

City of Salem
Marion and Polk Counties, Oregon
SALEM EMERGENCY MANAGEMENT PLAN



July 2024

Prepared for:

City of Salem
370 Trade Street, SE
Salem, OR 97301

2023 Reviewed December

2023 Update by City of Salem

2020 Reviewed December

2018 Update by City of Salem

2014 Base Plan Prepared by:





CITY MANAGER'S OFFICE

555 Liberty St SE / Room 220 • Salem, OR 97301-3513 • 503-588-6255 • Fax 503-588-6354

Letter of Promulgation

To All Recipients:

Promulgated herewith is the revised Salem Emergency Management Plan for the City of Salem. This plan supersedes any previous plans. It provides a framework within which the City of Salem can plan and perform its emergency functions during a disaster or national emergency. This Emergency Management Plan attempts to be all-inclusive in combining the five mission areas of emergency management to ensure that the City is prepared to prevent, protect against, mitigate the effects of, respond to, and recover from the hazards and threats that pose the greatest risk to the City. This includes the following:

- **Prevention:** activities necessary to avoid, prevent, or stop a threatened or actual act of terrorism.
- **Protection:** activities necessary to secure the City against acts of terrorism and natural or human-caused disasters.
- **Mitigation:** activities that reduce loss of life and property by lessening the impact of disasters.
- **Response:** activities necessary to save lives, protect property and the environment, and meet basic human needs after an incident has occurred.
- **Recovery:** activities necessary to assist the community in recovering effectively from a disaster.

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

Keith Stahley, City Manager

September 12, 2024

Date

EQUAL OPPORTUNITY / AFFIRMATIVE ACTION EMPLOYER

Women, minorities, and disabled are encouraged to apply • ADA Accommodations will be provided upon request



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

Immediate Action Checklist

Use the following Immediate Action Checklist to initiate the City of Salem's response to and support of an emergency incident. If you are not qualified to implement this plan, dial 9-1-1 and ask for assistance.

1. Receive alert of incident.

- Alerts should be directed to the City Emergency Manager.
- If the Emergency Manager is not available, alerts should be directed to the Fire Chief or Deputy Chief of Operations based on the City line of succession.
- Alerts may be received through dispatch, responding agencies, the on-scene Incident Commander, the public, or other sources.
- If you are the first person receiving notification of the incident, call 9-1-1 and provide as much detail as possible.
- *See FA A – Alert and Warning of the City Emergency Management Plan for more information on alert and warning.*

2. Determine the need to implement the City's Emergency Management Organization.

- The City Emergency Manager should alert the City Manager and/or the Emergency Operations Center Director to determine, in coordination with the on-scene Incident Commander, what level of support is needed from the City for the incident. This may range from the City Emergency Manager being on stand-by to full activation of the City Emergency Operations Center.
- Identify key personnel who will be needed to staff the City Emergency Operations Center.

3. Notify key city personnel and response partners.

- Under direction by the City Manager, the City Emergency Manager will notify key personnel to staff the City Emergency Operations Center based on incident needs.
- Notify appropriate emergency response agencies.
- See the City Emergency Management recall listing, which is maintained on a quarterly basis by the City Emergency Manager.

Immediate Action Checklist

4. Activate the City Emergency Operations Center as appropriate.

- The City will utilize the NIMS/Incident Command System in managing the City Emergency Operations Center.
- Primary Emergency Operations Center Location: Salem Police Department (333 Division ST NE, Salem OR 97301).
- Alternate Emergency Operations Center Locations: Salem Fire Station 6 (2740 25th St SE) or Salem Fire Station 11 (1970 Orchard Heights Road North). **If additional locations are identified at time of emergency, appropriate notifications will be made of site and location.**
- *See Section 5.4 of the Basic Plan of the City Emergency Management Plan for information on Emergency Operations Center procedures.*

5. Establish communications with the on-scene Incident Commander.

- Identify primary and back-up means to stay in contact with the on-scene Incident Commander.
- The on-scene Incident Commander may assign a radio frequency that the City Emergency Operations Center can use to communicate with the scene.
- *See FA B – Emergency Communication Services of the City Emergency Management Plan for more information on communications systems.*

6. Identify key incident needs, in coordination with the on-scene Incident Commander.

- Consider coordination of the following, as required by the incident:
 - Protective action measures, including evacuation and shelter-in-place
 - Shelter and housing needs for displaced citizens
 - Emergency public information and coordination with the media
 - Provisions for access and functional needs populations
 - Provisions for animals in disaster

Immediate Action Checklist

- 7. Inform the County and Oregon Emergency Response System of Emergency Operations Center activation and request support as needed.**
 - Marion County Emergency Management: 503-588-5108
 - Oregon Emergency Response System: 800-452-0311
 - If necessary, responsible parties will then call the National Response Center at 800-424-8802

- 8. Declare a state of emergency for the City, as appropriate.**
 - If the incident has overwhelmed, or threatens to overwhelm, the City's resources to respond, the City should declare a State of Emergency.
 - A declaration may be made by the City Manager.
 - The declaration should be submitted to Marion County Emergency Management.
 - See Section 1.8 of the Basic Plan of the City Emergency Management Plan for information on the disaster declaration process. A sample disaster declaration form is included in Appendix A.

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Preface

This Emergency Management Plan is an all-hazard plan that describes how the City of Salem will organize and respond to emergencies and disasters in the community. It is based on, and is compatible with, Federal, State of Oregon, and other applicable laws, regulations, plans, and policies, including Presidential Policy Directive 8, the National Response Framework, Oregon Office of Emergency Management Plan, and both Marion and Polk County Emergency Operations Plans.

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

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

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Keith Stahley, City Manager

Date

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Plan Administration

To ensure that this plan accurately reflects the City of Salem’s Emergency Management Organization, and to ensure compliance with Federal grant requirements, the Emergency Manager will coordinate review, revision, and re-promulgation of this plan every two years or whenever changes occur, such as lessons learned from exercises or actual events. The plan may be revised any time a change is recommended to and approved by the City Manager.

Record of Plan Changes

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

Date	Change No.	Department	Summary of Change
2014	001		Update information and bring overall information and formatting in line with EOPs throughout the State of Oregon.
2015	002		Promulgate plan
2016	003		Begin reviews in Departments
2017	004		2 year update
2018	005	Public Works	Flooding Inundation Map update
2020	006		2 Year Update / Review
2024	007		2-Year Update / Review

Plan Administration

Plan Distribution List

Copies of this plan will be provided to the following jurisdictions, agencies, and persons electronically, unless otherwise indicated. Updates will be provided electronically via email and the intranet. Recipients of hard copies will be responsible for updating their Emergency Management Plans when they receive changes. The City of Salem Emergency Manager is ultimately responsible for dissemination of all plan updates. Copies of the Salem Emergency Management Plan will not be made available to the public.

Date	No. of Hard Copies	Department/Agency	Title/Name
2024	Web available	City Community Development	Director
2024	5	City Emergency Operations Center	EOC Director Operations Section Chief Planning Section Chief Logistics Section Chief Finance/Administration Section Chief
2024	2	City Fire Department	Emergency Manager Fire Chief
2024	Web available	City Human Resources Department	Director
2024	Web available	City Information Technology and Facilities Department	Director
2024	Web available	City Legal Department	City Attorney
2024	Web available	City Manager's Office	City Manager
2024	Web available	City Police Department	Police Chief
2024	Web available	City Public Works Department	Director
2024	Web available	City Urban Development Department	Director

Plan Administration

2024	1	Marion County Emergency Management	Emergency Program Manager
2024	1	Polk County Emergency Management	Emergency Manager
2024	1	Office of Emergency Management	State Domestic Preparedness Coordinator

Salem Emergency Management Plan Review Assignments

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

Section/Annex	Responsible Party
Basic Plan	Emergency Manager
Functional Annexes (FAs)	
FA A Alert and Warning	City Fire Department (Willamette Valley Communications Center)
FA B Emergency Communication Services	City Fire Department (Willamette Valley Communications Center)
FA C Emergency Operations Center	City Emergency Management
FA D Police Service	City Police Department
FA E Fire Service	City Fire Department
FA F Public Works	City Public Works Department
FA G Social Services/Volunteer Services	City Community Development Department - Enhancement
FA H Logistics and Support Service	City Human Resources Department
FA I Medical and Health Services	City Fire Department EMS
FA J Damage Assessment	City Community Development Department – Building Safety City Public Works Department
FA K Emergency Incident Information Services	City Public Information Officer City Emergency Manager
FA L Legal Services	City Attorney’s Office
FA M Finance	City Finance Department
FA N Human Resources and Risk Management	City Human Resources Department
FA O Information Technology	City Information Technology / Facilities (to be developed)

Plan Administration

Section/Annex	Responsible Party
Hazard-Specific Annexes (HAs)	
HA A Flood	City Public Works Department City Emergency Management
HA B Severe Weather	City Emergency Management City Public Works Department City Fire Department
HA C Hazardous Materials Response Plan	City Fire Department
HA D Volcanic Ash Fallout	City Emergency Management City Public Works Department
HA E Earthquake	City Emergency Management City Public Works Department City Fire Department
HA F Radiological Management Plan	City Fire Department in cooperation with Oregon Health Authority and Radiation Protection Services
HA G Terrorist Event	City Police Department
HA H Willamette Bridge Restrictions	City Public Works Department City Fire Department City Emergency Management
HA I Pandemic Influenza Plan	City Fire Department City Emergency Management Marion County Health Department
HA J Information Technology	City Information Technology (to be developed)
HA K Transportation Accidents	City Public Works Department
HA L Energy	City Emergency Management City Public Works Department Facilities Division
HA M Water Quality Emergencies (including Hazardous Algae)	City Emergency Management City Public Works Department
HA O Debris Management	City Public Works Department

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- FA D – Police Service
- FA E – Fire Service
- FA F – Public Works
- FA G – Social Services/Volunteer Services
- FA H – Logistics and Support Service
- FA I – Medical and Health Services
- FA J – Damage Assessment
- FA K – Emergency Incident Information Services
- FA L – Legal Services
- FA M – Finance
- FA N – Human Resources and Risk Management
- FA O – Information Technology (to be developed)

Hazard-Specific Annexes

- HA A – Flood
- HA B – Severe Weather
- HA C – Hazardous Materials Response Plan
- HA D – Volcanic Ash Fallout
- HA E – Earthquake
- HA F – Radiological Management Plan
- HA G – Terrorist Event
- HA H – Bridge Restriction
- HA I – Pandemic Influenza Plan
- HA J – Information Technology (to be developed)
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Basic Plan

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Introduction

1.1 General

The City of Salem emergency management mission is to ensure that the City is prepared for a disaster by ensuring coordination of protection prevention, mitigation, response, and recovery activities that increase the City's capabilities to minimize loss of life and reduce impacts from disasters.

Emergencies are handled effectively in the City every day. These "routine" emergencies are managed by emergency responders as part of their day-to-day responsibilities and are the most common emergency management activities that the City encounters. For the most part, these emergencies are 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 plan, referred to herein as the Salem Emergency Management Plan (SEMP), can also be applied to these daily responses, the plan is primarily designed to offer guidance for larger or more complex incidents related to a broad spectrum of hazards that exceed the response capability and/or resources of front line responders.

No plan can anticipate all the situations and conditions that may arise during emergencies, and on-scene Incident Commanders must have the discretion to act as they see fit based on the specific circumstances of the incident at hand. It is imperative, however, that all jurisdictions and response agencies have a plan that provides general guidance and a common framework for preparing for, responding to, and recovering from emergencies and disasters. This plan promulgates such a framework within the City that will bring a combination of technical capabilities and resources, plus the judgment and expertise of its emergency response personnel, department directors, and other key stakeholders, to bear on any incident. The SEMP provides the foundation and guidance for use of a common language, fundamental principles, and incident management system necessary to effectively manage incidents within or affecting the City.

No guarantee of a perfect response system is expressed or implied by this plan, its implementing instructions, or procedures. While the City will respond to emergencies to the utmost of its ability, it is possible that some natural or technological disasters may overwhelm the City's resources. While recognizing this possibility, this plan is designed to help the City fulfill its response function to its maximum capacity.

2. Situation and Assumptions

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 any disaster. This includes all emergency management partners, both traditional and nontraditional, such as volunteer, faith-, and community-based organizations; the private sector; and the public, including survivors of an incident.

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

1.2 Purpose and Scope

1.2.1 Purpose

The SEMP outlines the City’s approach to emergency response and enhances the City’s ability to protect the safety, health, and welfare of its citizens. It describes the City’s emergency response organization and assigns responsibilities for various emergency functions, identifies lines of authority and coordination, and communicates the legal basis and references that provide a framework for emergency planning in the City. The Salem Emergency Management Plan:

- Includes all hazards and types of emergencies likely to impact the City.
- Provides a framework for multi-discipline, multi-jurisdictional coordination and cooperation.
- Addresses all phases of a disaster through mitigation, preparedness, response, and recovery activities.
- Designates the National Incident Management System (NIMS) as the framework within which all emergency management activities occur.
- Directs use of the Incident Command System (ICS) for managing incident response.

2. Situation and Assumptions

- Identifies roles and responsibilities of City departments, offices, and personnel in emergency operations, as well as those of cooperating public- and private-sector agencies.
- Establishes life safety, followed by protection of property and the environment, as emergency response priorities.
- Provides a common framework within which the City, Marion and Polk Counties, special districts, and other agencies/organizations can integrate their emergency planning, response, and recovery activities.

1.2.2 Scope

The SEMP is implemented whenever the City must respond to an emergency incident or planned event whose size or complexity is beyond that normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact unincorporated areas of the City, incorporated municipalities, or a combination thereof. In such situations, the City has a critical need to gather information, evaluate it, and then coordinate the response of resources from within the City and request necessary additional resources through the County from State of Oregon (State) and Federal government. The Emergency Operations Center (EOC) outlined in this plan will oversee these tasks for the entire City's resources. This plan is intended to guide the City's emergency operations while complementing and supporting the emergency response plans and procedures of responding agencies, other local governments, special districts, and other public and private-sector entities.

A community's emergency management infrastructure is a complex network of relationships. The SEMP establishes roles, responsibilities, and relationships among agencies and organizations involved in emergency operations, greatly facilitating multi-agency and multi-jurisdiction coordination. Using this framework, City departments and agencies that operate under this plan are expected to develop and keep current standard operating procedures (SOPs) that describe how emergency tasks will be performed. Additional responsibilities include ensuring that the training and equipment necessary for response are in place.

The primary users of this plan are City officials, department heads and their senior staff members, emergency management staff, coordinating response agencies, and other stakeholders that support emergency operations. The general public is also welcome to review non-sensitive parts of this plan to better understand the processes by which the City manages the wide range of risks to which it is subject.

1.3 Objective

The objective of the SEMP is to provide effective emergency management capabilities within the City to minimize loss of life, protect the environment, and

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preserve property by making effective and efficient use of available work force, equipment, and other resources.

1.4 Definitions

As stated in Oregon Revised Statutes (ORS) 401.025, the following definitions apply to the SEMP:

- *An Emergency* includes any manmade or natural event or circumstance causing or threatening loss of life; injury to person, environment, or property; human suffering; or financial loss and includes, but is not limited to, fires, explosion, flood, severe weather, drought, earthquake, volcanic activity, spill or release of oil or hazardous materials as defined in ORS 466.025, contamination, utility or transportation emergencies, disease, blight, infestation, crisis influx of migrants manageable by the County, civil disturbance, riot, sabotage, or war. For the purpose of this document, the word “emergency” will be used to mean either emergency or disaster exceeding the capabilities of local resources.
- *An Emergency Management Agency* is defined as an organization created and authorized under ORS 401.032 to 401.204, to 401.307, by the State, County, or City to provide for and ensure the conduct of functions for comprehensive emergency program management.
- *Emergency Program Manager* is the person administering the emergency management agency of a county or city.
- *Emergency Service Agency* is an organization within a local government that performs essential services for the public’s benefit prior to, during, or following an emergency. This includes, but is not limited to, organizational units within local governments, such as law enforcement, fire control, medical, health and sanitation services, public works and engineering, public information, and communications.
- *Emergency Services* are activities provided by State and local government agencies with local operational responsibilities to prepare for and carry out any activity to prevent, minimize, respond to, and recover from an emergency. These activities include, without limitation, coordination, preparedness planning, training, interagency liaison, firefighting, oil and hazardous material spill or release cleanups, as defined in ORS 466.605, law enforcement, medical, health and sanitation services, engineering and public works, search and rescue activities, warning and public information, damage assessment, administration and fiscal management, and the measures defined as “Civil Defense” in Section 3 of the Act of January 12, 1951, Public Law 81-920 (50 United States Code [U.S.C.] 22252).

