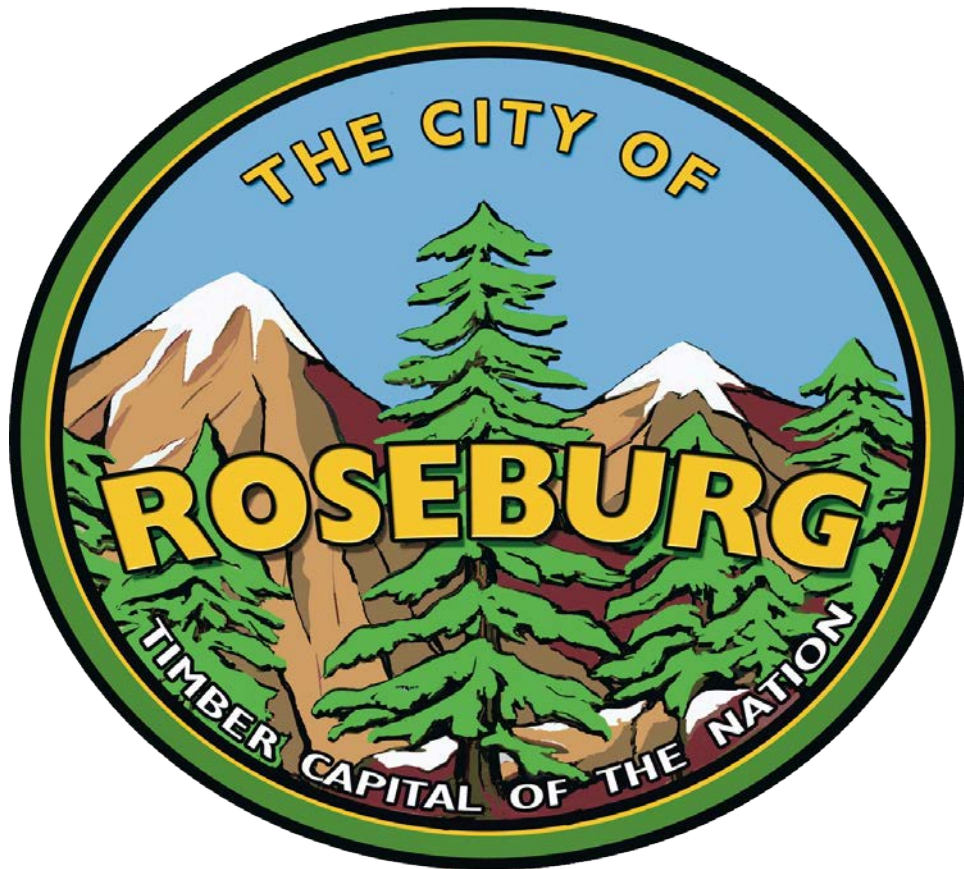


CITY OF ROSEBURG

EMERGENCY OPERATIONS PLAN

Basic Plan



Adopted January 2008
April 2017

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CITY OF ROSEBURG EMERGENCY OPERATIONS PLAN

Basic Plan

1. PURPOSE

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

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

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

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

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

2. SITUATION AND ASSUMPTIONS

Situation

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

Assumptions

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

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

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

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

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

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

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

3. PHASES OF EMERGENCY

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

Mitigation

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

Preparedness

Preparedness activities, programs and systems are those that exist prior to an emergency and are used to support and enhance response to an emergency or

disaster. Planning, training and exercising are among the activities conducted under this phase.

Response

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

Recovery

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

4. LEVELS OF EMERGENCY

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

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

Level One: Potential Emergency

Definition

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

Action

The City Manager and all Department Heads (or their designees), the Public Information Officer and the 9-1-1 Center are notified of a possible emergency and may alert key personnel within their respective departments of the situation.

Level Two: Actual Local Emergency

Definition

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

Action

The City of Roseburg Emergency Operations Center may be activated. Initial staffing for the City of Roseburg Emergency Operations Center may consist of the City Manager, all Department Heads, the Public Information Officer, the City Manager's Management Technician and any other staff deemed necessary by the City Manager. The City Manager may designate an Incident Commander based on the nature of the incident and the criteria in the Emergency Management Organization section of the Basic Plan.

