
Coos County

Emergency Operations Plan



Prepared by

Coos County Emergency Management

Coos County Sheriff's Office

Coquille, Oregon 97423

April 2022

Table of Contents

Preface

Letter of Promulgation

Plan Administration

Basic Plan

1. Introduction

Purpose.....	1
Scope and Applicability.....	2
Relationship to Other Plans and Frameworks.....	3
NIMS and NRF	3
State of Oregon Comprehensive Emergency Management Plan.....	3
Continuity of Government Plan	3
City Emergency Operations Plans	3
Agency and Organization-Specific Plans	4
Regulations and Authorities.....	4
Legal Authority.....	4
Coos County Emergency Management Authority.....	5
Declaration of Emergency	5
Lines of Succession.....	6
Mutual Aid and Similar Agreements	7
No liability for Emergency Services Personnel	7
Worker Safety and Health.....	7
Training.....	8
Financial Management and Expense Tracking.....	8
Management of Vital Records	8

2. Situation and Planning Assumptions

Situation	10
County Profile.....	10
Hazard Analysis Summary	11
Capability Assessment.....	14
Mitigation Overview	14
Planning Assumptions	15

Table of Contents (Cont.)

3. Organization and Responsibilities

Coos County Emergency Management Organization and Responsibilities	17
Board of Commissioners and County Policy Group.....	17
Coos County Emergency Management Office	17
County Agencies and Departments.....	18
Cities 19	
Emergency Response Agencies/Partners and ESF Responsibilities.....	19
Key County and Local Response Agencies and Partners	19
Other Supporting Agencies and Organizations.....	20
State Response Partners	21
Federal Response Partners	21
Responsibilities for Other Emergency Management and Response Elements	27
Incident-Specific Responsibilities	29

4. Concept of Operations

Overview.....	31
Phases of Emergency Management	32
Classifications of Emergencies	32
Level 1 32	
Level 2 33	
Level 3 34	
Multijurisdictional Coordination	34
Municipalities	34
Special Districts	35
Private Sector.....	35
State Government.....	35
Federal Government.....	36
Mutual Aid.....	36
Incident Management.....	36
Use of ESF, Incident, and Support Annexes.....	36
Activation 36	
Response Priorities.....	36
Initial Actions.....	37
Continuing Actions	38
Transition to Recovery.....	38

5. Direction and Control

Overview.....	40
Incident Command.....	40
Incident Command System.....	41
Unified Command.....	42
Area Command	43
Multiagency Coordination System	43
Emergency Operations Center	44

Table of Contents (Cont.)

6. Plan Development and Maintenance	47
7. References	48
A. Mutual Aid and Intergovernmental Agreements	49
B. Glossary	53

The following documents are referenced but not attached.

Emergency Support Function Annex

ESF 1	Transportation	ESF 1-1
ESF 2	Communications	ESF 2-1
ESF 3	Public Works and Engineering	ESF 3-1
ESF 4	Firefighting	ESF 4-1
ESF 5	Information and Planning	ESF 5-1
ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services.....	ESF 6-1
ESF 7	Logistics.....	ESF 7-1
ESF 8	Public Health and Medical Services	ESF 8-1
ESF 9	Search and Rescue	ESF 9-1
ESF 10	Oil and Hazardous Materials Response	ESF 10-1
ESF 11	Agriculture and Natural Resources	ESF 11-1
ESF 12	Energy	ESF 12-1
ESF 13	Public Safety and Security	ESF 13-1
ESF 14	Cross-Sector Business and Infrastructure	ESF 14-1
ESF 15	External Affairs.....	ESF 15-1

Incident Annex

IA 1	Severe Weather: Wind	IA 1-1
IA 2	Earthquake	IA 2-1
IA 3	Tsunami.....	IA 3-1
IA 4	Hazardous Materials: Transportation and Fixed Site.....	IA 4-1
IA 5	Flood	IA 5-1
IA 6	Wildland Fire	IA 6-1
IA 7	Drought	IA 7-1
IA 8	Landslide/Debris Flow	IA 8-1
IA 9	Domestic Terrorism	IA 9-1
IA 10	Pandemics and Biological Emergencies	IA 10-1

Table of Contents (Cont.)

Support Annex

SA 1	Continuity of Government	SA 1-1
SA 2	Declaration of Emergency	SA 2-1
SA 3	Damage Assessment and Disaster Recovery	SA 3-1
SA 4	Family Assistance Center	SA 4-1
SA 5	Animals in Disaster	SA 5-1
SA 6	Volunteer and Donation Management	SA 6-1
SA 7	Special Needs Care	SA 7-1
SA 8	Multiple Casualty Incidents	SA 8-1
SA 9	Mass Fatality Incidents	SA 9-1
SA 10	Mass Commodity Distribution (draft – TBD working document)	SA 10-1



List of Tables



Table

3-1	ESF Scopes and Primary Responsibilities
3-2	Emergency Support Function Responsibilities.....
3-3	Responsibilities for Other Emergency Management and Response Elements
3-4	Responsibilities for Specific Incidents.....
5-1	ESF Assignments Within ICS.....



List of Figures



Figure		Page
5-1	Coos County Response to Emergencies	41
5-2	Example Incident Command System Organization.....	45
5-3	Example Unified Command Organization.....	46

List of Abbreviations and Acronyms

AHID	Animal Health and Identification Division
ALERT	Auxiliary Local Emergency Response Team
AOC	Agency Operations Center
ARC	American Red Cross
ARES	Amateur Radio Emergency Service
ASA	Ambulance Service Area
BLM	Bureau of Land Management
BOC	Board of Commissioners
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
COG	Continuity of Government
COOP	Continuity of Operations
CRS	Community Rating System
DEQ	(Oregon) Department of Environmental Quality
DFO	Disaster Field Office
DHS	U.S. Department of Homeland Security
DOC	Department Operations Center
DoD	U.S. Department of Defense
DOT	U.S. Department of Transportation
DRC	Disaster Recovery Center
EAS	Emergency Alert System
ECC	(Oregon) Emergency Coordination Center
EM	Emergency Management
EMD	Emergency Management Director
EMP	(Oregon) Emergency Management Plan
EMPM	Emergency Management Program Manager
EMS	Emergency Medical Services

List of Abbreviations and Acronyms (Cont.)

EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	U.S. Environmental Protection Agency
ESF	Emergency Support Function
FBI	Federal Bureau of Investigation
FEMA	Federal Emergency Management Agency
Hazmat	Hazardous Material
HHS	U.S. Department of Health and Human Services
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IDA	Initial Damage Assessment
IO	Information Officer
IPAWS	Integrated Public Alert & Warning System
JIC	Joint Information Center
JIS	Joint Information System
LEDS	Law Enforcement Data System
MAA	Mutual Aid Agreement
MAC	Multiagency Coordination
MACS	Multiagency Coordination System
MCI	Multiple Casualty Incident
ME	Medical Examiner
MHz	Megahertz
MOC	Medical Operations Center
MOU	Memorandum of Understanding
NAWAS	National Warning System
NFIP	National Flood Insurance Program
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
NRP	National Response Plan

List of Abbreviations and Acronyms (Cont.)

NWS	National Weather Service
OAR	Oregon Administrative Rule
ODA	Oregon Department of Agriculture
ODF	Oregon Department of Forestry
ODOT	Oregon Department of Transportation
ODEM	Oregon Department Emergency Management
OERS	Oregon Emergency Response System
ORS	Oregon Revised Statute
OSFM	(Oregon) Office of State Fire Marshal
OSHA	Occupational Safety and Health Administration
OSP	Oregon State Police
OSU	Oregon State University
PDA	Preliminary Damage Assessment
PIO	Public Information Officer
POD	Point of Dispensing
PSAP	Public Safety Answering Point
RACES	Radio Amateur Civil Emergency Service
RFPD	Rural Fire Protection District
SA	Support Annex
SAR	Search and Rescue
SARA	Superfund Amendments and Reauthorization Act
SBA	Small Business Administration
SME	Subject Matter Expert
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
SSF	State Support Function
SWAT	Strategic Weapons and Tactical
UC	Unified Command
UHF	Ultra High Frequency
USACE	U.S. Army Corps of Engineers
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
VHF	Very High Frequency

List of Abbreviations and Acronyms (Cont.)

VOAD	Voluntary Organizations Active in Disaster
WEA	Wireless Emergency Alert
WMD	Weapon of Mass Destruction

Preface

This Emergency Operations Plan (EOP) is an all-hazard, all-scale plan that provides the framework for Coos County to prepare for, mitigate against, respond to, and recover from emergencies or disasters. This plan has been updated by Coos County Emergency Management.

Coos County Emergency Management is a division of the Coos County Sheriff's Office. We are responsible for all emergency management related activities; including writing, maintaining, and exercising the county disaster plan. Our goal is to increase the County's capability to minimize loss of life and reduce impacts from disasters by providing preparedness information, as well as emergency public information and critical public services during a disaster.

As Coos County is a small county, we operate on a Community Approach, meaning we recognize that it takes all aspects of a community to effectively prepare for, protect against, respond to, recover from, and mitigate against disasters. This includes all community partners, both traditional and nontraditional, such as volunteer, faith, and community-based organizations; all private and public sector entities. All residents of Coos County share in the responsibility to prepare and minimize the impact of disasters in our community.

This EOP describes how all citizens, and various agencies and organizations in the county will coordinate emergency resources and activities with other local, state, tribal, federal, and private-sector partners in an organized and effective manner.

Letter of Promulgation

Transmitted herein is the updated and integrated Coos County Emergency Operations Plan (EOP). This plan supersedes any previous emergency management or operations plans promulgated by Coos County for this purpose. It provides a framework within which the agencies and organizations in the county and in each city and town in the county can plan for, manage, and perform emergency functions before, during, and after an emergency or disaster.

When an emergency or disaster occurs, county and city governments will take the lead for managing the response in a way that maximizes public safety and minimizes property damage for their jurisdictions. This plan sets forth the strategy for integrating the Coos County emergency response and management systems with those of their local, state, and federal response partners.

The Coos County Board of Commissioners has adopted this plan, which is considered to be in accordance with relevant local, state, and federal emergency management statutes. With this action, persons assigned responsibility for mitigation, preparation, response, and recovery activities may proceed. It is recognized that the Emergency Support Functions and Annexes all need to be updated and are a work in progress. Periodic updates to this plan will be required and will be made in accordance with the terms of this plan.

Approved this _____ day of _____, 2022.

County Board of Commissioners:

Chairperson

Commissioner

Commissioner

Coos County Emergency Management:

Director

Plan Administration

This Emergency Operations Plan will be maintained and distributed in accordance with the requirements described in Section 6 of this plan. Records of changes and plan distribution are contained in the following pages.

Basic Plan

1

Introduction

Purpose

The Coos County Emergency Operations Plan (EOP) provides a framework for coordinated response and recovery activities for any type or size of emergency affecting the County. The plan provides specific information on direction and control and general guidance for first responders and key agencies that support all phases of emergency management (prevention, preparedness, response, and recovery). This EOP complements the State of Oregon Emergency Management Plan (EMP) and integrates the concepts of the National Response Framework (NRF), National Incident Management System (NIMS), and NIMS Incident Command System (ICS).

The major objectives of this plan are to:

- Integrate county, local, regional, and tribal emergency operations under the principles of the NRF and NIMS ICS;
- Establish lines of authority and organizational relationships for an emergency;
- Define roles and responsibilities for organizations and individuals for carrying out emergency functions;
- Describe how people and property are protected in emergencies and disasters;
- Provide guidelines for identifying and allocating personnel, equipment, facilities, supplies, and other resources to support emergency operations; and
- Provide a base for emergency operations plans developed by incorporated municipalities within Coos County.

Scope and Applicability

The Coos County EOP addresses systems and strategies for agencies, facilities, operations, and personnel that will be relied on during an emergency. This plan is primarily applicable to extraordinary situations and is not intended for use in response to typical, day-to-day emergency situations (such as a minor power failure, an ambulance request for a single victim, and single-structure firefighting). The plan also functions as a bridge among local, state, and federal emergency management systems. Individual communities and incorporated cities in the County may maintain similar plans or procedures for implementation in response to localized incidents or initial activities prior to escalation to the County. If the County EOP is activated as a result of an emergency incident or emergency declaration, it is expected that cities and communities will adopt command and control structure and emergency procedures representative of county response operations and in accordance with NIMS and ICS requirements.

This EOP has the following structure:

- Basic Plan, which provides the overview of the County’s emergency management system, such as legal authority, the situation and assumptions, the hazards faced, roles and responsibilities, the concept of operations, and overall direction and control. The Basic Plan has appendices for key information that directly supports it, such as forms, checklists, and legal agreements.
- Emergency Support Function (ESF) Annexes, which are functional, operational-level documents that identify the primary and support entities and mission execution for accomplishing those essential emergency functions for each phase of an emergency.
- Incident Annexes, which describe the policies, situation, concept of operations, and responsibilities for the primary hazards identified for the County.
- Support Annexes, which provide guidance and information for emergency response and supporting agencies, entities, and systems that are not otherwise addressed in the ESF and incident annexes.

Appendices are used to provide supporting information to both the Basic Plan and its annexes.

Relationship to Other Plans and Frameworks

NIMS and NRF

The Coos County EOP integrates the concepts and principles of both NIMS and the NRF. The NIMS, including the ICS, enhances the management of emergency incidents by establishing a single comprehensive system and coordinated command structure to help facilitate a more efficient response among departments and agencies at all levels of government and, if necessary, spanning across jurisdictions.

The NRF establishes a comprehensive, national, all-hazards approach to domestic incident response. It applies to emergency management practitioners at all levels of government and the private sector, from the federal government down to the community, and defines the principles, roles, and structures necessary for a coordinated national response. The NRF prescribes 15 basic ESFs and ESF annexes for those emergency functions most frequently used to provide federal support to state and federal entities. By extension, most state-level and many local-level EOPs adopt the ESF annex structure.

State of Oregon Comprehensive Emergency Management Plan

The State of Oregon Comprehensive Emergency Management Plan (CEMP) is developed, revised, and published by the Director of Oregon Department Emergency Management (ODEM). The State of Oregon has established a system for emergency management under the direction and control of the Governor that is coordinated by the Director of the Oregon Office of Emergency Management (ODEM). ORS 401.092 states that the Director of ODEM is responsible for coordinating all public and private organizations that provide emergency services within Oregon and for staffing the State of Oregon Emergency Coordination Center (State ECC).