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1.5 Plan Activation

Once promulgated by the City Manager, the SEMP is in effect and may be implemented in whole or in part to respond to:

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

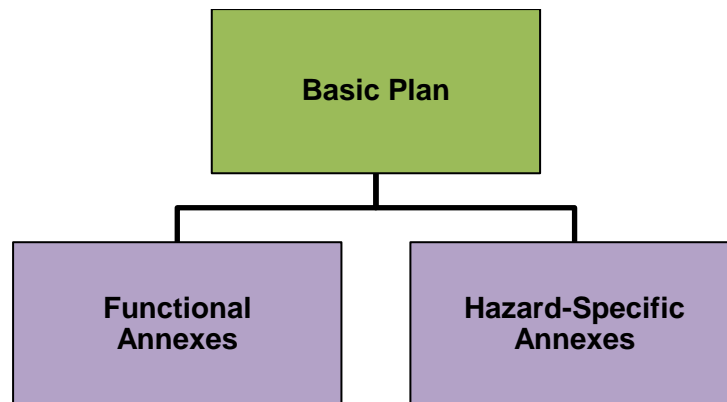
An emergency declaration is not required in order to implement the SEMP or activate the EOC. The City Manager (also considered the Emergency Program Manager) may implement the SEMP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

1.6 Plan Organization

The SEMP is composed of three main elements:

- Basic Plan (with appendices)
- Functional Annexes (FAs)
- Hazard-Specific Annexes (HAs)

Figure 1-1 City of Salem Emergency Management Plan Organization



1.6.1 Basic Plan

The purpose of the Basic Plan is to:

- Provide a description of the legal authorities upon which the City has structured its Emergency Management Agency (EMA), including the emergency declaration process, activation of mutual aid agreements, and requests for resources and emergency spending powers.

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- Describe the context under which the City will respond to an incident, including a community profile and discussion of hazards and threats facing the community.
- Assign and describe roles and responsibilities for the City’s employees tasked with emergency preparedness and response functions.
- Describe a concept of operations for the City that describes how the City will conduct its emergency operations and coordinate with other agencies and jurisdictions.
- Describe the City’s emergency response structure, including activation and operation of the City EOC and implementation of ICS.
- Discuss the City’s protocols for maintaining and reviewing the SEMP, including training, exercises, and public education components.

1.6.2 Functional Annexes

The FAs focus on critical tasks, capabilities, and resources provided by emergency response agencies for the City throughout all phases of an emergency. Table 1-1 identifies the FAs included in this plan.

Annex	Function
FA A	Alert and Warning
FA B	Emergency Communication Services
FA C	Emergency Operations Center
FA D	Police Service
FA E	Fire Service
FA F	Public Works
FA G	Social Services/Volunteer Services
FA H	Logistics and Support Service
FA I	Medical and Health Services
FA J	Damage Assessment
FA K	Emergency Incident Information Services
FA L	Legal Services
FA M	Finance
FA N	Human Resources and Risk Management
FA O	Information Technology (to be developed)

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1.6.3 Hazard-Specific Annexes

While this SEMP is developed as an all hazards planning document, some hazards may require unique considerations. To that end, HAs supplement the Basic Plan to identify critical tasks particular to specific natural and human-caused/technological hazards identified in the City's most current Hazard Identification and Vulnerability Assessment. The HAs are designed as functional checklists that identify step-by-step actions for each hazard through the pre-incident, response, and recovery phases of an incident. Table 1-2 identifies the HAs included in this plan.

Annex	Hazard
HA A	Flood
HA B	Severe Weather
HA C	Hazardous Materials Response Plan
HA D	Volcanic Ash Fallout
HA E	Earthquake
HA F	Radiological Management Plan
HA G	Terrorism Event
HA H	Willamette Bridge Restrictions
HA I	Pandemic Influenza Plan
HA J	Information Technology (to be developed)
HA K	Transportation Accident
HA L	Energy
HA M	Water Quality Emergencies
HA O	Debris Removal

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

1.7 Relationship to Other Plans

1.7.1 Federal Plans

1.7.1.1 Presidential Policy Directive 8

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

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1.7.1.1.1 National Preparedness Goal

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

Using the core capabilities, the National Preparedness Goal is achieved by:

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

1.7.1.1.2 National Preparedness System

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

1.7.1.2 National Incident Management System

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

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A core component of NIMS is ICS. ICS is a management system designed to enable effective, efficient incident management by integrating a combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure. This plan recognizes the 2017 NIMS updates.

1.7.1.3 National Response Framework

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

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

1.7.1.4 National Disaster Recovery Framework

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

The National Disaster Recovery Framework defines:

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

1.7.2 State Plans

1.7.2.1 State of Oregon Emergency Management Plan

The Oregon Emergency Management Plan (EMP) is developed, revised, and published by the Director of the Oregon Office of Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.062, which

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are designed to coordinate the activities of all public and private organizations that provide emergency services within the State and to provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the State's response to an emergency or disaster.

The Oregon EMP consists of three volumes:

- *Volume I: Preparedness and Mitigation* consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
- *Volume II: Emergency Operations Plan* broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the Emergency Management Organization; contains FAs that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.
- *Volume III: Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.

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

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.
- The Governor declares issues a state of emergency.
- A Statewide disaster is imminent or occurring.
- Terrorist activities or weapons of mass destruction incidents are occurring or imminent.
- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University or Reed College.
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities.

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- A geographically limited disaster requires closely coordinated response by more than one State agency.
- An affected city or county fails to act.

1.7.3 County Plans

While a portion of the City resides in both Marion and Polk Counties, Polk County does not have any direct response or command role in City of Salem emergencies. For the purposes of this plan, unless otherwise specified, the use of the term “County” will be refer to Marion County.

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

1.7.3.1 Marion County Emergency Operations Plan

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

The County EOP Basic Plan describes roles, responsibilities, and concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and County governments. The 15 ESF annexes supplement the information in the Basic Plan and are consistent with the support functions identified in State and Federal plans. Each ESF serves as an operational-level mechanism for identifying primary and support entities to maintain capabilities for providing resources and services most likely needed throughout all phases of an emergency. In addition, the County EOP contains Incident Annexes that provide tactical information and critical tasks unique to specific natural and human-caused/ technological hazards that could pose a threat to the County.

If capabilities or resources prove limited or unavailable to the City during an emergency or disaster, escalation pathways and resource request procedures for seeking additional resources through County, State, or Federal agencies are clearly defined in each County ESF.

1.7.3.2 Marion County Natural Hazard Mitigation Plan

The County Natural Hazard Mitigation Plan forms the foundation for the County's long-term strategy to reduce disaster losses and break the cycle of disaster damage, reconstruction, and repeated damage. The plan creates a framework for risk-based decision making to reduce deaths and injuries, property damage, and economic impact from future disasters. Hazard mitigation is sustained action

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taken to reduce or eliminate long-term risk to people and their property from hazards.

See Chapter 2 for a more detailed hazard analysis.

1.7.3.3 Marion County Public Health Preparedness Program

The Marion County Health Department is responsible for developing plans to address how public health personnel plan for, respond to, and recover from all hazards that may impact public health, including communicable disease, pandemic scenarios, chemical incidents, radiological incidents, and bioterrorism. The department maintains guidelines for public health personnel responding to a public health incident in the County.

County public health administrators are charged with the strict and thorough enforcement of the public health laws of Oregon. As part of their duties, they may enact protective public health measures on matters relating to the preservation of life and health of the people of the State. In addition to naturally occurring pandemics, a bioterrorism event may be the most challenging experience the public health arena will ever face. The control of such an epidemic requires a coordinated effort of public health services, public safety agencies, and emergency management organizations traditionally lacking in integrated operations.

1.7.3.4 Marion County Community Wildfire Protection Plan

The Marion County Community Wildfire Protection Plan reflects a Countywide effort to reduce wildland fire risk to communities and their citizens, the environment, and quality of life within the County. Citizens, fire districts, County staff or elected officials, and agency representatives have worked together to create a plan for implementing fuels reduction projects, fire prevention education campaigns, and other fire-related programs.

Developed by the local coordinating group composed of rural fire protection districts, local government, State and Federal agencies, and community-based organizations, this plan's mission is to enhance community safety and values through fuel hazard reduction, risk reduction, and fire prevention and to reduce the risk from wildland fire to life, property, and natural resources in the County.

1.7.4 City Plans

The SEMP is part of a suite of plans that address various elements of the City's emergency management program. While the SEMP focuses on short-term recovery, other plans address the City's approach to mitigation, continuity, and other aspects of emergency management. These plans work in concert with the SEMP and are outlined below.

1.7.4.1 Continuity of Operations Plan

A Continuity of Operations (COOP) plan details the processes for performing administrative and operational functions during emergencies that may disrupt

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normal business activities. The City has formalized a COOP plan that may be used in conjunction with the SEMP during various emergency situations. This plan identifies essential functions of local government, private-sector businesses, and community services and delineates procedures to support their continuation. COOP plan elements include, but are not limited to:

- Identification and prioritization of essential functions
- Establishment of orders of succession for key positions
- Establishment of delegations of authority for making policy determination and other decisions
- Identification of alternate facilities, alternate uses for existing facilities, and, as appropriate, virtual office options, including telework
- Development of interoperable communications systems
- Protection of vital records needed to support essential functions
- Management of human capital
- Development of a Test, Training, and Exercise Program for continuity situations
- Devolution of Control planning
- Reconstitution and resumption of normal operations

1.7.4.2 Natural Hazards Mitigation Plan

The City developed the Natural Hazards Mitigation Plan in an effort to reduce future loss of life and damage to property resulting from natural hazards. In addition to establishing a comprehensive community-level mitigation strategy, the Disaster Mitigation Act of 2000 and the regulations contained in 44 Code of Federal Regulations (CFR) 201 require that jurisdictions maintain an approved Natural Hazards Mitigation Plan to receive Federal funds for mitigation projects. Local and Federal approval of this plan ensures that the City will remain eligible for pre- and post-disaster mitigation project grants.

See Chapter 2 for a more detailed hazard analysis.

1.7.5 Support Agency Plans

The City's EMA is supported by a number of partner agencies. To the greatest extent possible, the City encourages support agencies to design their plans to complement the SEMP, and the City will seek to engage support agencies in the SEMP update process to ensure appropriate linkages. Plans that should work in concert with the SEMP include:

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- Salem Hospital Emergency Plan
- Salem/Keizer School District Emergency Plan
- Salem-Keizer Transit Emergency Plan

1.8 Authorities

1.8.1 Legal Authorities

In the context of the SEMP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. This plan is issued in accordance with, and under the provisions of, ORS Chapter 401, which establishes the authority for the City to establish an EMA and appoint an Emergency Program Manager who will be responsible for the organization, administration, and operation of the EMA; the City of Salem Charter; and the Salem Revised Code (SRC) 2.660-2.680.

SRC 2.660 through 2.680 created the Salem EMA. This agency operates under the immediate operational direction and control of the Emergency Program Manager. It is composed of all essential departments of City government. Operating from the EOC, City managerial and supervisory personnel establish the plans and procedures for dealing with an emergency, set priorities, marshal and commit resources, and provide overall direction for the activities of field response forces. See Appendix D, Figure D-1 for the EMA Organizational Chart.

The City EMA will, at a minimum:

- Coordinate planning activities necessary to prepare and maintain the Salem Emergency Management Plan.
- Manage and maintain the City EOC, from which City officials and staff can coordinate emergency operations and disaster response activities.
- Establish an incident command structure for management of incidents by all local emergency service agencies.
- Coordinate with County and State agencies to integrate effective practices in emergency preparedness and response in a manner consistent with NIMS.

The City Manager, given the collateral title of Emergency Program Manager, has authority and responsibility for the organization, administration, and operations of the EMA. The Emergency Program Manager has delegated many of these tasks, including coordination, to the Salem Emergency Manager.

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The City EMA is consistent with NIMS and procedures supporting NIMS implementation, and training for the City has been developed and formalized by the Salem Emergency Manager.

Table 1-3 sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of the SEMP are based.

Table 1-3 Legal Authorities
Federal
<ul style="list-style-type: none"> – Executive Order 13347, July 2004, Individuals with Disabilities in Emergency Preparedness – Homeland Security Presidential Directive 5 – National Disaster Recovery Framework – National Incident Management System – National Preparedness Goal – National Response Framework – Pet Evacuation and Transportation Standards Act of 2006, Public Law 109-308, 2006 – Presidential Policy Directive 8: National Preparedness – Stafford Act
State of Oregon
<ul style="list-style-type: none"> – Oregon Revised Statutes (ORS) 294.481 – Authorization to Receive Grants or Borrow or Expend Moneys to Respond to Public Emergency – ORS 279B.080 – Emergency Procurements – ORS 401. Emergency Management and Services – ORS 402. Emergency Mutual Assistance Agreements – ORS 403. 9-1-1 Emergency Communications System; 2-1-1 Communications System; Public Safety Communications System – ORS 404. Search and Rescue – ORS 431. State and Local Administration and Enforcement of Health Laws – ORS 433. Disease and Condition Control; Mass Gatherings; Indoor Air – ORS 476. State Fire Marshal; Protection From Fire Generally – ORS 477. Fire Protection of Forests and Vegetation – OR State EOP
Marion County
<ul style="list-style-type: none"> – Marion County Ordinance #995, amended by Marion County Ordinance #1198
Polk County
<ul style="list-style-type: none"> – Polk County Ordinance # 91-3
City of Salem
<ul style="list-style-type: none"> – Administrative Policy 7.1 – Salem Revised Code 2.660 through 2.680

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1.8.2 Mutual Aid and Intergovernmental Agreements

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

See Appendix B for existing mutual aid agreements.

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

1.9 Emergency Powers

1.9.1 General

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

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

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

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1.9.2 City of Salem Disaster Declaration Process

The Emergency Program Manager (City Manager) is authorized to determine and declare a State of Emergency to exist when an emergency has occurred or threatens to occur within the City.

A declaration shall:

- Describe the nature of the emergency.
- Designate the geographic boundaries of the area where the emergency exists, as well as the portion of the affected area lying within City boundaries.
- Describe emergency conditions or threatened emergency conditions.
- Estimate the number of individuals at risk, injured, or killed.
- Describe the actual or likely damage caused by the emergency.
- Describe the resources committed and actions initiated by the City to alleviate the situation (Ordinance No. 8-98; Ordinance No. 42-09).
- State the type of assistance or resources required to respond to the emergency.
- Estimate the length of time during which the designated area will remain in an emergency status.
- State the specific regulations or emergency measures imposed as a result of the declaration of emergency.

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

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

- **EOC Director:** Present the package to City Manager.
- **Operations:** Identify necessary resources and outline any special powers needed to respond to the emergency. Assist in the Initial Damage Assessment (IDA).
- **Planning:** Provide situation and resource summaries; conduct a windshield survey, IDA, and Preliminary Damage Assessment (PDA).
- **Logistics:** Compile resource requests. Acquire resources through Mutual aid, County Support, or Oregon Resources Coordination Assistance Agreement (ORCAA)
- **Finance:** Track incident costs, assist in the PDA, and coordinate damage survey activities.

See Appendix A for sample Declaration of Emergency forms.

1.9.3 Marion County Declaration Process

In accordance with ORS 401.025 and the Marion County Emergency Ordinance, the responsibility for Emergency Management and direction and control in a time of disaster belongs to the elected Board of Commissioners. A member of the Board of Commissioners is designated as the Emergency Management Board Designee and is the chairperson of the Marion County Policy Group, when the EOC is activated.

The Emergency Management Board Designee is empowered to assume executive control over all departments, divisions, and offices of Marion County during a State of Emergency. The Emergency Management Board Designee, with support from County legal staff and the Chief Administrative Officer, will issue an emergency declaration stating that an emergency exists and specifying a location or description of the area and jurisdictions affected. Under such conditions, the County EOP will be implemented. If possible, an IDA will be conducted by local jurisdictions and/or the County prior to requesting State or Federal assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

Marion County's local declaration process involves an escalation through the Emergency Management Board Designee for a formal declaration of emergency or disaster. The declaration will be forwarded to the State of Oregon through OERS and OEM for review by the Governor. If the Governor issues an emergency or disaster declaration, OEM will be contacted via OERS for allocation of State resources to support the response.

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During a suspected or confirmed Public Health Emergency, the Marion County Health Department Director advises the Emergency Management Board Designee to issue a declaration; the Emergency Management Board Designee then signs the declaration and forwards it to the State for review by the Governor.

Human isolation and quarantine issues will be addressed by the Marion County Health Department Director. A court order to implement formal procedures must be requested and issued through the Marion County Board of Commissioners. Following the issuance of a court order, isolation and quarantine measures will be implemented and enforced within the County.

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

1.9.4 Polk County Declaration Process

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

Under the circumstances described above, the County's Presiding Official, in consultation with the County Board of Commissioners and with support from the County Counsel, may issue an Emergency Declaration.

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

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

In an agricultural emergency, the Polk County Environmental Health Division will manage animal quarantine measures (note that, unlike human quarantines,

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

1.9.5 State Assistance

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

The OEM Operations Officer coordinates with the agencies represented in the State ECC to determine the best way to support local government requests. The Operations Officer evaluates resource requests based on the goals and priorities established by the Director. Agency representatives keep the Operations Officer informed of resources assigned, resources available for commitment, and the status of assigned missions. Oregon Resources Coordination Assistance Agreement (ORCAA) may be used to acquire necessary resources.