Level Three: Declare State of Emergency

Definition

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

Action

The City's Emergency Operations Plan and Emergency Operations Center may be activated. The City Manager may declare a State of Emergency exists. The Mayor and City Council may be notified of the situation.

5. STEPS FOR DECLARATION OF EMERGENCY

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

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

Federal assistance may be made available. Such assistance may not be without cost to the City.

6. CONCEPT OF OPERATIONS

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

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

7. EMERGENCY RESPONSE PRIORITIES

Priorities for assignment of City of Roseburg resources during emergency response are as follows:

A. Protection of Life

1. Emergency response personnel
2. General public

B. Stabilization of the incident

1. Bring the situation to a point of order
2. Determine a course of action
3. Prevent the incident from expanding
4. Isolate the scene and ensure security

C. Protect the Environment

1. Contain or neutralize any hazardous materials that may be released

2. Ensure, to the extent possible, that emergency response activities do not adversely impact the environment

D. Protect Public and Private Property

1. Facilities essential to emergency response are high priority
2. Hospitals and temporary care shelters are high priority

E. Restoration of Critical Services

1. Services necessary to sustain emergency response services are high priority
2. Services essential to the well being of responders and the public are high priority

8. DIRECTION AND CONTROL

General

The City Manager is responsible for ensuring that coordinated and effective emergency response systems are developed and maintained. Departments may perform emergency activities closely related to those they perform routinely. Specific positions and departments are responsible for fulfilling their obligations as presented in the Basic Plan and individual annexes.

The City of Roseburg will manage all emergency response using the National Incident Management System Incident Command System. The City Manager may designate an Incident Commander, based on the type of emergency at hand. Each department will be responsible for having its own standard operating procedures to be followed during applicable response and recovery operations.

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

Continuity of City Operations

Succession of Authority

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

- City Manager
- City Recorder
- Fire Chief
- Police Chief
- Community Development Director
- Public Works Director
- Finance Director
- Human Resources Director

Preservation of Records

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

9. EMERGENCY MANAGEMENT ORGANIZATION

The Emergency Management Organization consists of all levels of City government. The Mayor, City Council, City Manager, Department Heads, City Attorney and individual departments all have certain responsibilities in the mitigation, preparedness, response and recovery phases of emergency management for the City of Roseburg.

The Emergency Operations Plan is based on the National Incident Management System. The Emergency Management Organization is structured to follow the Incident Command Structure. Responsibilities within the Emergency Management Organization structure are as follows:

Mayor and City Council

- Approval and adoption of Basic Emergency Operations Plan;
- Convene City Council for emergency session(s) as deemed necessary [Mayor];
- Remain at home or at work and available for contact from the Emergency Operations Center [Councilors].
- Report to the Emergency Operations Center and assist in communication and coordination efforts with elected officials of other governmental entities if requested by the Incident Commander or City Manager [Mayor];
- Determine funding levels through the budget for emergency mitigation, planning, response and recovery activities.

City Manager/Department Heads

The City Manager may determine, based on the nature of an emergency, which Department Heads will staff the Emergency Operations Center. Department Heads not immediately reporting to the Emergency Operations Center may either report to

their respective departments to provide staff assistance or prepare to take a later shift at the Emergency Operations Center. The City Attorney's role is to advise the Incident Commander and Department Heads regarding legal matters and provide assistance in presenting emergency ordinances to the City Council for adoption. The City Manager may work with the City Attorney to determine which legal measures are to be processed by the City Council. The City Manager is responsible for declaring a state of emergency and, if necessary, requesting additional assistance from other jurisdictions or higher levels of government. Responsibilities of Department Heads are as follows:

- Provide resources to ensure staff receives necessary training for managing emergency events, including maintenance of the Emergency Operations Plan;
- City Manager may appoint the Incident Commander and a second shift Incident Commander when it becomes apparent the event will extend in to a second shift;
- Maintain communication and support with Mayor and City Council; stay informed of event status;
- Determine City services to be curtailed or modified during the course of an emergency, including determining an appropriate time for services to come back online;
- Provide policy guidance to the Incident Commander;
- Review critical press releases prior to release by the Public Information Officer; and
- Determine priorities for City resources;

