
	Legal Services
	Volunteer and Donations Management
	Coordination with Special Facilities
County Counsel	
Public Works Department	S
Sheriff's Office	P
<b>Special Districts</b>	
Southwest Polk County Rural Fire Protection District	S
Willamette Valley Communications Center (9-1-1)	P

Key:  
P – Primary  
S – Support



3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function		ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15									
Related County Annexes	Function	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities				
	Key:																								
	P – Primary																								
	S – Support																								
	Department of Justice																								
	Governor's Office															S									
	Governor's Recovery Planning Cell (Governors Recovery Cabinet)																								
	Office of the State Fire Marshal				S					S	S														
	Business Development Department																								





3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function		ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities
Related County Annexes	Transportation																				
	Communications																				
	Public Works and Engineering																				
	Firefighting																				
	Emergency Management																				
	Mass Care, Emergency Assistance, Housing, and Human Services																				
	Logistics Management and Resource Support																				
	Public Health and Medical Services																				
	Search and Rescue																				
	Oil and Hazardous Materials																				
	Agriculture and Natural Resources																				
	Energy																				
	Public Safety and Security																				
	Long-Term Community Recovery																				
	External Affairs																				

Key:  
 P – Primary  
 S – Support



# 4

## Concept of Operations

### 4.1 General

Primary roles involved during the initial emergency response will focus on first responders, such as fire services, police services, and the Public Works Department. Depending on the type of incident, initial response also may include hospitals, local public health departments, and hazardous material teams. In all emergencies, saving and protecting human lives is the top priority of the City and emergency response personnel.

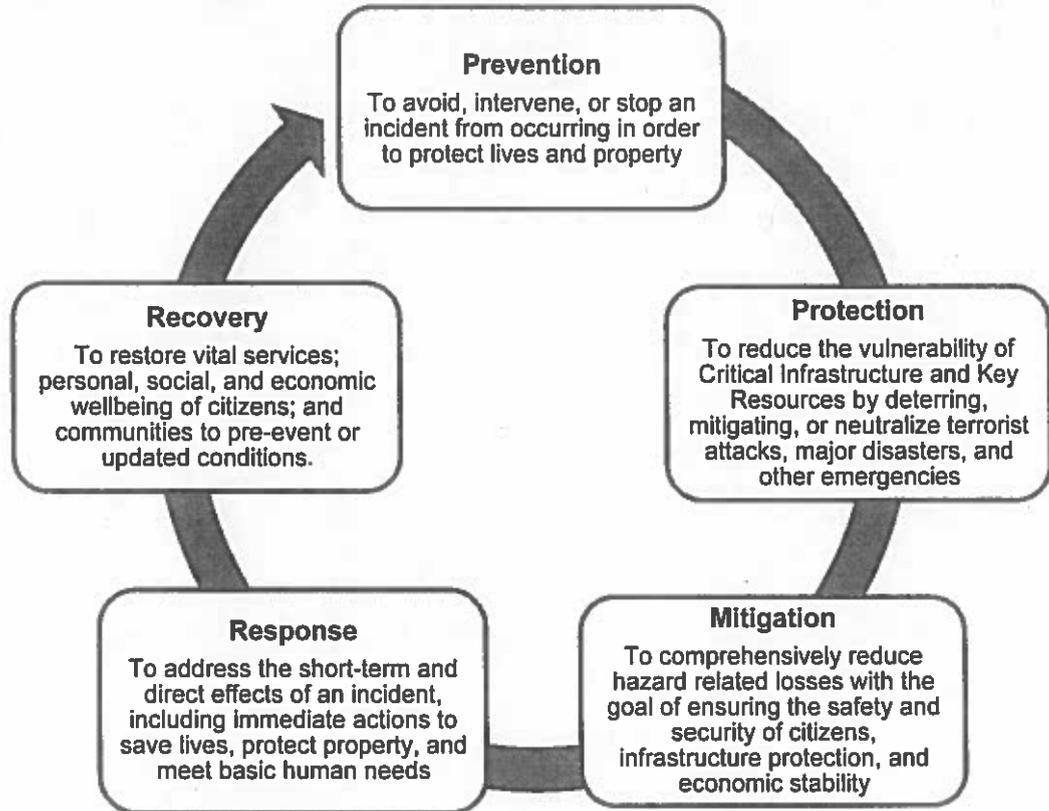
The City of Falls City is responsible for emergency management and protecting life and property of citizens within this jurisdiction. This EOP will be used when the City or individual emergency response agencies are reaching or have exceeded their capabilities to respond to an emergency. It may also be used during non-routine incidents or pre-planned events where City resources are limited and/or have been expended.