The State of Oregon Comprehensive Emergency Management Plan (CEMP) combines a number of documents into a single plan. In the plan, four mission areas of emergency management include Mitigation; Preparedness; Response; and Recovery. The mission areas include the core functions of emergency management at the state level. Coos County EOP integrates the CEMP concepts.

Continuity of Government Plan

Coos County's Continuity of Government (COG) Plan is included in Support Annex 1 to this EOP. The purpose of the COG plan is to ensure the County's ability to carry out daily functions, operations, and services when faced with an emergency. It is expected that the COG plan will be used in conjunction with the EOP for certain emergency situations.

City Emergency Operations Plans

The Coos County EOP provides a basis of information for emergency operations plans (or some equivalent) for incorporated municipalities within the county. Those incorporated municipalities are Bandon, Coos Bay, Coquille, Lakeside, Myrtle Point, North Bend, and Powers. It is intended that the EOPs or equivalent developed by the cities be consistent with the county EOP herein and that the

county and city emergency response organizations be familiar with each other's plans to the extent practicable.

Both incorporated and unincorporated municipalities that do not have their own EOP are covered by this County EOP.

Agency and Organization-Specific Plans

A number of agency- and organization-specific plans and procedures are available that support the Coos County EOP. Applicable plans and procedures of partner agencies and organizations are an integral part of a cohesive multiagency emergency response. These plans and procedures are referenced in this EOP where applicable.

Regulations and Authorities

Legal Authority

This plan is issued in accordance with and under the provisions of ORS Chapter 401 Emergency Management and Services

The organizational and operational concepts set forth in this plan are promulgated under the following acts and rules:

- Federal
 - Federal Civil Defense Act of 1950, Public Law (Pub. L.) 81-950 as amended
 - Disaster Relief Act of 1974, Pub. L. 93-288 as amended
 - Robert T. Stafford Disaster Relief and Emergency Assistance Act, Pub. L. 100-707 (also known as the Stafford Act)
 - Title III of the Superfund Amendments and Reauthorization Act (SARA), the Emergency Planning and Community Right-to-Know Act of 1986, Pub. L. 99-499 as amended
 - Code of Federal Regulations (CFR), Title 44, Emergency Management and Assistance
 - Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
- State of Oregon
 - ORS Chapter 401, Emergency Services and Communications, especially sections 401.305 through 401.335
 - Executive Order of the Governor
 - ORS 476.510 to 476.610, Emergency Conflagration Act
- Coos County
 - Coos County Ordinance Article 10, Emergency Management.

Coos County Emergency Management Authority

Coos County Governing Body

In accordance with ORS 401.035 and Coos County Ordinances Article 10, the responsibility for the emergency services system belongs to the governing body in the county, which is the elected county Board of Commissioners (BOC). The Chairperson of the BOC is empowered to assume executive control over all departments, divisions, and offices of Coos County during a state of emergency. The Chairperson is responsible for performing such duties as imposing regulations, causing emergency measures to be enforced, and designating emergency areas. In accordance with the ORS 401 Emergency Management and Communication series, the BOC may take extraordinary measures in the interest of effective emergency management.

The BOC may declare a state of emergency, place this plan into effect, and activate and staff the emergency operations center (EOC) on a full or partial basis. In the event one or more of the above actions are implemented, a report of such action will be made to the BOC at the first available opportunity.

Coos County Emergency Management

The Coos County Emergency Management (EM) office, which is part of the Coos County Sheriff's Office, is directly responsible to the BOC for emergency management functions. The Coos County Emergency Management Program Manager (EM Program Manager) is responsible for the organization, administration, and operation of the county EM office and may perform any emergency duty delegated by the BOC. The County Emergency Management Director (EMD) is the Coos County Sheriff.

County Departments

County department heads will coordinate their department's emergency responses in an emergency situation with Coos County Emergency Management and may serve as a member of the Policy Group, as directed by the BOC. Simultaneously, they will work under the general direction of the BOC in maintaining/restoring county services. All County employees may be called on to assist in the recovery of the County. All County employees are required to be trained in ICS. All employees should have ICS 100 and 700, Supervisors and lead workers should have ICS 200 and 800. Managers and Department heads should have ICS 300 and 400.

Incorporated Cities

The executive officer or governing body of each incorporated municipality is responsible for the emergency services system within that jurisdiction (ORS 401.035).

Declaration of Emergency

For this EOP, an emergency will be defined in accordance with ORS 401.025 as a human-created or natural event or circumstance that causes or threatens widespread loss of life, injury to person or property, human suffering, or financial loss. A major disaster will be defined in accordance with ORS 401.025, which references the Stafford Act definition (see the Glossary in Appendix B to this

Basic Plan).

A local state of emergency typically will be declared when the emergency is projected to escalate beyond the capabilities of local resources and state or federal assistance will be needed. Although a local state of emergency can be declared without the goal of seeking state or federal help, it is usually viewed as the vehicle that sets the stage to request that help. Other purposes of the local declaration are to activate portions of this plan, activate local and mutual aid assistance, and provide legal protection for actions initiated under emergency conditions. State and federal declarations of emergency ultimately authorize the furnishing of certain state and federal aid and assistance (although some state and federal assistance is available without a declaration of emergency). Only after a good faith effort has been made, local resources have been exhausted or are near depletion, and mutual aid agreements have been initiated should state or federal assistance be requested.

The BOC will typically receive a request to declare a local state of emergency from a county department head or a city official. For a public health emergency, the Coos County Public Health Administrator will advise the BOC to make the declaration. The BOC, with support from County legal staff, will declare a state of emergency for Coos County based on an assessment of the following conditions: incident type, location, date, and time; area impacted; people at risk; injuries and deaths; extent of property damage; actions taken; and resources committed and anticipated resources needed. All, local declarations of emergency for which state and/or federal assistance is requested will be forwarded to the Governor via ODEM. A verbal statement may precede the official declaration.

Support Annex 2 describes the emergency declaration process for Coos County and includes draft template forms for declaring a local state of emergency for Coos County or its cities. Oregon Emergency Management May 2018 Memorandum provides guidance on emergency declarations for Local Elected and Appointed Officials.

Lines of Succession

Coos County Governing Body

The following line of succession will apply for the emergency management duties and responsibilities prescribed by this plan (each successor may delegate his/her authority and responsibilities to the next successor in order):

1. The Chairperson of the county BOC.
2. The Vice Chairperson of the BOC.
3. The Commissioner of the BOC.
4. The Coos County Sheriff (is the Emergency Management Director).
5. The Coos County Criminal Division Staff Sergeant
6. The Coos County EM Program Manager (also known as the EM Coordinator).

Continuity of Government(COG) is further addressed in Support Annex 1 to this EOP.

County Departments

Each county department head will establish in writing a line of succession of authority. This document will be made known to department employees and a copy will be filed with the BOC and Coos County EM Program Manager.

Incorporated Cities

Lines of succession of authority within incorporated cities in Coos County will be in accordance with plans or procedures developed by each city.

Mutual Aid and Similar Agreements

Under Oregon law, local jurisdictions are members of a statutorily created mutual assistance compact (ORS 190.155 to 170). This compact, meant to streamline the mutual aid process, allows local jurisdictions to request assistance from another local government to prevent, mitigate, respond to, or recover from an event that overwhelms the requesting jurisdiction's available resources. Assistance also may be requested for training, drills, and exercises. Requests may be either written or oral. A jurisdiction is not obligated to provide the resources requested. This language supplements other state law authorizing local governments to enter into cooperative assistance agreements with public or private entities for reciprocal emergency aid and resources (ORS 401.480 and 490).

Under the State Emergency Conflagration Act (ORS 476.510 to 610), the Governor (or other authorized state officer) may make available for use and duty in any county, city, or district any part of the local firefighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available firefighting resources.

Any existing mutual aid agreements (MAAs), memoranda of understanding (MOUs), or similar mutual aid vehicles between Coos County and key emergency response partners are listed and summarized in Appendix A to this Basic Plan and available from County Emergency Management.

No liability for Emergency Services Personnel

Except in cases of willful misconduct, gross negligence, or bad faith, emergency service workers acting under applicable provisions of ORS 401 will not be held liable for the death or injury of any person, or damage or loss of property, as a result of their activity (ORS 401.515).

Worker Safety and Health

Department heads or their designees are responsible for the safety and health of workers involved in emergency response and recovery activities. These responsibilities include providing pre-incident and incident-specific training in response and recovery activities, helping workers assess the hazards of the incident environment, ensuring the development and use of a health and safety plan if required, providing applicable personal protective equipment, and providing physical, and mental health surveillance.

Biological or public health emergencies (for example, an influenza pandemic) additionally may require the need for special disease prevention measures for emergency workers such as prophylactics, antibiotics, vaccines, personal protective equipment, and administrative and behavioral measures (such as social distancing). This is addressed in ESF 8, Public Health and Medical Services; Incident Annex 10, Pandemics and Biological Emergencies; and in Continuity of Government (COG) or Continuity of Operations (COOP) plans developed by departments and agencies involved with emergency response and recovery. COG or COOP plans also will identify other measures relevant to worker safety and health, such as alternate or backup staff.

The Oregon Occupational Safety and Health Administration (Oregon OSHA) can provide assistance and guidance on worker safety and health issues.

Training

Coos County Emergency Management will ensure that employees of the County Emergency Management organization receive training commensurate with their emergency management and response duties. Examples of appropriate training include instruction in the basics of NIMS and ICS; as well as drills and exercises that test the plan. A roster of training and performance is maintained by the Emergency Management office.

Each county agency or organization is responsible for ensuring that essential staff are trained at a level that will enable them to implement any emergency response plans, procedures, and policies developed for their organization.

Financial Management and Expense Tracking

Expenses related to an emergency response will be carefully tracked to ensure compliance with county ordinances regarding the proper use and redirection of funds in an emergency and that any potential state/federal or other reimbursements, such as disaster assistance, can be applied for and obtained. Financial management will be handled by the Coos County Treasurer, or their designee.

Refer to ESF 5, Information and Planning; ESF 14, Cross-Sector Business and Infrastructure; and Support Annex 3, Damage Assessment and Disaster Recovery, for some additional information regarding financial management procedures to be used throughout the duration of an emergency or disaster.

Management of Vital Records

The Coos County Clerk will advise county officials on procedures to be followed in protecting, preserving, and storing vital and essential administrative records during an emergency/disaster.

All elements of local government will provide for the preservation of important records on hand prior to the emergency. Emergency operations activity reports also constitute vital records and should be accumulated and preserved to ensure

continued operation and reconstitution of local government during and after a disaster.

2

Situation and Planning Assumptions

Situation

County Profile

Coos County is located in the southwestern portion of Oregon and comprised of 1,600 square miles that lie between the Pacific Ocean and the Coast Mountain Range. Coos County is bordered on the north and east by Douglas County and on the south by Curry County.

As of 2020, the county had a population of approximately 64,929. The population swells in the summer months when there is an influx of tourists. The county seat is Coquille, which is one of seven incorporated cities with a combined population of approximately 36,000, with the remaining population of roughly 26,929 living in the unincorporated or rural areas of the county.

At Coquille, Coos County lies at approximately 43° 10' 36.00" latitude and 124° 11' 10.47" longitude, with a mean elevation of 65 feet. Summer temperatures average highs in the mid-70°F range and lows down to 48°F. Winter weather can expect highs in the mid-50°F range and low temperatures in the low- to mid-30°F range. The average annual precipitation is 60 inches along the coastline and 120 inches along the eastern boundary.

The major traffic routes running through Coos County are, Highway 101 (north/south) and Highway 42 (east/west) to the I-5 corridor. Coos County has rail service; air travel service, including Southwest Oregon Regional Airport (OTH) part of the Coos County Airport District located in the City of North Bend; and several port districts, including the Oregon International Ports of Coos Bay, Port of Coquille River, and Port of Bandon.

The Oregon International Port of Coos Bay is considered to be the best natural deep water harbor between San Francisco Bay and the Puget Sound. It was once the largest forest product shipper in the world.

The Coos, Millicoma, and Coquille Rivers and their tributaries run through the county and flow westerly to the Pacific Ocean. Other forks of the Coquille River (North, East, Middle, and South) meander throughout the southern portion of the county to empty into the Pacific as well. The coastal plain is as much as four miles in width and consists of low marine terraces. Along the valleys tidal gates in the levees/dikes protect many of the tidal flats.

2. *Situation and Planning Assumptions*

Coos County is approximately 68 miles long and 38 miles wide. Although a mountainous county, it has considerable areas suitable for agriculture and dairy farming. Timber and fishing are the original foundation of the county's economy. The area also produces large quantities of shellfish and cranberries. Forest land encompasses approximately 900,000 acres, which is about 87% of the landmass. Elevations range from sea level along the coast to peaks near 4,319 feet in the southern part of the county, with an average of about 2,500 feet.

Vacation and recreational possibilities, such as the National Dunes Recreation Area, iconic scenery, state parks and renowned golf courses attract tourists to the area and provide an additional economic stimulus.

Hazard Analysis Summary

Natural Hazards

The 2021 Hazard Analysis report describes the primary hazards facing Coos County, which are summarized below in the ranked order they received in the report.

1. Wind storms

Coos County has severe winds that can reach an excess of 100 mph, causing major damage to property, closing roadways, as well as drying vegetation and creating fire hazards. The average winds of 0 to 25 miles an hour, are generated by strong Pacific Ocean storm systems that come ashore along the Oregon Coast. Recent events include the Great Coastal Gale of 2007, which resulted in a presidential disaster declaration as well as, the recent windstorm in 2022, which caused havoc throughout the County.

2. Severe weather storms

Severe weather storms bring heavy rainfall which cause yearly flooding, landslides, as well as snow and ice. These natural events can send damaging winds that result in power outages, disruption of services, transportation problems due to downed trees, landslides, and property damage.