Incident Command System

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

The City Manager is responsible for appointing the Incident Commander and will coordinate appointment of the Incident Commander with the Department Head of the specific department assigned responsibility of the disaster. The City Manager may determine that a Unified Command is the preferred model for responding to various emergency events and the City Manager may appoint a lead Incident Commander and other Department Managers to act in a Unified Command structure. The City of Roseburg Incident Commander may request lead staff from another responding agency to participate in a Unified Command Structure.

The City Manager, with assistance from Department Heads, is responsible for keeping the Mayor and City Council informed as to the magnitude of the emergency and progress of the response.

Department Responsibilities:

Typically, the Incident Commander would be appointed from the Department designated as "lead" in this Plan. The City Manager may consider the following guidelines for appointment of the Incident Commander based on the type of emergency incident and these examples.

Public Works Department

- ✓ Weather-related events, i.e., ice, snow, wind, flood;
- ✓ Volcanic eruption;
- ✓ Earthquakes; and
- ✓ Landslides.

Fire Department

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

Police Department

- ✓ Civil disturbance; and
- ✓ Criminal acts.

Incident Commander

Directs all response activities and is in charge of all operational aspects of an emergency. The Incident Commander also keeps the City Manager apprised of the situation and response effort. In addition, the Incident Commander is responsible for coordinating all efforts and determining necessary resources for any given emergency. The Incident Commander may determine which elements of the Incident Command System may be implemented and may choose to delegate certain duties.

Command Staff

Command Staff includes the Public Information Officer; Liaison Officer and Safety Officer, all of whom report directly to the Incident Commander.

General Staff

General Staff includes the Operations Chief, Planning Chief, Logistics Chief and Finance Chief, all of whom report directly to the Incident Commander. Staff must be prepared to have the means to record the event and financial cost.

10. Emergency Operations Center

Emergency Operations Center and Mobile Command Unit

All Emergency response and support activities will be coordinated from the City of Roseburg Emergency Operations Center located in the Public Safety Center, 700 SE Douglas Avenue, Umpqua Room. The Emergency Operations Center will be activated upon notification of a possible or actual major emergency. During large-scale emergencies, the Emergency Operations Center may become the seat of government for the duration of a crisis. Command Staff and General Staff will report to and remain in the Emergency Operations Center during the emergency as directed by the Incident Commander.

If this facility is not functional when the Emergency Operations Center is activated, the backup Emergency Operations Center is located in the Public Works lunchroom, 425 NE Fulton Street. If the primary Emergency Operations Center and back up Emergency Operations Center are not useable, the City Mobile Command Unit provided by the Fire Department will be used until an alternate Emergency Operations Center location is established.

During emergency operations and upon activation, the Emergency Operations Center staff will assemble as outlined in the Plan and directed by the Incident Commander.

Security will be provided at the Emergency Operations Center for all activations and only authorized personnel will be allowed in the Emergency Operations Center. Media will not be allowed inside the Emergency Operations Center. When the Emergency Operations Center is located in the Public Safety Center, media shall be addressed in the lobby area. When the Emergency Operations Center is located at the Fulton Shop, the media shall be addressed in the north parking area. The Incident Commander will determine the level of security provided depending on the nature of the incident.

Authority for Activating

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

- City Manager;
- Fire Chief;
- Police Chief; or
- Public Works Director.

A Department Head may activate the Emergency Operations Center any time an emergency the Department is managing approaches or exceeds the resources and

capabilities of the Department. If a Department Head activates the Emergency Operations Center, he/she will attempt to notify the City Manager.

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

The Incident Commander may serve as the overall Emergency Operations Center Manager or may choose to delegate this function.

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

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

Emergency Operations Center Locations: Two Emergency Operations Centers

Primary Emergency Operations Center

The Public Safety Center Umpqua Room will be the Emergency Operations Center for all activations unless it sustains damage or is otherwise inaccessible.

