

CITY OF SPRINGFIELD

EMERGENCY MANAGEMENT PLAN

Basic Plan



June 21, 2007

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CITY OF SPRINGFIELD EMERGENCY MANAGEMENT PLAN

6. BASIC PLAN

6.1 PURPOSE

This Plan sets forth the following actions to be taken by the emergency organizations designated by the City of Springfield and cooperating private institutions to:

- Prevent or reduce disasters;
- Reduce the vulnerability of city residents to any disasters that cannot be prevented;
- Assess capabilities and establish procedures for protecting citizens from the effects of disasters;
- Respond effectively to the actual occurrence of disasters; and
- Provide for recovery in the aftermath of any emergency involving extensive damage or other debilitating influence on the normal pattern of life within the community.

Used as a management tool, this Plan will increase the City's ability to develop a timely and efficient emergency program, thereby mitigating the effects of an emergency or disaster on people and property.

The Emergency Management Plan (**EMP**) emphasizes the extraordinary emergency response functions applicable to all emergencies or disasters, while recognizing the unique aspects of specific types of hazards. In addition, the EMP outlines basic response functions commonly applicable to all hazards in developing a systematic approach to the management of any type or magnitude of emergency or disaster.

The guidelines and procedures included in this plan have been prepared utilizing the best information and planning assumptions available at the time of preparation. There is no guarantee implied by this plan. In an emergency, resources may be overwhelmed and essential services may not be available. Deviation from these guidelines may be necessary given the facts of any particular situation.

6.2 SITUATION AND ASSUMPTIONS

6.2.1 Situation

The City of Springfield is exposed to various hazards, which have the potential to disrupt the community, cause damage, and create casualties. Possible natural hazards include drought, earthquake, fire/conflagration, flood, severe weather, and volcanic activity. There is also the threat of technological hazards, those caused by human omission or error, such as transportation accidents, hazardous materials incidents, or utility failures. A civil disturbance or a terrorism incident could also occur.

6.2.2 Assumptions

The City of Springfield will continue to be exposed to the hazards noted above as well as others which may develop in the future.

County and city governments are primarily responsible for emergency management actions and will commit all available resources to protect lives and minimize damage to property.

Outside assistance will be available in most emergency situations affecting the City. Although this Plan defines procedures for coordinating such assistance, it is essential for the City of Springfield to be prepared to carry out disaster response and short-term actions on an independent basis.

It is possible for a major disaster to occur at any time and at any place in the city. In some cases, dissemination of warning and increased readiness measures may be possible; however, many disasters and events can, and will, occur with little or no warning.

A major disaster event will likely affect the lives of many City of Springfield and other local response agency employees limiting or preventing them from performing emergency response activities.

Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their respective responsibilities in the implementation of this Emergency Management Plan.

The intent of this Plan is to reduce disaster-related losses.

6.3 PHASES OF EMERGENCY

The Basic Plan follows an all-hazard approach and acknowledges that most responsibilities and functions performed during an emergency are not hazard-specific; therefore, this Plan accounts for activities before and after, as well as during, emergency operations. The phases of emergency management are addressed below.

6.3.1 Mitigation

Mitigation activities are those which eliminate or reduce the probability of a disaster occurring, including long-term activities that lessen the undesirable effects of unavoidable hazards.

6.3.2 Preparedness

Preparedness activities, programs, and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or disaster. Planning, training, and exercising are among the activities conducted under this phase.

6.3.3 Response

Response involves activities and programs designed to address both immediate and short-term effects at the onset of an emergency or disaster. Response is geared towards reducing casualties, damage, and facilitating recovery. Activities include direction and control, warning, evacuation, rescue, and other similar operations.

6.3.4 Recovery

Recovery involves both short-term and long-term processes. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or an improved, state of affairs. The appropriate time to institute mitigation measures, particularly those related to a recent emergency, is during the recovery period, including reassessing the EMP and planning process for deficiencies. Restoration to upgrade damaged areas is appropriate if it can be shown extra repairs will mitigate or lessen the chances of damages caused by another such similar disaster.

6.4 LEVELS OF EMERGENCY

To ensure that the City responds appropriately, emergency status and levels are listed below along with the action to be taken during each level. Emergency situations that are within the normal scope and control of the responsible department are not considered here.

Any given level may be bypassed, if necessary, to allow response to proceed directly to a higher level. As an emergency progresses to higher levels, the stated activities of previous levels will continue to be enacted.

6.4.1 Level One: Potential Emergency

6.4.1.1 Definition

At this level, there is a strong potential that the department attempting to control the emergency will exhaust its resources before bringing the emergency under control.

6.4.1.2 Action

All Executive Managers (or their designees), the Public Information Officer, and Police/Communications are notified of a possible emergency and will alert key personnel within their respective departments of the situation.

6.4.2 Level Two: Actual Local Emergency

6.4.2.1 Definition

The responsible department has determined that an emergency has proceeded beyond its capability to control, given its resources. The responsible department requires assistance from other departments to control a problem.