3. Earthquake

As Coos County is near many fault lines, awareness of the potential for great earthquakes and seismic activity affecting Oregon has increased. Recent quakes in Oregon were the Feb 2001 MW 6.8 Nisqually quake which caused property damage in Portland to the Dec 2020 MW 3.5 Pacific Ocean quake 135 miles west of Coos Bay that did not cause any damage. The greatest risk from earthquakes would be from an offshore subduction zone earthquake. Although we have not suffered any recent earthquakes, the potential loss has been projected to be 11,999 lives and property damage in excess of \$3 Billion.

Coos County has many buildings that predate seismic design standards. The highway systems in the area would be significantly affected as 43 bridges are on the priority one routes identified by the Oregon Department of Transportation (Highways 101, 42, and 242, which are on the 20-year plan to be retrofitted). Per

2. *Situation and Planning Assumptions*

DOGMI nearly 87% of critical facilities in the communities of Coos County could be nonfunctional in a Cascadian Subduction Zone Earthquake.

4. Tsunami

There have been many tsunami warnings issued for Coos County. The March 2011 tsunami caused by the Mw 9.0 Subduction quake in Japan caused major damage across the state. Increased understanding of the Cascadian Subduction Zone has heightened awareness of potential for 30 % complete loss of the County population. The threat of tsunamis to coastal areas (e.g., the cities of Bandon, Charleston, Coos Bay, and North Bend) has enhanced the development of tsunami inundation maps. The Distant Tsunami advisory of Jan 15, 2022 has increased county efforts to be prepared for tsunamis.

5. Flood (Excludes Dam Failures)

Flooding occurs annually when the rivers exceed 21 feet. This causes road wash-out, large amount of debris and river contamination. Flooding typically results from heavy rainfall or rapid snow melting that swell area rivers and creeks. The floods of 1964, 1996, and other historical events caused significant damage to infrastructure and properties in Coos County. Heavy winter rains can be intensified by tidal effects, storm surge, and/or dike failure. Approximately 1,418 people in 434 homes live in the flood plain (0.02 % of the population) and are at risk.

Fixed facilities that may present a risk include the Coos County Waste Disposal Site; the Hauser Conrad Wood Treatment Plant; Durawood; Weyerhaeuser; the Oregon Institute of Marine Biology; and sewage treatment plants, seafood plants, and water treatment plants. Recent reported incidents are detailed in the Hazard Analysis report.

6. Landslide/Debris Flow

Landslides in Coos County usually occur due to intense or prolonged rainfall that causes sharp changes in groundwater levels; undercutting of a slope or cliff by erosion; or vegetation removal by fires, timber harvesting, or land clearing. Rock fall, rockslide, slump, and debris flows are all relative to landslides. Notable landslides occurred in the area in 1996, 1998, and 2000. As well as the 2015 landslide on Hwy 42, closing the Hwy 42 for over a week. As recent as Jan 2022 a landslide in Allegheny, forced residents to use back ways out, until the roads Dept. could make a single lane to pass. Landslides can cause road closure, road damage, and property damage. Landslides occur annually on both rural and main roads, important lifelines for Coos County. Roadways are routes for supplies and life sustaining assistance and landslides major delays annually.

DOGMI has identified Coos County as landslide prone due to Coastal Range and Klamath Mountains rugged terrain and large amounts of rain.

2. Situation and Planning Assumptions

7. Coastal Erosion

Coastal erosion occurs throughout the year in Coos County, but is accelerated during the winter months when storms increase the rate of erosion. With approximately 50 miles of coastline scattered with homes and industry, as well as wildlife refuges, Coastal Erosion is an ongoing concern with king tides increasing. Notable coastal erosion events include Sunset Bay north of Cape Argo State Park. In 2003, Sunset Bay State Park lost a parking lot to coastal erosion.

8. Wildland Fire

The major threat of fire in Coos County comes from the wildland/urban interface fires. The other threat comes from forest fires due to the vast amount of forest land in the county. Coos County has experienced 70 big fires since 1917. The 350-acre North Bank fire in 2020 reminds us of how quickly private property and industry can be destroyed. Enhanced dryness from wind and drought and many acres of uncontrolled Gorse keep wildfire as a growing concern.

9. Drought

Drought is a common occurrence in Coos County during the late summer, August through October, when surface water availability is limited for all uses. Drought causes loss of crops, pastureland, water shortage and increased fire danger. We continue to be in abnormally dry conditions due to lack of adequate rainfall. Emergency drought declarations for 2019, 2020 and 2021 necessitate drought planning.

Other Hazards

Additional hazards possible in Coos County are:

1. Domestic Terrorism

This hazard includes civil unrest and acts of terrorism, especially when they threaten human life and property. Terrorism can include terroristic arson, an active school shooter, the use of weapons of mass destruction ([WMDs]; chemical, cyber-attacks, biological, radiological, nuclear, and explosive [CBRNE] weapons), riots, and sabotage. Coos County has had several incidents involving pipe bombs as recent as 2021, including one exploding at a war memorial cross in Coos Bay.

2. Pandemics and Biological Emergencies

Biological emergencies are caused by bacteria, viruses and poisons. They can be sprayed in the air, contaminate food or water and can be spread person to person. Coos County has been affected by the COVID 19 pandemic, a coronavirus disease which cause respiratory illnesses. Biological emergencies can cause infrastructure failure, economic demise, as well as death.

2. Situation and Planning Assumptions

3. Radiological (non-WMD)

Radiological-hazard events will normally be handled as a hazardous materials incident. Bay Area Hospital at 1775 Thompson Road in Coos Bay uses small amounts of radioactive materials for radiation therapy and nuclear medicine. The radioactive materials are stored in fire-resistant safes in locked storage rooms and should not pose a hazard to emergency personnel responding to an emergency at the hospital. The materials may consist of:

- Barium-133, cesium-137, cobalt-57, gallium citrate, sodium iodine-131, Cd-109, Mn-54, Na-22, strontium, technetium-99M, thallium-201: Nuclear Medicine Hot Lab, Radiology Department, 3rd Floor.
- Iridium-192: Linear Accelerator Vault, Radiation Therapy Center.

The radioactive materials are shipped to the hospital by UPS or other common carrier under U.S. Department of Transportation (DOT) guidelines. Packages are labeled as radioactive material and need to be handled with caution by emergency service personnel who may be responding to a vehicle accident. Because of the small volumes and relatively low level of radiation, these items do not pose a large-scale hazard requiring evacuation of residents in the event of an accident, and are not enough to use as a Weapon of Mass Destruction.

4. Hazardous Materials: Transportation and Fixed Site

Coos County has two major roadway routes for the transport of hazardous materials — Highway 101 (north/south) and Highway 42 (east/west). In addition, the county has rail service; air travel service, with a municipal airport in the City of North Bend; and several port districts, including the Ports of Coos Bay, Charleston, Coquille River, and Bandon. This results in the presence of numerous hazardous materials from both fuel and cargo. Recent transportation-related fuel spills and other events are detailed in the Hazard Analysis report.

Capability Assessment

The County, with its mutual aid partners, has the resources and ability to respond to many types of emergencies before needing to call on the resources of other local, county, state, and federal emergency response partners.

Mitigation Overview

The following standards, plans, and requirements have a direct relationship or are otherwise pertinent to this EOP and the mitigation of hazards for the County:

Coos County Natural Hazards Mitigation Plan (2016).

2. Situation and Planning Assumptions

Participation in the National Flood Insurance Program (NFIP): Preliminary — 1974; Final — 1984, with current amendments (NFIP Community Number: 410042).

Land Use Plan: The Coos County Comprehensive Plan and Implementing Ordinance was acknowledged by Land Conservation and Development in 1985 as consistent with all Statewide Planning Goals with an effective date of January 1, 1986. The Natural Hazards Sections, based on Statewide Planning Goal 7 Areas Subject to Natural Disasters and Hazards, are found in Ordinance, Chapter 4 Section 11 (Section 4.11.132 updated in 2015 and 2019) include Tsunami, Landslides, Earthquakes, Coastal Erosion, Wildfires and Floodplain (Section 4.11.200, updated in 2019).

Building Codes: Oregon Structural Specialty Code.

Fire Insurance Rating Insurance Service Office (ISO): varies from fire district to fire district. (The ISO helps to establish appropriate fire insurance premiums for residential and commercial properties. Insurance companies need reliable, up-to-date information about a community's fire-protection services. ISO provides that information through the Public Protection Classification program.)

Planning Assumptions

The following are the basic assumptions under which this EOP was developed.

- Coos County will continue to be exposed to the hazards noted above as well as others that may develop in the future.
- It is possible for an emergency or major disaster to occur at any time and place in the country. In some cases, dissemination of warning and increased readiness measures may be possible. However, many disasters and events can and will occur with little or no warning.
- An emergency or disaster will require prompt and effective response and recovery operations by county emergency services, disaster relief, volunteer organizations, the private sector and the community.
- Outside assistance likely will be available in most emergency or disaster situations affecting the county. Although, this plan defines procedures for coordinating such assistance, it is essential for Coos County to be prepared to carry out short-term disaster response on an independent basis in case outside assistance is delayed or inadequate.
- State and federal support of county emergency operations will be based on the principal of self-help. The county will use all available local resources, including mutual aid and cooperative assistance agreements, before requesting assistance from state and federal resources.

2. Situation and Planning Assumptions

- Local government officials recognize their responsibilities for the safety and well-being of the public and will assume their responsibilities in the implementation of this plan.
- At a minimum, the person from the lead agency who takes command of the emergency will be properly trained in the use of NIMS and ICS. Ideally, all emergency response staff will be properly trained in the use of NIMS and ICS.
- Each responding agency and organization will use existing directives and procedures in responding to emergencies/disasters. Response personnel will have received the proper training regarding their roles and responsibilities for emergency operations.
- Coos County's population can increase noticeably throughout the year, reflecting an influx of tourists, seasonal residents, visitors, and recreation enthusiasts. Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. Significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- The National Defense Policy recognizes the possibility of a national emergency resulting from an attack on the United States. An international crisis could present the threat of conventional, nuclear, or chemical weapons. Although the threat of all-out warfare is possible, related acts of terrorism using scaled-down weapons appear to be the more probable risk.
- In the event of a nuclear or widespread radiological threat, and in accordance with national nuclear civil protection policy, the primary response measures will be population protection and shelter in-place programs.

3

Organization and Responsibilities

Coos County Emergency Management Organization and Responsibilities

Board of Commissioners and County Policy Group

The Board of Commissioners (BOC) for Coos County has overall responsibility for the emergency services system in the county. In accordance with county ordinance Article 10, the BOC will declare a local state of emergency and invoke the emergency powers of the county as necessary. The BOC also will ensure the continuation and restoration of county government in the event of an emergency.

The county Policy Group provides policy- and executive-level direction for an emergency response and is formed at the time of an emergency from elected and appointed officials from county departments and city and/or state government, as determined by the needs of the situation and at the discretion of the BOC Chairperson. The Policy Group functions from the EOC if it is activated.

Coos County Emergency Management Office

The county Emergency Management office, which is part of the Sheriff's Office, has day-to-day responsibility for ongoing emergency management activities. The Emergency Management Director is the county Sheriff and implementation of the program is the responsibility of the EM Program Manager. Some key responsibilities of the Emergency Management office are:

- Developing a countywide emergency management program that will, through cooperative planning efforts with the seven incorporated communities of Coos County, provide a coordinated response to an emergency or major disaster.
- Reporting on emergency management activities to the BOC and, in the event of an emergency, also to the county Policy Group.
- Maintaining this EOP.
- Maintaining a copy of and being familiar with the EOPs of key local emergency response partners (e.g., local jurisdictions, Curry County, Douglas County).
- Maintaining the readiness of the county EOC.

3. *Organization and Responsibilities*

- Developing mutual aid and other agreements with other jurisdictions for emergency management and response.
- Facilitating appropriate emergency management and response training for county departments and groups essential to emergency response.
- In the event of an emergency, activating this EOP and managing the county response.
- If the county EOC or other area EOC is activated, either reporting to the EOC or assigning an Emergency Management representative to assist the EOC Director with management of the emergency.
- Coordinating county resources and resource requests applicable to emergency response.
- With BOC approval, declaring a local state of emergency to request state and/or federal assistance when local capabilities are projected to be exceeded.
- Coordinating damage assessments.
- Communicating with the County Public Information Officer information for the Community before, during, and after the emergency regarding preparation, response, and recovery measures.
- Conducting exercises to test and improve plans and systems.

County Agencies and Departments

Each county agency, department, or group with an emergency management and/or response role is responsible for:

- Assisting the EM Program Manager in the development and maintenance of the county emergency management program and this EOP.
- Developing and maintaining its own emergency plans, checklists, and procedures, as appropriate, that are consistent with this plan.
- Ensuring that all staff are trained and exercised at a level enabling effective execution of existing response plans, procedures, and policies.
- Pre-designating trained staff to be available to work in the EOC.
- In the event of an emergency, carrying out the specific duties and providing the resources assigned by this plan and the agencies' emergency procedures.
- In the event of an emergency during non-working hours, ensuring that critical employees, as designated by their agency/department, report to work as soon as self-preservation concerns for themselves and their families have been met.

3. *Organization and Responsibilities*

- If the county EOC is activated, either reporting to the EOC or assigning an agency representative as requested by the Emergency Management office or as per agency procedures.

In the event of an emergency where the services of all county employees are needed, not just those with pre-assigned emergency duties, county ordinance Article 10, Emergency Management, provides for county workers to work outside the scope of their day-to-day duties.

Cities

Those cities with their own EOP will follow their disaster response tasking and use ICS to effectively interface with the County's response system. Copies of city EOPs should be forwarded to the county Emergency Manager.

Emergency Response Agencies/Partners and ESF Responsibilities

The provision of emergency services in the county is primarily an extension of services that are provided on a daily basis by many agencies and organizations. Key local, state, federal, and other emergency management and response partners are briefly discussed in the sections below. Table 3-1 lists the federal ESFs and their intended scope at the federal level as well as the primary responsible agency/organization at the local, state, and federal level. Comparable ESFs and ESF annexes at the local and state level are typically similar but not identical in scope to the federal ESFs, which is the situation for Coos County.

Table 3-2 lists the ESFs (and the ESF annexes to this EOP) and the primary and support agencies/organizations of Coos County and its emergency response partners that are responsible for those functions. The Coos County ESFs and annexes have been named and modeled after the NRF ESFs. Specific responsibilities and additional detail for these functions are contained in the ESF annexes to this plan.