The Emergency Operations Center is maintained ready for use and can be opened by the first arriving Staff member. An Operations and Readiness Manual outlining activation procedures is available in the Emergency Operations Center.

Backup Emergency Operations Center

The Public Works Lunch Room located at 425 NE Fulton Street will be the backup Emergency Operations Center and used in the event the primary Emergency Operations Center is unusable.

The backup Emergency Operations Center is maintained ready for use by the Public Works Department.

If the primary and the backup Emergency Operations Center are not functional, the Mobile Command Unit will be used as the City Emergency Operations Center until an alternative site is established.

Emergency Operations Center Staff

Emergency Operations Center staffing levels may be determined by the Incident Commander and the City Manager. Generally, the Incident Commander, Incident Command Staff, Incident Command General Staff and Administrative Support Staff necessary to support ICS positions will report to the Emergency Operations Center.

Mobile Emergency Operations Center/Field Incident Command Post

The Mobile Command Unit may be used as the Field Incident Command Post at a location of an actual incident. It may be the location from which the actual field direction to emergency response personnel takes place or may be utilized in a limited scope as an Emergency Operations Center in the event that all fixed Emergency Operations Center are out of service. The Field Incident Command Post can, with its communications and administrative capabilities, be operated at a safe designated site as the Emergency Operations Center. It may be staffed by Police, Fire or Public Works personnel in the event of a major incident or by representatives from various departments.

Joint Information Center

A Joint Information Center may be established to support Emergency Operations Center activations as needed. The JIC for both the Public Safety Center Emergency Operations Center and the back-up Emergency Operations Center will be in the Public Works lunch room, 425 NE Fulton Street. The Douglas County Justice Center, 1036 SE Douglas Avenue, will serve as the backup Joint Information Center. This site may open for all City of Roseburg Emergency Operations Center activations. The Joint Information Center will coordinate all media and public information releases and requests for the Emergency Operations Center and Field Public Information Officers.

11. EMERGENCY AUTHORITY

In accordance with ORS 401.309 Emergency Management Series and Chapter II the Roseburg City Charter, the City Manager may take extraordinary measures in the interest of effective emergency management. These powers include but are not limited to:

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

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

As provided for in Oregon Revised Statute 401.309 and Executive Order of the Governor, the City Manager may exercise the same powers, on an appropriate local scale, granted to the Governor.

12. ORGANIZATION AND ASSIGNMENT OF FUNCTIONAL ANNEX RESPONSIBILITIES

The Emergency Operations Plan consists of several components--the Basic Plan, Functional Annexes and Appendixes. The Basic Plan describes the overall general framework and operation of the Plan. The City Manager and Department Heads will follow the Basic Plan during an emergency. Their responsibilities are outlined in this component of the Plan. Other individuals assigned to a position in the Incident Command System structure will find a checklist of the assigned position's responsibilities in one of the Functional Annexes or Appendix of the Plan.

How the Functional Annexes Work

Functional Annexes provide policy, procedures and guidelines for carrying out various emergency functions. Functional Annexes are supplemented by Department operating procedures and checklists. Functional Annexes may identify personnel positions and their responsibilities that may be staffed when the Emergency Operations Center is activated. For the purpose of this Plan, a personnel position is a title identified within a Functional Annex and accompanied by a checklist of responsibilities. An Incident Command System position has standard Incident Command System duties, titles and a checklist of responsibilities.

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

13. ADMINISTRATION AND LOGISTICS

Mutual Aid Agreements

Should local resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions and agencies in accordance with existing or emergency negotiated mutual aid agreements and understandings. Such assistance may take the form of equipment, supplies, personnel or other available

capabilities. All agreements will be entered into by duly authorized officials and will be formalized in writing whenever possible.

State/Federal Assistance

Requests for State or Federal assistance, including National Guard or other military services, will be made to the Oregon Emergency Management Agency in Salem *through* Douglas County Emergency Management. Only the County may ask the Governor for a declaration of emergency. Only the Governor may request a declaration of emergency from the President of the United States. Following a presidential declaration of emergency Federal assistance will be made available. Such assistance may not be without cost to the City.