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

1.9.6 Federal Assistance

The Federal Emergency Management Agency (FEMA) provides resources, coordination, planning, training, and funding to support State and local jurisdictions when requested by the Governor.

In the event that the capabilities of the State are not sufficient to meet the requirements as determined by the Governor, Federal assistance may be requested. OEM coordinates all requests for Federal assistance through the State ECC. FEMA coordinates the Governor's Presidential request for assistance in accordance with the NRF.

1.10 Continuity of Government

1.10.1 Lines of Succession

In the absence of the City Manager, the official that is highest on the list presented in Table 1-4 will become the Emergency Program Manager for the City and will direct the City's response to the emergency. If the same person is highest on both

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the Emergency Program Manager list and EOC Director list, that person will select the most appropriate role and ensure that the next person on the list assumes the other role.

Table 1-4 provides the emergency management and coordination lines of succession during an emergency for the City.

Table 1-4 City Lines of Succession	
Emergency Program Manager	EOC Director
1. City Manager	1. Fire Chief
2. Deputy City Manager *	2. Police Chief
3. Fire Chief	3. Fire Department Deputy Chief of Operations
4. Chief of Police	4. Fire Department Deputy Chief of Administrative Services
5. Director of Public Works	5. Fire Department Deputy Chief of Communications
6. Director of Community Development	6. Public Works Director
7. Director of Urban Development	7. Fire Battalion Chief 4
8. Fire Department Assistant Chief*	8. Fire Battalion Chief 2
9. Fire Department Deputy Chief of Operations	9. Off Duty Fire Battalion Chief
10. Fire Department Deputy Chief of Administrative Services	
11. Fire Department Deputy Chief of Training and EMS	
12. Police Department Deputy Chief of Investigations	
13. Police Department Deputy Chief of Patrol	
14. Fire Department Battalion Chief 4	
15. Fire Department Battalion Chief 2	

**if appointed*

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

2. Situation and Assumptions

1.10.2 Preservation of Vital Records

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

1.11 Administration and Logistics

1.11.1 Request, Allocation, and Distribution of Resources

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

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

In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Fire Department Chief and County Fire Defense Board Chief assess the status of the incident(s) and, after determining that all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

1.11.2 Financial Management

During an emergency, the City is likely to find it necessary to redirect City funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Manager. If an incident in the City requires major redirection of City fiscal resources, the City Manager will decide how to respond to the emergency funding needs, declare a State of Emergency, and request assistance through the County as necessary.

To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.

2. Situation and Assumptions

Expenditure reports should be submitted to the Finance Department and managed through the Finance Director to identify budgetary shortfalls. Procurement issues related to personnel, both volunteer and paid, will be handled at the departmental level. In addition, copies of expense records and all supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests. During activation of the City EOC, financial management will be handled by the Finance Section.

1.11.3 Legal Support and Liability Issues

Liability issues and potential concerns among government agencies, private entities, and other response partners and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for the City and its surrounding areas. Legal support in the Salem EOC will be provided by the Salem Legal Department through the Command Staff function.

1.11.4 Reporting and Documentation

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

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

1.12 Safety of Employees and Family

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

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

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health and medical services during a pandemic or other type of public health emergency.

The City has developed plans that formally address the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak. 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 SEMP Annex HA-I Pandemic Influenza Plan and ESF 8 of the Marion County EOP.

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

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

2

Situation and Planning Assumptions

2.1 Situation

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

2.1.1 Community Profile

2.1.1.1 Geography

The City of Salem is the Oregon State capital and the county seat of Marion County. It is located in the center of the Willamette Valley alongside the Willamette River, which runs north through the City. The river forms the boundary between Marion and Polk Counties, and the City neighborhood of West Salem is in Polk County. The 45th Parallel (the halfway point between the North Pole and the Equator) passes through Salem's city limits.

Although the Willamette River flows through Salem, the North Santiam River watershed is Salem's primary drinking water source. Elevation within the city limits ranges from about 120 to 800 feet. Salem contains the volcanic Salem Hills in the south and lies between the 1,000-foot Eola Hills directly to the West and the 600-foot Waldo Hills to the east. The southern and western portions of Salem contain some canyons and contain the most hills in the area, while the northern and eastern areas have fewer hills. The Coast Range and the Cascades, including Mount Hood, Mount Jefferson, and on the clearest of days, Mount St. Helens, can be viewed throughout the City.

2. Situation and Assumptions

2.1.1.2 Climate

Like most of the Willamette Valley area, Salem has a Marine West Coast climate with some characteristics of the Mediterranean climate. Rain is heaviest in late fall and throughout winter, but precipitation is spread from October until May, with a dry season from June through September. Light snowfall occurs in winter, but major snows are rare. Mostly cloudy skies and low cloud ceilings are commonplace during the rainy season.

The City has an average low temperature of 33° F and a high of 82° F, with August being the hottest month and January the coldest. The average annual precipitation is 39.24 inches.

2.1.1.3 Demographics

As of the census of 2022, there were 177,490 people, 68,667 households, and 40,847 families residing in the City. The population density was 3,629 inhabitants per square mile. The racial makeup of the City was 75.3% White, 1.4% African American, 1.0% Native American, 3.3% Asian, 1.8% Pacific Islander, 10.2% from two or more races. Hispanic or Latino inhabitants of any race made up 22.4% of the population.

There were 68,667 households, of which 33.8% had children under the age of 18 living with them, 52.0% were married couples living together, 19.0% had a female householder with no husband present, 8.0% had a male householder with no wife present, and 22.0% were non-families.

The median age in the City was 37 years. Residents under the age of 18 made up 22.0%; 62.0% were between the ages of 18 and 64 and 16% were 65 years or older. The gender makeup of the City was 50.0% male and 50.0% female.

2.1.1.4 Economy

State government is the City's largest employer. The top private employer in Salem is the Salem Hospital, with over 2,700 employees. Others include Amazon, Garmin, the Confederated Tribes of the Grand Ronde's Spirit Mountain Casino west of Salem, the T-Mobile Calling Center, GE Security, Wells Fargo Customer Contact Center, NORPAC Foods, Inc., Roth's Fresh Markets, and Willamette University.

Salem is the headquarters of the Oregon Department of Corrections and home to four state correctional facilities, including the Oregon State Penitentiary, Oregon's only maximum security prison.

2.1.1.5 Education

Salem's public elementary and secondary schools are part of the Salem-Keizer School District, which has approximately 39,906 students and 65 schools. It is the second largest public school district in the State. The City also has many private elementary and secondary schools such as Blanchet Catholic School and Salem Academy Christian School. The City is also home to several public boarding

2. Situation and Assumptions

schools, the Chemawa Indian School (a Native American high school), and the Oregon School for the Deaf.

Post-secondary schools include Chemeketa Community College, Corban University, Tokyo International University of America, and Willamette University. Portland State University, Eastern Oregon University, Western Oregon University and Oregon State University provide classes and a handful of undergraduate degrees at Chemeketa Community College.

2.1.1.6 Transportation

Transportation options in the City include local and regional public transit as noted below, as well as non-commercial air travel at McNary Field. Major roads include Interstate 5, Oregon Route 99E, and Oregon Route 22, which connects West Salem across the Willamette River via the Marion Street and Center Street bridges.

Salem-Keizer Transit ("Cherriots"), an independent government agency, provides fixed-route bus service, rideshare matching, and paratransit/lift services for the disabled, within the urban growth boundary.

Chemeketa Area Regional Transportation System (CARTS) provides bus service that connects Salem to destinations as far north as Woodburn, as far west as Dallas, and to the east to Silverton and up the Santiam Canyon to Mill City.

Greyhound Lines provides north–south service and connecting carrier service to Bend from its station at the Salem Depot.

Amtrak, the national passenger rail system, leases the Salem Depot from the Oregon Department of Transportation. The Coast Starlight provides daily north–south service to cities between Los Angeles, California, and Seattle, Washington. Amtrak Cascades trains, operating as far north as Vancouver, British Columbia, and as far south as Eugene, Oregon, serve Salem several times daily in both directions.

Salem-Keizer Transit, in cooperation with Wilsonville's SMART, provides routes between downtown Salem and major employers in Wilsonville. From Wilsonville, passengers can be transported to downtown Portland via TriMet.

The HUT Airport Shuttle provides transportation to Portland International Airport. HUT also serves Corvallis, Albany, and Woodburn. Mountain Express provides transportation between Salem and Bend.

McNary Field (Salem Municipal Airport) is owned and operated by the City of Salem. It serves primarily general aviation and the Oregon National Guard – Army Aviation Support Facility.

2. Situation and Assumptions

The City is served by the following highways:

- Interstate 5
- Oregon Route 99E
 - Oregon Route 99E Business is a spur of the above, serving the downtown area
- Oregon Route 22
- Oregon Route 221
- Oregon Route 51
- Oregon Route 213

2.1.1.7 Community Events

The following community events may influence the hazard and threat analysis and preplanning for an emergency:

- **Bite of Salem** – held in July at the Riverfront Park and includes carnival rides, food, and entertainment.
- **Salem Ironman Triathlon** – held in July.
- **Capitol Pride** – held in early August and includes entertainment, information booths, food, and merchandise vendors.
- **First Taste Oregon** (formerly Food, Wine, and Brew Festival) – held in January at the State Fairgrounds.
- **Oregon State Fair** - (significant swell in population and on resources related to Fire and Police) – held in late August at the State Fairgrounds.
- **Salem Saturday Market** – held every Saturday in April through October in the State Parking Lot at the corner of Summer and Marion Streets.
- **Wednesday Farmers Market** – held every Wednesday in May through October at Chemeketa St. in downtown Salem.
- **Salem Art Fair and Festival** – held in July at Bush’s Pasture Park and highlights the work of more than 200 fine artists and craftspeople from across the U.S. and Canada
- **World Beat Festival** – held in June at Riverfront Park and includes ethnic foods and entertainment.

2. Situation and Assumptions

Figure 2-1 Map of City of Salem

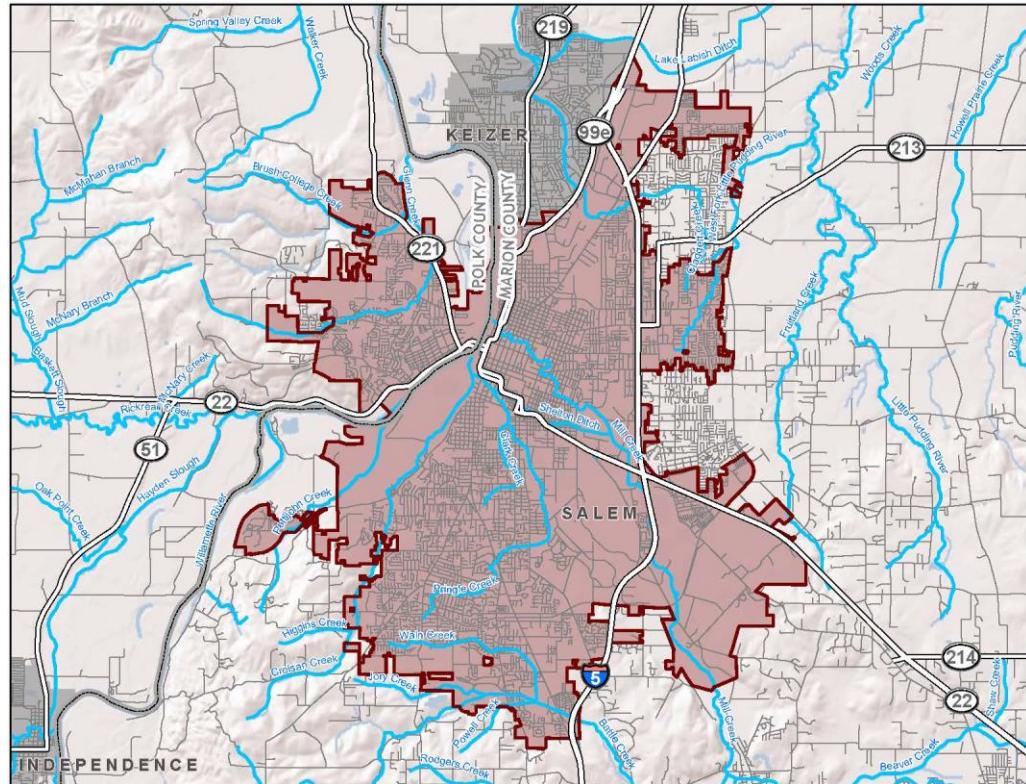
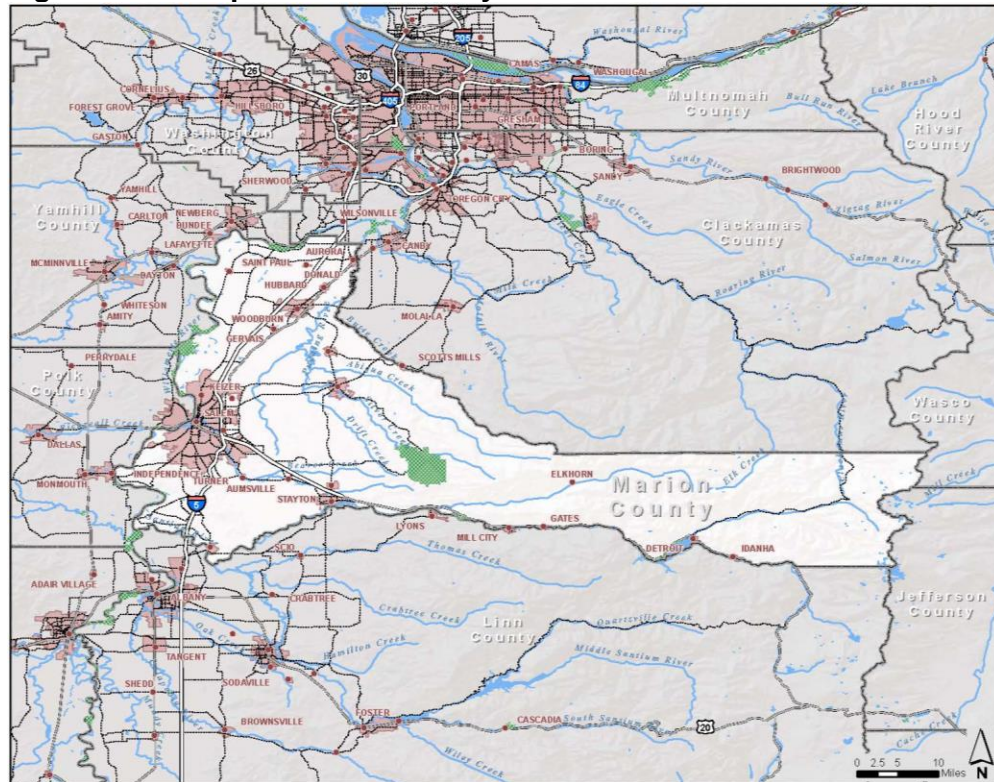
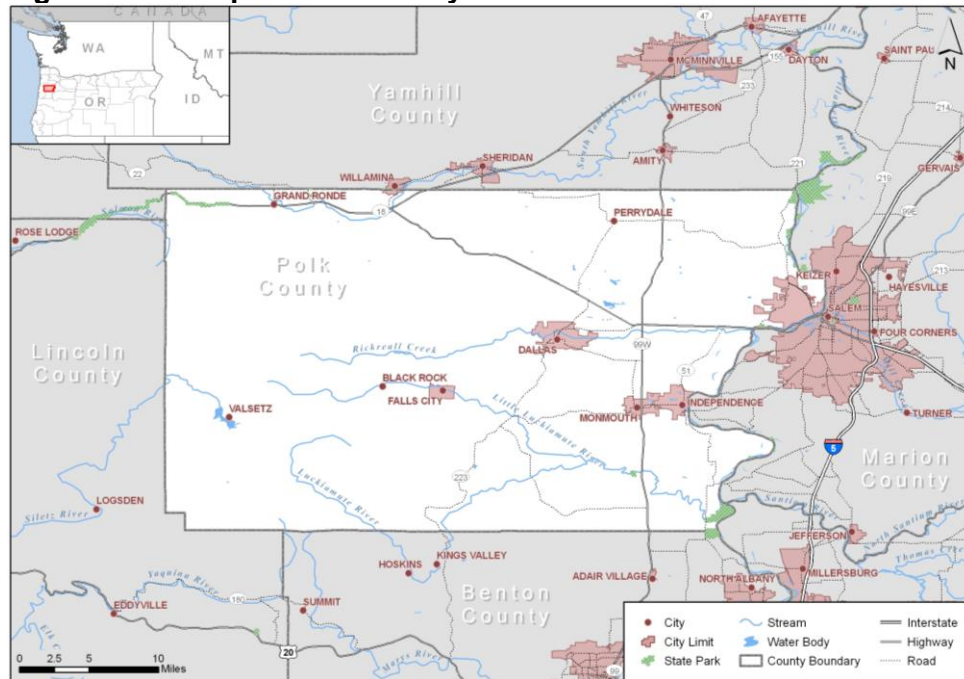


Figure 2-2 Map of Marion County



2. Situation and Assumptions

Figure 2-3 Map of Polk County



2.1.2 Threat/Hazard Identification

The City may be subject to a variety of natural, technological, and human-caused hazards and threats.