### 4.2 Emergency Management Mission Areas

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

## 4. Concept of Operations

Figure 4-1 City of Falls City Emergency Management Mission Areas



### 4.3 Response and Recovery Priorities

#### 4.3.1 Response

Response activities within the City are undertaken immediately after an incident. The City's response priorities are defined below:

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

#### 4.3.2 Recovery

Recovery activities will begin as soon as conditions permit following an incident. It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the City. This EOP is not a recovery plan; however,

## 4. Concept of Operations

the City recognizes that response and recovery activities often take place concurrently until the life safety and emergency protective actions are completed.

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

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

### 4.4 Incident Levels

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

#### 4.4.1 Level 1

A Level 1 incident is a minor and localized incident that is quickly resolved within existing City resources or limited outside help. A Level 1 incident has little or no impact on personnel or normal operations outside the locally affected area. Level 1 incidents do not require activation of this EOP or the EOC. Impacted emergency response personnel coordinate directly with their individual departments and each other to resolve the incident.

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

#### 4.4.2 Level 2

A Level 2 incident is a major event or threat that requires response by more than one department/response agency due to special or unusual characteristics or is beyond the scope of available local resources. Level 2 incidents may require partial implementation of this EOP and the EOC.

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

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**4. Concept of Operations****4.4.3 Level 3**

A Level 3 incident is a major disaster or imminent threat involving the coordinated response of local, regional, State, and federal resources to save lives and protect the property of a large portion of the population. The effects of the emergency are wide-ranging and complex and may require the sheltering or relocation of the affected population. Under such conditions, this EOP will be implemented and the EOC will be activated.

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

**4.4.4 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 five levels of complexity that ascend from relatively minor incidents (Type 5, e.g., vehicle fire) to a major disaster (Type 1) resulting in high impact on the City and requiring national response resources (source: U.S. Fire Administration).

During an incident,

- Where federal agencies are involved in response and recovery operations (Type 3), or
- Where national resources are impacted (such as waters of the U.S.), requiring response from federal agencies

Incident levels identified in this EOP will transition to the NIMS incident levels. Refer to Table 4-1 for further information on NIMS incident levels.

4. Concept of Operations

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

4. Concept of Operations

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

4.5 Incident Management

4.5.1 Activation

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 may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. In addition, the Emergency Manager may partially or fully activate and staff the City EOC based on an emergency’s type, size, severity, and anticipated duration. An emergency declaration is not required in order to implement the EOP or activate the EOC. Upon notification that the EOC has been activated and/or an emergency has been declared, all involved City emergency services will implement their respective plans and procedures, and provide the Emergency Manager with the following information:

## 4. Concept of Operations

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

Refer to the immediate actions checklist for further information on initial actions to be taken by the Emergency Manager (or designee) upon implementation of all are established or part of this EOP.

### 4.5.2 Alert and Warning

Warnings, emergency information and notifications, or disaster reports received by City personnel will be relayed to the Emergency Manager and the Willamette Valley Communications Center (9-1-1). City response personnel will communicate and receive notifications using traditional communications technology such as landline and cellular telephones, internet/e-mail, and runners throughout the duration of response activities as long as these resources are available. Emergency notification procedures have been established by the Fire Department and are under development by the City Administration and Public Works Lead Worker. Once complete, call-down lists will be updated and maintained by each agency. External partners will be notified and coordinated through the City EOC as appropriate. *See FA 1 – Emergency Services for more details.*

### 4.5.3 Communications

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

FA 1 – Emergency Services provides detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration.

#### 4.5.3.1 Interoperability

Interoperability is the ability of public and private agencies, departments, and other organizations to operate and communicate effectively together through the use of systems, personnel, and equipment. In recognition that successful emergency management and incident response operations require the continuous

## 4. Concept of Operations

flow of critical information among jurisdictions, disciplines, organizations, and agencies, interoperability plans or procedures should be developed that include training and exercises, SOPs, new technology, and considerations of individual agency governance, as well as consideration of use within a stressful and often chaotic context of a major response. Interoperable voice, data, or video-on-demand communications systems allow emergency management/response personnel to communicate within and across agencies and jurisdictions in real time, when needed, and when authorized.