14. PLAN DEVELOPMENT, MAINTENANCE AND IMPLEMENTATION

- The City of Roseburg Emergency Operations Plan Administrator is responsible for keeping the EOP updated. The City Manager has delegated the Human Resources Director as the Emergency Operations Plan Administrator.
- The development and continued update of all Functional Annexes is the responsibility of the Department Head identified on each annex and in the Basic Plan section of this document. The Plan Administrator or designee will send out an update notice to Department Heads and the City Manager at a minimum of once a year, normally in the Fall. Each department/division is responsible for reviewing its Functional Annex sections and updating with current information upon request from the Emergency Plan Administrator. All changes must be forwarded on hard copy. No exceptions will be made to this rule. The Emergency Plan Administrator will make the revisions, post the updated Plan on the shared City directory and notify all employees of the new posting via e-mail..
- Each Department is responsible for ensuring their respective section of the Resource Appendix is kept updated with the most current information. At six-month intervals (approximately June and December) the Emergency Plan Administrator will send out update notices to all employees, and the Resource Appendix will be posted on the shared City directory.
- An annual review and update of the Basic Plan, as well as other remaining components of the Plan, will be the responsibility of the Emergency Plan Administrator.
- The Plan will be updated, as necessary, based upon deficiencies identified by drills and exercises, changes in local government structure, technological changes, etc. Approved changes will be incorporated into the Plan and posted to the shared City directory with e-mail notification made to all employees..
- The Basic Plan section of the Emergency Operations Plan is authorized and adopted by the Roseburg City Council. Minor updates that do not impact policy may be made administratively by the City Manager. Major changes or changes that alter policies must be approved and adopted by the City Council. Updates to Annexes and Appendices may be done by Department Heads under the direction of the City Manager.

- The Plan will be activated at least once a year (October) in the form of a simulated emergency in order to provide practical experience to those having Emergency Operations Center responsibilities.
- Each department will be responsible for providing the appropriate training to those individuals who will be expected to participate in the implementation of the Plan.
- This Plan supersedes and rescinds all previous editions of the City of Roseburg Emergency Operations Plan and is effective upon signing by the City Manager. ***If any portion of this Plan is held invalid by judicial or administrative ruling, such ruling shall not affect the validity of the remaining portions of this Plan.***

15. EMERGENCY MANAGEMENT PREPAREDNESS

- The City Manager is responsible for ensuring that City of Roseburg staff members are trained in appropriate emergency response procedures. Staff will be trained to levels specified by the National Incident Management System.
- Command Staff and General Staff will attend basic Incident Command System training and annual trainings on emergency management. Staff trained in the Incident Command System should receive a refresher course every two years.
- Staff designated for Incident Command System positions will receive a minimum two hour training specific to the position or positions they are designated to fill or if determined by the Department Head, they will complete the Oregon Emergency Management course related to the positions for which they are designated. In October of each year, the City of Roseburg will conduct in one tabletop, functional or full-scale exercise. The Emergency Operations Center will be started up and tested at least once a year, normally as part of the annual exercise.
- The Plan Administrator will ensure the City Resource Appendix is kept updated on an ongoing basis and the Basic Plan, Functional Annexes and other remaining components receive an annual review and are updated as needed.
- The City Manager may recommend ordinances which provide for emergency powers as well as promulgation of the Emergency Operations Plan as necessary.

16. FUNCTIONAL ANNEX RESPONSIBILITIES

Annex A – Law Enforcement Annex

**→ Lead Department: Police
Annex Manager: Police Chief**

Law enforcement provides resources to maintain civil order and ensure security of citizens, property, and, when necessary, incident scenes at which there is need for protection of evidence pending collection and corresponding investigation. This

Annex covers responsibilities and procedures for maintaining security and order under crisis conditions and eventual recovery. Procedures for augmenting forces during emergencies, including these listed below are also described.

- Law enforcement;
- Traffic and crowd control;
- Isolation of damaged area(s) and security of crime scenes;
- Civil Disturbances;
- Damage reconnaissance and reporting; and
- Security at the Emergency Operations Center and other key response facilities.

