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KEIZER EMERGENCY PLANNING COMMITTEE
AGENDA

Wednesday, April 29, 2026, 6:00 PM
Robert L. Simon Council Chambers
930 Chemawa Road NE
Keizer, Oregon

1. **CALL TO ORDER**
2. **ANNUAL VOLUNTEER RECOGNITION**
3. **ELECTION OF COMMITTEE CHAIR & VICE CHAIR**
4. **DISCUSSION**
 - a. **Emergency Operations Plan**
5. **ADJOURNMENT**



City of Keizer

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Adam J. Brown, City Manager

April 22, 2026

Dear Emergency Planning Committee Members,

Thank you for your willingness to serve on the Emergency Planning Committee. The committee was established in 2009 to update the previous plan and was revised in 2023 by Resolution 2023-3406 to reflect changes in the organizations represented. I appreciate your service, whether as a volunteer or by virtue of your position.

The City of Keizer was fortunate to receive a professional update of the plan through consultants engaged by Marion County Emergency Management. We are grateful for Marion County's assistance in updating a document that is of the utmost importance to our community.

Included in this packet is the Emergency Operations Plan adopted in 2009. Because the recent revision is a complete rewrite in a new format, there is no strikeout version to show exactly what changed. Staff will guide you through the revisions and help crosswalk the differences between the two plans at our meeting.

I have worked with many Emergency Operations Plans over the last 25 years, but this is my first wholesale update of a plan. I will help facilitate the committee's review of the proposed changes, as well as any additional changes recommended by the Emergency Planning Committee, so that you can make a recommendation to the City Council.

Sincerely,

Adam J. Brown

“Pride, Spirit and Volunteerism”

The City of Keizer, Oregon
Emergency Operations Plan



June 2008
Final Draft Version 2.0

Prepared for:
City of Keizer

Prepared by:
ECOLOGY AND ENVIRONMENT, INC.

Preface

The City of Keizer Oregon's (the City) Emergency Management Program is governed by a wide range of laws, regulations, plans, and policies. The program is administered and coordinated by the Keizer Police Department. The program receives its authority from Oregon Revised Statutes, which are the basis for Oregon Administrative Rules. The National Response Framework, the National Contingency Plan, the State of Oregon Emergency Management Plan, and the Marion County Emergency Operations Plan provide planning and policy guidance to counties and local entities. Collectively, these documents support the foundation for the City's Emergency Operations Plan (EOP).

This EOP is an all-hazard plan describing how the City will organize and respond to incidents. It is based on and is compatible with the laws, regulations, plans, and policies listed above. The EOP describes how various agencies and organizations in the City will coordinate resources and activities with other Federal, State, County, local, tribal, and private-sector partners. This EOP was developed in concert with the Marion County EOP and is consistent with that plan

It is recognized that response to emergency or disaster conditions to maximize the safety of the public and to minimize property damage is a primary responsibility of government. It is the goal of Keizer that responses to such conditions are done in the most organized, efficient, and effective manner possible. To aid in accomplishing this goal, Keizer has adopted the principles of the National Incident Management System (NIMS), the National Response Framework (NRF), and the Incident Command System (ICS). Keizer also maintains this Emergency Operations Plan with supporting plans/annexes and an Emergency Operations Organization to address response to major emergency or disaster incidents.

Keizer public officials, departments, and employees that perform emergency and/or first response functions must be properly prepared. Department heads and elected officials shall, to the extent possible, ensure that necessary training is provided to themselves and their employees as to further prepare Keizer staff for successfully carrying out assigned emergency response roles. To the extent possible, procurement and maintenance of essential response equipment will also be accomplished in support of this goal.

All emergency response personnel and essential support staff in Keizer must be familiar with this EOP and the supporting procedures and documents.

Letter of Promulgation

The City of Keizer City Council promotes emergency preparedness as it seeks to mitigate, prepare for, respond to, and recover from potential disasters affecting the city through the City's emergency management organization. Recognizing that the City's emergency management organization is but the most local component of a nationwide coordination of resources, the Council, by resolution,

- Has established the organization,
- Has made formal recognition of the necessity of local compliance with the National Incident Management System (NIMS), and
- Gives regular assent to the regular development and review of the City's *Emergency Operations Plan*.

That assent to the development and review of the *Emergency Operations Plan (EOP)* occurs when the plan is presented to the Council after a thorough review by the Keizer Emergency Planning Committee. This presentation has historically occurred approximately every two years.

The City Council possesses specific, policy-level responsibilities with regard to natural and manmade disasters and emergencies. Most obvious during a disaster response is, perhaps, the responsibility to make a disaster declaration when necessary. Such a declaration, made to Marion County, tells the County government that the City of Keizer or the Keizer Rural Fire Protection District are or soon will be out of resources to continue to carry out its response as necessary. Prior to an emergency, the Council establishes or agrees to mutual aid agreements, continuity of operations plans, emergency measures, the *Emergency Operations Plan*, and other, similar activities.

This edition of the *Emergency Operations Plan* was developed by a private firm, Ecology and Environment, Inc. under contract to Marion County, with substantial local input. The *EOP* was designed to be NIMS compliant and to reflect the organization of the Marion County EOP and the *National Response Plan*.

The City Council has, by resolution, agreed to the Keizer Emergency Planning Committee's recommendation to approve this newly revised *Emergency Operations Plan*.

John Teague
Emergency Manager
Spring 2008

Plan Administration (cont.)

Annex Assignments

The following table contains basic plan and annex (both Functional Annex and Incident Annex) assignments for corrections and/or changes. (Changes will be forwarded to the Emergency Manager for revision and dissemination of the plan.) Responsibility for the maintenance of these specific annexes lies within those listed below. This does not preclude other departments and agencies with a vital interest in the annex from providing input to the document; such input is, in fact, encouraged.

Annex Assignments

Section/Annex	Assignment
Emergency Operations Plan (Basic Plan)	Keizer Police Department
FA 1 Emergency Services	Keizer Police Department Keizer Rural Fire Protection District Marion County Fire District #1
FA 2 Human Services	Keizer Police Department
FA 3 Infrastructure Services	Keizer Public Works Department
IA 1 Severe Weather	Keizer Public Works Department
IA 2 Flood	Keizer Public Works Department
IA 3 Major Fire	Keizer Rural Fire Protection District Marion County Fire District #1
IA 4 Hazardous Materials	Keizer Rural Fire Protection District Marion County Fire District #1
IA 5 Terrorism (Including Weapons of Mass Destruction [WMD] and Chemical, Biological, Radiological, Nuclear and Explosive [CBRNE])	Keizer Police Department
IA 6 Earthquake/Seismic Activity	Keizer Public Works Department
IA 7 Volcanic Activity	Keizer Public Works Department

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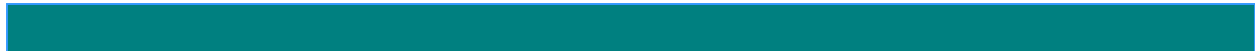
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List of Abbreviations and Acronyms

AOC	Agency Operations Center
CBRNE	Chemical, Biological, Radiological, Nuclear, Explosive
CFR	Code of Federal Regulations
City	Keizer
COG	Continuity of Government
COOP	Continuity of Operations Plan
County	Marion County
DEQ	Oregon Department of Environmental Quality
EAS	Emergency Alert System
ECC	Emergency Coordination Center
EMP	State of Oregon Emergency Management Plan
EMR	Emergency Management Region
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EM	Emergency Management
EMBD	Emergency Management Board Designee (Marion County)
EMD	Emergency Management Director (Marion County)
EMP	Emergency Management Plan
EMS	Emergency Medical Services
EMT	Emergency Medical Technician
EPA	United States Environmental Protection Agency
ESF	Emergency Support Function
EVAK	Emergency Volunteers Assisting Keizer
FA	Functional Annex
FEMA	Federal Emergency Management Agency
HazMat	Hazardous Materials
HRSA	Health Resources and Services Administration
HSPD	Homeland Security Presidential Directive
HVAC	Heating Ventilation and Air Conditioning
IA	Incident Annex
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
MOU	Memorandum of Understanding
NAWAS	National Warning System
NIMS	National Incident Management System
NOAA	National Oceanographic and Atmospheric Administration
NRF	National Response Framework

List of Abbreviations and Acronyms (cont.)

NRS	National Response System
ODA	Oregon Department of Agriculture
ODOT	Oregon Department of Transportation
OEM	Oregon Emergency Management
OERS	Oregon Emergency Response System
ORS	Oregon Revised Statutes
PIO	Public Information Officer
PSAP	Public Service Answering Point
SAR	Search and Rescue
SSFs	State Support Functions
UC	Unified Command
U.S.	United States
WAC	Washington Administrative Code
WVCC	Willamette Valley Communications Center
WMD	Weapons of Mass Destruction

1

Introduction

1.1 Purpose

The Keizer Emergency Operations Plan (EOP) provides a framework for coordinated response and recovery activities during any type or size of emergency. **This plan is primarily applicable to extraordinary situations; it is not intended for use in response to typical, day-to-day, emergency situations.** The plan also provides specific information on direction and control, with guidance for all first responders and governmental agencies on strategic and tactical procedures supporting all phases of an emergency. This EOP complements the State Emergency Operations Plan and the National Response Framework (NRF). It also identifies critical tasks needed to support a wide range of response activities.

The objectives of this plan are to:

- Provide strategic and tactical procedures to support the primary responsibilities of the City of Keizer (City) during all phases of an emergency;
- Integrate multi-agency and regional coordination into emergency operations through implementation of the Incident Command System (ICS)/National Incident Management System (NIMS);
- Establish clear lines of authority and succession during any type of emergency;
- Define roles and responsibilities spanning various departments, agencies, divisions, and management levels in support of critical functions;
- Outline clear guidelines and procedures for ensuring consistent and timely release of emergency public information; and
- Provide procedures and criteria for requesting and allocating essential resources to support overall emergency operations.

1.2 Scope and Applicability

This plan incorporates procedures supporting all facilities, operations, and personnel to be relied on during any type of emergency. The Keizer EOP supports a program for emergency management consistent with and supplemental to the Marion County EOP and the State of Oregon Emergency Management Plan (EMP). In addition, it functions as a bridge between local, State, and Federal emergency management systems.

Organized as a Basic Plan, the City EOP describes roles, responsibilities, concepts of operations, command, and control, while clearly defining escalation pathways and legal authorities involved with critical decision making and resource allocation by local and county governments. This plan includes the Basic Plan and Functional Annexes (FA). For the purposes of this EOP, information regarding common management functions performed by the City and supporting agencies and organizations are streamlined in to three Functional Annexes. The annexes include Emergency Services, Human Services, and Infrastructure Services.

The FAs supplement the information in the Basic Plan. The three functional annexes are as follows:

- Emergency Services
- Human Services
- Infrastructure Services.

Additionally the Recovery Strategy is an Annex to the EOP that identifies the City's roles and responsibilities for ensuring the short term protection of the community's life, health, and safety, and to support response missions, such as fire suppression. Additionally, it also helps to guide the community's long term effort to regain normal functions, such as commerce and employment, public transportation, and the use of structures, such as buildings, bridges, and roadways.

Each of the Functional Annexes identify critical tasks, capabilities, and resources provided by all emergency response agencies for the City of Keizer throughout all phases of an emergency. In the event of incident where the City's capabilities and/or resources are limited or exhausted, escalation pathways and resource request procedures are clearly defined in each Annex for seeking additional support from County agencies.

Tables 1-1 through 1-3 show the relationship between the City's Functional Annexes and the Emergency Support Functions (ESF) in County, State, and Federal plans, as defined by the NRF. City emergency personnel should be familiar with Marion County's EOP and ESF structure and understand how the City's response would coordinate with the County during an emergency event. Note, not all County ESFs relate to a city Functional Annex. For example,

1. Introduction

Marion County Health Department provides public health services for the City of Keizer.

Table 1-1 City of Keizer Functional Annex 1 – Emergency Services

Emergency Support Function	City of Keizer Function
ESF #2 – Communications	Alert and Warning Emergency Public Information
ESF #4 – Firefighting	Fire Protection
ESF #5 – Emergency Management	Emergency Management
ESF #7 – Resource Support	Resource Management
ESF #9 – Search and Rescue	Search and Rescue
ESF #13 – Public Safety and Security	Law Enforcement

Table 1-2 City of Keizer Functional Annex 2 – Human Services

Emergency Support Function	City of Keizer Function
ESF #6 – Mass Care, Housing and Human Services	Evacuation Sheltering and Mass Care Food, Water, and Commodities Distribution Disaster Welfare Information Volunteer Management and Donated Goods
ESF #8 – Public Health	Emergency Medical Services Fatality Management and Mortuary Services
ESF #15 – External Affairs	External Affairs

Table 1-3 City of Keizer Functional Annex 3 – Infrastructure Services

Emergency Support Function	City of Keizer Function
ESF #1 – Transportation	Transportation
ESF #3 – Public Works and Engineering	Public Works & Engineering
ESF #12 – Energy	Energy and Utility Services

During a major emergency or disaster affecting Marion County or a portion thereof, City departments and special districts may be asked support the larger response. The request for assistance would come from Marion County Emergency Management. Table 1-4 outlines the ESFs each agency/organization may be requested to support.

Additionally, Incident Annexes (IAs) are included with the Basic Plan to provide tactical information and critical tasks unique to specific natural and man-made/technological hazards that could pose a threat to the City of Keizer. Incident types are based on the hazards identified in the most recent Hazard

1. Introduction

Identification and Vulnerability Assessment conducted for Marion County. Incident-specific annexes in support of the Silverton EOP include:

City of Keizer Incident Annexes (IAs)	
Annex Number	Hazard
IA 1	Severe Weather
IA 2	Flood (including dam failure)
IA 3	Wildfire
IA 4	Hazardous Materials (accidental release)
IA 5	Terrorism (including WMD and CBRNE incidents)
IA 6	Earthquake/Seismic Activity
IA 7	Volcanic Activity

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

The intent of the City of Keizer’s EOP is to provide the concept of operations and strategic activities for responding to any type of emergency incident impacting the City. Other individual communities and incorporated cities may maintain similar plans or procedures for implementation in response to localized incidents or initial activities prior to escalation to Marion County. If the County EOP is activated during an incident or countywide emergency declaration, the City of Keizer will adopt command and control structures and procedures representative of County response operations in accordance with the requirements of NIMS and ICS.

With Resolution R2005-1628, NIMS was adopted by the City of Keizer on September 6, 2005. Procedures supporting NIMS implementation and training for Keizer have been developed and formalized by the Keizer Emergency Program. In addition, Continuity of Operations (COOP) and Continuity of Government (COG) plans are under development for Keizer, and, when combined with the Keizer EOP, can be collectively referred to as the Comprehensive Emergency Management Plan for the City. Thus, each document lends a unique set of guidelines for supporting emergency preparedness, response, and recovery.

A number of agency- and organization-specific plans and organizational procedures should support the city EOP and individual annexes. These plans and procedures are interrelated and have a direct influence on the City’s preparation prior to a major emergency or disaster, its activities in response to such an emergency or disaster, and its ability to successfully recover from such incidents or events. These plans also provide local, County, regional, and State agencies and entities with a consolidated framework for coordinating activities and resources, thus promoting efficient use of resources during all phases of emergency management.

1.3 Relationship to Other Plans

1.3.1 Marion County Emergency Operations Plan

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

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

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

1.3.2 Oregon Emergency Management Plan

The Oregon EMP is developed, revised, and published by the Director of Oregon Emergency Management (OEM) under the provisions of Oregon Revised Statutes (ORS) 401.270, which are designed to coordinate the activities of all public and private organizations that provide emergency services within the state and provide for and staff a State Emergency Coordination Center (ECC) to aid the Governor. ORS 401.035 makes the Governor responsible for the emergency services system within the State of Oregon. The Director of OEM advises the Governor and coordinates the state's response to an emergency or disaster.

The Oregon EMP consists of three volumes:

- Volume I: *Preparedness and Mitigation*, consists of plans and guidance necessary for State preparation to resist a disaster's effects. Sections include: disaster hazard assessment, the Emergency Management Training and Exercise Program, and plans to mitigate (or lessen) a disaster's physical effects on citizens, the environment, and property.
-

1. Introduction

Volume II: *Emergency Management Plan*, broadly describes how the State uses organization to respond to emergencies and disasters. It delineates the emergency management organization; contains functional annexes that describe the management of functional areas common to most major emergencies or disasters, such as communications, public information, and others; and contains hazard-specific annexes.

- - Volume III: *Relief and Recovery* provides State guidance, processes, and rules for assisting Oregonians with recovery from a disaster's effects. It includes procedures for use by government, business, and citizens.
 -

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

- The Oregon Emergency Response System (OERS) receives an alert from an official warning point or agency, indicating an impending or probable incident or emergency.
- The Governor issues a "State of Emergency."
- A Statewide disaster is imminent or occurring.
- Terrorist activities or WMD incidents are occurring or imminent.
- An alert, site emergency, or general emergency is declared at the Washington Hanford Nuclear Reservation in Washington State or at the research reactors at Oregon State University and Reed College.
- A community emergency (or other appropriate Chemical Stockpile Emergency Preparedness Program Emergency Classification Level) involving the Umatilla Chemical Depot occurs.
- A localized emergency escalates, adversely affecting a larger area or jurisdiction and exceeding local response capabilities.
- A geographically limited disaster requires closely coordinated response by more than one State agency.
- An affected city or county fails to act.

1.3.3 Continuity of Operations and Continuity of Government Plans

Keizer is in the ongoing process of COOP and COG planning for the City government and agencies. Once these plans have been developed and implemented for the City, they may be used in conjunction with the EOP during

1. Introduction

extraordinary emergency situations. The COOP and COG plans detail the processes for accomplishing administrative and operational functions during emergencies that may disrupt normal business activities. Parts of these plans identify essential functions of local government, private sector businesses, and community services and delineate procedures developed to support their continuation. COOP/COG plan elements may include, but are not limited to:

- Ensuring the City’s continuous functions and operations during an emergency;
- Maintaining clear lines of authority and, when necessary, implementing the approved line of succession and proper delegation of authority;
- Protecting critical facilities, equipment, vital records, and other assets;
- Reducing or mitigating disruptions to operations and essential community services;
- Reducing loss of life, minimizing property damage, and protecting the local economy from significant impacts; and
- Achieving a timely and orderly recovery from emergencies and resumption of full services to the public.

1.4 Authorities

The following section highlights significant City, County, and State regulations and plans governing activities for responding to major emergencies and disasters.

Under the provisions of Homeland Security Presidential Directive–5, the Secretary of Homeland Security is the principal Federal official for domestic incident management.

1.4.1 Legal Authority

This plan is issued in accordance with and under the provisions of Oregon Revised Statutes (ORS), Chapter 401, and establishes the procedures outlined in Keizer Resolution Number [Add Resolution Number Here] the “Emergency Ordinance of Keizer,” adopted by the Keizer City Council on [Add Date Here]. It is compatible with the Keizer City Resolution [Add Resolution Number Here] dated [Add Date Here], which established the City Emergency Management Program, under the direction of the Emergency Manager and adopted the City’s Emergency Operations Plan, as authorized in ORS 401.305.

The organizational and operational concepts set forth are promulgated under the following authorities.

- A. Federal

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1. Federal Civil Defense Act of 1950, PL 81-950 as amended
 2. The Disaster Relief Act of 1974, PL 93-288 as amended
 3. Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 100-707
 4. Title III of the Superfund Amendments and Reauthorization Act of 1986, PL 99-499 as amended
 5. Code of Federal Regulations (CFR), Title 44. Emergency Management Assistance
 6. Executive Order 12656, Assignment of Emergency Preparedness Responsibilities, of November 18, 1988
- B. State Of Oregon
1. Oregon Revised Statutes (ORS) 401.305 through 401.335.
 2. Executive Order of the Governor
- C. Marion County
1. Marion County Ordinance # 995
- D. City of Keizer
1. Keizer City Resolution **[Add Resolution Number Here]**

1.4.2 Declaration of Emergency

In the context of the City EOP, a disaster or major emergency is considered an incident requiring the coordinated response of all government levels to save the lives and protect the property of a large portion of the population. In accordance with ORS 401.025 and the Keizer municipal code, the responsibility for emergency management and direction and control in a time of disaster belongs to the elected City Council.

Primary authority to declare a state of emergency rests with the Keizer City Council. If a quorum of Councilors cannot be assembled within a reasonable period of time, this authority is delegated first to the Mayor, then to the Council President, and then to the City Manager, as determined by those present. If the City Manager is unable to act due to absence or incapacity, the Acting City Council, or Emergency Manager may exercise local declaration authority. If in the judgment of the Incident Command, time does not permit access to others authorized, the Incident Commander (IC) can declare a State of Emergency. If the declaration is made by anyone other than the City Council, the City Council should convene as soon as practical to ratify the State of Emergency declaration.

The Emergency Declaration must specify a description of the situation and existing conditions, geographic boundaries of the emergency, declare that all appropriate and available local resources have been expended, and contain a request for the type of assistance required. Under such conditions, this plan will be implemented. If possible, an Initial Damage Assessment will be conducted by City agencies and/or the County prior to requesting State or Federal assistance. Particular attention will be given to special needs populations to appropriately allocate resources necessary for providing critical services during an emergency.

1. Introduction

Draft emergency/disaster declaration templates for Keizer is included in Appendix A.

OEM has set forth the following criteria necessary in declaring a local emergency:

- Describe the circumstances impacting an identified area;
- Identify the problems for which assistance is needed; and
- Clearly state what has been done locally to respond to the impact and needs.

When an emergency or disaster arises, and it is determined conditions have progressed beyond the manpower, equipment, or other resource capabilities of Keizer, the Mayor or designee will request that the following officials activate the Marion County EOP and the County Emergency Operations Center (EOC):

- Emergency Management Director (EMD) or designee; or
- Emergency Management Board Designee (EMBD)

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

During a suspected or confirmed Public Health Emergency, the Marion County Health Department Director advises the EMBD to make a declaration; the EMBD then signs the declaration and forwards it to the State for review by the Governor. Human isolation and quarantine issues will be addressed by the Marion County Health Department Director. A court order to implement formal procedures must be requested and issued through the Marion County Board of Commissioners. Following the issuance of a court order, isolation and quarantine measures would be implemented and enforced within the County.

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

1.4.3 Resource Request and Allocation

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

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

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

1.4.4 Resource Typing

Resource typing is a method for standardizing used when requesting equipment and managing resources during an incident; NIMS approves this method for ordering supplies and providing mutual aid to partners during an emergency.

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

- <http://www.fema.gov/emergency/nims/rm/rt.shtm> retrieves a Federal Emergency Management Agency (FEMA) list of acceptable terms for resources requested in a mutual aid context and provides other information on resource typing.
- <http://www.uscg.mil/g-m/nmc/response/fog.pdf> (Chapter 13) retrieves a list of Federal definitions, defined in 46 CFR, of United States Coast Guard resources.

1.4.5 Lines of Succession

Authority lines of succession during an emergency are designated for the following:

City of Keizer Lines of Succession	Emergency Operations Line of Succession	Emergency Policy and Governance Line of Succession
	City Manager	Quorum of City Councilors
	Incident Commander	City Mayor
		Council President
		City Manager

Each City department is responsible for pre-identifying staff patterns showing a line of succession in management’s absence. All employees must be trained on the protocols and contingency plans required to maintain leadership within the department. The Emergency Manager or designee identified above will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department heads within Keizer are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.

1.5 Liability

Liability issues and potential concerns among government agencies, private entities, other response partners, and across jurisdictions are addressed in existing mutual aid agreements and other formal memoranda established for Keizer and its surrounding areas. Existing mutual aid agreements are identified in Appendix D of this plan. Copies of these documents can be accessed through the Keizer Emergency Manager or the Marion County EMD. During an emergency situation, a local declaration may be necessary to activate these agreements and allocate appropriate resources.

1.6 Mutual Aid and MOUs

Under Oregon law, all local jurisdictions are members of a statutorily created mutual assistance compact (ORS 190.155-170). 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 jurisdictions available resources. Assistance may also be requested for training, drills, or exercises. Requests may be either written or oral, although if a request for assistance is made orally the responding government must document its response within 30 days of the request. Under these provisions, employees from another jurisdiction providing assistance to the City of Keizer are agents of the City. The City must defend, save harmless, and indemnify these employees as it would its own employees. Should an employee of a responding government sustain injury in the course of providing requested assistance, the person is entitled to all applicable benefits, including workers’ compensation, normally available to the employee while performing

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regular duties for the responding local government. The City of Keizer is not obligated to provide resources to the requesting jurisdiction.

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. The Mayor of Keizer or the Keizer City Council may request and utilize the services, equipment, supplies, and facilities of departments, offices, and agencies of the State and local governments (ORS 401.480, 490). Except in cases of willful misconduct, gross negligence, or bad faith, emergency service workers acting under these provisions will not be held liable for the death or injury of any person, or damage or loss of property, as a result of that activity (ORS 401.515).

Note that under the Emergency Conflagration Act (ORS 476.510-610), 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 fire-fighting forces and equipment in response to fire, a heightened danger of fire, or a significant reduction in available fire-fighting resources. Response personnel acting under these provisions will be considered agents of the State and will not be held liable for any injury to person or property resulting from the performance of their duties.

1.7 Safety of Employees and Family

Department heads or their designees are responsible for the safety of employees. Employees should attempt to contact with supervisors and managers within the first 24 hours following an incident. Emergency 9-1-1 should not be utilized as a common communication mechanism unless it is needed to obtain emergency assistance or resources. Agencies and departments with developed COOP plans will establish alternative facilities and staff locations, as applicable. Notification procedures for employee duty assignments will follow required procedures established by each agency and department.

During biological incidents or public health emergencies such as influenza pandemics, maintaining a resilient workforce is essential to maintaining overall response activities required to protect the City and surrounding community from significant impacts to human lives and the economy. Thus, personnel should be provided with tools to protect themselves and their families while also providing health and medical services during a pandemic or other type of public health emergency. Currently, plans formally addressing the safety and protection of medical personnel and response staff during a biological incident and/or contagious outbreak have not been developed. Safety precautions and personal protective equipment decisions will be specific to the type of incident occurring and will require just-in-time training among the first responder community and other support staff to implement appropriate procedures.