### 4.5.4 Situational Awareness and Intelligence Gathering

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

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

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

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the Polk County Sheriff's Office will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC) through the County Sheriff's Office. During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions.

### 4.5.5 Resource Management

When the EOC is activated, the Logistics and Planning Sections have primary responsibility for coordinating the resource management effort and have authority under emergency conditions to establish priorities for the assignment and use of all City resources. In a situation where resource allocations are in dispute, the

#### 4. Concept of Operations

City Administrator/Recorder has the final allocation authority. City resources will be allocated according to the following guidelines:

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

##### 4.5.5.1 Resource Typing

Resource typing is a method for standardizing equipment requests and managing resources during an incident in accordance with NIMS. A resource typed list can increase the usefulness of the tools requested during an emergency and may reduce costs by eliminating orders for equipment that are inaccurate or inappropriate for the situation. At this time, the City has not implemented resource typing. Should resource typing be implemented, response personnel and support staff will train and exercise using resource typing lists to become familiar with the standard terminology for commonly requested resources.

##### 4.5.5.2 Credentialing of Personnel

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

##### 4.5.5.3 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, 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.

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## 4. Concept of Operations

Technical assistance for implementing NIMS/ICS volunteer and donations management procedures is available from OEM.

During a Level 2 incident, when the EOC is activated and an emergency has not been declared, the City Emergency Manager will coordinate and manage volunteer services and donated goods through the City EOC, with support from the Red Cross and other volunteer organizations. If the incident escalates and requires a declaration of an emergency, then the City Emergency Manager will coordinate volunteer and donations management support with the County.

### 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.

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

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

Persons with access and functional needs within the City have the primary responsibility for minimizing the impact of disasters through personal preparedness activities. To the greatest extent possible, the Mayor and City Administration will assist them in carrying out this responsibility by providing preparedness information, emergency public information, and critical public services in an accessible manner.

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

### 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 people affected by disasters. Preparing for the care of animals during a disaster is the

## 4. Concept of Operations

responsibility of owners. However, the City may coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the City may request assistance through County Emergency Management.

### 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 emergency coordination to agencies involved with short- and long-term recovery operations.

The following issues will be considered when demobilizing:

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

The Mayor, with advice from the Emergency Manager, EOC Manager and/or on-scene Incident Commander, will determine when a State of Emergency no longer exists, emergency operations can be terminated, and normal City functions can be restored.

### 4.5.9 Transition to Recovery

Once the immediate response phase has been completed, the City will turn towards recovery to restore government function and community services. A transition from response to recovery may occur at different times in different areas of the City.

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

During the recovery period, the City will review and implement mitigation measures, collect lessons learned and share them within the emergency response community, and reassess this EOP, including annexes, to identify deficiencies and take corrective actions. Resources to restore or upgrade damaged areas may be

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**4. Concept of Operations**

available if the City demonstrates that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

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

# 5

## Command and Control

### 5.1 General

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

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

### 5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency (i.e., Public Works Lead Worker, Sheriff's Office, and/or Fire Department), who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for performing or directing such duties as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. Upon establishment of ICS, the on-scene Incident Commander will notify the City Emergency Manager and request activation of the City EOC, as appropriate. The on-scene Incident Commander may also establish an on-scene Unified Command structure with City, County, and State leads.

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

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the City may activate the EOC and assign an EOC Manager. The EOC and EOC Manager support on-scene operations and coordinate City resources. The request will be submitted to the City Emergency Manager, who will determine whether to activate the City EOC and will assume, or designate, the role of EOC Manager. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the City EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the City EOC to serve as part of the Unified Command or Multi-Agency Coordination Group, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will be requested and

## 5. Command and Control

used as an adjunct to existing City services, and then only when a situation threatens to expand beyond the City's response capabilities.

Upon activation of the City EOC, the EOC Manager is empowered to assume executive control over all departments, divisions, and offices of the City during a State of Emergency. If appropriate, the on-scene Incident Commander or EOC Manager may request that the Mayor or City Administrator/Recorder declare a State of Emergency.

### 5.4 Emergency Operations Center

The EOC supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel, and may also serve as a Multi-Agency Coordination Center, if needed. The EOC will be activated upon notification of a possible or actual emergency. During large-scale emergencies, the EOC may become the City seat of government for the duration of the crisis.