6.4.2.2 Action

Initial staffing for the EOC Executive Group will consist of the City Manager (Assistant City Manager); Fire & Life Safety Chief; Police Chief; and the Public Works Director. Executive Managers not immediately reporting to the EOC and the City Attorney will report to their respective offices and follow the procedures as outlined in the Emergency Management Plan and their respective annexes.

6.4.3 Level Three: Declare State of Emergency

6.4.3.1 Definition

The emergency is of a magnitude requiring County, State, and/or Federal assistance. Local resources, including mutual assistance response, are insufficient to cope with the situation, and the incident requires response from other levels of government to protect lives and minimize property damage for a large portion of the population.

6.4.3.2 Action

The City's Emergency Plan and EOC will be activated and a "state of emergency" will be declared, as outlined in ORS Chapter 401.309.

6.5 STEPS FOR DECLARATION OF EMERGENCY

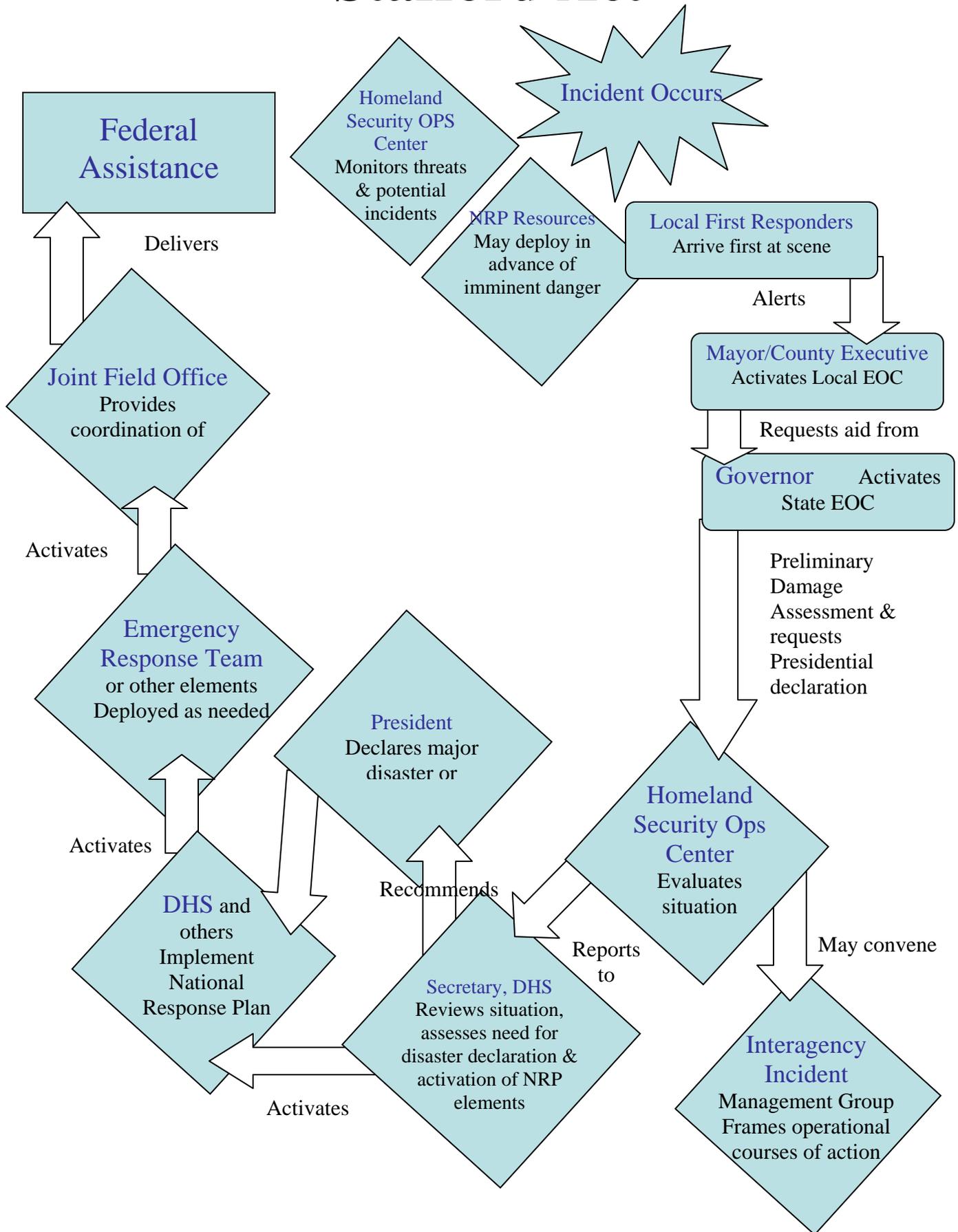
The City Manager will sign an order declaring a State of Emergency¹ for the City of Springfield when the situation progresses to a level three emergency. The City must first expend, or nearly deplete, its own resources, including those available through mutual aid agreements, before requesting assistance from Lane County. All requests will be made by the City Manager or by another official duly authorized by the City Manager or the EMP. After County resources have been expended, a declaration may be requested through the State.

