

# Eugene-Springfield Multi-Jurisdictional EMERGENCY OPERATIONS PLAN



**June 2025**

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Eugene, Oregon 97401

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# Preface

The Eugene-Springfield Multi-*Jurisdictional* Emergency Operations Plan (EOP) is an all-*hazard* plan describing how the Cities of Eugene and Springfield would organize and respond to emergencies and disasters in their communities. It is based on, and is compatible with, *Federal, State* of Oregon, and other applicable laws, regulations, plans, and policies, including the Robert T. Stafford Disaster Relief and Emergency Assistance Act (as amended), the *National* Response Framework Fourth Edition 2019, the *National Preparedness* Goal Second Edition 2015, *National Disaster Recovery* Framework Second Edition 2016, *State of Oregon* Emergency Operations Plan Volume III 2024, and the Lane County Emergency Operations Plan 2021. This plan is compliant with the *National Incident Management System* (NIMS) 2017 and incorporates the principles set forth in the *Incident Command System* (ICS). Collectively, these documents support the foundation for the Eugene-Springfield Multi-*Jurisdictional* EOP.

A primary responsibility of government is to respond to *emergency* conditions to maximize the safety of the public, minimize property damage, and mitigate environmental consequence. The goal of the Cities of Eugene and Springfield is to respond to emergencies in an organized, efficient, and effective manner. To aid in accomplishing this goal, the Cities of Eugene and Springfield are promulgating this plan and formally adopting the principles of NIMS, including ICS, *National Response Framework*, and *National Disaster Recovery Framework*.

This EOP is designed to be flexible, adaptable, and scalable. It provides a framework for *coordinated* response and recovery activities during a large-scale emergency. It is intended to be used in conjunction with other internal documents including *Emergency Support Function Annexes*, *Support Annexes*, *Incident Annexes*, *Operational Annexes*, and *Recovery Support Function Annexes*. The plan describes how various agencies and *organizations* in the Cities of Eugene and Springfield will coordinate *resources* and activities with *Federal, State, local, tribal,* and private-sector partners.

Note: Definitions for italicized words or phrases are listed in Appendix C Acronyms and Glossary.

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# Letter of Promulgation

To all Recipients:

Promulgated herewith is the revised *Emergency Operations Plan* for the Cities of Eugene and Springfield, known as the Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan. This plan supersedes any previous plans. It provides a framework within which the Cities of Eugene and Springfield can plan and perform their respective *emergency functions* during an emergency.

This plan has been approved by both the City of Eugene and City of Springfield with promulgation documents on file with the respective Cities. It will be revised and updated as required. All recipients are requested to advise the Eugene and Springfield Emergency Managers of any changes resulting in plan improvement or increase in usefulness. Plan changes will be transmitted to all addressees on the distribution list.

***If any portion of this plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this plan.***

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# Plan Administration

The Eugene and Springfield emergency managers will coordinate review, revision, and re-promulgation of this plan, as outlined in Chapter 6.

## Record of Plan Changes

All updates and revisions to the plan will be tracked and recorded (record maintained separately by the Eugene Emergency Manager). This process will ensure the most recent version of the plan is disseminated to and implemented by emergency *response* personnel.

## Plan Distribution List

Copies of this Emergency Operations Plan (EOP) will be provided to each City department, appropriate jurisdictions, agencies, and persons electronically. The distribution lists will be maintained separately by the Eugene and Springfield Emergency Managers. Updates will be provided electronically, when available. Recipients will be responsible for updating their departmental/*agency* copies when they receive changes. The Eugene Emergency Manager and Springfield Emergency Manager are ultimately responsible for dissemination of all plan updates to their respective Cities. Due to safety concerns created by the release of the accompanying Annexes and Appendices to the Base Plan they are considered and marked For Official Use Only (FOUO) and should not be distributed without prior approval from both Eugene and Springfield Emergency Managers.

## Emergency Operations Plan Review Assignments

A list of departments responsible for regular review of specific plan sections and annexes, to ensure accuracy, is maintained separately by the Eugene and Springfield Emergency Managers. Changes will be forwarded to the Eugene Emergency Manager for revision and dissemination of the updated EOP.

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# Base Plan

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# 1

## Introduction

### 1.1 General

The Eugene-Springfield Multi-Jurisdictional Emergency Operations Plan (EOP) provides the structure and mechanism to respond to and recover from emergencies as they escalate in size and complexity. Efficient response and recovery are supported by resource collaboration and *operational coordination* within and between the City of Eugene, the City of Springfield, and Lane County. The foundational premise understood by both cities is to continue to look for common mechanisms and processes to support each other's emergency management organization (EMO). One such way is to co-develop the EOP in order provide a framework for the Cities of Eugene and Springfield to augment their individual jurisdictional capabilities, while preserving their territorial authority. For the purposes of this EOP an Emergency is separated into three categories, from most severe to least severe; they are disaster, significant incident, and incident.

Consistent with the [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#), as amended, the *National Response Framework* (NRF), National Disaster Recovery Framework (NDRF), and the National Incident Management System (NIMS), this EOP can be partially or fully implemented in the context of a disaster or emergency as defined in City of Eugene Emergency Code 2.1055, City of Eugene Administrative Order 43-20-01, City of Eugene Administrative Order 43-20-02, and/or City of Springfield Municipal Code Chapter 2.804. Although no plan can anticipate all situations and conditions arising during an emergency, this plan attempts to provide the foundation and guidance to effectively manage and support response and recovery from a Citywide or multi-jurisdictional emergency. The Base Plan and its attachments are intended to work as a framework or guideline; however, the Plan may not represent actual actions taken by the cities before, during, or after a disaster due to the unpredictability and chaos associated with emergency response.

This plan describes resource collaboration utilizing multiple jurisdictions, government assets, and systems vulnerable to numerous natural and technological hazards. A disaster or significant incident, because of its *complexity* and variability, could result in a Countywide or Statewide disruption of service(s) requiring varying levels of response and collaboration among *emergency management partners* and *adjunctive organizations*. Each response is based on the situation, information, and resources at the time of the

## 1. Introduction

emergency, with the understanding no plan can produce the perfect response. The Cities of Eugene and Springfield have developed this EOP in an effort to prepare their cities to respond to emergencies. Each City is using the concepts and principles described in the NRF, NDRF, and NIMS to improve their response and recovery capabilities.

### 1.1.1 Whole Community Planning

The “Whole Community” planning approach requires all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate against any emergency. This includes all traditional *emergency management partners* and nontraditional entities, such as volunteer, faith-based, and community-based organizations; the private sector; and the public.

Every person who lives or works in the Eugene-Springfield Metro Area shares responsibility for minimizing the effects of emergencies on the community.

These individual responsibilities include hazard awareness, knowledge of appropriate *protective actions*, taking steps to mitigate the effect of anticipated hazards, and preparing for personal and family safety and self-sufficiency.

To the extent possible, the Cities may assist residents by providing preparedness information and basic training through community outreach. The Cities are relying on knowledgeable and prepared community members making a significant contribution toward their community resiliency and personal survival.

### 1.1.2 Access and Functional Needs Populations

The Cities of Eugene and Springfield recognize, throughout all mission areas and phases of emergency management, that government must consider the needs of the whole community. Members of the community may have needs before, during, and after an emergency in access and functional areas, including but not limited to, maintaining independence, communication, transportation, supervision, and medical care.

When considering those with access and functional needs and others who are at risk, emergency management planning considers effective preparedness outreach to these populations hoping to increase their survival and self-reliance.

## 1.2 Purpose and Scope

### 1.2.1 Purpose

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The purpose of the EOP is to establish a comprehensive, all-hazard approach to protect the safety, health, and welfare of the community. The EOP provides a framework for interaction between the two Cities, Lane County (County), the State of Oregon (State), and the Federal Government, as well as adjunctive organizations following an emergency. The EOP provides the following:

- A list of the types of emergencies likely to impact the Eugene-Springfield Metro Area.
- A framework [NIMS] for multi-discipline and multi-jurisdictional coordination and collaboration.
- An overview of all phases of emergency management through *prevention*, protection, *mitigation*, response, and recovery activities.

The EOP also:

- Designates NIMS as the operational framework, Incident Command System/Emergency Support Function (ICS/ESF) Hybrid model or ICS-like structure as the *Emergency Operations Center* (EOC) management structure, and ICS as the incident command structure.
- Identifies roles and responsibilities of City departments, divisions, offices, and personnel in emergency operations, as well as those of cooperating public and private sector agencies.
- Provides guidelines and procedures for requesting and allocating resources to support single jurisdiction and multi-jurisdiction emergency response and recovery activities.
- Outlines guidelines and procedures to manage information internally and support the timely release of *emergency public information*.

### 1.2.2 Scope

The EOP incorporates a broad range of complex and constantly changing operational guidance in anticipation of or in response to *threats* or acts of *terrorism*, disasters, and other natural, technological, or human-caused emergencies. This plan is intended to guide the Cities of Eugene and Springfield emergency operations while complementing the emergency plans and procedures of responding agencies, other *local governments*, and special districts in support of the city's priorities.

The EOP describes the scope of work for the response of the City of Eugene, the City of Springfield, and supporting entities. City operations and coordination may involve the *direct response* of County, State, regional, and private-sector entities in an effort to support the Cities' overall well-being.

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The Cities' EOCs base their decision making on priorities; first life safety, then incident and *community lifeline* stabilization, property preservation, and environmental concerns. The EOCs allocate resources, create plans, and implement response and recovery strategies to meet these priorities and others identified by their elected and appointed leaders. (See expanded list in Section 3.1).

To support and inform this process the cities may engage with government entities, special service districts, and adjunctive organizations. The cities recognize there could be additional factors impacting their decision-making processes during or after an emergency. They include but are not limited to the city EOC's ability to:

- Accurately assess, comprehend, and or understand the needs, either physical or political, of other government entities, special service districts, and adjunctive organizations; and
- Gather input from all the city's government entities, special service districts, and adjunctive organizations; and
- Support government entities, special service districts and adjunct organization wishes, recommendations, and/or needs due to conflicting laws, policies, procedures, priorities, and or strategies.

The cities do not relinquish or transfer their legal responsibilities to respond to emergencies as they determine appropriate. Any transfer of responsibility must be in writing e.g., a *delegation of authority* as in the case of an *incident management team* (IMT).

### 1.3 Plan Activation

Once promulgated, this EOP is in effect and may be implemented in whole or in part to respond to emergencies or other significant threats affecting the public safety and health of the City of Eugene and/or City of Springfield.

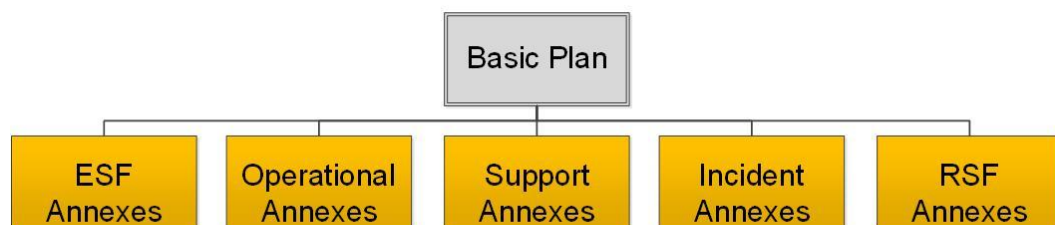
### 1.4 Plan Organization

This plan is consistent with the FEMA's *Comprehensive Preparedness Guide* 101 Version 3.0 2021. The Eugene-Springfield Multi-Jurisdictional EOP is composed of six main elements, under continual development:

- Base Plan
- Emergency Support Function Annexes (ESFs)

## 1. Introduction

- Operational Annexes (OAs)
- Support Annexes (SAs)
- Incident Annexes (IAs)
- Recovery Support Function Annexes (RSFs)

**Figure 1.1 Eugene-Springfield Multi-Jurisdictional EOP Organization****1.4.1 Base Plan**

The purpose of the Base Plan is to:

- Provide a description of the legal authorities upon which the Cities of Eugene and Springfield structure their EMO, including the emergency declaration process, activation of *mutual aid agreements*, requests for resources, and emergency spending authorities.
- Describe the context under which the Cities of Eugene and Springfield will respond to an emergency independently or collaboratively.
- Provide a community profile for each jurisdiction identifying hazards and threats facing the community.
- Assign and describe roles and responsibilities for each jurisdiction and the employees tasked with emergency preparedness, response, and recovery functions.
- Describe a concept of operations for the Cities of Eugene and Springfield defining how the jurisdictions will conduct emergency operations and coordinate with traditional emergency management partners and adjunctive organizations.
- Describe the Cities of Eugene and Springfield emergency response structure, including activation and operation of the Emergency Operations Center (EOC).

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- Discuss the *protocols* for maintaining and reviewing this EOP, including training, exercises, and public education components.

#### 1.4.2 Emergency Support Function Annexes

To facilitate effective preparedness and operational activities, this EOP groups the types of assistance to be provided into 15 Emergency Support Functions (ESFs). These ESFs emulate the Federal ESFs. Each ESF is the responsibility of a primary City department, division, or program selected based on its authorities, resources, and capabilities. The primary department, division, or program assigns a representative to manage each ESF's function in the City EOC when activated. An ESF Annex to this EOP is provided for each ESF as a guide to the primary department, division, or program for training and preparing to accomplish its roles and functions. The ESF Annexes to this EOP are not intended to act as or replace departmental *standard operating procedures*. City ESF representatives may work with ESF organizations at the Federal, state, county, cities, and internal and external DOCs and adjunctive organizations to conduct, support, coordinate actions, and locate and acquire resources and services.

The City of Eugene and the City of Springfield, independently, incorporate the Hybrid ICS/ESF Model into their EOC standard operating procedures (SOPs). The ESF Annexes are separate, stand-alone documents supplemental to the Base Plan. ESF Annexes will be developed and/or updated and added to this EOP according to the schedule shown in Table 6-1.