Annex B - Fire and Rescue Annex

**→Lead Department: Fire
Annex Manager: Fire Chief**

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

- Fire prevention and suppression;
- Urban search and rescue operations;
- Inspection of damaged area for fire hazards; and
- Hazardous spills containment.

Annex C - Public Works Annex

**→Lead Department: Public Works
Annex Manager: Public Works Director**

The Public Works function provides for a flexible emergency response capability involving engineering, construction, repair and restoration of essential public facilities and infrastructure. During a disaster event, the Public Works Department may provide support for heavy rescue operations and may play a key role in establishing multipurpose staging areas and onsite command posts. Major responsibilities of the Public Works Department during a disaster event include operation of the Water Treatment Plant and water system; operation of the major street system; storm water collection system; traffic control systems; debris removal; contract repair of infrastructure; parks; maintenance of Public Works vehicles; and key City buildings.

Public Works may use consultants and contractors to supplement in-house resources. Public Works responsibilities include:

- Barricading of hazardous areas and unsafe infrastructure until repairs can be made;
- Priority restoration/protection of streets and bridges, as well as the water treatment plant and distribution systems;
- Damage assessment;
- Debris removal; and
- Operate and maintain emergency generators.

Annex D - Care & Management of the Deceased Annex

**→Lead Department: Fire and Police Departments
Annex Manager: Fire Chief**

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

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

Annex E - Communications Annex

**→Lead Department: Fire Department
Annex Manager: Fire Chief**

The Communications Annex deals with establishing, using, maintaining, augmenting and providing communication support necessary for emergency response and recovery operations. The Police Department may:

- Establish and maintain emergency communication systems;
- Coordinate use of all public and private communication systems necessary during emergencies;
- Coordinate and manage all emergency communications operated within the Emergency Operations Center following activation;
- Support operational needs of Douglas County 9-1-1 Center and County Fire Defense Board;
- Develop and implement a communication plan for incidents; and
- Coordinate efforts of Amateur Radio Service Operators.

Annex F - Damage Assessment Annex

**→Lead Department: Public Works
Annex Manager: City Engineer**

This function is to ensure that personnel and procedures are available to provide preliminary estimates and descriptions on the extent of damage resulting from large-scale disasters. Personnel in this Annex are responsible for evaluating street systems, bridges, water treatment and distribution systems and other infrastructure for use and safety. Damage Assessment staff may also work with the County Building Official to ensure timely post earthquake inspection of buildings within the City, as well as:

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

Annex G – Debris Management Annex

**→Lead Department: Public Works
Annex Manager: Public Works Director**

This Annex describes procedures to be followed in the removal and recovery of debris resulting from natural and technological disasters or other major incidents. A coordinated effort may be necessary for the removal, collection and disposal of debris generated from a large event. The goal will be to use existing solid-waste best-practice strategies and methods to reduce, reuse, recycle, recover and landfill where feasible. Initial debris assessment may determine if a disaster event is of significance to request assistance from outside resources. Debris management may help establish priorities for the allocation of resources; collaborate with damage assessment team needs; physically remove debris; open transportation routes; and, if needed, locate temporary storage sites for the collection and recovery of debris. The Public Works Department may also:

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

Annex H - Facilities Annex

**→ Lead Department: Public Works
Annex Manager: City Engineer**

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

- Ensure buildings critical to response efforts remain operational; and
- Establish temporary facilities as needed.

Annex I - Public Information

**→ Lead Department: Police Department or Fire Department depending upon the incident
Annex Manager: Police Administrative Sergeant or Fire Marshal**

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

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

Annex J - Volunteer Coordination Annex

**→ Lead Department: Public Works
Annex Manager: Parks Program Manager**

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

function must be organized and efficient to ensure maximum utilization of this resource. The Parks and Recreation Program Manager will:

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

Annex K - Airport Annex

**→ Lead Department: Administration
Annex Manager: Airport Director**

This Annex describes procedures for handling an aircraft accident or emergency situation at the Roseburg Regional Airport. The responsibilities of the Airport Director, or designated representative, during an airport emergency are:

- Activate the Emergency Operations Center (full or partial), when appropriate;
- Direct all tasked organizations to ensure appropriate response;
- When notified, report to the Emergency Operations Center;
- Provide overall direction of response operations until an emergency scene is established and an Incident Commander assumes this responsibility;
- As appropriate, designate an Incident Commander to direct tactical operations at the emergency scene;
- As appropriate, designate an Emergency Response Manager to direct operations in the Emergency Operations Center;
- As appropriate, direct implementation of protective actions (sheltering/evacuation) for airport (City) employees, tenants and visitors;
- When appropriate, terminate response operations and release personnel.