Requests for State or Federal assistance, including National Guard or other military services, will be made to the Oregon Emergency Management Agency (OEM) in Salem *through* the Lane County Emergency Manager. Only the County's governing body may ask the Governor for a declaration of emergency. Only the Governor may request a declaration of emergency from the President of the United States.

Following a presidential declaration of emergency, Federal assistance will be made available.

¹Ordinance No. 5866, Section 2.800 – 2,818 Emergency Code, The Springfield Code (1997) is contained in the Legal Annex Section.

Stafford Act



6.6 CONCEPT OF OPERATIONS

Local government has the primary responsibility for emergency management operations. These operations are designed to protect lives, minimize property damage, and provide for continuation of critical services to customers. This Plan is based upon the concept that the emergency functions for various departments involved in emergency management will generally parallel normal day-to-day functions. To the extent possible, the same personnel and material resources will be employed in both cases; however, employees may be assigned to work in areas and perform duties outside their regular job assignments. Day-to-day functions that do not contribute directly to an emergency may be suspended for the duration of an emergency, and efforts that would typically be required for normal daily functions will be redirected to the accomplishment of emergency tasks by the department concerned.

If it should be determined that the normal functions of the City are not sufficient to meet the emergency or disaster effectively, the City Manager may declare a state of emergency. The effect of the declaration is to activate recovery and rehabilitation aspects of the Plan and authorize the furnishing of aid and assistance.

6.7 DIRECTION AND CONTROL

6.7.1 General

The City Manager is responsible for ensuring that coordinated and effective emergency response systems are developed and maintained. Departments will perform emergency activities closely related to those they perform routinely. Specific positions and departments are responsible for fulfilling their obligations as presented in the Basic Plan and individual annexes. The City Manager will designate an Incident Commander, based on the type of emergency at hand. Each department will be responsible for having its own standard operating procedures (SOPs) to be followed during applicable response and recovery operations.

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

6.7.2 Continuity of City Operations

6.7.2.1 Succession of Authority

To maintain City operations and ensure the orderly continuation of leadership in an emergency situation, the following order of responsibility is established:

Springfield Code section 2.810 provides that in the event the Director of Emergency Services is unavailable or unable to perform his/her duties; those duties shall be performed by:

- Deputy Director of Emergency Services (Fire Chief);
- Deputy Director of Emergency Services (Police Chief); or
- Proper designee of Fire or Police Chief;

6.7.2.2 Preservation of Records

In order to provide normal government operations following a disaster, vital records must be protected, including legal documents and personnel records. The principal causes of damage to records are fire and water; therefore, essential records should be protected accordingly.

6.8 EMERGENCY MANAGEMENT ORGANIZATION

The Emergency Management Organization (**EMO**) consists of all levels of City government. The Mayor, City Council, City Manager, Department Executive Managers, City Attorney, and individual departments all have certain responsibilities in the mitigation, preparedness, response, and recovery phases of emergency management for the City of Springfield.

The Emergency Management Plan (**EMP**) is based on the National Incident Management System (**NIMS**) and the National Response Plan (**NRP**). The EMO is structured to follow the Incident Command System (**ICS**). Responsibilities within the EMO structure are as follows:

6.8.1 Mayor and City Council

- Convene City Council for emergency session(s) [Mayor];
- Assist in communication and coordination efforts with elected officials of other governmental entities [Mayor];
- Coordinate emergency public information with CMO staff and PIO;
- Be available to address the community, and act as a conduit, within their respective wards or evacuation centers, to disseminate information during the course of a disaster event;
- Meet, as needed, to provide policy direction and enact ordinances that reduce the impact to citizens. Examples include flood plain ordinances, land use and development codes, and anti-price-gouging ordinances; and
- Determine funding levels through the budget for emergency mitigation, planning, response, and recovery activities.

6.8.2 Executive Group

The City Manager will determine, based on the nature of an emergency, which Executive Managers will be notified. Department Executive Managers 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 Group. The City Attorney's role is to advise other members of the Executive Group regarding legal matters and provide assistance in presenting emergency ordinances to the City Council for adoption. Members of the Executive Group will determine which legal measures are to be processed by the City Council. The City Manager is responsible for declaring a state of emergency and, if necessary, requesting additional assistance from other jurisdictions or higher levels of government. Responsibilities of the Executive Group are as follows:

- Provide resources to ensure staff receives necessary training for managing emergency events, including maintenance of the Emergency Plan;
- City Manager (or designee) will appoint the Incident Commander, and a second shift Incident Commander, when it becomes apparent the event will extend into a second shift;
- Maintain communication and support with Mayor and City Council; stay informed of event status;
- Determine City services to be curtailed or modified during the course of an emergency, including determining an appropriate time for services to come back online;

- Provide policy guidance to the Incident Commander;
- Review critical press releases prior to release;
- Determine priorities for City resources;
- Recommend emergency ordinances to the Council; and
- Review ordinances for legal and liability issues [City Attorney].