<b>Annex</b>	<b>Function</b>
ESF 1	Transportation
ESF 2	Communications
ESF 3	Public Works and Engineering
ESF 4	Firefighting
ESF 5	Emergency Management
ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services
ESF 7	<i>Logistics</i> Management
ESF 8	Public Health
ESF 9	Urban Search and Rescue
ESF 10	Hazardous Materials Response
ESF 11	Agriculture and Natural Resources
ESF 12	Energy
ESF 13	Public Safety

<b>Annex</b>	<b>Function</b>
ESF 14	Long-Term Community Recovery
ESF 15	Public Affairs and External Affairs

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Table 1-2 Primary and Support Departments and Divisions ESF Responsibility Matrix															
Emergency Support Functions	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management	Public Health and Medical Services	Urban Search and Rescue	Hazardous Materials	Agriculture and Natural Resources	Energy and Utilities	Public Safety	Long-Term Community Recovery	Public Information and External Affairs
City of Eugene															
City Manager’s Office		S		S	S	S	S	S	S	S				S	P
Emergency Management	S	S	S	S	P	S	P	S	S	S	S	S	S	S	S
Eugene Springfield Fire	S	S		P	S	S	S	P	P	P				S	
Facility Management	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Finance	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Human Resources	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Information Services	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Legal	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Library, Recreation, and Cultural Services			S		S	P	S				S			S	
Parks and Open Space			S	S	S	S					P			S	
Planning and Development	S		S		S	S								P	
Police	S	P		S	S		S		S	S	S		P	S	S
Public Works	P	S	P		S		S			S	S	P		S	S
Risk Services	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S

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<b>Table 1-2 Primary and Support Departments and Divisions ESF Responsibility Matrix</b>															
Emergency Support Functions	ESF 1	ESF 2	ESF 3	ESF 4	ESF 5	ESF 6	ESF 7	ESF 8	ESF 9	ESF 10	ESF 11	ESF 12	ESF 13	ESF 14	ESF 15
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management	Public Health and Medical Services	Urban Search and Rescue	Hazardous Materials	Agriculture and Natural Resources	Energy and Utilities	Public Safety	Long-Term Community Recovery	Public Information and External Affairs
<b>City of Springfield</b>															
City Manager’s Office		S		S	S	S	S	S	S	S				S	P
Development and Public Works Department	P		P	S	S	S	P		S	S	P	P		P	S
Emergency Management	S	S	S	S	P	S	S	S	S	S	S	S	S	S	S
Eugene Springfield Fire	S	S		P	S	S	S	P	P	P				S	
Finance	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Human Resources					S									S	
Information Technology	S	S	S	S	S		S	S				S	S	S	S
Legal				S	S				S	S				S	
Library					S	P	S							S	
Police	S	P		S	S				S				P	S	S

## 1. Introduction

## 1.4.3 Operational Annexes

Operational Annexes (OAs) outline the business practices and guidelines for the operational roles of EOC response to a disaster or emergency. OAs should be used in any instance of EOC activation.

Annex	Function	Primary Department or Division	
		Eugene	Springfield
OA 1	EOC Activation/Operations	Emergency Management	Emergency Management
OA 2	EOC Position Roles and Responsibilities	Emergency Management	Emergency Management
OA 3	Disaster/Emergency Declaration Process	Emergency Management	Emergency Management
OA 4	EOC <i>Resource Management</i>	Emergency Management	Development and Public Works
OA 5	Planning Management	Emergency Management	Development and Public Works
OA 6	EOC <i>Information Management</i>	Emergency Management	Development and Public Works
OA 7	Public Information and Protective Actions	Emergency Management	City Manager's Office

## 1.4.4 Support Annexes

Support Annexes (SAs) are separate, stand-alone, functional documents used to supplement the Base Plan. They describe how governments, the private sector, volunteer organizations, and non-governmental organizations coordinate processes and administrative requirements necessary to effectively manage specific aspects of an emergency.

Each annex is managed by one coordinating department, division, or program and is supported by various cooperating entities. SAs should be used in response to a disaster or across multiple types of significant incidents when the EOC is activated.

## 1. Introduction

<b>Table 1-4 Support Annexes</b>			
<b>Annex</b>	<b>Function</b>	<b>Primary Department or Division</b>	
		<b>Eugene</b>	<b>Springfield</b>
SA 1	Incident Command System	Emergency Management	Emergency Management
SA 2	Incident Information Management	Emergency Management	Emergency Management
SA 3	Emergency Communications	Emergency Management	Police
SA 4	<i>Continuity of Government</i>	City Manager's Office	City Manager's Office
SA 5	Employee Services	Library, Recreational and Cultural Services, and Central Services	Human Resources
SA 6	Business and Economic Stabilization	City Manager's Office	City Manager's Office
SA 7	Debris Management	Public Works	Development and Public Works
SA 8	Damage Assessment Infrastructure	Public Works	Development and Public Works
SA 9	Mass Evacuation	Emergency Management	Emergency Management
SA 10	<i>Planned Events</i>	Library, Recreational and Cultural Services, and Central Services	Development and Public Works
SA 11	Lane County Community Organizations Active in Disaster (COAD)	COAD	COAD
SA 12	Mass Fatality Management	Eugene Springfield Fire	Eugene Springfield Fire
SA 13	Volunteer and Donations Management	Library, Recreation, and Cultural Services	Development and Public Works
SA 14	Sensitive Information	Emergency Management	Development and Public Works
SA 15	Reunification	Emergency Management	Development and Public Works

## 1.4.5 Incident Annexes

1. Introduction

Incident Annexes (IAs) provide the EOC with basic details and information to assist EOC staff in understanding some of the challenges faced by on-scene responders. They provide tactical information and critical tasks unique to specific hazards for the EOC staff to consider. Applicable EOC staff are encouraged to review the IAs, consider the relevant tasking recommended by the IA, and act on the checklists when appropriate to assist the *Incident Commander (IC)* or *Department Operations Center (DOC)* for each hazard through the pre-incident, response, and recovery phases of an emergency. IAs may identify some operational practices but do not establish standard operational procedures for on scene/field responders. IAs should be used for emergencies when the EOC is activated.

Annex	Function	Primary Department or Division	
		Eugene	Springfield
IA 1	Earthquake CSZ	Emergency Management	Emergency Management
IA 2	<i>Geomagnetic Disturbance (GMD)</i>	Emergency Management	Development and Public Works
IA 3	Wildland-Urban Interface Fire	Fire	Fire
IA 4	Hazardous Materials	Fire	Fire
IA 5	Terrorism	Police	Police
IA 6	Infectious Diseases	Fire	Fire
IA 7	Cyber	Information Services	Information Technology
IA 8	Air Traffic Incident	Public Works	Fire
IA 9	Drought	City Manager's Office	City Manager's Office
IA 10	Flood	Public Works	Development and Public Works
IA 11	Landslide	Public Works	Development and Public Works
IA 12	Severe Wind Storm	Public Works	Development and Public Works
IA 13	Volcano	Fire	Development and Public Works
IA 14	Dam/Levee Failure	Police	Emergency Management
IA 15	Civil Unrest	Police	Police
IA 16	Epidemic	Fire	Fire

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<b>IA 17</b>	Winter Storm	Public Works	Development and Public Works
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## 1.4.6 Recovery Support Functions

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

Annex	Function	Primary Department or Division	
		Eugene	Springfield
RSF 1	Economic Recovery	City Manager's Office	City Manager's Office
RSF 2	Health Services	LRCS	Human Resources
RSF 3	Social Services	City Manager's Office	City Manager's Office
RSF 4	Housing	Emergency Management	Development and Public Works
RSF 5	Infrastructure Systems	Public Works	Development and Public Works
RSF 6	Natural and Cultural Resources	Library, Recreation, and Cultural Services	Development and Public Works

## 1.5 Relationship to Other Plans

The EOP is supported by several directives or plans containing information and resources useful in all phases of emergency management. Significant documents are listed and linked below.

## 1.5.1 Federal Plans

- [2003 Homeland Security Presidential Directive 5 \(HSPD-5\)](#)
- [Presidential Policy Directive 8 \(PPD-8\)](#)
- [National Response Framework, Fourth Edition 2019](#)
- [National Disaster Recovery Framework, Second Edition 2016](#)
- [National Protection Framework, Second Edition 2016](#)
- [National Prevention Framework, Second Edition 2016](#)
- [National Mitigation Framework, Second Edition 2016](#)
- [National Infrastructure Protection Plan, 2013](#)

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1.5.2 State Plans

- [The State of Oregon Emergency Operations Plan, Volume III 2024](#)
- [State of Oregon Cascadia Subduction Zone Catastrophic Earthquake and Tsunami Operations Plan, 2012](#)
- State of Oregon Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Report (SPR), 2024
- [Oregon Fuel Action Plan, Revision 1, 2017](#)
- [The Oregon Resilience Plan, 2013](#)
- [Resiliency 2025: Improving Our Readiness for the Cascadia Earthquake and Tsunami, 2018](#)

1.5.3 County Plans

- [Lane County Emergency Operations Plan, 2021](#)
- [Lane County Multi-Jurisdictional Hazard Mitigation Plan, Version 4.0 2023-2028](#)
- [Lane County Public Health Plan](#)
- [2025 Lane County Community Wildfire Protection Plan](#)

1.5.4 Regional and Metropolitan Plans

- [Section 8: City of Springfield Annex to the Lane County Multi-Jurisdictional Natural Hazard Mitigation Plan, 2024](#)
- [Section 4: City of Eugene Annex to the Lane County Multi-Jurisdictional Natural Hazard Mitigation Plan, 2025](#)
- [The Eugene-Springfield Metropolitan Area General Plan \(Metro Plan\), 2019](#)
- [The Eugene-Springfield Transportation Plan \(TransPlan\), 2002](#)
- [2045 Regional Transportation Plan, 2022](#)
- [Eugene-Springfield Metropolitan Area Public Facilities and Services Plan, 2023 Update](#)

### 1.5.5 City Plans

#### 1.5.5.1 City of Eugene

- [Community Climate Action Plan 2.0 2020](#)
- [Eugene Stormwater Management, 2014](#)
- [Stormwater Basin Master Plan, 2002](#)
- Emergency Debris Management Plan 2016
- [Eugene 2035 Transportation System Plan, 2017](#)

#### 1.5.5.2 City of Springfield

- [Stormwater Facilities Master Plan, 2008](#)
- [Stormwater Management Plan, 2010](#)
- [Springfield Transportation System Plan, 2020](#)
- [Wastewater Master Plan, 2024-2045](#)

### 1.5.6 Local Service District Emergency Plans

Local service districts (e.g., mass transit, water, electricity, and rural fire districts per ORS 174.116, 2017) provide primary emergency response for incidents in their areas using their own plans, policies, and procedures. Generally special district emergency response is limited to activities directly related to the service(s) they provide, and in this role, they may continue to support emergency management by offering services, equipment, and facilities to augment response and recovery needs for the community. However, in some cases a special district may ask the EOC for support and resources because of an emergency. Local service districts are encouraged to establish Department Operations Centers (DOC). The Eugene and Springfield EOCs when activated expect DOCs will communicate with their jurisdictional EOC to provide them with information and resource management status. Public information would be provided to the City *Joint Information Center* (JIC).

*Liaison officers* established within the special districts, physically reporting to the City EOC to coordinate emergency response activities with City emergency response and recovery efforts when needed, are preferred when possible.

## 1.6 Government Structure

1. Introduction

Eugene and Springfield are both charter cities operating under council-manager forms of government, with the councils enacting policy and the City Managers responsible for day-to-day operations of the City.

1.7 Continuity of Government

1.7.1 Lines of Succession

To maintain city operations and ensure the orderly continuation of leadership during an emergency, the following order of responsibility has been established for each jurisdiction, illustrated in Table 1-7 and Table 1-8.

Emergency Coordination	Emergency Policy and Governance
<ol style="list-style-type: none"> <li>1. City Manager</li> <li>2. Assistant City Manager</li> <li>3. Central Services Director</li> <li>4. Public Works Director</li> </ol>	<ol style="list-style-type: none"> <li>1. Mayor</li> <li>2. Council members (order of succession)</li> </ol>

Emergency Coordination	Emergency Policy and Governance
<ol style="list-style-type: none"> <li>1. City Manager</li> <li>2. Assistant City Manager</li> <li>3. Police Chief</li> <li>4. Eugene-Springfield Fire Chief</li> <li>5. Development and Public Works Operations Division Director</li> </ol>	<ol style="list-style-type: none"> <li>1. Mayor</li> <li>2. Council members (order of succession)</li> <li>3. City Manager</li> </ol>

In addition, the Eugene Code, Chapter 2; 2.1035, states, “the municipal judge, the City Manager, and the chief officer or head of each department of city government shall designate not less than three nor more than seven emergency interim successors in addition to duly authorized deputies, assistants, or subordinates, and specify the order of succession of the designated emergency interim successors. Designations shall be in writing filed with the City Recorder and shall be kept in the public records.” Each City department is responsible for pre-identifying staff for a clear line of succession in the absence of the highest ranking official or lead worker.

1.7.2 Preservation of Vital Records

Each City department must provide for the protection, *accessibility*, and recovery of the City’s vital records, systems, and equipment. These are

**1. Introduction**

records, systems, and equipment, if lost or damaged, will impair the City's ability to conduct business or carry out essential functions.

**1.8 Safety of Employees and Family**

Maintaining a resilient workforce is essential to providing overall response and recovery activities. All City departments and employees may be expected to contribute to the emergency response and recovery efforts. Personal employee and family preparedness are expected to enable employees to rapidly return or remain at work to support city emergency response and recovery efforts. Each employee is encouraged to develop family emergency plans and supplies to facilitate family safety and self-sufficiency.

All department heads or designees are responsible for the safety of employees. Employees should attempt to safely contact their supervisors and managers as soon as possible following a disaster or significant incident. Departments are tasked with developing their respective *Continuity of Operations (COOP)* plans establishing alternate facilities and staff locations as needed. Each department will attempt to follow its established procedures to notify employees of their duty assignments in the event of a disaster or significant incident.

**1.9 Emergency Operations Center Administration**

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

# 2

## Situation and Planning Assumptions

### 2.1 Situation

The 2024-State of Oregon Threat and Hazard Identification Risk Assessment (THIRA) identifies a Cascadia Subduction Zone (CSZ) earthquake with a tsunami, a cyber-attack, or multiple improvised explosive device (IED), as the primary threats and hazards for Oregon. These risks have been identified to have the greatest potential to overwhelm the State’s response and recovery efforts. Any of these scenarios will significantly test the State’s resilience in all 32 core capabilities identified in the National Preparedness Goal. For example, while the magnitude of the CSZ scenario will stress many core capabilities (ex., Mass Search and Rescue Operations), the cyber-attack or IED scenarios stress the core capabilities pertaining more to human-caused emergencies (ex., Interdiction and Disruption, and Intelligence and Information Sharing).

In addition to the significant incidents identified state’s THIRA, the City of Eugene and the City of Springfield are exposed to multiple hazards, all of which have the potential to disrupt the community, cause damage, and create casualties. The cities understand the significant risk and potential for the emergencies to occur with or without warning. The unpredictable nature of emergencies, combined with the vulnerability of the area’s *critical infrastructure, key resources*, and population, can cause human suffering, injury, death, property damage, environmental degradation, loss of *essential services*, and economic hardship for the community. Factors affecting the extent of casualties and damage include the type of disaster or significant incident, timing, weather conditions, population density, and the potential for disasters or significant incidents to “cascade” or trigger interdependent support system failures. City leaders are committed to preparing for the effects of a disaster or a significant incident(s) and have instituted emergency management programs and tasked city personnel in helping the cities prevent, protect, mitigate, respond to, and recover from disasters and significant incidents before and after they occur.

