Benton Operational Area
EMERGENCY OPERATIONS PLAN


September 2020

Prepared by:

ecology and environment, inc.
Global Environmental Specialists

This Benton Operational Area **Emergency Operations Plan** was prepared through a joint planning process funded by Benton County Sheriff's Office and the City of Corvallis Fire Department. It is intended to support an integrated approach to achieving a shared vision and mission as follows:

Vision: Create a resilient community through service, compassion, and integrity.

Mission: Create sustainable programs to better prepare the community for any disaster and reduce the suffering as we recover together.

Though intended as a framework for shared action, nothing in this Benton Operational Area Emergency Operations Plan supersedes existing County or City authority over their property, staff, and equipment.

Letter of Transmittal

To all Recipients:

We are pleased to submit this Emergency Operations Plan for the Benton Operational Area. It provides a framework within which the County and Cities will coordinate through an Integrated Emergency Management Organization to perform emergency operations during a disaster or national emergency.

This Emergency Operations Plan is a component of a comprehensive approach to emergency management that supports the County and Cities in preparing for, preventing, protecting against, responding to, recovering from, and mitigating the hazards and threats that pose the greatest risk to the community. Every Emergency Operations Center decision or action will ensure the support of all communities within Benton County.

The plan identifies key roles and responsibilities, defines the primary and support roles of agencies and departments, outlines the steps for coordinating with response partners, and establishes a shared system for incident management. This outlined framework is consistent with the National Incident Management System.

This plan has been approved and adopted by the Benton County Board of Commissioners and Corvallis City Council at the recommendation of County and City Emergency Management Directors.

This plan will be reviewed and updated every two years and supersedes any previous EOP. Any comments or recommendations for future revisions should be addressed with the County Emergency Manager.

Scott Jackson, Sheriff   Ken McCarthy, Chief
Benton County   Corvallis Fire

Signed: _____   Signed: _____

Date: _____   Date: _____

BEFORE THE BOARD OF COMMISSIONERS
FOR THE STATE OF OREGON, FOR THE COUNTY OF BENTON

To all Recipients:

Promulgated herewith is the revised Benton County Emergency Operations Plan.

This plan supersedes any previous versions of the Emergency Operations Plan. It provides a framework in which Benton County can plan and perform its respective emergency functions during a disaster or national emergency.

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

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

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

The Board of County Commissioners hereby concurs with and adopts the 2020 Benton County Emergency Operations Plan attached hereto and incorporated by this reference.

X _____   September 15, 2020
   Patrick Malone   Date
   Benton County Commissioner, Chair

X _____   September 15, 2020
   Xanthippe Augerot   Date
   Benton County Commissioner

X _____   September 15, 2020
   Annabelle Jaramillo   Date
   Benton County Commissioner

Plan Administration

Record of Plan Changes

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

Date	Summary of Change
2020	Development of an Integrated Emergency Operations Plan for Benton County and the City of Corvallis

Plan Distribution List

Copies of this EOP will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically, when available. Recipients will be responsible for updating their Emergency Operations Plans when they receive changes. The County and City Emergency Managers are ultimately responsible for dissemination of all plan updates.

Department/Agency	Title/Name
Benton County	
County Board of Commissioners	Commissioners County Administrator
Benton County Sheriff's Office	Sheriff Emergency Manager Emergency Planner
Public Works	Director
Health Services	Director
City of Corvallis	
City Manager's Office	City Manager
Fire Department	Chief Emergency Manager

Department/Agency	Title/Name
City of Adair	City Administrator
City of Albany	City Manager
City of Philomath	City Manager
City of Monroe	City Manager
State and Federal Partners	
Oregon Military Department, Office of Emergency Management	Operations and Preparedness Section Manager

Emergency Operations Plan Review Assignments

The following table identifies agencies responsible for regular review of specific plan sections and annexes to ensure accuracy. Each agency assigned will identify personnel to conduct a twice annual review of their annex and forward any revision concerns to the County or City Emergency Managers.

Note: The Cities of Adair, Monroe, and Philomath twice annual reviews will be coordinated by the City Managers and comments forwarded for inclusion to the County and City Emergency Managers.

Section/Annex	Primary Agencies	
	Benton County	**City of Corvallis**
Basic Plan	Benton County Emergency Management (Sheriff's Office)	City of Corvallis Fire Emergency Manager
Emergency Support Function Annexes (ESFs)		
ESF Transportation	Benton County Public Works Department	City of Corvallis Public Works Department
ESF Communication	Benton County Information Technology Department, Corvallis Regional Communications Center	City of Corvallis Information Technology Department, Corvallis Regional Communications Center
ESF Public Works	Benton County Public Works Department	City of Corvallis Public Works Department
ESF Firefighting	City of Corvallis Fire Department	Rural Fire Protection District
ESF Information and Planning	Benton County Emergency Management (Sheriff's Office)	City of Corvallis Fire Emergency Manager

Section/Annex	Primary Agencies	
	Benton County	**City of Corvallis**
ESF Mass Care	Benton County Health Services	Benton County Health Services
ESF Logistics Management and Resource Support	Benton County Emergency Management (Sheriff's Office) Benton County Finance Department	City of Corvallis Fire Emergency Manager City of Corvallis Finance Department
ESF Health and Medical	Benton County Health Services	City of Corvallis Fire Department (EMS)
ESF Search and Rescue	Benton County Sheriff's Office	Benton County Sheriff's Office
ESF Hazardous Materials	Corvallis Fire Department Linn Benton Regional Hazardous Material Response Team 5	Corvallis Fire Department
ESF Agriculture and Animal Protection	Benton Health Services, OSU Extension	City of Corvallis Fire Emergency Manager
ESF Energy	Benton County Public Works Department, Benton County Emergency Management (Sheriff's Office)	City of Corvallis Public Works Department, City of Corvallis Fire Emergency Manager
ESF Law Enforcement	Benton County Sheriff's Office	City of Corvallis Police Department
ESF Business and Industry	Benton-Corvallis Economic Development	Benton-Corvallis Economic Development
ESF Public Information	Benton County Public Information Officer	City of Corvallis Public Information Officer
ESF Volunteers and Donations	Benton County Emergency Management (Sheriff's Office)	City of Corvallis Fire Emergency Manager
ESF Cyber and Infrastructure Security	Benton County Information Technology Department	City of Corvallis Information Technology Department
ESF Military Support	Benton-Corvallis Economic Development Department	Benton-Corvallis Economic Development Department

Section/Annex	Primary Agencies	
Operational and Annexes		
Title	**Primary Agency**	**Support Agency**
EOC Activation	Benton and Corvallis Emergency Management	Benton and Corvallis Policy Groups
Disaster Declaration	Benton and Corvallis Emergency Management	Benton and Corvallis Policy Groups

Section/Annex	Primary Agencies	
Damage Assessment	Benton and Corvallis Public Works Departments and Community Development	Benton and Corvallis Emergency Management
Debris Management	Benton and Corvallis Public Works Departments and Community Development	Benton and Corvallis Emergency Management
Evacuation Coordination	Benton County Sheriff's Office, Corvallis Police Department, Corvallis Fire Department	Benton and Corvallis Emergency Management
Long-term Recovery	Benton and Corvallis Emergency Management	Benton-Corvallis Economic Development Department
Continuity of Operations	County and City Departments	Benton and Corvallis Emergency Management
Volunteers and Donations	Benton and Corvallis Finance and Emergency Management	
Mass Care and Sheltering	Benton County Health Services/Emergency Management	Corvallis Emergency Management
Animal Sheltering	Benton and Corvallis Emergency Management	Benton County Sheriff's Office and City Police Departments
Mass Fatality	Benton and Corvallis Emergency Management and Benton County Health Services	Local funeral homes and District Attorney's Office
Adair Annex	City of Adair	Benton County Emergency Management
Monroe Annex	City of Monroe	Benton County Emergency Management
Philomath Annex	City of Philomath	Benton County Emergency Management
Unincorporated Areas Annex	Benton County Emergency Management	

Incident Annexes	Primary Agencies	Support Agencies
Earthquake (CSZ, Crustal)	Benton and Corvallis Emergency Management	All Departments, Federal, State, and NGO agencies
Severe Weather	Benton and Corvallis Public Works	Benton and Corvallis Emergency Management
Landslide	Benton and Corvallis Public Works	Benton County Sheriff's Office, Corvallis Police Department

Incident Annexes	Primary Agencies	Support Agencies
Flood	Benton and Corvallis Public Works	Benton County Sheriff's Office, Corvallis Police Department
Dam Failure	Army Corps of Engineers	Benton and Corvallis Emergency Management
Drought	Benton County Health Services	Benton and Corvallis Emergency Management
Wildfire	Corvallis Fire Department, Rural Fire Protection District	Benton and Corvallis Emergency Management
Hazardous Materials	Corvallis Fire Department, Linn-Benton Regional Hazardous Material Team #5	Benton County Sheriff's Office, Corvallis Police Department
Volcano	Benton County Sheriff's Office, Corvallis Police Department, Corvallis Fire Department	Benton and Corvallis Emergency Management
Acts of Terrorism	Benton County Sheriff's Office, Corvallis Police Department	Benton and Corvallis Emergency Management
Pandemic	Benton County Health Services	Benton and Corvallis Emergency Management
Agricultural Disaster	Benton County Health Services, OSU Extension	Benton and Corvallis Emergency Management
Active Threat Response	Benton County Sheriff's Office, Corvallis Police Department	Benton and Corvallis Emergency Management
Cyber Attack	Benton and Corvallis Information Technology Departments	Benton and Corvallis Emergency Management
Power Outage	Benton and Corvallis Emergency Management	All Departments

Table of Contents

1

Introduction

1.1   General

The primary objective of the Integrated Emergency Management Organization (IEMO) of Benton County (County) and the City of Corvallis (City) is to ensure that the entire community is prepared for a disaster by ensuring coordination of protection, prevention, mitigation, response, and recovery activities that increase our shared capabilities to minimize loss of life and reduce impacts from disasters. For the purposes of this plan, the County and City's shared emergency management structure will be referred to generally as the IEMO.

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

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

1.1.1   Whole Community Planning

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

1.2 Purpose and Scope

The primary purpose of this EOP is to outline the shared all-hazard approach to emergency operations to protect the safety, health, and welfare of residents and visitors throughout all emergency management mission areas. This plan establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, thereby facilitating multi-agency and multi-jurisdiction coordination. Using this framework, all departments and agencies that operate under this plan are expected to develop and keep current lines of succession and standard operating procedures (SOPs) that describe how emergency tasks will be performed in alignment with this EOP. Training and equipment necessary for response operations should be maintained by tasked departments and agencies.

The primary users of this plan are elected officials, department directors and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders who support emergency operations. The general public is also welcomed to review the basic plan to better understand how the IEMO functions to support coordinated emergency operations.

1.3 Plan Activation

Once promulgated by the County Board of Commissioners and City Council, this EOP is in effect and may be implemented in whole or in part to respond to incidents in or affecting the County or City. An emergency declaration is not required in order to implement the EOP or activate the Emergency Operations Center (EOC). The County and City Emergency Managers may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

1.4 Plan Organization

Figure 1-1 describes how the EOP is organized to support the IEMO in delivering a coordinated response.