6.8.3 Incident Command System (ICS)

The City of Springfield has selected the Incident Command System (ICS) as the method for managing emergency incidents. The ICS structure utilizes a standard format, defining operational and support functions, by providing a standard description and pre-defining duties and responsibilities for each function, and delineating lines of authority and communication.

The City Manager is responsible for appointing the Incident Commander and will coordinate appointment of the IC with the Executive Manager of the specific department assigned responsibility for the disaster. The City Manager may determine that a unified command is appropriate for responding to certain events.

6.8.4 Department responsibilities:

6.8.4.1 Public Works

- Weather-related events, i.e., ice, snow, wind, flood;
- Volcanic eruption;
- Earthquake; and
- Environmental.

6.8.4.2 Fire & Life Safety

- Conflagration;
- Hazardous materials incident; and
- Transportation/mass casualty incident.

6.8.4.3 Police

- Civil disturbance; and
- Terrorist attack.

6.8.4.4 Incident Commander (IC)

In charge of all operational aspects of an emergency, the IC also acts as a liaison between the Executive Group and operational staff activities. In addition, the IC is responsible for coordinating all efforts and determining necessary resources for any given emergency. The IC will determine which elements of the Incident Command System will be implemented and may choose to delegate some duties.

6.8.4.5 Command Staff

Command staff includes the Public Information Officer; Liaison Officer; and Safety Officer, all of whom report directly to the IC.

6.8.4.6 General Staff

General staff includes the Operations Chief, Planning Chief, Logistics Chief, and Finance Chief, all of whom report directly to the IC.

6.9 EMERGENCY OPERATIONS CENTER (EOC)

6.9.1 Policy Room and Incident Command Room

The EOC consists of two rooms -- a Policy Room and an Incident Command Room. The EMO IC Response and support activities will be coordinated from the City Hall Emergency Operations Center (EOC), a pre-designated facility. The EOC will be activated upon notification of a possible or actual major emergency. During large-scale emergencies, the EOC may become the seat of government for the duration of a crisis, Command Staff, and General Staff will report to, and remain in, the Incident Command Room during the emergency.

The Executive Group consists of the City Manager, pre-assigned Executive Managers, and may include the City Attorney, as well as other Executive Managers, as needed. This group will meet in the Policy Room to determine policy issues, such as legal measures needed, declaring a state of emergency, and requesting additional assistance. The City Manager will appoint the IC.

The primary EOC is the City Hall EOC, located in the Library. If this facility is not functional when the EOC is activated, the backup EOC, the Police Station will be used.

During emergency operations and upon activation, the EOC staff will assemble, as outlined under the **Organization and Assignment of Functional Annex Responsibilities** heading, and exercise direction and control as outlined below:

6.9.2 Authority for Activating

Authority for activating and initiating the command structure of the EOC will be one of the following (as appropriate):

- City Manager;
- Assistant City Manager;
- Fire & Life Safety Chief;
- Police Chief; and
- Public Works Director.

If an Executive Manager activates the EOC, he/she will attempt to notify the City Manager

The Incident Commander will determine the level of staffing required; alert the appropriate personnel, agencies, and organizations; and keep the City Manager advised as to the status throughout the event;

The Incident Commander will serve as the overall EOC controller or may choose to delegate this function;

The EOC will operate on a 24-hour basis with rotating shifts as necessary until an emergency is over (typical rotation is on a 12 hour basis);

The Incident Commander will ensure the Lane County Emergency Manager is immediately notified upon activation. Periodic updates will be made as the situation requires;

6.9.3 EOC Locations: Two Emergency Operations Centers

6.9.3.1 Primary EOC

The City Hall EOC, located at 225 5th Street, will be the EOC for all activations unless it sustains damage or is otherwise inaccessible.

The EOC is maintained ready for use by the Emergency Program Manager. The EOC can be opened and prepared for immediate use by Fire & Life Safety Chief Officers. An Operations and Readiness Manual, outlining activation procedures, is available in the EOC.

6.9.3.2 Backup EOC

Police station, located at 344 A Street. The Backup EOC will be used if the Primary EOC is not functional.

If neither the primary nor the backup EOC is functional, the next alternate location is Fire Station 3, located at 1225 28th Street.

6.9.4 EOC Staff

Levels of staffing will be determined by the IC and the City Manager; generally, the IC and its command staff, general staff positions, and the Executive Group will report to the EOC;

6.9.5 Mobile EOC/Field Incident Command Post

The Field Incident Command Post is normally the point from which the actual field direction to emergency services personnel takes place, and can be utilized in a limited scope as an EOC in the event that all fixed EOCs are out of service. The Field Incident Command Post can, with its communications and administrative capabilities, be operated at a safe designated site as the EOC. It may be staffed by Police or Fire & EMS personnel in the event of a major incident, or by representatives from various departments.