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

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

2. Situation and Assumptions

Table 2-1 City of Salem Identified Threats/Hazards		
Natural	Technological	Human-Caused
<ul style="list-style-type: none"> • Flood • Earthquake • Winter Storm • Landslide • Windstorm • Extreme Heat • Drought • Wildfire • Volcanic Eruption 	<ul style="list-style-type: none"> • Hazardous Materials Incident • Dam Failure 	<ul style="list-style-type: none"> • Terrorism

The City of Salem maintains a Natural Hazards Mitigation plan that is available for further reference on natural hazards affecting the City of Salem.

Additionally, see the Marion County Hazard Mitigation Plan for more information regarding natural hazards for the county.

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 City. These hazards include:

- **Tsunami.** As the City is located adjacent to a travel route from the Oregon coast, it may be impacted by this proximity and the associated needs of residents fleeing a tsunami. The City may be additionally impacted if a regional earthquake is the cause of the tsunami.
- **Volcano.** Similar to the tsunami hazard, a volcanic eruption in the Mount Hood area may result in residents traveling through the City to escape its effects.

2.1.3 Hazard Analysis

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

2. Situation and Assumptions

Table 2-2 City of Salem Hazard Analysis Matrix		
Hazard	Rating Criteria with Weight Factors	
	Probability	Vulnerability
Windstorm	High	High
Winter Storm	High	High
Earthquake	High	High
Extreme Heat	High	High
Flood	High	High
Landslide	High	Moderate
Civil Disorder/Terrorism	Moderate	High
Hazardous Material	Moderate	High
Drought	Moderate	Moderate
Dam Failure	Low	High
Wildland-Urban Interface Fire	High	Moderate
Volcanic Eruption	Low	Moderate
Public Health Emergency		

See the City’s Natural Hazard Mitigation Plan for more information.

2.1.4 Capability Assessment

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

The City has not developed a formal capabilities assessment to date. Should one be developed in the future, it will summarize the jurisdiction’s prevention, protection, response, and recovery capabilities involving the defined hazards. It will also further describe the jurisdiction’s limitations on the basis of training, equipment, and personnel.

2. Situation and Assumptions

Table 2-3 Core Capabilities by Mission Area				
Prevention	Protection	Mitigation	Response	Recovery
Planning				
Public Information and Warning				
Operational Coordination				
<ul style="list-style-type: none"> • Forensics and Attribution • Intelligence and Information Sharing • Interdiction and Disruption • Screening, Search, and Detection 	<ul style="list-style-type: none"> • Access Control and Identify Verification • Cybersecurity • Intelligence and Information Sharing • Interdiction and Disruption • Physical Protective Measures • Risk Management for Protection Programs and Activities • Screening, Search, and Detection • Supply Chain Integrity and Security 	<ul style="list-style-type: none"> • Community Resilience • Long-Term Vulnerability Reduction • Risk and Disaster Resilience Assessment • Threats and Hazard Identification 	<ul style="list-style-type: none"> • Critical Transportation • Environmental Response/Health and Safety • Fatality Management Services • Infrastructure Systems • Mass Care Services • Mass Search and Rescue Operations • On-Scene Security and Protection • Operational Communications • Public and Private Services and Resources • Public Health and Medical Services • Situational Assessment 	<ul style="list-style-type: none"> • Economic Recovery • Health and Social Services • Housing • Infrastructure Systems • Natural and Cultural Resources

2.1.5 Protection of Critical Infrastructure and Key Resources

Critical Infrastructure and Key Resources (CIKR) are owned and operated by the City or local partners and support the delivery of critical and essential services. These resources are necessary to ensure the City’s security, public health and safety, and economic vitality. CIKR includes the assets, systems, networks, and functions that provide vital services to cities, states, regions, and, sometimes, the nation. Emergencies, natural hazards, and terrorist attacks on CIKR could significantly disrupt those activities, produce cascading effects, and result in large-scale human suffering, property destruction, economic loss, and damage to public confidence and morale.

2. Situation and Assumptions

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

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

2.2 Assumptions

The SEMP is based on the following assumptions and limitations:

- Emergencies can and do occur in varying degrees of risk to the City, and the City must be prepared to respond to any emergency.
- The amount of warning the City receives prior to the onset of an emergency will vary; however, the City will be prepared to use any period of warning to its advantage.
- The only resources initially available to the City will be City personnel, material, and equipment on hand at the time.
- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency services, disaster relief, volunteer organizations, and the private sector.
- All emergency response staff are trained and experienced in operating under NIMS/ICS protocol.
- Each responding City and County agency will utilize existing directives and procedures in responding to major emergencies and disasters.

2. Situation and Assumptions

- Environmental, technological, and civil emergencies may be of a magnitude and severity that require State and Federal assistance.
- County, State, and Federal aid to the City may be limited or not available in every situation.
- 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.
- At any given time, conflicting demands for resources may require the exercise of discretion in setting priorities for the allocation of scarce resources.
- Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- All or part of the City may be affected by environmental and technological emergencies.
- The United States Department of Homeland Security provides threat conditions across the United States and identifies possible targets.
- A terrorist-related incident or attack may occur without warning. If such an attack occurs, the City could be subject to radioactive fallout or other hazard related to weapons of mass destruction. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.
- Outside assistance will be available in most major emergency/disaster situations that affect the City. Although this plan defines procedures for coordinating such assistance, it is essential for the City to be prepared to carry out disaster response and short-term actions on an independent basis.
- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control in a State Declaration of Emergency.
- City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the City can still operate effectively if public officials, first responders, employees, volunteers, and residents are:

2. Situation and Assumptions

- Familiar with established policies and procedures
- Assigned pre-designated tasks
- Provided with assembly instructions
- Formally trained in the duties, roles, and responsibilities required of them during emergency operations

3

Roles and Responsibilities

3.1 General

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

The County Emergency Program Manager is responsible for emergency management planning and operations for the area of the County lying outside the corporate limits of the incorporated municipalities of the County.

The Salem City Emergency Program Manager is responsible for emergency management planning and operations for the City of Salem,

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

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

Most City departments have emergency functions in addition to their normal duties. Each department is responsible for developing and maintaining its own emergency management procedures. Specific responsibilities are outlined below, as well as in individual annexes.

3.2 Emergency Management Agency

The City does not have an office or division of emergency management services separate from its existing departments. For the purposes of this plan, the City's emergency management structure will be referred to generally as the City EMA. Under this structure, the City Manager is considered the Emergency Program Manager, unless this role has been otherwise delegated. Roles and

3. Roles and Responsibilities

responsibilities of individual staff and agencies are described throughout the plan to further clarify the City's emergency management structure.

The Emergency Program Manager may, depending on the size or type of incident, delegate the authority to lead response and recovery actions to other City 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 City's emergency management program can vary depending upon the location, size, and impact of the incident. The EMA for the City is divided into two general groups, organized by function—the Policy Group and Emergency Response Agencies.

3.2.1 Policy Group

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

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

3.2.1.1 Mayor and City Council

The ultimate responsibility for policy and political direction for the City government is borne by the City Council. During emergencies, this responsibility includes encouraging citizen involvement and citizen assistance, issuing policy

3. Roles and Responsibilities

statements as needed to support actions and activities of recovery and response efforts, and providing the political contact needed for visiting State and Federal officials. Additionally, the Council will provide elected liaison with the community and other jurisdictions.

General responsibilities of the Mayor and City Council include:

- Establishing emergency management authority by city ordinance.
- Adopting emergency management–related resolutions.
- Acting as liaison to the community during activation of the EOC.
- Acting on emergency funding needs.

3.2.1.2 City Manager (Emergency Program Manager)

The City Manager serves as the Emergency Program Manager for the City. The Emergency Program Manager has the overall authority and responsibility for overseeing emergency management programs and activities and will delegate responsibility, as appropriate to the City Emergency Manager. The City Manager is responsible for continuity of government, overall direction of City emergency operations, and dissemination of public information, including the following tasks:

- Providing the City with emergency response capabilities in accordance with SRC 2.660 to 2.680.
- In an emergency, implementing the SEMP, activating the EOC, and acting as the Emergency Program Manager pursuant to ORS Chapter 401 and SRC 2.660 to 2.680.
- Ensuring that all City departments develop, maintain, and exercise their respective service annexes to this plan.
- Supporting the overall preparedness program in terms of its budgetary and organizational requirements.
- Implementing the policies and decisions of the governing body.
- Ensuring, through the City Recorder, that plans are in place for the protection and preservation of City records.
- Keeping the City Council informed of the situation.

3. Roles and Responsibilities

3.2.1.3 City Department Directors

General responsibilities of Department Directors include:

- Preparing and maintaining assigned SEMP Annexes on a quarterly basis.
- Preparing and maintaining supporting SOPs.
- In coordination with the EOC Director and other City departments:
 - Analyzing potential emergency threats
 - Developing response plans to meet those threats
 - Training staff to implement response plans
 - Recommending establishment of mutual aid and other service agreements to the City Manager, when appropriate.
- Selecting or recalling department staff and developing and updating their respective department notification plans to recall employees.
- Updating the recall roster quarterly for use by the Communications Center as discussed in FA A – Alert and Warning. The department notification plan should include a list of department personnel to be called, the order of notification, and current phone, pager and/or cell numbers.
- Providing staffing for specific EOC positions and ensuring those persons are available for training and exercises.
- Providing resources to the EOC, as described in FA C. Departmental service and support resources may also be utilized for assignment to Incident Commanders in the field.

When the City EOC is activated, individual Department Operations Centers (DOCs) will be under the control of the EOC. Individual departments operate each DOC. These centers will coordinate information and activities with the EOC. Also, when information is disseminated to individual departments, the EOC will use that Department's DOC as the contact point. Not all departments will need or have a DOC.

3.2.2 Responsibilities by Department

3.2.2.1 Responsibilities of All Departments

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

3. Roles and Responsibilities

Organizationally, they are a component that provides support and communication for responders.

All City departments are responsible for:

- Supporting EOC operations to ensure that the City is providing for the safety and protection of the citizens it serves.
- Developing alert and notification procedures for department personnel.
- Developing operating guidelines to implement assigned duties specified by this plan.
- Tracking incident-related costs incurred by the department, in coordination with the EOC Finance Section if activated, and submitting expenditure reports in accordance with financial management practices. Incident-related costs may occur during response or recovery phases and may include personnel overtime, equipment used/expended, and contracts initiated.
- Establishing internal lines of succession of authority.
- Ensuring that vehicles and other equipment are equipped and ready, in accordance with standard SOPs.
- Identifying critical functions and developing procedures for maintaining and/or reestablishing services provided to the public and other City departments.
- Assigning personnel to the EOC, as charged by this plan.
- Developing and implementing procedures for protecting vital records, materials, and facilities.
- Promoting family preparedness among employees.
- Ensuring that staff complete any NIMS-required training.
- Ensuring that department plans and SOPs incorporate NIMS components, principles, and policies.
- Dedicating staff time for preparedness training and participation in exercises.

3.2.2.2 Fire Department

The Fire Department's responsibilities include:

- The Fire Chief serves as the primary EOC Director and supervises the activated EOC.

3. Roles and Responsibilities

- The Fire Chief will appoint an Emergency Manager to assist in the management of the tasks associated in planning and preparing to meet potential emergency situations and to serve in the EOC.
- Providing Fire Department Chief Officers (Deputy Chiefs and Battalion Chiefs) to the EOC Operations and Planning Sections.
- Providing fire control.
- Identifying and reducing fire hazards.
- Providing emergency medical triage, treatment, and transportation.
- Providing initial response, command, and control of hazardous materials incidents.
- Providing special rescue services (e.g., urban search and rescue, confined space rescue, trench rescue, surface water rescue, high-angle rescue, etc.).
- Maintain mutual-aid agreements with outside fire and emergency medical agencies.

See FA E – Fire Service for more information.

3.2.2.3 Emergency Management (Section of the Fire Administration Division)

The Emergency Manager’s responsibilities include:

- Providing technical assistance to the EOC Director.
- Planning, organizing, and conducting EOC staff training and EOC exercises to maintain emergency management capabilities.
- Managing the conversion of staffing of the EOC for the EOC Director.
- Providing staff coordination among the various City agencies involved in the planning of emergency prevention, mitigation, preparedness, response, and recovery efforts.
- Serving as liaison between the City, Polk County, and Marion County emergency management agencies; OEM; and other non-city emergency resource agencies.
- Publishing and maintaining the SEMP.
- Maintaining the EOC facility and supplies and ensuring that the telephone communications network is functional.

3. Roles and Responsibilities

3.2.2.4 Police Department

The Police Department's responsibilities include:

- Providing command personnel to the EOC Operations and Planning Sections.
- Conducting all law enforcement activities.
- Maintaining law and order.
- Controlling traffic.
- Securing the EOC and other property as required, in the absence of Community Enhancement personnel.
- Managing evacuations and coordinating light search and rescue operations in non-hazardous atmospheres and situations.
- Maintaining mutual aid agreements with other law enforcement agencies.

See FA D – Police Service for more information.

3.2.2.5 Public Works Department

The Public Works Department's responsibilities include:

- Providing staff for the EOC Operations and Planning Sections.
- Repairing and maintaining roads and bridges, potable water distribution, sewer collection, and storm water facilities.
- Repairing damaged bridges or constructing temporary bridges and detours.
- Clearing debris from streets and roads.
- Providing emergency potable water supply and emergency sewage disposal.
- Conducting damage assessment in coordination with the City Building and Safety Division as part of the Planning Section Damage Assessment Unit.
- Assisting with environmental containment, decontamination, and neutralization of hazardous materials.
- Providing professional and technical engineering staff in support of damage assessment and for geographic information system (GIS) analysis.

3. Roles and Responsibilities

- Providing engineering services where needed.
- Providing traffic engineering control and assistance to law enforcement during evacuations.
- Providing liaison between the City and public utility agencies.
- Maintaining mutual aid agreements with other public works agencies.

See FA F – Public Works for more information.

3.2.2.6 City Manager's Office

The Finance Services serves as a Finance Section Chief. The administrative services responsibilities include:

- Providing staff to the Logistics and Finance sections at the EOC.
- Developing and maintaining an emergency resource inventory.
- Developing and maintaining a plan for procurement of all types of resources and the repair and maintenance of facilities and vehicles in times of major emergencies.
- Maintaining mutual aid agreements with the Salem Area Transit District and Salem-Keizer School District for emergency transportation service.
- Determining specific requirements for, and collection of, cost accounting information during and following an emergency.
- Supporting applications for Federal or State recovery aid.
- Tracking the amount of time resources are used on the incident.
- Preparing a daily summary of response costs.
- Coordinate with the Information Technology Department to provide support for computer systems and networks.
- Coordinate with the Information Technology Department to provide support for GIS analysis in the EOC.

See FA H – Logistics and Support Services and FA M - Finance for more information.

3. Roles and Responsibilities

3.2.2.7 Willamette Valley Communications Center

The WVCC Director is responsible for all emergency communications. The Willamette Valley Communications Center (WVCC)'s responsibilities include:

- Providing communications for the EOC.
- Planning for and controlling all communications systems in an emergency.
- Providing for communications capabilities throughout Salem so that communications may be maintained among all levels of the City, County, and State governments.
- Establishing and maintaining a warning system to alert key officials, staff, and the public in the event of an emergency situation.

See FA A – Alert and Warning and FA B – Emergency Communications Services for more information.

3.2.2.8 Community Development Department

The Building and Safety Division's responsibilities include:

- Providing staff to the Planning Section Damage Assessment Unit and for GIS analysis.
- Providing staff to the Planning and Logistics Sections at the EOC.
- Coordinating the demolition of unsafe structures.
- Providing administrative staff support to the EOC, including clerks, messengers, and general support.

See FA J – Damage Assessment for more information.

The Neighborhood Enhancement Division responsibilities are as follows:

- The Division Administrator serves as a Situation Unit Leader.
- The Neighborhood Services Section, along with Center 50+ and Urban Development Housing, plan and coordinate the provision of social services needed by survivors. This includes coordination with the Willamette Chapter of the American Red Cross (Red Cross) to provide shelter services.
- Neighborhood Services and Parks Operations staff will attach to the Logistics Section Personnel Unit to assist in the coordination of volunteers. This work will include involvement and participation with Volunteer Organizations Active in Disaster and Marion County Emergent Volunteer Center by the City.

3. Roles and Responsibilities

- Parks Operations Division will attach to the Public Works Department to perform damage repair and construction.
- The Parks Operations Division planning unit will attach to the Planning Section Damage Assessment Unit to assist with damage assessment.

See FA G – Social Services/Volunteer Services for more information.

3.2.2.9 Urban Development Department

The Urban Development Department's responsibilities include:

- Working with Community Development Department – Neighborhood Enhancement Division – Neighborhood Services to assist in welfare service coordination and available recovery sites.

See FA G – Social Services/Volunteer Services for more information.

3.2.2.10 Legal Department

The City Attorney's responsibilities include:

- Providing legal services during emergencies and reviewing the SEMP to determine if there are any legal implications for responsible officials.
- Remaining in contact with the EOC to keep informed regarding the situation, as it develops, in order to readily advise or consult with responsible officials on all legal matters.
- Communicating with the legal counsel for Marion and Polk Counties and the State of Oregon to coordinate legal matters when necessary.