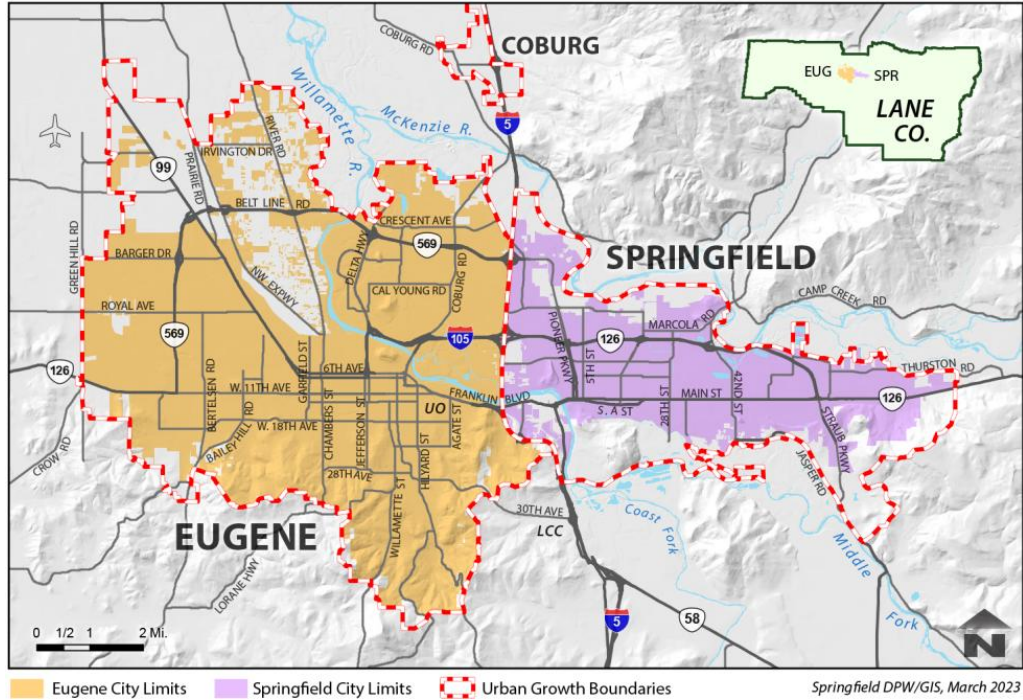
#### 2.1.1 Community Profile

The Cities of Eugene and Springfield, Lane County, Oregon, United States are in the Southern Willamette Valley, within the Eugene-Springfield Metropolitan Statistical Area (MSA). The two cities share a common border, which primarily follows the north-south route of Interstate 5 with Eugene to the west. The Cities are situated at the confluence of the Willamette and McKenzie Rivers, between the

2. Situation and Planning Assumptions

Coast Range and the Cascade Mountains, about 50 miles east of the Pacific Coast. (See Figure 2-1 and Addendum A - Maps)

Figure 2-1 Map of the Eugene-Springfield Metro Area



2.1.2 Population and Demographics

The Eugene-Springfield MSA is the 145th largest metropolitan statistical area in the US and the third largest in the State, behind the Portland MSA and the Salem MSA, with a 2021 population estimate of 383,189. As of the 2020 census, Eugene had a population of 176,654, was the third most populous city in the State (after Portland and Salem) and is the county seat of Lane County. The City of Eugene is approximately 44.18 square miles. The City of Springfield, with an area of 15.85 square miles is the second-most populous city in the metropolitan area with a 2020 census population of 61,851.

Disaster impacts (in terms of loss and the ability to recover) vary among population groups following a disaster. Historically, 80% of the disaster burden falls on the public. Of this number, a disproportionate burden is placed upon groups with access and function needs, particularly children, the elderly, people with disabilities, minorities, those with low-income, and households without vehicles. Table 2-1 provides the 2021 census estimates for the demographic characteristics of these population groups of Eugene and Springfield residents.

2. Situation and Planning Assumptions

<b>Population Group</b>	<b>Eugene</b>	<b>Springfield</b>
Less than 18 years old	16.9%	21.5%
Over 65 years old	16.5%	14.8%
Noninstitutionalized and disabled	14.0%	19.5%
Individuals identifying as a race other than White	21.1%	17.6%
Individuals below poverty level	19.6%	16.0%
Households with no vehicle available	9.5%	8.8%

**2.1.3 Transportation**

Interstate 5, which connects Oregon to Washington and California, runs between the Cities of Eugene and Springfield. State Highway 99 also runs north-south through the City of Eugene. State Highway 126 runs east-west through both Eugene and Springfield, connecting the Cities to the Oregon coast and to communities east of the Cascade Mountains. Public transit is provided by the Lane Transit District, which covers most of Lane County.

Union Pacific owns and operates a north-southeast railway through Eugene, and an east railway through Springfield. In addition to freight service, Amtrak runs passenger trains daily through the area on the Union Pacific line. In addition, three Oregon Shortline Railroads provide freight service between Eugene and the following locations:

- Coos Bay Rail Line (CBR) to Coquille, Oregon
- Central Oregon & Pacific (CORP) to Weed, California
- Portland & Western (PNWR) to Portland, Oregon

The City of Eugene owns and operates the Eugene Airport, which is the second largest airport in Oregon and fifth largest airport in the Pacific Northwest. The Eugene Airport serves a six-county region and has major airlines with direct flights to large and small western cities.

**2.1.4 Protection of Critical Infrastructure and Key Resources**

Presidential Policy Directive 21 (PPD-21) defines 16 Critical Infrastructure and Key Resources (CIKR) Sectors, whose assets, systems, and networks, whether physical or virtual, are considered so vital to the United States their incapacitation or destruction would have a debilitating effect on national economic security, public health or safety, or any combination thereof. Some of the CIKR Sectors may have elements represented within the Eugene-Springfield area. Local infrastructure is owned and operated by each of the cities, their partners, and others who support the delivery of critical and essential services at the local level. These resources are necessary to ensure the Eugene-Springfield Metro Area’s security, public health and safety, and economic vitality.

## 2. Situation and Planning Assumptions

### 2.1.5 Community Lifelines

The 2019 National Response Framework (NRF), and subsequent revisions, identifies eight (8) community lifelines: Safety and Security; Food, Hydration, Shelter; Health and Medical; Energy; Communications; Transportation; Hazardous Materials; and Water Systems. Community Lifelines are those services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. Each Community Lifeline is present throughout the Eugene-Springfield Metro Area. Mitigating impacts to Community Lifelines prior to an emergency will enable the community to recover more quickly following an emergency. Similarly, when Community Lifelines receive priority attention for stabilization when they have been impacted, will also enable the community to recover more quickly.

## 2.2 Threat/Hazard Identification

A wide range of natural and human-caused hazards have the potential to disrupt the community, causing casualties, damaging property, and damaging the environment. The following is a hazard and threat specific overview describing occurrence and impact to the Eugene-Springfield area. This overview does not address all potential threats or hazards. More information specific to natural hazards can be found in the City of Eugene and City of Springfield Annexes to the Lane County Multi-Jurisdictional Natural Hazards Mitigation Plan 2025.

- **Civil Unrest:** This hazard may include protests, strikes, demonstrations, or riots.
- **Dam Safety:** The Eugene and Springfield Metro Area is within proximity of 13 dams classified as high hazard dams (Oregon State Dam Safety Program) and the earthquake and landslide hazards in the region place these dams at risk.
- **Earthquake:** The Eugene-Springfield area has not experienced any major earthquakes in recent history. Seismic activity does, however, pose a threat. A Cascadia Subduction Zone earthquake could produce devastating damage and loss of life.
- **Flood:** Flooding is frequent in the Eugene-Springfield area. Riverine flooding is the leading cause of flooding and generally occurs when warm winter rain melts mountain snow.
- **Geomagnetic Disturbance (GMD):** A major disturbance of earth's magnetosphere from a very efficient exchange of energy from solar wind into the space environment surrounding earth. GMDs can disrupt

## 2. Situation and Planning Assumptions

navigation systems such as the Global Navigation Satellite System and create harmful geomagnetic induced currents in the power grid and pipelines.

- **Hazardous Materials:** Hazardous materials can be found throughout Eugene and Springfield and, if released into the environment, can be dangerous to community residents and the surrounding environment.
- **Landslide:** The severity or extent of landslides is typically a function of geology and the landslide triggering mechanism. Rainfall-initiated landslides tend to be smaller than earthquake-induced landslides, which may be very large. Even small slides can cause property damage and result in injuries or loss of life.
- **Pandemic:** The potential for pandemic influenza and the possibility of bioterrorism together generates the threat of a major health emergency in the area. In 2020 Eugene-Springfield responded to the COVID19 pandemic. Significant threats include flu outbreaks and food/waterborne illness.
- **Terrorism:** The Eugene-Springfield area's history of environmental activism has occasionally manifested itself in violent acts. In addition, the large sporting events hosted in the area, such as national and international track and field events, may attract terrorist activities.
- **Transportation Disruption:** This hazard includes significant incidents involving motor vehicles, trains, or aircraft. Both freight and passenger trains travel through the area. Additionally, flight paths for the Eugene Airport cross parts of the Cities of Eugene and Springfield.
- **Tsunami (population migration):** The Eugene-Springfield area is located along a travel route from the Oregon coast. Therefore, the Cities may be impacted by their proximity to the coast and the associated needs of residents fleeing a tsunami. The Eugene-Springfield area may be additionally impacted if a regional earthquake, such as a Cascadia Subduction Zone event, is the cause of the tsunami.
- **Utility Disruption (power, water, wastewater):** Utility or infrastructure emergencies involving failure or disruption of electrical, telephone, computer, water, fuel, sewer, or sanitation systems may impact large populations within the area. An additional hazard is created by a major natural gas pipeline crossing the area. Hazards increase significantly if incidents include a fire or explosion, a release of hazardous materials, or large numbers of casualties
- **Volcano:** The Cascade Range of the Pacific Northwest has more than a dozen active volcanoes. Volcano-related hazards most likely to affect the Eugene-Springfield area are volcanic ash (tephra) and flooding from lahars.

2. Situation and Planning Assumptions

- **Wildfire:** Fire is an essential part of Oregon’s ecosystem, but it is also a significant threat to life and property. The wildfire hazard in the Eugene-Springfield area is primarily located in the south hills of both cities where forested areas interface directly with homes, businesses, and infrastructure.
- **Winter Storm:** Destructive winter storms producing heavy snow, ice, rain, freezing rain, and high winds typically originate in the Gulf of Alaska or in the central Pacific Ocean. These storms are most common from October through March. The recurrence interval for severe winter storms throughout Oregon is about every 2.9 years; however, many localized storms may occur between these periods.

Hazard Type/Weight Factor (WF)	History WfX2	Probability WfX7	Vulnerability WfX5	Maximum Threat WfX10	Weighted Score	Weighted Score Rank
Winter Storm	12	70	40	70	200	1
Wildfire	20	56	40	80	196	2
Windstorm	18	49	40	80	187	3
Flood	16	56	30	80	182	4
Earthquake	6	28	45	80	179	5
Extreme Weather	16	63	30	100	179	6
Landslide	20	56	40	40	156	7
Drought	16	56	10	80	102	8
Volcano	4	14	10	20	68	9
Tsunami	0	0	0	0	N/A	N/A

Source: COE/COS Hazard Risk Assessment Workgroup; COE & COS Annexes to the Lane County Multi-Jurisdictional Natural Hazards Mitigation Plan

**HISTORY** (weight factor for category = 2)

History is the record of previous occurrences. Events to include in assessing history of a hazard in your jurisdiction are events for which the following types of activities were required:

- < The EOC or alternate EOC was activated;
- < Three or more EOP functions were implemented, e.g., alert & warning, evacuation, shelter, etc.;
- < An extraordinary multi-jurisdictional response was required; and/or
- < A Local or Tribal Emergency was declared.

LOW – score at 1 to 3 points based on...                      0 - 1 event past 100 years  
 MEDIUM – score at 4 to 7 points based on...                      2 - 3 events past 100 years  
 HIGH – score at 8 to 10 points based on...                      4 + events past 100 years

2. Situation and Planning Assumptions

<b>VULNERABILITY</b> (weight factor for category = 5)	
Vulnerability is the percentage of population and property likely to be affected under an “average” occurrence of the hazard.	
LOW – score at 1 to 3 points based on...	< 1% affected
MEDIUM – score at 4 to 7 points based on...	1 - 10% affected
HIGH – score at 8 to 10 points based on...	> 10% affected
<b>MAXIMUM THREAT</b> (weight factor for category = 10)	
Maximum threat is the highest percentage of population and property that could be impacted under a worst-case scenario.	
LOW – score at 1 to 3 points based on...	< 5% affected
MEDIUM – score at 4 to 7 points based on...	5 - 25% affected
HIGH – score at 8 to 10 points based on...	> 25% affected
<b>PROBABILITY</b> (weight factor for category = 7)	
Probability is the likelihood of future occurrence within a specified period of time.	
LOW – score at 1 to 3 points based on...	one incident likely within 75 to 100 years
MEDIUM – score at 4 to 7 points based on...	one incident likely within 35 to 75 years
HIGH – score at 8 to 10 points based on...	one incident likely within 10 to 35 years

2.2.1 Capability Assessment

The Cities of Eugene and Springfield use the Department of Homeland Security, National Preparedness Goal core capabilities to assess the emergency management program and identify areas for improvement. The Cities also collaborate with Lane County to develop plans, agreements, procedures, *exercises*, and critical tasks needed for strengthening regional capabilities.

2.3 Assumptions

This EOP is based on the following assumptions and limitations:

- Emergencies typically begin and end locally and are managed daily at the lowest possible geographical, organizational, and jurisdictional level. However, there are instances in which successful incident management operations depend on the involvement of multiple jurisdictions, levels of government, functional agencies, and/or emergency response disciplines. Emergencies may require effective and efficient coordination across this broad spectrum of organizations and activities.
- Each City will retain its autonomy and will handle emergencies at its individual local level. Some emergencies may reach a size and scope requiring multi-jurisdictional resource collaboration to provide a more efficient response.

**2. Situation and Planning Assumptions**

- Significant numbers of personnel may be unable or unavailable to report to work.
- Capabilities may be impaired by a lack of critical personnel.
- Operations or services may be unavailable due to blocked access or damage to facilities.
- Communications may be impaired due to damaged or overwhelmed information technology, electrical distribution, fuel network, and communications systems.
- Lack of advanced warning of an emergency can complicate the cities' ability to organize and implement response and notification efforts.
- Non-essential operations may be curtailed and redirected to provide resources to respond and recover from an emergency.
- Privately owned and operated critical infrastructure, including water, fuel, and power utilities, if inoperable or depleted, may delay response and recovery efforts.
- An emergency could exceed the emergency response capabilities of the Cities, County, and State. Additional resources may be required from other local, state, or the Federal Government to achieve an effective response.
- Residents and visitors may need to utilize their own resources and be self-sufficient following an emergency for two weeks or more.
- Vulnerable populations may require additional resources to meet their access and functional needs.