Figure 1-1   EOP Basic Plan

EOP Basic Plan

The purpose of the Basic Plan is to provide a framework for emergency operations and information regarding the IEMO's emergency management structure. It serves as the primary document outlining roles and responsibilities of County and City departments and partners during an incident.

Emergency Support Function Annexes

The ESFs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the IEMO throughout all phases of an emergency.
- ESF – Transportation
- ESF – Communications
- ESF – Public Works
- ESF – Firefighting
- ESF – Information and Planning
- ESF – Mass Care
- ESF – Logistics Management and Resource Support
- ESF – Health & Medical
- ESF – Search & Rescue
- ESF – Hazardous Material
- ESF – Agriculture and Animal Protection
- ESF – Energy
- ESF – Law Enforcement
- ESF – Business & Industry
- ESF – Public Information
- ESF – Volunteers & Donation Management
- ESF – Cyber & Infrastructure Security
- ESF – Military Support

Operations and Support Annexes

Operations and Support Annexes (OSAs) describe functions that do not fit within the scope of the 18 ESF annexes described above or require additional detail.
- OSA 1 – EOC Operations
- OSA 2 – Disaster Declaration
- OSA 3 – Damage Assessment
- OSA 4 – Debris Management
- OSA 5 – Evacuation
- OSA 6 – Recovery
- OSA 7 – COOP
- OSA 8 – Volunteers and Donations
- OSA 9 – Mass Care/Sheltering
- OSA 10 – Animal Shelter Ops
- OSA 11 – Mass Fatality
- OSA 12 – Adair
- OSA 13 – Monroe
- OSA 14 – Philomath
- OSA 15 – Unincorporated areas

Incident Annexes

While this EOP has been developed as an all-hazards planning document, some hazards may require unique considerations. To that end, the IAs supplement the Basic Plan to identify critical tasks particular to specific natural, technological, and human-caused hazards.
- IA 1 - Earthquake (CSZ/Crust)
- IA 2 – Severe Weather
- IA 3 – Landslide
- IA 4 – Flood
- IA 5 – Dam Failure
- IA 6 – Drought
- IA 7 – Wildfire
- IA 8 – HAZMAT
- IA 9 – Volcano
- IA 10 – Terrorism
- IA 11 – Pandemic
- IA 12 – Agricultural
- IA 13 – Active Threat
- IA 14 – Cyber Attack
- IA 15 – Power Outage

1.5   Relationship to Other Plans

The Integrated EOP is designed to align with emergency operations plans and procedures both horizontally across the IEMO, as well as vertically with plans at the state and federal levels.

See Appendix D for a list of key plans and procedures that inform development and implementation of this EOP.

1.6   Authorities

1.6.1   Authority for the Integrated Emergency Management Organization

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, Oregon Revised Statutes (ORS), Chapter 401, which establishes the authority for the County and the City to establish an IEMO and appoint Emergency Managers who will be responsible for its organization, administration, and operation.

The IEMO will, at a minimum:

■ Coordinate planning activities necessary to prepare and maintain this EOP.

■ Manage and maintain an EOC, from which County and City officials can coordinate emergency and disaster response activities.

■ Establish an incident command structure for management of incidents by all local emergency service agencies.

■ Coordinate with local and state agencies to integrate effective practices in emergency preparedness and response in a manner consistent with the National Incident Management System (NIMS).

Through promulgation of this plan, the Benton County Sheriff's Office and City of Corvallis Fire Department have been identified as the lead agencies in the IEMO. The Emergency Management Directors have the authority and responsibility for the organization, administration, and operations of the IEMO. In accordance with the County Charter, the Board of Commissioners has delegated Emergency Management authority to the Sheriff.   For day-to-day management of the IEMO, this role has been delegated to the County and City Emergency Managers.

See Appendix D for key authorities.

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

1.7   Local Disaster Declaration Process

Under Oregon law and per the Oregon Emergency Operations Plan, local governments may declare a disaster, depending on their statutes, in order to effect incident response actions within their jurisdiction. The Cities and/or County may declare an emergency for any of several reasons, such as authorizing additional budget authority, implementing emergency measures, or accessing state or federal disaster assistance.

1.7.1   General

When a state of emergency has been declared in the Benton Operational Area, local officials are empowered to enforce special measures to meet the emergency. In a declared emergency, local officials may:

- Establish a curfew.

- Prohibit or limit the number of persons who may gather or congregate in public.

- Barricade streets.

- Evacuate persons from affected areas.

- Close public drinking establishments and prohibit the sale of alcohol.

- Commit to mutual aid agreements.

- Suspend standard procurement procedures to obtain necessary services and/or equipment.

- Redirect funds for emergency use.

- Direct agencies in county government to reassign personnel and resources, as needed.

In a declared emergency, the Benton County Sheriff's Office or designee may:

- Close County and local access roads.

- Request other agencies and persons to close roads, waterways, or other property under their jurisdiction or control.

- Prohibit any person from entering or remaining in an area subject to a closure order.

- Coordinate with public works agencies to maintain traffic flow and conduct mitigation measures to minimize the impact to community members using the closed area.

- Authorize the On-Scene Incident Commander of the affected unincorporated area to conduct evacuations or undertake emergency measures.

The County or City Attorneys should review and advise County Officials on possible liabilities arising from disaster operations, including the exercising of any or all of the above powers. Unless explicitly stated in writing, the County authorities may not extend into incorporated cities.

1.7.2   Cities and County Disaster Declaration Process

When an emergency or disaster arises, and it is determined that conditions have progressed beyond the manpower, equipment, or other resource capabilities of the affected city, assistance will be requested from Benton County and other neighboring jurisdictions in accordance with existing mutual aid agreements and then through state government via notification by Benton County Emergency Management, Oregon Emergency Response System (OERS) at 1-800-452-0311 phone; or 1-503-588-1378 fax. The County declaration process will support the activation of appropriate resources.

The appropriate officials within each jurisdiction will issue an Emergency Declaration stating that an emergency exists and will specify a location or description of the affected area and jurisdictions included in the declaration. The IEMO is empowered to assume command of the disaster for Cities and/or County emergency response resources during a state of emergency if explicitly stated in writing by the leading city official or delegated authority. This does NOT alleviate the responsibility, liability, or financial burden of that jurisdiction to ensure the safety of their community, infrastructure, and responsible use of resources. If possible, the Cities and/or County will conduct an Initial Damage Assessment prior to requesting additional assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

1.7.3   Declaration Content

A declaration by appropriate officials will be effective for a minimum of 48 hours and no longer than two weeks, but it may be extended in one-week increments, should an emergency continue to exist.

A declaration shall:

- Describe the nature of the emergency.

- Designate the geographic boundaries of the area where the emergency exists.

- Estimate the number of individuals at risk, injured, or killed.

- Describe the actual or likely damage caused by the emergency.

- State the type of assistance or resources required (NIMS type if known) to respond to the emergency.

- Estimate the length of time during which the designated area will remain in an emergency status.

- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

The declaration of emergency will be written based on the best information available at the time. It may be amended to reflect additional information or changes in the situation. County and Cities legal counsel may be consulted to review the declaration for legality or sufficiency of emergency measures and emergency powers invoked within the document. If state or federal assistance is needed, the declaration must also state that all appropriate and available local resources have been expended, are nearing depletion, or are projected to be inadequate and that mutual aid agreements have been initiated, and it must contain a specific request for the type(s) of assistance required. The OERS must be contacted at 1-800-452-0311 phone; or 1-503-588-1378 fax.

See Appendix A for sample Declaration of Emergency forms.

1.7.4   Mutual Aid and Intergovernmental Agreements

Mutual aid agreements and requests for help from organized volunteer groups will only be activated when an emergency response is beyond the means of County and City resources.

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. Any contract issued must be in compliance with Federal Procurement guidelines.

Under ORS 402 the State has established the voluntary Oregon Resource Coordination Assistance Agreement (ORCAA) of which both Benton County and the City of Corvallis are participatory members. Under ORCAA "member jurisdictions may request assistance from other member jurisdictions to prevent, mitigate, respond to, or recover from an emergency or disaster, or in concert with exercises. Any resource (employees, services, equipment and supplies) of a member jurisdiction may be made available to another member jurisdiction."

See the ORCAA Implementation Guide for additional detail.

1.7.5   State Assistance

If local resources are exhausted and further assistance is needed, then the executives or elected officials of those governments may request a declaration and additional state resources from the Governor. The Governor can declare a state of emergency by an executive order under authority granted in Oregon Revised Statutes.

Under a declaration, the Governor has complete authority over all state agencies including personnel, equipment and facilities for response to the emergency. This authority is executed as strategic direction, enacted via the State Emergency Coordination Center (ECC), with operational control of resources most often resting with local public safety command structures.

Further, there are several specific types of declarations available, depending on the nature of the emergency. These include fires, public health events, energy resource emergencies, and droughts. Each of them is defined by a section of the Oregon Revised Statutes, and procedures are maintained by agencies responsible for those types of events. (Oregon Emergency Operations Plan)

1.7.6   Federal Assistance

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

1.7.7   Other Types of Declarations

There are several specific types of declarations available, depending on the nature of the emergency. These include fires, public health events, energy resource emergencies, and droughts. Each of them is defined by a section of the Oregon Revised Statutes, and procedures are maintained by agencies responsible for those types of events. (Oregon Emergency Operations Plan)

1.7.7.1   Public Health Emergency

During a public health incident, the Governor may declare a state of public health emergency authorized under ORS 433.441. The proclamation must specify the nature of the emergency, the geographic area subject to the proclamation, the conditions that led to the emergency, and its expected duration. During a public health emergency, the Governor may:

- Close, order the evacuation of or the decontamination of any facility the Governor has reasonable cause to believe may endanger the public health.

- Regulate or restrict by any means necessary the use, sale or distribution of food, fuel, medical supplies, medicine or other goods and services.

- Prescribe modes of transportation, routes and destinations required for the evacuation of individuals or the provision of emergency services.

- Control or limit entry into, exit from, movement within and the occupancy of premises in any public area subject to or threatened by a public health emergency, if such actions are reasonable and necessary to respond to the public health emergency.

- Authorize pharmacists licensed under ORS Chapter 689 to administer vaccines to persons who are three years of age or older.

- Take any other action that may be necessary for the management of resources, or to protect the public during a public health emergency.

A proclamation of a state of public health emergency expires when terminated by a declaration of the Governor or no more than 14 days after the date the public health emergency is proclaimed unless the Governor expressly extends the proclamation for an additional 14-day period.

See ESF 8, Health and Medical, for additional detail.

1.7.7.2 Emergency Conflagration Act

Under ORS 476, when a threat to life, safety, and property exists due to the fire and that the threat exceeds the firefighting capabilities of local firefighting personnel and equipment, the Governor may invoke the Emergency Conflagration Act. The Act allows the Governor to "assign and make available for use and duty in any county, city or district, under the direction and command of an officer designated by the Governor for the purpose, any part of the firefighting forces and equipment of any firefighting organization in this state other than an organization that possesses only one self-propelled pumping unit. The Governor may make firefighting forces and equipment available under this section in response to fire, a heightened danger of fire or a significant reduction in available firefighting resources."

When, in the judgment of the local Fire Chiefs or County Fire Defense Board Chief, an emergency is beyond the control of the local fire suppression resources, including primary mutual aid, the Fire Defense Board Chief shall report the conditions of the emergency to the State Fire Marshal Office and/or request mobilization of support for local fire service agencies. After verifying the need for

mobilized support, the State Fire Marshal shall, if appropriate, request authorization from the Governor to invoke the Emergency Conflagration Act.