See FA L – Legal Services for more information.

3.2.2.11 Human Resources Department

The Human Resources Director serves as the Personnel Unit Leader. The Human Resources Department's responsibilities include:

- Providing staff to the Finance Section Compensation and Claims Unit and to the Logistics Section Personnel Unit at the EOC to handle human resource and risk management issues.
- Developing a plan to provide for timely recruitment and hiring of any additional personnel required by the City in an emergency.
- Providing staff assistance to the emergency work force in the area of occupational health and safety, hazard mitigation, and risk management.

3. Roles and Responsibilities

- Developing a plan to operate a City Employee/Family Information Center to provide a central point for employees' families to send and receive messages for City employees who are performing emergency response duties.

See FA N – Human Resources and Risk Management for more information.

3.2.3 Responsibilities by Function

This group includes services required for an effective emergency management program, of which response is a key element. These agencies include fire departments/districts, law enforcement, emergency medical service (EMS) providers, and public health, environmental health, and public works departments.

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

- **Primary Agency(s)**

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

- **Supporting Agency(s)**

- Identifies those agencies with substantial support roles during major incidents.

3.2.3.1 Transportation

Primary Agency: City Public Works Department

Supporting Agencies: City Police Department, Salem/Keizer School District, Portland & Western Railroad, Amtrak, Airport, Cherriots (Salem-Keizer Transit), Greyhound

Transportation-related responsibilities include:

- Planning for and identifying high-hazard areas, numbers of potential evacuees, and numbers of people requiring transportation to reception areas (including Access and Functional Needs Populations).
- Coordinating transportation needs for Access and Functional Needs Populations.
- Identifying emergency traffic routes.
- Determining optimal traffic flow and movement priority from residences to highways.

3. Roles and Responsibilities

- Confirming and managing locations of staging areas and pick-up points for evacuees requiring public transportation.
- Coordinating transportation services, equipment, and personnel using emergency routes.
- Providing guidance on commuting arrangements for essential workers during the evacuation period.
- Proposing locations of roadblocks and patrols for evacuation movement.
- Assisting with control and safety measures in the evacuated area and reassigning personnel during the evacuation period.

See FA F – Public Works and the County EOP, ESF 1 – Transportation for more details.

3.2.3.2 Communications

Primary Agency: City of Salem Fire Department (WVCC), City Information Technology and Facilities Department and Salem Emergency Management

Supporting Agencies: Central Lane 9-1-1 (backup), Lincoln County Sheriff (backup), Salem Joint Information System (JIS) and Salem Public Information Officers (PIOs)

Alert and Warning

Responsibilities related to alert and warning include:

- Disseminating emergency public information, as requested by the on-scene Incident Commander, EOC Director or PIO.
- Provide Alert and Warning notices to the Salem Emergency Manager on a timely basis.
- Receiving and disseminating warning information to the public and key County and City officials.

Communication Systems

Communication-related responsibilities include:

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

3. Roles and Responsibilities

See FA B – Communications, FA K – Emergency Information and the County EOP, ESF 2 – Communications for more details.

3.2.3.3 Public Works and Engineering

Primary Agency: City Public Works Department, City Community Development, Building & Safety Division

Supporting Agencies: Marion and Polk County Public Works Departments

Responsibilities related to public works and engineering include:

- Barricading hazardous areas.
- Performing priority restoration of streets and bridges.
- Protecting and restoring waste treatment and disposal systems.
- Augmenting sanitation services.
- Assessing damage to streets, bridges, traffic control devices, the wastewater treatment system, and other public works facilities.
- Removing debris.
- Assessing damage to City-owned facilities.
- Condemning unsafe structures.
- Directing temporary repair of essential facilities.

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

3.2.3.4 Firefighting

Primary Agency: City of Salem Fire Department

Supporting Agencies: Mutual Aid Partners

Responsibilities related to fire service include:

- Providing fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment.
- Providing hazardous materials spills emergency response planning and coordination.
- Performing specialized rescue (e.g., water, high-angle, structural collapse), as needed and practical.
- Performing life-safety inspections and recommendations for activated emergency shelters

3. Roles and Responsibilities

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

3.2.3.5 Emergency Management

Primary Agency: City Fire Department (Emergency Management Division and Willamette Valley Communications Center (WVCC))

Supporting Agencies: Polk and Marion County Emergency Management

Emergency Operations Center

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

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

- Providing coordination of resources and emergency communications (Amateur Radio Emergency Services [ARES]/Radio Amateur Civil Emergency Services [RACES]) at the request of the on-scene Incident Commander.
- Maintaining contact with neighboring jurisdictions and the County EOC.
- Maintaining the EOC in an operating mode, as required by the incident, or ensuring that the EOC space can be converted into an operating condition.
- Requesting department representatives (by title) to report to the EOC and developing procedures for crisis training.
- Developing and identifying duties of staff, use of displays and message forms, and procedures for EOC activation.

See, FA C – EOC Operations, and the County EOP Basic Plan and ESF 5 – Emergency Management for more details.

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

Primary Agency: Community Development Department, Urban Development Department, American Red Cross

Supporting Agencies: Marion and Polk County Health Departments, Salem/Keizer School District

3. Roles and Responsibilities

The City provides shelter and mass care services and has participated in procedures outlined in the County EOP. The City of Salem, in collaboration with Marion County and with support from the Willamette Chapter of the Red Cross, is responsible for ensuring that the mass care needs of the affected population are met, including sheltering, feeding, providing first aid, and reuniting families. Responsibilities related to mass care, emergency assistance, housing, and human service include:

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

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

3. Roles and Responsibilities

3.2.3.7 Logistics Management and Resource Support

Primary Agency: CMO Administrative Services

Supporting Agencies: City Human Resources Department, Information Technology and Facilities Department, Fire Department (WVCC)

Responsibilities related to logistics management and resource support include:

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

See FA H – Logistics and Support, FA N – Human Resources and the County EOP, ESF 7 – Logistics Management and Resource Support for more details.

3.2.3.8 Public Health and Emergency Medical Services

Public Health Services

Primary Agency: City Fire Department, Marion County Health Department

Supporting Agencies: Local hospitals and medical centers (Salem Health and Kaiser Permanente), Mutual Aid Partners

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

Responsibilities related to health of the public include:

- Coordinating with hospitals, clinics, nursing homes/care centers, and behavioral health organizations for adequate provision of public

3. Roles and Responsibilities

health, medical, and behavioral health services, including making provisions for populations with functional needs.

- Coordinating public health surveillance.
- Coordinating mass prophylaxis at the city level and delivery and distribution set-up of the Strategic National Stockpile, if needed.
- Coordinating mass fatality operations with the Medical Examiner and Funeral Directors to provide identification and disposal of the dead.
- Coordinating isolation and/or quarantine actions, as needed and permitted.
- Coordinating dissemination of public health information.
- Designating a coordinator/liaison to participate in all phases of the County Health emergency program, when necessary or as requested.

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

Emergency Medical Services

Primary Agency: City of Salem Fire Department

Supporting Agencies: Falck Ambulance (contracted service), Mutual Aid Partners

EMS-related responsibilities include:

- Providing emergency medical care and transport.
- Coordinating EMS resources.
- Requesting additional EMS assets as necessary.

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

3.2.3.9 Search and Rescue

Primary Agency: City of Salem Police Department

Supporting Agencies: Marion and Polk County Sheriff's Offices, City Fire Department (urban search and rescue)

Responsibilities related to search and rescue include:

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

3. Roles and Responsibilities

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

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

3.2.3.10 Oil and Hazardous Materials Response

Hazardous Materials Response

Primary Agency: City Fire Department (Oregon State Fire Marshal Regional HazMat Team No. 13)

Supporting Agencies: Salem Public Works, Environmental Services and Mutual Aid Partners

Responsibilities related to oil and hazardous materials include:

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

Radiological Protection

Primary Agency: Oregon Health Authority, Radiation Protection Services

Supporting Agencies: City Fire Department (Oregon State Fire Marshal Regional HazMat Team No. 13)

Responsibilities related to radiological protection include:

- Providing localized radiological monitoring and reporting network, when necessary.
- Securing initial and refresher training for instructors and monitors.
- Providing input to the Statewide monitoring and reporting system from incident scenes, as necessary.

3. Roles and Responsibilities

- Under fallout conditions, providing City and County officials and department heads with information regarding fallout rates, fallout projections, and allowable doses provided by the State Radiation Protection Services or Federal government.
- Providing monitoring services and advice at the scenes of accidents involving radioactive materials.

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

3.2.3.11 Agriculture and Natural Resources

Primary Agency: City Public Works, Community Development, and Marion County Health Department

Supporting Agencies: Oregon State University (OSU) Extension Office

Responsibilities related to agriculture and natural resources include:

- Providing nutrition assistance.
- Conducting animal and plant disease and pest response.
- Monitoring food safety and security.
- Providing natural and cultural resources and historic properties protection and restoration.
- Coordinating with pet-owners in protecting the safety and well-being of household pets.

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

3.2.3.12 Energy and Utilities

Primary Agency: City of Salem Public Works Department and Salem Emergency Management

Supporting Agencies: City Information Technology, Facilities Division, Portland General Electric (electricity), Salem Electric (electricity), CenturyLink (internet and phone), NW Natural Gas, Verizon Wireless (phone), Sprint PCS (phone), T-Mobile (phone), Comcast (phone)

Responsibilities related to energy and utilities include:

- Working with local energy facilities to restore damaged energy utility infrastructure and accompanying systems.
- Coordinating temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished. Critical facilities may include primary and alternate EOCs,

3. Roles and Responsibilities

hospitals/critical care facilities, designated shelters, government offices/facilities, water/sewage systems, and other essential community services.

See FA F – Public Works, FA H – Logistics, HA L - Energy and the County EOP, ESF 12 – Energy for more details.

3.2.3.13 Law Enforcement Services

Primary Agency: City of Salem Police Department

Supporting Agencies: City Fire Department, Marion and Polk County Sheriff's Offices, Oregon State Police, Mutual Aid Partners

Responsibilities related to law enforcement include:

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

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

3.2.3.14 Recovery

Primary Agency: City Fire Department (Emergency Management)

Supporting Agencies: City Public Works Department, City Police Department, City Urban Development Department

Recovery-related responsibilities include:

- Directing emergency recovery in times of disaster by providing leadership in coordinating private and governmental-sector emergency recovery efforts.
- Participating with County and State partners to conduct damage assessments; identifying and facilitating availability and use of recovery funding.
- Accessing recovery and mitigation grant and insurance programs; providing outreach, public education, and community involvement in recovery planning.

3. Roles and Responsibilities

- Coordinating logistics management and resource support, providing assistance as needed.
- Locating, purchasing, and coordinating delivery of resources necessary during or after an incident in the City.

See FA E – Fire Services and the County EOP, ESF 14 – Long-Term Community Recovery for more details.

3.2.3.15 External Affairs

Primary Agency: City Manager’s Office and Public Information Officers

Supporting Agencies: City Police Department, City Fire Department, Local Colleges (Chemeketa Community College, Corban University, Tokyo International University of America, Willamette University, Southern Oregon University, Portland State University)

Responsibilities related to external affairs include:

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

See FA E – Fire Services, FA K – Emergency Information Services and the County EOP, ESF 15 – External Affairs for more details.

3.2.3.16 Evacuation and Population Protection

Primary Agency: City Police Department. Salem Emergency Management

Supporting Agencies: City Public Works Department, City Fire Department, Marion County Sheriff’s Office

Responsibilities related to evacuation and population protection include:

3. Roles and Responsibilities

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

See FA E – Fire Services, FA D – Police Services, and FA F – Public Works for more details.

3.2.3.17 Damage Assessment

Primary Agency: City of Salem Community Development Department

Supporting Agencies: City Public Works Department, City Fire Department and Information Technology – GIS Division

Responsibilities related to damage assessment include:

- Establishing a damage assessment team from among City departments with assessment capabilities and responsibilities.
- Training and providing damage plotting team members to the EOC.
- Assisting in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
- Assisting in determining the geographic extent of the damaged area.
- Evaluating the effect of damage on the City’s economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.

See FA J – Damage Assessment, FA F – Public Works and FA E – Fire Services for more details.

3.2.3.18 Legal Services

Primary Agency: City of Salem Legal Department

Supporting Agencies: City Manager’s Office

3. Roles and Responsibilities

Responsibilities related to legal services include:

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

See FA L – Legal Services for more information.

3.2.3.19 Volunteer and Donation Management

Primary Agency: City Public Works Department (Parks), City Community Development Department (Enhancement Div.), and Center 50+

Supporting Agencies: City Police Department and Salem Emergency Management

Government-Sponsored Volunteers

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

3. Roles and Responsibilities

Unaffiliated Volunteers and Donations

Unaffiliated volunteers and donors can support response efforts in many ways, and it is essential that the City plan ahead to effectively incorporate volunteers and donated goods into its response activities.

See FA F – Public Works and FA G – Social Services for more information.

3.2.3.20 Coordination with Special Facilities

Primary Agency: Community Development Department, Fire (Emergency Management Division)

Supporting Agencies: None at this time.

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

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

See FA G – Social Services and FA E – Fire Services for more details.

3.2.3.21 Other Agency Responsibilities

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

3.3 Local and Regional Response Partners

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

3.3.1 Private Sector

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

3. Roles and Responsibilities

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

3.3.2 Nongovernmental Organizations

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

The roles of nongovernmental organizations in an emergency may include:

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

3.3.3 Individuals and Households

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

- Reducing hazards in their homes.

3. Roles and Responsibilities

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

3.4 County Response Partners

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

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

3.5 State Response Partners

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

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

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

3.6 Federal Response Partners

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

3. Roles and Responsibilities

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

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

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function																				
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities
	City of Salem																			
City Manager’s Office							P								P			S		
Community Development Department			P			P					P						P		P	P
Environmental Services										S										
Fire Department (includes Emergency Mgmt, WVCC)	S	P		P	P		S	P	S	P		P	S	P	S	P	S		S	P
Human Resources Department							S													
Information Technology and Facilities Department		P					S					S					S			
Legal Department																		P		
Police Department	S						S		P				P	S	S	P			S	
Public Works Department	P		P							S	P	P		S		S	S		P	
Urban Development Department						P								S						
Marion County																				
Emergency Management					S															

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function																				
Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities
	Health Department						S		P			P								
Public Works Department			S																	
Sheriff’s Office									S				S			S				
Polk County																				
Emergency Management	S						S													
Health and Human Services						S		S			S									
Public Works Department	S		S																	
Sheriff’s Office									S				S			S				
Special Districts																				
Salem/Keizer School District	S					S														
Private/Non-Profit Organizations																				
American Red Cross						P														
Citizen Emergency Response Team					S			S	S				S	S		S	S			
Local Colleges															S					
Local Hospitals and Medical Centers								S												
Local Utilities												S								

3. Roles and Responsibilities

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	Marion County Amateur Radio Emergency Service		S												S					
OSU Extension Office										S										
Falck Ambulance								S												
State of Oregon																				
Business Development Department														S						
Department of Administrative Services							S						S							
Department of Agriculture											S									
Department of Energy												S								
Department of Environmental Quality										S										
Department of Forestry				S																
Department of Human Services						S		S												
Department of Justice													S							
Department of Transportation	S		S																	

3. Roles and Responsibilities

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	Governor’s Office															S				
Governor’s Recovery Planning Cell (Governors Recovery Cabinet)														S						
Office of Emergency Management		S			S				S					S	S					
Office of the State Fire Marshal				S					S	S										
Oregon Health Authority						S														
Oregon Military Department							S													
Oregon State Police													S							
Public Utility Commission		S										S								
Federal																				
Department of Agriculture				S							S			S						
Department of Defense			S						S											
Department of Energy												S								
Department of Health and Human Services								S												

3. Roles and Responsibilities

Table 3-1 Primary and Support Agencies by Function

Key: P – Primary S – Support	Transportation	Communications	Public Works and Engineering	Firefighting	Emergency Management	Mass Care, Emergency Assistance, Housing, and Human Services	Logistics Management and Resource Support	Public Health and Medical Services	Search and Rescue	Oil and Hazardous Materials	Agriculture and Natural Resources	Energy	Public Safety and Security	Long-Term Community Recovery	External Affairs	Evacuation and Population Protection	Damage Assessment	Legal Services	Volunteer and Donations Management	Coordination with Special Facilities	
Department of Homeland Security		S	S		S	S	S		S	S				S	S						
Department of Housing and Urban Development														S							
Department of Interior									S		S										
Department of Justice													S								
Department of the Interior																					
Department of Transportation	S																				
Environmental Protection Agency										S											
General Services Administration							S														
Small Business Administration														S							

4

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4.1 General

Upon notification of a pending or an actual emergency, the Emergency Program Manager will determine whether the situation requires extraordinary measures for control and protection of the City of Salem. If extraordinary measures are required, the Emergency Program Manager may order the implementation of the SEMP and activation of the EOC. City department directors will mobilize their staff and resources in accordance with the SEMP.