Key County and Local Response Agencies and Partners

The following agencies and entities maintain key roles and responsibilities for an emergency situation impacting Coos County:

- Coos County Emergency Management office (in the Sheriff's Office)
- Law enforcement, including:
 - Coos County Sheriff's Office
 - Bandon Police Department
 - Coos Bay Police Department
 - Coquille Police Department
 - Coquille Tribal Police Department
 - Myrtle Point Police Department
 - North Bend Police Department
 - Powers Police Department
 - Confederate Tribal Police of Coos – Lower Umpqua- Siuslaw
- Fire Services, including:

3. Organization and Responsibilities

- Coos County Fire Defense Board
- Bandon Rural Fire Protection District (RFPD) #18
- Charleston RFPD (Coos Bay)
- Coos Bay Fire & Rescue
- Greenacres RFPD (Coos Bay)
- Millington RFPD (Coos Bay)
- Sumner RFPD (Coos Bay)
- Coquille Fire Department
- Fairview RFPD (Coquille)
- Lakeside RFPD
- Myrtle Point Fire Department
- Bridge RFPD (Myrtle Point)
- Dora-Sitkum RFPD (Myrtle Point)
- North Bend Fire Department
- Hauser RFPD (North Bend)
- North Bay RFPD (North Bend)
- Powers Fire Department
- Southwestern Community College
- Coos Forest Protective Assn (CFPA).

■ Coos County Public Health Department

■ Hospitals, including:

- Southern Coos Hospital and Health Center (Bandon)
- Bay Area Hospital (Coos Bay)
- Coquille Valley Hospital (Coquille)

■ Ambulance services, including:

- Bay Cities Ambulance
- City fire departments and RFPD ambulance services
- Coquille Valley Ambulance
- Lower Umpqua Ambulance
- Myrtle Point Ambulance

■ Communications centers, including Coos County 911 Dispatch Center, and North Coos 911 Dispatch Center.

■ Public works departments, including:

- Coos County Road Department	- Lakeside
- Bandon	- Myrtle Point
- Coos Bay	- North Bend
- Coquille	- Powers

■ American Red Cross.

Other Supporting Agencies and Organizations

A wide variety of other agencies and organizations are available to support Coos County for an emergency and are listed in Table 3-2. These include other county and city agencies, special districts, and private-sector entities such as volunteer organizations, faith-based organizations, and businesses. In addition to the ESF responsibilities in Table 3-2, those agencies and organizations are responsible for applicable pre-emergency preparedness in support of this EOP, including planning, training, and coordinating with emergency response partners.

*3. Organization and Responsibilities***State Response Partners**

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of emergency activities in a state of emergency declared by the State. The Director of ODEM is the authority under ORS 401.270 to 401.280 for the coordination of activities and organizations for emergency management within the State and for coordination in emergency matters with other states and the federal government.

Federal Response Partners

ODEM typically requests federal response partners in the event state resources become limited or specialized services are needed. In most instances, federal resources become available following a formal declaration of emergency by the Governor. Thus, procedures and policies for allocating and coordinating resources at the federal level follow the Oregon CEMP and, if necessary, the NRF.

3. Organization and Assignment of Responsibilities

Table 3-1 ESF Scopes and Primary Responsibilities

ESF ^a	Scope (Federal)	Primary Local Agency	Primary State of Oregon Agency ^a	Federal ESF Coordinator
ESF 1 – Transportation	<ul style="list-style-type: none"> ■ Aviation/airspace management and control ■ Transportation safety ■ Restoration and recovery of transportation infrastructure ■ Movement restrictions ■ Damage and impact assessment 	<ul style="list-style-type: none"> ■ Coos County Road Dept. ■ Coos County EM 	<ul style="list-style-type: none"> ■ Oregon Dept. of Transportation 	<ul style="list-style-type: none"> ■ U.S. Dept. of Transportation
ESF 2 – Communications	<ul style="list-style-type: none"> ■ Coordination with telecommunications and information technology industries ■ Restoration and repair of telecommunications infrastructure ■ Protection, restoration, and sustainment of national cyber and information technology resources ■ Oversight of communications within the federal incident management and response structures 	<ul style="list-style-type: none"> ■ Coos County Sheriff’s Office, 911 Dispatch Center ■ Coos County EM 	<ul style="list-style-type: none"> ■ Oregon Dept. of Administrative Services ■ Oregon Public Utility Commission 	<ul style="list-style-type: none"> ■ U.S. Dept. of Homeland Security (DHS)/National Communications System
ESF 3 – Public Works and Engineering	<ul style="list-style-type: none"> ■ Infrastructure protection and emergency repair ■ Infrastructure restoration ■ Engineering services and construction management ■ Emergency contracting support for lifesaving and life-sustaining services 	<ul style="list-style-type: none"> ■ Coos County Road Dept. 	<ul style="list-style-type: none"> ■ Oregon Department of Transportation 	<ul style="list-style-type: none"> ■ U.S. Dept. of Defense/U.S. Army Corps of Engineers
ESF 4 – Firefighting	<ul style="list-style-type: none"> ■ Coordination of federal firefighting activities ■ Support to wildland, rural, and urban firefighting operations 	<ul style="list-style-type: none"> ■ City fire depts. and RFPDs ■ Coos County Fire Defense Board ■ Oregon Dept. of Forestry 	<ul style="list-style-type: none"> ■ Oregon Dept. of Forestry ■ Oregon Office of State Fire Marshal 	<ul style="list-style-type: none"> ■ U.S. Dept. of Agriculture/Forest Service
ESF 5 – Information and Planning	<ul style="list-style-type: none"> ■ Coordinator collects, analyzes, processes, and disseminates information about a potential or actual incident, and conducts deliberate and crisis action planning activities to facilitate the overall activities in providing assistance to the whole community. 	<ul style="list-style-type: none"> ■ Coos County BOC ■ Coos County EM ■ City EM offices 	<ul style="list-style-type: none"> ■ ODEM 	<ul style="list-style-type: none"> ■ U.S. DHS/Federal Emergency Management Agency (FEMA)

3. Organization and Assignment of Responsibilities

Table 3-1 ESF Scopes and Primary Responsibilities

ESF ^a	Scope (Federal)	Primary Local Agency	Primary State of Oregon Agency ^a	Federal ESF Coordinator
ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services	<ul style="list-style-type: none"> ■ Mass care ■ Emergency assistance ■ Disaster housing ■ Human services 	<ul style="list-style-type: none"> ■ Coos County EM ■ American Red Cross, Cascade Region 	<ul style="list-style-type: none"> ■ Oregon Dept. of Human Services 	<ul style="list-style-type: none"> ■ U.S. DHS/FEMA
ESF 7 – Logistics	<ul style="list-style-type: none"> ■ Comprehensive national incident logistics planning, management, and sustainment capability ■ Resource support (facility space, office equipment and supplies, contracting services, etc.) 	<ul style="list-style-type: none"> ■ Coos County EM ■ City EM offices 	<ul style="list-style-type: none"> ■ Oregon Dept. of Administrative Services 	<ul style="list-style-type: none"> ■ General Services Administration ■ U.S. DHS/FEMA
ESF 8 – Public Health and Medical Services	<ul style="list-style-type: none"> ■ Public health ■ Medical ■ Mental health services ■ Mass fatality management 	<ul style="list-style-type: none"> ■ Coos County Public Health Dept. ■ City fire depts. and RFPDs ■ Hospitals 	<ul style="list-style-type: none"> ■ Oregon Health Authority 	<ul style="list-style-type: none"> ■ U.S. Dept. of Health and Human Services
ESF 9 – Search and Rescue	<ul style="list-style-type: none"> ■ Lifesaving assistance ■ Search and rescue operations 	<ul style="list-style-type: none"> ■ Coos County Sheriff’s Office, Search and Rescue 	<ul style="list-style-type: none"> ■ ODEM 	<ul style="list-style-type: none"> ■ U.S. DHS/FEMA
ESF 10 – Oil and Hazardous Materials Response	<ul style="list-style-type: none"> ■ Oil and hazardous materials (chemical, biological, radiological, etc.) response ■ Environmental short- and long-term cleanup 	<ul style="list-style-type: none"> ■ City fire depts. and RFPDs 	<ul style="list-style-type: none"> ■ Oregon Dept. of Environmental Quality ■ Oregon Office of State Fire Marshal Hazardous Materials Emergency Response Team, HazMat 15 	<ul style="list-style-type: none"> ■ U.S. Environmental Protection Agency
ESF 11 – Agriculture and Natural Resources	<ul style="list-style-type: none"> ■ Nutrition assistance ■ Animal and plant disease and pest response ■ Food safety and security ■ Natural and cultural resources and historic properties protection and restoration ■ Safety and well-being of household pets 	<ul style="list-style-type: none"> ■ Coos Soil and Water Conservation District ■ Public Health ■ Animal control 	<ul style="list-style-type: none"> ■ Oregon Dept. of Agriculture 	<ul style="list-style-type: none"> ■ U.S. Dept. of Agriculture
ESF 12 – Energy	<ul style="list-style-type: none"> ■ Energy infrastructure assessment, repair, and restoration ■ Energy industry utilities coordination ■ Energy forecast 	<ul style="list-style-type: none"> ■ Electric Power and Public Utility Districts ■ Energy and utility companies 	<ul style="list-style-type: none"> ■ Oregon Dept. of Energy ■ Oregon Public Utility Commission 	<ul style="list-style-type: none"> ■ U.S. Dept. of Energy

3. Organization and Assignment of Responsibilities

Table 3-1 ESF Scopes and Primary Responsibilities

ESF ^a	Scope (Federal)	Primary Local Agency	Primary State of Oregon Agency ^a	Federal ESF Coordinator
ESF 13 – Public Safety and Security	<ul style="list-style-type: none"> ■ Facility and resource security ■ Security planning and technical resource assistance ■ Public safety and security support ■ Support to access, traffic, and crowd control 	<ul style="list-style-type: none"> ■ Coos County Sheriff’s Office, Law Enforcement and Patrol ■ City police depts. 	<ul style="list-style-type: none"> ■ Oregon State Police 	<ul style="list-style-type: none"> ■ U.S. Dept. of Justice
ESF 14 – Cross -Section Businesses and Infrastructure.	<ul style="list-style-type: none"> ■ Coordination of cross-sector operations, including stabilization of key supply chains and community lifelines, among infrastructure owners and operators, businesses, and their government partners. 	<ul style="list-style-type: none"> ■ Coos County Assessor’s Office ■ Coos County Planning Dept. 	<ul style="list-style-type: none"> ■ Oregon Business Development Department. 	<ul style="list-style-type: none"> ■ Department of Homeland Security / CISA / FEMA
ESF 15 – External Affairs	<ul style="list-style-type: none"> ■ Emergency public information and protective action guidance ■ Media and community relations ■ Congressional and international affairs ■ Tribal and insular affairs 	<ul style="list-style-type: none"> ■ Coos County BOC ■ Coos County Counsel ■ Coos County Emergency Management 	<ul style="list-style-type: none"> ■ ODEM 	<ul style="list-style-type: none"> ■ U.S. DHS

Source: FEMA 2020.

^a Known in the Oregon CEMP as State Support Functions (SSFs), some of which have slightly different titles than the ESFs.

3. Organization and Assignment of Responsibilities

Table 3-2 Emergency Support Function Responsibilities

Agency/Organization	ESF and ESF Annex														
Key: P: Primary Has a key role in planning, management, and execution of the ESF. S: Support Has a support role in planning, management, and execution of the ESF.	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Information and Planning	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials Response	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Cross-Sector Business and Infrastructure	15 – External Affairs
	Coos County Agencies/Organizations														
Animal Shelter						S					P		S		
Assessor’s Office	S		S												P
Board of Commissioners					P		S							S	P
Commission on Children & Families (CCF)						S		S							
Counsel					S										S
Emergency Management (see Sheriff’s Office)															
Fire Defense Board				P			S			P			S		
Forestry Dept.				S							S				S
Human Resources Dept.		S			S		S								
Information Technology Dept.		S			S										S
Juvenile Dept.						S		S							
Medical Examiner								S							
Mental Health Dept.						S		S							
Parks Dept.			S	S							S				
Planning Dept.	S		S									S			P
Public Health Dept.		S			S	S	S	P			S			S	S
Road Dept.	P		P	S	S		S		S	S		S	S	S	
Sheriff’s Office															
911 Dispatch Center		P													
Emergency Management	P	P	S	S	P	P	P	S	S	S	S	P	S	S	P
Jail													S		
Law Enforcement and Patrol	S	S		S	S	S	S		S				P		S
Search and Rescue									P						
Solid Waste Dept.			S					S							S
Treasurer					S		S							S	
Other Counties															

3. Organization and Assignment of Responsibilities

Table 3-2 Emergency Support Function Responsibilities

Agency/Organization	ESF and ESF Annex														
Key: P: Primary Has a key role in planning, management, and execution of the ESF. S: Support Has a support role in planning, management, and execution of the ESF.															
	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Information and Planning	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials Response	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Cross-Sector Business and Infrastructure	15 – External Affairs
Mutual Aid Agreements with Curry and Douglas Counties	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
City Agencies/Organizations															
City Administrators					S		S							S	S
Emergency Management offices	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
Fire Depts.	S	S	S	S	S		S	S	S	S			S		
Mayors/City Councils					S		S							S	S
Police Depts.	S	S		S	S	S	S		S	S			S		S
Public Works Depts.	S		S	S	S		S		S	S		S	S	S	
Tribal															
Coquille Indian Tribe	S	S			S	S	S	S			S		S	S	S
Confederated Tribes of Coos, Lower Umpqua, and Siuslaw Indians	S	S			S	S	S	S			S		S	S	S
Special Districts															
Coos Soil and Water Conservation District											P				
Drainage Districts			S					S			S				
Electric Power Districts												P		S	S
Public Utility Districts												P		S	S
Rural Fire Protection Districts	S	S	S	P	S		S	P	S	P			S		
Sanitary Districts			S					S						S	
School Districts	S					S									S
Transit Districts	S		S											S	
Water Supply Districts			S	S				S			S			S	S
Private/Non-Profit Organizations															
Amateur Radio Emergency Service (ARES)/Radio Amateur Civil Emergency Service (RACES)		S				S			S						
Ambulance Service Providers	S						S								
American Red Cross						S	S	S						S	
Auxiliary Local Emergency Response Team (ALERT)						S	S								
Cleanup and Construction Contractors	S		S				S			S	S			S	
Community Emergency Response Teams (CERTs)						S	S		S						
Energy/Utility Companies			S									S		S	
Faith-based Organizations						S	S								
Funeral Homes							S								
Hospitals						S	S	S							

3. Organization and Assignment of Responsibilities

Table 3-2 Emergency Support Function Responsibilities

Agency/Organization	ESF and ESF Annex														
Key: P: Primary Has a key role in planning, management, and execution of the ESF. S: Support Has a support role in planning, management, and execution of the ESF.	1 – Transportation	2 – Communications	3 – Public Works and Engineering	4 – Firefighting	5 – Information and Planning	6 – Mass Care, Emergency Assistance, Housing, and Human Services	7 – Logistics	8 – Public Health and Medical Services	9 – Search and Rescue	10 – Oil and Hazardous Materials Response	11 – Agriculture and Natural Resources	12 – Energy	13 – Public Safety and Security	14 – Cross-Sector Business and Infrastructure	15 – External Affairs
Hotels						S									
Medical Reserve Corp (MRC)						S		S							
Natural Gas Companies			S									S		S	
Newspapers															S
North Bend Airport	S														
North Coast Electric Company			S									S		S	S
Northwest Natural Gas Company			S									S		S	S
Oregon Funeral Directors Association								S							
Ports	S														S
Radio Stations		S													S
Rail Companies	S														S
Salvation Army						S									
Southwestern Community College						S									S
Telecommunications Companies			S											S	
Television Stations															
Transportation Companies and Transport Services (e.g., North Bend Bus Company)	S					S							S		S
Veterinarians						S					S				S
Voluntary Organizations Active in Disaster (VOAD)	S					S	S	S							
Water Companies			S					S						S	S
Wastewater Treatment and Distribution			S					S						S	S

- a ESFs 1, 3, 12, and 14 also address some aspects of damage assessment.
- b ESF 13 also addresses evacuation.