# 3

## Roles and Responsibilities

### 3.1 Emergency Management Organization (EMO)

Eugene and Springfield each have an EMO, which consists of employees from many levels of City government. The Mayor, City Council, City Manager, Department Executive Managers, City Attorney, Emergency Manager, and individual departments have certain responsibilities within the various phases of emergency management for the Cities of Eugene and Springfield.

The Cities' EMOs implement the Homeland Security National Preparedness Goal (NPG) for potential hazards affecting the health, well-being, and interests of the community. The NPG is made up of the following mission areas:

- Preventing, avoiding, or stopping a threatened or an actual act of terrorism.
- Protecting our community members, residents, visitors, and assets against the greatest threats and hazards in a manner allowing our interests, aspirations, and way of life to thrive.
- Mitigating the loss of life and property by lessening the impact of future disasters.
- Responding quickly to, first, life safety issues, then property preservation, incident stabilization and environmental concerns and in addition meet basic human needs in the aftermath of a catastrophic incident.
- Recovering with a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historic, and environmental fabric of communities affected by a disaster or significant incident.

The City of Eugene and the City of Springfield executive leaders have established the following expanded list of EMO operational priorities:

- Ensure the preservation of human life and safety.
- Facilitate community lifeline stabilization.
- Facilitate incident stabilization.
- Protect property and the environment.

### 3. Roles and Responsibilities

- Repair and restore essential systems and services.
- Provide a basis for the direction and control of emergency operations.
- Provide for the protection, use, and distribution of remaining resources.
- Provide for continuity of government.
- Ensure recovery activities.
- Coordinate resource collaboration with other agencies when deemed necessary.
- Practice fiscal responsibility.

## 3.2 Assignment of Responsibilities

This section provides an overview of the key functions and procedures the City of Eugene and the City of Springfield will strive to accomplish while preventing, protecting, mitigating, responding to, or recovering from an emergency. The EOP is built upon the idea, but does not mandate, both Cities follow their established procedures regardless of the level or duration of an emergency. Where applicable, this plan identifies points of collaboration as well as procedural differences between the two Cities.

### 3.2.1 Mayor and City Council

The ultimate responsibility for policy, budget, and political direction for each City government is borne by the respective City Councils. During emergencies, this responsibility includes encouraging public involvement and assistance, issuing policy statements as needed to support actions and activities of response and recovery efforts, and providing a political contact for visiting State and Federal officials.

Mayors' and City Councils' general responsibilities include:

- Convene the City Council for emergency session(s). (*Mayor*)
- Assist in communication and coordination efforts with elected officials of other governmental entities. (*Mayor*)
- Ensure the line of succession. (*Mayor and City Council*)
- Be available to address the community and act as a conduit of communications and support within their respective wards or at evacuation centers. (*Mayor and City Council*)

### 3. Roles and Responsibilities

- Review emergency expenditures and ensure adequate appropriation of financial resources to meet emergency expenses. (*Mayor and City Council*)
- Coordinate emergency public information with City Manager's Office staff and Lead *Public Information Officer* (PIO) assigned to the EOC. (*Mayor and City Council*)
- Meet as needed to provide policy direction and enact ordinances to reduce the impact to residents. Examples may include flood plain ordinances, land use and development codes, and anti-price-gouging ordinances. (*Mayor and City Council*)

#### 3.2.2 City Manager

The City Managers of Eugene and Springfield are responsible for continuity of government, overall direction of their cities' emergency operations, and dissemination of public information.

City Manager responsibilities include:

- Ensuring continuity of government.
- Recommending any ordinances, policies, or procedures to their City Councils and other City officials to assist in the performance of their duties in preventing, protecting against, mitigating, responding to, and recovering from an emergency.
- Declaring a State of Emergency, requesting assistance from or through Lane County, the State, and the Federal Government.

#### 3.2.3 Executive Managers (Eugene)/ Department Directors (Springfield)

The City Manager from his or her respective city will determine, based on the nature of an emergency, which Executive Managers/Department Directors will staff the policy room(s). Executive Managers/Department Directors not immediately reporting to the EOC will either report to their respective departments to provide staff assistance or prepare to take a later shift as part of the Executive Team. The City Attorney's role is to advise other members of the Executive Team regarding legal matters and aid in presenting emergency ordinances to their City Councils for adoption. Members of the Executive Team will determine which legal measures are to be processed by the City Council.

### 3. Roles and Responsibilities

Executive Team responsibilities include:

- Provide resources to ensure their staff receive necessary training and other resources for managing emergencies, including maintenance of this EOP.
- Maintain communication and support with their Mayor and City Council; stay informed of the emergency's status.
- Determine City services to be curtailed or modified during an emergency, including determining an appropriate time to restore City services.
- Provide policy guidance to the EOC Manager.
- Determine priorities for City resources.
- Recommend emergency ordinances to their City Council.
- Review ordinances for legal and liability issues.
- When the EOC is activated, monitor department resources to avoid early depletion or over commitment of resources to nonessential work and or mutual aid.
- Provide personnel and other resources to support EOC operations.

#### 3.2.4 Emergency Manager

The Cities of Eugene and Springfield have designated staff as their Emergency Managers. The purpose of the Emergency Manager position is to ensure the day-to-day functions of the EMO are performed and to maintain situational awareness of potential threats or hazards to their city.

The Emergency Manager's responsibilities include:

- Supporting all City departments in developing, maintaining, and exercising their respective Emergency Support Functions, annexes, and appendices to this plan.
- Updating the EOP.
- Providing coordination of emergency plans, programs, and operations with the County.
- Establishing a cadre of qualified staff to serve as the EOC Manager during activations.
- Maintaining operational readiness of the EOC(s).
- Training and exercising key personnel for critical positions in the EOC and DOC(s).

### 3. Roles and Responsibilities

- Review critical press releases prior to release.
- Serving as day-to-day liaison between Eugene, Springfield, the County, other agencies, and adjunctive organizations for emergency planning.
- Convening City of Eugene Disaster Operations Task Team (DOTT), City of Springfield Emergency Management Committee (EMC), and other committee meetings.

#### 3.2.5 Disaster Teams and Committees

The Cities of Eugene and Springfield have implemented City staff committees to oversee the design, development, and implementation of emergency management activities.

*City of Eugene Disaster Operations Task Team (DOTT)* comprises representatives from all City departments.

The DOTT responsibilities include:

- Ensuring designated staff have completed required training.
- Ensuring employee participation in emergency management exercises.
- Encouraging employees to prepare their homes and families for emergencies.
- Participating in regularly scheduled meetings.
- Helping to ensure the primary and alternative EOC locations are in a state of operational readiness.
- Ensuring their departments are accountable for fulfilling their essential functions outlined in their standard operating policies and procedures.
- Helping to identify departmental staff who will assume positions in the EOC and DOC(s), when activated.
- Updating appropriate EOP annexes.

*City of Springfield Emergency Management Committee* – The Emergency Management Committee is an interdepartmental team established through the authority of the City Manager/Director of Emergency Services. The committee seeks to reduce Springfield’s vulnerability to loss of life and injury to persons, property, the built and natural environments, and economic vitality resulting from emergencies through effective strategies and practices of mitigation, preparation, response, and recovery and fostering individual, community, and City resilience.

### 3. Roles and Responsibilities

#### 3.3 Private Sector

Private-sector organizations play a key role before, during, and after emergencies. For the purposes of the EMOs, the term private sector refers to stakeholder adjunctive organizations or individuals. Prior to and after an emergency, critical stakeholders often support agencies in developing plans and responding to and recovering from an emergency. Together, government agencies and critical stakeholders may form a more formal working relationship. This working relationship begins at the grassroots level, depending on the local and State resources in place, to provide the backbone for disaster management. Often, adjunctive critical stakeholders collaborate with first responders, governments at all levels, and other agencies and organizations providing relief services to sustain life, reduce physical and emotional distress, and promote recovery of disaster victims.

In addition, owners/operators of certain regulated facilities or hazardous operations may bear responsibilities under the law for preparing for and preventing incidents from occurring and responding to an incident once it occurs. In these instances, a working relationship with private industry may be crucial for a whole community emergency response concept and is provided in part through the Lane County Local Emergency Planning Committee (LEPC).

#### 3.4 Community Members

Community members also play an important role in the overall emergency management process. Community members can contribute by reducing hazards in and around their homes. They can prepare a disaster supply kit and assemble disaster supplies in advance of an event. By monitoring emergency communications and following directions, community members can reduce their risk of injury, keep emergency routes open, and reduce demands on landline and cellular communication. In this way they can take care of themselves until first responders arrive.

Community members can also participate by volunteering with an established volunteer organization. In this way, they can become part of the emergency management system and assure their efforts are directed to where they are most needed. As volunteers, they can develop skills to take care of themselves and their families.

Community Emergency Response Team (CERT) training is one way for community members to prepare for an emergency. CERT is designed to prepare them to help themselves, their families, and their neighbors in the event of an emergency. This training covers basic disaster survival and rescue skills important to have when emergency services are not available.

### 3. Roles and Responsibilities

Lane County Community Organizations Active in Disaster (COAD) brings together a broad array of community organizations. The COAD exists to coordinate member organizations' activities in relation to emergency response. It is a support to County and City Emergency Managers but is not run by emergency management personnel. The COAD helps with sharing information, resources, and expertise with the intent to know what resources COAD members potentially have to offer during an emergency response.

#### 3.5 County, State, and Federal Response Partners

Local government (City and/or County), with jurisdictional authority, have responsibility for the safety of its community members. The Cities of Eugene and Springfield Emergency Management Programs provide for a coordinated response to an emergency and may deploy resources

The Lane County Emergency Management Program supports the City of Eugene's or Springfield's response to an emergency and may, in extreme cases or when requested, deploy their resources under the direction of the County to respond should emergency conditions threaten residents of the Cities of Eugene and Springfield.

Under Oregon statutes, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-declared emergency. In addition, the Director of the Oregon Department of Emergency Management (OEM) is responsible 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. State government serves as the point of contact between local governments and the Federal Government.

Under the direction and control of department heads, agencies of State government represent the State emergency operations organization. Responsibility for managing State-wide Emergency Support Functions (ESF) is assigned by the Governor to the State-level departments best suited to carry out each function applicable to the emergency. These departments coordinate with their ESF counterparts at the local and national levels.

Federal response agencies are typically requested by OEM if 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 EOP and the NRF.

**3. Roles and Responsibilities****3.5.1 Lane County Fire Defense Board**

The purposes of the Lane County Fire Defense Board are to:

- Provide organizational structure and operational procedures for the mobilization and direction of fire service resources in Lane County, and to administer the Oregon State Fire Service Mobilization Plan within Lane County.
- Bring about close cooperation of fire agencies and other emergency service agencies within Lane County.

**3.6 Integration of Response Partners**

Effective response to and recovery from an emergency may require the active involvement of numerous agencies and adjunctive organizations. As the response effort unfolds, the City EOCs may request additional resources and personnel to augment existing capabilities. Liaisons from the Cities of Eugene and Springfield and other local, State, or Federal agencies will attempt to establish communications with their partner agency counterparts and may report to partner agency EOCs to enhance emergency response and recovery.

# 4

## Concept of Operations

### 4.1 General

City government has a responsibility to first, protect public health and safety, then property preservation, incident stabilization and environmental concerns from the effects of a disaster or emergency to the extent possible. In keeping with the foundational emergency management principle “all disasters are local,” each jurisdiction is responsible for preparing for and responding to all hazards affecting the community. City government is also responsible for organizing, training, and equipping emergency personnel, including providing them with suitable warning and communications systems.

All or part of this plan may be activated in response to an emergency. The EOC may be activated based on the *type*, size, severity, and expected duration of the emergency.

### 4.2 Incident Management Response Framework

From routine emergencies handled by a single City resource to a disaster impacting the entire County or region, all emergency response operations adhere to the principles of NIMS. The Cities of Eugene and Springfield have each adopted NIMS and ICS as their jurisdiction’s all-hazards incident response system.

### 4.3 Emergency Management Mission Areas

Based on the NIMS guidance and ICS structure, the Cities of Eugene and Springfield undertake a year-round approach to ensure City personnel and the community are prepared for an emergency, regardless of size or severity. City departments and emergency management partner agencies develop operational capabilities to facilitate response in the event of an emergency.

Although this EOP primarily focuses on response and short-term recovery activities, the overall emergency management mission as defined by the National Preparedness Goal includes the following mission areas and associated core capabilities. Common to all mission areas are the core capabilities of Planning, Public Information and Warning, and Operational Coordination.

## 4. Concept of Operations

### 4.3.1 Prevention

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

Prevention core capabilities include:

- Forensics and Attribution
- Intelligence and Information Sharing
- Interdiction and Disruption
- Screening, Search, and Detection

### 4.3.2 Protection

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

- Access Control and Identity Verification
- Cybersecurity
- Intelligence and Information Sharing
- Interdiction and Disruption
- Physical Protective Measures
- Risk Management for Protection Programs and Activities
- Screening, Search, and Detection
- Supply Chain Integrity and Security

### 4.3.3 Mitigation

Mitigation is an action to reduce or eliminate long-term risk to people, property, the environment, and the economy from natural and technological hazards. Hazard mitigation activities focus on reducing the vulnerability of critical infrastructure or stopping an incident from occurring. This EOP, in conjunction with the City of Eugene and City of Springfield Annexes to the Lane County Multi-Jurisdictional Natural Hazards Mitigation Plan, provides policy guidance for hazard mitigation in Eugene and Springfield. Mitigation core capabilities include:

## 4. Concept of Operations

- Community Resilience
- Long-Term Vulnerability Reduction
- Risk and Disaster Resilience Assessment
- Threats and Hazards Identification

### 4.3.4 Response

Response activities address the short-term, direct effects of an emergency. Response includes immediate actions to first address life safety, then property preservation, incident stabilization, and environmental concerns. In addition, response actions also address basic human needs by maintaining the social, economic, and political structure of the community. Response core capabilities include:

- Critical Transportation
- Environmental Response/Health and Safety
- Fatality Management Services
- Fire Management and Suppression
- Infrastructure Systems
- Logistics and Supply Chain Management
- Mass Care Services
- Mass Search and Rescue Operations
- On-Scene Security, Protection, and Law Enforcement
- Operational Communications
- Public Health, Healthcare, and Emergency Medical Services
- *Situational Assessment*

### 4.3.5 Recovery

Recovery activities consist of both short-term and long-term efforts. Short-term recovery can best be defined as the actions taken by responders to address and provide for the essential and immediate needs of the community members in the aftermath of an emergency.