If necessary, the Oregon Occupational Safety and Health Administration (OSHA) may provide assistance and guidance on worker safety and health issues.

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Information on emergency procedures and critical tasks involved in a biological emergency incident or disease outbreak is presented in ESF 8 of the Marion County EOP.

Processes in support of employees and their families during emergency situations or disasters will be further developed upon finalization of COOP/COG plans and other medical/health related procedures.

1.8 Financial Management and Expense Tracking

During an emergency, the City of Keizer is likely to find it necessary to redirect City funds to effectively respond to the incident. Although the authority to adjust department budgets and funding priorities rests with the City Council, emergency procurement authority is delegated to the City Manager. Tracking the expenditures related to an incident is the responsibility of the Finance Section as discussed in Section 5.2.5 of this EOP.

If an incident in the City of Keizer requires major redirection of City fiscal resources, the following general procedures will be followed.

- The City Council will meet in emergency session to decide how to respond to the emergency funding needs.
- The City Council will declare a State of Emergency and request assistance through the County.
- If a quorum of Councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Manager, or designee, may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- To facilitate tracking of financial resources committed to the incident and provide the necessary documentation, a discrete charge code for incident-related personnel time, losses, and purchases will be established by the Finance Section.

The City Human Resources Director will support procurement issues related to personnel, both volunteer and paid. In addition, copies of expense records and supporting documentation should be submitted for filing FEMA Public Assistance reimbursement requests.

2

Situation and Planning Assumptions

2.1 Situation

With a population of 35,435, Keizer is the 14th largest City in Oregon and is located within Marion County. It is nestled in the center of the Willamette Valley. The City is bordered on the western edge by the Willamette River, southern edge by the City of Salem, eastern edge by Interstate 5, and the northern edge by rural portions of Marion County. In the 1990's, the City experienced a rapid amount of new residential development and growth, establishing Keizer as one of the fastest growing cities in Oregon. The total land area is 7.5 square miles.

Marion County, the fifth most populous county in Oregon, is located in the heart of the Willamette Valley, with the Willamette River as its western boundary and the Cascade Range on the east. These natural features make the environment and population vulnerable to natural disaster situations. The County is subject to flooding, earthquakes, landslides, wildfires, severe winter storms, windstorms, and volcanic activity. It is impossible to predict exactly when these disasters will occur, or the extent to which they will affect the City of Keizer.

In addition, Keizer is subject to technological and human-caused hazards such as fire, industrial and transportation accidents, hazardous materials spills, deliberate acts of terrorism, and civil disorder. There are also risks associated with the hazardous materials that pass through the City on major transportation routes including the Burlington Northern-Santa Fe and Southern Pacific-Union Pacific railroads that run through the City.

According to 2000 census estimates, approximately 13.4% of Keizer's population over the age of five speaks a language other than English at home. Approximately 6.6% of the population within Keizer speaks English less than "very well." An inability to speak or read English may present a challenge to City and County Emergency Management Directors since instructions for self-protective actions and general disaster information are usually provided only in English. It may be advisable for the Keizer Emergency Manager and emergency response agencies to arrange for translation of the instructions and provide information in different languages.

2. Situation and Planning Assumptions

Wide variation exists in the vulnerability of the developmentally disabled population in the City of Keizer and Marion County. Some developmentally disabled individuals may have strong support networks and a high level of care provided by friends, family, and care providers, while others may not. Some individuals may be largely self-reliant; others may have additional disabilities as well as their developmental disabilities.

A major disaster or emergency will likely cause environmental damage, injuries, property loss, and disruption of essential public services and could impact regional economic, physical, and social infrastructures. The extent of casualties and damage will be affected by factors such as when the event occurs, how severe it is, weather conditions, population density, and the possible triggering of secondary risks such as fires and floods. Initial emergency response activities focus primarily on minimizing loss of life, property, and damage to critical infrastructure, including cultural and economic assets. Historically, these activities have been carried out by traditional first responders such as fire services and law enforcement. Local governments develop, maintain, and implement EOPs and associated training programs that address all hazards. Agency-specific procedures and protocols established for support functions and critical tasks will be implemented in conjunction with the City EOP as needed or required.

A number of emergency situations can result in overwhelming the capabilities and resources of local governments and jurisdictions during response operations. Thus, it is imperative that this jurisdiction establish clear lines of authority, formalize resource request and allocation procedures, and activate contingency plans, including mutual aid agreements, to acquire additional County, regional, State, and Federal resources, as needed.

2.1.1 Hazard Analysis

The following table shows the analysis of hazards that the City of Keizer may encounter:

Table 2-1 Hazard Analysis for the City of Keizer

Hazard	Event History	Vulnerability	Maximum Threat	Probability	Total Points
Weight Factor:	2	5	10	7	
1. Flood	H	H	H	H	72
2. Earthquake	M	H	H	M	63
3. Severe Weather	H	H	M	M	62
4. Utility Failures	H	H	H	L	58
5. Hazardous Materials	H	M	M	H	57
6. Health Epidemic	L	H	H	L	54
7. Nuclear Incident	L	H	H	L	54
8. Volcanic Activity	L	L	M	L	44
9. Fire	H	L	L	H	42

2. Situation and Planning Assumptions

Table 2-1 Hazard Analysis for the City of Keizer

Hazard	Event History	Vulnerability	Maximum Threat	Probability	Total Points
10. Accidents: Transportation and Industrial	H	L	L	H	42
11. Civil Disorder and Terrorism	L	L	L	L	24

Rating Criteria

Event History - An event of magnitude requiring Level 2 or 3 response

<u>H</u> igh	= 4 or more occurrences in past 100 years.
<u>M</u> oderate	= 2 or 3 occurrences in the past 100 years.
<u>L</u> ow	= 1 or fewer occurrences in past 100 years.

Vulnerability - The percentage of population or property affected by the incident

<u>H</u> igh	= 10% or greater property or population affected.
<u>M</u> oderate	= 1% to 10% property or population affected.
<u>L</u> ow	= Less than 1% property or population affected.

Maximum Threat - The intensity in which the vulnerable population or property is affected

<u>H</u> igh	= More than 25% of population or property affected severely.
<u>M</u> oderate	= 5% to 25 % population or property affected severely.
<u>L</u> ow	= Less than 5% of population or property affected severely.

Probability - The likelihood of another occurrence within a specified period of time

<u>H</u> igh	= Incident can be expected once within 10 years.
<u>M</u> oderate	= Incident can be expected once within 50 years.
<u>L</u> ow	= Incident can be expected once within 100 years.

2.1.2 Comments Regarding Identified Hazards

It is important to note that many of the incidents relating to these hazards are easily handled through use of existing City resources and mutual aid, without necessitating the activation of the EOP.

1. Flood: The Willamette River runs on the west side of Keizer and has been subject to severe flooding in the past.

2. Situation and Planning Assumptions

2. Earthquake: This hazard includes earthquakes themselves, as well as associated hazards such as landslides and building collapses. Recent evaluation of the earthquake potential in the Pacific Northwest seems to indicate that earthquake potential has been underestimated, and that the area may experience a "great" earthquake in the near future.
3. Severe Weather: Weather extremes with a history of occurrences in Keizer include windstorms, snowstorms, ice storms, and periods of extreme cold.
4. Utility Failures: This hazard includes the shortage or loss of power, water, sewer, or natural gas, and shortages of fuel such as oil, gasoline, diesel, and food supplies.
5. Hazardous Materials: Hazardous materials incidents include fixed site and transportation related incidents involving hazardous and radiological materials. Also included in this hazard are drug labs.
6. Health Epidemic: Includes contagious diseases and other health related epidemics.
7. Nuclear Incident: Includes the detonation, by accident, or deliberate launch, of nuclear weapons.
8. Volcanic Eruption: This hazard includes the ash fall, which might result from another eruption of Mt. St. Helens. In addition, Mt. Hood is also considered to be active.
9. Fire: Level II urban fire occurrences are infrequent within Keizer.
10. Accidents: Transportation and Industrial: Transportation and Industrial accidents may include major automobile or airplane crashes, train derailments, or accidents that happen within industrial complexes that endanger lives and property.
11. Civil Disorder and Terrorism: Includes riots, protests, demonstrations, and strikes, as well as acts of terrorism.

2.2 Assumptions

The assumptions upon which this EOP is predicated are:

- Essential City services will be maintained as long as conditions permit.
- An emergency will require prompt and effective response and recovery operations by City emergency services, disaster relief, volunteer organizations, and the private sector.

2. *Situation and Planning Assumptions*

- All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
- Each responding City and County agency will utilize existing directives and procedures in responding to major emergencies/disasters.
- Environmental, technological, and civil emergencies may be of a magnitude and severity that State and Federal assistance is required.
- County support of City emergency operations will be based on the principal of self-help. The City will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the County.
- Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the event.
- Keizer's population can increase dramatically throughout the year, reflecting an influx of tourists, seasonal residents, daily visitors, and recreation enthusiasts. Local emergency planning efforts focus on accommodating residents while preparing for changes in population trends throughout the year. However, significant increases to the local population may introduce challenges in meeting the needs of non-residents and other travelers during an emergency or disaster.
- Parts or all of the City of Keizer may be affected by environmental and technological emergencies within or near City lines.
- The United States Department of Homeland Security provides threat conditions over the United States and identifies possible targets. A major power or country posturing for a nuclear attack would generally be recognized by a buildup of international tension to a crisis situation, allowing time for preparation.
- A terrorist-related incident or attack without warning may or may not occur. If such an attack occurs, Keizer could be subject to radioactive fallout or other WMD-related hazard. In accordance with national nuclear civil protection policy, two options have been developed to counteract such a threat: population protection and shelter-in-place programs.
- Outside assistance will be available in most major emergency/disaster situations that affect Keizer. Although this plan defines procedures for coordinating such assistance, it is essential for Keizer to be prepared to carry out disaster response and short-term actions on an independent basis.

2. Situation and Planning Assumptions

- Control over City resources will remain at the City level even though the Governor has the legal authority to assume control in a State Declaration of Emergency.
- City communication and work centers may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the County can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - Familiar with established policies and procedures;
 - Assigned pre-designated tasks;
 - Provided with assembly instructions; and
 - Formally trained in their duties, roles, and responsibilities required during emergency operations.

3

Roles and Responsibilities

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

The City of Keizer has developed and adopted a plan for implementation of the NIMS and to assist with training and preparing essential response staff and support personnel to incorporate ICS/NIMS concepts in all facets of an emergency. Each agency and department is responsible for ensuring that critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies. A training roster that highlights levels and types of training completed by response personnel and essential City support staff must be maintained by individual agencies, volunteer organizations, private companies, and other community partners.

3.1 City Government

The Keizer City Council is charged by ORS 401.305 with the responsibility of establishing an emergency management agency, which has been implemented through the adoption of the City's Emergency Ordinances. The City Council has appointed the Emergency Manager. The Emergency Manager is responsible for developing the City emergency management program that, through cooperative planning efforts with Marion County and the other incorporated communities within the County, will provide a coordinated response to a major emergency or disaster.

When a state of emergency exists within the City of Keizer and there is not sufficient time for the City Council to convene or the Mayor to be reached, the Incident Commander will declare a state of emergency. The emergency declared by the Incident Commander or Mayor shall authorize specific emergency powers and exist for the period set forth in the declaration, not to exceed two weeks. The City Council shall convene as soon as practical to ratify the State of Emergency

3. Roles and Responsibilities

declaration. The state of emergency may be extended by the City Council for additional periods of time as necessary.

3.2 Emergency Management Organization

Incident management will follow the ICS and incorporate applicable NIMS principles. The City Manager has been delegated by the City Council the ultimate authority and responsibility for the direction and control of City resources during an emergency. On a day-to-day basis, this authority is delegated to the Police and Public Works Departments for incidents over which those departments would be the lead agencies. Keizer Rural Fire Protection District and Marion County Fire District #1 possess those authorities for incidents over which they would be the lead agency. The Marion County Health Department is delegated direction and control during health epidemic emergencies. All department or districts have the power to establish control of such an incident through an on-scene ICS.

Operational control of the scene shall remain with the lead agency as Incident Commander.

The Keizer Emergency Manager is responsible for the following common tasks:

- Assigning personnel to the local and/or County EOC;
- Notifying department personnel and implementing established call-down procedures to contact key stakeholders and essential staff;
- Establishing ICS;
- Providing training to key personnel and emergency response staff;
- Protecting vital records, materials, facilities, and services; and
- Providing information and instructions to personnel regarding self-protection and minimizing exposure resulting from particular hazards associated with an emergency.

3.3 Hazard-Specific and Function-Specific Roles and Responsibilities

Task assignments for major emergency response operations for Keizer are primarily an extension of services that are provided on a daily basis by City departments and agencies. Table 3-1 indicates types of hazard-specific incidents identified as potential threats to Keizer and the primary responsible agency for each. The table should not necessarily be considered all-inclusive but covers most major types of hazards/incidents and is generally consistent with County, State, and Federal response plans. Table 3-2 indicates the functional emergency response areas addressed by this EOP and the primary responsible agency for each. Additional, detailed information is provided in the FAs and IAs attached to the Basic Plan. Response and support agencies also may have their own plans

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and standard operating procedures in the event of an emergency. These plans should be consistent with both the City and County EOPs.

City departments involved in emergency response will retain their identity and autonomy during a declared state of emergency. With the primary responsible agency identified in Tables 3-1 and 3-2, the FAs and the IAs will lead the planning for that hazard or function in all phases and for all activity levels. This does not preclude the use of a unified command approach to incident management or the assumption of command by the Emergency Manager, if such actions are appropriate.

Table 3-1 Primary Responsible Keizer Agency by Type of Hazard/Incident

Type of Hazard	Primary Responsible Agency
Hazardous Materials/Radioactive Substances	Fire
Civil Disorder & Terrorism	Police
Major Fire	Fire
Major Fuel/Food Shortage	Public Works
Severe Weather (Ice, Wind & Snow Storms)	Public Works
Search & Rescue	Police and Fire
Nuclear Attack/Fallout	Fire
Utility Failure	Public Works
Flood	Public Works
Earthquake	Public Works
Volcanic Activity	Public Works
Transportation/Industrial	Police
Health Epidemic	County Health

Table 3-2 Primary Responsible Keizer Agency by Function

Function	Primary Responsible Mount Angel Agency
Emergency Services	Emergency Management Police Fire
Human Services	Emergency Management
Infrastructure Services	Public Works

Each City department and any other agency referenced to in this EOP is responsible for developing and maintaining its own emergency operating plans and procedures that are consistent with this EOP and the Marion County EOP, in addition to carrying out specific duties that may be assigned as a part of this plan. Such plans and procedures will be referenced, as appropriate, in the annexes to this EOP.

3. Roles and Responsibilities

3.3.1 General Responsibilities of All City Departments

General responsibilities of department directors include the following:

- Select personnel to participate in the Emergency Management Organization;
- Select personnel to participate in the development of operating guidelines to implement assigned duties within this EOP;
- Select personnel to participate in training and exercising the EOP to ensure preparedness;
- Establish internal lines of succession of authority;
- Protect department vital records, materials, facilities, and services;
- Warn department personnel of impending emergencies;
- Assign personnel to the Emergency Operations Center (EOC) upon request of the Emergency Manager; and
- Develop and maintain mutual aid agreements to augment resources and department-specific inventories of resources that might be needed and available to them in an emergency.

3.3.2 Emergency Management Services

Emergency Management for the City of Keizer is delegated to Keizer Police Department. When the City Emergency Organization is activated in response to an emergency, the Emergency Manager coordinates the community's response.

3.3.3 Emergency Operations Center (EOC)

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

3.3.4 Warning

The Willamette Valley Communications Center (WVCC) is the City's primary warning point and is responsible for establishing, and maintaining an alert and warning system. This includes:

- Serving as the warning point for the Keizer Police Department, Keizer Rural Fire Protection District, and Marion County Fire District #1. Keizer

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Public Works is dispatched by City staff during business hours and WVCC after hours;

- Monitoring the National Warning System (NAWAS), including relaying information received to other 9-1-1 Centers in Marion County who are responsible for further distribution to public safety agencies, key officials, and others as appropriate/necessary; and
- Notification of the 9-1-1 Centers by the Emergency Manager when the Emergency Alert System (EAS) is activated so they can be prepared to field additional calls.

3.3.5 Law Enforcement Services

The Keizer Chief of Police is responsible for law enforcement activities and serves as the law enforcement representative for the City emergency operations organization, as necessary, to provide the following.

- Maintenance of law and order;
- Security measures, including crowd, traffic and restricted area control;
- Evacuation of affected populations, including prisoners, when required and in cooperation with Fire and/or Public Works as needed;
- Search and rescue operations for missing people, including support in body recovery operations; and
- Designation of a department coordinator/liaison to participate in all phases of the City's emergency management program, when necessary or as requested.

3.3.6 Fire Services

The Chiefs of the Keizer Rural Fire Protection District and the Marion County Fire District #1 are responsible for organizing, integrating, and coordinating the operations of the district's fire fighting forces for response to major emergencies/disasters and for serving as a Marion County Fire Defense Board fire services representative for the County emergency management organization, as necessary. Fire Services will provide the following in an emergency:

- Fire Suppression;
- Heavy rescue operations/urban search and rescue (SAR);
- First response to incidents involving hazardous materials;
- First response to initiate medical field treatment;

3. Roles and Responsibilities

- Warning dissemination as necessary in a major emergency/disaster and assisting in evacuation; and
- Designating a coordinator/liason to participate in all phases of the City and/or County's emergency management program, when necessary or as requested.

3.3.7 Medical and Health Services

Medical and health services are the responsibility of the Marion County government. The Administrator of the Marion County Health Department is responsible for coordinating medical, health, and sanitation services required to cope with disasters in any urban or rural areas of Marion County, including the City of Keizer. The Administrator also serves as the Health Department representative for the County emergency management organization, as necessary, to provide the following:

- Overseeing the delivery of Emergency Medical Services (EMS) by ambulance service providers.
- Identifying health hazards, including those from damage to water and sewage systems and disseminating emergency information on sanitary measures to be taken;
- Coordinating with the appropriate agencies for the provision of food and potable water to victims whose normal supply channels are closed;
- Inspecting occupied emergency temporary housing and feeding areas;
- Coordinating with hospitals, clinics, nursing homes/care centers and mental health organizations, including making provisions for special needs populations;
- Coordinating with the Medical Examiner and Funeral Directors to provide identification and disposition of the dead;
- Providing emergency counseling for disaster victims and emergency response personnel suffering from mental and emotional disturbances; and
- Designating a department coordinator/liason to participate in all phases of the City and/or County's emergency management program, when necessary or as requested.

3. Roles and Responsibilities

3.3.8 Public Works and Engineering Services

The Keizer Director of Public Works is responsible for providing the following, as well as serving as the Emergency Manager in the City emergency operations organization:

- Clearing debris and making temporary repairs of critical arterial routes and bridges;
- Supporting police and fire rescue efforts and traffic control measures;
- Coordinating transportation resources for evacuations;
- Coordinating restoration of public facilities, roads, and bridges; and
- Designating a department coordinator/liaison to participate in all phases of the City and/or County's emergency activities, when necessary or requested.

The Marion County Director of Solid Waste Management is responsible for developing a disposal plan for debris created by a natural disaster, coordinating with the EOC and City/County Public Works Departments during disaster response and serving as the Solid Waste Management's representative for the County emergency management organization, as necessary.

3.3.9 Communication Services

Keizer Emergency Management is responsible for:

- Identifying a communications system that is capable of reaching all areas of the City and is interoperable with communication systems within Marion County so that emergency communications may be maintained among all levels of government during a disaster response;
- Providing the City EOC with the necessary communications capabilities and staffing to ensure communications operations for direction and control; and
- Developing and maintaining an EAS plan and providing a communications capability to the primary EAS Station, in coordination with Marion County Emergency Management guidance.

3.3.10 Damage Assessment

The Emergency Manager is the coordinator of the damage assessment reporting process. The Keizer Rural Fire Protection District, Marion County Fire District #1, and Public Works Department will have primary responsibility for conducting assessments. This process provides for the initial collection of field reports and

3. Roles and Responsibilities

categorizing and totaling damage sustained during disasters. The Emergency Program Manager will be responsible for:

- Establishing procedures to contact a variety of damage reporting sources and using service and volunteer groups such as the American Red Cross to perform basic damage surveys;
- Coordinating with County, State, and Federal teams designated to assess damages for the purpose of providing an estimate for a disaster declaration; and
- Coordinating damage assessment information received from other agencies.

The Marion County Building Inspector serves as the County's technical resource for structural damage assessment. The Building Inspector is responsible for organizing and training personnel to conduct structural damage surveys and report and record damage to buildings from a disaster or major emergency. The Building Inspector will coordinate activities with the County EOC during a disaster response. Requests for assistance will be made through Marion County Emergency Management.

The Marion County Public Works Director is responsible for assessing damage to the County's road and bridge systems. The Engineering and Operations Divisions will coordinate with the State Highway Division and use private resources, as necessary. Survey results will be reported to the County EOC.

3.3.11 Emergency Public Information

The Emergency Manager is responsible for coordinating with the Police Department, Fire District, Public Works Department, or other appropriate agencies to provide appropriate public information and briefings to the media. The Emergency Manager is responsible for ensuring that an EOC Public Information Officer (PIO) is designated. The PIO will serve as a media liaison and coordinate with any multi-jurisdictional or State Joint Media Information Center that may be established during a disaster.

This includes the preparation and dissemination of disaster-related public information and instructions to government agencies, critical facilities, private business/industry, and the general public through media channels. Emergency public information will be provided to the public through the coordinated effort of the Joint Information System out of the Joint Information Center.

News releases from City departments during an emergency operation will be coordinated through the EOC's designated PIO and approved for release by the EOC Director or Incident Commander depending on whether the EOC has been activated.

3. Roles and Responsibilities

3.3.12 Resource Management

During a disaster response, the City Council has the overall authority for resource management and the Emergency Program Manager has operational responsibility for the coordination of resource management. Individual department directors will be responsible for managing those resources within their departments and coordinating any requests for additional resources with the City EOC. The Emergency Manager will be responsible for establishing priorities if major shortages occur in critical resources; otherwise, the EOC will allocate such resources as additional manpower, materials, services and supplies needed for emergency and recovery operations.

3.3.13 Mass Care

Emergency Food and Shelter. The Willamette Valley Chapter of the American Red Cross serves as a member of the City Emergency Operations Organization and is responsible for ensuring that the mass care needs of the affected population, such as sheltering, feeding, providing first aid, and reuniting families, are met.

Recovery/Long-Term Temporary Shelter. The Emergency Manager is responsible for coordinating with local, State, and Federal agencies to assist the public in the recovery phase and provide long-term, temporary housing services.

The Marion County Community Development Department, Housing Authority Division staff will work with State and Federal agencies in meeting the housing demands of Marion County citizens, after giving first priority to clients whose housing is their direct programmatic responsibility.

3.3.14 Evacuation Management

The directive to any given population within the City of Keizer to evacuate their homes or workplace may be given by the Incident Commander or City Council.

NOTE: EVACUATION MAY BE MANDATED ONLY AFTER A DECLARATION OF EMERGENCY HAS BEEN ISSUED BY THE RESPONSIBLE JURISDICTION.

The implementation of an evacuation procedure is the responsibility of the Keizer Chief of Police or the law enforcement agency responsible for the majority of the population affected.

Any evacuation affecting multiple jurisdictions or a large segment of the population should be coordinated through Marion County Emergency Management.

3. Roles and Responsibilities

3.3.15 Volunteer Services

The Emergency Volunteers Assisting Keizer (EVAK) Coordinator is responsible for coordinating the services of both emergent and registered volunteers to assist in the City's emergency response.

3.3.16 Legal Administrative Support

The City Attorney is responsible for:

- Providing legal services to the City Council and key responders for problems related to disaster and recovery operations;
- Reviewing the basic and related emergency operations plan to determine if there are any legal implications for responsible officials;
- Familiarizing oneself with Federal and State laws, and County and City codes referring to disasters;
- Maintaining a position in the City EOC and serving as a resource to the EOC, keeping abreast of developments in order to consult and advise officials on legal matters related to disaster and recovery operations;
- Serving as a liaison with the Marion County Legal Counsel and the State Attorney General to obtain opinions when needed; and
- Preparing standby documents such as Permit of Entry forms, State of Emergency declarations, and mutual aid agreement templates.

3.3.17 Risk Management

The Emergency Manager and City Council will be responsible for the duties of coordinating risk management for the City Emergency Operations Organization. Responsibilities include:

- Participating in the review of the basic and related emergency operations plans to avoid liability incidents when an emergency situation occurs;
- Maintaining a close advisory status to the EOC and tracking resource management activity during a disaster response;
- Assessing hazardous/unsafe situations and develop measures for ensuring the safety of disaster response personnel, as appropriate; and
- Obtaining and processing insurance materials during emergency situations for recovery and continuance of City operations.

3.3 Local Response Partners

3. Roles and Responsibilities

Marion County Incorporated Cities

The executives of the incorporated cities within Marion County are responsible for the direction and control of their community resources during emergencies. Incorporated cities within Marion County include: Aumsville, Aurora, Detroit, Donald, Gervais, Hubbard, Idanha, Jefferson, Keizer, Mount Angel, St. Paul, Salem, Scotts Mills, Silverton, Stayton, Sublimity, Turner, and Woodburn. .

First Responder Agencies/Entities (City and Special Districts)

Typically, the following agencies and entities maintain primary roles and responsibilities during an emergency situation impacting Marion County and may be available to support responses in Keizer.