6.9.6 Joint Information Center (JIC)

A Joint Information Center (JIC) will be established to support all EOC activations. The primary JIC location for a City-lead event will be the CMO and City Council Chamber, located at 225 5th Street. Lane County's JIC is located in the Lane County Public Service Building, 125 E 8th Ave, and is also available if needed. The JIC will coordinate all media and public information requests from the EOC, Field PIOs and CPI. News media are not authorized to be in the EOC during an activation.

6.10 EMERGENCY AUTHORITY

In accordance with ORS 401.309 Emergency Management series, as amended, the City Manager may take extraordinary measures in the interest of effective emergency management. Procedures associated with emergency powers are contained in the Legal Annex. These powers include but are not limited to:

- Declaration of a local state of disaster
- Wage, price, and rent controls and other economic stabilization measures
- Curfews, blockades, and limitations on utility usage
- Rules governing ingress to and egress from the affected area
- Other security measures

All physical resources within the City of Springfield, whether publicly or privately owned, may be utilized when deemed necessary by the City Manager. The City of Springfield assumes no financial or civil liability for the use of such resources. Accurate records of such use will be maintained to ensure proper reimbursement for those resources.

As provided for, in the Oregon Revised Statutes and Executive Order of the Governor, the City Manager may exercise the same powers, on an appropriate local scale, granted to the Governor.

6.11 ORGANIZATION AND ASSIGNMENT OF FUNCTIONAL ANNEX RESPONSIBILITIES

The Emergency Management Plan (EMP) consists of several components--the Basic Plan, Functional Annexes, Resource Guide, and a Departmental appendix. The Basic Plan describes the overall general framework and operation of the Emergency Management Plan. Members of the Executive Group will follow the Basic Plan during an emergency; their responsibilities are outlined in this component of the plan. All other individuals assigned to a position in the Emergency Management Organization will find a checklist of the assigned position's responsibilities in one of the functional annexes of the plan.

6.11.1 How the Functional Annexes Work

Each annex is set up to include a list of emergency personnel positions which may be staffed when the EOC is activated. For the purposes of this plan, a personnel position is a title identified within a functional annex and accompanied by a checklist of responsibilities. An ICS position has standard ICS duties, titles, and a checklist of responsibilities.

Based on the Incident Command System (ICS), all of the activities that occur during an emergency situation are grouped into general categories, such as evacuation and law enforcement. In most cases, the department for which these functional activities most resemble normal day-to-day operations will take the lead on developing, carrying out, and updating the annex. For example, the Police Department is normally responsible for traffic control. This responsibility will carry through as traffic control is needed in evacuation and other circumstances. Most of the individuals who staff that annex will probably be from that department; however, in some cases, other departments may have an assisting role in carrying out that annex. When this happens, those individuals from assisting departments who help to staff the positions outlined in the annex will report to the appropriate person designated in the annex chain of command flow chart. This person may or may not be from the department for which the individual works under normal operating conditions.

6.12 ADMINISTRATION AND LOGISTICS

6.12.1 Mutual Aid Agreements

Should local resources prove to be inadequate during an emergency; requests will be made for assistance from other local jurisdictions and agencies in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel, or other available capabilities. All agreements will be entered into by duly authorized officials and will be formalized in writing whenever possible.

6.12.2 State/Federal Assistance

Requests for State or Federal assistance, including National Guard or other military services, will be made to the Oregon Emergency Management Agency (OEM) in Salem *through* the Lane County Emergency Manager. Only the County may ask the Governor for a declaration of emergency. Only the Governor may request a declaration of emergency from the President of the United States. Following a presidential declaration of emergency, Federal assistance will be made available.

6.13 PLAN DEVELOPMENT, MAINTENANCE AND IMPLEMENTATION

- The development and continued update of all functional annexes is the responsibility of each of the lead departments identified on each annex and in the Basic Plan section of this document.
- An annual review and update of the Basic Plan, as well as other remaining components of the Plan, will be the responsibility of the Emergency Management Committee.
- The Plan will be updated, as necessary, based upon deficiencies identified by drills and exercises, changes in local government structure, technological changes, etc. Approved changes will be incorporated into the Plan and forwarded to all departments and individuals identified as having possession of a full version of the plan. Changes to the Basic Plan will be forwarded to holders of a full plan as well as to those who hold Basic Plans only.
- The Plan will be activated at least once a year in the form of a simulated emergency in order to provide practical experience to those having EOC responsibilities.
- Each department will be responsible for providing the appropriate training to those individuals who will be expected to participate in the implementation of the Plan.
- This Plan supersedes and rescinds all previous editions of the City of Springfield Emergency Management Plan and is effective upon signing by the City Manager. *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.*