The City will follow a strategy of centralized planning and decentralized execution in preparing for and responding to emergencies. This strategy means that the City prepares for the overall plan for response to the emergency, establishes the organization of the response, sets priorities, and marshals and allocates resources to field response forces. Emergency response forces will be organized in accordance with NIMS. Typically, emergency response forces will be organized in one or more Incident or Area Commands. Incident and/or Area Commanders direct these resources in the field to resolve emergency situations. City departments provide resources through the EOC for commitment to Incident/Area Commanders in the field. The overall City emergency response is managed and coordinated from the EOC. *See FA C for more information on the duties and responsibilities of the individual components of the EOC organization.*

4.2 Emergency Management Mission Areas

This plan adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an Emergency Management Plan and, as such, its focus is response and short-term recovery actions. Nevertheless, the SEMP impacts and is informed by activities conducted before and after any emergency operations take place and is designed to assist the City in:

- Preventing, avoiding, or stopping a threatened or an actual act of terrorism.
- Protecting citizens, residents, visitors, and assets against the greatest threats and hazards in a manner that allows the City's interests, aspirations, and way of life to thrive.
- Mitigating the loss of life and property by lessening the impact of future disasters.

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- Responding quickly to save lives, protect property and the environment, and meet basic human needs in the aftermath of a catastrophic incident.
- Recovering through a focus on the timely restoration, strengthening, and revitalization of infrastructure, housing, and a sustainable economy, as well as the health, social, cultural, historical, and environmental fabric of the community when affected by a disaster.

A brief description of these five mission areas, as identified in the National Preparedness Goal, is provided below.

4.2.1 Prevention

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

4.2.2 Protection

Protection-related actions reduce the vulnerability of critical infrastructure or key resources. These efforts deter, mitigate, or neutralize terrorist attacks, major disasters, and other emergencies.

Protection-related actions require coordination on the part of Federal, State, and local governments; the private sector; and concerned citizens across the country. Protection includes continuity of government and operations planning; awareness elevation and understanding of threats and vulnerabilities to their critical facilities, systems, and functions; identification and promotion of effective sector-specific protection practices and methodologies; and expansion of voluntary security-related information sharing among private entities within the sector, as well as between government and private entities.

4.2.3 Mitigation

Mitigation program goals and project efforts are intended to reduce risks and vulnerabilities.

Mitigation-related activities are the ongoing efforts to maximize safety and security from natural, technological, and human-induced hazards. The goal of mitigation efforts is to ensure the safety and security of the City's population, infrastructure protection, and economic stability.

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The City's mitigation efforts are aligned with Federal program guidelines and include enhancing and maintaining a capacity to implement a comprehensive statewide hazard loss reduction strategy; supporting the development and enhancement of local capability to practice hazard mitigation; increasing public and private sectors' awareness and support of disaster loss education; reducing the City's hazard vulnerability through the application of scientific research and development; and reducing the vulnerabilities of City-owned facilities and infrastructure resulting from assessed hazards.

4.2.4 Response

Response-related actions address the short-term and direct effects of an incident.

Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and mitigation activities designed to limit loss of life, personal injury, property damage, and other unfavorable outcomes.

If required by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into the nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations.

4.2.5 Recovery

Recovery-related activities consist of short-term and long-term efforts.

Short-term recovery operations restore vital services. Examples include electrical power, water, and waste systems; debris removal; and assistance to disaster victims. Disaster relief programs administered by governmental, nonprofit, and charitable organizations aid in restoring the personal, social, and economic wellbeing of private citizens.

Long-term recovery focuses on restoring communities to pre-event or updated conditions. This is accomplished by assisting property owners in repairing or rebuilding homes and businesses and assisting local governments, school districts, and other public nonprofit agencies in restoring or reconstructing damaged infrastructure. State, local, and nongovernmental organizations administer the provisions of Federal and State disaster relief funds to provide for restoration and recovery of vital facilities. Post-disaster mitigation programs should be anticipated during the recovery period.

Long-term recovery activities are situation-dependent and may include a range of services. Examples include the development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, nongovernmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political,

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environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

4.3 Incident Levels

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

4.3.1 NIMS Incident Levels

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

Table 4-1 NIMS Incident Levels	
Type 5	<ul style="list-style-type: none"> ■ The incident can be handled with one or two single resources with up to six personnel. ■ Command and General Staff positions (other than the EOC Director) are not activated. ■ No written Incident Action Plan (IAP) is required. ■ The incident is contained within the first operational period and often within an hour to a few hours after resources arrive on scene. ■ Examples include a vehicle fire, an injured person, or a police traffic stop.
Type 4	<ul style="list-style-type: none"> ■ Command and General Staff functions are activated only if needed. ■ Several resources are required to mitigate the incident. ■ The incident is usually limited to one operational period in the control phase. ■ The agency administrator may have briefings and ensure the complexity analysis and delegation of authority are updated. ■ No written IAP is required, but a documented operational briefing will be completed for all incoming resources. ■ The agency administrator develops operational plans, including objectives and priorities.

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Table 4-1 NIMS Incident Levels	
Type 3	<ul style="list-style-type: none"> ■ When capabilities exceed initial attack, the appropriate ICS positions should be added to match the complexity of the incident. ■ Some or all Command and General Staff positions may be activated, as well as Division/Group Supervisor and/or Unit Leader level positions. ■ A Type 3 Incident Management Team or Incident Command organization manages initial action incidents with a significant number of resources, an extended attack incident until containment/control is achieved, or an expanding incident until transition to a Type 1 or 2 team. ■ The incident may extend into multiple operational periods. ■ A written IAP may be required for each operational period.
Type 2	<ul style="list-style-type: none"> ■ The incident extends beyond the capabilities for local control and is expected to extend into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the Operations, Command, and General Staffing. ■ Most or all of the Command and General Staff positions are filled. ■ A written IAP is required for each operational period. ■ Many of the functional units are needed and staffed. ■ Operations personnel normally do not exceed 200 per operational period, and total incident personnel do not exceed 500 (guidelines only). ■ The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
Type 1	<ul style="list-style-type: none"> ■ A Type 1 incident is the most complex, requiring national resources to safely and effectively manage and operate. ■ All Command and General Staff positions are activated. ■ Operations personnel often exceed 500 per operational period, and total personnel will usually exceed 1,000. ■ Branches need to be established. ■ The agency administrator will hold briefings and ensure that the complexity analysis and delegation of authority are updated. ■ Use of resource advisors at the incident base is recommended. ■ There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.

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4.4 Response Priorities

4.4.1 Response

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

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

4.4.2 Recovery

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

1. **Damage Assessment:** Determine structure impacts to the City.
2. **Debris Removal:** Coordination of debris collection and removal.
3. **Infrastructure Restoration:** Facilitate restoration of critical infrastructure.

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

4.5 Incident Management

4.5.1 Activation

When an emergency situation arises, and it is determined that the normal organization and functions of City government are insufficient to effectively meet

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response requirements, the Emergency Program Manager will implement all or part of the SEMP. In addition, the Emergency Program Manager may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. An emergency declaration is not required to implement the SEMP or activate the EOC. The Emergency Program Manager may implement the SEMP as deemed appropriate for the situation or at the request of an on-scene Incident Commander. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide the Emergency Program Manager with the following information:

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

4.5.2 Initial Actions

Upon implementation of all or part of the SEMP, the Emergency Program Manager or Emergency Manager will immediately take the following actions:

- Alert threatened populations and initiate evacuation as necessary.
See FA A – Alert and Warning Annex for more details.
- Initiate emergency sheltering procedures with the Red Cross and other community partners if evacuation procedures are activated.
See FA G – Social Services Annex for more details.
- Instruct appropriate City emergency service providers to activate necessary resources.
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
- Request the Emergency Manager to prepare the emergency declaration with the assistance of the Legal Department. Once approved by the City Manager, submit a formal declaration of emergency through County Emergency Management when it is determined that local resources will not meet the needs of local emergency operations.
- Prepare to staff the City EOC as appropriate for the incident, with maximum 12-hour shifts.

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- City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following the emergency.

4.5.3 Communications, Notification and Warning

Warnings, emergency information, or disaster reports may be received by any of the departments in the City. In all cases, such information will be relayed to the WVCC and the Emergency Manager. Decisions to respond, implement the disaster plan, and activate the EOC will be made by the Emergency Program Manager.

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

A public warning and broadcast system has been established for the City to provide emergency information and instructions during a pending or actual emergency incident or disaster. The Emergency Manager and PIO shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. Multiple Functional Annexes provide detailed information regarding how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained by each agency. External partners can be activated and coordinated through the City EOC.

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

4.5.3.1 Interoperability

To the greatest extent possible, the City of Salem will maintain the ability of emergency management/response personnel to communicate within and across agencies and jurisdictions via voice, data, or video in real time, when needed, and when authorized. It is essential that these communications systems be capable of interoperability, as successful emergency management and incident response operations require the continuous flow of critical information among jurisdictions, disciplines, organizations, and agencies.

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Interoperability planning requires accounting for emergency management and incident response contingencies and challenges. Interoperability plans should include considerations of governance, SOPs, technology, training and exercises, and usage within the context of the stress and chaos of a major response effort.

Coordinated decision making among agencies and jurisdictions is necessary to establish proper and coherent governance and is critical to achieving interoperability. Agreements and SOPs should clearly articulate the processes, procedures, and protocols necessary to achieve interoperability.

4.5.4 Situational Awareness and Intelligence Gathering

4.5.4.1 Situational Awareness

Constant situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively. Situational awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities, and forecasting or predicting incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence- and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

The City of Salem incorporates a common operating picture (COP) system developed on a GIS platform to provide immediate and situational planning capabilities. The Salem system is known as SAFE (Situational Awareness Framework for Events). The system is maintained by Information Technology – GIS personnel and provides our COP.

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

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

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- Area involved and jurisdictional boundaries

4.5.4.2 Intelligence Gathering

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

Gathering timely and accurate outside intelligence and establishing procedures for analyzing that data and distributing it to the right parties are both critical to responding to an incident effectively. The City may choose to identify an intelligence position in its command structure. This position may be included as part of an expanded Command Staff, Operations Section staff, or it may fall to the Planning Section Chief or designee.

4.5.4.3 Coordination with State Fusion Center

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

- Providing pre- and post-terrorism event investigatory support, with analysis and dissemination of the conclusions.
- Maintaining the State of Oregon Terrorism Suspicious Activity Report intake log.
- Providing real time intelligence/information support, previously coordinated, to OEM and other appropriate emergency management agencies during an emergency event or operation.
- Providing updated intelligence related to all crimes or terrorism-related activities to local, State, and Federal law enforcement agencies as requested or required.

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- Providing liaison support and information sharing in support of emergency operations by disseminating emergency information through the TITAN.
- Providing an OTFC staff member to be collocated within the State ECC in the event of an emergency.
- Providing terrorism-related alerts, bulletins, and assessments to public and private-sector companies and organizations as requested or required.

4.5.5 Resource Management

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

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

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

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

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- Activation of County, State, and/or Federal resources will be accomplished in a timely manner through an emergency declaration and request for assistance from the County.

4.5.5.1 Volunteer and Donations Management

The City currently has a formal volunteer and donations management program in place in the form of Standard Operating Procedures for each department. Each department will coordinate and manage volunteer services and donated goods through appropriate liaisons assigned at the City EOC, with support from the Red Cross, Salvation Army, and other volunteer organizations. These activities are intended to maximize benefits without hindering emergency response operations. Procedures for accessing and managing these services during an emergency will follow NIMS/ICS standards. Elements of the City's volunteer and donations management program may include:

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

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

4.5.5.2 Resource Typing

The City may choose to implement NIMS resource typing to better address resource and supply needs during an emergency. Resource typing is a method for standardizing nomenclature, used when requesting equipment and managing

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resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

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

4.5.5.3 Credentialing of Personnel

The City should maintain a program for credentialing response personnel that provides documentation identifying such personnel and authenticates and verifies their qualifications by ensuring that they possess a minimum common level of training, experience, physical and medical fitness, and capability appropriate for a particular position.

The City's credentialing program may include the following elements:

- Conduct identity enrollment of personnel in accordance with approved standards.
- Identify type and quality of personnel in accordance with published NIMS job titles. For those not covered by NIMS, develop typing for positions based on essential functions of a position, levels of training, experience levels, required licensure and certifications, and physical and medical fitness required for the position.
- Certify personnel based on completion of identity vetting and meeting qualifications for the positions to be filled.
- Card personnel after completing certification of identity, qualifications, and typing.
- Provide authorization for deployment of credentialed personnel through order numbers, travel authorizations, etc.
- Ensure that personnel are credentialed only while they maintain employment and qualifications.

4.5.6 Access and Functional Needs Populations

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

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during, and after an emergency incident after exhausting their usual resources and support network.

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

4.5.7 Animals in Disaster

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

See Marion County Animal Annex for further information.

4.5.8 Demobilization

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

The City Manager, EOC Director, and Legal Department will determine when a state of emergency no longer exists and will request restoration of normal City functions. Demobilization plans will be implemented in the IAP.

4.5.9 Transition to Recovery

Recovery comprises steps that the City will take during and after an emergency to restore government function and community services to the levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase of reassessing the applications, processes, and functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available if it can be shown that extra repairs will mitigate or lessen the chances of, or damages caused by, another similar disaster in the future.

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4.6 Inter-jurisdictional Coordination

4.6.1 Municipalities

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

4.6.2 Mutual Aid

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

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

The City also maintains a list of Contractors for Record that have standing contracts and agreements with for use of equipment.

4.6.3 Special Service Districts

These districts provide services such as fire protection and water delivery systems that are not available from City or County government. Each is governed by an elected Board of Directors and has policies separate from City and County government. They often overlap City and County boundary lines and thus may serve as primary responders to emergencies within their service districts.

4.6.4 Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager, in conjunction with the City Manager and Department Directors, will coordinate response efforts with business and industry. This includes providing assistance, as appropriate, in action taken by industry to meet State emergency preparedness regulations governing businesses, such as utility companies, that provide essential services. Schools, hospitals, nursing/care homes and other institutional facilities are required by Federal, State, and local regulations to have disaster plans. The PIO will also work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as the Red Cross, faith-based groups, amateur radio clubs, CERTs, etc.

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

4.6.6 State Government

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

4.6.7 Federal Government

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

5

Command and Control

5.1 General

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

5.2 On-Scene Incident Management

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

5.3 Emergency Operations Center Support to On-Scene Operations

Depending on the type and size of incident, or at the request of the on-scene Incident Commander, the City may activate the EOC and assign an EOC Director to support on-scene operations and coordinate City resources. The request will be submitted to the Emergency Program Manager, who will determine whether to activate the EOC with an EOC Director. In most instances, the on-scene Incident Commander will retain tactical control over the incident, relying on the City EOC for resource coordination, communications, and public information support. In a more complex incident, the Incident Commander may relocate to the City EOC to serve as part of the Unified Command, ensuring proper coordination of resources across agencies.

Upon activation of the City EOC, the City Manager, or designee, is empowered to assume executive control over all departments, divisions, and offices of the City during a state of emergency. If appropriate, the on-scene Incident Commander or EOC Director may request that the City Manager declare a state of emergency.

5. Command and Control

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

5.4 Emergency Operations Center

The EOC supports incident response activities. The EOC may be activated upon notification of a possible or actual emergency. The EOC has communication capability so that field elements of all emergency services can be directed and controlled from the EOC; required information may be received, recorded, plotted, and analyzed; and decisions may be made in response to the emergency situation. The EOC tracks, manages, and allocates appropriate resources and personnel. During large-scale emergencies, the EOC may become the seat of government for the duration of the crisis. The EOC will serve as a Multi-Agency Coordination Center, if needed.

5.4.1 Emergency Operations Center Activation

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

- The EOC will be activated by the Emergency Program Manager. While the on-scene Incident Commander retains tactical control of the incident, the EOC Director assumes responsibility for coordinating and prioritizing City resources in support of emergency operations.
- The EOC Director will determine the level of staffing required. The Salem Emergency Manager and will alert the appropriate personnel, agencies, and organizations.
- Emergency operations will be conducted by City departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.
- Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
- The on-scene Incident Commander may establish an on-scene command post at the scene to maintain close contact and coordination with the EOC.
- Department heads and organization leaders are responsible for the emergency functions assigned to their activities, as outlined in their respective annexes.

5. Command and Control

- The EOC may, as appropriate, operate on a 24-hour basis, rotating on 12-hour shifts or as needed.
- The Emergency Manager will immediately notify the County Emergency Management office upon activation. Periodic updates will be issued as the situation requires.