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Long-term recovery focuses on restoring communities. This is accomplished by assisting property owners in repairing or rebuilding homes and businesses and assisting local governments, school districts, and other public nonprofit agencies in restoring or reconstructing damaged infrastructure. Recovery includes those capabilities necessary to assist communities affected by an emergency to recover effectively. Recovery Support Functions are:

- Economic Recovery
- Health Services
- Social Services
- Housing
- Infrastructure Systems
- Natural and Cultural Resources.

### 4.4 Response and Coordination

#### 4.4.1 Jurisdictional Response Authority

Responsibility for responding to emergencies rests with local government. Neighboring jurisdictions, State, and Federal agencies do not assume authority or responsibility for responding to any emergency, unless local response thresholds are exceeded, or terrorism is involved. When requested, these agencies may provide support to local jurisdictions. The city in which the emergency occurs maintains jurisdictional authority and primary responsibility for managing the resulting response. There is one official EOC for the City of Eugene and one official EOC for the City of Springfield, which both have responsibility to convey requests for resources and support to Lane County on behalf of their cities.

In addition, Local Service Districts and City Departments use DOCs to coordinate, inward facing, command level response within their agencies or departments. To avoid confusion for responders and to align more closely with NIMS principles, both cities discourage the use of the term EOC for an operating center other than one activated by the City or County. When an agency DOC is operational:

- The DOC will establish an interface with an EOC, if the EOC is operational.
- DOCs, when anticipating EOC support may be needed, should request the EOC open as soon as possible to allow the EOC time to respond.

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- DOCs will interface with the Incident Command (IC), *Unified Command* (UC), or an Incident Management Team (IMT) as appropriate.
- When the Incident Commander is co-located within a DOC the DOC will interface with the *Operations Section Chief* at the Incident Command level. If the IC is co-located with the EOC the DOC(s) will house the Operations Section Chief and interface with the *Branch Director(s)* at the Incident command level.
- The DOC Manager may be selected based on the overall emphasis of the response operations. In the absence of a DOC, the EOC, when established, interfaces with field operations through the IC.
- DOCs can also be used by adjunctive organizations for a similar but inward facing purpose. They are also discouraged from using the term EOC for an organization's operating center.

### 4.4.2 Incident Management

Operational direction and tactical control of response activities within local jurisdictions is conducted by on-scene Incident Commander(s) who provide situational awareness to and request resources through their Department Operations Centers (DOC) and or the EOC when activated. Depending on the size and scope of an emergency an Incident Commander may be assigned to oversee multiple *branches, divisions, or groups*. In this case the IC may be co-located within a DOC or the EOC. When this occurs the corresponding DOC or EOC where they co-locate will support the IC as though they were an on-scene commander.

### 4.4.3 Incident Complexity

The EOP is based on the premise emergency functions, for various city and regional response agencies involved in emergency management, will generally parallel normal day-to-day functions. As an emergency progresses, lead response departments will determine the need for additional resources and request them as needed. The escalation of an emergency may impact the ability to provide services, which may require a change in the operational collaboration level between the two Cities and the County.

The activation status of either City's Emergency Operation Center (EOC) and the response of the EMO do not necessarily reflect or indicate the operating status of the city government as a whole or any individual department. The incident complexity levels listed below align with FEMA's NIMS Incident Complexity Guide (2021) and provide a shared understanding of how to define incident complexity. Using a common approach and consistent method for determining complexity level will improve the effectiveness and implementation of NIMS and the National Preparedness System. The

## 4. Concept of Operations

complexity levels below inform the EMO response and the EOC activation categories described in section 5.1.1 Emergency Operations Center Activation Categories.

### 4.4.3.1 Type 5

A Type 5 incident is the least complex emergency, limited to one city, and handled within normal organizational procedures. There are no adverse impacts on community lifelines or critical infrastructure and key resources. Appropriate response is typically achievable with the resources of a single department, though it may include minor support from other departments. Emergency Management may monitor the situation.

### 4.4.3.2 Type 4

A Type 4 incident is a routine emergency generally limited to one city and is handled within the normal organizational procedures. There may be impacts to critical infrastructure and key resources, but mitigation and management measures are not complex. Appropriate response is typically achievable with the resources of a single department, though it may include expanded support from other departments. EOC activation in the affected city may be necessary.

### 4.4.3.3 Type 3

A Type 3 incident exceeds the resources of a single city department and requires support from several departments. It is an occurrence generally limited to one city and requires multi-department response and may include activating resources of other agencies through mutual aid agreements. It is an incident or planned event generally supported at the ICP or DOC level but may include activating resources of other agencies through existing mutual aid agreements. The incident typically extends into multiple operational periods. There may be impacts to critical infrastructure and key resources and mitigation actions may expand into multiple operational periods. The EOC in the affected city may be activated.

### 4.4.3.4 Type 2

A Type 2 incident affects a large portion of the population, property, and critical services in Eugene and/or Springfield. The incident likely requires the activation of the EOC and multi-agency response not normally serving the area. This is an actual or threatened disaster or emergency leading to significant damage, injury, or loss of life or property. There may be impacts to or destruction of critical infrastructure and key resources and mitigation actions require considerable coordination. A Type 2 incident may require a full activation of one or both Cities' EOCs, and it may be followed by declaration of a "State of Emergency." A Type 2 incident may lead to significant damage,

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injury, or loss of life or property. Long-term recovery efforts are not likely to exceed three years. Some City departments may have DOC operations to support the EOC.

### 4.4.3.5 Type 1

A Type 1 incident may result in widespread severe damage, injury, loss of life, or property, overwhelming local response capabilities and mutual aid leading to long-term impacts on the incident area. The incident damages or destroys numerous critical infrastructure and key resources. Mitigation actions for damage or destruction require long-term planning and extensive coordination. A Type 1 incident will require a full activation of both Cities' EOCs. A "State of Emergency" would likely be declared. Long-term recovery efforts are likely to exceed three years. Most, if not all, City departments, at some point in the response, will have DOC operations to support the EOC.

## 4.5 Response Priorities

The Cities of Eugene and Springfield have pre-established response strategies and actions to be taken immediately before, during, or directly after an emergency occurs to first address life safety, then community lifeline and incident stabilization, property preservation, environmental concerns and enhance the effectiveness of disaster recovery and business resumption. (See expanded list in Section 3.1)

## 4.6 Resource Coordination

The escalation of an emergency may impact the Cities' ability to provide services, which may require a change in the operational level of the Cities' response systems. When an emergency occurs short-term movement of mutual or automatic aid is inevitable and necessary. Generally, the city's current agreements address the need for an unhampered access to mutual aid resources during the first 24-hour window following an emergency. As this escalation is occurring lead response department DOCs or Incident Commanders will determine the need for additional assistance and resources, and request and access them as needed through their departmental mutual aid, procurement, or internal supplies.

When the EOC is activated, resources can also be requested and acquired through the EOC Operations Section. The EOC on behalf of the DOC(s) or IC(s) may at their discretion and within their budgetary constraints acquire resources through direct private sector vendors, NGOs, mutual aid, Oregon Resources Coordination Assistance Agreements (ORCAA), an emergency declaration process, and/or Emergency Management Assistance Compact (EMAC) as needed.

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It is important to understand the need to, at some point, centralize resource acquisition for the City when the City chooses to provide resources to other organizations through MOUs or contracts. Centralized tracking of resources avoids early depletion and or over commitment of resources to nonessential work and or mutual aid, which can further cripple the capacity of the city to respond to an emergency. Understanding the ebb and flow of city resources is essential to good strategic decision making for executive leadership (policy group) and the EOC Planning Section. For this reason, it is imperative any department requesting and or providing resources to another agency, have their representative report to the EOC Operations Section as soon as possible.

An EOC activation extending beyond the first 24-hour window of an emergency should transition to a centralized resource request process where all city, outside agency, and adjunctive organization requests for resources are routed through the EOC. The centralized process provides for the personnel accountability and financial tracking, and to assure a *common operating picture*.

### 4.7 Recovery

Concurrent with the immediate response to an emergency, the response departments, agencies, or organizations involved with short- and long-term recovery operations may need to be activated to provide for ongoing social needs, planning, and rebuilding damaged infrastructure.

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# 5

## Command, Control, and Coordination

### 5.1 Emergency Operations Center

The City of Eugene and the City of Springfield operate EOCs when needed based on the size and complexity of the emergency. The EOCs are used to coordinate response to emergency situations within the Cities. The EOC staffing structure uses an ICS-like structure (Hybrid ICS/ESF model) mirroring some of the Incident Command System (ICS) components used by field response organizations/operations. Generally, the EOC does not have an incident command and control role and EOC staff do not replace the field ICS positions except when the IC is collocated in the EOC.

The EOC Manager oversees the functional operations of the EOC to ensure response and recovery activities are performed in accordance with NIMS and ICS principles. These EOC functional operations include:

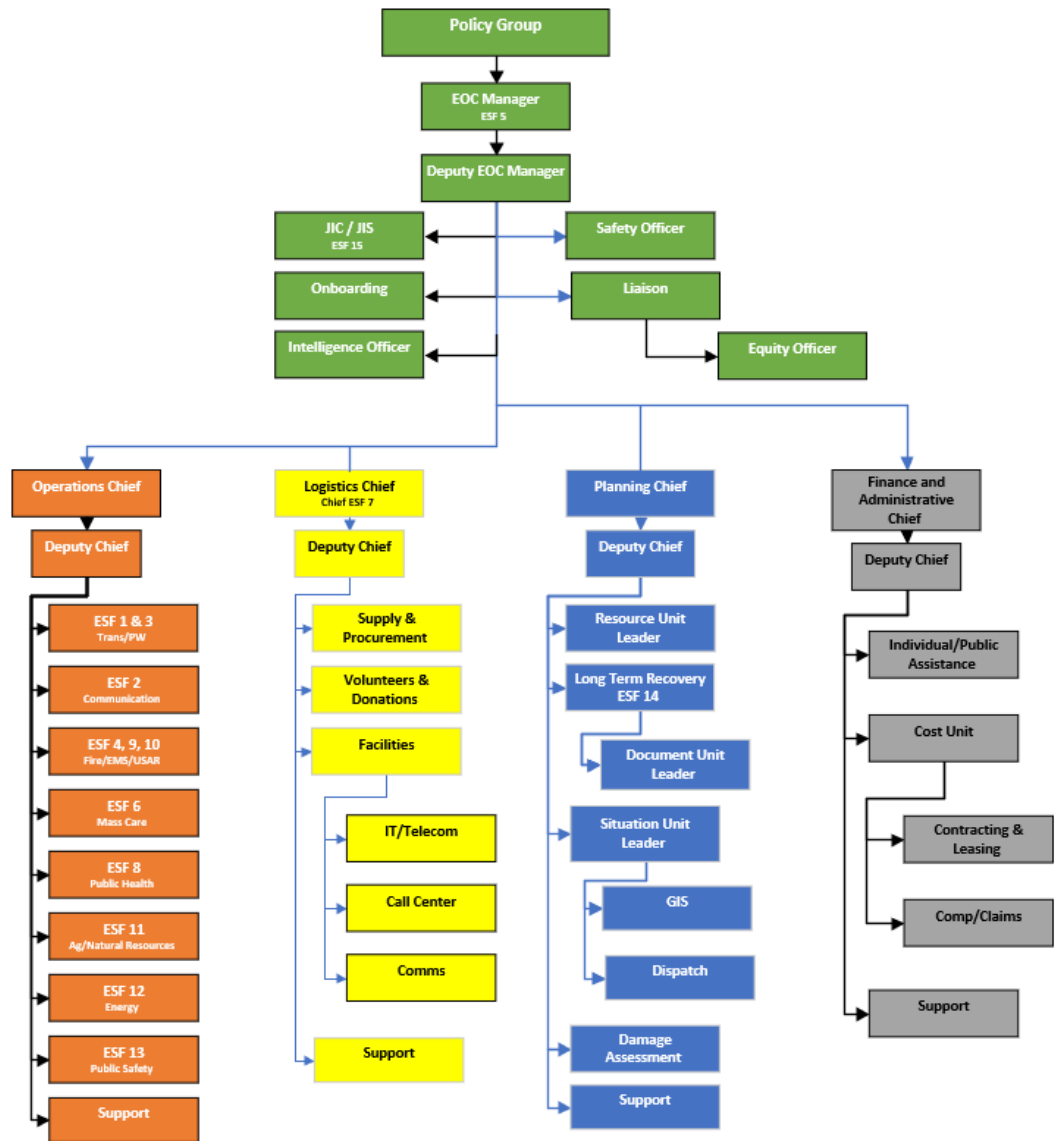
- Maintain city-wide situational awareness.
- Coordinate communications.
- Obtain and coordinate resources.
- Facilitate multi-jurisdictional resource collaboration.
- Provide crisis communications and public information.
- Evaluate hazards and formulate contingency plans.
- Support continuity of operations for essential City functions.
- Facilitate recovery processes.

The City of Eugene operates a “warm” EOC designed to be activated at minimal staffing levels within 90 minutes. The City of Springfield has a “cold” EOC designed to be activated and minimally staffed within four-to-six hours. In the event of emergency, both jurisdictions may agree to work collaboratively; however, each EOC may continue to operate independently. Several locations have been identified as alternative EOC sites throughout the Cities and are listed in the appropriate annex or appendix within the FOUO sections of the EOP.

5. Command, Control, and Coordination

Figure 5-1 EOC Staffing Structure

This organization chart does not depict all functional subsets. The EOC Manager may select additional subsets as need.



5.1.1 Emergency Operations Center Activation Thresholds

EOC operations are dictated by the size and complexity of an emergency and generally fall into four categories of EOC activation. These categories may be modified as the situation dictates. The general categories of operation are:

## 5. Command, Control, and Coordination

### 5.1.1.1 Minor

The EOC is not typically activated and no “State of Emergency” is declared in either City or in Lane County. Incidents within the City are Type 4 or Type 5 incidents. The Emergency Manager or staff generally have no interaction or knowledge of a routine emergency, but if they do, they may choose to casually monitor.

### 5.1.1.2 Assessing, Coordinating, Monitoring, & Supporting

Emergency Management staff may, or may not, have interaction or knowledge of a Type 4 incident, a developing incident which may impact the City, or a planned event. However, if aware the City Emergency Manager may, at their discretion, activate a warm EOC and use emergency management resources to assess, coordinate, monitor, and support:

- The need for resources within and between City departments or other agencies to support responders in locating and acquiring resources on a small scale.
- Planned events likely to escalate into a significant incident such as sports, parades, protests.
- Incidents such as a localized floods, structural fires, or power outages with potential to escalate.

Generally, no “State of Emergency” would be declared.