The Airport Director, Public Safety Personnel (Fire and Police Department) and City employee responsibilities include the following in the event of a major aircraft incident at the Airport:

- Remove persons injured or trapped;
- Protect the public from injury;
- Protect the aircraft from further damage;
- Establish Inner and Outer Perimeter;
- Notify the FAA (Portland FSDO) and NTSB Communications Center;
- Protect property;
- Prevent disturbance of wreckage and debris except to preserve life, rescue the injured or protect the wreckage from further damage;
- Protect and preserve ground scars made by the aircraft;
- Admit Public Safety personnel access to the wreckage to extent necessary to preserve life and/or stabilize Hazmat;
- Maintain a record of personnel who enter the accident site;
- Document wreckage and witness information;
- Make required notifications, including NOTAMs, as needed.

17. GENERAL EMPLOYEE AND CONSULTANT RESPONSIBILITIES

It is essential for all employees to understand their responsibilities before, during and after an emergency. Assistance during an emergency as employees and members of the community is a responsibility shared by all.

In all instances, employees shall secure and stabilize their family/home situation as soon as possible. Employees shall then respond as outlined for their respective departments.

City Manager's Office

- ◆ In the event of a major disaster, the City Manager, City Recorder and Human Resources Director shall report to the Emergency Management Coordinator at the Public Safety Center Command Center for assignments, if any, during the emergency.
- ◆ All other office personnel shall be contacted by telephone by one of the above staff members and given instructions. If telephone communications are not available, employees shall respond to the Fulton Shop. If the Fulton Shop is inaccessible, employees shall report to the Roseburg Regional Airport without notification.
- ◆ The City Recorder and Human Resources Director shall respond first. Support Staff will be on standby and called in if needed. When 24-hour services are required, time will be shared in 12-hour shifts.
- ◆ In the event of a power failure, the electronic doors at City Hall will revert to emergency backup for a maximum of 20 hours. Notification shall be sent to the Management Team and the Watch Commanders to manually lock all doors if the failure lasts longer than 20 hours.

City Attorney

- ◆ Shall provide necessary legal assistance to the Mayor, City Council, City Manager and appropriate City Departments in the event of an emergency.
- ◆ Shall carry out any assignments made by the City Manager or designee.

Community Development Department

- ◆ In the event of a major disaster, the Community Development Director shall report to the Emergency Management Coordinator at the Public Safety Center Command Center for assignment, if any, during the emergency.
- ◆ All other personnel shall be contacted by telephone and given instructions. If telephone communications are not available, employees shall respond to the Fulton Shop. If the Fulton Shop is inaccessible, employees shall report to the Roseburg Regional Airport without notification.

- ◆ Initial expertise shall be provided in locating areas of the community where specific hazards may occur as the emergency continues.
- ◆ Provision of structural plans and designs on file to assist experts in the determination of possible shelter areas. Locating community mapping hazard area information to assist the Emergency Operations Coordinator.
- ◆ Other duties may be assigned by the Emergency Operations Coordinator.

Employee Assistance Program Coordinator

- ◆ Provide crisis intervention services to employees and families who must deal with the emergency and aftermath.
- ◆ This service will be provided by the Employee Assistance Service under contract to the City.

Finance Department

- ◆ The Finance Director will assume initial coordination of responsibilities. This may include emergency services, adjusting schedules and determining need for employee response.
- ◆ The Finance Director or designee shall create and implement a “call down tree” to contact all employees by telephone and provide instructions. If telephone communications are not available, employees shall respond to the Fulton Shop. If the Fulton Shop is inaccessible, employees shall report to the Roseburg Regional Airport without notification.
- ◆ Staff shall be available to perform duties as assigned by the Emergency Operations Coordinator.