See ESF 4, Firefighting, for more additional detail.

1.8   Continuity of Government

1.8.1   Lines of Succession

Table 1-1 presents the policy and operational lines of succession during an emergency for the County.

Table 1-1   Lines of Succession

Emergency Coordination	Emergency Policy and Governance
Benton County 1. Emergency Management Director (County Sheriff) 2. Emergency Manager 3. Designee of the Sheriff	**Benton County** 1. Board of Commissioners Chair 2. Board of Commissioners Vice Chair 3. Remaining Commissioners in order of seniority 4. County Sheriff 5. County Administrator
City of Corvallis 1. Emergency Management Director (Fire Chief) 2. Emergency Planning Manager 3. Designee of the Fire Chief	**City of Corvallis** 1. City Manager 2. City Mayor 3. City Council Chair

Each County and City department is responsible developing Continuity of Operations (COOP) plans to support continuation of essential functions during a disruption or emergency. The Emergency Manager will provide guidance and direction to Department Directors to support them in establishing continuity programs that include procedures to:

- Identify lines of succession and delegations of authority.

- Identify Mission Essential functions.

- Establishes alternate work locations or solutions for telework when primary facilities are disrupted.

- Maintain procedures to protect and preserve vital records.

See Operation and Support Annex about COOP for specific details.

1.9 Administration and Logistics

1.9.1 Request, Allocation, and Distribution of Resources

During a disaster that overwhelms local resources, resource requests and emergency/disaster declarations must be submitted by the Emergency Manager or EOC Director to the State ECC according to provisions outlined under ORS Chapter 401.

See ESF Logistics Management and Resource Support, for detailed information regarding available resources and coordination procedures.

The executives of the County's incorporated cities are responsible for the direction and control of their communities' resources during emergencies and for requesting additional resources required for emergency operations. All assistance requests will be made through the County Emergency Manager via the Joint EOC. The EMO processes subsequent assistance requests to the state.

1.9.2 Financial Management

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

■ County and/or City elected officials will meet in emergency session to decide how to respond to the emergency funding needs.

■ Elected officials will declare a state of emergency and direct the Emergency Manager to request assistance through the state.

■ If a quorum of commissioners cannot be reached, and if a prompt decision will protect lives, County and/or City resources and facilities, or private property, the County Administrator or City Manager (or designee) may act on emergency funding requests. The Executive Group will be advised of such actions as soon as practical.

■ To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Department in compliance with the Inter-governmental Agreement.

Expenditure reports should be submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. The Human Resources Department will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records, timecards, and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the Joint EOC, financial management will be handled by the Finance Section, which will be staffed by the Finance Department or other appropriately trained individuals. Each jurisdiction will be responsible for all financial and liability burdens incurred within their jurisdiction until all resources are exhausted unless otherwise agreed upon through mutual aid.

See Joint Emergency Operations Center Team Operations Framework for more information.

1.9.3　Legal Support and Liability Issues

Legal support for the IEMO is provided by County Counsel for Benton County and the City Attorneys for incorporated cities.

Responsibilities related to legal services include:

- Advising County and City Officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:

    - Implement wage, price, and rent controls;

    - Establish rationing of critical resources;

    - Establish curfews;

    - Restrict or deny access;

    - Specify routes of egress;

    - Limit or restrict use of water or other utilities; and

    - Remove debris from publicly or privately owned property.

    - Fuels Plan allocated by Benton County Sheriff

- Reviewing and advising officials in determining how the jurisdiction can pursue critical objectives while minimizing potential exposure.

- Preparing and recommending local legislation to implement emergency powers when required.

- Advising officials and department directors regarding record keeping requirements and other documentation necessary for exercising emergency powers.

- Thoroughly reviewing and maintaining familiarity with current ORS 401 provisions as they apply to County and City government in disaster events.

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

1.9.4   Reporting and Documentation

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

- Incident and damage assessment reports

- Incident Command logs

- Cost recovery forms

- After Action Reports (AARs)

All documentation related to the County and City emergency management program will be maintained in accordance with Oregon's public records and meetings law (ORS 192), subject to applicable exemptions such as for "Public Safety Plans," as appropriate.

1.10 Safety of Employees and Family

All department directors (or designees) are responsible for the safety of employees. Employees should attempt to contact their supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should only be utilized if emergency assistance is needed. Agencies and departments with developed COOP plans will establish alternate facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow the required procedures established by each agency and department.

Benton County Health Services is responsible for providing guidance to County and City personnel, in accordance with department plans and procedures, regarding protective actions during a biological incident and/or contagious outbreak. When the EOC is activated, the Safety Officer, in coordination with

Benton County Health Services, will be responsible for disseminating this guidance to the IEMO. Safety precautions and personal protective equipment decisions will be specific to the type of incident and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration, in coordination with the Oregon Health Authority, may provide assistance and guidance on worker safety and health issues.

Information about emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8, Health and Medical, of the EOP.

2 Situation and Planning Assumptions

2.1 Situation

Benton County and City of Corvallis are exposed to many hazards that have the potential to disrupt the community, cause damage, and create casualties. Natural hazards to which the County may be exposed by natural and man-made disasters.

2.1.1 Community Profile

Located in Oregon's Willamette Valley, Benton County was created from Polk County by an act of the Provisional Government of Oregon in 1847. It is one of seven counties in the United States to be named after Senator Thomas Hart Benton of Missouri, a longtime advocate of the development of the Oregon Territory. Portions of Benton County were taken to form Coos, Curry, Douglas, Jackson, Josephine, Lane, and Lincoln Counties, leaving it in its present form with 679 square miles of land area.

2.1.1.1 Geography

Benton County is bordered on its north side by Polk County and on the south side by Lane County. To the west, Lincoln County separates Benton County from the coast, and to the east is Linn County and the Willamette River. The 187-mile Willamette River connects to the Columbia River north of metropolitan Portland, which is the only fresh-water corridor for ocean-going commerce on the entire West Coast of North America, and the only water-grade route through the Cascade Range between Canada and California. The Willamette and Mary's Rivers, and several small streams are subject to slow-rise flooding.

The Willamette River and its tributaries make up what is called the Willamette Valley, which supports more than two-thirds of the Oregon population. Land elevations rise from 150 feet on the Willamette River and floodplains to greater than 3,000 feet in the Northern Oregon Coast Range. The western half of Benton County is known for its timber production, and the eastern portion comprises rolling hills and valleys that boast the largest concentration of wineries and vineyards in the state. Three major highways traverse the County: Highway 99W extends north and south through the County, and Highways 20 and 34 are oriented generally east and west from the Willamette River to the coast. The Willamette and Pacific Railroad also passes through the County.

2.1.1.2   Demographics

Population estimates show that as of 2019, there were 93,053 people and 39,105 housing units. The racial makeup of the County was 86.5% White, 1.2% African American, 0.9% Native American, 7.0% Asian, 0.3% Pacific Islander, and 4.1% from two or more races. Hispanic or Latino residents of any race made up 7.8% of the population. There were 39,105 households, of which 23.5% had children under the age of 18 and 26.3% had persons 65 years and older. The average household size was 2.40.

In 2017, 46.8% were married couples living together, 6.2% had a female householder with no husband present, 2.9% had a male householder with no wife present, and 44.1% were non-families. Households consisting of single individuals made up 27.9%, and 9.9% had someone living alone who was 65 years of age or older. The average family size was 2.89.

The median age in the County was 32.8 years. Residents under the age of 18 made up 16.7% of the population; 25.9% were between the ages of 15 and 24; 22.8% were 25 to 44; 23% were 45 to 64; and 14.6% were 65 or older. The gender makeup of the city was 50.5% male and 49.5% female.

According to 2013–2017 census estimates, approximately 13.9% of Benton County's population over the age of five speaks a language other than English at home. An inability to speak or read English may present a challenge to the Emergency Services Program. It is advisable for Emergency Program Managers and emergency response agencies to arrange for translation of the instructions and for providing information in different languages.

2.1.1.3   Economy

Oregon State University (OSU), agriculture, and lumber and wood products manufacturing form the basis of Benton County's economy. A substantial portion of the nation's research in forestry, agriculture, engineering, education, and the sciences takes place at OSU. The median household income is $54,682. Households with earnings represent 75.8% and households with supplemental assistance or retirement income represent 51.6%. The population below poverty level is 20.7%. This information is useful in determining the resilience of residential areas following a disaster.

Figure 2-1   **Map of Benton County and Cities**
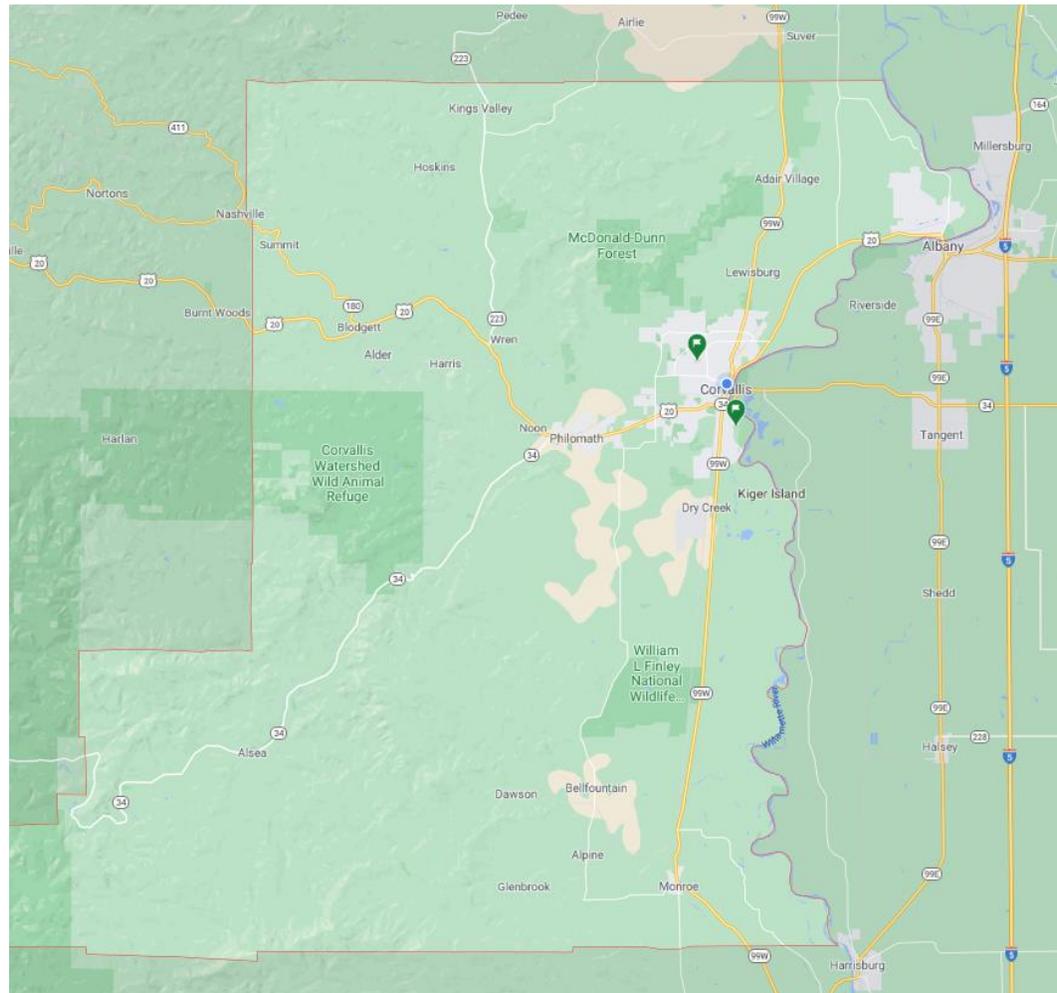
2.1.2   Threat/Hazard Identification

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

- ■ **Natural Hazards**: Result from acts of nature.