#### 5.4.1 Emergency Operations Center Activation

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

- The EOC will be activated by the Emergency Manager, who may assume or designate the role of EOC Manager. While the on-scene Incident Commander retains tactical control of the incident, the EOC Manager assumes responsibility for coordinating and prioritizing City resources in support of emergency operations.
- The EOC Manager 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, forces supplied through mutual aid agreements, and private contractors. County, State, and federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions and notifications, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordinate resources with the EOC.
- Department heads and organization leaders are responsible for assigned emergency functions, as outlined in FA 1 through FA 4.
- The EOC may, as appropriate, operate on a 24-hour basis.

5. Command and Control

- The City Emergency Manager will immediately notify County Emergency Management (Sheriff's Office) upon activation of the City EOC. Periodic updates will be issued to the County for the duration of City EOC activation.

5.4.2 Emergency Operations Center Location

The primary location for the City EOC is:

City Hall  
299 Mill Street, Falls City, OR 97344

Figure 5-1 Primary EOC Location



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

Polk County Sheriff's Office (County EOC)  
850 Main Street, Dallas, OR 97338

Figure 5-2 Alternate EOC Location



The location of the EOC can change, as required by the needs of the incident. Coordination and control for City emergency resources will take place from the EOC as long as environmental and incident conditions allow. However, if conditions require relocation of the EOC, then the EOC Manager will designate

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**5. Command and Control**

an alternate facility. The EOC Manager may request the use of the County EOC or County facilities from County Emergency Management (Sheriff's Office).

**5.4.3 Emergency Operations Center Staffing**

Depending on the incident type, City departments will provide staff to the EOC. The City may receive assistance from County Emergency Management (Sheriff's Office) to support the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the on-scene Incident Commander or EOC manager may change to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain the City EOC, the City may request support from the State via the County.

City departments involved in emergency response and personnel assigned to Command and General Staff (if previously designated) 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 personnel and resources available in the City, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency.

**5.4.4 Access and Security**

During an emergency, access to the City EOC will be limited to designated emergency operations personnel due to the large volume of incoming and outgoing sensitive information. The EOC Manager may allow access on an individual, case-by-case basis. Identification badges will be used to identify personnel who are authorized to be present.

**5.4.5 Deactivation**

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the on-scene Incident Commander, EOC Manager, Mayor and City Administrator/Recorder (if different than the EOC 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 dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the City Administrator/Recorder and staff to manage recovery operations as part of their daily responsibilities.

The Mayor and City Administrator/Recorder have final approval authority for activation and closure of the EOC. Once the decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be

## 5. Command and Control

re-opened (see activation procedures in Section 5.4.1) and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Mayor and City Administrator/Recorder.

### 5.5 Incident Command System

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

The City ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel from any emergency service agency, including personnel from a variety of disciplines. The City ICS structure can also be utilized for lower level emergencies such as a minor incident involving a single emergency response agency (Level 1). The City has established an EMO, supporting EOC activation and ICS operational procedures, and position checklists. These checklists are appended to this Basic Plan (Appendix C); however, this document does not perform the full function of an EOC manual.