Responsibilities for Other Emergency Management and Response Elements

Certain other key elements of emergency management and/or response that are not explicitly addressed by a particular ESF annex or that serve multiple ESFs are

3. Organization and Assignment of Responsibilities

addressed by a Support Annex (SA). The Support Annexes to this EOP are listed in Table 3-3, including the responsible agencies/organizations for those elements.

In addition, the responsibilities of Coos County Counsel relative to emergency management and response include:

- Reviewing applicable regulations and the EOP to determine legal implications for responsible agencies, organizations, and individuals.
- Serving as a resource on legal matters related to the emergency and to activated EOCs with Coos County representation.
- Maintaining a liaison role with counsel in other jurisdictions involved in the emergency response; as well as with the State Attorney General as applicable.
- Preparing standby documents such as permit-of-entry forms, emergency declarations, and mutual aid and intergovernmental agreements.
- Obtaining and processing insurance materials during emergency situations for recovery and continuance of county operations.
- Serve as the County Public Information Officer as needed.

3. Organization and Assignment of Responsibilities

Table 3-3 Responsibilities for Other Emergency Management and Response Elements

SA number	SA Title	Responsible Agency/Organization
1	Continuity of Government	Coos County Board of Commissioners
2	Declaration of Emergency	Coos County Board of Commissioners Coos County Counsel Coos County Emergency Management office
3	Damage Assessment and Disaster Recovery	Coos County Emergency Management office Coos County Assessor's Office
4	Family Assistance Center	Coos County Public Health Department, Mental Health Department
5	Animals in Disaster	Coos County Emergency Management office Coos County Sheriff's Office and Animal Control Unit
6	Volunteer and Donation Management	Coos County Emergency Management office
7	Special Needs Care	All
8	Multiple Casualty Incidents	Coos County Sheriff's Office, Medical Examiner Coos County Emergency Management office
9	Mass Fatality Incidents	Coos County Sheriff's Office, Medical Examiner Coos County Emergency Management office
10	Mass Commodity Distribution	Coos County Emergency Management
–	Legal services	Coos County Counsel

Incident-Specific Responsibilities

Certain key types of incidents (hazards) addressed in this EOP have an identified Coordinating Department or organization, Cooperating Department or organization, and response protocol, which are addressed in the Incident Annexes (IAs) to this EOP. Table 3-4 summarizes the Coos County Coordinating Department that will typically have the primary responsibility and authority for responding to an emergency involving that type of incident. Identification of incident-specific responsibilities is not intended to preclude or interfere with the use of ICS or a unified command approach to incident management.

3. Organization and Assignment of Responsibilities

Table 3-4 Responsibilities for Specific Incidents

IA number	IA Title	Coordinating Department/Organization
1	Severe Weather: Wind	Coos County Emergency Management Coos County Road Department
2	Earthquake	Coos County Emergency Management Coos County Road Department
3	Tsunami	Coos County Emergency Management Coos County Road Department
4	Hazardous Materials: Transportation and Fixed Site	Coos County fire services (Fire Defense Board, city Fire Departments, RFPDs) Coos County Road Department
5	Flood (excludes dam failures)	Coos County Emergency Management Coos County Road Department
6	Wildland Fire	Coos County fire services (Fire Defense Board, city Fire Departments, RFPDs, CFPA)
7	Drought	Coos County Emergency Management
8	Landslide/Debris Flow	Coos County Emergency Management Coos County Road Department
9	Domestic Terrorism	Coos County Emergency Management Coos County Sheriff's Office
10	Pandemics and Biological Emergencies	Coos County Public Health Department
11	Radiological (non-WMD)	Coos County Public Health Department Coos County fire services (Fire Defense Board, city Fire Departments, RFPDs)

4

Concept of Operations

Overview

The BOC has the primary responsibility for emergency management in the county and for the direction and control of county response and resources. Coos County Emergency Management and specified county agencies will coordinate and/or conduct the response under the ultimate direction of the BOC and the county Policy Group which will be supported by county, city, state, federal, and private-sector emergency response partners.

The emergency response and operations addressed in this plan are intended to be applicable to any size emergency event of an extraordinary nature; i.e., any emergency other than those encountered on a routine, day-to-day basis.

The County will first use resources available in the county when responding to emergencies. When the conditions of the emergency are projected to exceed county capability to respond, the county will request assistance from neighboring jurisdictions in accordance with existing mutual aid agreements, and then through state government. The BOC may declare a local state of emergency at any time in order to activate mutual aid agreements and satisfy other activation considerations for the response, and will, regardless, declare a local state of emergency in order to request state and/or federal assistance (see Section 1.4.3).

Coos County Emergency Management is responsible for emergency management and response for that area of the county outside the corporate limits of incorporated municipalities in the county but will provide emergency assistance to incorporated municipalities as requested and within county capabilities and resources. For those municipalities that have an EOP and/or an emergency management structure (e.g., Coos Bay, North Bend, and Bandon), Coos County and the municipality's will work together within the frameworks of their mutual structures. Cities without an EOP would be expected to work directly with the county within the framework of this EOP.

If this Coos County EOP is activated as a result of an emergency incident or emergency declaration, it is expected that the county emergency response organization will integrate with cities and response partners whose EOPs also likely will have been activated and that all will adopt command and control structure and emergency procedures in accordance with NIMS and ICS requirements. For most emergencies for which this EOP is activated, it is anticipated that the Coos County EOC (and perhaps other local jurisdictions' EOCs) also will be activated.

4. Concept of Operations

People with access and functional needs will be identified and planned for as directed by policymakers and according to other regulations and guidance. Individuals having access and functional needs may include, but are not limited to, individuals with disabilities, seniors, and populations having limited English proficiency, limited access to transportation, and/or limited access to financial resources to prepare for, respond to, and recover from the emergency, are incarcerated, or live in long care facilities.

Phases of Emergency Management

This plan follows an all-hazards approach and acknowledges that most responsibilities and functions performed during an emergency are not necessarily specific to any one hazard. Although this plan does focus on emergency response, it also identifies key emergency management activities before and after response. The four phases of emergency management are:

Mitigation and Prevention activities seek to eliminate or reduce a disaster's likelihood and/or consequences. They involve actions to protect lives and property from threats as well as long-term activities that lessen the undesirable effects of unavoidable hazards.

Preparedness activities serve to develop and/or enhance the response capabilities that will be needed should an emergency arise. Planning, training, and exercises are the major activities that support preparedness.

Recovery is both a short-term and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public. Long-term recovery focuses on restoring the community to its normal, or improved, state of affairs.

Response is the provision of emergency services during a crisis. These activities help to reduce casualties and damage and speed recovery. Activities include warning, protective actions, rescue, and other such operations. Response is the focus of this EOP.

Classifications of Emergencies

Since emergencies occur frequently, but rarely with the scope and complexity that would require implementation of the EOP, response will be based on the definitions and criteria below.

Level 1

Level 1 emergencies are day-to-day emergencies requiring minimal coordination and assistance, such as routine search and rescue missions, minor flooding, a small forest or range fire, a light aircraft crash, or a minor hazardous material spill. It is small and localized in nature and does not have any significant impact on the health and well-being of citizens outside of the confined area of the emergency. Typical actions for a Level 1 emergency are:

- There is typically no foreseen need to declare a local state of emergency.
- Activities, personnel, and other resources may be managed from a field Incident Command Post (ICP).
- ICS may be activated at a departmental level.
- Full activation/implementation of this EOP is not required although portions of it might be needed. Responding agencies activate response by contacting Coos County 911 Dispatch Center and activate those functions and annexes of the EOP as needed.
- Full activation/implementation of the EOC is not required.

Level 2

A Level 2 emergency is an emergency situation requiring more than routine coordination and assistance. It generally involves multiple jurisdictions and is beyond the scope of available resources. Examples include large range or forest fires, a moderate earthquake, minor or moderate flooding in multiple locations, an aircraft or railroad accident, a major weather event, and an incident that results in the local release of hazardous materials that may threaten the health and safety of workers, responders, and the general public if protective actions are not taken. A probable environmental impact exists. Typical actions for a Level 2 emergency are:

- A local state of emergency might need to be declared.
- The county Emergency Manager and/or selected members of the Incident Management Team are notified.
- Partial or full implementation of this EOP may be required. Responding agencies activate response plans and operating guidelines on a selective basis as determined by the on-scene Incident Commander.
- ICS is used at the field ICP and applicable Department Operations Centers (DOCs).
- The Incident Commander requests activation of some members of the county EOC staff. Those staff might be requested to report to the field ICP or a DOC or to staff a partial activation of the EOC.
- The EOC is typically at least partially activated (and an EOC Incident Commander assumes responsibility for the incident) if:
 - The field ICP or a DOC require additional personnel and resource support.
 - Multiple departments or agencies are involved.
 - Media and general public interest are great enough to require redirection of media and public requests about the incident to the EOC rather than burden the on-scene Incident Commander.

- The on-scene Incident Commander works directly with the EOC through the Operations Chief (or Branch Director) and retains responsibility for on-scene activities.

Level 3

A Level 3 emergency exceeds the county's normal response capabilities. It requires the coordinated response of all levels of government (local, state, and federal) to save the lives and property of a significant portion of the population. Examples include a large earthquake, severe flooding, a severe winter storm, or an incident resulting in a large release of hazardous material creating a serious safety, health, and/or environmental threat. Typical actions for a Level 3 emergency are:

- A local state of emergency is declared and there will be a need for sheltering or relocation of a majority of the affected population.
- Coos County Emergency Management and all members of the county emergency management organization are notified.
- This EOP is activated. Responding agencies put their emergency response plans and operating guidelines into full operation.
- The county EOC is activated. ICS is implemented at the EOC and at the scene. Designated EOC staff are required to report to the EOC to support field operations. County Commissioners report to the EOC to get a briefing from the Incident Commander and an assessment of the emergency/disaster. The EOC takes over all requests from the field for resource support and initiates requests for county, state, and/or federal assistance if needed.
- The designated EOC Incident Commander assumes overall responsibility for the incident. The on-scene Incident Commander works directly with the EOC through the Operations Chief (or Branch Director) and retains responsibility for the on-scene activities.

Multijurisdictional Coordination

The primary types of jurisdictional and organizational units that Coos County will coordinate with for emergency planning and response are described below.

Municipalities

The Chief Executives of the incorporated cities in the county are responsible for the emergency services system in that jurisdiction. Under ORS 401.305, a city may establish an emergency management agency and appoint an emergency manager. Cities also may develop mutual aid or intergovernmental agreements with the county or other jurisdictions for sharing of emergency services. In its planning process, the county has taken into account and attempted to plan for certain resources for those municipalities that do not have an emergency management agency and/or well-developed mutual aid agreements. In any case,

4. *Concept of Operations*

the county provides emergency assistance to municipalities as requested and within county capabilities and resources. The cities will forward their requests for county assistance, state/federal assistance, and/or a declaration of local emergency to Coos County Emergency Management.

Special Districts

Special districts provide specialized services for prescribed districts that are not available from local government such as fire protection, electrical power, sanitation, road maintenance, diking and drainage, water supply, soil and water conservation, and public mass transit. They are governed by an elected Board of Directors and have 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, and they coordinate policy, plan development, and operations activities through designated representatives.

Private Sector

Coos County Emergency Management coordinates with business, industry, volunteer service organizations and the community for emergency management and response.

Key business and industry partners include utility companies, hospitals and the healthcare industry, and manufacturing facilities. Most of these private-sector entities provide essential daily commercial or public functions and have their own emergency management or operations plans that are considered during emergency planning and response.

Many volunteer service organizations provide essential emergency response functions, most notably in the area of mass care. Key organizations include the American Red Cross, the Salvation Army, Community Emergency Response Teams (CERTs), church and faith-based groups, Amateur Radio Emergency Service, Medical Reserve Corp (MRC), and other non-governmental organizations.

State Government

The State provides direct state agency support to the local level and serves as the channel for obtaining resources from within and outside the state structure, including from the federal government, once local resources are exhausted or projected to be exhausted. State assistance and resources are requested via a county's declaration of emergency to ODEM, which maintains a duty officer at all times.

Public school districts, a part of state of government, function similar to a private-sector partner. They provide an essential public function, can provide an essential emergency response function (typically mass care), and usually have their own emergency management or operations plans that are considered during emergency planning and response.