- Emergency Management organizations, including:
 - Marion County
 - Mount Angel
 - Salem
 - Silverton
 - Stayton
 - Woodburn

- Law Enforcement, including:
 - Aumsville Police Department
 - Aurora Police Department
 - Gervais Police Department
 - Hubbard Police Department
 - Keizer Police Department
 - Mount Angel Police Department
 - Salem Police Department
 - Silverton Police Department
 - Stayton Police Department
 - Turner Police Department
 - Woodburn Police Department

- Fire Services, including:
 - Marion County Fire District Board
 - Marion County Fire District #1
 - Aumsville
 - Aurora
 - Drakes Crossing
 - Gates
 - Hubbard
 - Idanha-Detroit
 - Jefferson
 - Keizer
 - Mill City
 - Monitor

3. Roles and Responsibilities

- Mount Angel
- St. Paul, Salem
- Silverton
- Stayton
- Sublimity
- Turner
- Woodburn Fire District #21

- Hospitals, including:
 - Albany General Hospital
 - Chemawa Indian Health Center
 - Legacy-Meridian Park Hospital
 - Providence Newberg Hospital
 - Salem Memorial Hospital
 - Santiam Memorial Hospital
 - Silverton Hospital
 - West Valley Hospital

- Emergency Medical and Ambulance Services, including:
 - City of Detroit/Idanha
 - Jefferson Fire District Ambulance
 - Keizer Rural Fire Protection District Ambulance
 - Marion County Fire District #1
 - Salem Fire District
 - Rural Metro
 - Santiam Ambulance
 - St. Paul Fire District Ambulance
 - Turner Fire District Ambulance
 - Woodburn Ambulance Service

- Communications Centers, including:
 - Santiam Canyon Communications Center
 - Willamette Valley Communications Center
 - North Marion County Communications

- Public Works, including:
 - Aumsville
 - Aurora
 - Detroit
 - Donald
 - Gates
 - Gervais
 - Hubbard
 - Idanha
 - Jefferson
 - Keizer

3. Roles and Responsibilities

- Mill City
- Mount Angel
- St. Paul
- Salem
- Scotts Mills
- Silverton
- Stayton
- Sublimity
- Turner
- Woodburn

Support Agencies/Entities

The following services and organizations are available to support Keizer throughout the duration of an emergency situation:

- EVAK, other volunteer services, and faith-based organizations;
- Salem-Keizer School District;
- Damage and assessment services;
- Financial and administrative services;
- Media partners and public information network; and
- Private sector partners, including: railroads, energy/utility companies, and environmental clean-up contractors

3.4 Marion County Response Partners

The Marion County Public Works Director has been appointed by the Marion County Board of Commissioners as the Emergency Management Director. The Emergency Management Director is responsible for developing a countywide emergency management program that, through cooperative planning efforts with the 20 incorporated communities of Marion County, will provide a coordinated response to a major emergency or disaster.

County response partners for Keizer may include the following:

- Marion County Assessor's Office;
- Marion County Business Services;
- Marion County District Attorney;
- Marion County Emergency Management;
- Marion County Environmental Services;
- Marion County Health Department;
- Marion County Housing Authority;
- Marion County Information Technology;
- Marion County Public Works;
- Marion County Sheriff's Office; and the
- Marion County Volunteer Coordinator.

3. Roles and Responsibilities

3.5 Regional Response Partners

All regional partners supporting emergency response in the City of Keizer and Marion County are included in existing Memorandums of Understanding (MOUs) and Intergovernmental Agreements for Emergency Management Region I. Regional response partners for Keizer and Marion County may include the following:

- Salem Hazardous Materials Response Team;
- Oregon State Police;
- Oregon Funeral Directors Association;
- U.S. Army Corps of Engineers;
- U.S. Forest Service, Central Oregon Fire Management Services;
- FEMA Region X;
- Health Resources and Services Administration (HRSA), Region 6; and the
- Small Business Administration.

3.6 State Response Partners

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of all emergency activities in a state “declared emergency.” The Administrator of OEM is the delegated authority by ORS 401.260 to 401.280 for the coordination of all activities and organizations for emergency management within the State and for coordination of emergency matters with other states and the Federal government.

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

State response partners available to support Keizer (requested through Marion County) during an emergency incident include the following:

- Oregon Emergency Management;
- Office of the State Fire Marshal;
- Department of Transportation;
- Department of Forestry ;
- Department of Parks and Recreation;
- Department of Agriculture;
- Department of Fish and Wildlife;
- Department of Environmental Quality;
- Department of Homeland Security;
- State Veterinarian’s Office, Division of Animal Health and Identification;
- Department of Energy;

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- Oregon Department Agriculture/Veterinary Emergency Response Team;
- Department of Human Services; and the
- Oregon State Police.

3.7 Federal Response Partners

Federal response partners are typically requested by OEM 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 EMP and, if necessary, the NRF.

Federal response partners that may be called upon to support jurisdictions in Marion County (requested through OEM) during an emergency incident include the following:

- Centers for Disease Control and Prevention;
- Federal Bureau of Investigation;
- NOAA Fisheries;
- U.S. Army Corps of Engineers;
- U.S. Army National Guard;
- U.S. Bureau of Land Management;
- U.S. Civil Support Team;
- U.S. Department of Agriculture;
- U.S. Department of Defense
- U.S. Department of Health and Human Services;
- U.S. Department of Homeland Security;
- U.S. Environmental Protection Agency;
- U.S. Forest Service; and the
- U.S. Natural Resource Conservation Service.

4

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Primary roles involved during the initial emergency response will focus on first responders, such as fire districts and police departments and sometimes involving hospitals, local health departments, and regional response teams. Typically, as the emergency situation evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand responsibility for active coordination of the response to agencies or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receive priority.

4.1 General

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively and efficiently responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life property from the effects of hazardous events. This EOP should be used when the City of Keizer or emergency response agencies are reaching or have exceeded their ability to respond to an emergency incident using available and appropriate local resources.

When emergency situations arise and it is determined normal organization, functions, and available resources of City government are insufficient to effectively meet response activity needs, the Emergency Manager will activate and implement all or part of this EOP. In addition, the Emergency Manager may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and duration.

Responsibilities include management and coordination of large-scale events, identifying and obtaining additional assistance/resources for emergency response agencies from the County, State, and/or Federal government through the City Emergency Operations Organization.

All involved City emergency service providers will implement individual EOPs, standard operating procedures, and supporting processes in support of City emergency operations.

Upon activation of all or part of this EOP, the Emergency Manager or designee will implement the following actions immediately:

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- Alert threatened populations and initiate evacuation as necessary. **Refer to the Emergency Services Functional Annex for more detailed information and specific procedures for issuing citywide warnings and alerts;**
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. **Refer to the Human Services Functional Annex for more detailed information and specific procedures associated with sheltering, mass care, and related human services;**
- Instruct appropriate City emergency service providers to activate necessary resources;
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies;
- Request the City Council to prepare and submit a formal Declaration of Emergency through Marion County Emergency Management when it is determined local resources will not meet the need of local emergency operations. The official declaration may be preceded by a verbal statement;
- Instruct any residents outside the determined risk area to remain at home, improve their protection, and obtain food and other necessities through retail outlets in the vicinity. In emergencies, evacuating people will primarily be done by family groups using private vehicles. Any resident who decides to remain in a risk area following an evacuation order will be informed that services within that area will be severely limited or non-existent due to emergency-imposed regulations; and
- Deploy City personnel and support staff to restore normal activity and provide essential community services as soon as possible following the emergency. **Additional information regarding community recovery procedures can be found in the Emergency Services Functional Annex.**

4.1.1 Emergency Operations Center Activation

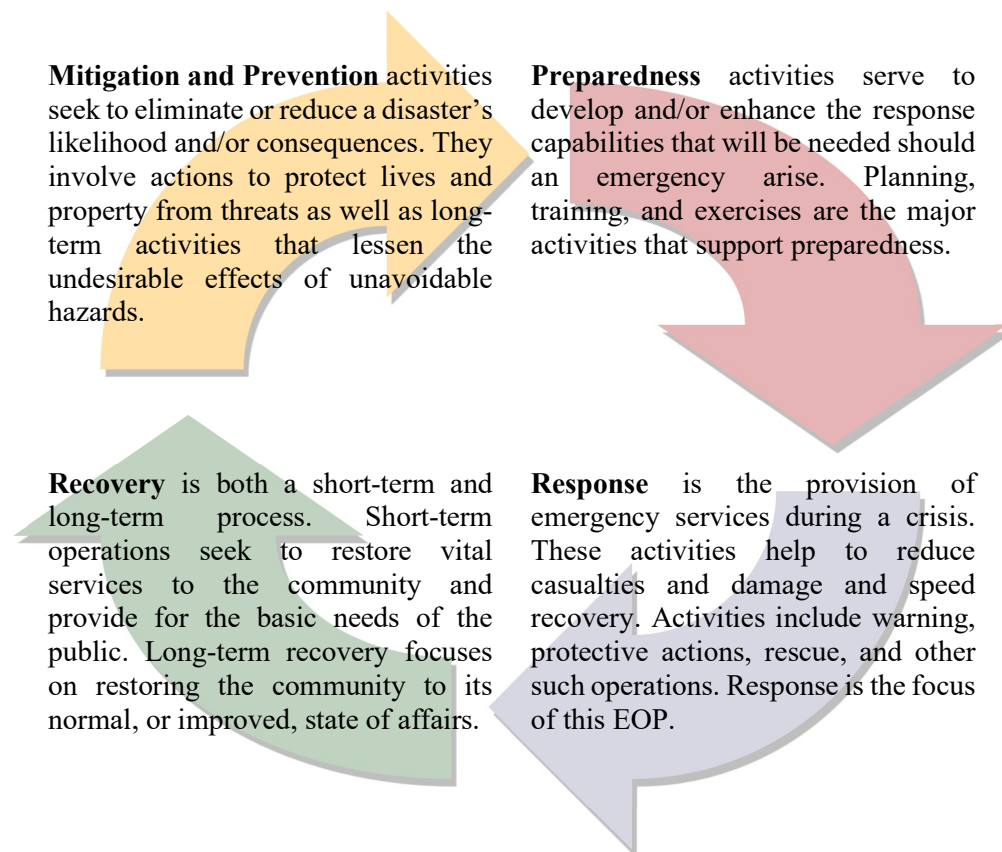
The City Manager has primary authority to initiate activation of the Emergency Operations Center (EOC), but if the City Manager is not available and conditions warrant, EOC activation can be ordered by the Emergency Manager or the Incident Commander. Upon activation of the EOC, the City Manager, at his or her discretion may assume the role of Incident Commander.

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The person activating the EOC shall ensure Marion County Emergency Management has been advised that the EOC has been activated and given a brief description of the incident. As soon as possible, Marion County Emergency Management shall be more completely briefed and advised whether a request for disaster declaration is likely.

4.2 Phases of Emergency Management

This EOP adheres to the emergency management principle of all-hazards planning, which is predicated on the fact that most responsibilities and functions performed during an emergency are not hazard-specific. It should be noted that this is an *emergency operations* plan rather than a *comprehensive emergency management* plan, as its emphasis is on *incident* management rather than on *program* management. That said, this EOP impacts and is informed by activities conducted before and after any emergency operations take place; consequently, a brief description of the four phases of emergency management is provided below.



Additionally, this EOP is implemented within the context of a continuous stream of incidents, events, and occurrences, any of which may develop into an emergency. Maintaining situational awareness is essential to maintaining a forward-leaning posture that facilitates rapid response. Situational awareness refers to the ongoing process of collecting, analyzing, and disseminating intelligence, information, and knowledge to allow organizations and individuals to anticipate requirements and to react quickly and effectively. Situational

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awareness comprises an interactive process of sharing and evaluating information from multiple sources, integrating communications and reporting activities and activities to forecast or predict incidents to detect and monitor threats and hazards. These activities are the basis for advice, alert and warning, intelligence and information-sharing, technical assistance, consultations, notifications, and informed decision making at all interagency and intergovernmental levels, as well as on the part of the private sector and the public.

4.3 Incident Levels

To ensure that incident management activities are proportionate and appropriate to the situation, it is necessary to establish a graduated spectrum of response postures that correlate incident conditions to incident management actions. The City of Keizer has adopted the following set of incident levels. These levels are consistent with Marion County and other municipalities within the County.

4.3.1 Emergency Incident

This is a day-to-day emergency response generally handled within the normal organizational procedures of a City department or agency.

4.3.2 Special Emergency

This is an incident that has special or unusual characteristics requiring response and/or support by more than one department or agency and may require use of this plan but not require the activation of the EOC. It may require a local Declaration of Emergency to access County and State resources or to enact emergency ordinances.

An example of a special emergency would be a hazardous materials spill that occurred on the boundary of two jurisdictions and required an evacuation of a significant area.

4.3.3 Major Emergency

This is an occurrence that requires a multi-agency response, allocation of resources, emergency services, and support not normally serving the area, and one that affects a large portion of the population, property, and critical services in Marion County including the City of Keizer. Additional resources and coordination would likely be provided through the activation of the EOC and a request for State and Federal aid through a Declaration of Emergency may be necessary.

The Marion County EOC may act as a multi-agency coordination center in the event of a large-scale multi-jurisdictional event and include representation from the City of Keizer if deemed necessary.

4.3.4 Disaster

An incident such as an earthquake, flood, wildfire, or large-scale industrial accident requires the coordinated response of all levels of government to save the lives and

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protect the property of a large portion of the Marion County population. Alternatively, there may exist credible source information regarding a threat to a specific asset or target. Such an emergency may give rise to a need for evacuation and sheltering of a majority of the affected population. Under such conditions, this plan will be implemented and the EOC fully activated.

Disasters are determined by a measurement of total impact of a "state of emergency" in a community and demand a crisis response beyond the capability of local government. The Columbus Day windstorm of 1962 was a disaster for Marion County and much of Western Oregon. A more recent event that qualified as a "Presidential Disaster" was the February 1996 flood.

4.3.5 Catastrophic Disaster

A catastrophic disaster is a sudden incident occurs that results in large-scale casualties, large numbers of evacuees, and/or widespread property loss; overwhelmed local and State response capabilities, and long-term impacts on the incident area. This level of disaster also includes situations when a terrorist attack involving WMD has occurred or, based on credible and corroborated intelligence, is imminent. Under such conditions, this plan will be implemented and the EOC fully activated.

4.4 Incident Management

4.4.1 Activation

When an emergency situation arises and it is determined that the normal organization and functions of City government are insufficient to effectively meet response requirements, the Emergency Manager will activate and implement all or part of this EOP. In addition, the Emergency Manager may partially or fully activate and staff the City EOC based on an emergency's type, size, severity, and anticipated duration. Concurrently, all involved City emergency services will implement their respective plans, procedures, and processes and will provide Keizer Emergency Operations Organization with the following information.

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

4.4.2 Response Priorities

1. Self-Preservation

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Protection of City employees and their dependents from the effects of an incident. The expectation would be that the employee's family would be sufficiently prepared to be self-reliant after the initial incident for the employee to provide timely lifesaving services and other critical operations as effectively and with as little interruption as possible. Self-preservation includes actions taken immediately before, during, and after an event.

2. Lifesaving/Protection of Property

Focus efforts on saving lives of persons other than City employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.

3. Unit Reconstitution

Reconstitution of Unit (recall of critical employees if the incident occurs during non-working hours, off-duty), and the collection, inventory, temporary repair and allocation of City assets to provide maximum prompt, sustained operations in response to a disaster. This would include activation of the City EOC for the purpose of coordinating emergency response activities.

4. Emergency Food and Temporary Housing Plan

Provision of food and temporary housing for disaster victims would become an immediate priority and would be done primarily through the American Red Cross with coordination from the Incident Commander or EOC, if activated.

5. Restoration of Infrastructure

Restoration of the City's critical infrastructure (utilities, roads, buildings, etc.) would be a prime concern that would require the coordination of local, County, State, and Federal agencies with the private sector.

6. Statutory Response

Providing a partial or full range of City services beyond that of lifesaving and security, law enforcement, during a disaster. Included under statutory response (ORS 401.305) is City support to other units of local government in their assigned missions, i.e., coordinating additional resources, declaring a state of emergency, and requesting County, State, and Federal assistance.

7. Recovery

Recovery includes restoration of lost or impaired capabilities caused by the effects of the disaster or other emergency; return to normal operating conditions and providing non-emergency services to the public.

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4.4.3 Initial Actions

Upon activation of all or part of this EOP, the Emergency Manager or designee will implement the following actions immediately:

- Alert threatened populations and initiate evacuation as necessary in accordance with the Emergency Services Functional Annex of this EOP;
- Initiate emergency sheltering procedures with the American Red Cross and other community partners if evacuation procedures are activated. Refer to the Human Services Functional Annex for more detailed information and specific activities associated with sheltering, mass care, and related human services;
- Instruct appropriate City emergency services to activate necessary resources;
- Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies. Refer to the Emergency Services Functional Annex for more detailed information and specific activities;
- Request the City Council to prepare and submit a formal Declaration of Emergency to Marion County Emergency Management when it is determined local resources will not meet the need of local emergency operations. The official declaration may be preceded by a verbal statement; and
- Prepare to staff the City EOC on 12-hour shifts for the duration of the incident.

4.4.4 Communications, Notification, and Warning

Traditional communication lines, such as landline telephones, cellular phones, faxes, pager, internet/e-mail, and radios, will also be used by City response personnel throughout the duration of response activities. Specific information regarding Keizer communications is provided in the Emergency Services Annex.

A public warning and broadcast system is established for Marion County to provide emergency information and instructions during a pending or actual emergency incident or disaster. The Emergency Manager shall provide the public with educational/instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. The Emergency Services Functional Annex provides detailed information on how these systems are accessed, managed, and operated throughout an emergency's duration. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained through each individual agency. Activation of additional Keizer response staff and services is

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accomplished through the Willamette Valley Communication Center and can be coordinated through the Incident Commander City EOC, if activated

4.4.5 Direction and Control

Direction and control of Keizer emergency operations will be via the Incident Command System and the Multi-Agency Coordination System as described in Section 5, Command and Control.

4.4.6 Inter-Jurisdictional Coordination

Municipalities. The executives of the incorporated cities within Marion County are responsible for the direction and control of their local resources during emergencies, including requesting additional resources not covered under mutual aid for emergency operations. Such requests shall be directed to Marion County Emergency Management, including any requests for a state Declaration of Emergency or presidential disaster declaration.

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

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

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County Government. The Marion County Emergency Management Organization as defined in the Marion County Emergency Operations Plan can be activated through the Department of Public Works, Emergency Management Division. The County provides direct County agency support at the local level, and serves as a channel for obtaining resources from outside the County structure, including the assistance provided by state, regional, and federal Agencies. Local resources (personnel, equipment, funds, etc.) should be exhausted or projected to be exhausted before the County requests State assistance.

Mutual Aid. State law (ORS 401.480 and 401.490) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their need (e.g., the Omnibus Mutual Aid Agreement). Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. However, without a mutual aid agreement, both parties must be aware that state statute does not provide umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).

State Government. The State emergency organization as defined in the State of Oregon Emergency Operations Plan can be activated through the Department of State Police, Emergency Management Division. This division provides a duty officer at all times. The State provides direct State agency support to the local level, and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the federal government.

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

4.5 Transition to Recovery

4.5.1 Demobilization

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

4.5.2 Recovery

Recovery comprises steps the City will take during and after an emergency to restore government function and community services to levels existing prior to the emergency. 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, such as bringing necessary lifeline systems (e.g., power, communication, water and sewage, disposal of solid and hazardous wastes, or

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removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the City can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved state of affairs. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase to reassess applications, processes, and functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available if it can be shown extra repairs will mitigate or lessen the chances of, or damages caused by, another such similar disaster.

The Emergency Services Functional Annex to this EOP summarizes specific procedures and plans to support recovery, mitigation, and economic stabilization for the City following a disaster. In addition, a Recovery Strategy is being established for Keizer and will be implemented in conjunction with this EOP as warranted by emergency incidents. This strategy addresses the following topics:

- Responsibilities and procedures for damage assessment;
- Request procedures for recovery assistance;
- Redevelopment planning;
- Public information on available recovery assistance; and
- Capturing and implementing lessons learned.

5

Command and Control

In accordance with ORS 401.025, the responsibility for emergency management and direction and control in time of disaster belongs to the elected Keizer City Council. The City Manager is empowered to assume executive control over all departments, divisions, and offices of the City of Keizer during a state of emergency. The City Manager is responsible for performing such duties as causing emergency measures to be enforced and designating emergency areas. The City Manager may declare a “state of emergency” and may place this plan into effect, and may activate and staff the City EOC on 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 Mayor and City Council at the first available opportunity.

The Emergency Manager is responsible for assuring that coordinated and effective emergency response systems are developed and maintained. Existing government agencies will perform emergency activities closely related to those they perform routinely.

Specific positions and agencies are responsible for fulfilling their obligations as presented in this EOP and individual annexes. The City Manager will provide overall direction of response activities for all Keizer departments. In accordance with state statute, as amended, the City Manager may take extraordinary measures in the interest of effective emergency management. Department heads will retain control over their employees and equipment unless directed otherwise by the City Manager. Each agency will be responsible for having its own standard operating procedures to be followed during response operations.

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

5.1 Continuity of Operations/Continuity of Government

In event that the Emergency Manager is unavailable or unable to perform his/her duties under this plan, the duties shall be performed by a designated alternate or the Incident Commander until an alternate can be assigned.

Keizer has developed the following stabilization/restoration sequence in support of continuity of operations.

5. Command and Control

Table 5-1 Incident Stabilization/Restoration Sequence

	Priority 1	Priority 2	Priority 3
Personnel	City Manager Response Personnel EOC Staff Mayor	Workers essential to reconstruction, debris and waste disposal	Personnel necessary for economic recovery
Water	Potable water Fire Suppression	Industrial process Sanitation	Irrigation
Facilities	EOC Fire/Police Stations Red Cross Shelters Water Shop	Schools City Hall Grocery Stores	Group Homes Other City facilities
Communications	Emergency Response EOC	Phones on Essential Circuits Data and other commercial communications services	
Energy	Power to fuel pumps Power to EOC Power to City Computers Power to water pump and Sewer Lift Stations Power to Shelters	Heating/Cooking	
Transportation	Primary Arterials Ambulances Evacuation Assistance	Collector Streets	Freight Service Private Autos
THE PRIORITIES REFLECTED IN THIS TABLE ARE GENERAL GUIDELINES FOR RETURNING THE CITY TO OPERATIONAL AND ECONOMICAL NORMALCY.			
Later priorities include banking facilities, insurance firms, pharmaceuticals, etc.			

5.1 Incident Command System (ICS)

In Oregon, implementation of NIMS and ICS is mandatory during an emergency incident. The NIMS is a comprehensive, national approach to incident management applicable to all jurisdictional levels and across functional disciplines. ICS is a standardized, flexible, scalable all-hazard incident management system designed to begin developing from the time an incident occurs and continue until the need for management and operations no longer exists. The ICS structure can be expanded or contracted depending on the

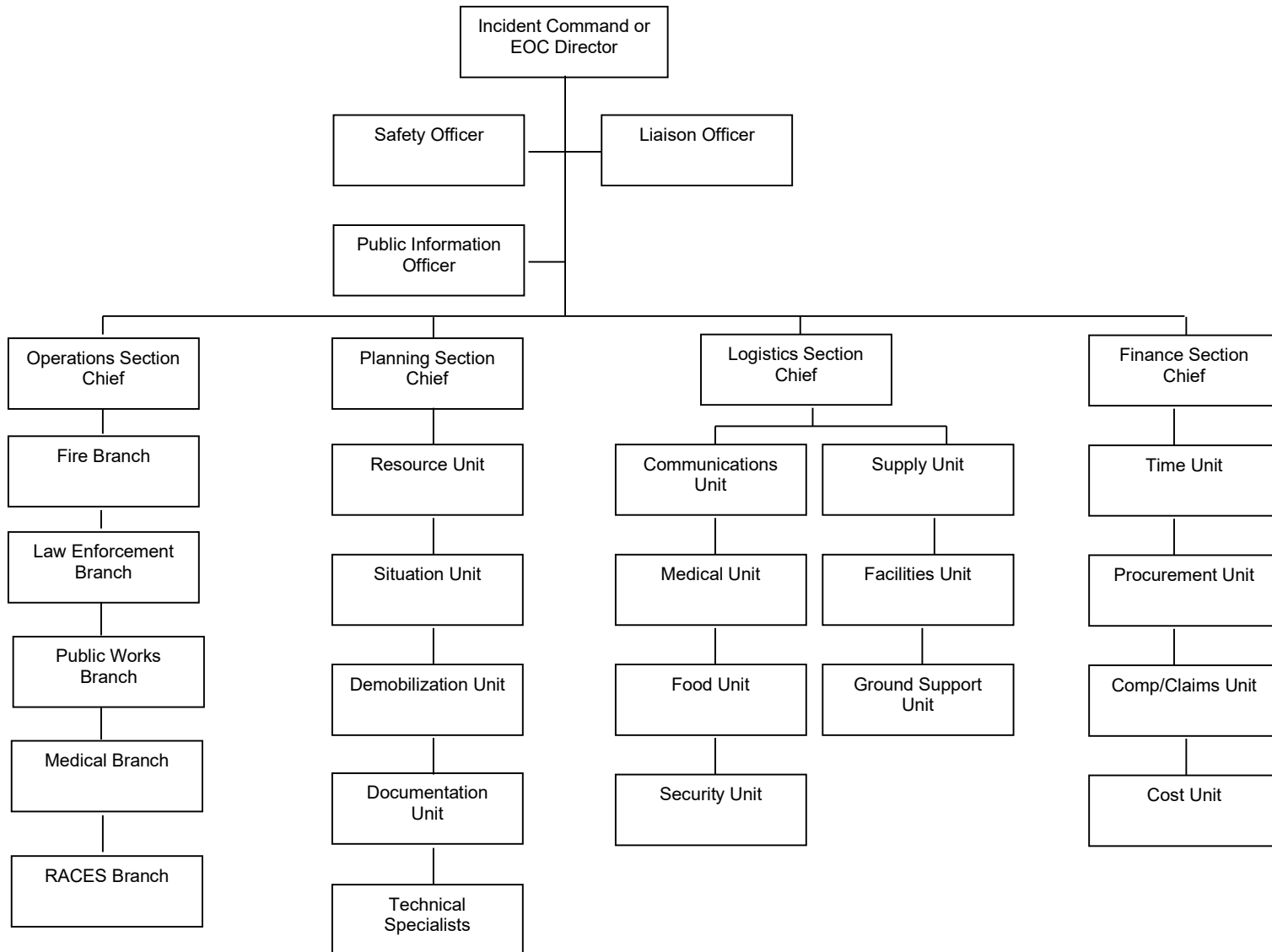
5. Command and Control

incident's changing conditions. The system consists of practices for managing resources and activities during an emergency response. The ICS positions can be filled with qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. The use of ICS allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration. Additional information regarding the Keizer Emergency Management Organization command structure is in the Emergency Services Functional Annex.