### 5.1.1.3 Partial

Partial EOC activation is for the coordination of an emergency typically requiring more coordination and resources than a single ICP or DOC can facilitate and/or more than one ICP or DOC is established. A Type 3 incident may trigger a Partial EOC activation, while a Type 2 incident will require either a Partial or Full EOC activation. Partial EOC activations may generate a declaration of a “State of Emergency” which may or may not be followed by a state or federal declaration.

### 5.1.1.4 Full

Full EOC activation for a disaster requires the application of a broad range of resources to first address life safety, then community lifeline and incident stabilization, property preservation, and environmental concerns. Type 2 incidents may require full EOC activation, while Type 1 incidents

## 5. Command, Control, and Coordination

will require full activation. Most DOCs will be operational at some point in the response and/or recovery operations but may have significant challenges due to a severely degraded disaster environment. Full EOC activations will likely generate a declaration of a “State of Emergency” and will likely be followed by state and federal declarations.

### 5.1.2 State of Emergency and Emergency Operations Center Activation

An imminent threat or emergency as defined in City of Eugene Code 2.1055 and meeting the definition of a Type 3 or higher incident under the city’s Emergency management plan may trigger a declaration of “State of Emergency” which in turn will trigger the activation of the City EOC to a partial or full status.

If a declaration is approved, the City Manager may appoint an Incident Commander to command and control the entire city-wide response. In this case the IC will then be imbedded with the EOC Manager at the EOC/ICP. In all cases the EOC Manager or his or her designee will become the primary EOC/ICP Manager. The EOC will in this case support the IC, for example as in the case of an IMT.

The following briefly describes but does not limit the duties of individuals after a declaration:

The City Manager will:

- Coordinate with City Council as required by City Emergency Code 2.1055 (Eugene) or Springfield Municipal Code 2.800 (Springfield).
- Coordinate the writing of the declaration of a “State of Emergency” with the City Attorney, and the EOC Manager.
- Convey the activation status (Full or Partial) of the EOC to city personnel, department executives, council, and the media.
- Convene a Policy Group (Executive Team) and set additional priorities if needed for the EOC.

The EOC Manager will:

- Determine the level of EOC staffing, location, shifts, and the functional areas of the EOC. The EOC may operate on a 24-hour basis or as needed.
- Alert and or otherwise notify the initial cadre of EOC personnel to the EOC. Those individuals will be selected by City Department Managers.

**5. Command, Control, and Coordination**

- Alert the State of Oregon, Lane County, local service districts, and any critical stakeholders to the emergency status of the city. Periodic updates, in the form of an EOC Action Plan (EOC AP), will be issued as the situation requires.
- Alert and maintain contact with known active EOCs operating in the regional area when multi-jurisdictional resource collaboration is active.
- Assume responsibility for coordinating and prioritizing resource management, information management, and planning in support of emergency operations.

City Department Managers will:

- Assign personnel responsible for their ESFs or others to staff the Emergency Support Functions in the EOC as outlined in the Base Plan, Section 1.

Incident Commanders or DOC Managers will:

- Establish and maintain close contact and coordination with the EOC.

Depending on the scope and size of the emergency whoever is the on-scene Incident Commander, Section Chief, Branch Director, or Division /Group *Supervisor*, etc., according to the circumstances, retains tactical control of the emergency.

**5.1.3 Emergency Operations Activation Authority**

Table 5-1, shown below, illustrates the City management staff having the authority to activate the EOC.

<b>Table 5-1 Emergency Operations Center Activation Authority</b>	
<b>City of Eugene</b>	<b>City of Springfield</b>
1. City Manager	1. City Manager
2. Assistant City Managers	2. Assistant City Manager
3. Central Services Director	3. Police Chief
4. Fire and EMS Chief	4. Eugene-Springfield Fire Chief
5. Public Works Director	5. Development and Public Works Operations Division Director
6. Police Chief	6. Emergency Manager
7. Emergency Manager	

**5.1.4 Emergency Operations Center Organization**

## 5. Command, Control, and Coordination

The EOC is organized using an ICS-like structure with a hybrid of the ICS and Emergency Support Function (ESF) planning models, the functional areas outlined below align with any field commands they support through formal and informal communications.

### 5.1.4.1 EOC Management Staff

#### Policy Group

The City Manager, or designee, and Executive Team provide overall direction and control for emergency actions to first address life safety, then community lifeline and incident stabilization, property preservation, and environmental concerns and provide relief to the community overtaken by such occurrences. In addition, the policy group may identify additional priorities for the EOC. (See also expanded list in Section 3.1).

Whenever an emergency occurs requiring full or partial activation of the EOC, the Executive Team will be activated, in whole or part, to assess the situation and oversee City department actions. The City Manager makes recommendations to the Mayor and City Council on actions for consideration.

#### Emergency Operations Center Manager

In general, the EOC Manager is responsible for all functions of the EOC and in some cases the EOC/ICP when they are co-located. Specific initial responsibilities include:

- Coordinating with their City Executive Team/leadership.
- Confirming the financial delegations of authority and limits.
- Determining EOC priorities and objectives.
- Coordinating activities supporting the emergency response.
- Maintaining the ongoing operations and processes of the EOC.
- Establishing a Lead Public Information Officer (PIO).
- Establishing a *Joint Information Center* when needed (JIC).
- Approving the release of public information.
- Approving and supporting the preparation of an EOC Action Plan (EOC AP).
- Ensure the EOC operates within NIMS and ICS principles and guidance.

#### EOC Safety Officer

## 5. Command, Control, and Coordination

In general, the EOC Safety Officer is responsible for advising on all matters relating to operations safety, including the health and safety of emergency responders. The EOC Safety Officer responsibilities include:

- Regularly advising the EOC Manager concerning safety.
- Attending *planning meetings* and developing EOC objectives.
- Providing support to on-scene Safety Officers and Incident Commanders with safety related situational updates, for example, weather, traffic, and other risk factors.
- Ensuring that the EOC, EOC *Staging Areas*, JIC, shelters, and reunification centers, etc. have Safety Officers.
- Investigating and keeping the Finance Section Compensation and Claims Unit informed of any accidents or injuries associated with field operations, the EOC, and EOC Staging Areas.
- Ensuring safety briefings for EOC operational areas (such as the EOC, EOC Staging Area, JIC, shelters, and reunification centers, etc.) occur at the beginning of each *operational period* and when vital safety information becomes available.
- Preparing and implementing an emergency Health and Safety Plan(s).
- Providing safety updates and identifying safety issues or concerns as necessary.
- Exercising emergency authority to prevent or stop unsafe acts.

### EOC Public Information Officer (ESF 15)

A Lead PIO within the EOC will most likely coordinate and manage a larger public information network called the *Joint Information System (JIS)*. The JIS may represent City, County, regional, and State agencies, political officials, and other stakeholders. The Lead PIO responsibilities include:

- Coordinating information sharing among the public information network using a Joint Information System (JIS).
- Managing media expectations and requests by ensuring media questions are relevant and directed toward appropriate and knowledgeable City staff.
- Opening and staffing a Joint Information Center (JIC).
- Preparing leadership, IC, and EOC Manager for media press conferences by updating them on the current situation and unanswered questions identified during previous media sessions or briefings.
- Attending the planning meetings and developing EOC objectives as needed.

## 5. Command, Control, and Coordination

- Developing and coordinating release of information to incident personnel, media, and the public.
- Implementing information approval processes with the EOC Manager.
- Conducting and/or managing media briefings and implementing media monitoring activities.
- Issuing Protective Actions, such as notifications to the public regarding *evacuations* or sheltering in place.
- The Lead PIO may embed a PIO into the EOC Situation Unit to assist with providing situational awareness to the JIC/JIS.

### EOC Liaison Officer

In general, the Liaison Officer is responsible for coordinating with representatives from cooperating and assisting agencies or adjunctive organizations. The Liaison Officer is also designated as the Equity Officer, responsible for evaluating EOC-sponsored actions to ensure fair treatment, equality of opportunity, and fairness in access to information and resources for all City employees and the “whole community” affected by an incident. The Liaison Officer responsibilities include:

- When requested by the EOC Manager, attending planning meetings and developing EOC objectives.
- Acting as the main point of contact in the EOC for agency representatives from cooperating and assisting agencies or adjunctive organizations.
- Coordinating the flow of information between agency representatives and the EOC.
- Collecting and sharing information regarding resources from cooperating and assisting agencies.
- Providing the Operations Section with status updates regarding the resources of assisting and cooperating agencies, including personnel capabilities and limitations, equipment, and facilities.
- Identifying any current or potential equity concerns with current or planned EOC objectives, strategies, and tactics.

#### 5.1.4.2 EOC General Staff

The EOC General Staff operate under the direction and control of the EOC Manager or Deputy Manager.

### EOC Operations Section Chief

## 5. Command, Control, and Coordination

The lead department managing response activities for a specific type of incident typically fills the EOC Operations Section Chief position. The EOC Operations Section is typically organized into ESFs representing City departments involved in operations, such as fire, law enforcement, public health, and public works. Adjunctive organizations may also support the EOC Operations Section. The EOC Operations Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.
- Attending planning meetings and developing EOC objectives.
- Engaging, when needed and or possible, with government entities, special service districts and adjunctive organizations.
- Implementing EOC AP priorities and objectives.
- Locating and requesting resources including technical resources to support the EOC AP and field operations.
- Expanding, contracting, and or moving human resources within the Section to meet the needs of the situation.

### **EOC Logistics Section Chief**

The EOC Logistics Section Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.
- Attending planning meetings and developing EOC objectives.
- Expanding, contracting, and or moving human resources within the Section to meet the needs of the situation.
- EOC and JIC personnel acquisition, mobilization, housing, medical treatment, feeding, and resource supplying based on staffing approved by EOC Manager.
- Supporting the resource acquisition needs through supply and procurement of resources to meet the EOC Operations Section mission needs.

### **EOC Finance/Administration Section Chief**

The EOC Finance/Administration Section Chief responsibilities include:

- Monitoring the EOC resource management process throughout the operational period.
- Conducting *cost accounting* and analyses.

## 5. Command, Control, and Coordination

- Displaying, logging, and tracking *burn rates*.
- Tracking department expenditures from City departments or their DOCs.
- Attending planning meetings and developing EOC objectives.
- Maintaining accounting for personnel time records.
- Supporting the EOC Logistics Section using contracts, mutual aid, letters of intent, *reimbursements* and projected reimbursements, budgets, and donated monies to meet the needs of the logistics section based on current spending limitations and or existing delegations of authority.

### EOC Planning Section Chief

The EOC Planning Section Chief, to the best of their ability, is responsible for forecasting future needs and threats to the response effort while ensuring the implementation of appropriate procedures and processes. The EOC Planning Section Chief responsibilities include:

- Monitoring the EOC resource status and management process throughout the operational period.
- Collecting, evaluating, and distributing information on the disaster or emergency, and providing *status reports* and summaries.
- Preparing and disseminating the EOC AP.
- Conducting planning meetings and status updates for the EOC.
- Developing and monitoring the situational awareness and *common operating picture* of the disaster or emergency.
- Maintaining resource accounting audit trails and status, starting with delivery to EOC staging area, through deployment, and ending with *demobilization*.

### Emergency Support Functions

The ESFs are activated as needed, based upon the type, size, and complexity of the emergency. When possible, each City's EOC will be staffed with representatives of the departments responsible for each ESF. This provides a structure to activate subject matter experts with the capabilities needed to best address the requirements of the emergency.

#### 5.1.5 Initial Action

Upon activation of all or part of this plan, the EOC will initially take specific actions to:

## 5. Command, Control, and Coordination

- Develop an initial *communications* plan.
- Establish an ICS/EOC interface.
- Coordinate with regional, County, and State Emergency Management.
- Implement planning processes.
- Implement resource management processes.
- Implement information management processes.
- Review EOC staffing patterns and adjust if necessary.
- Establish security for the EOC.

### 5.2 Disaster or Emergency Declaration Process

#### 5.2.1 Declaration Authority

The City Managers may declare a State of Emergency for their respective jurisdictions, as defined in Eugene City Code 2.1055 (2) and Springfield City Code 2.808. Declaring a State of Emergency gives the City Manager authority to take specific “disaster” or “emergency” measures. This includes officially requesting and obtaining resources from higher levels of government.

The necessity for a declaration will depend upon the scope and magnitude of the emergency, the impact to the affected City’s essential services, and recognizing that resource capabilities are, or will be, overwhelmed. Each City may independently, and without prejudice, declare a State of Emergency for its jurisdiction to ensure emergency measures are invoked and authorized based on city code.

#### 5.2.2 Declaration Process

The Declaration process is based on the legal framework contained in each City’s ordinances. The process is described in detail in Operational Annex (OA) 3–Disaster/Emergency Declaration Process.

#### 5.2.3 Submission to the County

Declaring a State of Emergency is the first step for either City to formally request resources, aid, and support from the County. When an emergency occurs, and the city has responded to the best of its ability and is, or will become, overwhelmed by the emergency, the city may request assistance from Lane County. The initial effective period for the local emergency declaration is specified (e.g., for 72 hours). The emergency period can be extended if emergency conditions still exist after the effective period expires.

## 5. Command, Control, and Coordination

The declaration of a local emergency must include a description of the situation and existing conditions warranting the declaration and must include:

- The type of emergency.
- The location(s) affected.
- Deaths, injuries, and population still at risk.
- The current emergency conditions or threat.
- An initial estimate of the damage and impacts.
- Specific information about the assistance being requested.
- Actions taken and resources committed by City government.

### 5.2.4 State and Federal Declaration

State assistance may be provided after city and county resources are exhausted, nearing depletion, or projected to be inadequate. If the County is unable to provide the assistance requested by the city(s), the County may declare a local State of Emergency and request the Governor declare a State of Emergency. Requests for a Governor’s “Declaration of Emergency” are made by the Executive Officer of Lane County. The County may add its support to the city’s request, request additional geographic areas or jurisdictions be included, or pass the request through to the State without comment.

In the event the capabilities of the State are insufficient to meet the requirements, as determined by the Governor, Federal assistance may be requested by the Governor. FEMA coordinates the Governor’s Presidential request for assistance in accordance with the NRF.

## 5.3 Resource Coordination

As emergencies expand, response organization(s)/department(s) will determine the need for additional assistance and resources and request them as needed. The escalation of an emergency may impact the City’s ability to provide services, which may require a change in the operational level of the City’s response system.

### 5.3.1 Resource Requests, Allocations, Distributions

Resource requests and Emergency Declarations must be submitted by the affected City’s EMO to the County EMO according to provisions outlined under Oregon Revised Statutes (ORS) Chapter 401. Each City is responsible for the direction and control of City resources during an emergency and for requesting any additional resources required for emergency operations. Any jurisdiction requesting resources is responsible for the tracking, resource

## 5. Command, Control, and Coordination

typing, and recovery of the requested resource. There is no obligation for a jurisdiction to fulfill a resource request.