- ■ **Technological Hazards:** Result from accidents or failures of systems and structures.

- ■ **Human-Caused/Adversarial Threats**: Result from intentional or unintentional actions of an individual or group.

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

Table 2-1   Identified Threats/Hazards

Natural *Results from acts of nature*	Technological *Results from accidents or failures of systems and structures*	Man-Made *Result from intentional actions of an adversary*
• Flood • Wildfire • Cascadia Earthquake • Crustal Earthquake • Landslide • Volcano • Drought • Windstorm • Winter Storm	• Airplane Crash • Communications System Failure • Dam Failure • Fire (Large Scale Urban Conflagration) • Fuel Line Explosion • Hazardous Materials Release (Fixed Facility) • Hazardous Materials Release (Transportation) • Information Technology Disruption • Liquid Fuel Supply Disruption • Power Failure • Sewer Treatment Failure • Train Derailment • Water Supply Disruption	• Civil Disturbance/ Protest/Demonstration • Public Health Emergency • Riot • Sabotage • School Violence • Sports/Public Event Disturbance • Terrorism (including, but not limited to, Bomb, Intentional Hazardous Materials Release, Active Shooter, Animal/Eco-terrorism)

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

2.1.2.1   Hazards that Originate in Neighboring Jurisdictions

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

- **Tsunami.** Due to its location adjacent to a travel route from the Oregon Coast, the County may be impacted by this proximity and the associated needs of residents fleeing a tsunami. The County may be additionally impacted if a regional earthquake is the cause of the tsunami.

- **Volcano.** Similar to the tsunami hazard, a volcanic eruption may result in residents traveling through the County to escape its effects.

Anticipated volcanic ash settling in the area will impact the entire community.

2.1.3   Hazard Analysis

At this time, the County has not developed a Threat and Hazard Identification and Risk Assessment. Should one be developed in the future, it will identify the relative risk posed to the County by each of the hazards and threats described above, in order to ensure that high priority hazards are addressed in the County's hazard mitigation planning, emergency response, and recovery procedures.

2.1.4   Capability Assessment

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

The County and Cities have defined its core capabilities in accordance with the National Preparedness Goal. A community capability assessment is a low-impact, systematic approach to evaluate the County and Cities emergency plan and capability to respond to hazards.

Figure 2-2   Core Capabilities List

PREVENT	PROTECT	MITIGATE	RESPOND	RECOVER

Planning

Public Information and Warning

Operational Coordination

Intelligence and Information Sharing	Community Resilience	Infrastructure Systems
Interdiction and Disruption	Long-Term Vulnerability Reduction	Critical Transportation	Economic Recovery
Screening, Search and Detection	Risk and Disaster Resilience Assessment	Environmental Response/Health and Safety	Health and Social Services
Forensics and Attribution	Access Control and Identity Verification	Threats and Hazard Identification	Fatality Management Services	Housing
	Cybersecurity		Mass Care Services	Natural and Cultural Resources
	Physical Protective Measures		Mass Search and Rescue Operations	
	Risk Management for Protection Programs and Activities		On-Scene Security and Protection	
	Supply Chain Integrity		Operational Communications	
			Public and Private Services and Resources	
			Public Health and Medical Services	
			Situational Assessment	

2.1.5   Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) support the delivery of critical and essential services that help ensure the security, health, and economic vitality of the County and Cities. CIKR includes the assets, systems, networks, and functions that provide vital services to communities at all levels of government. Key factors in identifying CIKR is if there is a disruption of that resource, it would significantly impact vital services, produce cascading effects, and result in large-scale human suffering, property destruction, and economic loss.

2.2   Assumptions

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the County and City will respond to emergencies to the utmost of our ability, it is possible that some natural or

technological disasters may overwhelm its resources. While recognizing this possibility, this plan is designed to help the County and City jointly fulfill our response function to its maximum capacity. This EOP is based on the following assumptions and limitations:

■ Essential services will be maintained as long as conditions permit.

■ Approximately 21% of residents in the Benton Operational Area commute outside of the area for work. The population during the work day increases by 11,000 leading to a higher transient population if a disaster occurs during traditional work hours.

■ An emergency will require prompt and effective response and recovery operations by emergency services, disaster relief, volunteer organizations, and the private sector.

■ All emergency response staff are trained and experienced in operating under the NIMS/Incident Command System (ICS) protocol.

■ Each responding agency will utilize existing directives and procedures in responding to major emergencies and disasters.

■ Environmental, technological, and civil emergencies may be of a magnitude and severity that require state and federal assistance.

■ Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.

■ Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.

■ All or part of the Benton Operational Area may be affected by environmental and technological emergencies.

■ The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets.

■ A terrorist-related incident or attack may occur without warning. If such an attack occurs, the Benton Operational Area could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.

■ Outside assistance will be available in most major emergency/disaster situations. Although this plan defines procedures for coordinating such assistance, it is essential for the Benton Operational Area to be prepared to carry out disaster response and short-term actions independently.

■ Control over resources will remain at the local level even though the Governor has the legal authority to assume control in a state-declared emergency.

■ Local communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the Benton Operational Area can still operate effectively if public officials, first responders, employees, volunteers, and residents are:

- Familiar with established policies and procedures;

- Assigned pre-designated tasks;

- Provided with assembly instructions; and

- Formally trained in the duties, roles, and responsibilities required of them during emergency operations.

3 Roles and Responsibilities

3.1 General

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

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

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

3.2 Integrated Emergency Management Organization

Roles and responsibilities of individual staff and agencies are described throughout this plan to further clarify the shared emergency management structure.

The County or City's Emergency Management Director may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other staff. Additionally, some authority to act in the event of an emergency may already be delegated by ordinance or by practice. As a result, the organizational structure for the IEMO can vary depending on the location, size, and impact of the incident; however, it will typically be divided into two general groups, organized by function: the Executive Group and Emergency Response Agencies.

3.2.1   Policy Group

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

■ Establishing strong working relationships with local jurisdictional leaders and core private-sector organizations, volunteer agencies, and community partners.

■ Encouraging local leaders to focus on preparedness by participating in planning, training, and exercises.

■ Supporting staff participation in local mitigation efforts within the jurisdiction, including the private sector, as appropriate.

■ Understanding and implementing laws and regulations that support emergency management and response.

■ Ensuring that local emergency plans take into account the needs of:

● The jurisdiction, including persons, property, and structures;

● Vulnerable populations, including unaccompanied children, those with service animals, access and functional needs community, English as a Second Language community, low-income, and those temporarily lacking a residence; and

● Individuals with household pets.

■ Encouraging all community members to take preparedness actions and participate in volunteer organizations and training courses.

3.2.1.1   Elected Officials

The ultimate responsibility for policy, budget, and political direction for the County and City governments is borne by each local government's governing body (e.g., Board of County Commissioners, City Council). During emergencies, this responsibility includes encouraging community involvement and assistance, issuing policy statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting state and federal officials. Additionally, elected officials may provide liaison with their constituents within the community and other jurisdictions if needed.

General responsibilities of the Elected Officials include:

■ Establishing emergency management authority by resolution.

■ Adopting the EOP and other emergency management-related resolutions.

■ Declaring a state of emergency and providing support to the EOC if needed.

■ Acting as liaison to the community during activation of the EOC.

■ Acting on emergency funding needs.

■ Attending all relevant public information briefings and meetings.

3.2.1.2 Executive Management

Executive management is provided at the County level by the County Manager and City level by the City Managers. Executive management is responsible for continuity of government, overall direction of emergency operations, and dissemination of public information, including the following tasks:

■ Ensuring that all departments develop, maintain, and exercise their respective service annexes to this plan.

■ Supporting the overall preparedness program in terms of its budgetary and organizational requirements.

■ Implementing the policies and decisions of the jurisdiction's governing body.

3.2.1.3 Department Directors

Department directors may be called on as members of the Executive Group when an emergency requires coordination of Department staff and resources or when requested by the Executive Management. Department directors and their staff develop, plan, and train on internal policies and procedures for meeting response and recovery needs safely. They also make staff available to participate in interagency training and exercises to develop and maintain the necessary capabilities, as well as clearly reinforce preparedness expectations. All department directors will maintain a current NIMS compliant resource inventory of their department and provide this inventory annually to Emergency Managers. Department directors that are not assigned a specific function in this plan will be prepared to make their resources available for emergency duty at the direction of the Emergency Manager.

3.2.3 Emergency Management Coordination

3.2.3.1 Emergency Management Director

Responsibility for the County and City emergency management programs are delegated to each jurisdiction's respective Emergency Management Director. For

Benton County, this is the County Sheriff, for the City of Corvallis this is the Fire Chief, and for other cities it is the City Manager. The Emergency Management Directors work with the Policy Group to ensure that there are clear objectives with regard to the County and City's emergency plans and activities, including coordinating all aspects of emergency management capabilities. These responsibilities may be delegated to the Emergency Manager.

3.2.3.2   Emergency Manager

Under the direction of the Emergency Management Directors, day-to-day authority and responsibility for overseeing emergency management programs and activities has been delegated to the Emergency Manager. The Emergency Manager coordinates all components of the local emergency management program. The Emergency Managers are responsible for:

- Serving as staff advisors to elected officials and executive management for emergency matters.

- Coordinating the planning and general preparedness activities of their jurisdictions and maintenance of this plan.

- Analyzing the emergency skills required and arranging the training necessary to provide those skills.

- Ensuring the operational capability of the EOC and qualifications of the EOC Team. This requires continual collaboration with all Department Directors to get the right personnel on the team.

- Activating the EOC and assigning personnel as appropriate, using established call-down procedures to contact key stakeholders and essential staff.

- Keeping the Policy Group(s) apprised of the community's preparedness status and anticipated needs.

- Serving as day-to-day liaison between the IEMO and Oregon OEM.

- Maintaining liaison with organized emergency volunteer groups and private agencies.

- Providing information and preparedness guidance to the whole Community within their jurisdiction.

3.2.3.3   EOC Director and Team

When the EOC is activated, coordination of emergency management activities will be managed by the EOC Director and supported by the EOC Team. Based on level of NIMS experience, the EOC Director should be the County and City Emergency Manager. The incident will dictate the focus and scope of EOC

activities. This will require that agencies that have jurisdiction will support EOC activities and the EOC Director by providing a subject matter expert in the Operations Chief role. The EOC Director will be focused on supporting the Incident Commander and the entire community of the Benton Operational Area.

During a full scale EOC activation and declared disaster within the County, all EOC Team members and appropriate department staff will be made available to staff the EOC. The EOC Director will "act in capacity" of a Department Director and coordinate with appropriate Policy Groups for the duration of the emergency.

All staff assigned may be required to report to the EOC and may be required to suspend day-to-day operations during a declared emergency.