6.14 EMERGENCY MANAGEMENT PREPAREDNESS

- Ensure Command staff and General staff have attended basic Incident Command System (ICS) training and annual trainings on emergency management; staff trained in ICS should receive a 4-hour refresher course every two years;
- Ensure staff designated for ICS positions receive the Oregon Emergency Management (OEM) course related to the positions they are designated for. The Emergency Management Committee (EMC) will conduct one tabletop exercise and one functional or full-scale exercise annually for EMO staff. The EOC will be tested during at least one of the annual exercises.
- The EMC will keep the City Hall EOC and back-up EOC, at 344 A Street, in a state of readiness. The City Hall EOC will be started up and tested by EMC a minimum of two times per year.
- Ensure the City Resource Guide is kept updated on an ongoing basis and the Basic Plan, Functional Annexes, and other remaining components receive an annual review and are updated as needed.

- Recommend ordinances which provide for emergency powers as well as promulgation of the Emergency Management Plan which will supersede other ordinances and procedures during a disaster situation.

6.15 FUNCTIONAL ANNEX RESPONSIBILITIES

6.15.1 Annex A - Emergency Management Organization Annex

→Lead Department: Fire & Life Safety

This annex outlines the EMO Annex structure and Direction and Control elements of key personnel responding to an emergency situation when partial or full activation of the Response portion of the Emergency Management Plan occurs. Standard Incident Command System (ICS) personnel position checklists, to be utilized by individuals filling the positions described in the functional annexes, are found in this annex as well as individual annex sections. The EMO function involves the use of the EOC to facilitate policymaking, coordination, and control of operations by covering the process of obtaining and analyzing emergency management information, which provides a basis for decision making. Alternate EOCs, mobile EOCs, and field command posts are also outlined.

- Identify NIMS as the management system for emergency response;
- Outline duties and responsibilities for ICS positions.

6.15.2 Annex B - Care & Management of the Deceased Annex

→Lead Department: Fire & Life Safety

This annex describes steps to be taken in the care and handling of individuals who are deceased due to the occurrence of a disaster. Activities are outlined concerning care and management for the deceased, including tagging of bodies, identification of deceased individuals, execution of the evidentiary process, transportation of bodies, notifying of next of kin, and coordination with mortuary facilities.

- Provide resource to identify, track, and preserve deceased;
- Provide for coordination of Police, Fire, EMS, and Medical Examiner in managing care of deceased.

6.15.3 Annex C - Communications Annex

→Lead Department: Police, Fire & Life Safety

The Communications annex deals with establishing, using, maintaining, augmenting, and providing communications support necessary for emergency response and recovery operations.

- Establish and maintain emergency communications systems;
- Coordinate use of all public and private communication systems necessary during emergencies;
- Coordinate and manage all emergency communications operated within the EOC following activation;
- Provide for operational needs of Central Lane 9-1-1 Center and Lane County Fire Defense Board EOC (Base 1).

6.15.4 Annex D - Damage Assessment Annex

→Lead Department: Development Services, Public Works

The purpose of this function is to ensure that personnel and procedures are available to provide preliminary estimates and descriptions on the extent of damage resulting from large-scale disasters. Personnel in this annex are responsible for posting buildings that are unsafe to occupy, condemning structures beyond repair, and evaluating street systems, bridges, wastewater collection systems, and other infrastructure for use and safety.

- Establish a damage assessment team from City employees with inspection/assessment capabilities and responsibilities.
- Develop systems for reporting and compiling information on dollar damage to tax-supported facilities and private property.
- Assist in determining geographic extent of damaged area.
- Compile estimates of damage for requesting disaster assistance.
- Assess damage to streets, bridges, traffic control devices, wastewater treatment system, airport facilities, and other public works infrastructure.

6.15.5 Annex E - Debris Management Annex

→Lead Department: Public Works

This annex describes procedures to be followed in the removal and recovery of debris resulting from natural and technological disasters or other major incidents. A coordinated effort will be necessary for the removal, collection, and disposal of debris generated from a large event. The goal will be to use existing solid-waste best-practice

strategies and methods to reduce, reuse, recycle, recover, and landfill where feasible. Initial debris assessment will determine if a disaster event is of significance to request assistance from outside resources. Debris management will help establish priorities for the allocation of resources, collaborate with damage assessment team needs, physically remove debris, open transportation routes, and, if needed, located temporary storage sites for the collection and recovery of debris.

- Establish and operate debris storage and disposal sites;
- Identify method for estimation of debris quantities;
- Provide for appropriate recovery and recycling efforts.

6.15.6 Annex F - Employee Services Annex

→Lead Department: Human Resources

This annex covers delivery of such services as counseling under disaster conditions. Care and counseling of City employees and their families during an emergency situation is addressed, in addition to counseling services for the public.

- Provide counseling services for disaster victims [American Red Cross]; and
- Provide employee assistance for staff and victims.