### 5.3.2 Special Considerations for Eugene Springfield Fire (Fire)

Generally, each jurisdiction (Eugene or Springfield) will independently request County assistance on behalf of their cities. In the case of Fire, the incident command or DOC would coordinate resource requests to the Eugene or Springfield EOC based on the geographical location of the incident, assuming both Cities have an activated EOC.

### 5.3.3 Metropolitan Wastewater Management Commission

Generally, each jurisdiction (Eugene or Springfield) will independently request County assistance on behalf of their cities. In the case of the Metropolitan Wastewater Management Commission (MWMC), the incident command or DOC would coordinate resource requests to the Eugene or Springfield EOC based on the geographical location of the incident, assuming both Cities have an activated EOC.

**5. Command, Control, and Coordination**

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# 6

## Plan Development, Maintenance, and Implementation

### 6.1 Plan Review and Maintenance

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

The EOP will be reviewed, revised, and promulgated at a minimum of every two years from the date of last publication. ESFs and other annexes will be revised on a staggered three-year cycle.

Notwithstanding the regular update schedule, the EOP may be reviewed on an annual basis, gathering updates from other sources such as local, State, and Federal agencies. EOP review will also focus on integration of NIMS guidance.

EOP sections are scheduled for rewrite, completion, or update in the following years.

## 6. Plan Development, Maintenance, and Implementation

<b>SECTION</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>
<b>Base Plan</b>	X		X		X
<b>Emergency Support Function Annexes</b>		X			X
<b>Operational Annexes</b>			X		
<b>Support Annexes</b>	X			X	
<b>Incident Annexes</b>		X			X
<b>Recovery Support Functions</b>	X			X	

Each department is expected to develop and maintain departmental procedures, updates, and trainings for its employees' tactical response and operations before, during, and after a disaster or emergency. In addition, certain work groups have been designated as "Primary" or "Lead" for implementing one or more of the annexes to this EOP. Departments so designated are responsible to maintain such annexes to the EOP as required. Emergency Management staff are responsible for incorporating new Presidential Directives, legislative changes, and procedural changes based on lessons learned from exercises and actual disasters, and or significant incidents.

### 6.2 Training Program

Emergency Management-specific training is managed through individual departments based on guidance from Emergency Managers in both Eugene and Springfield.

Emergency Management training in the City of Eugene is tracked through the City's learning management system and is monitored to ensure requirements are met.

### 6.3 Exercises

The Cities will conduct exercises throughout the year to test and evaluate this EOP. Whenever feasible, the Cities will conduct an Integrated Preparedness Planning Workshop (IPPW). The IPPW process is designed to coordinate training and exercises among city, county, state, and federal governments.

### 6.4 Improvement Planning

To document and track lessons learned from exercises, the Emergency Managers or exercise directors conduct a review, or "hot wash," with exercise participants after each exercise. The Emergency Managers also coordinate the

## 6. Plan Development, Maintenance, and Implementation

development of an After-Action Report (AAR), which describes the objectives of the exercise and documents the results of the evaluation. Similarly, reviews and AARs will be completed after a significant incident or disaster to document activities of the incident and improve readiness. The AAR should describe actions taken, identify shortcomings and strengths, and recommend ways to address shortcomings to improve operational readiness. The Emergency Manager of each City will endeavor to ensure equipment, facilities, planning, and training shortfalls identified following an exercise or emergency is addressed by the EMOs from each City.

### 6.5 Community Outreach

The whole community approach requires EMOs to make efforts to involve the community in emergency planning. As the EOP and annexes are developed and maintained, the Cities will continue to reach out to community groups and agencies.

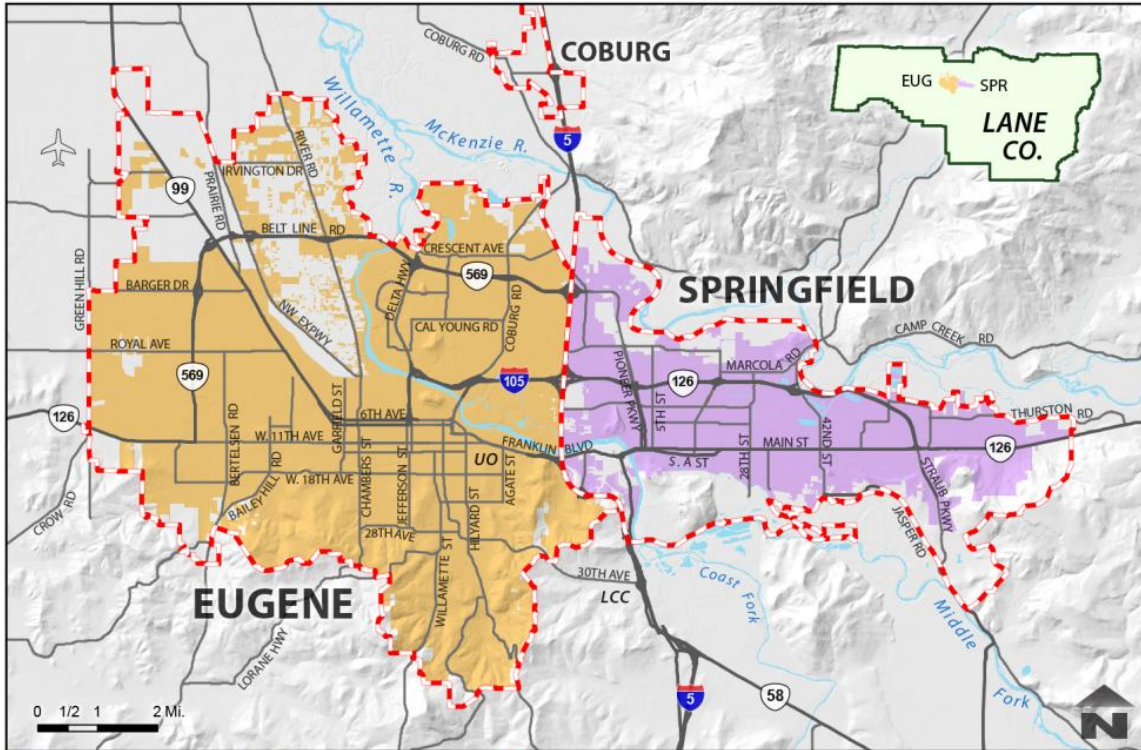
**6. Plan Development, Maintenance, and Implementation**

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**A**

**Maps**

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Eugene City Limits
  Springfield City Limits
  Urban Growth Boundaries
 Springfield DPW/GIS, March 2023

## Regional Context



# B

## Authorities and References

### Authorities

In the context of this EOP, a disaster or significant incident is characterized as an emergency requiring the coordinated response of more than one government level(s) 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 each City to establish an emergency management program and appoint an Emergency Manager who will be responsible for the organization, administration, and operation of the emergency management program.

**Table B-1 Legal Authorities**

#### Federal

- [Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness](#)
- [Homeland Security Presidential Directive 5: Management of Domestic Incidents](#)
- [National Disaster Recovery Framework Third Edition 2024](#)
- [National Incident Management System \(NIMS\) Third Edition, 2017](#)
- [National Preparedness Goal, Second Edition 2015](#)
- [National Response Framework \(NRF\) Fourth Edition 2019](#)
- [Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006](#)
- [Presidential Policy Directive 8: National Preparedness](#)
- [Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.](#)

#### State of Oregon

- [Oregon Revised Statutes \(ORS\) 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency, as amended](#)
- [Oregon Revised Statutes 279B.080 – Emergency Procurements, as amended](#)
- [ORS 401. Emergency Management and Services, as amended](#)
- [ORS 402. Emergency Mutual Assistance Agreements, as amended](#)
- [ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System, as amended](#)
- [ORS 404. Search and Rescue, as amended](#)
- [ORS 431. State and Local Administration and Enforcement of Health Laws, as amended](#)
- [ORS 433. Disease and Condition Control; Mass Gatherings; Indoor Air, as amended](#)
- [ORS 476. State Fire Marshal; Protection From Fire Generally, as amended](#)
- [ORS 477. Fire Protection of Forests and Vegetation, as amended](#)
- [State of Oregon Emergency Operations Plan, Volume III 2024](#)

<b>Table B-1 Legal Authorities</b>	
<b>Lane County</b>	
–	Lane Manual Chapters 3.055.010 and 54 as amended, 2022
–	Ordinances and Emergency Operations Plans of municipalities within Lane County
–	Board of County Commissioners Resolution and Order No. 21-12-14-06 In the Matter of Adopting the 2021 Update to the Lane County’s Emergency Operations Plan, 2025
<b>City of Eugene</b>	
–	Eugene Code 2.1055; Emergency Code, 2025
–	Eugene Code 2.1035; Municipal Judge, City Manager and Department Heads (Lines of Succession), 2025
<b>City of Springfield</b>	
–	<a href="#">Springfield Municipal Code (Springfield, Oregon)</a> provisioned under Municipal Code, Chapter 1, Sections 2.800 to 2.818, Emergency Management, as amended <ul style="list-style-type: none"> <li>– <a href="#">2001 Springfield Charter</a></li> <li>– <a href="#">Springfield Development Code</a>, as amended</li> </ul>

### 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, and the Oregon Resources Coordination Assistance Agreement [*ORCAA*]). 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 State statutes do not provide umbrella protection, except in the case of fire suppression pursuant to ORS 476.510-610 (the Oregon State Emergency Conflagration Act). During an emergency, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

### References

#### Federal

- [Federal Emergency Management Agency, Comprehensive Preparedness Guide 101, Developing and Maintaining Emergency Operations Plans, Third Edition 2021](#)
- [Federal Emergency Management Agency, Comprehensive Preparedness Guide 201, Threat and Hazard Identification and Risk Assessment \(THIRA\) and Stakeholder Preparedness Review \(SPR\) Guide, Third Edition 2018](#)
- [Federal Guidelines for Dam Safety, December 2023](#)

### Appendix B. Authorities and References

- [Homeland Security Presidential Directive 8: National Preparedness](#)
- [National Incident Management System, 2017](#)
- [National Incident Management System Incident Complexity Guide, 2021](#)
- [National Response Framework Fourth Edition 2019](#)
- Public Law 93 234, as amended, [Flood Disaster Protection Act of 1973](#)
- [Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988](#)
- [The Code of Federal Regulations, Title 44, Part 206, 2011](#)

#### State

- [Office of the State Fire Marshall. Oregon Fire Services Mobilization Plan, 2024](#)
- [Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for local and Appointed Officials, 2024](#)
- Oregon Revised Statutes ([ORS](#)) [401.305](#) through [401.335](#), [294.455](#) and ~~[279B.080](#)~~, [ORS 279B.080 – Emergency procurements](#) as amended.

#### Lane County

- [Community Wildfire Protection Plan, 2020](#)
- [Lane County Emergency Operations Plan, 2021](#)
- [Lane County Cooling Center Coordination Plan, 2021](#)
- [Lane County Multi-Jurisdictional Hazard Mitigation Plan, Version 5.0 2018-2023](#)

#### Other

- [City of Eugene Annex to the Lane County Multi-Jurisdictional Natural Hazards Mitigation Plan.](#)
- [City of Springfield Annex to the Lane County Multi-Jurisdictional Natural Hazards Mitigation Plan](#)
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

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# C

## Acronyms and Glossary

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## Appendix C. Acronyms and Glossary

**Acronyms**

AAR	After Action Report
ARC	American Red Cross
AREP	Agency Representative
AP	Action Plan
CAN	Conditions, Actions, and Needs
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosives
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CIKR	Critical Infrastructure and Key Resources
COAD	Communities Organized Against Disaster
COOP	Continuity of Operations
COP	Common Operating Picture
CSZ	Cascadia Subduction Zone
DEQ	Oregon Department of Environmental Quality
DIVS	Division Group Supervisor
DMOB	Demobilization <i>Unit Leader</i>
DOC	Department Operations Center
DOCL	Document Unit Leader
DSHS	Department of Social and Health Services
EAP	Event Action Plan or EOC Action Plan
EAS	National Emergency Alert System
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOC AP	Emergency Operations Center Action Plan
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FA	Functional Annex
FACL	Facilities Unit Leader
FBI	Federal Bureau of Investigation
FDUL	Food Unit Leader

## Appendix C. Acronyms and Glossary

FEMA	Federal Emergency Management Agency
FLOP	Finance, Logistics, Operations, and Planning Sections
FSC	Finance Section Chief
GIS	Geographic Information System
GMD	Geomagnetic Disturbance
HSPD-5	Homeland Security Presidential Directive 5
HazMat	Hazardous Material
I&I	Information and Intelligence
IA	Incident Annex
IAP	<i>Incident Action Plan</i>
IC	Incident Commander
ICP	<i>Incident Command Post</i>
ICS	Incident Command System
IDA	Initial Damage Assessment
IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
ISM	Incident Support Model
JFO	Joint Field Office
JIC/JIS	Joint Information Center/System
LNO	Liaison Officer
LSC	Logistics Section Chief
MACS	Multi-Agency Coordination System
MAC	Multi Agency Coordination Center
MOU	Memorandum of Understanding
NIMS	National Incident Management System
NRF	National Response Framework
NDRF	National Disaster Response Framework
NGO	Non-Government Organization
NHMP	Natural Hazard Mitigation Plan
NPG	National Preparedness Goal
OA	Operational Annex
OEM	Oregon Emergency Management

## Appendix C. Acronyms and Glossary

ORCAA	Oregon Resources Coordination Assistance Agreement
ORS	Oregon Revised Statutes
OSC	Operations Section Chief
PDA	Preliminary Damage Assistance
PIO	Public Information Officer
PROC	Procurement Unit Leader
PSC	Planning Section Chief
RSF	Recovery Support Function
RESL	Resource Unit Leader
SA	Support Annex or Situational Awareness
SAM	Staging Area Manager attached to the EOC
STAM	Staging Area Manager
SITREP	<i>Situation Report</i>
SOFR	Safety Officer
SOP	Standard Operating Procedure
SUPL	Supply Unit Leader
UC	Unified Command
USAR	Urban Search and Rescue
SAR	Search and Rescue (wildland)
SAR	Suspicious Activity Report
WMD	Weapons of Mass Destruction

## Appendix C. Acronyms and Glossary

## Glossary of Key Terms

*Many but not all definitions of words and terms originate from National Response Framework Resource Center Glossary to align with a NIMS core objective of shared terminology. However, all definitions apply to this specific document and its associated ESFs, OAs, IAs, and SAs to assist in its interpretation and clarify their meaning.*

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

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

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

**Adjunctive Organization:** An organization or individual person associated with lesser status, rank, authority, etc. within the scope of the EOC's operational processes, which include but are not limited to businesses, non-profits, organizations active in disasters, ad hoc groups, and individuals.