The Keizer EOC has established a command structure, supporting activation and operational procedures, and position checklists compliant with NIMS/ICS. This information is available through the Emergency Manager and is located at the EOC in hardcopy format. A typical ICS organizational chart for Keizer is presented in Figure 5-1.

The use of plain language will be implemented during a multi-jurisdictional emergency response occurring in Keizer and is essential to public safety, especially the safety of first responders and those affected by the incident. The use of common terminology enables area commanders, State and local EOC personnel, Federal operational coordinators, and responders to communicate clearly with each other and effectively coordinate response activities, no matter what the size, scope, or complexity of the incident. The ability of responders from different jurisdictions and different disciplines to work together depends greatly on their ability to communicate with each other.

Figure 5-1 Example of an Incident Command System Structure for the City of Keizer



5. Command and Control

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the City. Thus, it is imperative all primary and alternate EOC staff are trained on ICS functions other than those matching their expertise and experience. Regularly exercising the ICS, including sub-functions and liaison roles with volunteers and other support staff, will improve overall EOC operation efficiency and add depth to existing City emergency management and response organizations.

Current training and operational requirements set forth under NIMS has been adopted and implemented by Keizer. Training requirements apply to all first responders and disaster workers, including first-line supervisors, middle managers, and command and general staff. The NIMS identifies these positions as the following:

- Emergency medical service personnel;
- Firefighters;
- Hospital staff;
- Law enforcement personnel;
- Public health personnel;
- Public works/utility personnel;
- Skilled support personnel;
- Other emergency management response personnel; and
- Support, volunteer personnel at all levels.

5.1.1 Command Staff

Incident Commander

In most cases, the initial IC will be the first responder managing the response. As the incident progresses to the recovery phase, a different agency representative, or appointed official may transition into the IC role. Additional information on typical ICS assignments for Keizer regarding lead and support roles during emergency response is provided in the Functional Annexes as well as the Incident Annexes attached to this EOP.

In general, the IC is responsible for all functions not assigned to one of the primary sections and for the following specific tasks:

- Determining incident objectives and strategies;
- Approving and supporting implementation of an Incident Action Plan (IAP);
- Coordinating all activities supporting the incident or event;
- Approving release of information through the PIO; and

5. Command and Control

- Performing the duties of the following command staff if no one is assigned to the position:
 - Safety Officer;
 - Public Information Officer (PIO); and
 - Liaison Officer.

Safety Officer

The Safety Officer is generally responsible for:

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

Public Information Officer (PIO)

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

- Developing and coordinating release of information to incident personnel, media, and the general public;
- Coordinating information sharing among the public information network through the use of a Joint Information System and, if applicable, establishing and staffing a Joint Information Center;
- Implementing information clearance processes with the IC; and
- Conducting and/or managing media briefings and implementing media-monitoring activities.

Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident that has occurred. Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services

5. Command and Control

(American Red Cross). Responsibilities typically included in a liaison role include:

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

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

5.1.2 General Staff

Operations Chief

The Operations Chief position is typically filled by the lead agency managing response activities for a specific type of incident. The Operations Section is organized into functional units representing agencies involved in tactical operations. Thus, typical agencies included in the Operations Section are: fire (emergencies dealing with fire, earthquake with rescue, or HazMat), law enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations), public health officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health), and public works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse). Private entities, companies, and non-governmental organizations may also support the Operations Section. The Operations Chief is responsible for:

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

5. Command and Control

Planning Chief

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

- Collecting, evaluating, and distributing information on the incident, and providing a status summary;
- Preparing and disseminating the IAP;
- Conducting planning meetings and developing alternatives for tactical operations; and
- Maintaining resource status.

Logistics Chief

The Logistics Section is typically supported by units including: Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into a Service Branch and a Support Branch. The Logistics Chief is responsible for:

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

Finance/Administration

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

- Monitoring costs related to the incident;
- Maintaining accounting, procurement, and personnel time records; and

- Conducting cost analyses.

5.2 Multi-Agency Coordination

5.2.1 Emergency Operations Center

All tactical and strategic operations occurring at the incident(s) will be coordinated and communicated through the City EOC to track, manage, and allocate appropriate resources and personnel. In such a situation, the Keizer EOC will operate as an element of the Multi-Agency Coordination System, serving as the central node for vertical and horizontal coordination. The EOC Director is responsible for organization, supervision, and operation of the EOC. The EOC Director is the Emergency Program Manager or designee.

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

Keizer Police Department
930 Chemawa Road NE
Keizer, Oregon 97303

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

Keizer Rural Fire Protection District
661 Chemawa Road NE
Keizer, Oregon 97303

Other agencies may activate and staff individual Agency Operations Center (AOC) facilities for various types of emergencies. The City EOC will serve as the central point for coordination of response operations, resource requests and tracking, public information, and overall incident management for the City of Keizer.

5.2.2 Unified Command

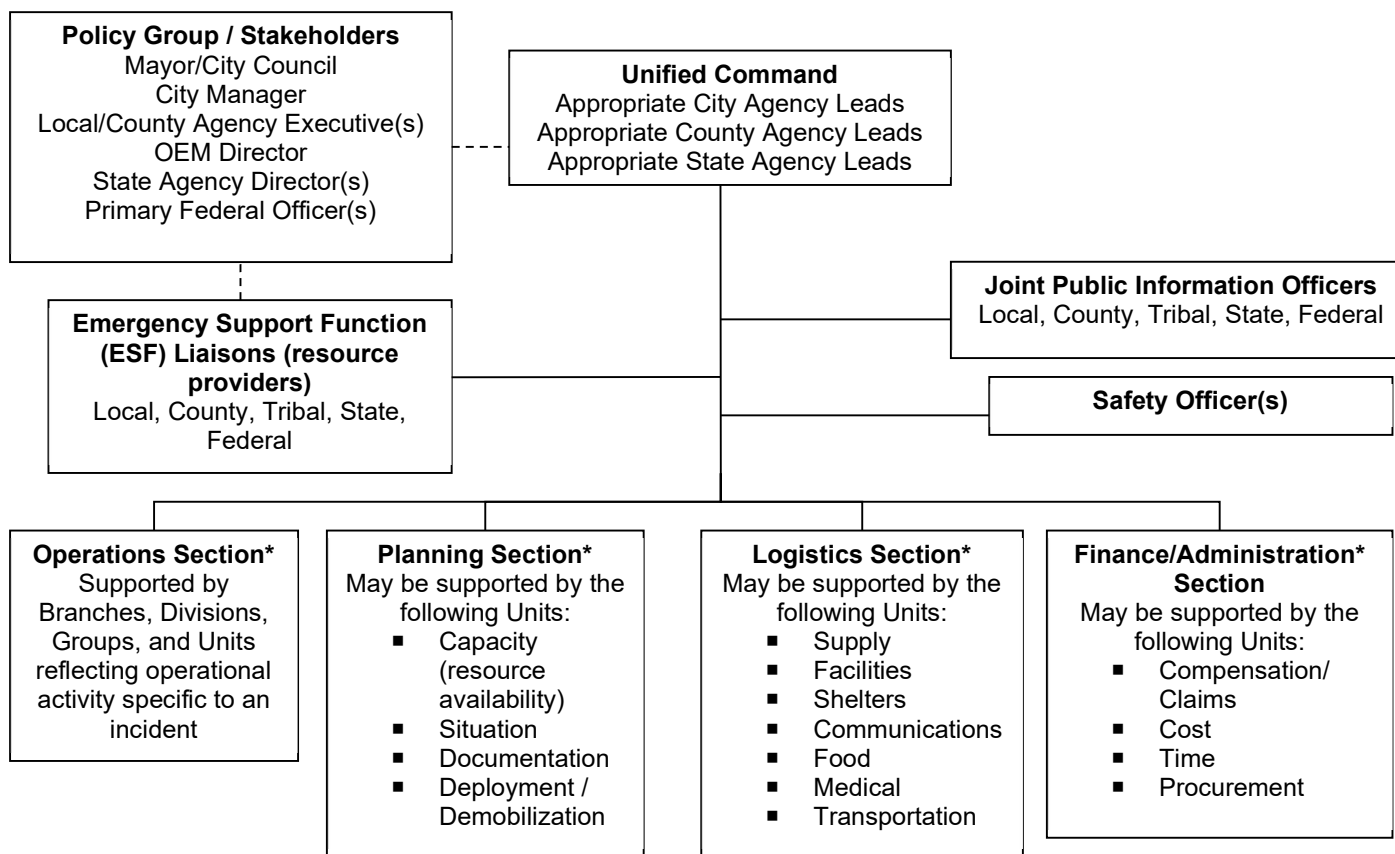
In some incidents, several organizations may share response authority. ICS has the advantage of combining different local, County, regional, State, and Federal agencies into the same organizational system, maximizing coordination of response activities and avoiding duplication of efforts. A structure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

In a large incident involving multiple jurisdictions and/or regional, State, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional persons are not required, the IC will directly manage all aspects of the incident organization. Figure 5-2 is an example of a UC

5. Command and Control

organizational chart for Keizer. It provides operational flexibility to expand or contract staffing depending on the incident's nature and size.

Figure 5-2 Example Unified Command Structure for Keizer



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

6

Plan Development, Maintenance, and Implementation

If a plan is to be effective, its contents must be known and understood by those who are responsible for its implementation. The Emergency Manager will brief the appropriate public and private officials concerning their role in emergency management and ensure proper distribution of the plan, including any amendments made to the plan.

All agencies will be responsible for the development and maintenance of their respective annexes and standard operating procedures as identified on the "Annex Assignment" page located at the front of this EOP. The Emergency Manager will be responsible for ensuring that an annual review of the plan is conducted by all officials involved, and that the plan is re-certified every three years by the chief elected officials of Keizer.

The plan will be updated, as necessary, based upon deficiencies identified through drills and exercises, actual responses, or changes in local government structure or the risk environment. The Emergency Manager will incorporate approved changes to the plan and will forward changes to all organizations and individuals identified as having responsibility for implementation. The plan will be activated at least once a year in the form of a simulated emergency to provide practical experience for those with EOC responsibilities.

This plan supersedes and rescinds all previous editions of the Keizer Emergency Operations Plan and is effective upon adoption by resolution by the City Council. 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 the plan.

A

Disaster Declaration Forms

A. Disaster Declaration Forms

DECLARATION OF STATE OF EMERGENCY

To: Office of Emergency Management, Marion County

From: _____, City of Keizer

At _____ (time) on _____ (date), a/an _____
_____ (emergency incident or event type) occurred in Keizer
threatening life and property.

The current situation and conditions are: _____

The geographic boundaries of the emergency are: _____

I DO HEREBY DECLARE THAT A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF KEIZER AND THAT THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. I RESPECTFULLY REQUEST THAT THE COUNTY PROVIDE ASSISTANCE, CONSIDER THE CITY AN "EMERGENCY AREA" AS PROVIDED FOR IN ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT

Signed: _____ Title _____ Date & Time: _____

B

Incident Command System Forms

Index of Incident Command System Forms

ICS Form Number	Form Title	Prepared By
ICS 201	Incident Briefing	Initial Incident Commander
ICS 202	Incident Objectives	Planning Section Chief
ICS 203	Organization Assignment List	Resources Unit Leader
ICS204	Assignment List	Resources Unit Leader and Operations Section Chief
ICS 204a	Assignment List Attachments	Operations and Planning Sections Staff
ICS 205	Incident Radio Communications Plan	Communications Unit Leader
ICS 205a	Communications List	Communications Unit Leader
ICS 206	Medical Plan	Medical Unit Leader
ICS 207	Organizational Chart	Resources Unit Leader
ICS 208	Site Safety Plan	Safety Officer
ICS 209	Incident Status Summary	Situation Unit Leader
ICS 210	Status Change Card	On-scene Incident Dispatcher
ICS 211	Check-In List	Resource Unit/Check-in Recorder
ICS 213	General Message	Any message originator
ICS 213 RR	Resource Request Message	Any Resource Requestor
ICS 214	Unit Log	All Sections and Units
ICS 215	Operational Planning Worksheet	Operations Section Chief
ICS215a	Hazard/Risk Analysis Worksheet	Safety Officer
ICS 218	Support Vehicle/Vessel Inventory	Group/Vessel Support Unit Leaders
ICS 219	Resource Status Card	Resources Unit Leader
ICS 220	Air Operations Summary Worksheet	Operations Section Chief or Air Branch Director
ICS 221	Demobilization Checkout	Demobilization Unit Leader
ICS 230	Daily Meeting Schedule	Situation Unit Leader
ICS 232	Resources at Risk Summary	Environmental Unit Leader
ICS 233	Open Action Tracking	Situation Unit Leader
ICS 234	Work Analysis Matrix	Operations and Planning Section Chiefs

C

Emergency Operations Center Position Checklists

D

Mutual Aid Agreements

D. Mutual Aid Agreements

The City of Keizer will develop and maintain mutual aid agreements, both formal and informal which facilitate bringing additional resources to the scene of an emergency. Each department is responsible for developing those agreements necessary to augment available resources. Some of these agreements are outlined below:

- Emergency Water Agreement. Dated February 6, 1987. This agreement between City of Salem and City of Keizer provides for surplus water under emergency conditions.
- Intergovernmental Emergency Management Cooperative Agreement. This agreement provides emergency management support between Marion Count and the City of Keizer. Dated August 5, 1996.
- Marion County Ambulance Service Area Mutual Aid Agreements. These agreements provide for resource support between EMS providers.
- Marion County Fire Protection Mutual Aid Agreements. This agreement provides for fire protection resources between neighboring fire districts. Adopted October 26, 2006.
- Mid-Willamette Valley Police Mutual Aid Agreement. This agreement provides for local law enforcement agencies to provide back-up law enforcement services. Dated June 1, 1991.
- Mutual Aid and Assistance Agreement for the Provision of Emergency Services Related to Water and Wastewater Utilities. This agreement between the City of Keizer and Oregon Water and Wastewater Response Network provides for emergency water and wastewater services. Dated August 9, 2007.

E

Emergency Contact List

E. Emergency Contact List

Ask Captain Teague if he would like this to be added?

F

Radio Frequency List

F. Radio Frequency List

The City of Keizer, as well as Marion County, has created a radio frequency list and directories which are updated on a regular basis. These lists should be referred to for the most accurate resource information.

Channel & Users	Transmit	Tone	Receive	Tone
Marion County Fire Departments				
NORTH 1 (F2), Alert and Working: Aurora, Drakes Crossing, Hubbard, Monitor, Keizer, Silverton, St. Paul, Woodburn	154.160	123.0	154.160	None
NORTH 2, Woodburn	159.35	123.0	159.345	123.0
NORTH 3	UHF Trunked		UHF Trunked	
NORTH 4	UHF Trunked		UHF Trunked	
WOODBURN AMBULANCE, EMS	155.205	136.5	155.205	136.5
CENTRAL 1 (F5) Alert/Admin: MCFD#1	154.385	123.0	154.385	None
CENTRAL 2 (F1) Working: Keizer, Salem (800 primary, VHF backup)	153.770	123.0	153.770	None
CENTRAL 3, Working: PCFD#1	154.235	123.0	154.235	None
CENTRAL 4, Working: Dallas	154.445	123.0	154.445	None
SOUTH 1 (F3), Alert: Aumsville, Gates, Idanha-Detroit, Jefferson, Mill City, Stayton, Sublimity, Turner	154.415	123.0	154.415	None
SOUTH 2, Working: Sublimity, South County	154.010	123.0	154.010	None
SOUTH 3, Working: Sublimity, South County	154.250	123.0	154.250	123.0
SOUTH 4, Working: Stayton, South County	154.295	123.0	154.295	None
SANTIAM AMBULANCE, EMS	155.295	123.0	155.295	123.0
Linn County Fire Departments				
LINN F-1, Dispatch	154.310	167.9	154.310	167.9
LINN F-2, West	154.130	167.9	154.130	167.9
LINN F-3, East	153.995	167.9	153.995	167.9
Clackamas County Fire Departments				
CLACKAMAS F-1	154.190	91.50	154.190	91.5
CLACKAMAS F-2	153.890	91.50	153.890	91.5
CLACKAMAS F-3 (County)	154.220	91.50	154.220	91.5
CLACKAMAS F-4 (County)	154.325	91.50	154.325	91.5
CLACKAMAS F-5 (Local)	153.830	91.50	153.830	91.5
CLACKAMAS F-6 (Local)	154.205	91.50	154.205	None
CLACKAMAS F-7 (Local)	154.340	91.50	154.340	91.5
Clackamas County EOC Operations	145.210	110.9		110.9
Clackamas Regional Coordination for Regional Message Exchange	147.230			
State Fire Marshal's Office				
STATE FIRE NET (F-4)	154.280		154.280	
STATE TRAINING	154.830		154.830	
Marion County Police Departments				
Aumsville Police	154.040		154.040	

F. Radio Frequency List

Channel & Users	Transmit	Tone	Receive	Tone
Aurora Police	155.640	100.0	154.740	100.0
Gervais Police	155.640	100.0	155.740	100.0
Hubbard Police	158.770		155.130	
Keizer Police	800		800	
Marion County Sheriff's Office – MCSO1	155.640	100.0	154.740	100.0
Car-car (simplex)	154.740	100.0	154.740	100.0
Marion County Sheriff's Office – MCSO3	155.730	100.0	154.905	100.0
Civil, Dog Control	155.865	100.0	155.865	100.0
Sheriff's Net	460.500		460.500	
County Search and Rescue	155.805		155.805	
Civil Defense Net	46.580		46.580	
ARES VHF Packet: HF Voice: 3.993.5 7.228 1.928	145.650		145.650	
RACES (Ham) Disaster Net	146.260		146.860	
ELT Frequency (AM)	121.500		121.500	
Aircraft SAR (AM)	123.100 122.900		123.100 122.900	
Keizer Police	155.010	100.0	155.010	100.0
Salem Police (mobile)	465.475 460.475 465.075 460.075	192.8 192.8 192.8 192.8	460.475 460.475 460.75 460.475	192.8 192.8 192.8 192.8
Silverton Police Channel #1	158.895	100.0	154.815	100.0
Silverton Police Channel #2	155.535	100.0	155.535	100.0
Silverton Police Channel #3	155.370	100.0	155.370	100.0
Stayton Police	154.830	123.0	154.830	123.0
Turner Police	154.830		154.830	
Woodburn Police	158.775	100.0	155.130	100.0
Public Works				
Aumsville Public Works	154.040		154.040	
Aurora Public Works	None			
Detroit Public Works	None			
Donald Public Works	None			
Gates Public Works	None			
Gervais Public Works	None			
Hubbard Public Works	154.980		154.980	
Idanha Public Works	None			
Jefferson Public Works	154.040		154.040	
Keizer Public Works	154.040		154.040	
Marion County	458.500	100.0	453.500	
Mill City Public Works	None			
Keizer Public Works	None			
Salem Public Works	(800) 158.940		(800) 158.940	
Silverton Public Works	155.040	167.9	155.040	
Scotts Mills	None			

F. Radio Frequency List

Channel & Users	Transmit	Tone	Receive	Tone
Sublimity Public Works	153.650	123	153.650	
Turner Public Works	154.040		154.040	
Stayton Public Works	153.770		153.770	
St. Paul Public Works	None			
Woodburn	154.115		154.115	
State Fire Net	154.280	None	154.280	None
Marion County – Misc.				
Marion Co. ESA Station (Channel 32)	450.150	100	450.150	
Marion Co. Health Department				Encode 109 Decode 109
Marion Co. Building Maintenance				
Marion Co. Building Inspection				Encode 112 Decode 112
Marion Co. Engineering				
Marion Co. Emergency Management				
Ham Channels (Marion County)				
West Salem: 146.860 Repeater	146.260	186.2	146.86	186.2
Ham Channels (Marion County)				
West Salem: 147.020 Repeater	147.620	None	147.020	None
Mary’s Peak: 146.780 Repeater	146.180	None	146.780	None
West Salem: 145.350 Repeater	144.750	None	145.350	None
Saddle Mt: 147.320 Repeater	147.920	None	147.320	None
No location, simplex: 146.520	146.520	None	146.520	None
Hospital/Ambulances (Marion County)				
Salem Hospital Hospital (HEAR) Hospital Primary Security	155.340 155.325 460.850	136.5	155.340 155.325 460.850	136.5
Santiam Hospital (HEAR) Channel 25	155.340	123.0	155.340	
Santiam Ambulance	155.295	123.0	155.295	
Silverton Hospital	155.340	203.5	155.340	
Silverton Ambulance	155.160	110	155.160	
Yamhill County				
Local Gov. Station	45.640	110.9	45.640	
Law Enforcement	45.980	Central: 110.9	45.320	
(EOC Radios)		East: 123.0 West: 156.7		
Law Enforcement Channel 2 (EOC Radios)	45.020	C: 110.9 S: 156.7 E: 123.0	45.460	
Fire Departments: Newberg	800 800	W: 156.7 C: 110.9	800, 46.100	

F. Radio Frequency List

Channel & Users	Transmit	Tone	Receive	Tone
All Others	46.100	E: 123.0		
Polk County				
Law Enforcement Channel 1	156.210	110.9	154.875	
Sheriff's Office (No.1)	156.210		156.875	
Fire Department	154.235	110.9	154.235	
Polk County EOC	146.86			
Linn County				
Halls Ridge	155.595	100.0	154.710	
Main	155.595	123.0	154.710	
Green Peter	155.595	156.7	154.710	
Talk Around	154.710	None	154.710	
Tri-County (Linn, Benton, Lincoln-Sheriff, OSP, PD)	155.010	None	155.010	
ODOT / 24-Hr Dispatch Center				
Channel 1, Prospect Hill	159.195	146.2	156.135	
Channel 2, Halls Ridge	159.195	156.7	156.135	
Channel 3, Hoodoo Butte	159.195	156.7	156.135	
Channel 4, Chehalem Mountain	159.195	156.7	156.135	
Channel 1, Mary's Peak	159.075	100.0	151.025	
Misc.				
Bureau of Land Management (Salem)	165.975		165.975	
Civil Defense	46.580		46.580	
CB Emergency Channel (CH9) (AM)	27.065		27.065	
School Districts	463.200		468.200	
Salem/Keizer School Districts	463.200		463.200	
	463.200		463.200	
	468.200		463.200	
Oregon Emergency Management				
Oregon Emergency Management	46.580		46.580	
Oregon National Guard	40.900, 41.500		40.900, 41.500	
Oregon State Forestry (Marion/Clackamas)	151.160		151.160	
Oregon State Highway Department	47.060		47.060	
American Red Cross	47.420		47.420	
State Search and Rescue	155.805		155.805	
Oregon State Police				
Halls Ridge	155.445	156.7	154.860	100.7
Prospect	159.150	156.7	155.910	150.7
Statewide direct Halls	154.935		154.935	
Capitol Mall	155.505	179.9	154.785	
Utilities				
NW Natural Gas	158.190		158.190	

F. Radio Frequency List

Channel & Users	Transmit	Tone	Receive	Tone
PGE	153.575		155.575	
Amateur:	48.060		48.060	
Freq. 2 meter: 146.8				
146.62				
145.47				
145.27				
UHF: 443.150				
Salem Electric	48.480		48.480	
Stayton Telephone	151.895		151.895	
Consumer Power	48.20	110.9	47.860	
Pacific Power & Light	153.695		160.095	
	153.725		159.930	
Qwest	451.300		456.300	
Union Pacific Railroad Mayday Message	161.55			
Freq.				

G

References

Federal

- Public Law 93 234, as amended, Flood Disaster Protection Act of 1973.
- Public law 93-288, The Disaster Relief Act of 1974, as amended by Public Law 100-707, The Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.
- The Code of Federal Regulations, Title 44, Part 206.
- Federal Emergency Management Agency, FEMA 64, Emergency Action Planning Guidelines for Dams, 1985.
- Federal Emergency Management Agency, State, and Local Guide 101.
- National Response Framework, 2008.
- National Incident Management System, 2004.

State

- Oregon Emergency Management. State of Oregon Emergency Declaration Guidelines for Local Elected and Appointed Officials. March 2005.
- Oregon Revised Statutes 401.305 through 401.335.
- Office of the State Fire Marshal. Oregon Fire Services Mobilization Plan. March 2004.

County

- Marion County Ordinance # 995
- Memoranda of Agreement / Understanding

G. References

City

- Keizer Resolution R2005-1628. Adopting the National Incident Management System.
- Keizer Resolution R2006-1675. Revising the Emergency Operations Plan.

Other

- Capitol Operation Area (Marion, Polk & Yamhill Counties) Emergency Alert System Plan. 2005.
- All other Public Laws or Executive Orders enacted or to be enacted which pertain to emergencies/disasters.

H

Glossary of Terms

GLOSSARY OF KEY TERMS

Actual Event: A disaster (natural or man-made) that has warranted action to protect life, property, environment, public health, or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

After Action Report: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

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

All Hazards: Any incident caused by terrorism, natural disasters, or any CBRNE accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

Area Command (Unified Area Command): An organization established (1) to oversee the management of multiple incidents that are each being handled by an ICS organization or (2) to oversee the management of large or multiple incidents to which several 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 multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision-making.

Assignments: Tasks given to resources to perform within a given operational period that are based on operational objectives defined in the IAP.

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

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

H. Glossary of Terms

Audit: Formal examination of an organization's or individual's accounts; a methodical examination and review.

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

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.

Chain-of-Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

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 by virtue of explicit statutory, regulatory, or delegated authority.

Command Staff: In an incident management organization, the Command Staff consists of the Incident Command 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.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

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

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

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

H. Glossary of Terms

Corrective Action: Improved procedures that are based on lessons learned from actual incidents or from training and exercises.

Corrective Action Plan: A process implemented after incidents or exercises to assess, investigate, and identify and implement appropriate solutions to prevent repeating problems encountered.

Critical Infrastructure: Systems and assets, 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. (Department of Homeland Security, National Response Plan (December 2004), 64.)

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.

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

Disciplines: A group of personnel with similar job roles and responsibilities. (e.g. law enforcement, firefighting, HazMat, EMS).