When selecting individuals for the EOC Team, the most important component is one's willingness to be there and their dedication to the whole community.

3.2.4   Department Operations

3.2.4.1   Responsibilities of All Departments

Individual departments are an integral part of the EOC Team. While some departments' staff comprises emergency response personnel, the majority of County and City departments focus on supporting emergency response personnel and/or the continuity of services they provide to the public. County and City departments are responsible for maintaining a Continuity of Operations (COOP) plan. It is mandatory that COOP plans be reviewed and updated annually.

All departments are responsible for:

- Assign personnel to the EOC, as charged by this plan. Coordinate with Emergency Managers to provide the appropriate staff to the EOC Team.

- In an EOC activation, Department Directors must ensure the EOC Team are available and assigned as appropriate. If a gap in assignment is identified, Directors will identify additional staff to support the EOC and collaborate with the EOC Director.

- Supporting EOC operations as needed including suspension of all daily operations not required by law.

- Establishing, in writing, an ongoing line of succession and/or delegation of authority (COOP).

- Developing alert, notification, and recall procedures for department personnel.

- Developing guidelines to implement assigned duties specified by this plan.

■ Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section, and submitting expenditure reports in accordance with financial management practices on a daily basis.

■ Creating documentation which will cover all incident-related costs that may be incurred during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.

■ Ensuring that vehicles, and other equipment, are equipped and ready, in accordance with SOPs.

■ Maintaining a current NIMS compliant departmental resource inventory which is shared with Emergency Manager(s).

■ Notifying the Emergency Manager of resource shortfalls during an emergency.

■ Identifying essential functions and developing procedures for maintaining and/or reestablishing services provided to the public and other departments (COOP).

■ Developing and implementing procedures for protecting vital records, materials, and facilities (COOP).

■ Promoting "Two Weeks Ready" individual and family preparedness among employees in accordance with State of Oregon guidelines.

■ Ensuring staff complete required training (including required NIMS and ICS training (IS 100, 200, 700 & 800).

■ Dedicating staff time for participation in training exercises for COOP Plan, Emergency Operations Plan, and EOC Team.

■ Preparing and maintaining NIMS compliant supporting SOPs and annexes and forwarding all current documentation to Emergency Manager on an annual basis.

■ Research and identify all equipment by FEMA Type Resource Guide. Provide Emergency Managers accurate, typed resource data annually.

3.2.4.2   Responsibilities by Emergency Support Function

Departments or agencies assigned as primary are responsible for coordinating through the EOC and with other agencies to ensure continuity.

■ **Primary Agency(s) Definition**

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

■ **Supporting Agency(s) Definition**

- Identified agencies with substantial support roles during major incidents.

■ **Community Partners**

- Identified within this plan as "tasked agencies" based upon one or more of the following criteria: the organization's self-defined mission (e.g., disaster relief non-profit organizations); formalized tasking by governmental agencies (e.g., American Red Cross); or the entity's jurisdictional authority.

See the Emergency Operations Plan Review Assignments table in Plan Administration for a list of primary agencies for each ESF.

Roles and responsibilities for state and federal agencies are identified in the State of Oregon Emergency Operations Plan and National Response Framework, respectively.

3.3   Local and Regional Response Partners

The IEMO is supported by a number of outside organizations including:

■ Business and industry

■ Community Based Organizations (CBOs)

■ Faith Based Organizations (FBOs)

Coordination with these partners before a disaster will provide for a more effective response through sharing of information and resources. The IEMO will, to the extent practical, include local and regional response partners in integrated planning, training, and exercise activities. When the EOC is activated, coordination with external partners will be conducted through the Liaison Officer or through the appropriate ESF. For example, coordination with private electric utility providers will be coordinated through ESF 12 Energy.

As a support to the IEMO, these partners are encouraged to engage in the following activities:

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

- Planning for the protection of information and the continuity of business operations.

- Developing and exercising emergency plans before an incident occurs.

- Where appropriate, establishing mutual aid and assistance agreements to provide specific response capabilities.

- Providing assistance (including volunteers) to support local emergency management and public awareness during response and throughout the recovery process.

3.3.1   Individuals and Households

Although not formally a part of the IEMO, individuals and households play an important role in the overall emergency management strategy. Every person who lives or works in our community shares responsibility for minimizing the impact of disasters. These individual responsibilities include hazard awareness, knowledge of appropriate protective actions, taking proactive steps to mitigate the impact of anticipated hazards, and preparations for personal and family safety, as well as the self-sufficiency of neighborhoods. To the greatest extent possible, the IEMO will assist community members in carrying out these responsibilities by providing preparedness information, as well as emergency public information and critical public services during a disaster.

Community members can contribute by:

- Reducing hazards in their homes.

- Preparing emergency supply kits and household emergency plans that consider all members of the household, including children and pets. Preparation in this area can be achieved through following the "Two Weeks Ready" protocol outlined by Oregon OEM.

- Monitoring emergency communications carefully.

- Volunteering with established preparedness organizations.

- Enrolling in community emergency response training courses.

- Encouraging children to participate in preparedness activities.

3.4 State Response Partners

Under the provisions of ORS 401.035, the Governor has broad responsibilities for the direction and control of all emergency activities in a state-declared emergency. The administrator of Oregon OEM is delegated authority by ORS 401.052 to 401.092 to coordinate all activities and organizations for

emergency management within the state and to coordinate in emergency matters with other states and the federal government.

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

See the State of Oregon Emergency Operations Plan for details on the state's EMO and detailed roles and responsibilities for state departments.

3.5   Federal Response Partners

Federal response partners are typically requested by OEM in the event that state resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the Oregon Emergency Operations Plan and, if necessary, the National Response Framework.

See the National Response Framework for details on the federal government's EMO and detailed roles and responsibilities for federal departments.

Table 3-1   Integrated EOP ESF Roles and Responsibilities

ESF	ESF Description	Benton County	City of Corvallis
ESF	**Transportation** Describes how the County and City will coordinate emergency transportation needs during a time of emergency including assessing damage to and restoring and maintaining transportation networks, specifically roads and bridges.	Benton County Public Works Department	City of Corvallis Public Works Department
ESF	**Communications** Describes how the County and City will provide communications and information technology support during times of emergency.	Benton County Information Technology Corvallis Regional Communications Center	City of Corvallis Information Technology Corvallis Regional Communications Center
ESF	**Public Works** Describes how the County and City will provide the resources (human, technical, equipment, facility, materials, and supplies) to support emergency public works needs during a time of emergency.	Benton County Public Works Department	City of Corvallis Public Works Department
ESF	**Firefighting** Describes how the County and City will support activities to detect and suppress urban, rural, and wildland fires resulting from, or occurring coincidentally with, a significant disaster condition or incident.	Benton Fire Protection District	City of Corvallis Fire Department
ESF	**Information and Planning** Describes how the County and City will compile, analyze, and coordinate overall information planning activities in the EOC.	Benton County Emergency Management (Sheriff's Office)	City of Corvallis Emergency Management (Fire Department)

Table 3-1   Integrated EOP ESF Roles and Responsibilities

ESF	ESF Description	Benton County	City of Corvallis
ESF	**Mass Care** Describes how the County and City will support the mass care, emergency assistance, temporary housing, and human services needs of people impacted by disasters.	Benton County Health Department Community Health Centers of Linn-Benton Counties	Benton County Health Department Community Health Centers of Linn-Benton Counties
ESF	**Resource Support** Describes how the County and City will provide logistical and resource support during a time of emergency, as well as provide financial tracking and records management of overall costs of the local response and recovery.	Benton County Emergency Management (Sheriff's Office) Benton County Finance Department	City of Corvallis Emergency Management (Fire Department) City of Corvallis Finance Department
ESF	**Health and Medical** Describes how the County and City will coordinate plans, procedures, and resources to support health and medical care during a time of emergency and/or a developing potential health and medical situation.	Benton County Health Department Community Health Centers of Linn-Benton Counties	City of Corvallis Fire Department (EMS)
ESF	**Search and Rescue** Describes how the County and City will support deployment of resources in both urban and non-urban search and rescue during a major disaster or incident.	Benton County Sheriff's Office	City of Corvallis Fire Department
ESF	**Hazardous Materials** Describes how the County and City will support response to an actual or potential discharge or release of hazardous materials resulting from a natural, human-caused, or technological disaster and coordinate the appropriate response to other environmental protection issues.	Linn-Benton Regional Hazardous Materials Team #5	Linn-Benton Regional Hazardous Materials Team #5

Table 3-1   Integrated EOP ESF Roles and Responsibilities

ESF	ESF Description	Benton County	City of Corvallis
ESF	**Food and Water** Describes how the County and City will identify food, water, and ice needs in the aftermath of a disaster or emergency; obtain these resources; and transport them to the impact area.	Benton County Emergency Management (Sheriff's Office)	City of Corvallis Emergency Management (Fire Department)
ESF	**Energy** Describes how the County and City will coordinate plans, procedures, and resources to support response to and recovery from shortages and disruptions in the supply and delivery of utilities during a major disaster or incident.	Benton County Public Works Department Benton County Emergency Management (Sheriff's Office)	City of Corvallis Public Works Department City of Corvallis Emergency Management (Fire Department)
ESF	**Military Support** Describes how the County and City will coordinate military support to civil authorities in times of a major or catastrophic disaster and/or civil unrest.	Benton County Emergency Management (Sheriff's Office)	City of Corvallis Emergency Management (Fire Department)
ESF	**Public Information** Describes how the County and City will disseminate information to the public and other partners during times of emergency.	Benton County Board of Commissioners Benton County Public Information Officer	City of Corvallis Public Information Officer
ESF	**Volunteers and Donations** Describes how the County and City will coordinate emergent volunteers and donations to support emergency operations.	Benton County Finance Department Benton County Emergency Management	City Manager's Office City of Corvallis Finance Department

Table 3-1   Integrated EOP ESF Roles and Responsibilities

ESF	ESF Description	Benton County	City of Corvallis
ESF	**Law Enforcement** Describes how the City and County will coordinate plans, procedures, and resources to support law enforcement activities during a major disaster or incident.	Benton County Sheriff's Office	City of Corvallis Police Department
ESF	**Agriculture and Animal Protection** Describes how the County and City will coordinate the response for animal and agricultural issues and protection of the community's natural resources in case of an emergency or disaster.	Benton County Environmental Health Benton County Natural Areas and Parks	Benton County Environmental Health
ESF	**Business and Industry** Describes how the County and City will partner with business and industry to coordinate actions that will provide immediate and short-term assistance for the needs of business, industry, and economic stabilization.	Benton-Corvallis Economic Development Department	Benton-Corvallis Economic Development Department

4 Concept of Operations

4.1 General

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

The County and Cities are responsible for emergency management and protecting life and property of residents within their respective jurisdictions. This EOP will be used when the individual emergency response agencies within the County or Cities are reaching or have exceeded their capabilities to respond to an emergency, and establishment of an EOC is needed to support coordination, communication, and access to additional resources. It may also be used during non-routine incidents or pre-planned events where local resources are limited or have been expended.

4.2 Emergency Management Mission Areas

This EOP adheres to the emergency management principle of all-hazards planning, which is based on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. The focus of this plan is response and recovery actions based on the following five mission areas.