5.4.2 Emergency Operations Center Location

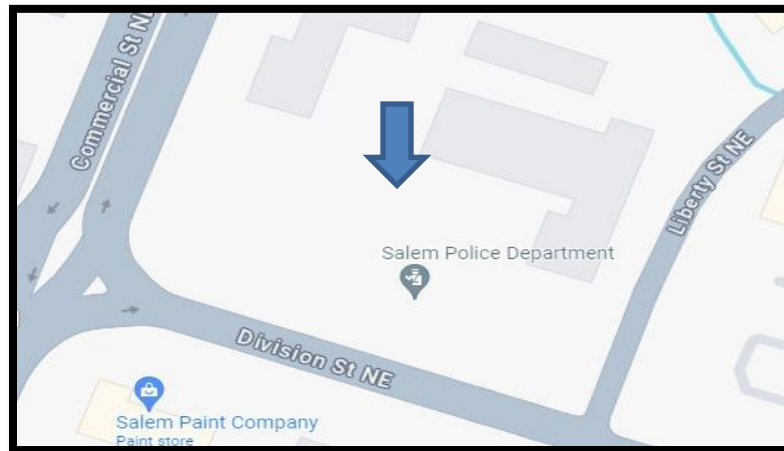
The **primary location** for the City EOC is:

Salem Police Department

333 Division ST NE, Salem OR 97301

Access to the facility will be limited to those persons essential to emergency operations.

Figure 5-1 Primary EOC Location

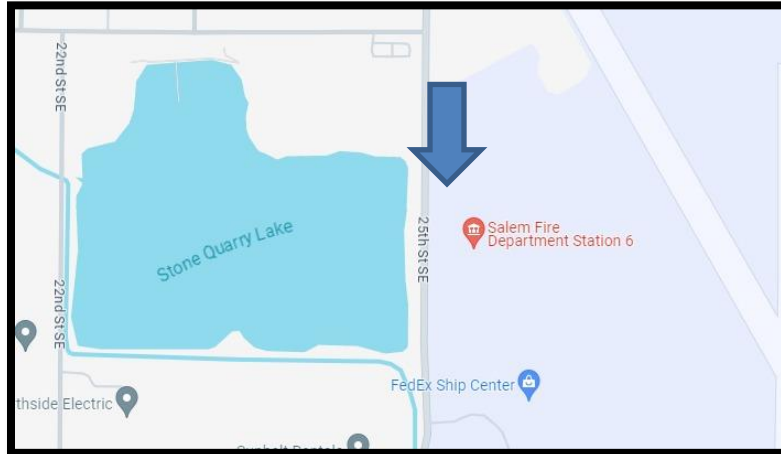


5. Command and Control

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

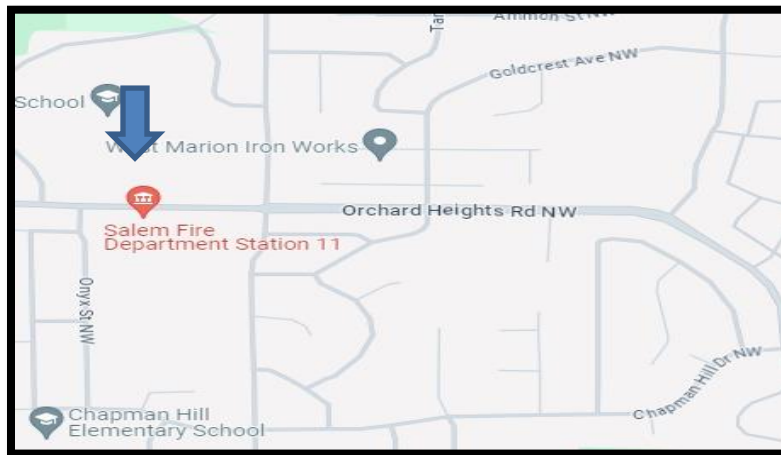
- A) Salem Fire Station 6
2740 25th Street SE, Salem, Oregon 97302

Figure 5-2 Alternate EOC Location “A”



- B) Salem Fire Station 11
1970 Orchard Heights Road NW, Salem, Oregon 97304

Figure 5-3 Alternate EOC Location “B”



5. Command and Control

The **Marion County Primary EOC** is located at:

Marion County Department of Public Works
5155 Silverton Road NE, Salem, Oregon 97305

Figure 5-4 Marion County Primary EOC Location



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

5.4.3 Emergency Operations Center Staffing

The City has three EOC teams (Red, Blue and Green). When the SEMP is implemented and the EOC is activated, key personnel assigned emergency management functions will assemble in the EOC or DOC, as appropriate. *See Appendix D, Figure D-1 for the Salem EMA Organizational Chart.*

The City may receive assistance from County Emergency Management to support the EOC. At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident. In the event that local staffing resources are not adequate to maintain City EOC operations, the City may request support from the State via the County.

City departments involved in emergency response and personnel assigned to Command and General Staff (if previously designated) are required to report to the EOC upon activation. EOC staff will generally be organized into two 12-hour shifts and be capable of full operation 24 hours per day. Personnel assigned to the EOC have the authority to make the decisions associated with their Command and General Staff positions.

5. Command and Control

Due to limited personnel and resources available in the City, it is imperative that all primary and alternate EOC staff be trained on ICS functions outside their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles, with volunteers and other support staff will improve overall EOC operation efficiency and add depth to existing City emergency management and response organizations.

See EOC Layout for section telephone numbers.

5.4.4 Access and Security

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

5.4.5 Deactivation

Each situation will need to be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. This decision is made by the EOC Director and City Manager.

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

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

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

5.5 Incident Command System

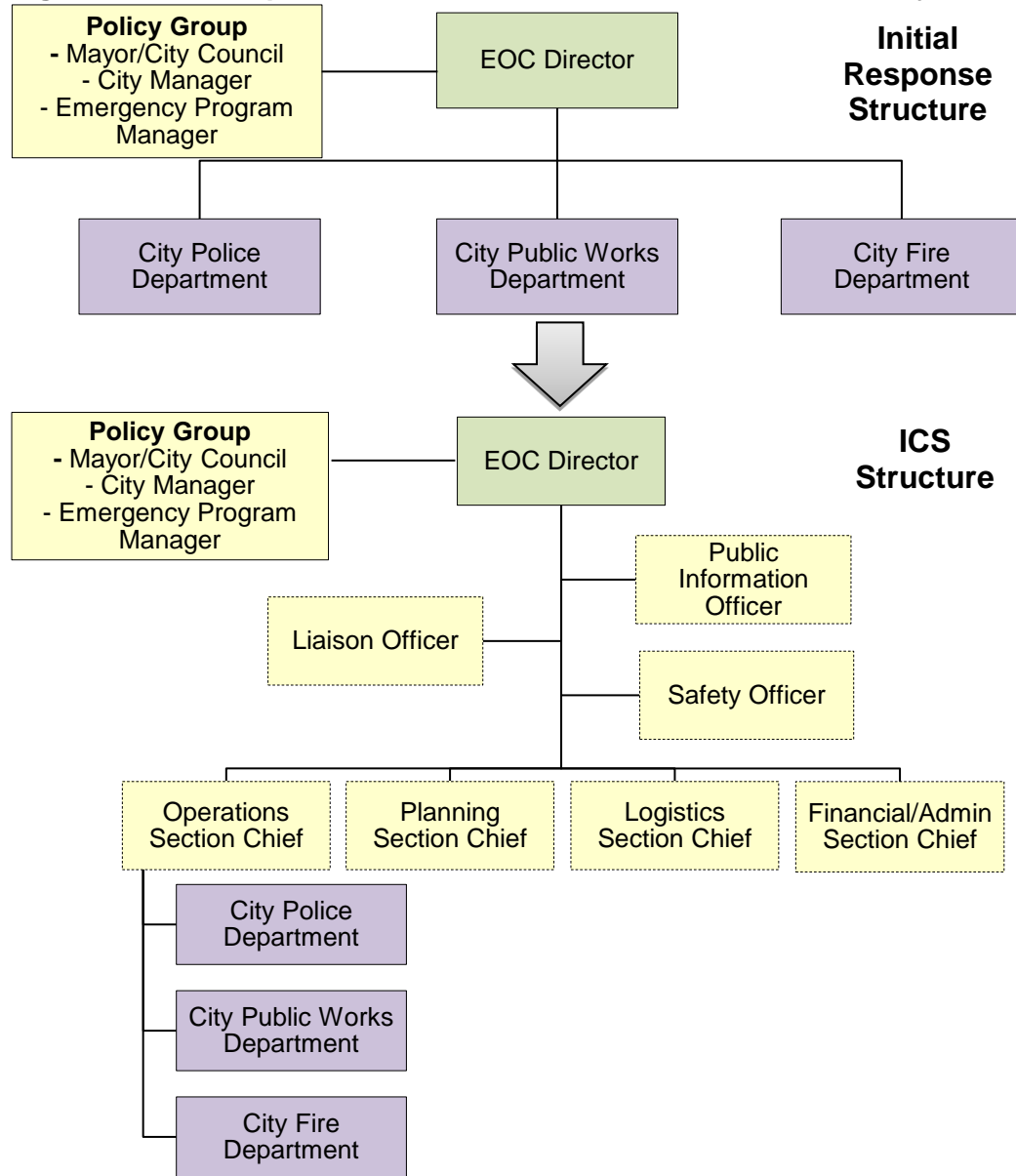
In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. NIMS is a comprehensive, national approach to incident management, applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable, all-hazard incident management system designed to be utilized from the time an incident occurs until the need for management and operations no longer exists. This system consists of practices for managing

5. Command and Control

resources and activities during an emergency response and allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration. The ICS structure can be expanded or contracted, depending on the incident's changing conditions. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The City has established an EMA, supporting EOC activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is contained within the SEMP; however, this document is not an EOC manual. A transitional ICS organizational chart for the City is presented in Figure 5-5.

5. Command and Control

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



5.5.1 Emergency Operations Center Director

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

- Approving and supporting implementation of an IAP.
- Coordinating activities supporting the incident or event.
- Approving release of information through the PIO.

5. Command and Control

- Performing the duties of the following Command Staff if no one is assigned to the position:
 - Safety Officer
 - PIO
 - Liaison Officer
- At any time, if the incident expands or contracts, changes in jurisdiction or discipline, or becomes more or less complex, the Incident Commander may change to meet the needs of the incident.

5.5.2 Emergency Operations Center Command Staff

5.5.2.1 Safety Officer

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

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

5.5.2.2 Public Information Officer

A lead PIO will most likely coordinate and manage a larger public information network representing local, County, regional, and State agencies; tribal entities; political officials; and other emergency management stakeholders. The PIO's duties include:

- Developing and coordinating release of information to incident personnel, media, and the general public.
- Coordinating information sharing among the public information network through the use of a Joint Information System (JIS) and, if applicable, participating in a Joint Information Center (JIC).
- Implementing information clearance processes with the EOC Director.

5. Command and Control

- Conducting and/or managing media briefings and implementing media-monitoring activities.

5.5.2.3 Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the Red Cross. Responsibilities typically associated with a liaison role include:

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

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

5.5.3 Emergency Operations Center General Staff

5.5.3.1 Operations Section Chief

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

- Fire - emergencies dealing with fire, earthquake with rescue, or hazardous materials.
- Law Enforcement - incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations.
- Public Works - incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse.

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

5. Command and Control

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

5.5.3.2 Planning Section Chief

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

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

5.5.3.3 Logistics Section Chief

The Logistics Section is typically supported by the units responsible for supplies, food, communications, medical services, facilities, and ground support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for:

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

5. Command and Control

5.5.3.4 Finance/Administration

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

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

5.5.4 Unified Command

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

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

5.5.5 Area Command

Area Command is activated only if necessary, depending on the complexity of the incident and span-of-control considerations. An Area Command is established to oversee either the management of multiple incidents that are being handled by separate ICS organizations or the management of a very large incident that involves multiple ICS organizations. It is important to note that an Area Command does not have operational responsibilities. For incidents under its authority, the Area Command:

- Sets overall agency incident-related priorities.
- Allocates critical resources according to established priorities.
- Ensures that incidents are managed properly.

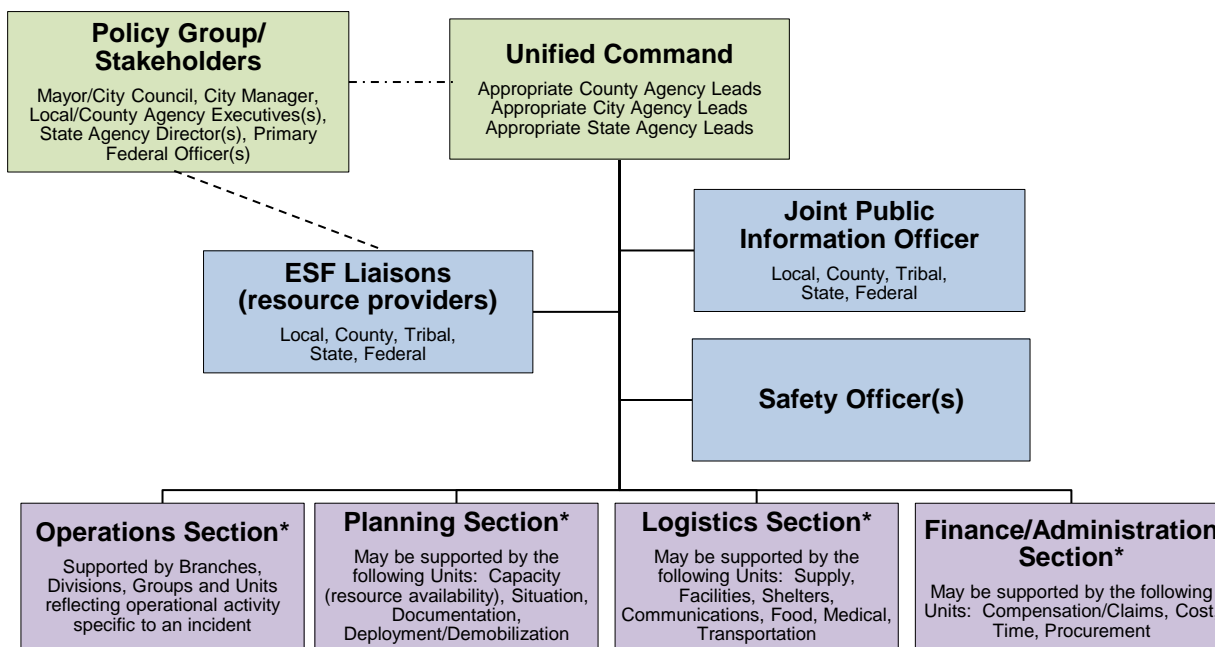
5. Command and Control

- Ensures effective communications.
- Ensures that incident management objectives are met and do not conflict with each other or with agency policies.
- Identifies critical resource needs and reports them to the EOCs.
- Ensures that short-term emergency recovery is coordinated to assist in the transition to full recovery operations.
- Provides for personnel accountability and a safe operating environment.

5.5.6 Multi-Agency Coordination

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

Figure 5-6 Example of Unified Command for the City



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

6

Plan Development, Maintenance and Implementation

6.1 Plan Review and Maintenance

6.1.1 Formal Review and Re-Promulgation

At a minimum, the SEMP will be formally reviewed and re-promulgated every five years to comply with State requirements. If awarded monies through the Emergency Management Performance Grant, the SEMP will be reviewed every two years throughout the period of performance of the award. This review will be coordinated by the City of Salem Emergency Manager and will include participation by members from each of the departments assigned as lead agencies in the SEMP and its supporting annexes. This review will:

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

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

6.1.2 Review Report

At the conclusion of a formal review and after each exercise of the plan, the Emergency Manager will prepare a written report to the City Manager. The report will state the findings of the review and recommended actions. Changes to the plan will be placed on the City intranet site as they are completed.

6.1.3 Review after an Emergency

If the plan is implemented in response to an emergency, the City Manager will direct the Department Directors involved in the emergency to complete a review evaluating the performance of the plan and provide recommended changes.

6. Plan Development, Maintenance and Implementation

Recommended changes, if any, will be completed within 60 days following the conclusion of the emergency.

Recommended changes should be forwarded to:

Salem Emergency Manager
Salem Fire Department
370 Trade St SE
Salem, Oregon 97301

6.2 Training Program

6.2.1 Department Directors

- Department Directors will plan and conduct training in emergency management for their employees.

6.2.2 Designated Emergency Management Staff

- Designated emergency management staff from all departments will receive training when appointed to an emergency management position.
- Training will be appropriate to their position in the City's NIMS/ICS organization.
- If individuals are assigned to the EOC, they will attend appropriate EOC/ICS Training offered by the City or throughout the State.

6.2.3 Newly Hired Employees and Newly Promoted Supervisors

- Newly hired and newly promoted supervisors will receive training at the time of hire or promotion as appropriate.
- Training will include a general orientation on the SEMP, including their roles and responsibilities for reporting to emergency service when called.
- Training will also include how employees will be notified to report for duty.

6.2.4 All Employees

- All department employees involved in the EOC will receive annual general orientation on the SEMP, their roles and responsibilities to report if called for emergency service, and how they will be notified to report for duty.

6. Plan Development, Maintenance and Implementation

6.2.5 Emergency Management

- Departments needing assistance in conducting emergency management training should call the Salem Emergency Manager.
- Specialized ICS training and EOC procedures are available.