**Agency:** A division of government, defined by ORS 174.111 or 174.116, with a specific function offering a particular kind of assistance. In the Incident Command System, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private-sector organizations may be included. Additionally, nongovernmental organizations may be included to provide support. See *Cooperating Agency*, and *Political Subdivision*

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

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

**Agency Representative:** A person assigned by a primary, assisting, or cooperating Federal, state, tribal, or local government agency, or nongovernmental or private organization, that has been delegated authority to make decisions affecting that agencies or organization's

## Appendix C. Acronyms and Glossary

participation in incident management activities following appropriate consultation with the leadership of that agency. See also Jurisdictional Agency.

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

**Allocated Resource:** Resource dispatched to an incident.

**American Red Cross:** Also known as the American National Red Cross or Red Cross, the Red Cross is a volunteer-led, humanitarian organization that provides emergency assistance, disaster relief and education inside the United States.

**Animal Services:** Provides for rescue, care, shelter, and essential needs for individuals with household pets and service animals, and to the household pets and animals themselves following a major disaster or emergency (see FEMA Pets Act).

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

**Assessment:** The process of acquiring, collecting, processing, examining, analyzing, evaluating, monitoring, and interpreting the data, information, evidence, objects, measurements, images, sound, etc., whether tangible or intangible, to provide a basis for decision-making.

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

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

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

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

**Automatic Move-Up:** Since time is of the essence, fire crews closest to the fire incident will be sent first. To ensure there is no gap in coverage around the incident as nearby stations are vacated to respond, units from other fire stations nearby may be moved up to cover key

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**Appendix C. Acronyms and Glossary**

stations around the incident. This is done under prearranged plans, making the move-up “automatic.”

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

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

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

**Branch Director:** The Incident Command System title for individuals responsible for supervision of a Branch. A Branch Director can also be a position located in or as part of an EOC operations.

**Burn Rate:** An organizational concept of measuring financial sustainability by attempting to estimate how long the local government can continue to finance operations. The EOC burn rate is typically measured in dollars spent per hour.

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

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

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

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

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

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

## Appendix C. Acronyms and Glossary

**Command:** The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority. See also Incident Command and Incident Command System.

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

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

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

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

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

**Community Lifelines:** Those services that enable the continuous operation of critical government and business functions and are essential to human health and safety or economic security. The 2019 National Response Framework (NRF) identifies eight (8) community lifelines: Safety and Security; Food, Hydration, Shelter; Health and Medical; Energy; Communications; Transportation; Hazardous Materials; and Water Systems.

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

**Complexity:** The complexity of an incident describes the level of difficulty or resistance an incident presents to those working to successfully manage or mitigate it. As incidents may vary in their difficulty or resistance to mitigation or management, FEMA measures complexity level on a scale of 5 to 1, where Type 5 is the least complex incident and the least resistant to management or mitigation

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

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**Appendix C. Acronyms and Glossary**

**Continuity of Government:** A coordinated effort within the Federal Government’s executive branch to ensure that *National Essential Functions* continue to be performed during a catastrophic emergency (as defined in National Security Presidential Directive 51/Homeland Security Presidential Directive 20).

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

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

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

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

**Cost Accounting:** A method of accounting in which all costs incurred in carrying out an activity or accomplishing a purpose are collected, classified, and recorded.

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

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

**Critical Stakeholder:** An individual or group who have, or think they have, a personal interest in the outcome of a policy who are deemed necessary and selected by an organization’s *executive* leader(s) or their proxy, and who in their opinion possess, but not limited to, the authority (formal or informal), experience, knowledge, training, and or skills to lead or assist in leading, recommending, or otherwise influencing the organization to take appropriate and reasonable action(s) or lack of action(s) intended to mitigate the undesirable consequences of an emergency and return to normal. A Critical Stakeholder can also be an individual or group identified by statute to supply direct or indirect operational control. See also Agency, Recovery, and Stakeholder.

**Delegation of Authority:** A statement provided to the Incident Commander, Department Operations Center (DOC) or Emergency Operations Center (EOC) Manager by the Agency Executive delegating authority and assigning responsibility. The delegation of authority can include objectives, priorities, expectations, constraints, financing, and other considerations or guidelines, as needed. Many agencies require written delegation of authority to be given to the

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IC, DOC Manager, or EOC Manager prior to assuming command on larger incidents. (Also known as *Letter of Expectation*.)

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

**Department Operations Center (DOC):** DOC staff coordinate their agency, department, or organization's activities. While they communicate with other organizations and EOCs and may exchange liaisons with other agencies, DOC staff are primarily inward looking, focusing on directing their own assets and operations. Unlike DOCs, the EOCs addressed in NIMS are inherently multidisciplinary activities. DOCs are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

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

**Direct Response:** An activity undertaken to control or eliminate an immediate or potential threat to the public or personal health, safety, welfare occurring because of a disaster, incident, or threat thought to require immediate aid or action, marked by an absence of an intervening agency having jurisdictional authority. See also exigent and threat.

**Disaster:** An occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural, technological, or human-made cause or other public calamity requiring emergency action.

*Note: for the purposes of the EOP an **Emergency** is divided into three categories, from most severe to least severe; they are in order a Disaster, Significant Incident, and Incident. A disaster exceeds a significant incident by overwhelming local response capabilities and mutual aid resulting in long-term impacts on the geographical, structural, and or the ecology of an impacted area. Disasters, for example, can trigger other disasters and or smaller significant incidents. See Significant Incident and Incident.*

**Eugene Code 2.1055 - Disaster.** An occurrence or imminent threat of widespread or severe damage, injury, or loss of life or property resulting from any natural, technological, or human-made cause including fire, flood, earthquake, windstorm, wave action, oil spill or other contamination, radioactive incident, epidemic, air contamination, blight, drought, infestation, explosion, riot, hostile or paramilitary action, or structure failure of a dam, building or infrastructure, or other public calamity requiring emergency action.

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

## Appendix C. Acronyms and Glossary

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

**Emergency:** Any human-made, technological, or natural event or circumstance causing or threatening loss of life, injury to persons or property, human suffering, or financial loss.

*Note: for the purposes of this EOP and **Emergency** is divided into three categories, from most severe to least severe; they are Disaster, Significant Incident, and Incident.*

Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

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

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

**Emergency Management Partner:** A governmental entity, defined by ORS 174.111 or 174.116, with jurisdictional control and responsibility over a geographical area such as defined by a city, county, state, or Federal boundary established for the purpose of enacting laws, ordinances, and taxation/fees on behalf of the citizens and businesses within its boundaries. e.g., a service district, city, county, state, or the Federal government. See also Adjunctive Organization and Jurisdictional Agency.

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

**Emergency Operations Center (EOC):** The physical location at which the coordination of information and resources to support emergency response activities take place within the scope of the NIMS. An EOC may be an ad hoc location, a temporary facility or may be in a more central or permanently established facility, perhaps at a higher level of organization, within a jurisdiction. EOCs may be organized with an ICS or ICS-like structure, by major functional disciplines (e.g., fire, law enforcement, medical services), by jurisdiction (e.g., Federal, state, regional, tribal, city, county), or by some combination thereof.

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

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

**Essential Services:** Services such as telecommunications, electrical power, natural gas, water, wastewater, healthcare, and others the interruption of which would endanger the life, health, or personal safety of either all or part of the population. Essential services may be provided by a municipal entity; a nonprofit entity; or a private, for-profit entity in contributing to efforts to respond to and recover from an emergency or major disaster.

**Executive:** A person or group having administrative or managerial authority in an organization. The chief officer of a government, state, or political division.

**Exercise:** Activity designed to promote emergency preparedness; test or evaluate emergency operations plans, procedures, or facilities; train personnel in emergency response duties; and demonstrate operational capability. There are seven specific types of exercises: Seminar, Workshop, Tabletop, Game, Drill, Functional, and Full-Scale.

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

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

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

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

**Event:** See Planned Event.

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

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

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

**Formal and Informal Communications:** Communication during an incident may be formal or informal. Formal communications must be used for work assignments, resource requests, and progress reports. Informal communication is used to exchange incident or event information only.

**Geomagnetic Disturbance (GMD):** A major disturbance of earth's magnetosphere from a very efficient exchange of energy from solar wind into the space environment surrounding earth. GMDs can disrupt navigation systems such as the Global Navigation Satellite System and create harmful geomagnetic induced currents in the power grid and pipelines.

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

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

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

**Home Rule:** A provision of the State constitution or similar legislation granting a local municipality a certain amount of autonomy to allocate powers between the state and the local government.

**Imminent Threat:** Any occurrence likely to escalate into a disaster or significant incident. See Threat.

**Incident:** Any human-caused, technological, or natural occurrence, requiring a response to protect life, property, or the environment but not requiring resources or other response

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action(s) beyond the *usual and customary* occurrences handled by *pre-positioned* response resources like fire, law enforcement and public works. Incidents can, for example, include assaults, burglaries, localized flooding, medical treatment, structural fires, limited power outages, robberies, wastewater collection issues, and other occurrences. See Significant Incident and Usual and Customary.

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

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

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

**Incident Commander (IC):** The individual responsible for all incident activities, including the development of strategies and *tactics* and the ordering and release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site. IC may be physically collocated with the DOC or EOC. In this event, Branch Directors, Division or Group Supervisors, *Strike Team* Leaders, Strike Force Leaders, Task Team Leaders, and *Single Resource* Bosses would be assigned to on scene incident command and control responsibility.

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

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

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

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

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

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

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

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

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

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

**Joint Field Office (JFO):** The primary Federal incident management field structure. The JFO is a temporary Federal facility that provides a central location for the coordination of Federal, state, tribal, and local governments and private-sector and nongovernmental organizations with primary responsibility for response and recovery. The JFO structure is organized, staffed, and managed in a manner consistent with National Incident Management System principles. Although the JFO uses an Incident Command System structure, the JFO does not manage on-

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scene operations. Instead, the JFO focuses on providing support to on-scene efforts and conducting broader support operations that may extend beyond the incident site.

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

**Joint Information System (JIS):** A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander (IC); advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

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

**Jurisdictional Agency:** Means any federal, state, or local government, and political subdivision(s) thereof, and any entity(ies) exercising executive, legislative, judicial, regulatory, or administrative functions having or pertaining to government. See Agency, Jurisdiction, and Political Subdivision.

**Jurisdictional Authority:** The responsible federal, state, county, city, or political subdivision having jurisdictional agency for a specific geographical area, or a mandated function. See also Agency and Emergency Management Partner. See Jurisdiction and Jurisdictional Agency.

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

**Letter of Expectation:** See Delegation of Authority.

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

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

**Local Government (Federal):** Public entities responsible for the security and welfare of a designated area as established by law. A county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a

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local government; an Indian tribe or authorized tribal entity, or, in Alaska, a Native Village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity. See Section 2 (10), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

**Local Government (State):** Means all cities, counties and local service districts located in this state, and all administrative subdivisions of those cities, counties, and local service districts ORS 174.108.

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

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

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

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

**Mitigation:** The capabilities necessary to reduce loss of life and property by lessening the impact of disasters or incidents.

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

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

**Multiagency Coordination (MAC) Group:** A group of administrators or executives, or their appointed representatives, who are typically authorized to commit agency resources and funds. A MAC Group can provide coordinated decision-making and resource allocation among cooperating agencies, and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined by the Multiagency Coordination System.

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

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

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

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

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

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

**National Response Coordination Center:** A multiagency coordination center located at FEMA Headquarters. Its staff coordinates the overall Federal support for major disasters and emergencies, including catastrophic incidents and emergency management program implementation.

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

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

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

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

**Operational Coordination:** Establish and maintain a unified and coordinated operational structure and process that appropriately integrates *critical stakeholders* and supports the execution of core capabilities.

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

**Oregon Law Enforcement Data Systems (LEDS):** The State of Oregon Law Enforcement Data System, which provides computer databases for State and local law enforcement and the Criminal Justice Information System interface with national computer systems.

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

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

**Personnel Accountability:** The ability to account for the location and welfare of incident personnel. It is accomplished when supervisors ensure that Incident Command System principles and processes are functional and that personnel are working within established incident management guidelines.

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

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

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

**Planning Section:** The Incident Command System Section responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the

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preparation and documentation of the Incident Action Plan. This Section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident.

**Political Subdivision:** Political subdivisions include counties, cities, towns, villages, and special districts such as school districts, water districts, park districts, and airport districts. See Jurisdictional Agency.

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

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

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

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

**Prevention:** The capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. For the purposes of the prevention framework called for in PPD-8, the term “prevention” refers to preventing imminent threats.

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

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

**Protective Actions:** Those steps taken to preserve the health and safety of emergency responders and the public during an incident. This could include denying entry, evacuations, or shelter-in-place orders.

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

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

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

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

**Recovery:** Recovery involves actions, and the implementation of programs, needed to help individuals and communities return to normal.

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

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

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

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

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

**Response:** The capabilities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.

**Retrograde:** To return resources back to their original location.

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

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

**Section Chief:** The Incident Command System title for individuals responsible for management of functional Sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence/Investigations (if established as a separate Section). Section chiefs can be assigned at the ICP, DOC, and or EOC levels of a response.

**Significant Incident:** Any human-caused, technological, natural, other public occurrence and or *imminent threat* of an occurrence negatively impacting life, property, or the environment requiring resources or other response action, not to the extent needed for a disaster, but beyond the *usual and customary* occurrences defined by an incident. Significant incidents may, for example, stand alone as a significant incident or cascade from a disaster. See Disaster, Incident, and Unusual and Customary.

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

**Situation Report:** Confirmed or verified information regarding the specific details relating to a disaster or incident.

**Situational Assessment:** The action of making a judgment about something based on its relative position or combination of circumstances at a certain moment. Usually followed by action or inaction thought at the time to be appropriate to a situation.

**Span of Control:** The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under the National Incident Management System, the optimal span of control for incident management is one supervisor to five subordinates; however, effective incident management frequently necessitates ratios significantly different from this. The 1:5 ratio is a guideline, and incident personnel use their best judgment to determine the actual distribution of subordinates to supervisors for a given incident or EOC activation.)

**Stakeholder:** An individual or group who have, or think they have, a personal interest in the outcome of a policy. This interest motivates them to attempt to influence the development of that policy. See Critical Stakeholder

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

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

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

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

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

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

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

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

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

**Supervisory Control and Data Acquisition (SCADA):** A computer-based system and equipment for gathering and analyzing real-time data, to monitor and control industrial processes, from remote locations when managing critical or time-sensitive changes or occurrences.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

**Usual and Customary:** Denotes a pattern or a repeated set of categorically similar circumstances typically occurring daily, weekly, or monthly even though they may be random and unpredictable in nature.