Figure 4-1   Emergency Management Mission Areas
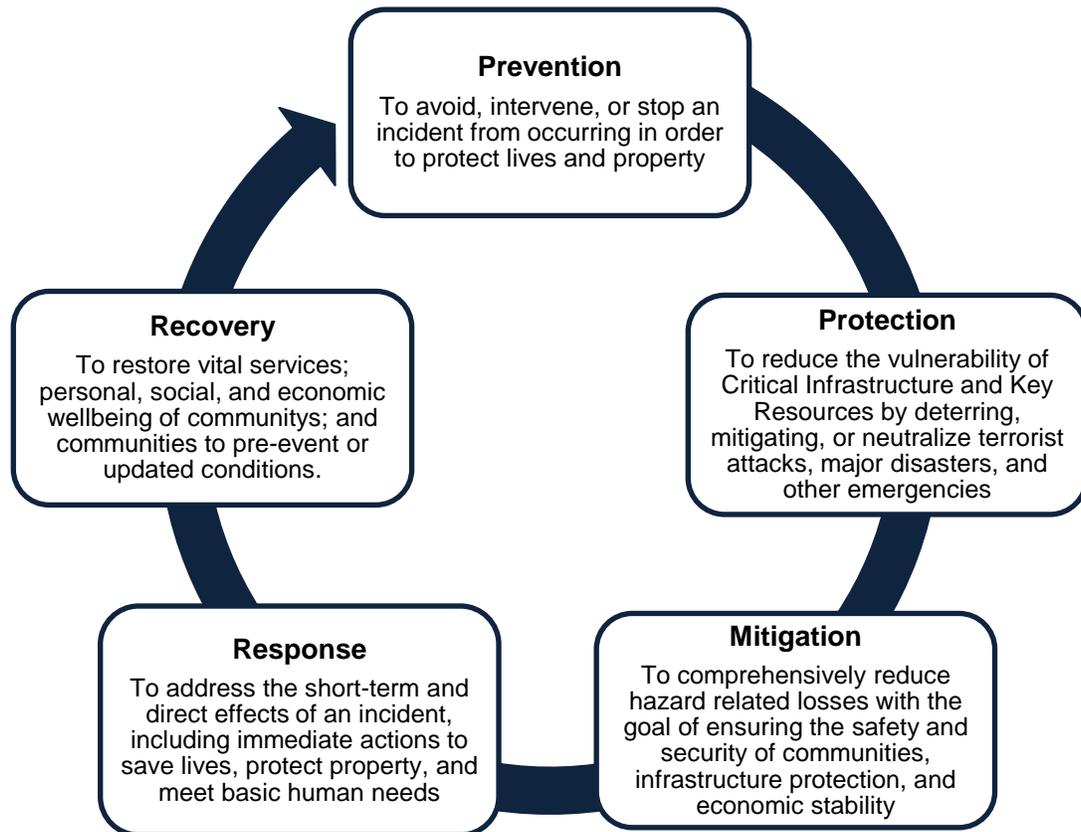
4.3   Response and Recovery Priorities

4.3.1   Response

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

1. **Lifesaving:** Efforts to save lives and operations that minimize risks to public health and safety.

2. **Property:** Efforts to reduce impacts to CIKR and minimize property damage throughout the Benton Operational Area.

3. **Environment:** Efforts to mitigate long-term impacts to the environment.

4.4   Incident Levels

Incident levels assist local, county, and state response agencies in recognizing the degree of intensity and potential impact of a particular situation. Emergency situations will not always fit into these levels, and any incident has the potential to expand to a higher level.

4.5   Incident Management

4.5.1   Activation

When an emergency situation is recognized, designated leadership may request a partial or full EOC activation in accordance with EOC Activation Protocol. An emergency declaration is not required in order to implement the EOP or activate the EOC.

Upon activation of the EOC, all departments and agencies will implement their respective plans and procedures, and provide the Emergency Managers with the following information:

- Operational status

- Readiness and availability of resources

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

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

See Chapter 5, Command and Control, for additional detail on EOC activation and operation.

4.5.2   Alert and Warning

Warnings, emergency information and notifications, or disaster reports received by County and City personnel will be relayed to the Emergency Manager and the Corvallis Regional Communications Center (CRCC). CRCC operates 24 hours a day, seven days a week, and provides emergency call answering (E 9-1-1) and dispatch services for all emergency service providers.

Response personnel will communicate and receive notifications using traditional communications technology throughout the duration of response activities as long as these resources are available. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency. External partners will be notified and coordinated through the EOC, as appropriate.

4.5.2.1   Mass Notification Systems

The County and Cities internal notification will be based on departmental call down lists or standard mass notification systems (e.g., Everbridge, NIXLE, etc.).

All community members will be encouraged to register for all available mass notification systems.

See ESF 2, Communications, for more details.

4.5.3　Communications

The ability of responders from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Plain language is essential to first responder and public safety and will be used by all personnel during emergencies. Operational communications in the EOC are the responsibility of Emergency Managers with support from the Information Technology Departments.

See ESF 2, Communications, for more details.

4.5.4　Situational Awareness and Intelligence Gathering

Situational awareness and intelligence gathering are necessary to maintain a common operating picture among response agencies and provide the basis for emergency alert and warning (when an incident alert is not received by an outside agency).

On a day-to-day basis, and during incidents when the EOC is not fully activated, the County, Cities, and primary and supporting response agencies will:

- Be aware of their surroundings and identify and report potential threats and dangerous situations.

- Share and evaluate information from multiple sources.

- Integrate communications and reporting activities among responding agencies.

- Monitor threats and hazards.

- Share forecasting of incident severity and needs.

If activated, the EOC Planning Section Chief will lead situational awareness and intelligence gathering activities and functions, unless otherwise designated. If a criminal or terrorist incident is suspected, the Jurisdiction Having Authority will notify the Oregon Terrorism Information Threat Assessment Network Fusion Center (OTFC). During a terrorist incident, the OTFC will support situational awareness and intelligence gathering functions. An Information/Intelligence Branch, Section, or Officer may be needed within the EOC.

4.5.5　Resource Management

When the EOC is activated, the EOC Director and Operations Section Chief have authority and primary responsibility for coordinating the resource management effort. They also have authority under emergency conditions to establish priorities for the assignment and use of all resources.

In a situation where resource allocations are in dispute, the resource decisions will be pushed to the Multi Agency Coordination Group (MAC Group) with the

elected bodies of the County and City having the ultimate authority over their respective jurisdictions' resources and personnel. Available resources will be allocated according to the following guidelines:

- Deploy resources according to the following priorities:

    1. Protection of life

    2. Protection of first and emergency responders

    3. Protection of public facilities

    4. Protection of private property

- Distribute resources so that the most benefit is provided to the greatest number of people.

- Coordinate community appeals for assistance through the Public Information Officer (PIO) at the EOC or Joint Information Center (JIC). Use local and social media to provide community members with information about where to make these requests.

- Activate mutual aid agreements as necessary to supplement resources.

- When all local resources are committed or expended, issue a request to the state and federal resources through an emergency declaration.

4.5.5.2   Credentialing of Personnel

Benton County and the City of Corvallis have adopted FEMA's National Qualification System (NQS) as a guideline for typing personnel resources. The NQS provides a process for certifying the qualifications of incident personnel and provides minimum qualifications criteria for personnel serving in defined incident management and support positions.

4.5.5.3   Volunteer and Donations Management

Historical documentation has shown that establishing a plan for management of volunteer and donations is essential.

See ESF Volunteers and Donations, for more details.

4.5.6   Emergency Public Information

The information the lead PIO provides to a community can call people to action, educate and inform, change behavior and create a positive impression of the Integrated EMO, and guide the community through an emergency.

To better facilitate coordinated dissemination of public messaging the IEMO may activate a JIC. Requests to activate the JIC can be made by the lead PIO, on-scene Incident Commander, EOC Director, or Emergency Manager.

See ESF Public Information, and the Benton Operational Area Joint Information Center Plan for more details on emergency public information.

4.5.7   Access and Functional Needs Populations

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

Access and functional needs can include individuals with unique transportation, communication, medical, supervision, or independence requirements. Examples of individuals who have not be able to "comfortably or safely access the standard resources offered in disaster preparedness, relief, and recovery" include, but are not limited to, people with or those who are:

- Sensory impairments (blind, deaf, hard-of-hearing)

- Cognitive disorders

- Mobility limitations

- Limited English comprehension or non-English speaking

- Elderly

- Geographically or culturally isolated

- Medically or chemically dependent

- Individuals or families experiencing homelessness (unhoused populations)

- Individuals or families living under the poverty threshold

- Children and/or unaccompanied minors

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

4.5.8   Animals in Disaster

While the protection of human life is paramount, the need to care for domestic livestock and companion animals plays into decisions made by people affected by

disasters. Preparing for the care of animals during a disaster is the responsibility of owners. The IEMO will coordinate with local animal owners, veterinarians, and animal advocacy groups and charities sponsored by private organizations to address animal-related issues that arise during an emergency. If local resources are insufficient to meet the needs of animals during a disaster, the IEMO will request assistance through OEM.

4.5.9   Recovery

Recovery activities will begin as soon as conditions permit following an incident. Once stability is achieved, the community can concentrate on long-term recovery efforts, which focus on restoring the community to a "new normal" or improved state.

It is the responsibility of all levels of government to assist the public and private sectors with recovery from disaster. A widespread disaster will impact the ability of businesses to function, disrupt employment, interrupt government services, and impact tax revenues within the County. This EOP is not a recovery plan, basic Recovery processes are outlined the Operational Recovery Annex.

Short-term recovery involves the restoration of critical services such as communications, water supply, sewage service, emergency medical capabilities, and electricity, as well as garbage and debris removal. These functions must occur early in the emergency response to support the life, health, and safety of the population and to support other emergency operations. The IEMO's recovery priorities are defined below:

1. **Initial Damage Assessment:** Determine structure impacts,

2. **Debris Removal:** Coordinate debris clearance, collection, and removal.

3. **Infrastructure Restoration:** Facilitate restoration of critical infrastructure and key resources.

During the recovery period, the IEMO will review and implement mitigation measures, collect lessons learned and share them within the emergency response community, and reassess this entire EOP to identify deficiencies and take corrective actions. Resources to restore damaged areas may be available through disaster assistance grant programs.

Figure 4-2   Disaster Recovery Continuum
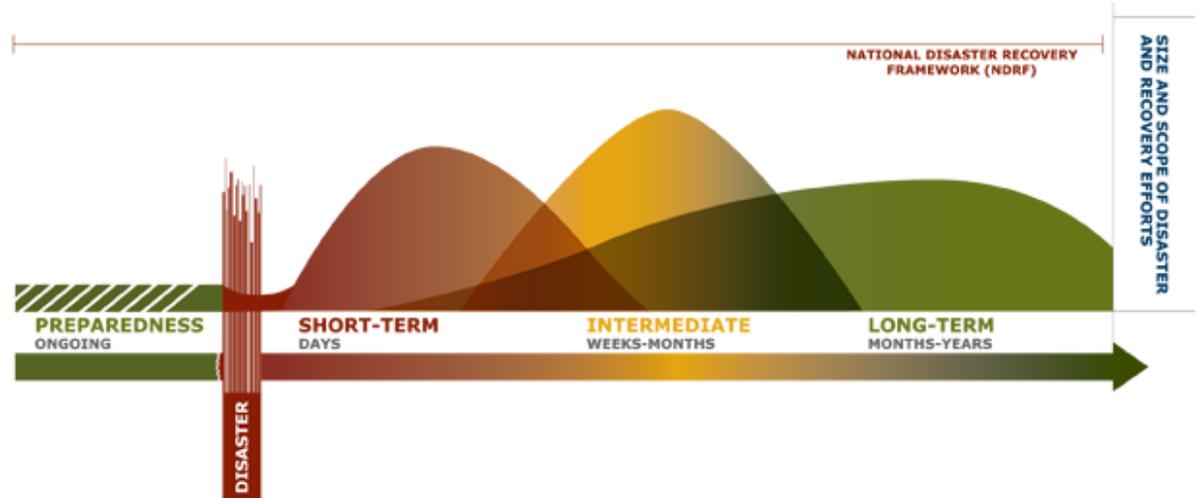
Source: National Disaster Recovery Framework

4.5.10   Demobilization

As the emergency situation progresses and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for emergency coordination to agencies involved with recovery operations.