Fire Department

A recall of all off-duty personnel will be undertaken by the Fire Chief or any Chief Officer by:

- ◆ Instructing Douglas County Dispatch to utilize paging for recall of fire personnel.
- ◆ If the existing paging system is compromised, a recall procedure will be conducted by telephone. Off-duty personnel will be contacted by phone and requested to report for assignment.
- ◆ If the phone system is inoperable, direct contact will be undertaken to mobilize off-duty personnel. This option will be utilized only if sufficient personnel are available and the prevailing environmental conditions do not preclude road travel.

- ◆ All fire personnel will be instructed to report to their duty stations when a situation results in or may result in either major loss, gross environment damage or high dollar loss of property.

Police Department

- ◆ All personnel shall call Dispatch or the Police Station for further instruction. If telephone communications are not available, all personnel shall respond to the Public Safety Center without notification.
- ◆ The initial command center and staging area for responding officers will remain at the Roseburg Police Department unless otherwise advised.
- ◆ The on-duty Watch Commander will assume initial coordination of responsibilities. This may include coordinating emergency services, adjusting shift schedules and determining need for employee response. The Emergency Management Coordinator will be notified as soon as possible.
- ◆ Additional resources may be utilized at the direction of the appropriate Division Commander.

Public Works Department

- ◆ In the event of emergencies on a small scale, needed Public Works personnel are contacted by Dispatch, immediate supervisor or a representative of the supervisor.
- ◆ In the event of a large scale emergency, the Director and Engineers shall report to the Public Safety Center. If the Public Safety Center is inaccessible, they shall report to the Fulton Shop.
- ◆ The Public Works Director or designee shall create and implement a “call down tree” to contact employees of all Divisions by telephone and provide instructions. If telephone communications are not available, employees shall respond to the Fulton Shop. If the Fulton Shop is inaccessible, employees shall report to the Roseburg Regional Airport without notification.
- ◆ It is essential to establish lines of succession and task assignments during this type of emergency to safeguard life and property. Task assignments shall be directed by the Emergency Operations Coordinator from the Public Safety Center Command Post or other established location.

EMERGENCY PURCHASING PROCEDURES

RMC 3.06.025(F)

When the Purchasing Agent **determines that an emergency requiring prompt action exists** because of *circumstances that could not have been reasonably foreseen and that create a substantial damage or injury to persons or property*, the Purchasing Agent may waive any of the requirements of Roseburg Municipal Code Chapter 3.06 and may execute public contracts without competitive solicitation and award, or Council approval, but where time permits, the Purchasing Agent shall attempt to use competitive price and quality evaluation before selecting an emergency contract. Any public contract awarded under this Subsection must be awarded within 60 days following the declaration of an emergency by the Purchasing Agent, unless the Council grants an extension of the emergency period.

A public improvement contract may only be awarded under emergency circumstances if the Purchasing Agent has made a written declaration of emergency. Where the time delay needed to obtain a payment bond and/or performance bond for the contract could result in injury or substantial property damage, the Purchasing Agent *may waive the requirement for all or a portion of the required performance bond and/or payment bond.*

The Purchasing Agent shall **document** the nature of the emergency, the method used for selection of the particular contract and the reason why the selection method was deemed in the best interest of the City and the public.

At the next Council meeting following a declaration of an emergency, the Purchasing Agent shall submit a written report to the Council that sets forth with specificity the emergency conditions necessitating prompt execution of the contract(s), the provisions of the Chapter that the Purchasing Agent waived, the public contract(s) or public improvement contract(s) awarded under this Subsection and the length of time that emergency conditions are expected to persist.

Upon receiving the Purchasing Agent's report required by the above Paragraph, the **Council may modify or reject the Purchasing Agent's decision** to waive any bond requirements for contracts awarded during the emergency.

The costs of public contracts awarded under this Subsection shall not exceed the unexpected appropriation for operating contingencies.

At the conclusion of the emergency period, the Purchasing Agent shall submit to Council another written report of the public contract(s) or public improvement contract(s) awarded under waives during the emergency and the anticipated financial impact of the emergency.