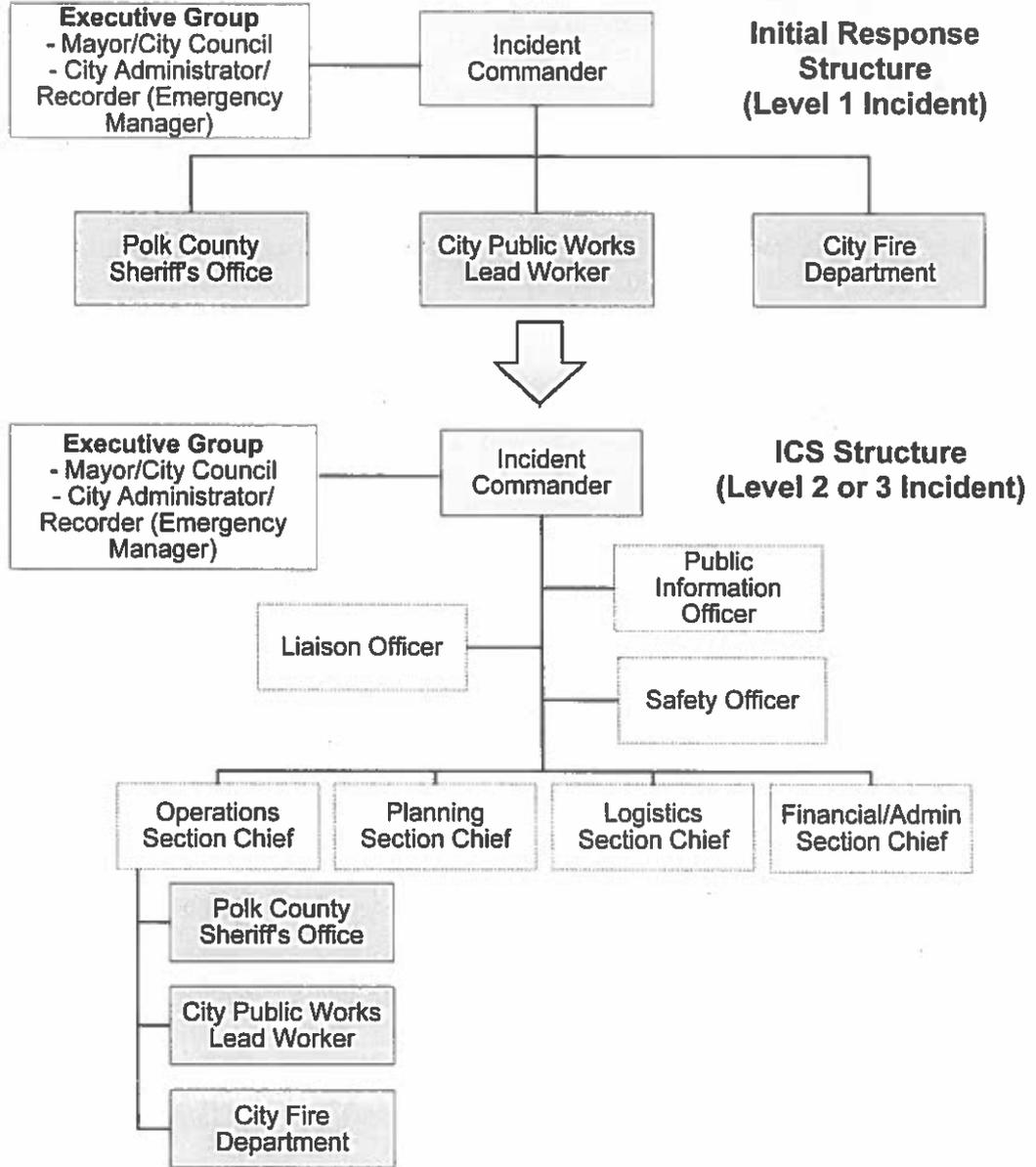
#### 5.5.1 Emergency Operations Center Manager

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

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

5. Command and Control

Figure 5-3 Example of a Scalable Command Structure for the City



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**5. Command and Control****5.5.2 Emergency Operations Center Command Staff****5.5.2.1 Safety Officer**

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

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

**5.5.2.2 Public Information Officer**

The PIO will coordinate and manage the City's public information network, including 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 JIC.
- Implementing information clearance processes with the EOC Manager.
- Conducting and/or managing media briefings and implementing media-monitoring activities.

**5.5.2.3 Liaison Officer**

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as West Valley Hospital (located in Dallas), Falls City School District, and volunteer services such as the Red Cross. Responsibilities typically associated with a liaison role include:

- Serving as the contact point for local government officials, agency representatives, and stakeholders.

## 5. Command and Control

- Coordinating information and incident updates among interagency contacts, including the public information network.
- Providing resource status updates and limitations among personnel, capabilities, equipment, and facilities to the EOC Manager, government officials, and stakeholders.

The annexes attached to this plan contain general guidelines for City staff, volunteer organizations, neighboring jurisdictions, County officials and departments, and other response agency staff to carry out assigned Command Staff responsibilities at the City EOC, as well as at EOCs of the County and neighboring jurisdictions.

### 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 and organizations are typically included in the Operations Section:

- **Fire Services** - emergencies dealing with fire, earthquake with rescue, hazardous materials, or transportation accidents.
- **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 Lead Worker** - incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.
- Private entities, companies, and nongovernmental organizations may also support the Operations Section. Examples of support these organizations may provide include:
  - Grass roots social media support for situational awareness, as well as identifying and connecting resources to citizens in need
  - Non-hazardous debris clearance collection and disposal

The Operations Chief is responsible for:

- Developing and coordinating tactical operations to carry out the IAP.

**5. Command and Control**

- Managing field response activities
- Directing implementation of unit operational plans
- Requesting resources as needed
- Managing and incorporating community partners and stakeholders (private entities, companies, and nongovernmental organizations) into response operations.