The following issues will be considered when demobilizing:

- Safety of all responders and proper work-rest cycles.

- Identification of surplus resources and probable resource release times.

- Demobilization priorities, as established by the on-scene Incident Commander or EOC Director.

- Released or demobilized response resources, as approved by the on-scene Incident Commander and/or EOC Director.

- Repair and maintenance of equipment, if necessary.

- Accountability, documentation, and tracking of all resources.

The designated leadership, with advice from EOC Director or on-scene Incident Commander, will determine when a state of emergency no longer exists, emergency operations can be terminated, and normal functions can be restored.

5 Command and Control

5.1 General

During a disaster, all resources within the Benton Operational Area become available to support the incident response. Upon activation of the EOC, the Emergency Managers or the EOC Director will maintain control of the IEMO. Emergency operations, both on scene and in the EOC, will be conducted in a manner consistent with NIMS.

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

5.2 On-Scene Incident Management

Initial response to an incident will be managed by the responding agency who will assign an on-scene Incident Commander. The on-scene Incident Commander is responsible for duties such as enforcing emergency measures and designating emergency areas. During the initial response, the on-scene Incident Commander may establish an Incident Command Post and may assume the responsibilities of Command Staff until delegated. The on-scene Incident Commander will notify the Emergency Manager and request activation of the EOC when needed. The on-scene Incident Commander may also establish an on-scene Unified Command structure with other involved jurisdictions/agencies. All on-scene incident management will utilize NIMS principles.

5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the designated leadership may activate the EOC Team and assign an EOC Director. The EOC Team and EOC Director support on-scene operations and coordinate resources to meet incident objectives.

All requests for EOC activation will be reviewed and coordinated by the Emergency Manager. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the EOC to serve as part of the Unified Command or MAC Group, ensuring proper coordination of resources across agencies. Outside assistance from neighboring jurisdictions or from private contractors will be requested and used as an adjunct to existing

services, and then only when a situation threatens to expand beyond local response capabilities.

Upon activation of the EOC, the EOC Director is empowered to assume direction and control over the EOC Team. If appropriate, the on-scene Incident Commander, or designated leadership, shall request that the City Managers and/or Board of Commissioners declare a state of emergency in accordance with the City or County Charter.

5.4   Emergency Operations Center

The EOC supports incident response activities, including tracking, management, and allocation of appropriate resources and personnel. During large-scale emergencies, the EOC or the MAC Group center may become the local seat of government for the duration of the crisis. The primary EOC for the county is located in a secure building, however, the EOC location may change based on the need and nature of the disaster. Furthermore, the EOC is about the process of incident management and documentation rather than the physical facility. Characteristics of a good EOC include security, space, technology, and administrative support.

See Operations and Support Annex – EOC Operations Manual for additional detail on activation, operation, and demobilization of the EOC.

5.5   Incident Command System

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

The IEMO ICS structure can be expanded or contracted, depending on the incident's changing conditions. During a large-scale (Level 3) incident, it can be staffed and operated by qualified personnel from any emergency service agency, including personnel from a variety of disciplines. The ICS structure can also be utilized for lower-level emergencies, such as a minor incident involving a single emergency response agency. The IEMO has established an EOC Team, supporting EOC activation and ICS operational procedures, and position checklists.

See Operations and Support Annex – EOC Operations Manual for additional detail on the Incident Command System and EOC Team.

5.5.1   EOC Team

The EOC will be staffed with members of the EOC Team. Any response agency may request the support of the EOC Team. Requests should be made through the

shift supervisor (i.e., Sergeant, Battalion Chief, etc.) to Dispatch. However, requests may come directly to the jurisdiction's Emergency Manager. A brief description of the incident in progress will be communicated to the Emergency Manager through verbal, email, radio, or other formal communication (ICS 201).

The Emergency Manager, or EOC Director, if activated, will then notify the EOC Team and follow call out/reporting procedures. As availability responses come in, additional messaging will inform the EOC Team of what roles have been filled for the first operational period. In this manner, the remainder of the team can then plan to be handed the incident for the second operational period. Portions of the team may activate without full-team activation. This may be helpful for a monitoring event or an unknown event. In these circumstances, the EOC Director may elect to open the EOC with a few key personnel to assist in the event of an actual activation (s*ee section 4*).

5.5.2   Emergency Support Function Coordinators

When ESF activities are staffed in the EOC, the primary agency will be responsible for the following:

■   Serve as a liaison with supporting agencies and community partners.

■   Provide a primary entry point for situational information related to transportation infrastructure.

■   Share situation status updates related to transportation infrastructure to inform development of the Situation Report.

■   Participate in, and provide function-specific reports for, EOC briefings.

■   Assist in development and communication of function-related actions to tasked agencies.

■   Monitor ongoing function-related actions.

■   Share function-related information with the PIO to ensure consistent public messaging.

■   Coordinate function-related staffing to ensure that the function can be staffed across operational periods.

5.5.3   Multiagency Coordination

In the event that the County and/or City are coordinating a response with other jurisdictions or agencies with authority over the incident, it may choose to implement a MAC Group. Typically, administrators/ executives, or their appointed representatives, who are authorized to commit agency resources and funds are brought together to form MAC Groups. Other names for MAC Groups

include "multi-agency committees" and "emergency management committees." A MAC Group can provide coordinated decision making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

5.5.3.1   Unified Command

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

5.5.3.2   Area Command

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

6 Plan Development, Maintenance, and Implementation

6.1 Plan Review and Maintenance

The EOP will be re-promulgated every two years, or when a new senior elected or appointed official takes office, or at a minimum of every four years to comply with state requirements. If awarded monies through the Emergency Management Performance Grant, this EOP will be reviewed every two years throughout the period of performance of the award. This review will be coordinated by the County and City Emergency Managers and will include participation by members from each of the departments assigned. This review will:

- Verify contact information.

- Review the status of resources noted in the plan.

- Evaluate the procedures outlined in the plan to ensure their continued viability.

As part of the review process, the EOP Planning Team (consisting of lead agencies for ESF functions) will convene on an annual basis to review and recommend revisions to the annexes and appendices assigned to their respective departments. This does not preclude other departments and agencies with a vital interest in the plan from providing input to the document; such input is encouraged. It is also encouraged that plan review be performed concurrently with review of other related County, City, and response partner emergency plans and procedures to enhance consistency.

Changes to the annexes and appendices, and non-substantive changes to the Basic Plan, may be made by Emergency Managers without formal County Board of Commissioners or City Council approval.

6.2 Training Program

To help train and prepare essential response staff and supporting personnel to incorporate NIMS concepts into all facets of an emergency, each agency and department will ensure that critical staff are identified and trained at a level that enables them to follow existing response plans, procedures, and policies effectively.

The County and City Emergency Managers will coordinate training for IEMO personnel and encourage them to participate in training sessions hosted by other agencies, organizations, and jurisdictions throughout the region.

Current training and operational requirements set forth under NIMS have been adopted and implemented by the IEMO. The County and City Emergency Managers maintain records and lists of training received by EOC Team members and other key personnel. All other training records should be maintained by the employee and by Human Resources.

6.3   Exercise Program

The IEMO will conduct exercises throughout the year to test and evaluate this EOP. The County and City Emergency Managers will coordinate with agencies, organizations (nonprofit, for profit, and volunteer), neighboring jurisdictions, and state and federal government to participate in joint exercises. These exercises will consist of a variety of tabletop exercises, drills, functional exercises, and full-scale exercises.

As appropriate, exercises will be designed to be consistent with Homeland Security Exercise and Evaluation Program procedures and tools. Information about this program can be found at http://hseep.dhs.gov.

The Emergency Managers will work with departments and agencies to identify and implement corrective actions and mitigation measures, based on observations and feedback from exercises.

6.4   After Action Reporting

In order to document and track lessons learned from real events or exercises, the Emergency Manager will conduct a review, or "hot wash," with exercise participants after each exercise or incident. The Emergency Manager will also coordinate an AAR, which will describe the objectives of the exercise, document the results of the evaluation, and suggest improvements for the readiness of the IEMO.

Reviews and AARs will also be facilitated after an actual disaster. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include future exercise events and programs. The Emergency Manager will coordinate with directors, County/City Managers, or Jurisdictions Having Authority (e.g., Oregon Department of Transportation [ODOT]) to ensure that equipment, training, and planning shortfalls are addressed in a timely fashion.

6.5 Community Outreach and Preparedness Education

The IEMO will educate community members about threats, disasters, and what to do when an emergency occurs through an active community preparedness program including programs like Two Weeks Ready and the Community Emergency Response Team (CERT).

Information about available public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the County and City websites.

6.6 Funding and Sustainment

It is a priority of the County and City to fund and maintain an IEMO that ensures the community's ability to respond to and recover from disasters. The Emergency Management Directors will work with the Board of Commissioners, City Council, and community stakeholders to:

■ Identify funding sources for emergency management programs, personnel, and equipment.

■ Ensure that elected officials are informed of progress toward building emergency response and recovery capabilities and aware of gaps to be addressed.

■ Leverage partnerships with local, regional, and state partners to maximize use of scarce resources.

A | Sample Disaster Declaration Forms

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DECLARATION OF EMERGENCY

BEFORE THE BOARD OF COMMISSIONERS
FOR BENTON COUNTY, OREGON

In the Matter of Declaring   )
A State of Emergency within   )   **RESOLUTION # 20__-__.**
Benton County   )

This matter came before the BOARD OF COMMISSIONERS at an emergency meeting on ***month, day, year***, involving an emergency situation created by ***incident type*** which is threatening life and property; and

WHEREAS, ***month, day, year; military time of occurrence, and description of the emergency incident***; and

WHEREAS, ***specific geographic boundaries of event***; and

WHEREAS, the Benton County, having exhausted all their resources; and

WHEREAS, the emergency situation appears to be of such a magnitude and severity, that it is beyond the County's response capability; now, therefore

BE IT RESOLVED that the BOARD OF COMMISSIONERS, under the emergency powers granted by ORS 401 declare that a "State of Emergency" exists within Benton County due to the fact that local resources are depleted and request the Governor declare Benton County a disaster area. Further, the Benton County Sheriff's Office is hereby directed to take all necessary steps by law to secure the persona and property of the communities of Benton County. State assistance is requested immediately and includes the following:

- ***assistance needed from the State (NIMS Resource Type)***
- ***assistance needed from the State (NIMS Resource Type)***
- ***assistance needed from the State (NIMS Resource Type)***

Dated at City of Corvallis, Oregon, this _____ day of _____

Appendix A. Declaration of State of Emergency

COUNTY BOARD OF COMMISSIONERS

_____

Chair

_____

Vice Chair

_____

Commissioner

DECLARATION OF EMERGENCY (City)

BEFORE THE CITY COUNCIL
FOR THE CITY OF CORVALLIS, OREGON

To: ***name and title***,
EOC Director

From: ***name and title***,
City of Corvallis, Oregon

At ***military time*** on ***month, day, year***, a/an ***description of emergency incident or event type*** occurred in the ***City of*** within the geographic boundaries of ***geographic boundaries*** threatening life and property. The current situation and conditions are:

> Deaths: ***number of deaths***
>
> Injuries: ***number of injuries***
>
> Population at risk: ***number of population at risk***

The current emergency conditions or threats are: ***conditions or threats***.