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 within the ICS organization between the branch and resources in the Operations Section.

Emergency: Absent a Presidential declared emergency, any incident(s), human-caused or natural, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, Federal assistance is needed to supplement State and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Management Assistance Compact: The Emergency Management Assistance Compact is an interstate mutual aid agreement that allows States to assist one another in responding to all kinds of natural and man-made disasters. It is administered by the National Emergency Management Association.

Emergency Operations Centers: The physical location at which the coordination of information and resources to support domestic 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

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organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., Federal, State, regional, County, City, tribal), or some combination thereof.

Emergency Operations Plan: The "steady-state" plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

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

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.

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

Evaluation: The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Exercise: Exercises are a planned and coordinated activity allowing homeland security and emergency management personnel (from first responders to senior officials) to demonstrate training, exercise plans, and practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents.

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

Federal Preparedness Funding: Funding designated for developing and/or enhancing State, Territorial, local, and tribal preparedness capabilities. This includes all funding streams that directly or indirectly support Homeland Security initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

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

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.

Homeland Security Exercise and Evaluation Program: A capabilities- and performance-based exercise program that provides a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at <http://www.hseep.dhs.gov>.

Improvement Plan: The After Action Report documents the performance of exercise related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions that the exercising jurisdiction(s) plans to take to address recommendations contained in the After Action Report.

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

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

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

Incident Command System: 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 the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions

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and functional agencies, both public and private, to organize field-level incident management operations.

Incident Commander: 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 Management Team: The IC and appropriate Command and General Staff personnel assigned to an incident.

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.

Incident-Specific Hazards: Anticipated events that may or may not occur that require coordinated response to protect life or property, e.g., pandemic flu, avian flu, etc.

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

Initial Response: Resources initially committed to an incident.

Intelligence Officer: The intelligence officer is responsible for managing internal information, intelligence, and operational security requirements supporting incident management activities. These may include information security and operational security activities, as well as the complex task of ensuring that sensitive information of all types (e.g., classified information, law enforcement sensitive information, proprietary information, or export-controlled information) is handled in a way that not only safeguards the information, but also ensures that it gets to those who need access to it to perform their missions effectively and safely.

Interagency: An organization or committee comprised of multiple agencies.

Interoperability & 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. (Department of Homeland Security, National Incident Management System (March 2004), 55.)

Inventory: An itemized list of current assets such as a catalog of the property or estate, or a list of goods on hand.

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

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

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

Lessons Learned: Knowledge gained through operational experience (actual events or exercises) that improve performance of others in the same discipline. For additional information please visit <https://www.llis.dhs.gov/>

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

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

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: Providing resources and other services to support incident management.
Logistics Section: The section responsible for providing facilities, services, and material support for the incident.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is:

Any natural catastrophe (including any hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought),

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or, regardless of cause, any fire, flood, or explosion, in any part of the United States, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this 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.

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

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

Multiagency Coordination Entity: A multiagency coordination entity functions within a broader multiagency coordination system. It may establish the priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination Systems: Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

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

Mutual-Aid Agreement: Written agreement between agencies and/or jurisdictions that they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

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

National Disaster Medical System: A cooperative, asset-sharing partnership between the Department of Health and Human Services, the Department of Veterans Affairs, the Department of Homeland Security, and the Department of Defense. National Disaster Medical System provides resources for meeting the continuity of care and mental health services requirements of the ESF 8 in the National Response Framework.

National Incident Management System: A system mandated by Homeland Security Presidential Directive-5 that provides a consistent nationwide approach for State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. Homeland Security Presidential Directive -5 identifies these as the ICS; multiagency coordination systems; 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 Plan: A plan mandated by Homeland Security Presidential Directive -5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

National Response Framework: A guide to how the Nation conducts all-hazards incident management. It is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the Nation. It is intended to capture specific authorities and best practices for managing incidents that range from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters. The National Response Framework replaces the former National Response Plan.

Non-Governmental Organization: An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of Non-Governmental Organizations include faith-based charity organizations and the American Red Cross.

No-Notice Events: An occurrence or event, natural or human-caused, that requires an emergency response to protect life or property (i.e. terrorist attacks and threats, wildland and urban fires, floods, hazardous materials spills, nuclear accident, aircraft accident, earthquakes, hurricanes, tornadoes, public health and medical emergencies etc.)

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.

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

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

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. For additional information, refer to http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf.

Planning: A method to developing objectives to be accomplished and incorporated into an EOP.

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

Planning Section: Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. 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 deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. 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.

Preparedness Organizations: The groups that provide interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations that meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area.

Preplanned Event: A preplanned event is a non-emergency activity. ICS can be used as the management system for events such as parades, concerts, or sporting events, etc.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence

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operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting, or disrupting illegal activity and apprehending potential perpetrators and bringing them to justice.

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

Processes: Systems of operations that incorporate standardized procedures, methodologies, and functions necessary to provide resources effectively and efficiently. These include resource typing, resource ordering and tracking, and coordination.

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

Public Information Systems: The processes, procedures, and systems for communicating timely and accurate information to the public during crisis or emergency situations.

Publications Management: The publications management subsystem includes materials development, publication control, publication supply, and distribution. The development and distribution of NIMS materials is managed through this subsystem. Consistent documentation is critical to success, because it ensures that all responders are familiar with the documentation used in a particular incident regardless of the location or the responding agencies involved.

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

Reception Area: This refers to a location separate from staging areas, where resources report in for processing and out-processing. Reception Areas provide accountability, security, situational awareness briefings, safety awareness, distribution of IAPs, supplies and equipment, feeding, and bed down.

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

Recovery Plan: A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

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

Resource Management: Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special State, local, and tribal teams; and resource mobilization protocols.

Resource Typing: Resource typing is 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. For additional information please visit <http://www.fema.gov/emergency/nims/rm/rt.shtm>.

Resource Typing Standard: Categorization and description of response resources that are commonly exchanged in disasters through mutual aid agreements. The FEMA/NIMS Integration Center Resource typing definitions provide emergency responders with the information and terminology they need to request and receive the appropriate resources during an emergency or 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: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

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.

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

Span of Control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under the NIMS, an appropriate span of control is between 1:3 and 1:7.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedures: A complete reference document that details the procedures for performing a single function or a number of independent functions.

Standardization: A principle of the NIMS that provides a set of standardized organizational structures (such as the ICS, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various area, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System (March 2004), 2.)

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Pub. L. 107-296, 116 Stat. 2135 (2002).

Strategic: Strategic elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities; the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategy: The general direction selected to accomplish incident objectives set by the IC.

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

Supporting Technologies: Any technology that may be used to support the NIMS is included in this subsystem. These technologies include orthophoto mapping, remote automatic weather stations, infrared technology, and communications, among various others.

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

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Technical Assistance: Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design and hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources and 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 a government 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).

Threat: An indication of possible violence, harm, or danger.

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

Training: Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

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 ICS that refers to capability. Type 1 is generally considered to be more capable than Types 2, 3, or 4, respectively, because of size; power; capacity; or, in the case of incident management teams, experience and qualifications.

Unified Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, 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.

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

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Volunteer: For purposes of the NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

Source: <https://nimcast.fema.gov/nimscast/index.jsp>



City Agency/County Emergency Support Function Cross-Reference Matrix

During a major emergency or disaster affecting Marion County or a portion thereof, City emergency response agencies and special districts may be asked support the larger response. The request for assistance would come from Marion County Emergency Management. The following matrix outlines the ESFs each agency/organization may be requested to support.

I. City Agency/County ESF Cross Reference Matrix

Marion County Emergency Support Functions															
Key:	ESF 1 – Transportation	ESF 2 – Communications	ESF 3 – Public Works and Engineering	ESF 4 – Fire Fighting	ESF 5 – Emergency Management	ESF 6 – Mass Care, Housing, and Human Services	ESF 7 – Resource Support	ESF 8 – Public Health and Medical Services	ESF 9 – Search and Rescue	ESF 10 – Oil and Hazardous Materials	ESF 11 – Food and Agriculture	ESF 12 – Energy	ESF 13 – Public Safety and Security	ESF 14 – Long-Term Community Recovery and Mitigation	ESF 15 – External Affairs
City of Keizer															
Mayor/City Council					S									S	S
City Manager					S									S	S
Emergency Management		S			S	S	S							S	S
Police Department		S			S		S		S	S			S	S	S
Public Works Department	S	S	S	S	S		S			S		S	S	S	S
Local Special Districts															
Keizer Rural Fire Protection District		S		S	S		S	S	S	S				S	S
Marion County Fire Protection District		S		S	S		S	S	S	S				S	S
Salem-Keizer School District	S					S									
Willamette Valley Communications Center		S													
Private/Non-Profit Organizations															
Area Ambulance Service Providers	S							S							
Area Hospitals								S							
Emergency Volunteers Assist Keizer					S	S									
Keizer Animal Rescue Emergency Shelter						S									
Local Radio and Television Stations		S													S
N.W. Natural Gas Company												S			
Portland General Electric												S			
Salvation Army						S									
Willamette Valley Chapter of the American Red Cross						S									



City of Keizer Emergency Operations Plan

November 2025

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Introductory Material

Promulgation Statement

A. KEIZER EMERGENCY OPERATIONS PLAN PROMULGATION

The primary role of government is to provide for the welfare of its citizens. The welfare and safety of citizens is never more threatened than during disasters. The goal of emergency management is to ensure that mitigation, preparedness, response, and recovery actions exist so that public welfare and safety is preserved.

The Keizer Emergency Operations Plan provides a comprehensive framework for city-wide emergency management. It addresses the roles and responsibilities of government organizations and provides a link to local, State, Federal, and private organizations and resources that may be activated to address disasters and emergencies in Keizer.

The Keizer Emergency Operations Plan ensures consistency with current policy guidance and describes the interrelationship with other levels of government. The plan will continue to evolve, responding to lessons learned from actual disaster and emergency experiences, ongoing planning efforts, training and exercise activities, and Federal guidance.

Therefore, in recognition of the emergency management responsibilities of Keizer government and with the authority vested in me as the City Manager of Keizer, I hereby promulgate the Keizer Emergency Operations Plan.

Adam Brown
City Manager, City of Keizer

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Approval and Implementation

- A. This plan supersedes the City of Keizer Emergency Operation Plan dated August 2011. The transfer of management authority for actions during an incident is done through the execution of a written delegation of authority from an agency to the incident commander. This procedure facilitates the transition between incident management levels. The delegation of authority is a part of the briefing package provided to an incoming incident management team. It should contain both the delegation of authority and specific limitations to that authority.

The Keizer Emergency Operations Plan delegates the Mayor's authority to specific individuals if he or she is unavailable. The chain of succession in a major emergency or disaster is as follows:

1. Emergency Manager
2. Chief of Police
3. Public Works Director

Date

Cathy Clark
Mayor, City of Keizer

Marlene Parsons
City Council Member

Shaney Starr
City Council President

Kyle Juran
City Council Member

Soraida Cross
City Vice-President Member

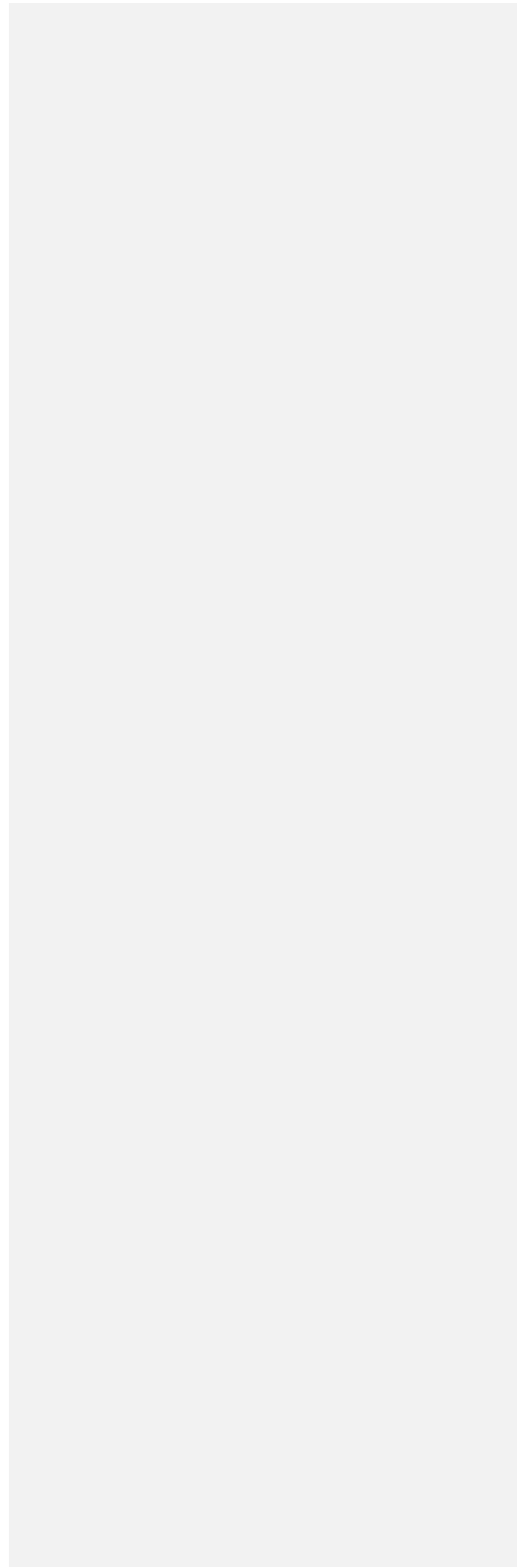
Lore Christopher
City Council Member

Dan Kohler
City Council Member

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Record of Distribution

Copies of this plan have been provided to the following jurisdictions, agencies, and people. Updates will be provided when available. Recipients will be responsible for updating their respective Emergency Operations Plans when they receive changes. The City of Keizer Emergency Management Director will direct the responsible city agencies to distribute plan updates; however, the Emergency Management Director is ultimately responsible for dissemination of all plan updates

Plan #	Office/Department	Representative	Signature
1	American Red Cross		
2	City Mayor		
3	City Council		
4	City Manager		
5	City Attorney		
6	City Staff Department Directors: <ul style="list-style-type: none"> • Public Works Director • Police Chief • Assistant City Manager/Finance Director • City Recorder • Planning Director 		
7	City ICS Position Designees		
8	Primary Emergency Operations Center		
9	Keizer Fire District Chief		
10	Marion County Fire District 1		
11	METCOM		
12	Legacy Silverton Medical Center		
13	City of Salem Emergency Manager		
14	Keizer Community Emergency Response Team (CERT)		
Electronic	Marion County Emergency Management		
Electronic	Oregon Department of Emergency Management		



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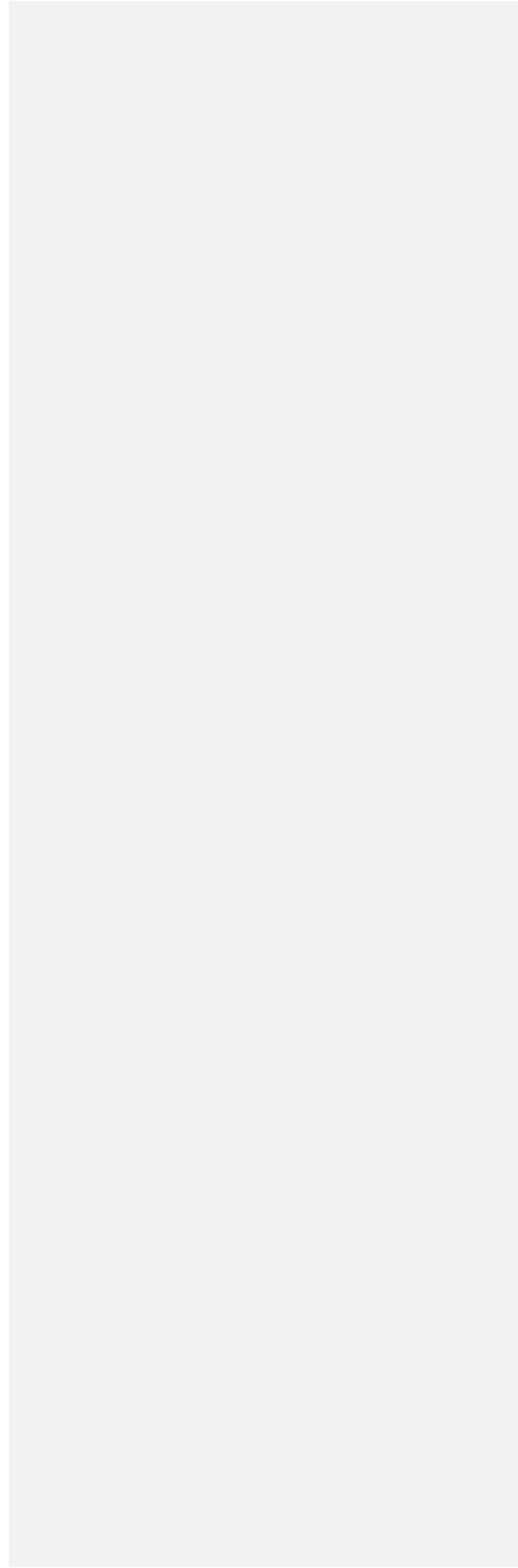


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Purpose, Scope, Situation Overview, and Assumptions

A. Purpose

The Keizer EOP provides a framework for coordinated response and recovery activities 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. This EOP complements the Marion County EOP, the State of Oregon Comprehensive Emergency Management Plan (CEMP), and the National Response Framework (NRF). It also identifies critical tasks needed to support a wide range of response activities.

B. Scope

The city EOP is intended to be invoked whenever the city must respond to an unforeseen incident or planned event, the size or complexity of which exceeds those normally handled by routine operations. Such occurrences may include natural or human-caused disasters and may impact the city itself, neighboring cities, unincorporated areas of the county, or a combination thereof.

This plan is intended to guide the city's emergency operations only. It is intended to compliment and support implementation of the emergency response plans of the various local governments, special districts, and other public- and private-sector entities within and around the city, but it is not intended to supplant or take precedence over them. The primary users of this plan are the city staff, emergency planning groups, leaders of local emergency support volunteer organizations, and others who may participate in emergency response efforts. The public is welcome to review non-sensitive parts of this plan to better understand the processes by which the city manages risks and disasters.

C. Situation Overview

The city of Keizer is exposed to many hazards, all of which have the potential to affect the community. Possible natural hazards include droughts, floods, wildfires, and winter storms among others. Other threats such as an active shooter, armed assault, and industrial accident (list not all inclusive) could also adversely impact the community. This section of the EOP describes the community demographics, hazards and threats, hazard analysis and planning assumptions.

Additionally, the hazards have been analyzed by their impact on Community Lifelines.

According to the Federal Emergency Management Agency (FEMA), a lifeline enables continuous operation of critical government and business functions and is essential to human health and safety or economic security. Lifelines are considered the most fundamental services in a community that, when stabilized, enable all other aspects of society to function. When disrupted, decisive intervention (e.g., rapid service re-establishment or employment of contingency response solutions) is required to stabilize an incident. FEMA has identified eight Community Lifelines comprised of numerous components and subcomponents (see figure 1-1):

1. Safety and Security
2. Food, Hydration, Shelter
3. Health and Medical
4. Energy
5. Communications

6. Transportation
7. Hazardous Materials
8. Water Systems

Not every incident will impact all lifelines or their components. Lifelines and components are fixed, but subcomponents may be adjusted as necessary. Stakeholders must conduct a component level assessment to determine the status of each lifeline.



Figure 1-1 Community Lifelines and Components

D. Characteristics

The City of Keizer is situated in northern Marion County, Oregon, adjacent to the city of Salem and 30 miles south of Portland, along the Interstate 5 corridor. With an estimated population of 40,000 residents. The city functions as a regional residential and commercial hub, supported by local businesses, retail centers, and proximity to major transportation infrastructure.

Keizer is a culturally diverse community, with a significant portion of the population identifying as Hispanic or Latino. Many residents speak Spanish as a primary language, which highlights the need for culturally and linguistically appropriate public information and emergency communication. The city also includes a growing population of seniors, residents with disabilities, and households without access to private vehicles, emphasizing the

importance of accessible transportation, sheltering, and health care services during emergency situations.

Interstate 5 and Oregon Highway 99E run north and south along the city border to the east, both of which carry high volumes of commercial vehicle traffic. In addition, Union Pacific Railroad's main freight line runs through Keizer, contributing to the risk of transportation-related hazardous materials (HAZMAT) incidents. Local agricultural, warehousing, and food processing industries further contribute to fixed-site chemical storage risks. These factors, combined with regional exposure to flooding, windstorms, winter weather, and seismic activity, make multi-hazard preparedness and planning essential.

Fire protection and emergency medical services are provided by the Keizer Fire District, headquartered at Station 350 on Chemawa Road. The district is staffed by a combination of career and volunteer personnel and provides fire suppression, emergency medical services (EMS), public education, and technical rescue operations. The district is a member of the Marion County Fire Defense Board and participates in regional mutual aid agreements to support surge capacity during large-scale emergencies.

Law enforcement services are provided by the Keizer Police Department, based in the Keizer Civic Center. The department includes patrol units, criminal investigations, traffic safety enforcement, school resource officers, and a community response unit. The department coordinates with the Marion County Sheriff's Office, Oregon State Police, and neighboring law enforcement agencies for response to major incidents, particularly those affecting transportation corridors or requiring cross-jurisdictional collaboration.

Medical care in/near Keizer is supported by a network of clinics and urgent care centers, including:

- Salud Medical Center (Yakima Valley Farm Workers Clinic) (1175 Mt. Hood Ave): Provides comprehensive care including OB/GYN, dentistry, behavioral health, pharmacy, WIC, and bilingual support services.
- Legacy Silverton Medical Center (342 Fairview St., Silverton), located approximately 10 miles east in Silverton, offers 24/7 emergency services, inpatient care, and specialty services in a 48-bed facility.
- Salem Clinic and Urgent Care (5900 Inland Shores Way N, Keizer) – Inland Shores houses many medical clinics – Dermatology, Legacy Medical Group – Woman's Health.
- Kaiser Permanente (5940 Ulali Dr, Keizer).
- Salem Hospital and Clinics (890 Oak St. SE, Salem) located 5 miles south of Keizer.

In the event of a major emergency, Keizer activates its Emergency Operations Center (EOC), staffed by trained city personnel. The EOC coordinates with Marion County Emergency Management, fire districts, police partners, and relevant state and federal agencies. The EOC serves as the central location for managing emergency response, coordinating resources, disseminating public information, and supporting continuity of operations for essential city services.

To assess the city’s resilience and vulnerability to disasters, planners reviewed data from the U.S. Census Bureau American Community Survey (2018–2022) and the National Economic Resilience Data Explorer (NERDE). Key socioeconomic indicators for Keizer include:

- Median Gross Rent: \$1,563/month
- Median Monthly Owner Cost (with mortgage): \$1,515
- Median Property Taxes: \$2,954 annually
- Average Per Capita Income: \$37,991

These indicators inform planning for sheltering capacity, resource needs, and equitable service delivery across the community.

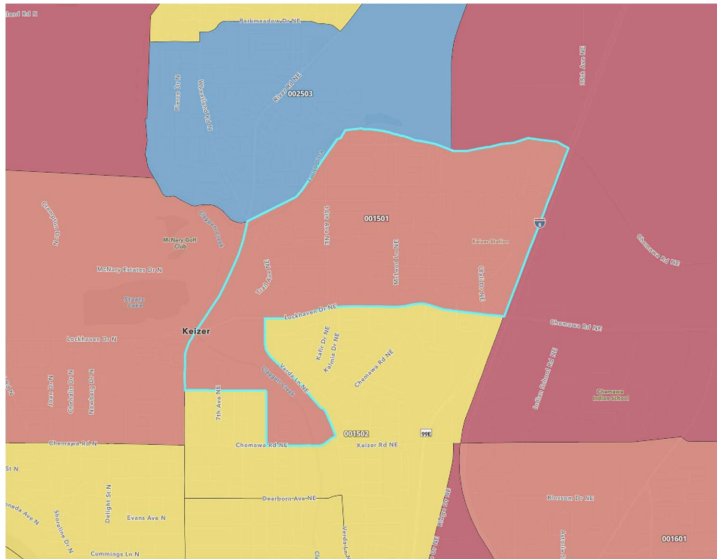


Figure 1-2: Census Tract Location City of Keizer

CRCI Indicator Name	Census Tracts
Percent without a HS Diploma	3.86%
Percent Age 65 and Older	19.93%
Percent with a Disability	16.27%
Percent of Households without a Vehicle	4.82%
Percent of Households with Limited English	No Data
Percent Single-Parent Households	41.25%
Percent of Households without a Smartphone	9.29%
Percent Mobile Homes Relative to Housing	6.29%
Percent Owner-Occupied Housing	65.12%
Number of Hospitals per 10,000 People	.09
Number of Medical Practitioners per 1,000 People	16.9
Percent without Health Insurance	15.1%
Percent Below Poverty Level	7.52%
Median Household Income	\$79,542
Percent Unemployed Labor Force	2.80%

Percent Unemployed Women in the Labor Force	.42%
Percent Workforce Employed in Predominant Sector	21.59%
Income Inequality (Gini Index)	0.45
*Social/Civic Organizations per 10,000 People	.66
*Percent without Religious Affiliation	54.11%
*Percent Inactive Voters	10.67%
*Population Change	.21%

Table 1-3: Average of Census Blocks CRCI Indicators

*Denotes indicators that are not available from the U.S. Census Bureau at the Census Tract level and have been imputed from County data.

In addition, analysts used FEMA’s Resilience Analysis and Planning Tool (RAPT) to evaluate the Community Resilience Challenge Index (CRCI) within the Keizer census tract (105.02). The CRCI is a composite measure assessing social, economic, housing, and infrastructure vulnerabilities. Figure 1-2 show the boundaries of this census tract, and Table 1-3 provides the average values of relevant CRCI indicators for these areas.