6.2.6 National Incident Management System Training Requirements

Current training and operational requirements set forth under NIMS have been adopted and implemented by the City. The Emergency Manager maintains records and lists of training received by City personnel. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle management, and Command and General Staff. NIMS identifies these positions as follows:

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

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

Table 6-1 Minimum Training Requirements	
Emergency Personnel	Training Required
Direct role in emergency management or emergency response	ICS-100 IS-700a
First-line supervisors, mid-level management and Command and General Staff	ICS-100, -200 IS-700a
Supervisory role in expanding incidents or have a management role in an EOC	ICS-100, -200, -300 IS-700a
Management capacity in an area command situation or EOC Command and General Staff	ICS-100, -200, -300, -400 IS-700a, -800b
Public Information Officers	IS-702a
Resource management	IS-703a

6. Plan Development, Maintenance and Implementation

Table 6-1 Minimum Training Requirements	
Emergency Personnel	Training Required
Communication or incident information systems	IS-701
Development of Mutual Aid Agreements and/or mutual aid operational plans	IS 706
Planning	IS-800b
<i>Additional information about training requirements can be found on the Salem EM website at http://atwork/EmergencyManagement/Pages/EmergencyManagementTraining.aspx</i>	

6.3 Exercise Program

The City will conduct exercises as resources and funding allow to test and evaluate the SEMP. Exercises will be designed to test the City's response to a disaster/emergency utilizing the procedures out lined in this plan. The following types of exercises will be considered when developing test scenarios:

■ Tabletop Exercise

- A Tabletop Exercise is an informal discussion of a simulated emergency.
- There are no time pressures and little stress.
- This type of exercise is useful for evaluating plans and procedures and resolving questions of coordination and responsibility.

■ Functional Exercise

- A Functional Exercise simulates a disaster in the most realistic manner possible, short of moving real people and equipment to an actual site.
- Achieves realism by means of a carefully designed and scripted scenario, in which field play is simulated. For example, instead of actually dispatching a responder to the scene of the disaster, this is simulated.
- Emergency functions are accomplished and EOC is activated.

■ Full-Scale Exercise

- A full-scale exercise is much like a functional exercise, in that it takes place in real time, employs real people and equipment, and coordinates with many different agencies.
- This type of exercise tests several emergency functions, requires activation of the EOC, and produces high stress.

6. Plan Development, Maintenance and Implementation

- The City Manager will approve all scheduled exercises.
- Actual response to emergencies or disasters may satisfy the annual requirement for exercising the plan.

Whenever feasible, the City will coordinate with neighboring jurisdictions and State and Federal government to participate in joint exercises.

As appropriate, the City will use Homeland Security Exercise and Evaluation Program (HSEEP) procedures and tools to develop, conduct, and evaluate these exercises. Information about this program can be found at <http://hseep.dhs.gov>.

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

6.4 Event Critique and After Action Reporting

In order to document and track lessons learned from exercises, the Emergency Manager will conduct a review, or “hot wash,” with exercise participants after each exercise. The Emergency Manager will also coordinate an AAR, which will describe the objectives of the exercise and document the results of the evaluation.

Similarly, reviews and AARs will be facilitated after an actual disaster that will document activities of the incident to improve the City’s readiness. All agencies involved in the emergency response will participate in the AAR. The AAR following an incident should describe actions taken, identify equipment shortcomings and strengths, and recommend ways to improve operational readiness. Recommendations may include suggested future exercise events and programs. The Emergency Manager will ensure that equipment, training, and planning shortfalls identified following an incident are addressed by the City’s EMA.

6.5 Community Outreach and Preparedness Education

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

Information about the City’s public education programs, hazard and mitigation information, and other emergency management and emergency services can be found on the City’s website at:

www.cityofsalem.net/Departments/Fire/EmergencyManagement

6. Plan Development, Maintenance and Implementation

6.6 Funding and Sustainment

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

- Identify funding sources for emergency management programs, personnel, and equipment. The City participates in the FEMA Emergency Management Performance Grant program through the State of Oregon.
- Ensure that the Council is informed of progress toward building emergency response and recovery capabilities and is aware of gaps to be addressed.
- Leverage partnerships with local, regional, and State partners to maximize use of scarce resources.

A

Sample Disaster Declaration Forms

Appendix A. Declaration of State of Emergency

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Appendix A. Declaration of State of Emergency

DECLARATION OF STATE OF EMERGENCY

To: *Insert name and title,*
Marion County Emergency Management

From: *Insert name and title,*
City of Salem, Oregon

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

Deaths: *insert number of deaths*

Injuries: *insert number of injuries*

Population at risk: *insert number of population at risk*

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

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

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

Actions that have been taken and resources that have been committed by the City of Salem: *insert 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 Salem and that the City of Salem has expended or will shortly expend its necessary and available resources. I respectfully request that the County provide assistance, consider the City an "Emergency Area" as provided for in ORS 401, and, as appropriate, request support from State agencies and/or the Federal government.

Signed: _____

Title: *City Manager* Date & Time: *insert date and military 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 Marion County Emergency Management, with a copy placed in the final incident package.

B

Memoranda of Understanding and Agreements

Appendix B. Memoranda of Understanding and Agreements

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Appendix B. Memoranda of Understanding and Agreements

The following Memoranda of Understanding, Mutual Aid Agreements, and Intergovernmental Agreements are in place for the City of Salem

- Memorandums of Understanding are located and maintained by individual departments.

Appendix B. Memoranda of Understanding and Agreements

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C

Incident Command System Forms

Appendix C. Incident Command System Forms

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Appendix C. Incident Command System Forms

Index of Incident Command System (ICS) Forms

The following ICS forms are included in this appendix.

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

Appendix C. Incident Command System Forms

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D

Emergency Operations Center Position Checklists

Appendix D. Emergency Operations Center Position Checklists

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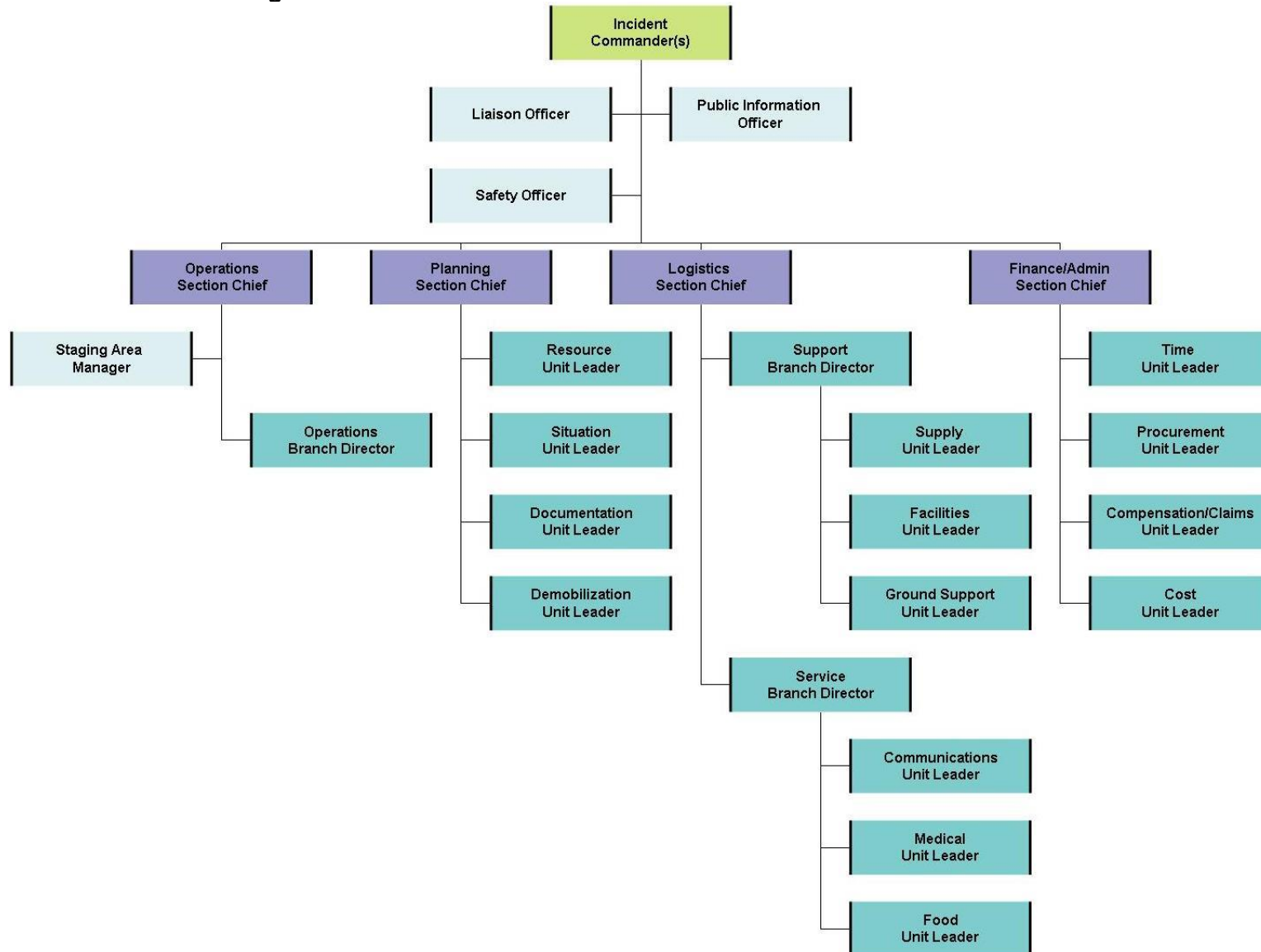
Appendix D. Emergency Operations Center Position Checklists**Index of EOC Position Checklists**

The following checklists are included in this appendix.

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

Appendix D. Emergency Operations Center Position Checklists

Figure D-1 EOC Position Organizational Chart



E

References

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Appendix E. References

Federal

- Federal Emergency Management Agency, Comprehensive Planning Guide 101, 2010.
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- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1998.
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- National Incident Management System, 2008.
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- National Response Framework, 2008.
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State

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

Marion County

The following documents may be obtained by contacting Marion County Emergency Management.

- Emergency Operations Plan, 2016.
- Natural Hazard Mitigation Plan, 2017.
- Community Wildfire Protection Plan, 2017.
- Memoranda of Agreement / Understanding

Polk County

The following documents may be obtained by contacting Polk County Emergency Management.

- Emergency Operations Plan, 2022.
- Multi-Jurisdictional Hazard Mitigation Plan, 2018.
- Community Wildfire Protection Plan, 2009.
- Memoranda of Agreement / Understanding
- Regional Debris Plan 2017
- Polk County Communications Plan 2017
- Rail HAZMAT plan (June 2018)

City of Salem

The following documents may be obtained by contacting the City Emergency Manager.

- Natural Hazard Mitigation Plan, 2023.
- Continuity of Operations Plan
- All other Public Laws or Executive Orders enacted or to be enacted that pertain to emergencies/disasters.

F

Acronyms and Glossary

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Appendix F. Acronyms and Glossary

Acronyms

AAR	After Action Report
ADA	Americans with Disabilities Act
APR	Air Purifying Respirator
ARES	Amateur Radio Emergency Services
Base	Fire Department Base of Operations
BWR	Boiling Water Reactor
CBRNE	chemical, biological, radiological, nuclear and explosive
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CIKR	Critical Infrastructure and Key Resources
CISD	Critical Incident Stress Debriefing
City	City of Salem
COG	Continuity of Government
COP	Common Operating Picture
COOP	Continuity of Operations
Counties	Marion and Polk Counties
County	Marion County
Decon	decontamination
DEQ	Oregon Department of Environmental Quality
DOC	Department Operations Center
DSHS	Department of Social and Health Services
EAAG	Energy Assurance Advisory Group
EALO	Energy Assurance Liaison Officer
EAS	National Emergency Alert System
ECC	Emergency Coordination Center
EMA	Emergency Management Agency
EMP	State of Oregon Emergency Management Plan
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	U.S. Environmental Protection Agency

Appendix F. Acronyms and Glossary

ESF	Emergency Support Function
EXRAD	extreme radiation fallout level
F	Fahrenheit
FA	Functional Annex
FAA	Federal Aviation Administration
FEMA	Federal Emergency Management Agency
GIS	geographic information system
GWPA	Gathering, Writing, Production, and Analysis
HA	Hazard-Specific Annex
HAR	Highway Alert System
HazMat	Hazardous Materials
HIRAD	severe radiation fallout level
HMERT	Hazardous Materials Emergency Response Team
HMP	Hazardous Materials Trained Paramedic
HSEEP	Homeland Security Exercise and Evaluation Program
HSPD-5	Homeland Security Presidential Directive 5
IA	Incident Annex
IAP	Incident Action Plan
ICP	Incident Command Post
ICS	Incident Command System
IDA	initial damage assessment
JIC	Joint Information Center
JIS	Joint Information System
JNACC	Joint Nuclear Accident Coordinating Committee
KMPC	Kinder Morgan Pipeline Company
LEAP	Local Energy Assurance Plan
LEDS	Law Enforcement Data System
LORAD	moderate radiation fallout level
M	Magnitude
MAC	Multi-Agency Coordination
MCARES	Marion County Amateur Radio Emergency Services
MCI	Multiple Casualty Incident

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MHz	megahertz
MORE	Managing Oregon Resources Efficiently
MOU	Memorandum of Understanding
MPS	Multiple Patient Scene
mR/hr	milliroentgens per hour
MSDS	Material Safety Data Sheet
NEGRAD	negligible radiation fallout level
NFPA	National Fire Protection Association
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRC	Nuclear Regulatory Commission
NRF	National Response Framework
NSS	National Shelter System
NWNG	Northwest Natural Gas Company
ODA	Oregon Department of Agriculture
ODOT	Oregon Department of Transportation
OEM	Oregon Office of Emergency Management
OERS	Oregon Emergency Response System
ORS	Oregon Revised Statutes
ORWARN	Oregon Water/Wastewater Agency Response Network
OSP	Oregon State Police
OTFC	Oregon TITAN Fusion Center
PCB	polychlorinated biphenyl
PCV	positive crankcase ventilation
PDA	Preliminary Damage Assistance
PGE	Portland General Electric Company
PIO	Public Information Officer
POD	Point of Distribution
PPD-8	Presidential Policy Directive 8: National Preparedness
PPE	Personal Protective Equipment
PWR	Pressurized Water Reactor
R/hr	Roentgens per hour

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RACES	Radio Amateur Civil Emergency Services
RCC	Resource Control Chief
Red Cross	American Red Cross
RE-STAT	Resource Status
RFQ	Request for Quotation
RPM	Respirations, Perfusion, Mental Status
RSO	Radiation Safety Officer
SA	Support Annex
SBA	Small Business Administration
SEMP	Salem Emergency Management Plan
SITSTAT	Situation Status
SOG	Standard Operating Guideline
SOP	Standard Operating Procedure
SRC	Salem Revised Code
START	Simple Triage and Rapid Transport
State	State of Oregon (governing body)
SWAT	special weapons and tactics
TITAN	Oregon Terrorism Information Threat Assessment Network
U.S.C.	United States Code
USAR	urban search and rescue
USDA	United States Department of Agriculture
VA	Veterans Administration
VHF	very high frequency
VOAD	Volunteers Active in Disaster
VOIP	voice-over internet protocol
WHO	World Health Organization
WMD	weapons of mass destruction
WPCF	Water Pollution Control Facility
WVCC	Willamette Valley Communications Center
YCOM	Yamhill Communications Center

Appendix F. Acronyms and Glossary

Glossary of Key Terms

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

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

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

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

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

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

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

Allocated Resource: Resource dispatched to an incident.

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

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

Appendix F. Acronyms and Glossary

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Emergency: Any incident, whether natural or manmade, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and

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

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

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

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

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

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

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

Event: See Planned Event.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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different from the normal operational and situational intelligence gathered and reported by the Planning Section.

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

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

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

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

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

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

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

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

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Letter of Expectation: See Delegation of Authority.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-

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based charity organizations and the American Red Cross. NGOs, including voluntary and faith-based groups, provide relief services to sustain life, reduce physical and emotional distress, and promote the recovery of disaster victims. Often these groups provide specialized services that help individuals with disabilities. NGOs and voluntary organizations play a major role in assisting emergency managers before, during, and after an emergency.

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

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

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

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

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

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

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

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

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

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

Portability: An approach that facilitates the interaction of systems that are normally distinct. Portability of radio technologies, protocols, and frequencies

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among emergency management/response personnel will allow for the successful and efficient integration, transport, and deployment of communications systems when necessary. Portability includes the standardized assignment of radio channels across jurisdictions, which allows responders to participate in an incident outside their jurisdiction and still use familiar equipment.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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Retrograde: To return resources back to their original location.

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

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

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

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

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

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

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

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

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

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any

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possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

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

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

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

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

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

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

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

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

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

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

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

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

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

Terrorism: As defined in the Homeland Security Act of 2002, activity that involves an act that is dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United

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States or of any State or other subdivision of the United States; and appears to be intended to intimidate or coerce a civilian population, to influence the policy of a government by intimidation or coercion, or to affect the conduct of a government by mass destruction, assassination, or kidnapping.

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

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

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

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

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

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

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

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

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

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

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

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

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Functional Annexes

Hazard-Specific Annexes