Federal Government

Federal support for an emergency or disaster is typically accessed via a local declaration of emergency that the county submits to ODEM, although federal assistance may be requested before the declaration is officially made and some forms of federal assistance are available without a declaration at all (such as certain agricultural aid). A Presidential declaration of emergency or major disaster additionally makes available extensive response and recovery assistance, especially financial support to governments, and potentially, to businesses, and individuals.

Mutual Aid

State and other laws allow local governments to enter into cooperative assistance and/or intergovernmental agreements with public and private agencies for reciprocal emergency aid and resources. To the extent possible, mutual aid agreements or their equivalent are established, in writing, among jurisdictions and organizations that expect to share and exchange emergency resources.

Mutual aid agreements (MAAs), memoranda of understanding (MOUs), or similar mutual aid and intergovernmental agreements between Coos County and key emergency response partners are listed in Appendix A to this Basic Plan and are available from the Coos County Emergency Management office.

Incident Management**Use of ESF, Incident, and Support Annexes**

Refer to the Essential Support Functions (ESF), incident, and support annexes to provide function-level detail and supplemental information for providing emergency management and services in Coos County. Incident management is also addressed by ESF 5, Information and planning.

Activation

When an emergency situation arises and it is determined that the normal organization and functions of county government are insufficient to effectively meet response requirements, the BOC, in collaboration with Coos County Emergency Management, will activate and implement all or part of this plan in accordance with the emergency levels defined in Section 4.3. In addition, the BOC and Emergency Management may partially or fully activate and staff the county EOC based on the emergency levels defined in Section 4.3 and the emergency's type, size, severity, and anticipated duration.

Response Priorities

Response actions will likely be prioritized as follows:

1. Self-Preservation: Protection of county emergency response personnel (including dependents) from the effects of a disaster. The purpose of protecting responders' families is to free up the responders to do their job.
2. Lifesaving/Protection of Property: Efforts to save lives of persons other than county emergency response personnel and their dependents. It may include

4. Concept of Operations

prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.

3. **Unit Reconstitution:** The recall of critical employees (if the incident occurs during non-working hours, off-duty) and the collection, inventory, temporary repair, and allocation of county assets in order to provide maximum prompt, sustained operations in response to a disaster. This could include activation of the county EOC for the purpose of coordinating emergency response activities.
4. **Statutory Response:** Providing a partial or full range of county emergency services beyond that of lifesaving and security during a disaster. This includes coordination within and outside of county personnel to accomplish emergency-related tasks and coordinate resources.
5. **Provision of Emergency Food and Temporary Housing for Disaster Victims:** Accomplished primarily through the EOC in coordination with the American Red Cross.
6. **Restoration of Infrastructure:** Restoration of the county's critical infrastructure (utilities, roads, bridges, buildings, etc.) will require the coordination of local, state, and federal agencies with the private sector.
7. **Recovery:** Restoration of lost or impaired capabilities caused by the effects of the disaster or emergency, return to normal operating conditions, and provision of non-emergency services to the public.

Initial Actions

Upon activation of all or part of this plan, the BOC and Coos County Emergency Management will implement the following key initial actions:

- Alert threatened populations and initiate evacuation as necessary.
- Ensure that appropriate first responders have been deployed to the scene of the emergency as applicable.
- Notify county agency personnel and begin implementing established call-down procedures to contact key stakeholders and essential staff.
- Begin coordination with local emergency partners and activation of mutual aid agreements as applicable.
- Instruct appropriate county and partner emergency services to activate necessary resources.
- Determine which county agency or other governmental agency/organization has assumed incident command and establish communication with the ICP.

4. Concept of Operations

- Assign radio frequencies and communications equipment, implement the communications plan, and confirm interoperability among EOC staff and response agencies.

Continuing Actions

Coos County Emergency Management and the EOC staff, if activated, will perform the following key continuing actions:

- Use county resources first and then coordinate with local emergency response partners as necessary. In turn, Coos County's local partners will exhaust their own resources before turning to assistance from the county.
- Ensure that command elements at the ICP and/or EOC use an Incident Action Plan to determine response objectives and deploy incident management teams, specialized response teams (e.g., search and rescue teams, public works teams, hazardous materials response teams, public health specialists) and other personnel as needed for the emergency.
- Ensure that staff are deployed to perform a field (windshield) survey to determine the general scope of the impacts and conduct Initial Damage Assessments (IDAs) as necessary to determine whether a state of emergency needs to be declared and in order to start the state/FEMA Preliminary Damage Assessment (PDA) process.
- When county and local resources will not meet the need of local emergency operations, request the BOC to submit a local declaration of emergency to ODEM in order to request assistance (see Section 1.4.3).
- Prepare to staff the county EOC on a 24/7 using 12-hour shifts.

Transition to Recovery

As the emergency situation progresses and the immediate response subsides, Coos County Emergency Management will coordinate short-term and long-term recovery operations.

Short-term recovery operations will be conducted to restore vital services to the community and provide for the basic needs of the public, for example, bringing necessary lifeline systems to an acceptable standard (such as power, transportation communication, water and sewage, and waste systems) while continuing to provide for basic human needs (such as food, clothing, and shelter) for those affected by the emergency. Once short-term stability is achieved, the county will focus on long-term recovery efforts in accordance with ESF 14, Cross-Sector Business and Infrastructure. Cross-Sector Business and Infrastructure will focus on restoring the community to a normal or improved state of affairs. Both short- and long-term recovery will likely also involve damage assessment and obtaining financial assistance for recovery establishing temporary housing for survivors, and supporting long term recovery efforts.

The recovery period will also be the opportunity to evaluate lessons learned from

4. Concept of Operations

the emergency and take steps to incorporate those lessons into the emergency management program. This will include instituting mitigation measures related to the recent emergency; as well as assessing emergency operations, processes, functions, and the annexes of this plan for improvement opportunities.

5 Direction and Control

Overview

The county BOC has overall responsibility for the county emergency management program, which is administered on a day-to-day basis by the county Emergency Management office. The line of succession for emergency management authority in the county is described in Section 1.4.4. The BOC may declare a state of emergency as described in Section 1.4.3. The typical requirements for EOP and EOC activation are addressed in Section 4.5.

In an emergency (whether or not a state of emergency has been declared and whether or not this plan and/or the EOC have been activated), the BOC and the county Policy Group will provide overall direction for the emergency response. Coos County Emergency Management and county agencies will coordinate the response with the assistance of the county's emergency response partners. If the county EOC is activated, the Policy Group, designated county Emergency Management staff, and EOC staff will manage the response from the EOC.

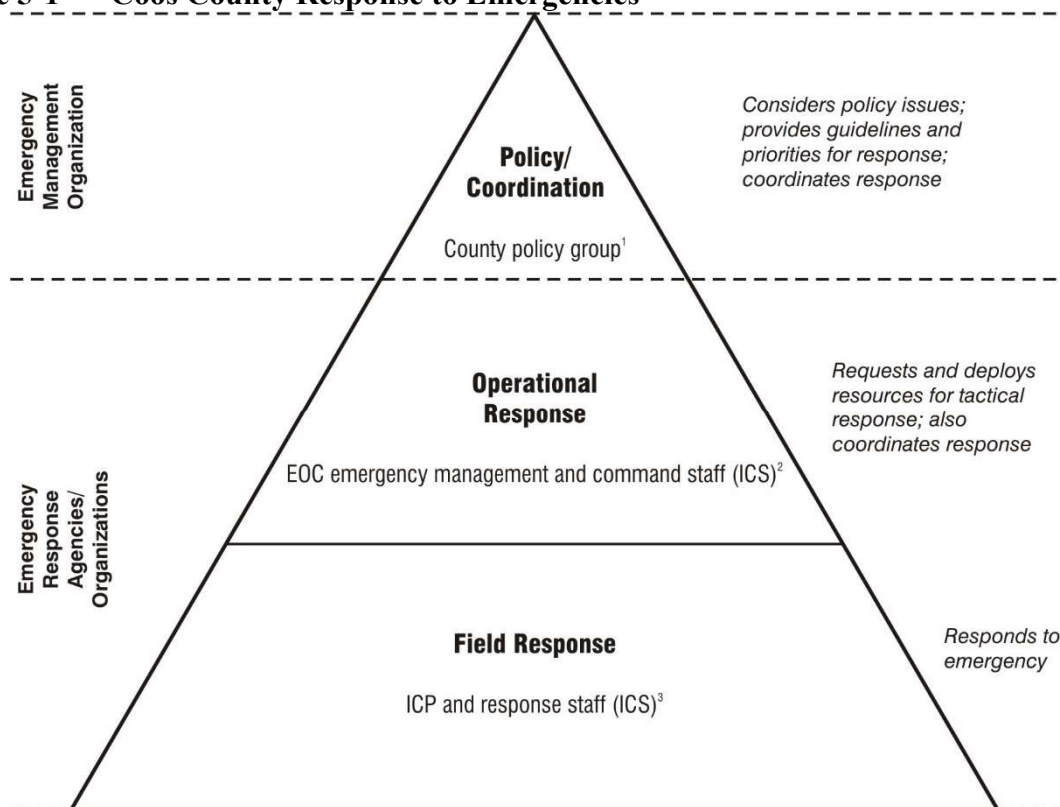
Specific county agencies and organizations are responsible for fulfilling their obligations as presented in this plan. Agency/department heads will retain control over their employees and equipment unless directed otherwise by the BOC or its designee. Responding agencies will follow the National Information Management System. Each agency/organization will be assigned to the incident based on its capabilities, and assigned through the incident command organization structure in place.

Figure 5-1 shows a generalized hierarchy for the management and implementation of emergency response for Coos County. Specific types of direction, control, and coordination systems and processes are briefly described in the following sections.

Incident Command

Command function and organization are further described in ESF 5, Information and Planning.

Figure 5-1 Coos County Response to Emergencies



¹ County BOC, county Emergency Management, designated county department heads, and representatives of other community agencies as assigned by the BOC.
² EOC Director and staff coordinate countywide disaster response by gathering and disseminating information and identifying/allocating resources for the field response.
³ Field Incident Commanders and Field Supervisors manage emergency response from ICPs that coordinate with the local EOCs.

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, and scalable all-hazard incident management system that is designed to be used from the time an incident occurs until the requirement no longer exists for management and operations.

The ICS structure can be expanded or contracted depending on the incident’s changing conditions. ICS positions 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 used 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. ICS allows agencies to communicate using common terminology and operating procedures and allow for effective coordination and allocation of resources throughout an incident’s duration.

The ICS organization is built around an Incident Commander (IC) and command staff and general staff positions. A typical ICS organizational chart applicable to Coos County EOC activities is shown in Figure 5-2.

Table 5-1 summarizes typical assignments within ICS for each ESF represented by the ESF annexes to this plan. ESF 5, Emergency Management, and its appendices list the available ICS Forms and Position Checklists and where to find them.

Table 5-1 ESF Assignments Within ICS

ESF Number	Title	Key ICS Section or Role
ESF 1	Transportation	Operations Section; Logistics Section
ESF 2	Communications	Logistics Section
ESF 3	Public Works and Engineering	Operations Section
ESF 4	Firefighting	Operations Section
ESF 5	Information and Planning	All
ESF 6	Mass Care, Emergency Assistance, Housing, and Human Services	Operations Section; Logistics Section; Liaison Officer
ESF 7	Logistics	Planning, Logistics, and Finance/Admin Sections
ESF 8	Public Health and Medical Services	Operations Section
ESF 9	Search and Rescue	Operations Section
ESF 10	Oil and Hazardous Materials Response	Operations Section
ESF 11	Agriculture and Natural Resources	Operations Section
ESF 12	Energy	Operations and Logistics Sections
ESF 13	Public Safety and Security	Operations Section
ESF 14	Cross-Sector Business and Infrastructure.	Planning and Finance/Admin Sections
ESF 15	External Affairs	Liaison Officer; Public Information Officer

Unified Command

For emergencies and/or where several organizations share response authority or where the incident crosses political jurisdictions, incident command might expand to a Unified Command, where ICs and ICS staff from various jurisdictions or agencies operate together to form a single, integrated command structure with a common set of objectives. Figure 5-3 is an example of a unified command structure applicable to Coos County emergency response.

Area Command

An Area Command would be established either to oversee the management of multiple incidents that are being handled by separate ICS organizations or to oversee the management of a very large incident that involves multiple ICS organizations. Examples are incidents that are not site-specific, are geographically dispersed, or evolve over long periods of time (e.g., a bioterrorism event).

Area Command would likely be used when there are a number of incidents in the same area and of the same type, such as two or more hazardous materials events, oil spills, or fires. When incidents do not have similar resource demands, they are usually handled separately and coordinated through an EOC. If the incidents under the authority of the Area Command are multijurisdictional, then a Unified Area Command could be established. This allows each jurisdiction to have representation in the command structure. Area Command should not be confused with the functions performed by an EOC. An Area Command oversees management of the incident(s), while an EOC coordinates support functions and provides resource support.

For incidents under its authority, an Area Command has the responsibility to:

- Set overall incident-related priorities.
- Ensure that incident management objectives are met and do not conflict with each other or with agency policy.
- Identify critical resource needs, report them to EOCs and/or multiagency coordination groups, and allocate critical resources according to priorities.

Multiagency Coordination System

A multiagency coordination (MAC) system (or MACS) is a combination of facilities, equipment, personnel, procedures, and communications integrated into a common system to support incident management across jurisdictional lines or across levels of government. A MAC system supports direction and control of the incident but does not itself command anything. The primary functions of a MAC system are to support incident management policies and priorities, facilitate logistics support and resource tracking, inform resource allocation decisions using incident management priorities, coordinate incident management-related information, and coordinate interagency and intergovernmental issues regarding incident management policies, priorities, and strategies. Direct tactical and operational responsibility for conducting incident management activities rests with the Incident Command.

A key element of a MAC system is an EOC, which is further discussed in Section 5.4. In addition, other agencies and organizations may activate and staff individual agency operations centers (AOCs) or department operations centers (DOCs) for various types of emergencies. For example, for a biological incident such as an influenza pandemic, the Coos County Public Health Department and area medical centers might jointly staff a health department DOC or a medical EOC, which would coordinate with the jurisdictional EOC.