6.15.7 Annex G - Evacuation Annex

→Lead Department: Police

The goal of this function is to relocate citizens to safe areas when emergencies or threats necessitate such action. This annex establishes procedures for carrying out complete or partial evacuation of citizens from within the jurisdiction, focusing on movement by defining areas likely to be evacuated, determining destinations, and outlining an approach for controlling the flow of traffic. Procedures for return movement are also included.

- Identify high-hazard areas and number of potential evacuees;
- Coordinate evacuation planning to include:
 - ◆ Movement control;
 - ◆ Health/medical requirements;
 - ◆ Transportation needs;
 - ◆ Emergency public information materials; and
 - ◆ Shelter/reception.

6.15.8 Annex H - Facilities Annex

→Lead Department: Public Works

The Public Works function provides for flexible emergency response including the design, repair, restoration, and operation of City facilities. During a disaster event Public Works may play a key role in establishing site command posts, staging areas, and other temporary facilities. Public Works would also be in a lead role for relocating City staff from damaged buildings to secure sites. Public Works will coordinate operation and maintenance of all generators that may be used in the operation of City facilities.

- Ensure buildings critical to response efforts remain operational;
- Provide post-event inspections of City-owned facilities to determine extent of damage (ATC 20 inspections);
- Establish temporary facilities as needed.

6.15.9 Annex I - Finance

→Lead Department: Finance

The purpose of this annex is to ensure appropriate records, required for local governments to obtain State and Federal government reimbursement in the event of a disaster, are kept, including compilations of damages, injury, and allocations of public and private resources. This annex also provides for the maintenance of financial systems during all phases of an emergency, in addition to tracking incident costs.

- Maintain records of emergency-related expenditures for purchases and personnel.
- Evaluate effect of damage on City economic index, tax base, bond ratings, insurance ratings, etc., for use in long-range recovery planning.

6.15.10 Annex J - Fire and Rescue Annex

→Lead Department: Fire & Life Safety

The Fire and Rescue annex is designed to provide a formal operational plan which, when implemented, will provide the City of Springfield with a firefighting capability able to meet the demands of a disaster situation. In addition to firefighting, responsibilities for rescue, weather emergencies, and radiological defense operations are addressed. The checklist format is designed to serve strictly as a memory guide and is in no way intended to require implementation of every step or to necessarily list all the steps that may be needed to effectively stabilize the disaster.

- Fire prevention and suppression;
- Search and rescue operations;
- Inspection of damaged area for fire hazards; and

- Hazardous spills containment and clean-up.

6.15.11 Annex K - Law Enforcement Annex

→Lead Department: Police

Law enforcement provides resources to maintain civil order and ensure security of citizens, property, and, when necessary, incident scenes at which there is need for protection of evidence pending collection and corresponding investigation. This annex covers responsibilities and procedures for maintaining security and order under crisis conditions and eventual recovery. Procedures for augmenting forces during emergencies are also described.

- Law enforcement;
- Traffic and crowd control;
- Isolation of damaged area(s);
- Damage reconnaissance and reporting;
- Civil disturbances; and
- Security at the Emergency Operations Center (EOC).

6.15.12 Annex L - Legal Annex

→Lead Department: City Manager's Office

The purpose of the Legal annex is to provide a plan for utilizing emergency powers of government that can be activated during disaster situations and to advise staff and officials on specific liabilities associated with disaster response and recovery activities. The following activities may require legal advice:

- Implement wage, price, and rent controls;
- Establish rationing of critical resources;
- Establish curfews;
- Restrict or deny access;
- Specify routes of egress;
- Limit or restrict use of water or other utilities;
- Use any publicly or privately owned resource with or without payment to the owner;
- Review and advise City officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers;
- Prepare and/or recommend local legislation needed to implement emergency powers;
- Advise City officials and department heads on record-keeping requirements and other documentation necessary for exercising emergency powers.

6.15.13 Annex M - Medical Care and Transport Annex

→Lead Department: Fire & Life Safety

The Emergency Medical Care and Transport annex is designed to provide a formal operational plan to organize and effectively manage the use of emergency medical personnel, facilities, and supplies. Efficient use of medical resources will assist in minimizing casualty and disability from injury and illness. The checklist format is designed to serve strictly as a memory guide and is in no way intended to require implementation of every step or to necessarily list all the steps that may be needed to effectively provide emergency medical care and transport to the citizens of Springfield and surrounding community in the event of a disaster.

- Coordinate planning efforts of hospital and other health facilities with City planning requirements;
- Coordinate patient loads of health facilities during emergencies;
- Coordinate triage and first aid activities immediately after disaster strikes, including EMS; and
- Develop emergency health and sanitation standards and procedures.