An initial estimate of the damage and impacts is: ***initial estimate***.

The following assistance is being requested: ***specific information about the assistance being requested***

Actions that have been taken and resources that have been committed by the ***City of***: ***the current actions taken and resources that have been committed by the City.***

*I do hereby declare that a State of Emergency now exists in the **City of** and that the **City of** has expended or will shortly expend its necessary and available resources. I respectfully request that Benton County provide assistance, consider the **City of** an "Emergency Area" as provided for in ORS 401, and, as appropriate, request support from State agencies and/or the federal government.*

Signed: _____

Title: _____Date & Time: _____

Appendix A. Declaration of State of Emergency

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

B Incident Action Planning Cycle

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Appendix B. Incident Action Planning Cycle

An Incident Action Plan is the vehicle by which Incident Command communicates their expectations and provides collaboration and participation among all levels of incident management. A complete Incident Action Plan facilitates successful incident operations and provides a basis for evaluating performance in achieving incident objectives. The Planning "P" in Figure B-1 is a guide to the process and steps involved in planning for an incident. The leg of the "P" describes the initial response period whereas the top of the leg of the "P" is the beginning of the first operational planning period cycle. During the initial response period, the ICS Form 201 may serve as an IAP.

Figure B-1   Planning "P"
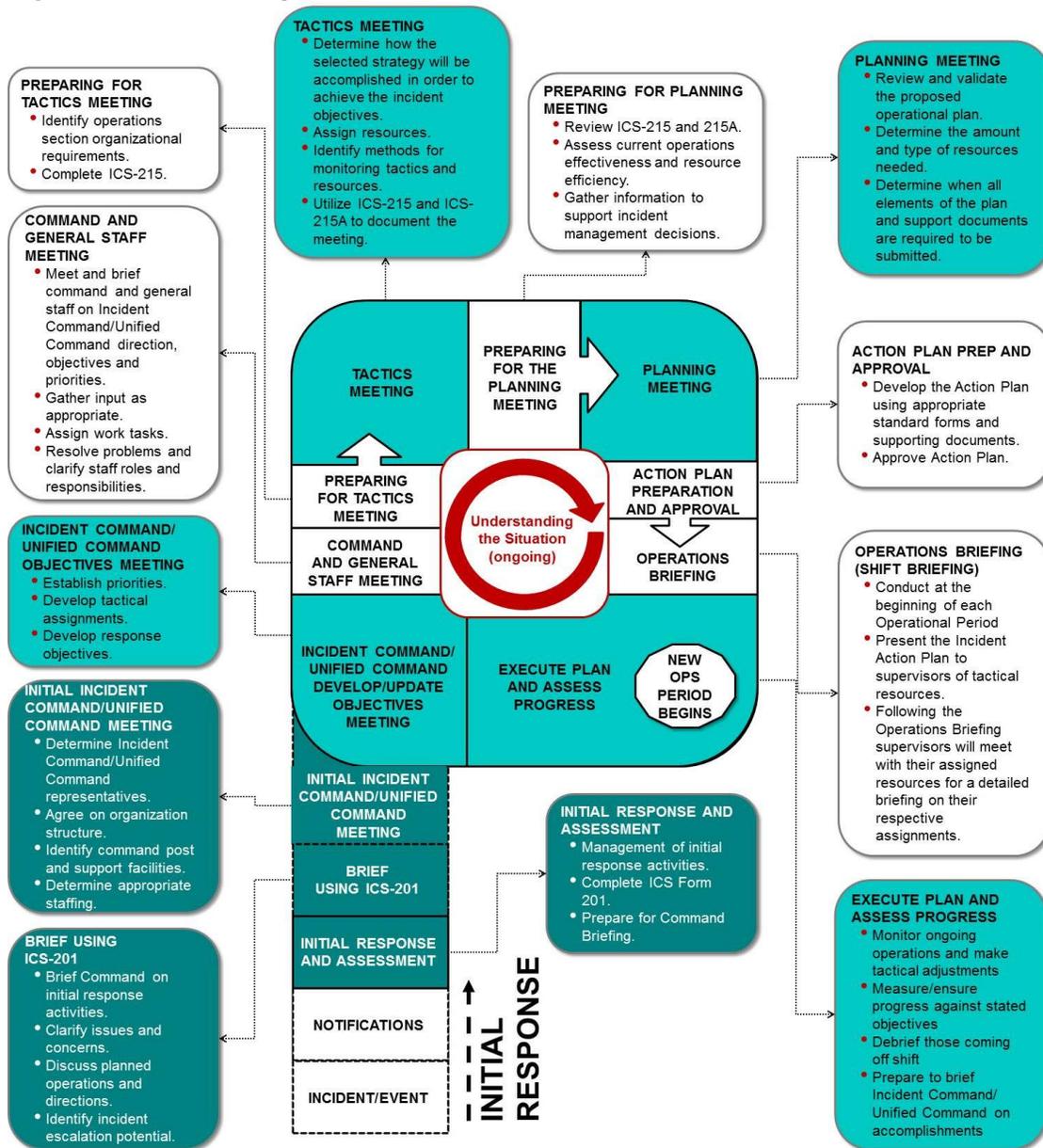
Appendix B. Incident Action Planning Cycle

An Incident Action Plan should be comprised of the items listed in Table B-1, along with pertinent information on each item.

Table B-1   Incident Action Plan Components and Sequence of Assembly

Order	ICS Form	Title	Required	Prepared By
1	200	Cover Sheet	Always	Planning Support Unit Leader
2	202	Incident Objectives	Always	Situation Unit Leader
3	205	Incident Radio Communications Plan	As the incident requires – Radio Use	Communications Unit Leader
4	205A	Incident Telephone Communications Plan	Always	Resource Unit Leader
5	207	Incident Organization Chart	Always	Resource Unit Leader
6		Incident Map	Always	Situation Unit Leader /GIS Unit
7	204	Assignment List	Always	Resource Unit Leader
8	220	Air Operations Summary	As the incident requires – Air Ops	Operations Section Chief/Air Operations Branch
9	206	Medical Plan	Always	Safety Officer
10	230	Meeting Schedule	Always	Situation Unit Leader
11	213	General Message	Optional	Any Message Originator
12	Other components as needed		Optional	Planning Support

For more information, see FEMA's Incident Action Planning Guide, June 2012

C | Agreements and Memorandums of Understanding

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Appendix C. Agreements and Memorandums of Understanding

The following Agreements and Memorandums of Understanding are in place for the County:

- Oregon Resource Coordination Assistance Agreement, 2017

- 2016 Omnibus Inter-County Mutual Aid Agreement

- Benton County Interagency Response Agreement, 2012

- ODOT Flexible Services Agreement; Intergovernmental Agreement for Equipment and Services with the Oregon Department of Transportation, 2009

- The Oregon Public Works Emergency Response Mutual Aid Agreement, 2014

- Oregon Law Enforcement Mutual Aid Agreement, 1999

- Cooperative Policing Agreement

- Benton County Sheriff's Office & Oregon State Police, 1996

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References

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State

- State of Oregon Emergency Operations Plan, as revised November 2013. Accessed on 20 December 2013 at: http://www.oregon.gov/OMD/OEM/Pages/plans_train/EOP.aspx

- Oregon State Fire Marshal, Fire Service Mobilization Plan. 2013. Accessed on 20 December 2013 at: http://www.oregon.gov/osp/SFM/docs/2013MobPlan.pdf\

- Emergency Declaration Guidelines for Local Elected and Appointed Officials. September 2011. Accessed on 20 December 2013 at: http://www.oregon.gov/OMD/OEM/docs/library/ea_officials_guide_sept_2011.pdf

- Oregon Revised Statutes (ORS) 2011 Edition. Chapters 401 through 404. Accessed on 20 December 2013 at: https://www.oregonlegislature.gov/bills_laws/Pages/ORS.aspx

- Oregon Administrative Rules (OAR) 104: Oregon Military Department. Accessed on 20 December 2013 at: http://arcweb.sos.state.or.us/pages/rules/oars_100/oar_104/104_tofc.html

Benton County

Copies of the following documents can be obtained by contacting the Benton County Emergency Manager:

- Multi-Jurisdictional Natural Hazard Mitigation Plan

- Community Wildfire Protection Plan

- Copies of Memoranda of Agreement / Understanding

- Benton County Charter

City of Corvallis

Copies of the following documents can be obtained by contacting the City of Corvallis Emergency Manager:

- Multi-Jurisdictional Natural Hazard Mitigation Plan

- City of Corvallis Charter

Other

- City Emergency Operations Plans

- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

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E | Acronyms and Glossary

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Acronyms

AAR	After Action Report
BCARES	Benton County Amateur Radio Emergency Services
CBRNE	chemical, biological, radiological, nuclear, and explosive
CERT	Community Emergency Response Teams
CIKR	Critical Infrastructure and Key Resources
COAD	Community Organizations Active in Disaster
COOP	Continuity of Operations
County	Benton County
CRCC	Corvallis Regional Communications Center
CWPP	Community Wildfire Protection Plan
DSL	Oregon Department of State Lands
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMO	Emergency Management Organization
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
GETS	Governments Emergency Telecommunications Service
GIS	geographic information systems
Guard	Oregon National Guard
HAN	Health Alert Network
HazMat	Hazardous Materials
HRSA	Health Resources and Services Administration
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
ICS	Incident Command System

IMT	Incident Management Team
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
JIS	Joint Information System
MAC Group	Multi-Agency Coordination
MOU	Memorandum of Understanding
NCP	National Contingency Plan
NIMS	National Incident Management System
NQS	National Qualification System
OAR	Oregon Administrative Rules
ODF	Oregon Department of Forestry
ODOT	Oregon Department of Transportation
OEM	Office of Emergency Management
OERS	Oregon Emergency Response Service
ORCAA	Oregon Resource Coordination Assistance Agreement
ORS	Oregon Revised Statutes
OSP	Oregon State Police
OSU	Oregon State University
OTFC	Oregon Terrorism Information Threat Assessment Network Fusion Center
PIO	Public Information Officer
POD	point of dispensing
PSAP	Public Safety Answering Point
RACES	Radio Amateur Civil Emergency Service
Red Cross	American Red Cross
SA	Support Annex
SAD	State Active Duty
SAR	Search and Rescue
SOP	standard operating procedure
TITAN	Oregon Terrorism Information Threat Assessment Network
TSP	Telephone Service Priority
USDA	United States Department of Agriculture
VOST	Oregon Virtual Operations Support Team

WMD   Weapons of Mass Destruction

WPS   Wireless Service Priority