Another key element of a MAC system is the MAC Group, which is a multiagency assemblage of administrators/executives or their representatives who have the authority to commit agency resources and funds. The principal functions and responsibilities of a MAC Group are to:

- Provide coordinated decision-making and resource allocation among cooperating agencies.
- Establish the priorities among incident commands and/or area commands.
- Harmonize agency policies.
- Provide strategic guidance and direction to support incident management activities.

Emergency Operations Center

The EOC is the physical location at which the coordination of information and resources to support incident management activities normally takes place. An EOC is typically a multiagency coordination center (multiagency coordination systems are discussed in Section 5.3). For complex incidents, the EOC may be staffed by personnel representing multiple agencies, multiple jurisdictions, multiple functional disciplines, and a wide variety of resources, or there may be multiple such EOCs that require coordination. EOCs will be operated in accordance with ICS structure (see Figure 5-2 for an example). The EOC Director is responsible for organization, supervision, and operation of the EOC and for keeping the BOC and its designees informed.

The ICP located at or near the incident site is primarily focused on tactical on-scene management but may perform an EOC-like function in smaller-scale incidents or during the initial phase of the response to larger, more complex events. Upon activation of an EOC, communications and coordination will be established between the ICP and the EOC if they are not collocated. ICS field organizations will also establish communications with the activated EOC.

The primary Coos County EOC is located at:

380 East 2nd St
Coquille, OR 97423

(Directly next door to the Coos County
911 Dispatch Center)

The alternate Coos County EOC is located at:

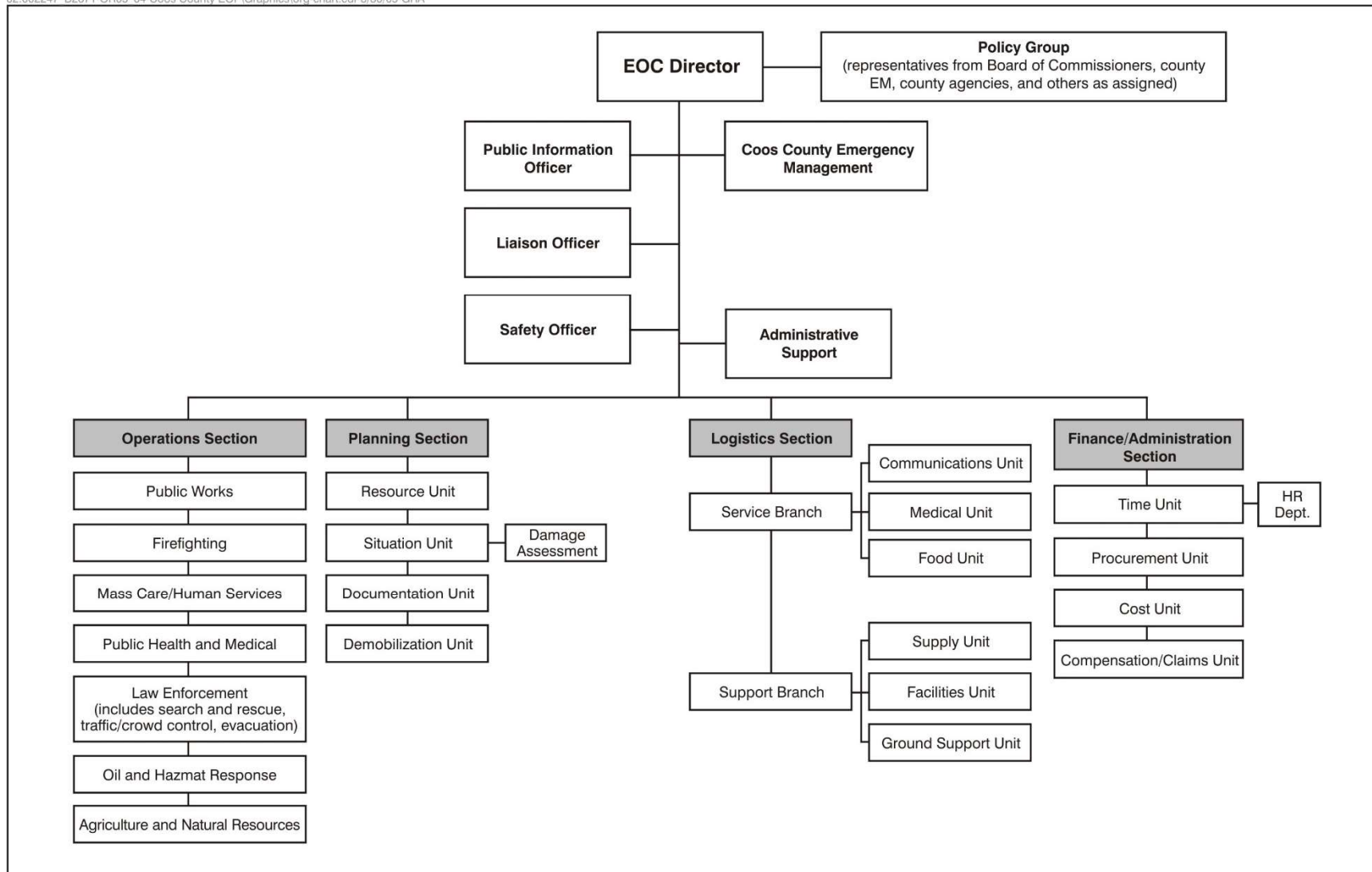
Corner of 2nd St and Adams St
Coquille, OR 97423

(Planning Conference Room – for
catastrophic events)

The Coos County EOC will be activated and operated in accordance with ESF 5 Information and Planning.

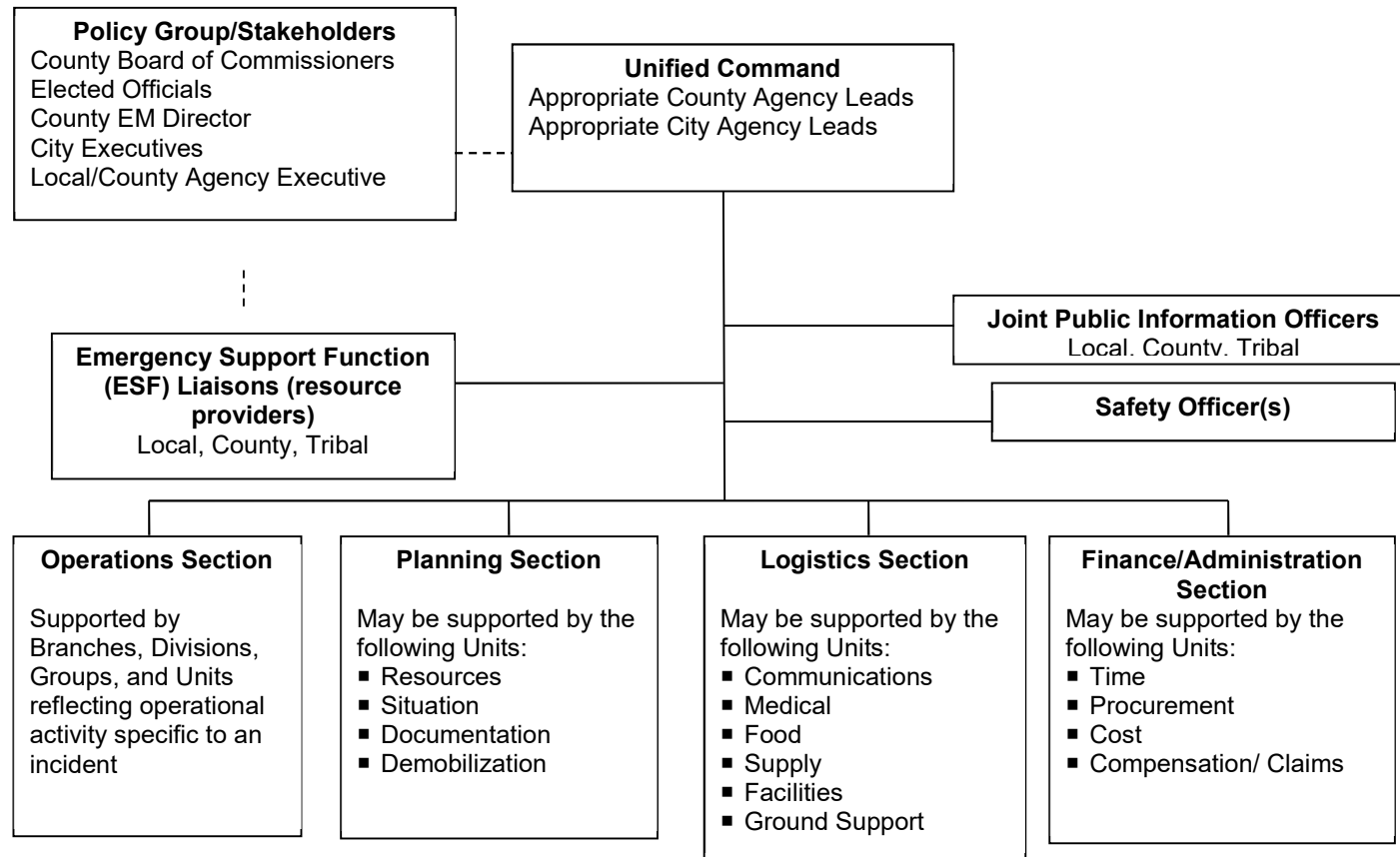
Figure 5-2 Example Incident Command System Organization

02:002247 B2671-OR05 04-Coos County EOP\Graphics\org-chart.cdr-3/30/09-GRA



SOURCE: Ecology and Environment, Inc. 2009

Figure 5-3 Example Unified Command Organization



6

Plan Development and Maintenance

The Coos County Emergency Management office has overall responsibility for the development, maintenance, and distribution of this plan. Individual county agencies/departments and other emergency partners are responsible for developing operating procedures that are consistent with and work with this plan.

Review Schedule and Assignments

This EOP, including the Basic Plan, annexes, appendices, and other supporting pieces, will be reviewed at least once every five years and approved by the Coos County BOC. The plan will be reviewed and approved more often, as appropriate, as a result of major changes in government organization, legal authorities or responsibilities, population, available resources, organizations, programs, or the perceived hazards. It also will be reviewed and updated as a result of lessons learned from drills, exercises, and actual emergency responses.

Plan Changes and Updates

Updates and revisions to the plan will be tracked and recorded in the Record of Changes table in the preface material that precedes the Basic Plan.

Plan Distribution

This EOP, as well as regular page changes and updates, will be distributed electronically to the Coos County agencies/departments and emergency partner jurisdictions, agencies, organizations, and persons in the Plan Distribution table contained in the preface. The recipient is responsible for updating their plan when changes are received.

7

References

Coos County

Coos County. 1999. Article Ten, Emergency Management. Coos County Ordinances. Coquille, Oregon.

_____. 2016. Natural Hazards Mitigation Plan. Coquille, Oregon.

_____. 2021. Hazard Analysis. Coquille, Oregon.

_____. 2021. Coos County website. www.co.coos.or.us. Coquille, Oregon.

State

Oregon Emergency Management. 2019. State of Oregon Emergency Management Plan, Volume III, Emergency Operations Plan, draft revision. Salem, Oregon.

_____. 2018. Emergency Declaration Guidelines for Local Elected and Appointed Officials. Salem, Oregon.

Oregon Office of State Fire Marshal. 2020. Oregon Fire Service Mobilization Plan. Salem, Oregon.

Oregon State Legislature. 2019. Oregon Revised Statutes. Chapter 401, Emergency Services and Communications. Salem, Oregon.

Federal

Federal Emergency Management Agency. 2007. Robert T. Stafford Disaster Relief and Emergency Assistance Act, as Amended, and Related Authorities, FEMA 592, Public Law 93-288, as amended by Public Law 100-707.

_____. 2021. NRF Resource Center; Emergency Support Function Annexes (on-line). <http://www.fema.gov/emergency/nrf/>. Accessed November 2008.

_____. 2021. Developing and Maintaining State, Territorial, Tribal, and Local Government Emergency Plans. Comprehensive Preparedness Guide (CPG) 101.

_____. 2021. Emergency Management Institute. ICS Resource Center (on-line). <http://training.fema.gov/EMIWeb/IS/ICSResource/index.htm>.

_____. 2021. National Response Framework (NRF) Resource Center (on-line). <http://www.fema.gov/emergency/nrf/>.



Mutual Aid and Intergovernmental Agreements

A. Mutual Aid and Intergovernmental Agreements

The following Mutual Aid Agreements are in place for Coos County and partner municipalities. A summary of each agreement is included below. Full copies are maintained with the Coos County Emergency Management office.

1. Flexible Service Maintenance Agreement #23113 for road and highway maintenance

Date: March 14, 2006

Who: Oregon Department of Transportation (ODOT) and Coos County Road Department

Purpose: To allow Coos County and ODOT to share road and highway maintenance services, equipment, and material on a case-by-case basis.

2. Intergovernmental Agreement for providing staff to Oregon Office of State Fire Marshal's Hazardous Materials Response Team Region #15

Date: March 31, 1999

Who:

Coos County Sheriff's Office

Coos Bay Fire and Rescue

Charleston RFPD

Purpose: To allow Coos County Sheriff's Office, Coos Bay Fire Dept, and Charleston RFPD to provide staffing and assistance to Oregon Office of State Fire Marshal HazMat Response Team Region #15.

3. Mutual Aid Agreement for fire suppression services

Date: September 1, 1995

Who:

Bandon RFPD

Bridge RFPD

Charleston RFPD

Coos Bay Fire Dept.

Coquille Fire Dept.

Dora-Sitkum RFPD

Fairview RFPD

Hauser RFPD

Greenacres RFPD

Lakeside RFPD

(and other non-Coos County signatories)

Millington RFPD

Myrtle Point Fire Dept.

North Bay RFPD

Powers Fire Dept.

Sumner RFPD

Purpose:

- Mutual-aid fire suppression services under the auspices of the Southwestern Oregon Fire Chief's/Officers Association.
- Agreement covers Coos and Curry Counties and portions of western Lane and Douglas Counties.
- For personnel and/or equipment related to fire suppression.