**5.5.3.2 Planning Section Chief**

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

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

**5.5.3.3 Logistics Section Chief**

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, 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:

- Managing various resources to meet the needs of incident personnel, such as transportation-related equipment, EOC staff support services, supplies, facilities, and personnel.
- Coordinating with the Planning Section to estimate future support and resource requirements.
- Assisting with development and preparation of the IAP.

**5.5.3.4 Finance/Administration**

The Finance/Administration Section is activated for large-scale or incidents that require emergency funding or use of specialized services and equipment that are not within the City's resources. Potential units assigned to this section include Compensation/Claims, Procurement, Cost, and Time. Conversely, during some incidents, responding agencies may not require outside assistance, or relatively

**5. Command and Control**

minor finance or administrative operations are otherwise required. In these instances, the Finance/Administration section can be staffed by a technical specialist in the Planning Section. The Finance and Administration Chief is responsible for:

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

**5.5.4 Unified Command**

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

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

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

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

**5.5.5 Area Command**

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

- Sets overall incident-related priorities:

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**5. Command and Control**

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

**5.5.6 Multi-Agency Coordination**

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

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# 6

## Plan Development, Maintenance, and Implementation

### 6.1 Plan Review and Maintenance

The EOP will be re-promulgated when a new senior elected or appointed official takes office or at a minimum of every five years to comply with State requirements. If awarded monies through the Emergency Management Performance Grant, this EOP will be reviewed every two years throughout the period of performance of the award. This review will be coordinated by the City of Falls City Emergency Manager and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

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

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

**Recommended changes should be forwarded to:**

Emergency Manager  
City of Falls City 299 Mill Street  
Falls City, OR 97344

### 6.2 Training Program

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

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

Current training and operational requirements set forth under NIMS are being developed and formalized by the Emergency Manager and will be adopted and

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

implemented by the City (see minimum training requirements in Table 6-1). The Emergency Manager maintains records and lists of training received by City personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff, as well as:

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

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

## 6. Plan Development, Maintenance and Implementation

### 6.3 Exercise Program

The City will conduct exercises at the request of the County or Fire Department and prior to plan re-promulgation to test and evaluate this EOP. The City will coordinate with agencies; organizations (nonprofit, for profit, and volunteer); 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 procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.

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

### 6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, the coordinating department or agency 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, document the results of the evaluation, and improve the City’s readiness.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. Success stories and lessons learned should be submitted to the Lessons Learned Information Sharing website ([www.llis.gov](http://www.llis.gov)). The Emergency Manager will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the City’s EMO.

### 6.5 Community Outreach and Preparedness Education

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

Information about the City’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the City’s website, <http://www.fallscityoregon.gov/#>.

**6. Plan Development, Maintenance and Implementation****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 use of scarce resources.

## Falls City Plan of Action-

Vision/Goal: To bring order, unity, safety, and peace

To Do: a. rename emergency preparedness group to EMO as identified in City of FC EOP  
B. appoint an emergency manager

Declaring a State of Emergency in the City of Falls City:

Review section 1.7.2 of EOP

Discuss communication process in the event of extreme catastrophic conditions

Review Falls City Basic Emergency Preparedness Plan

Emergencies to discuss in reflection to our community:

EMP-electronic magnetic pulse

Earthquake

Martial Law

Go over possible emergency scenarios (after emergency has been declared) and levels of communication.

Suggested order of communication: Leads to Mayor, Mayor to Council, Mayor to Communication Manager, Communication Manager to general public (speaking and directing) Council overseeing lead (follow up on tasks)

Mayor --→ Communication Manager → General Public

Counsel 1	Counsel 2	Counsel 3	Counsel 4	Counsel 5	Counsel 6
Lead 1	Lead 2	Lead 3	Lead 4	Lead 5	Lead 6 and 7
Team 1	Team 2	Team 3	Team 4	Team 5	Team 6 and 7

Meetings: Leads would bring all issues and updates to council member to deliver to mayor. Decisions would be decided by council and would be based on information and resources available. Mayor then would work with communications manager to deliver to public and direct public. Leads would be directed by council and or mayor. Leads then would deliver to their team

Resources: list of all resources available will be located at fire department

Discuss topics that were presented by Emergency Prep Group from meeting of August 30th

- a. Purchasing Communication for EMO: CB radios- Baofeng uv5r available at amazon for approx. \$30
- b. Possible contract with Bread Board for flour and wood
- c. Food prep for City
- d. Martial law: What does this look like for our city?  
City Declaration?