E. Hazard Profile

FEMA divides hazards and threats into three categories to include: natural, technological, and human-caused. Hazards and threats can produce a variety of community impacts. FEMA has developed Community Lifelines to increase disaster operations effectiveness. Community Lifelines represent the most fundamental services in the community that, when stabilized, enable all other aspects of society to function. Each Community Lifeline consists of components and subcomponents that help define the services that comprise the lifeline. The following list displays the eight FEMA Community Lifelines and associated components for each element:

1. Communications (Components: Infrastructure, Alerts, Warning and Messages, 9-1-1 and Dispatch, Responder Communications, and Finance).
2. Energy (Components: Power Grid and Fuel).
3. Food, Hydration, Shelter (Components: Food, Hydration, Shelter, Agriculture).
4. Hazardous Materials (Components: Facilities, HAZMAT, Pollutants, Contaminants).
5. Health and Medical (Components: Medical Care, Patient Movement, Public Health, Facility Management, Medical Supply Chain).
6. Safety and Security (Components: Law Enforcement/Security, Fire Services, Search and Rescue, Government Services, Community Safety).
7. Transportation (Components: Highway/Roadway, Mass Transit, Railway, Aviation, Maritime).
8. Water Systems (Components: Potable Water Infrastructure, Wastewater Management).

The planning team applied the Community Lifelines construct when assessing and estimating impacts from future incidents. To account for changing climate, analysts and the planning team examined the Climate Risk and Resilience (ClimRR) portal and Climate Explorer tools to estimate future impacts for some natural hazard incidents and project what impacts may look like by the year 2050. Analysts assessed the Representative Concentration Pathway (RCP) 4.5 data to project future impacts to the city of Keizer. Experts utilized the National Risk Index (NRI) to determine the risk or impact on Community Lifelines.

Analysts assessed the Representative Concentration Pathway (RCP) 4.5 data, which is described by the Intergovernmental Panel on Climate Change as an intermediate scenario. Greenhouse gas emissions in the RCP 4.5 model peak around the year 2050, then decline. This modeling allows planners to project future impacts to the city of Keizer.

Recognizing the disparity in modeling approaches between available climate tools, planners weighed ClimRR data more heavily in the emergency operations planning process because it used high-resolution, dynamically downscaled models that reflected localized climate impacts with greater precision critical for assessing risks to specific infrastructure and vulnerable populations. In contrast, National Oceanic and Atmospheric Administration's (NOAA)'s Climate Explorer provided county-level, statistically downscaled data that was better suited for identifying broader historical trends and informing regional planning context.

F. Natural Hazards

The city of Keizer is exposed to a wide range of natural hazards, all of which have the potential to disrupt Community Lifelines, generate injuries and/or fatalities, and damage property and the environment. Based on a review of FEMA's National Risk Index (NRI¹) online tool, natural hazards that could impact the city of Keizer include:

1. Earthquakes
2. Floods
3. Hailstorms
4. Heat waves
5. Ice storms
6. Landslides
7. Strong wind incidents
8. Tornadoes
9. Volcanoes
10. Wildfires
11. Winter weather

The subsequent sections below describe each of the natural hazards and projected impacts to the city of Keizer based on Figure 1-4 and the National Risk Index.

¹ <https://www.fema.gov/flood-maps/products-tools/national-risk-index>

Hazard type Risk Index scores are calculated using data for only a single hazard type, and reflect a community's Expected Annual Loss value, community risk factors, and the adjustment factor used to calculate the risk value.

Hazard Type	Risk Index Rating	Risk Index Score	National Percentile
Avalanche	Very Low	2.1	0 ----- 100
Coastal Flooding	Not Applicable	--	
Cold Wave	Relatively Low	59.9	0 ----- 100
Drought	Very Low	70.6	0 ----- 100
Earthquake	Relatively Moderate	86.8	0 ----- 100
Hail	Very Low	37.1	0 ----- 100
Heat Wave	Relatively Low	23	0 ----- 100
Hurricane	Not Applicable	--	
Ice Storm	Very Low	19.5	0 ----- 100
Landslide	Very High	100	0 ----- 100
Lightning	Very Low	15.3	0 ----- 100
Riverine Flooding	Relatively Moderate	70.7	0 ----- 100
Strong Wind	Very Low	10.6	0 ----- 100
Tornado	Very Low	4.3	0 ----- 100
Tsunami	Not Applicable	--	
Volcanic Activity	Very Low	40.4	0 ----- 100
Wildfire	Relatively Low	80	0 ----- 100
Winter Weather	Relatively Moderate	84.1	0 ----- 100

Figure 1-4 National Risk index

G. Earthquakes

Social and geological records show that Oregon has a history of seismic incidents. According to FEMA's NRI tool data, the region around the city of Keizer has a 0.304% chance of annual occurrence. Planners expect impact severity from a future earthquake to increase due to increasing population growth and development of infrastructure to support the state's population increase. Based on a review of the United States Geological Service ([USGS](https://www.usgs.gov))² Earthquake Hazard Map, areas along the Oregon coastline have the highest risk of an earthquake occurrence. Based on model outputs, areas in west central Oregon have a lower risk. Recent research suggests that the Cascadia Subduction Zone can produce earthquakes with a magnitude of 9.0. The Mt. Angel Fault, which traverses Marion County, increases the potential of future earthquakes in this region. The fault lies east of Woodburn, and north of Silverton before terminating at the Waldo Hills on the Willamette Valley's eastern edge, approximately 10 miles east of Keizer. The most recent, significant earthquake incident affecting Marion County occurred on February 28, 2001 (Nisqually earthquake). Researchers estimated the epicenter of this 6.8-magnitude earthquake to be near Anderson Island in Pierce

² <https://www.usgs.gov/media/images/earthquake-hazard-map-showing-peak-ground-accelerations-having-2-percent-proba>

County, Washington. The earthquake impacted western Washington and western Oregon. Residents in Marion County felt the tremor. Oregon did not experience any severe impacts; however, analysts estimated \$1 to \$2 billion in economic losses for the affected region. Figure 1-5 displays a map showing peak ground accelerations having a 2 percent probability of being exceeded in 50 years.

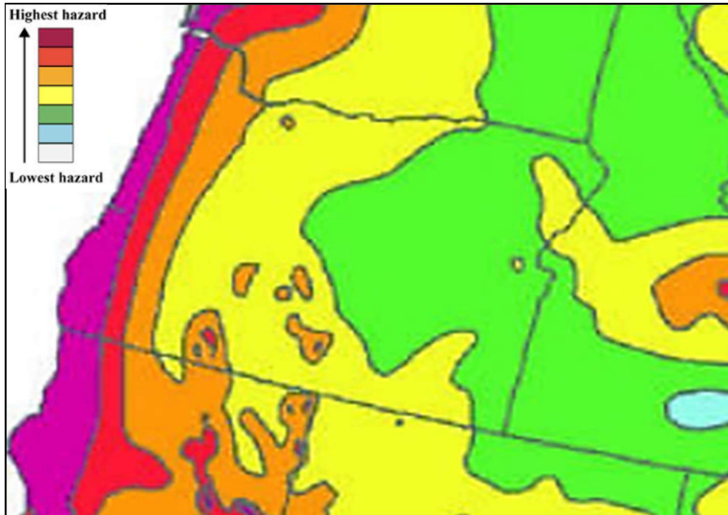


Figure 1-5 USGS Earthquake Hazard Map for Oregon

1. Earthquake Impact Analysis: Keizer, Oregon, faces moderate to high seismic risk, with potential impacts from both the Cascadia Subduction Zone (CSZ) and nearby crustal faults. The CSZ is a 600-mile offshore fault capable of producing magnitude 8.0–9.0+ earthquakes, and a full rupture would result in widespread, prolonged ground shaking throughout western Oregon, including Keizer. Additionally, local crustal faults such as the Mt. Angel Fault, located approximately 10 miles east, present a more localized threat with little or no warning.
2. A major seismic event could cause widespread structural damage across Keizer. Vulnerable assets include older residential structures, particularly those not retrofitted to current seismic standards, unreinforced masonry buildings, and critical infrastructure such as utilities and public facilities. Damage to transportation routes, including River Road North, local bridges, and connections to Interstate 5, may impede emergency services, disrupt supply chains, and delay evacuations.

Essential facilities, including the Keizer Fire District station, Keizer Police Department, Keizer City Hall, public schools, and local medical offices, could experience service interruptions due to structural damage, power loss, or staffing constraints. The lack of a hospital within city limits could place additional pressure on Salem Hospital, which is approximately five miles away, and may necessitate regional coordination for medical surge and sheltering needs. Displacement of

residents could exceed local shelter capacity, requiring activation of mutual aid agreements and Marion County mass care resources.

Although Keizer is not at risk of tsunami inundation, a major CSZ event would likely create statewide cascading impacts-- disrupting utilities, telecommunications, and logistics systems critical to response and recovery operations. Secondary hazards, such as liquefaction, aftershocks, and landslides in nearby elevated areas like the Waldo Hills could further affect regional infrastructure, including power lines, pipelines, and roadways.

To reduce vulnerability, Keizer should continue efforts to seismically retrofit public buildings, prioritize lifeline infrastructure resilience, and invest in public education initiatives focused on earthquake preparedness. Participation in ShakeOut drills, public alert and warning campaigns, and regional planning efforts with Marion County Emergency Management and the Oregon Department of Emergency Management (ODEM) are key strategies for enhancing community resilience in the face of a no-notice seismic event.

3. A major earthquake is expected to disrupt each of the eight FEMA Community Lifelines as described below:
 - a. Communications: Earthquake induced damage to communications infrastructure may limit community communication channels to include electronic financial transactions.
 - b. Energy: An earthquake may limit the delivery of fuel into the city from suppliers and destroy pipelines greatly reducing fuel supplies to the region. Power lines and power generation facilities will be impacted across the region leading to widespread power outages.
 - c. Food, Hydration, Shelter: An earthquake may damage homes and businesses resulting in displaced residents and a need for temporary shelters. Supply lines for food, agriculture, and general materials will be greatly impacted with roads and bridges destroyed. Furthermore, water treatment facilities, underground pipelines, and wells will likely experience impacts resulting in potential water shortages.
 - d. Hazardous Materials: An earthquake causing damage to facilities storing HAZMAT could contaminate the environment if released and/or expose nearby populations to airborne concentrations of toxic vapors.
 - e. Health and Medical: An earthquake may likely cause a mass casualty scenario and many medical facilities within the region could sustain damage affecting patient capacity. Patient movement to nearby medical facilities may be limited due to damaged/unsafe roadways.
 - f. Safety and Security: An earthquake may quickly overwhelm first responders due to the widespread anticipated damage. Following the disaster, search and rescue teams could be needed; government functions/services may not be able to operate for an extended period. Looting, especially during nighttime hours may occur.
 - g. Transportation: An earthquake may prevent or limit travel to and from the city of Keizer affecting supply chains, residents' ability to evacuate or travel, and delay first responder arrival times following 9-1-1 emergency calls.

- h. Water Systems: An earthquake may cause damage to potable water and wastewater infrastructure and lead to contamination or damage of the potable water distribution system infrastructure resulting in drinking water disruptions for an extended period.

H. Floods

The city of Keizer is vulnerable to urban and minor riverine flooding, primarily due to its location along the Willamette River, low-lying terrain, and aging stormwater infrastructure. The city's continued growth has increased the amount of impervious surface areas, which can intensify runoff during heavy rain. While Keizer is not located near the North Santiam River or within the Santiam Canyon, it lies within the Willamette River watershed, and localized flooding can occur during intense rainfall, seasonal snowmelt, or periods of high-water levels on the Willamette River, including occasional backflow into nearby drainage systems.

Historically, Keizer has experienced localized flooding along small streams, stormwater conveyance systems, and roadway drainage corridors, especially in areas with limited detention capacity or older infrastructure. Specific flood-prone areas include segments near Claggett Creek, Labish Ditch, and adjacent residential neighborhoods. Common flood-related impacts include street and basement flooding, ponding in yards, and transportation disruptions that can affect emergency response access.

Keizer has generally flat topography makes it unlikely to experience post-fire debris flows or slope-driven flash flooding. Increased regional sedimentation and hydrologic changes from upstream watersheds; however, may affect long-term flood mitigation strategies throughout the Willamette Valley. Significant flooding in February 1996 exposed vulnerabilities in regional floodplain management, particularly in coordinating multi-jurisdictional infrastructure and response planning.

Although large-scale riverine flooding is relatively uncommon in Keizer, extreme precipitation events and Willamette River overflow can still threaten low-elevation properties, utility systems, and critical access routes, delaying emergency response or requiring temporary evacuations in worst-case scenarios.

To manage flood risks, Keizer participates in the National Flood Insurance Program (NFIP) and applies FEMA-compliant floodplain regulations to guide local development. The city works closely with Marion County Emergency Management, the Oregon Department of Emergency Management (ODEM), and local watershed districts to monitor flood conditions, maintain infrastructure, and improve preparedness. Ongoing efforts include:

- Stormwater system upgrades.
- Floodplain and land use planning.
- Public education on flood insurance and preparedness.
- Green infrastructure enhancements, such as detention basins, vegetated swales, and permeable surfaces.

These strategies are essential to improving Keizer's resilience to both routine urban flooding and the increasing severity of climate-driven precipitation events. Climate risk modeling using the ClimRR and Climate Explorer tools indicates projected changes in precipitation intensity and flood frequency for the region by 2050:

1. ClimRR Data Analysis
 - a. Annual precipitation total is expected to increase by 5.28 inches.
 - b. The maximum average annual temperature is projected to increase by 2.39°F, increasing the likelihood of rapid snow melting during the spring season.
2. Climate Explorer Data Analysis
 - a. Annual precipitation total is expected to decrease by about .66 of an inch.
 - b. The maximum average annual temperature is projected to increase by 2.1°F.
 - c. The number of days with high precipitation (> 1 inch) are projected to remain the same.
3. Flood Impact Analysis: Keizer is vulnerable to flooding hazards that can result in property damage, utility disruptions, and temporary displacement, particularly during periods of prolonged or high-intensity rainfall. The city's flat topography, combined with aging stormwater infrastructure and continued growth that increases impervious surface area, contributes to urban flooding. Areas adjacent to Claggett Creek, Labish Ditch, and neighborhoods with undersized or outdated drainage systems are especially prone to runoff accumulation and localized inundation.

Flooding is most likely to occur near culverts, storm drains, and open drainage channels, where blockages from debris or vegetation can impede flow. Streets such as River Road North, Dearborn Avenue, and nearby residential connectors are susceptible to standing water or temporary closures during storm events, which may delay emergency response and restrict access to essential services.

Key infrastructure including Keizer Fire District facilities, the Keizer Police Department, local schools, and utility systems may be impacted by localized flooding or stormwater system backups. While the city primarily uses a municipal sewer system, properties on the urban fringe with private septic systems may face flood-related contamination risks. Electrical distribution equipment and underground utilities may also be affected, increasing the likelihood of power outages and public health concerns during significant flood events.

Keizer remains susceptible to increased runoff due to urban development and reduced vegetative cover. While the city's drainage infrastructure generally performs well under normal conditions, climate change is expected to increase the frequency and severity of heavy precipitation, potentially exceeding system capacity. Blocked culverts, saturated soils, and elevated groundwater levels may intensify localized flooding risks.

Socially vulnerable populations, including older adults, individuals with disabilities, and lower-income households—may encounter heightened barriers to evacuation, recovery, and healthcare access during flood emergencies. Regional flooding may affect Keizer by disrupting transportation routes, employment, and supply chains shared across the Mid-Willamette Valley. Keizer actively participates in the National Flood Insurance Program (NFIP) and enforces FEMA-compliant floodplain regulations.

The city planning team anticipates disruptions to the following Community Lifelines as a result from a flood incident:

- a. Communications: Flood induced damage to communications infrastructure may limit community communication channels to include electronic financial transactions.
- b. Energy: A flood may limit the delivery of fuel into the city from suppliers. If flooding impacts power transfer stations, power outages are likely to last the duration of the event, depending on the impact's severity, the rebuilding of power stations may take several days.
- c. Food, Hydration, Shelter: Flooding may cause food shortages due to the inability to deliver supplies, agriculture losses, and flood damage to homes and businesses may result in displaced residents requiring temporary sheltering.
- d. Hazardous Materials: A flood incident impacting facilities storing HAZMAT could contaminate areas near and downstream of the facility if released.
- e. Health and Medical: Patient transport to nearby medical facilities may be hindered due to impassible roadways.
- f. Safety and Security: Flooding could delay first responder response times and may require search and rescue efforts; government functions/services may not be able to operate for an extended period.
- g. Transportation: Floodwaters may prevent travel to and from the city of Keizer affecting supply chains, residents' ability to evacuate or travel, and delay first responder arrival times following 9-1-1 emergency calls.
- h. Water Systems: Flooding may cause damage to potable water and wastewater infrastructure and contaminate the potable water distribution system resulting in drinking water disruptions. The community may have to rely on another water source such as bottled water for an extended period.

The City of Keizer, in coordination with Marion County Emergency Management and the National Weather Service, continues to prioritize flood preparedness through public outreach, stormwater system maintenance, early warning capabilities, and response coordination with regional partners.

I. Hailstorm

According to FEMA's National Risk Index (NRI) data, five hailstorms have been recorded in or near the city of Keizer over the past 34 years, averaging approximately 0.1 incidents per year. Historical records from Marion County and adjacent counties indicate that hailstorms are rare in this region, largely due to the Willamette Valley's temperate maritime climate, which typically lacks the atmospheric instability and convective energy necessary for frequent severe thunderstorm activity. Key ingredients for hail-producing storms such as high moisture content, intense updrafts, and vertical instability are generally less prevalent in western Oregon compared to other parts of the U.S. Global ocean surface temperatures continue to rise; however, projections suggest that the frequency and intensity of convective storms may increase over time, including in historically low-risk regions. While Keizer and much of Marion County experience relatively stable weather patterns and limited extreme convective activity, future climatic shifts could increase the risk for severe weather, including hail-producing thunderstorms. An analysis of the ClimRR portal and Climate Explorer modeling tools revealed the following projections by the year 2050:

1. Hailstorm Impact Analysis: Hailstorms are relatively uncommon in Keizer, Oregon,

but they do occur occasionally, most often during spring and summer thunderstorms. Although hail events in western Oregon are typically less frequent and less intense than those in the central United States, they can still cause localized property damage, safety hazards, and agricultural losses especially when hailstones exceed ½ inch in diameter. Even smaller hail can dent vehicles, damage roofing materials and siding, and injure exposed individuals.

The region surrounding Keizer includes agricultural operations such as nurseries, berry farms, vineyards, and row crops, which are particularly sensitive to hail damage. A single severe storm may result in reduced crop yields, damaged plants, or infrastructure losses, including broken irrigation lines, torn greenhouse covers, and harmed farm machinery. These impacts can be especially costly for high-value crops and producers that rely on consistent seasonal output.

Within the urban setting, hail may cause vehicle damage, broken windows, and minor structural impacts to homes and public buildings. It can also contribute to short-term flooding if storm drains become clogged with debris and, when accompanied by strong winds or lightning, may cause brief power outages. Older or poorly maintained structures may be more vulnerable, particularly those with unreinforced roofs or exposed HVAC systems. Pedestrian safety is also a concern during fast-developing hailstorms when warning time and shelter access are limited.

While large hail is infrequent in Keizer, climate projections suggest an increased potential for stronger convective storms due to changing weather patterns, which could elevate the likelihood of severe hail events over time. Hail reports are typically submitted to the National Weather Service (NWS) or local dispatch centers, which may trigger public alerts through the Integrated Public Alert and Warning System (IPAWS) or Keizer's emergency notification system.

Mitigation strategies include maintaining robust emergency alert systems, promoting property maintenance and adequate insurance coverage, and encouraging protective actions during thunderstorm warnings. Agricultural producers can reduce losses through hail netting, crop insurance enrollment, and participation in early warning networks such as the Oregon Hazards Lab or local weather monitoring programs.

The city planning team anticipates disruptions to the following Community Lifelines from a hailstorm:

- a. Energy: A hailstorm may damage energy infrastructure resulting in localized power outages.
- b. Food, Hydration, Shelter: A hailstorm may cause external damage to homes and businesses and destroy crops.
- c. Hazardous Materials: A hailstorm may impact facilities storing HAZMAT which could contaminate the environment if released.
- d. Health and Medical: A hailstorm may increase the number of high-impact injuries from people being pummeled by hail and result in delayed care at medical facilities.
- e. Water Systems: A hailstorm may cause damage to potable water and wastewater infrastructure and lead to contamination of the potable water distribution system

resulting in drinking water disruptions.

J. Heat Waves

FEMA defines a heat wave as a period of abnormally and uncomfortably hot and unusually humid weather typically lasting two or more days. Heat waves are expected to increase in the city of Keizer. A review of FEMA's NRI data revealed 19 reported incidents from 2005 to 2021, or 1.2 incidents annually. An analysis of the ClimRR portal and Climate Explorer modeling tools revealed the following projections by the year 2050:

1. ClimRR Data Analysis
 - a. The maximum average annual temperature is projected to increase by 2.39°F
 - b. The minimum average annual temperature is projected to increase by 2.75° F.
2. Climate Explorer Data Analysis
 - a. The number of days annually with a maximum temperature above 90°F is projected to increase by 7.6 days by 2050 when compared to 2025.
 - b. The number of days annually with a maximum temperature above 95°F is projected to increase by almost 3.2 days by 2050 when compared to 2025.
 - c. The number of days annually with a maximum temperature above 100°F are projected to increase by 1 day by 2050 when compared to 2025.
3. Heat Wave Impact Analysis: Like cold waves, heat waves can cause adverse impacts on some underserved population groups such as individuals over the age of 65, homeless populations, those living in poverty, or groups with pre-existing health conditions. Based on the analysis of the climate projection data above, planners project an increase in the frequency and severity of heat waves by 2050 when compared to 2025 as temperatures continue to trend upward. Planners anticipate disruptions to the following Community Lifelines as a result from a heat wave incident:
 - a. Energy: Potential grid disruptions and energy shortages during peak periods of heat.
 - b. Food, Hydration, Shelter: Homes and businesses may lack air conditioning; community cooling shelters/centers may be needed during prolonged heat incidents. Unhoused and elderly populations will be the most vulnerable.
 - c. Health and Medical: Increases in self-reporting patients experiencing heat stress to local medical providers due to older population groups.

K. Ice Storms

Ice storms occur periodically in Keizer, Oregon, typically every few years. Due to its location near the western foothills of the Cascade Range, Keizer is particularly susceptible to freezing rain when cold air becomes trapped in the valley during winter storm events. One of the most significant recent ice storms impacted the area in February 2021, resulting in widespread hazardous conditions across western Oregon. The storm caused prolonged power outages, extensive tree damage, and dangerous travel conditions throughout the region, to include Keizer. Ice storms in Keizer typically result in:

- Dangerous road conditions due to ice accumulation.
- Widespread power outages caused by downed power lines and fallen trees.
- Obstructed roadways, impacting emergency response and public access.
- Disruptions to emergency and utility services.

The Keizer Emergency Operations Plan (EOP) prioritizes public safety by coordinating response efforts among city officials, emergency responders, utility providers, and partner organizations. Pre-storm preparedness includes issuing public warnings, coordinating with the National Weather Service, activating warming shelters, and ensuring that emergency personnel are ready to respond to downed power lines and road hazards.

During the storm, law enforcement, fire services, and public works crews monitor conditions, clear priority routes, and assist vulnerable populations. Residents are advised to stay indoors, avoid unnecessary travel, conserve energy, and maintain emergency supplies including food, water, flashlights, and blankets. Post-storm recovery operations focus on:

- Power restoration.
- Clearing debris and fallen trees.
- Inspecting and repairing damaged infrastructure.
- Aiding affected residents.

According to FEMA's National Risk Index (NRI), officials reported 64 ice storms in the Keizer area between 1946 and 2014, averaging one incident per year. More recent data from the National Weather Service (NWS) from 2014 to 2023 indicates a slight increase annually, reflecting the need for continued preparedness and response planning. An analysis of the ClimRR portal and Climate Explorer modeling tools revealed the following projections by the year 2050:

1. ClimRR Data Analysis
 - a. Annual precipitation total is expected to increase by 5.28 inches.
 - b. The minimum average annual temperature is projected to increase nearly 2.79°F.
 - c. The maximum average annual temperature is projected to decrease by 2.39°F, increasing the likelihood of precipitation falling in the form of ice verses snow in the winter months.
2. Climate Explorer Data Analysis
 - a. Annual precipitation total is expected to decrease by about .66 inches.
 - b. The number of days annually with a maximum temperature below 32°F is projected to decrease by 3.5 days by 2050 when compared to 2025.
 - c. The number of days annually with a minimum temperature below 32°F is projected to decrease by 8.7 days by 2050 when compared to 2025.
 - d. The minimum average annual temperature is likely to increase by about 1.7°F.
3. Ice Storm Impact Analysis: Ice storms pose a significant seasonal hazard for Keizer, Oregon, particularly between December and February, when freezing rain events are most likely to occur. Located in the Willamette Valley near the Cascade foothills, Keizer is vulnerable to cold air pooling and temperature inversions, which can lead to ice accumulation on roads, power lines, trees, and structures. The February 2021 ice storm that impacted large portions of the Willamette Valley is a recent example of the disruptive and damaging effects such storms can bring to the region.

Impacts from a severe ice storm in Keizer would likely include prolonged power outages caused by ice-laden tree limbs falling onto power lines and transformers. These outages may last for several days. Hazardous road conditions, especially on hills and elevated surfaces like bridges can lead to transportation disruptions, school closures, an increase in vehicle accidents, and delays in emergency response. Area medical facilities, such as Salem or Silverton Hospitals, may experience an influx of

patients due to weather-related injuries such as slips and falls or other accidents

Public infrastructure, including water systems, emergency communication towers, traffic signals, and municipal facilities, may sustain damage or experience service interruptions. Backup generator power may be required at essential facilities to maintain operations during extended outages. Residents with access and functional needs, including seniors and those who rely on electrically powered medical devices are particularly vulnerable during prolonged power disruptions and cold conditions.

Ice storms can have cascading impacts on other lifelines, including communications, food, hydration, and shelter, particularly if road closures affect deliveries or regional utility crew accessibility. Tree damage and debris removal are often extensive and can overwhelm local public works resources. The city may also face significant cleanup and recovery costs after the event.