A. Mutual Aid and Intergovernmental Agreements

4. Disaster Aid Agreement for mutual aid among Coos, Curry, and Douglas Counties

Date: September 12, 1988

Who:

Coos County Board of Commissioners

Curry County Board of Commissioners

Douglas County Board of Commissioners

Purpose:

To provide for mutual aid among Coos, Curry, and Douglas Counties for general emergency services, upon request and as possible.

5. Mutual Aid Agreement for police services

Date: July 26, 1978

Who:

Cities of Coos Bay, North Bend, Eastside, Coquille, Myrtle Point, Powers, and Bandon (Coos County); other signatories in Curry County

Purpose:

To provide for mutual police services, upon request and as possible.

6. Memorandum of Understanding for human services

Date: April 6, 2021

Who: Coos County and American Red Cross, Oregon Pacific Chapter

Purpose: For the American Red Cross to provide shelter and feeding services in the event of an emergency, according to the standards of the circumstances. Coos County will establish shelters and feeding capabilities according to their abilities until American Red Cross is able to assume those responsibilities.

B

Glossary

GLOSSARY

All-Hazard: Encompassing incidents caused by any natural or manmade occurrence of an emergency nature.

Area Command: (Also see Unified Area Command.) A command established to: (1) oversee the management of multiple incidents that are each being handled by a separate ICS organization or (2) oversee the management of large or multiple incidents to which multiple Incident Management Teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure that incidents are properly managed, and ensure that objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multijurisdictional. Area Command may be established at an Emergency Operations Center or at some location other than an Incident Command post.

Branch: The organizational level having functional or geographical responsibility for major aspects of incident operations. A branch is organizationally situated between the section 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.

Catastrophic Incident: Any natural or manmade incident, including terrorism, that results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions (from FEMA).

Chief: The ICS title for individuals responsible for management of functional sections: Operations, Planning, Logistics, Finance/Administration, and Intelligence (if established as a separate section).

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

Command Staff: In an incident management organization, the Command Staff consists of the Incident Commander and the special staff positions of Public Information Officer, Safety Officer, Liaison Officer, and other positions as required, who report directly to the Incident Commander. They may have an assistant or assistants, as needed.

Communications Unit: An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. Also may be a facility (e.g., a trailer or mobile van) used to support an Incident Communications Center.

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

Damage Assessment: The process used to appraise or determine the number of injuries and deaths, damage to public and private property, and status of key facilities and services (e.g., hospitals and other healthcare facilities, fire and police stations, communications networks, water

and sanitation systems, utilities, and transportation networks) resulting from a manmade or natural disaster.

Deputy: A fully qualified individual who, in the absence of a superior, can be delegated the authority to manage a functional operation or 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 can be assigned to the Incident Commander, General Staff, and Branch Directors.

Disaster: An occurrence of a natural catastrophe, technological accident, or human-caused event that has resulted in severe property damage, deaths, and/or multiple injuries. As used in FEMA CPG 101, a large-scale disaster is one that exceeds the response capability of the local jurisdiction and requires state and potentially federal involvement. See “Major Disaster” for the Stafford Act definition of a major disaster.

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Chief. A division is located in the ICS organization between the branch and resources in the Operations Section.

Emergency:

- a. From FEMA: Any incident, whether natural or manmade, that requires responsive action to protect life or property.
- b. From Robert T. Stafford Disaster Relief and Emergency Assistance Act: 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.
- c. From Oregon Revised Statutes 401.025: A human-created or natural event or circumstance that causes or threatens widespread loss of life, injury to person or property, human suffering, or financial loss.

Emergency Alert System (EAS): Established to enable the President, federal, state, and local jurisdiction authorities to disseminate emergency information to the public via the Commercial Broadcast System, composed of amplitude modulation (AM), frequency modulation (FM), television broadcasters, and the cable industry. Formerly known as the Emergency Broadcast System.

Emergency Management: The coordination and integration of all activities necessary to build, sustain, and improve the capability to prepare for, protect against, respond to, recover from, or mitigate against threatened or actual natural disasters, acts of terrorism, or other manmade disasters (from FEMA).

Emergency Medical Services (EMS): Services, including personnel, facilities, and equipment required to ensure proper medical care for the sick and injured from the time of injury to the time of final disposition (which includes medical disposition within a hospital, temporary medical facility, or special care facility; release from the site; or being declared dead). Further, EMS

specifically includes those services immediately required to ensure proper medical care and specialized treatment for patients in a hospital and coordination of related hospital services. (From FEMA CPG 101.)

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management 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, and medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or some combination thereof. (From FEMA.)

Emergency Operations Plan (EOP): A document that describes how people and property will be protected in disaster and disaster-threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Emergency Response Provider: Includes state, local, and tribal emergency public safety, law enforcement, emergency response, emergency medical (including hospital emergency facilities), and related personnel, agencies, and authorities. See Section 2 (6), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002). Also known as Emergency Responder.

Emergency Support Function (ESF): A functional area of response activity established to facilitate the delivery of assistance required during the immediate response phase of a disaster to save lives, protect property and public health, and maintain public safety. It is used as the primary mechanism at the operational level to organize and provide assistance. ESFs align categories of resources and provide strategic objectives for their use.

Emergency Support Function (ESF) Annexes: Present the missions, policies, structures, and responsibilities of Coos County for coordinating resource and programmatic support to County residents, tribes, other agencies or other jurisdictions and entities when activated to provide coordinated County support during an incident.

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

- **Spontaneous Evacuation:** Residents or citizens in the threatened areas observe an emergency event or receive unofficial word of an actual or perceived threat and, without receiving instructions to do so, elect to evacuate the area.
- **Voluntary Evacuation:** A warning to persons within a designated area that a threat to life and property exists or is likely to exist in the immediate future. Individuals issued this type of warning or order are not required to evacuate; however, it would be to their advantage to do so.
- **Mandatory or Directed Evacuation:** A warning to persons within the designated area that an imminent threat to life and property exists and individuals must evacuate in accordance with the instructions of local officials.

External Affairs: Organizational element that provides accurate, coordinated, and timely information to affected audiences, including governments, media, the private sector, and the local populace.

Facilities Unit: Organizational unit in the Logistics Section responsible for coordinating fixed facilities for the response, such as the Incident Command Post, incident base, feeding areas, sleeping areas, and sanitary facilities.

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

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.

Group: 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. Groups, when activated, are located between branches and resources in the Operations Section.

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

Hazard Mitigation: Any action taken to reduce or eliminate the long-term risk to human life and property from hazards. The term is sometimes used in a stricter sense to mean cost-effective measures to reduce the potential for damage to a facility or facilities from a disaster event. Also see Mitigation.

Hazardous Material (hazmat): Any substance or material that, when involved in an accident or other untoward event and released in sufficient quantities, poses a risk to people's health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.

Incident: An occurrence or event, natural- or human-caused, 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, cyber attacks, and other occurrences requiring an emergency response. (From FEMA.)

Incident Action Plan (IAP): 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 Annex: Describes the concept of operations to address specific contingency or hazard situations or an element of an incident requiring specialized application of the National Response Framework.

Incident Command: Entity responsible for overall management of the incident. Consists of the Incident Commander, either single or unified command, 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 the 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.

Incident Command Post (ICP): The field location where the primary tactical-level, on-scene functions are performed. The ICP may be collocated with the incident base or other incident facilities and is often identified by a green rotating or flashing light.

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is a management system designed to enable effective incident management by integrating a 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 Team: An incident command organization made up of the Command and General Staff members and appropriate functional units of an ICS organization.

Incident Objectives: Statements of guidance and direction necessary for selecting 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.

Indian Tribes: The United States recognizes Indian tribes as domestic dependent nations under its protection and recognizes the right of Indian tribes to self-government. As such, tribes are responsible for coordinating tribal resources to address actual or potential incidents. When their resources are exhausted, tribal leaders seek assistance from the county, state or the federal government.

Initial Action: The actions taken by those responders first to arrive at an incident site.

Interoperability and Compatibility: A principle of the NIMS that holds that systems must be able to work together and should not interfere with one another if the multiple jurisdictions, organizations, and functions that come together under the NIMS are to be effective in domestic incident management. Interoperability and compatibility are achieved through the use of such tools as common communications and data standards, digital data formats, equipment standards, and design standards.

Joint Information Center (JIC): An interagency facility established to coordinate and disseminate information for the public and media concerning an incident. JICs may be established locally, regionally, or nationally depending on the size and magnitude of the incident.

It is the central point of contact for news media at the scene of the incident. Public information officials from participating agencies should collocate at the JIC.

Joint Information System (JIS): Mechanism 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 JIS provides a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC about 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., city, county, tribal, state, or federal boundary lines) or functional (e.g., law enforcement, public health). Also: a political subdivision (federal, state, county, municipality) with the responsibility for ensuring public safety, health, and welfare within its legal authorities and geographic boundaries.

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

Local Government: 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 organization, 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 Section: The section responsible for providing facilities, services, and material support for the incident.

Long-Term Recovery: See Recovery.

Major Disaster: Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought) or, regardless of cause, any fire, flood, or explosion in any part of the United States that, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Stafford Act to supplement the efforts and available resources of states, tribes, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.

Mass Care: The actions taken to protect evacuees and other disaster victims from the effects of the disaster. Activities include providing temporary shelter, food, medical care, clothing, and other essential life-support needs to the people who have been displaced from their homes because of a disaster or threatened disaster.

Mitigation: The activities designed to reduce injury and loss of life and property by lessening the impact of disasters. Measures include such items as zoning and building codes, floodplain buyouts, analysis of hazard-related data to determine where it is safe to build or locate facilities, and education of governments, businesses, and the public on mitigation. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage.

Multiagency Coordination (MAC) Entity: See MAC Group.

Multiagency 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. A MAC Group may also be known as a multiagency coordination entity, multiagency committee, or emergency management committee. 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.

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

Mutual Aid Agreement (MAA): Written or oral agreement among agencies, organizations, and/or jurisdictions that they will assist one another quickly and on request in an emergency by furnishing personnel, equipment, materials, and/or services in a specified manner.

National Incident Management System (NIMS): Provides a systematic, proactive approach for government agencies at all levels; the private sector; and nongovernmental organizations to work seamlessly to prepare for, prevent, 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. The core components of NIMS are: preparedness, communications and information management, resource management, command and management, and ongoing management and maintenance. Some concepts and principles that are key to NIMS include ICS; multiagency coordination systems (MACS); training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

National Response Framework (NRF): A guide to how the Nation conducts all-hazards response. The Framework documents the key response principles, roles, and structures that organize national response. It describes how communities, states, the federal government, and private-sector and nongovernmental partners apply the principles for a coordinated, effective national response. The NRF replaces the former National Response Plan.

National Warning System (NAWAS): The federal portion of the Civil Defense Warning System, used for the dissemination of warnings and other emergency information from the Federal Emergency Management Agency National or Regional Warning Centers to Warning Points in each state. Also used by the State Warning Points to disseminate information to local

Primary Warning Points. Provides warning information to state and local jurisdictions concerning severe weather, earthquake, flooding, and other activities that affect public safety.

Nongovernmental Organization (NGO): An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, and that serves a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

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 not over 24 hours.

Operations Section: The section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, it normally includes subordinate branches, divisions, and/or groups.

Plain Language: Common terms and definitions that can be understood by individuals from all responder disciplines. The intent of plain language is to ensure the clear and accurate communication of information during an incident.

Planning Section: The 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.

Preparedness: The range of continuous and deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from incidents. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

Presidential Declaration: Formal declaration by the President that an Emergency or Major Disaster exists, based upon the request for such a declaration by the Governor and with the verification of Federal Emergency Management Agency preliminary damage assessments.

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

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 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 (from FEMA).

- a. **Short-term Recovery:** Activity to return vital life-support systems to minimum operating standards. It is a process of recovery that is immediate and overlaps with response. It

includes such actions as providing essential public health and safety services, restoring interrupted utility and other essential services, reestablishing transportation routes, and providing food and shelter for those displaced by a disaster. Although called short-term, some of these activities may last for weeks.

- b. Long-term Recovery: Activity designed to return life to normal or improved levels, including some form of economic viability. It is a process of recovery that may continue for months or years depending on the severity and extent of the damage sustained. For example, long-term recovery may include redevelopment of damaged areas.

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. Under the NIMS, resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Resource Typing: Under the NIMS, the categorization of resources that are commonly exchanged through mutual aid during disasters. Resource typing definitions help define resource capabilities for ease of ordering and mobilization during a disaster.

Resources Unit: Functional unit within the Planning Section responsible for recording the status of resources committed to the incident. This unit also evaluates resources currently committed to the incident, the effects additional responding resources will have on the incident, and anticipated resource needs.

Response: Immediate actions to save lives, protect property and the environment, and meet basic human needs. Response also includes the execution of emergency plans and actions to support short-term recovery.

Robert T. Stafford Disaster Relief and Emergency Assistance Act: See Stafford Act.

Safety Officer: A member of the Command Staff responsible for monitoring and assessing safety hazards or unsafe situations and for developing measures for ensuring personnel safety.

Scalability: The ability of incident managers to adapt to incidents by either expanding or reducing the resources necessary to adequately manage the incident, including the ability to incorporate multiple jurisdictions and multiple responder disciplines.

Section: The 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 Commander.

Service Animal: Any guide dog, signal dog, or other animal individually trained to assist an individual with a disability.

Short-Term Recovery: See Recovery.

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: communication,

transportation, supervision, medical care, and maintaining independence. Individuals in need of additional response assistance may include those who have disabilities; live in institutionalized settings; are elderly; are children; are from diverse cultures; have limited English proficiency or are non-English speaking; or are transportation disadvantaged. (From FEMA.)

Stafford Act: The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Pub. L. 93-288, as amended by Pub. L 100-707. The Act describes the programs and processes by which the federal government provides disaster and emergency assistance to state and local governments, tribal nations, eligible private nonprofit organizations, and individuals affected by a declared major disaster or emergency. The Stafford Act covers all hazards, including natural disasters and terrorist events. It provides disaster assistance, direct federal assistance, and financial grants.

Terrorism: Any activity that involves an act dangerous to human life or potentially destructive to critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Tribal: 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: A classification of resources in the NIMS 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 experience and qualifications.

Unified Area Command: (Also see Area Command.) Command system established when incidents under an Area Command are multijurisdictional.

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

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