6.15.14 Annex N - Public Information and Alert and Warning Annex

→Lead Department: City Manager's Office

The goal of this functional activity is to increase public awareness of hazards and to provide information to the public before, during, and after emergencies. This annex also provides for the effective collection and dissemination of information to control rumors. This annex establishes responsibilities and procedures to:

- Conduct ongoing hazard awareness and public education programs;
- Compile and prepare emergency information for the public before an emergency occurs;
- Receive and disseminate warning information to the public and key City officials;
- Disseminate emergency public information as requested;
- Arrange for media representatives to receive regular briefings on the City status during extended emergency situations; and
- Handle unscheduled inquiries from the media and public.

6.15.15 Annex O - Public Works Annex

→Lead Department: Public Works

The Public Works function provides for a flexible emergency response capability involving engineering, construction, repair, and restoration of essential public facilities

and infrastructure. During a disaster event, the Public Works Department may provide support for heavy rescue operations and may play a key role in establishing multipurpose staging areas and onsite command posts. Major responsibilities of the Public Works Department during a disaster event include operation of the major street system; sanitary and storm sewer collection system, pump stations, pressure mains, and Regional Wastewater Treatment Plant; traffic control systems; debris removal; contract repair of infrastructure; parks, maintenance of fleet vehicles; and key City buildings. Public Works will use consultants and contractors to supplement in-house resources.

- Traffic maintenance;
- Barricading of hazardous areas and unsafe infrastructures until repairs can be made;
- Priority restoration/protection of streets and bridges, as well as waste treatment and collection systems;
- Augmentation of sanitation services;
- Provide fuel and repair for City fleet;
- Provide environmental assessment (coordinate with DEQ); and
- Operate and maintain emergency generators.

6.15.16 Annex P - Shelter and Mass Care Annex

→Lead Department: Library, American Red Cross

In this Annex, the City's Library administration is responsible for being the intermediary between the City of Springfield and the Oregon Pacific Chapter of the American Red Cross in the event of an emergency requiring shelter and mass care.

Due to the nature of their mission, the Red Cross will assume the lead in establishing shelters and mass care needs, working with other volunteer groups, Springfield School District 19, and the City's Library.

If transportation is required for public evacuation, the Library representative will relay those requests to the Lane Transit District (LTD) and to Springfield School District 19.

- Maintain the Community Shelter Plan;
- Supervise the Shelter Management program (stocking, marking, equipping, etc.) for natural disaster shelters;
- Coordinate support with City and County departments, relief agencies, and volunteer groups;
- Identify emergency feeding sites;
- Identify clothing sources for disaster victims;
- Secure emergency food source supplies;
- Coordinate operations of shelter facilities, whether operated by the City, local volunteers, or organized disaster relief agencies; and

- Coordinate special care requirement for sheltered groups, i.e., children, the elderly, the disabled, etc.

6.15.17 Annex Q - Terrorism Annex

→Lead Department: Police

The purpose of this annex is to provide a crisis and consequence management plan for responding to and recovering from a terrorist-initiated weapon of mass destruction (WMD) incident. This annex supplements the Emergency Management Plan already in effect and is intended to be used in conjunction with any and all existing functional annexes that may need to be implemented in the course of responding to or recovering from such an incident.

- Identify, acquire, and plan usage of resources needed to prevent or resolve a terrorist threat or act;
- Protect public health and safety;
- Restore essential government services;
- Provide emergency relief to governments, businesses, and individuals affected by consequences of terrorist act.

6.15.18 Annex R - Volunteer Coordination Annex

→Lead Department: Human Resources

The purpose of this annex is to provide framework for efficient utilization of volunteers during a disaster event. Volunteers are a valuable resource during disaster events throughout the response and recovery phases, and provide a great variety of skills, talents, and eagerness to assist in disaster situations. The volunteer function must be organized and efficient to ensure maximum utilization of this resource.

- Provide tracking and coordination of emergent volunteer efforts;
- Recruit volunteers when specific need is identified;
- Manage emergent volunteer staging area;
- Manage sign-up and check-in process for volunteer

6.15.19 Annex S- Pandemic Influenza Annex

→Lead Department: Fire & Life Safety

World-wide pandemics of influenza occur when a novel (new or different) virus emerges, to which the population has little immunity. During the 20th century there were three such pandemics, the most notable of which was the 1918 Spanish influenza responsible

for 20 million deaths throughout the world. Public health experts are currently concerned about the risk of another pandemic arising from the current epidemic of avian influenza that has been affecting domestic and wild birds in Asia and spreading rapidly to other parts of the world. When such strains of avian influenza interact with the common strains of human influenza, a mutation can occur that leads to a virus capable of human-to-human transmission, potentially resulting in a pandemic strain of influenza. Based on Oregon State Public Health estimates, a moderate pandemic could result in 2717 deaths in Oregon. This level of disease activity would disrupt all aspects of society and severely affect the economy.

The purpose of this annex is to manage the impact of an influenza pandemic on City of Springfield employees and service delivery via the health impacts with two main strategies:

- Infection control - Control infection by reducing spread within City owned facilities, and
- Maintenance of services - Maintenance of essential services during the pandemic period.

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