Keizer's preparedness measures for ice storms should include pre-storm public information, coordination with utility providers, activation of warming shelters, and prioritization of critical infrastructure for debris clearance and restoration. Regular trimming of trees near power lines, ensuring emergency fuel supplies, and training for response personnel on cold-weather operations can further reduce community risk. Planners anticipate disruptions to the following Community Lifelines as a result from an ice storm:

- a. Communications: An ice storm may damage communications infrastructure by limiting communication channels within the community to include electronic financial transactions.
- b. Energy: A severe ice storm will likely cause widespread, prolonged power outages.
- c. Food, Hydration, Shelter: Planners anticipate possible food shortages due to the inability to deliver supplies and travel to stores/restaurants as well as minor property damage to homes and businesses from fallen tree limbs.
- d. Health and Medical: An ice storm may increase patient volume at local clinic(s) due to slips and falls/accidents, especially elderly and/or disabled residents resulting in longer wait times.
- e. Safety and Security: Icy roadways may delay response times of first responders and force government functions/services to close for 1-2 days and/or until power is restored.
- f. Transportation: Icy roadways may limit travel resulting in temporary supply chain shortages and flight cancellations or delays at regional airports. Local businesses may experience short-term profit losses due to a reduced customer base; an increase in traffic accident numbers is also expected.

L. Landslides

A landslide is the downward and outward movement of rock, soil, artificial fill, or a combination of these materials on a slope. According to FEMA, this movement can take several forms including falls, topples, slides, spreads, or flows— may occur suddenly or gradually over time. Landslides are commonly triggered by intense or prolonged rainfall, rapid snowmelt, earthquakes, volcanic activity, or human activities such as grading, excavation, or construction. Wildfires that destroy stabilizing vegetation can also increase the

risk of landslides and post-fire debris flows, particularly during subsequent storms. Although landslides are most common on steep or unstable slopes, debris flows can travel downslope and impact valleys, roadways, and developed areas, causing significant damage.

Within the City of Keizer, the risk of landslides is considered low due to the area's flat to gently sloping topography. There are no documented major landslides within Keizer city limits in recent history. The city is located on the Willamette Valley floor, which lacks the steep terrain typically associated with landslide-prone zones.

Regional risks, however, do exist. Areas to the east and south, such as the Waldo Hills and west Salem foothills contain terrain more susceptible to shallow landslides, particularly during heavy rain or sustained wet periods. These areas may impact regional transportation routes or utility corridors that serve Keizer, especially if slope failures occur along highways or distribution lines.

Understanding the broader context of landslide hazards is still important for regional coordination, emergency preparedness, and infrastructure planning, especially when considering transportation or utility systems that cross into higher-risk adjacent terrain. Keizer coordinates with Marion County Emergency Management, the Oregon Department of Emergency Management (ODEM), and the Oregon Department of Geology and Mineral Industries (DOGAMI) for hazard monitoring and mitigation planning as part of a whole-community approach to risk management.

1. **Landslide Impact Analysis:** Landslides are not considered a primary hazard for the city of Keizer due to its location on the flat valley floor of the Willamette Valley, where there is minimal steep terrain. As such, the likelihood of slope failure or debris flows within city limits is low. Keizer does not border steep hillsides or contain terrain features typically associated with landslide-prone environments.

Although Keizer neighborhoods are generally distant from hazardous slopes, some outlying or adjacent areas may be exposed to shallow slides or drainage-related erosion during extreme precipitation events. Impacts could include localized street closures, stormwater backups, or emergency response delays especially where infrastructure is aged or undersized.

Keizer should continue working with Marion County Emergency Management, DOGAMI, and state and federal partners to stay informed of regional landslide risks, support emergency planning for transportation disruptions, and incorporate updated slope stability data into local risk assessments and mitigation strategies. Anticipated impacts to Community Lifelines during a significant landslide include:

- a. **Transportation Systems:** A landslide affecting Highway 22, Interstate 5, or other nearby regional corridors may disrupt ingress and egress, delay supply deliveries, and reroute emergency response operations. While local Keizer roads are unlikely to be directly impacted by slope failure, the city could be functionally isolated if key connecting routes are blocked.
- b. **Safety and Security:** While no Keizer neighborhoods are in known landslide hazard zones, regional slope failures may require shelter-in-place advisories,

- evacuation support for adjacent communities, or increased law enforcement and traffic control to manage detours and restricted access.
- c. Energy and Communications: Landslides in surrounding elevated areas may damage power transmission lines, fiber optic cables, or cell towers that traverse hillsides and ridgelines. This could result in local power outages, internet disruptions, or degraded communications systems, including emergency alerts.
 - d. Health and Medical: Medical access could be delayed if roads leading to Salem Hospital or other regional facilities were impassable. Emergency services from outside Keizer may also be delayed or rerouted, affecting EMS response times and medical supply logistics.
 - e. Food, Water, Shelter: In severe, prolonged events, supply chain interruptions may limit access to groceries, bottled water, fuel, or other essential goods. If evacuation routes are impacted or service delivery is delayed, temporary shelters and resource distribution sites may need to be activated or supported through regional coordination.

M. Strong Wind

Strong winds consist of damaging winds, often originating from thunderstorms, that are classified as exceeding 58 miles per hour. Strong winds associated with severe thunderstorms rarely occur in the region. Planners analyzed FEMA's NRI data which identified three incidents spanning a 34-year period, or 0.1 incidents annually. The ClimRR tool projects a slight decrease in average wind speeds by the year 2050. The city planning team does not anticipate significant changes in future strong wind development when compared to today.

1. Strong Wind Impact Analysis: Strong wind events are a low hazard in Keizer, Oregon, typically occurring during fall and winter storms, driven by Pacific frontal systems and strong pressure gradients. Occasional wind gusts may also accompany summer thunderstorms, particularly during convective weather patterns. These wind events, while generally less intense than those in coastal or Columbia River Gorge regions, can still produce gusts of 40 to 60 mph, especially in open rural areas surrounding Keizer or during more intense frontal systems.

The primary impacts of strong winds in Keizer include downed trees and power lines, resulting in localized power outages, obstructed roadways, and property damage to homes, outbuildings, and commercial structures. Older structures, unreinforced buildings, and manufactured homes are particularly vulnerable to roof or siding damage. Falling limbs and airborne debris create hazards for pedestrians, motorists, and emergency responders. Key corridors such as Highway 22 and Interstate 5 may be temporarily blocked, delaying emergency response and disrupting transportation.

Utility outages can affect operations at the Legacy Medical Group – Keizer Health Center, area schools, and critical facilities, especially for electrically dependent populations. Disruption of power may also impair telecommunications, heating/cooling systems, and municipal water service if pumps or treatment systems are impacted. In some events, wind occurs alongside heavy rain or freezing rain, which can increase the likelihood of infrastructure damage or saturated soil-related hazards, such as localized tree uprooting or minor slope instability.

Agricultural operations around Keizer are also vulnerable during high-wind events,

with potential damage to greenhouses, irrigation infrastructure, and unharvested crops, particularly during storms in the fall. Post-storm cleanup and debris removal can strain public works departments, utilities, and private landowners, especially when damage is widespread.

Preparedness actions in Keizer should include routine tree maintenance near power lines and roadways, pre-storm public messaging, coordination with utility providers, and priority restoration planning for critical facilities. Emergency management should ensure that debris removal contracts and mutual aid agreements are in place, and residents are encouraged to secure outdoor objects and prepare for short-term power outages. Planners anticipate disruptions to the following Community Lifelines following strong winds:

- a. Communications: Strong winds could damage communications infrastructure such as cell phone towers thus reducing mobile phone communications within the city.
- b. Energy: Strong winds may cause prolonged power outages due to fallen poles or downed power lines.
- c. Food, Hydration, Shelter: Strong winds may cause minor to moderate damage to some homes and businesses. Businesses may have to shut down temporarily to make repairs. Crop damage may reduce supply and increase consumer prices and insurance costs.
- d. Transportation: Strong winds may down trees and block roadways causing temporary travel disruptions until crews are able to clear the roadways of debris. Large vehicles, such as commercial trucks, trailers, vans, etc., may be overturned on roadways.

N. Tornado

The risk of a tornado impacting Keizer is considered very low, as tornadoes rarely occur in western Oregon. The region's geography and maritime-influenced climate generally limit the development of the strong convective storms necessary to produce tornadoes. However, weak tornadoes and funnel clouds have occasionally been documented in the Willamette Valley, typically associated with localized severe thunderstorms.

In Oregon, most tornadoes are rated EF-0 to EF-1 on the Enhanced Fujita Scale, producing minor to moderate damage such as broken tree limbs, damaged roofs, and overturned sheds or vehicles. On rare occasions, tornadoes have reached EF-2 or higher, though such events are highly unusual west of the Cascades.

Keizer is not located in a designated high-risk tornado zone, but emergency planning should still consider the potential for strong winds, falling trees, and localized structural damage from isolated severe weather events.

Residents are encouraged to:

- Sign up for National Weather Service alerts and local emergency notification systems.
- Identify safe indoor locations to shelter during wind or tornado warnings.
- Remain aware of severe weather watches and warnings, especially during transitional seasons (spring and fall).

1. Tornado Impact Analysis: Although tornadoes are relatively rare in western Oregon, they remain a credible low-probability, high-impact hazard for Keizer. While

infrequent, tornadoes can occur with little warning and cause considerable localized destruction.

The primary impact of a tornado in Keizer would include structural damage to homes and businesses, particularly those with older construction or unreinforced elements. Manufactured homes and outbuildings are especially vulnerable. Wind speeds associated with even low-end tornadoes (EF0–EF2) can cause roof loss, window breakage, fallen trees, and utility pole failures, leading to power outages, blocked roads, and injuries from flying debris.

Critical facilities such as schools, City Hall, and medical centers may experience disruptions if impacted directly or indirectly through infrastructure damage or road obstructions. Emergency response may be delayed due to debris-covered streets or loss of communications. Additionally, if a tornado occurs during school or business hours, mass care and reunification may be required for displaced individuals.

While tornadoes in Oregon tend to be brief and narrow in path, their unpredictable nature makes public alerting and preparedness planning essential. Tornadoes may also occur as part of a larger convective storm system, bringing lightning, hail, and flash flooding, compounding response challenges.

Keizer's preparedness measures should include activation of the Emergency Alert System (EAS) and Wireless Emergency Alerts (WEA), public education on tornado safety, and designated shelter-in-place protocols for schools and public buildings. Continued coordination with the National Weather Service (NWS), use of NOAA weather radios, and public drills can improve awareness and community resilience against these sudden-impact events. In this scenario, all eight Community Lifelines would likely experience disruptions as projected below:

- a. **Communications:** Depending on the path of the tornado, it could damage communications infrastructure such as cell phone towers and disrupt cell phone service.
- b. **Energy:** A tornado may likely cause extended power outages for customers, due to fallen power poles.
- c. **Food, Hydration, Shelter:** A tornado may cause severe damage to any structure in its path; the community may need to establish temporary shelters and housing for displaced residents.
- d. **Hazardous Materials:** A tornado that impacts a facility storing HAZMAT could cause a HAZMAT release that adversely affects the environment and nearby populations.
- e. **Health and Medical:** Patient transport to nearby medical facilities may be impossible due to impassible roadways from debris left behind by the tornado. A tornado may damage or destroy local medical clinics depending on the path and reduce patient capacity. The current EMS resources could become overwhelmed and may not be adequate to support response operations immediately after the tornado.
- f. **Safety and Security:** A tornado may likely trigger the immediate activation of search and rescue teams. Search and rescue/victim recovery will take several hours or days. First responders could experience delays with emergency calls due

to debris in roadways; government functions/services may not be able to operate for an extended period due to damage sustained from the tornado.

- g. Transportation: The tornado may impact travel on roadways depending on the tornado's path.
- h. Water Systems: A tornado could destroy the community's water and/or may damage potable water or wastewater infrastructure causing disruptions to potable and wastewater services for several days or weeks.

O. Volcano:

According to the U.S. Geological Survey (USGS), the Cascade Mountain Range is home to several active and potentially active volcanoes, including Mt. Hood, Mt. Jefferson, and Mt. St. Helens. These volcanoes have erupted in the past and are expected to erupt again in the future. While Keizer is not located on or near a volcanic cone, the city could experience indirect but significant impacts in the event of a major eruption within the region.

The most immediate concern for Keizer is volcanic ashfall, which can:

- Disrupt transportation networks and aviation operations.
- Cause mechanical and electrical failures in infrastructure and vehicles.
- Contaminate surface water supplies and clog filtration systems.
- Pose respiratory health risks, especially to vulnerable populations.

In addition, a major eruption from Mt. Jefferson located approximately 60 miles southeast of Keizer could generate lahars (volcanic mudflows). While it is unlikely that lahars would reach the city directly, their impact on upstream watershed health and water infrastructure could be significant.

Volcanic activity may also lead to short-term regional climate effects, such as temporary cooling caused by ash and sulfur dioxide emissions that block sunlight. Although the likelihood of a catastrophic eruption directly impacting Keizer is low, the city recognizes the need to incorporate volcanic hazards into emergency response planning.

Coordination with Marion County Emergency Management and monitoring systems operated by the USGS, and the Pacific Northwest Seismic Network (PNSN) are essential for maintaining early warning capabilities and ensuring timely public information in the event of volcanic activity.

1. Volcano Impact Analysis: An eruption of Mount Jefferson would impact the city of Keizer due to its proximity to the volcano. An eruption may lead to challenges due to mass evacuations. Ash deposits would cause widespread contamination of the city, and the economic impacts would be devastating. Areas including tens of miles downstream along river valleys and hundreds of miles downwind may be at risk. A 500-million-cubic-meter lahar (the largest modeled lahar) would potentially cause the Detroit dam to be overtopped/breached unless the lake had been significantly drawn down. The city planning team projects the following Community Lifeline disruptions from a volcanic eruption of Mount Jefferson:
 - a. Communications: A volcanic eruption could damage or destroy communications infrastructure by reducing communication channels within the city.

- b. Energy: An eruption could impact utility infrastructure leading to prolonged power outages.
- c. Food, hydration, shelter: Drinking water sources could become contaminated leading to disruptions. Food and water supply chains may be disrupted leading to shortages.
- d. Hazardous Materials: Ash from an eruption could impact the filtration systems storing HAZMAT and adversely affect the environment and nearby populations.
- e. Health and Medical: Falling ash could cause adverse respiratory issues for residents, especially the young, elderly and those with pre-existing medical conditions.
- f. Safety and Security: A volcanic eruption may require the immediate activation of search and rescue teams. Search and rescue/victim recovery will take days to weeks to complete. First responders may become overwhelmed and government functions/services may be unable to operate for an extended period due to damage and/or evacuation.
- g. Transportation: Roadways may become overcrowded due to evacuating populations, and visibility may be severely affected. Regional air traffic may be shut down due to airborne volcanic ash.

P. Wildfires

Wildfires are a natural part of Oregon's landscape and occur regularly across the state, particularly in forested, grassland, and rangeland ecosystems. Although the Willamette Valley, including Keizer, is not among Oregon's highest wildfire risk zones, the city is surrounded by agricultural fields, open grasslands, and rural properties that are susceptible to field fires, equipment-related ignitions, and wind-driven grass fires, particularly during the dry summer and early fall months.

According to the Oregon Department of Forestry (ODF), most wildfires in the state occur between June and October, when vegetation is dry and humidity is low. Approximately 70% of wildfires in Oregon are caused by human activity, including debris burning, agricultural operations, equipment use, and recreational activities. The remaining 30% are typically lightning caused, with those events most concentrated in eastern and southern Oregon, rather than the Willamette Valley.

While Keizer is not located in a densely forested area or within a high wildfire hazard zone, it is classified as having a low to moderate wildfire risk, particularly along the urban-agricultural fringe. The city is not directly within a designated wildland-urban interface (WUI) zone, but nearby communities closer to the Cascade foothills and eastern Marion County are at elevated risk during periods of prolonged heat, drought, and low humidity. Keizer may experience indirect wildfire impacts from regional fires, such as those that occurred during the 2020 Labor Day wildfires, including the Beachie Creek Fire in the Santiam Canyon. While the fire itself did not threaten Keizer, it contributed to:

- Hazardous air quality
- Public health advisories
- Activation of emergency shelters for evacuees
- Increased demand for coordinated public messaging

Wind-driven embers, smoke, and potential transportation disruptions remain credible secondary concerns, especially when fire activity affects nearby counties or transportation corridors such as Interstate 5 or Highway 22.

Keizer continues to work with Marion County Emergency Management, ODF, and state and regional partners to enhance wildfire preparedness, air quality monitoring, public warning capabilities, and evacuation planning. These efforts are essential for addressing both direct ignition hazards and the indirect impacts of large-scale wildfires occurring elsewhere in the region. An analysis of the ClimRR portal modeling tool revealed the following projections by the year 2050:

1. ClimRR Data Analysis
 - a. Annual precipitation total is expected to increase by about 5.28 inches.
 - b. The minimum average annual temperature is projected to increase by nearly 2.79°F.
 - c. The maximum average annual temperature is projected to increase by 2.39°F.
 - d. Average wind speeds are predicted to not change much from current averages.
 - e. Annual fire weather index is expected to remain relatively the same.
2. Wildfire Impact Analysis: Although Keizer is not located within a heavily forested area, its position in the Willamette Valley and proximity to agricultural lands, grass fields, and rural properties creates a measurable risk for grass and brush fires, particularly during the late summer and early fall fire season. While the urban core is considered low-risk, Keizer's urban-agricultural fringe and nearby open spaces could support wind-driven fire spread, threatening residential neighborhoods, critical infrastructure, and transportation routes along the city's edges.

Climate projections for western Oregon anticipate hotter, drier summers and more frequent drought conditions, which are expected to increase the intensity and duration of wildfire seasons across Marion County. As regional wildfire activity grows, Keizer may experience greater exposure to indirect impacts, including hazardous air quality, evacuee sheltering needs, and strain on public information systems.

In the event of a wildfire encroaching upon Keizer or igniting in adjacent agricultural zones, precautionary evacuations of homes or businesses could be required. Such an incident may lead to temporary displacement, service interruptions, and economic disruption due to infrastructure damage or business closures. Although a worst-case scenario involving widespread structural loss is unlikely in Keizer's current landscape, fast-moving grass fires fueled by high winds and dry conditions could pose a significant threat to areas near the city's rural boundary.

Keizer continues to coordinate with Marion County Emergency Management, the ODF, and regional partners to support wildfire preparedness, evacuation planning, and public outreach, ensuring the city is ready to respond to both direct fire threats and the broader consequences of regional wildfire activity.

Given these risks, wildfire preparedness, defensible space planning, and coordinated evacuation procedures are critical components of the city's emergency operations and hazard mitigation strategies.

The city planning team anticipates disruptions to all eight Community Lifelines as described below:

- a. **Communications:** Wildfire could damage or destroy communications infrastructure such as cell phone towers and communication equipment, reducing communication channels within the city.
- b. **Energy:** Wildfire could destroy utility infrastructure leading to prolonged power outages.
- c. **Food, Hydration, Shelter:** Wildfire could cause widespread structural damage to homes and businesses creating economic hardships. City residents may need to evacuate the area and emergency shelters, and housing may be a priority during recovery efforts. The acquisition of bottled drinking water may be necessary.
- d. **Hazardous Materials:** Fires could destroy facilities storing HAZMAT and adversely affect populations located downwind of chemical plumes.
- e. **Health and Medical:** Wildfire could destroy medical facilities, and EMS may not be available to respond due to evacuation orders.
- f. **Safety and Security:** A wildfire may require search and rescue team activation. The local fire department may be occupied with the fire and have a reduced capacity to respond to other emergencies. First responders may become overwhelmed and government functions/services may not be able to operate for an extended period due to damage and/or evacuation. Officials may have to issue evacuation or shelter-in-place actions to mitigate the risk to impacted populations.
- g. **Transportation:** Wildfire may result in closed roadways eliminating access to the city of Keizer. Additionally, roadways may become overcrowded due to evacuation efforts.
- h. **Water Systems:** A wildfire could destroy the community's potable water and wastewater infrastructure leading to disruptions that could last for several weeks or months.

Q. Winter Weather

FEMA defines winter weather as a winter storm incident in which the main types of precipitation are snow, sleet, or freezing rain. This type of incident occurs often in the city of Keizer. A review of FEMA's NRI data revealed 18 incidents from 2005 to 2021, or 1.1 incidents occurring annually. An analysis of the ClimRR portal and Climate Explorer modeling tools revealed the following projections by the year 2050:

1. **ClimRR Data Analysis**
 - a. Annual precipitation total is expected to increase by about 5.28 inches.
 - b. The minimum average annual temperature is projected to increase by 2.75°F.
 - c. The maximum average annual temperature is projected to increase by 2.39°F.
2. **Climate Explorer Data Analysis**
 - a. Annual precipitation total is expected to decrease by about .66 inches.
 - b. The number of days annually with a maximum temperature below 32°F is projected to decrease by 3.5 days by 2050 when compared to 2025.
 - c. The number of days annually with a minimum temperature below 32°F is projected to decrease by 14.7 days by 2050 when compared to today.
 - d. The minimum average annual temperature is projected to increase by about 1.7°F.
3. **Winter Weather Impact Analysis:** Future temperatures are projected to rise while annual precipitation amounts increase. This may increase the likelihood of precipitation falling as rain or freezing rain during the winter months in the mid-

century timeframe. Planners anticipate a decrease in the number of winter weather incidents annually. A worst-case winter weather scenario is expected to impact the following Community Lifelines:

- a. Energy: A worst-case winter storm may cause power outages.
- b. Food, Hydration, Shelter: Residents living in homes without power and/or ineffective heating sources may require temporary warming shelters. A winter storm could delay the resupply of goods from outside sources due to unsafe road conditions.
- c. Health and Medical: Patient transport to nearby medical facilities may be impossible or delayed due to impassible roadways. EMS response times to emergencies may increase and become overwhelmed.
- d. Safety and Security: Winter weather may cause an increase in the number of traffic accidents and first responder response delays to emergencies; government functions/services may shut down for one to two days.
- e. Transportation: Icy or snow-covered roadways may limit travel to and from the city of Keizer, affecting supply chains and increasing first responder response time to emergencies. Winter weather may also result in delayed or cancelled flights in the region and an increase in the number of traffic accidents.

Human Caused Incidents

- A. These incidents are intentionally created by humans with the intent of harming life, information, operations, the environment and/or property. They are also referred to as adversarial threats. These types of events often occur with little or no advanced warning, making them difficult to predict.

Cybersecurity involves protecting the infrastructure by preventing, detecting, and responding to cyberattacks. City planners must be cognizant that prolonged outage of a digital infrastructure could cause civil unrest and an increase in criminal activity.

- B. Cyber Attacks

Unlike physical threats that prompt immediate action, cyberattacks are often difficult to identify and comprehend. Among these dangers are viruses that erase entire systems, intruders breaking into systems and altering files, intruders using someone else's computer or device to attack others, or intruders stealing confidential information. The spectrum of cyber risks is limitless; threats, some more serious and sophisticated than others, can have wide-ranging effects on the individual, community, organizational, and national level. These risks include:

- a. Organized cybercrime, state-sponsored hackers, and cyber espionage can pose security risks to our country, as well as at the national scale.
- b. Transportation, power, and other services may be disrupted by large-scale cyberattacks. The extent of the disruption is highly uncertain as it may be determined by many unknown factors such as the target and size of the incident.
- c. Vulnerability to data breach and loss increases if an organization's network is compromised; information about a company, its employees, and its customers can be at risk.
- d. Individually owned devices such as computers, tablets, mobile phones, and gaming systems that connect to the Internet are vulnerable to intrusion. Personal information may be at risk without proper security.

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Cyber Incident Impact Analysis: Large-scale cyber incidents may overwhelm government and private sector resources by disrupting the Internet and/or taxing critical infrastructure information systems. Complications from disruptions of this magnitude may threaten lives, property, the economy, and national security. Planners anticipate impact to the following community lifelines:

- a. **Communications:** A cyberattack could damage or disrupt communications infrastructure such as cell phone towers and computer equipment reducing communication channels within the city.
- b. **Energy:** A cyberattack could impact utility infrastructure, leading to prolonged power outages. Gas stations may be limited in the ability to dispense fuel products.
- c. **Food, Hydration, Shelter:** A cyberattack may cause business disruptions and could impact distribution of food to the local populace creating economic hardships. The acquisition of bottled drinking water may be necessary.
- d. **Hazardous Materials:** A cyberattack could cause the shutdown of critical HAZMAT processes leading to potential fire and/or release of HAZMAT and adversely affect populations located downwind if a chemical plume occurs.
- e. **Health and Medical:** A cyberattack could degrade medical facilities, and EMS may not be available to respond due to communication issues.
- f. **Safety and Security:** A cyberattack may cause civil unrest and criminal activity to occur. First responders could become overwhelmed and government functions/services may not be able to operate for an extended period due to digital disruptions.
- g. **Transportation:** A cyberattack could impact mass transit (e.g., buses, trains, etc.) preventing the transport of goods and services to the area. Additionally, the loss of transportation could impact the ability for some residents to commute to receive supplies, employment, and assistance.
- h. **Water Systems:** A cyberattack could have impact on the community's potable water and wastewater infrastructure leading to disruptions.

C. Electronic Magnetic Pulse

An Electromagnetic Pulse (EMP) is a burst of electromagnetic energy capable of damaging or disabling electronic systems and electrical infrastructure across a wide area. EMPs can be generated by natural phenomena such as solar flares or geomagnetic storms, but within the human-caused hazard category they typically refer to a deliberate high-altitude nuclear detonation or a non-nuclear electromagnetic device intended to disrupt or destroy technology-based systems.

Because modern society depends heavily on electronic systems, even a localized EMP event could have catastrophic and cascading effects. City planners should consider EMP impacts that could result in the prolonged loss of power, communications, transportation, and essential services. Unlike cyberattacks, EMPs cause physical damage to circuits and components, meaning recovery can take weeks to months depending on supply-chain conditions and regional scope.

EMP Incident Impact Analysis: Planners anticipate that an EMP could affect the following Community Lifelines:

- a. Communications: An EMP may disable radio repeaters, cellular networks, computer systems, and landline infrastructure, leaving responders and residents unable to communicate. Loss of data networks will also disrupt dispatch, emergency alerts, and coordination with neighboring jurisdictions.
- b. Energy: Electrical substations, transformers, and grid controls could be damaged, resulting in widespread and prolonged power outages. Backup generators may also fail if not properly shielded. Fuel pumps, refineries, and supply chains could be affected by limiting fuel availability for emergency response vehicles.
- c. Transportation: Modern vehicles and transit systems with electronic ignition or control modules may be rendered inoperable. Roadway signals could fail, leading to congestion, accidents, and hampered emergency movement. Air traffic control and rail systems may also be affected.
- d. Water and Wastewater Systems: Pumping stations and treatment plant controls may fail, disrupting the distribution of potable water and the processing of wastewater. Extended power loss could cause low water pressure, boil-water advisories, and sanitation challenges.
- e. Health and Medical: Hospitals and clinics may lose access to medical equipment, electronic health records, and power for life-support systems. Supply shortages may arise due to disruption of transportation and communications.
- f. Safety and Security: A prolonged loss of power and communications may lead to public anxiety, looting, or civil unrest. Law enforcement and fire response capabilities could be degraded by inoperable vehicles and radios. Mutual aid from surrounding jurisdictions may also be delayed.
- g. Food, Hydration, and Shelter: The interruption of refrigeration, electronic payment systems, and supply deliveries may quickly deplete available food and water. Community shelters must be prepared to operate without power or digital communications for extended periods.

Mitigation and preparedness considerations:

- a. Encourage critical facilities (EOC, police, fire, public works, and water utilities) to install surge protection, Faraday shielding, and analog redundancies where feasible.
- b. Develop manual backup procedures for dispatching, recordkeeping, and communications (e.g., paper logs, pre-designated radio frequencies, satellite phones).
- c. Coordinate with regional utilities to identify priority restoration strategies for power and water systems.
- d. Educate the public on household preparedness measures for long-term power outages (food, water, medication, lighting, and cash reserves).
- e. Incorporate EMP scenarios into Continuity-of-Operations (COOP) and Continuity-of-Government (COG) planning.

D. Terrorism

Terrorism is defined as the use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion, or ransom. It is difficult to determine the scope of a terrorist threat to the city of Woodburn. Although the area may include some potential targets, it is impossible to predict future terrorist events. Residents and tourists must rely on law enforcement

surveillance and local threat levels. Depending on the extent of the action, the community may experience economic loss, utility disruptions, injuries, and fatalities, and/or structural damage from explosions or gun fire.

1. **Terrorism Impact Analysis:** Planners do not consider a terrorism incident probable for the city of Woodburn. However, secondary effects from an attack on a larger city or transportation component could adversely affect Woodburn residents. An act of terrorism could result in a mass casualty incident and impact the local economy. Planners project the following Community Lifeline impacts from a terrorist event:
 - a. **Communications:** A terrorist attack could include disruption of service to local communication nodes. This disruption could cause delays in first responders providing services for the local community.
 - b. **Energy:** A terrorist attack could result in a power grid shutdown and prolonged power outage).
 - c. **Health and Medical:** A terrorism incident could result in gunshot injuries and fatalities and a potential mass casualty incident which overwhelms local medical resources. Indirect exposure to contamination for HAZMAT or Weapons of Mass Destruction could cause casualties that require specialized care. The city could require mutual aid assistance from neighboring jurisdictions and escalate response to higher levels if available.
 - d. **Safety and Security:** Local responders could order shelter-in-place or lockdown for residents until the threat is eliminated. The city may require law enforcement mutual aid assistance from neighboring jurisdictions.
 - e. **Transportation:** An incident may shut down roadways near the incident during the response and following the event to aid the investigation. Some businesses may be forced to shut down during the investigation resulting in economic losses.
 - f. **Water Systems:** An attack on the city's water supply could shut down potable water and wastewater infrastructure leading to disruptions that may last several days.

Technological Hazards

These incidents involve materials created by humans that pose a unique hazard to the public and environment. The jurisdiction needs to consider incidents that are caused by accident (e.g., mechanical failure, human mistake, mass transit incident), resulting from an emergency caused by another hazard (e.g., flood, storm).

A. Hazardous Materials (HAZMAT)

Hazardous materials (HAZMAT) incidents in Keizer may stem from a range of sources, including fixed-site facilities, transportation accidents, or, less commonly, illegal activities such as clandestine drug manufacturing. These incidents may involve chemical, flammable, or radiological substances, with local relevance to materials used by municipal operations, including chlorine-based water treatment chemicals, fuels, and agricultural products.

Although the probability of a major HAZMAT incident in Keizer is relatively low, the presence and movement of hazardous substances in and around the city pose potential public health and safety risks that merit inclusion in the city's hazard analysis.

A review of the Oregon Community Right-to-Know (CR2K) database identified 44 facilities within 10 miles of Keizer that report the storage or use of hazardous substances. These

include gasoline, diesel fuel, propane, lead-acid batteries, pesticides, and industrial cleaners. Additionally, some agricultural supply and service businesses operating in or near the city may store or transport regulated materials. A review of the EPA Envirofacts database shows that 109 EPA-regulated Tier II or Toxic Release Inventory (TRI)-reporting industrial facilities are located directly within Keizer's city limits.

The most significant HAZMAT risk to Keizer stems from transportation-related incidents. While Interstate 5 does not pass directly through Keizer, the city is located just west of the route, which supports River Road North, Chemawa Road, and Dr MLK Jr Parkway, which are used regularly for the transport of petroleum products, fertilizers, and agrochemicals. A transportation-related release—especially in or near densely populated areas, school zones, or commercial centers—could result in serious consequences including:

- Toxic vapor clouds
- Fires or explosions
- Hazardous runoff
- Widespread shelter-in-place or evacuation orders
- Disruption of road access for emergency responders

Rail-related HAZMAT incidents are not considered a primary risk within Keizer, as the Portland & Western Railroad and other active freight rail lines do not pass directly through the city. Incidents along nearby rail corridors in Salem or in the Santiam Canyon; however, could pose regional threats or impact mutual aid operations and evacuation planning, especially if hazardous cargo is involved.

Although the likelihood of a catastrophic release is low, Keizer's proximity to major transportation corridors, limited medical surge capacity, and potential population vulnerability heighten the importance of preparedness, interagency coordination, and public notification capabilities in response planning for hazardous materials incidents. The severity of impact from a HAZMAT release is influenced by multiple factors, including:

- Type, quantity, and toxicity of the substance released
- Physical state of the material (gas, liquid, or solid)
- Weather conditions (e.g., temperature, wind speed/direction, precipitation)
- Proximity to sensitive receptors (e.g., schools, homes, water bodies)
- Timeliness and coordination of emergency response actions

The planning team identified the following impacts from a HAZMAT release scenario.

1. HAZMAT Event Impact Analysis: Keizer, Oregon faces a credible risk of HAZMAT incidents due to its proximity to agricultural operations, major transportation routes, and local use of commercial chemicals. Although Keizer is a suburban community, it is surrounded by rural agricultural lands and light industrial activity, where substances such as pesticides, herbicides, fertilizers, fuels, and other industrial chemicals are commonly stored, handled, or transported. Potential incidents could result from fixed-site facility accidents, transportation-related spills, or improper storage and handling of chemicals.

The primary HAZMAT threat in Keizer comes from transportation-related risks, particularly along Interstate 5, River Road North, and Chemawa Road, which are used by commercial vehicles transporting fuel, agricultural chemicals, and industrial products. While Interstate 5 does not run directly through Keizer, it lies just to the East of city limits and serves as a heavily used North-South corridor for hazardous materials movement. In addition, nearby farms and agribusinesses may store regulated substances such as anhydrous ammonia, diesel fuel, or chemical solvents, creating potential risk from spills, fires, or tank failures, especially during transport or equipment malfunction.

An active freight line of Union Pacific railway runs through Keizer and Portland & Western Railroad pass through nearby jurisdictions, including Salem. These routes routinely carry hazardous materials, and a derailment or chemical release in neighboring areas could necessitate regional coordination, air quality monitoring, or mutual aid evacuations that impact Keizer residents and responders.

The impacts of a HAZMAT incident in Keizer could include toxic exposure to the public or responders, evacuations or shelter-in-place orders, contamination of soil or water, and disruption of daily operations. Sensitive populations such as children, seniors, and individuals with respiratory conditions are at the greatest risk during a chemical release. A worst-case scenario could overwhelm local emergency response capabilities and require mutual aid or support from the Oregon State Fire Marshal's Office and the Oregon Department of Environmental Quality (DEQ).

The Keizer Fire District is the primary responder to HAZMAT incidents within city limits. The district operates at the operations-level for HAZMAT response and coordinates with Marion County Emergency Management and the Salem Fire Department's Regional HAZMAT Team 13 for technical-level support, including containment, decontamination, and environmental hazard mitigation.

Public notification and protective action decisions would be disseminated through Marion County's Everbridge mass notification system, NOAA Weather Radio, and local public safety agencies. These systems ensure timely and accessible alerts for impacted populations.

Mitigation strategies include ensuring local facilities that store or handle hazardous substances are registered through Oregon's CR2K Program, that response plans are in place, and that first responders are trained in Hazardous Waste Operations and Emergency Response (HAZWOPER) procedures. Public education on shelter-in-place procedures and the use of protective action zones, as outlined in the Emergency Response Guidebook (ERG), can further enhance community readiness. Planners project impacts to the following Community Lifelines as described below:

- a. Food, Hydration, Shelter: Depending on the location and severity of the release, the incident commander may issue evacuation or shelter-in-place orders. The city may need to coordinate temporary shelter operations with food and water distribution for displaced residents.
- b. Hazardous Materials: A significant release could contaminate the surrounding environment, including surface waters. Depending on the chemical's properties,

airborne concentrations may pose a risk to downwind populations and ecosystems.

- c. **Health and Medical:** A HAZMAT release could result in a mass casualty scenario. While Keizer has local clinics and urgent care facilities, there is no hospital within city limits. Self-reporting patients may seek care locally, but those requiring advanced treatment or decontamination would be transported to hospitals in nearby cities such as Silverton or Salem.
- d. **Safety and Security:** Local first responders (fire service, EMS, and law enforcement personnel) supporting the incident may not be able to assist other emergency calls resulting in delayed response time and capabilities. Officials may need to implement evacuation or shelter-in-place orders for populations located downwind of a chemical plume.
- e. **Transportation:** Based on wind direction and chemical plume modeling, road closures may be necessary on key routes such as River Road North, Chemawa Road, or nearby access points to Interstate 5. Law enforcement would be responsible for implementing detours, maintaining perimeter control, and ensuring public safety near the incident zone.
- f. **Water Systems:** Depending on the location and nature of the spill, there is potential for contamination of drinking water infrastructure. Timely detection, notification, and isolation of affected systems are critical to prevent public health impacts.

Hazardous Analysis

The city of Keizer hazard analysis has been incorporated into the Marion County Multi-Jurisdictional All-Hazard Mitigation Plan Volume II dated April 6, 2023.

Capability Assessment

This assessment evaluates the capabilities of Keizer, Oregon's EOP, aimed at addressing the city's preparedness and response mechanisms in the face of natural and man-made disasters. The purpose is to identify areas of strength, opportunities for improvement, and provide actionable recommendations to enhance the city's overall emergency management capability.

The City of Keizer Emergency Planning Team works with the surrounding cities and Marion County Emergency Management staff. A cooperative working relationship and team approach between the city and other municipal governments for emergency response is a major strength upon which the city relies. Prevention, protection, response, recovery, and mitigation capabilities are taken into consideration along with the adequacy of training, equipment, and personnel needs. The city is dependent upon the local municipalities for assistance for search and rescue, major hazardous material response capabilities, EMS backup, bomb squad response, police tactical responses, and assistance in emergency operations staffing and support. The city relies on the Keizer Fire District for fire prevention and suppression capability. Keizer Fire District provides Emergency Medical Services including ambulance service.

While the city maintains emergency service capability, the following items were identified in coordination with the city emergency planning team as areas for improvement:

- A. **Goal (End-State):** Improve emergency shelter readiness through standardized resource management, planning, and stakeholder coordination.
1. **Objective (Purpose):** Ensure the accessibility, reliability, and efficiency of emergency shelters by implementing a standardized framework for shelter identification, resource allocation, supply management, and interagency coordination to enhance preparedness and operational readiness during disasters.
 2. **Line of Effort:** Establish Shelter Locations and Supplies: These intermediate objectives will help ensure that shelters are identified and stocked to meet community needs during an emergency.
 - a. **Identify and Document Shelter Locations:** Compile and maintain an updated list of designated emergency shelters, including public buildings, community centers, and temporary facilities.
 - b. **Assess Shelter Capacity and Resources:** Evaluate the capacity of each shelter, including back-up power, available space, sleeping arrangements, sanitation facilities, pets, and accessibility for individuals with disabilities.
 - c. **Coordinate with Local Organizations:** City departments should work with non-profits and community organizations to ensure clear procedures, logistical support, and coordination of services for shelter operations.
- B. **Goal (End-State) –** Strengthen regional collaboration, resource sharing, and response coordination by improving processes for managing emergency transportation mutual aid agreements (MOA)/memorandums of understanding (MOU) with Cherriot’s and Keizer/Salem School Bus system.
1. **Objective (Purpose) –** Strengthen the effectiveness and reliability of mutual aid agreements thorough a comprehensive review and update process, that fosters inter-agency cooperation, and ensuring timely, coordinated responses during emergencies and disasters.
 2. **Line of Effort – Enhance MOA/MOUs to establish emergency transportation availability.**
 - a. **Assess Current Agreements:** Conduct a comprehensive review of existing mutual aid agreements to identify gaps, outdated provisions, and areas for improvement.
 - b. **Engage Stakeholders:** Collaborate with relevant local, regional, and state agencies, including emergency services, law enforcement, healthcare providers, and utility companies, and the school district to gather input and ensure all parties' needs and expectations are addressed.
 - c. **Define Clear Roles and Responsibilities:** Establish clear roles, responsibilities, and expectations for each party involved in mutual aid agreements, ensuring clarity in both routine and emergency situations.
 - d. **Update Resource Sharing Processes:** Revise and standardize processes for resource sharing (personnel, equipment, supplies) to improve efficiency and responsiveness during mutual aid activation.
 - e. **Develop Communication and Coordination Plans:** Strengthen communication channels and coordination strategies among participating agencies to ensure seamless operations during crises.
 - f. **Create Training and Exercise Opportunities:** Develop and implement training programs and simulation exercises (e.g., activation of school bus system for use as emergency evacuation transportation) for all involved parties to ensure readiness and familiarity with updated agreements and response procedures.

- g. Ensure Legal and Regulatory Compliance: Review and update mutual aid agreements to comply with current legal and regulatory requirements, ensuring alignment with state and federal guidelines.
- h. Sign and Publish MOU/MOA: All responsible parties will sign and publish all new or revised mutual aid agreements.
- i. Monitor and Evaluate Performance: Implement a system for regularly monitoring the effectiveness of mutual aid agreements and make continuous improvements based on lessons learned from exercises and real-world events.

Mitigation Overview

The City of Keizer will conduct mitigation activities as an integral part of the emergency management program. Mitigation is intended to eliminate hazards, reduce the probability of hazards causing an emergency, or lessen the consequences of unavoidable hazards.

Mitigation should be a pre-disaster activity, although mitigation may also occur in the aftermath of an emergency with the intent of avoiding repetition of the situation. The Keizer mitigation plan is incorporated into the Marion County Hazard Mitigation Plan.

Planning Assumptions

1. Essential city services will be maintained if conditions permit.
2. An emergency will require prompt and effective response and recovery operations by city emergency services, disaster relief, volunteer organizations, and the private sector.
3. All emergency response staff are trained and experienced in operating under the NIMS/ICS protocol.
4. Each responding city department will utilize existing directives and procedures in responding to major emergencies/disasters.
5. Environmental, technological, and civil emergencies may be of a magnitude and severity that County, State, and Federal assistance is requested.
6. County support for city emergency operations will be based on the principle that emergencies start at the local level. The city will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the county.
7. Considering shortages of time, space, equipment, supplies, and personnel during a catastrophic disaster, self-sufficiency will be necessary for the first hours or days following the incident.
8. Outside assistance may be available in most major emergency/disaster situations that affect Keizer. Although this plan defines procedures for coordinating such assistance, it is essential for Keizer to be prepared to carry out disaster response and short-term actions on an independent basis.
9. Control over city resources will remain at the city level even though the Governor has the legal authority to assume control in a State Declaration of Emergency.
10. City communication and offices may be destroyed or rendered inoperable during a disaster. Normal operations can be disrupted during a general emergency; however, the city can still operate effectively if public officials, first responders, employees, volunteers, and residents are:
 - a. Familiar with established policies and procedures.
 - b. Assigned pre-designated tasks.
 - c. Formally trained in their duties, roles, and responsibilities required during emergency operations.

- d. Provided policies and procedures in multiple languages to accommodate those whose first language is not English.
11. The city will continue to be exposed to the hazards noted above, as well as others that may develop in the future.
12. The city has limited resources and depends upon regional and other local governments and agencies for support as well as the volunteer, nonprofit, and private sectors.
13. 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 to be prepared to carry out disaster response and short-term actions independently.
14. 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 incidents can occur with little or no warning.
15. 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 emergency plan.

Concept of Operations

Primary roles involved during the initial emergency response will focus on first responders, such as fire districts, public works, and city police, sometimes also involving hospitals, local health departments, and regional fire and HAZMAT teams. Typically, as the emergency evolves and the immediate response subsides, a transition period will occur during which emergency responders will hand-off responsibility for active coordination of the response to agencies, departments or organizations involved with recovery operations. In all emergency situations and circumstances, saving and protecting human lives receive priority.

The basic concept of emergency operations focuses on managing and using all available resources at the local level for effectively responding to all types of emergencies. Local government has the primary responsibility for emergency management functions and for protecting life and property from the effects of emergencies and disaster incidents. This EOP should be used when the city of Keizer or local emergency response agencies are reaching or have exceeded their abilities to respond to an emergency incident and not in response to day-to-day operations.

Responsibilities include management and coordination of large-scale incidents, as well as identifying and obtaining additional assistance and resources for emergency response agencies from the County, State, and/or Federal government through the city Emergency Manager.

If Keizer requires additional resources beyond its immediate capabilities during an emergency, the city Emergency Operations Center (EOC) will submit a formal request to the Marion County Emergency Management Office. This request will be based on a thorough assessment of the situation, identifying critical gaps in personnel, equipment, medical supplies, shelter support, or other essential services necessary for response and recovery efforts. The request will be communicated through established channels, direct communication with county officials, or other designated protocols. The county will review the request and coordinate the deployment of available resources or escalate the need to the state if necessary. The city EOC will maintain situational awareness and ensure the efficient integration of incoming support into response operations while providing regular updates to county officials.

A. Response Priorities

1. **Lifesaving/Protection of Property:** This focuses on efforts to save lives of persons other than City employees and their dependents. It may include prevention or mitigation of major property damage if results of such damage would likely present an immediate danger to human life.
2. **Incident Stabilization:** This focuses on protection of mobile response resources, isolation of the impacted area, and containment (if possible) of the incident.
3. **Property Conservation:** This focuses on the protection of public facilities essential to life safety/emergency response, protection of the environment whenever public safety is threatened, and protection of private property.

B. Incident Management

When an emergency arises and normal organization and functions of city government are

insufficient to effectively meet response requirements, the City Manager (or designee) will activate and implement all or part of this EOP. In addition, the City Manager may partially or fully activate and staff the City EOC based on an emergency type, size, severity, and anticipated duration. Concurrently, all the city emergency services involved will implement their respective plans, procedures, and processes and will provide the City Manager with the following information:

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

C. Initial Actions

Upon activation of all or part of this EOP, the Incident Commander (IC) (or designee) will immediately implement the actions outlined below:

1. Alert threatened populations and initiate evacuation as necessary.
2. Instruct appropriate city emergency service providers to activate necessary resources.
3. Assign radio frequencies and communications equipment, implement a communications plan, and confirm interoperability among EOC staff and response agencies.
4. If circumstances require immediate action, the city manager is authorized to declare a state of emergency, provided that the city council ratifies such declaration at the first available opportunity. Upon declaration by the city manager or the city council, the city manager is empowered to assume centralized control of and have authority over all departments, divisions, and offices of the city in order to implement the provisions of this article. The state of emergency declared pursuant to this section shall specify the factors which warrant the exercise of emergency controls. The city manager shall terminate the state of emergency when the emergency no longer exists or the threat of an emergency has passed.
5. Prepare to staff the city EOC as appropriate for the incident with maximum 12-hour shifts.
6. City personnel and support staff will be deployed to restore normal activity and provide essential community services as soon as possible following an emergency incident.

Organization and Assignment of Responsibilities

A. Organization

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

The County Emergency Management Director is responsible for emergency management planning and operations for the area of the county lying outside the incorporated municipalities of the county. Keizer Code Chapter 16 – Emergency Management and Emergency Services delegates city emergency management planning and operations to the Emergency Manager who is appointed by the City Manager. Emergency Management responsibilities may be shared with Marion County Emergency Management

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

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

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

B. Assignment of Responsibilities

The City of Keizer has developed and adopted a plan for implementation of the NIMS and to assist with training and preparing essential response staff and support personnel to incorporate ICS/NIMS concepts in all facets of an emergency. Each agency and department are responsible for ensuring that critical staff are identified and trained at a level enabling effective execution of existing response plans, procedures, and policies. A training roster that highlights levels and types of training completed by response personnel and essential City support staff must be maintained by individual agencies, volunteer organizations, private companies, and other community partners.

When a declaration of emergency exists within the City of Keizer and there is not sufficient time for the City Council to convene, the City Manager will declare an emergency. The emergency declared by the City Manager shall authorize specific emergency powers and exist for the period set forth in the declaration, not to exceed two weeks. The City Council

shall convene as soon as practical to ratify the Emergency Declaration. The declaration of emergency may be extended by the City Council for additional periods of time as necessary.

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

1. Emergency Manager

The Keizer Emergency Manager is responsible for the following common tasks:

- a. Assigning personnel to the local and/or County EOC.
- b. Notifying department personnel and implementing established call-down procedures to contact key stakeholders and essential staff.
- c. Establishing ICS.
- d. Providing training to key personnel and emergency response staff.
- e. Protecting vital records, materials, facilities, and services.
- f. Providing information and instructions to personnel regarding self-protection and minimizing exposure resulting from hazards associated with an emergency.

2. Mayor and City Council

General responsibilities of the Mayor and City Council include the following tasks:

- a. Establish emergency management authority by city ordinance.
- b. Adopt an EOP and other emergency management–related plans, resolutions and ordinances.
- c. Declare a State of Emergency and request assistance through the county (performed by the City Council).
- d. Act as a liaison to the community during activation of the EOC.
- e. Act on emergency funding needs.
- f. Attend timely incident update briefings.

C. Responsibilities by Community Lifeline

FEMA's Community Lifelines are essential services that enable communities to function and recover in times of disaster. These lifelines include Safety and Security, Food, Water, Shelter, Health and Medical, Energy, Communications, Transportation, and Hazardous Materials. They are critical for ensuring stability and resilience in emergency situations.

Local governments, emergency responders, and community organizations share the responsibility of maintaining and restoring these lifelines during crises. This involves coordinating resources, providing essential aid, and ensuring public safety. By strengthening these lifelines, communities can minimize disruptions, protect lives, and accelerate recovery efforts.

1. Safety and Security

a. Keizer Police Department is responsible for the following tasks:

- i. Provide a representative to the EOC.
- ii. Provide emergency response according to department SOPs and guidelines.

- iii. Protect life and property and preserve order.
 - iv. Evacuate disaster areas.
 - v. Provide law enforcement and criminal investigation.
 - vi. Isolate damaged areas.
 - vii. Provide traffic control, crowd control, and site security (including security for critical facilities).
 - viii. Provide damage reconnaissance and reporting.
 - ix. Provide support for Fire District and Public Works Department emergency operations as requested.
 - x. Safeguard essential department records.
 - xi. Maintain internal notification/call rosters.
 - xii. Actively participate in the emergency planning process; develop and maintain mutual aid agreements, supporting SOPs, and annexes necessary for department response.
- b. Marion County Sheriff's Office may be responsible for the following tasks:
- i. Protect life and property and preserve order.
 - ii. Evacuate disaster areas.
 - iii. Provide law enforcement and criminal investigation.
 - iv. Isolate damaged areas.
 - v. Provide traffic control, crowd control, and site security (including security for critical facilities).
 - vi. Provide damage reconnaissance and reporting.
 - vii. Provide support for Fire District and Public Works Department emergency operations as requested.
 - viii. Safeguard essential department records.
 - ix. Maintain internal notification/call rosters.
 - x. Actively participate in the emergency planning process; develop and maintain mutual aid agreements, supporting SOPs, and annexes necessary for department response.
 - xi. Provide Search and Rescue capabilities.
- c. Keizer Fire District and Marion County Fire District 1 are responsible for the following tasks during an emergency:
- i. Provide a representative to the EOC.
 - ii. Provide emergency response according to KFD or MCFD1 SOPs and guidelines.
 - iii. Provide pre-hospital emergency medical services.
 - iv. Inspect shelters and damaged areas for fire hazards.
 - v. Assist law enforcement personnel in alert and warning and evacuation operations.
 - vi. Provide support to law enforcement and emergency response as requested.
 - vii. Safeguard essential department records.
 - viii. Maintain internal notification/call rosters.
 - ix. Provide fire prevention and inspection to prevent loss of life, loss of property, and damage to the environment.
 - x. Actively participate in the emergency planning process; develop and maintain mutual aid agreements and supporting SOPs and annexes necessary for department response.
- d. The Keizer City Attorney in coordination with the City of Keizer is responsible

for the following tasks in the event of an emergency:

- i. Advise city officials regarding the emergency powers of local government and necessary procedures for invocation of measures to:
 - ii. Implement wage, price, and rent controls.
 - iii. Establish rationing of critical resources.
 - iv. Establish curfews.
 - v. Restrict or deny access.
 - vi. Specify routes of egress.
 - vii. Limit or restrict use of water or other utilities.
 - viii. Advise on the removal debris from publicly or privately owned property.
 - ix. Review and advise city officials regarding possible liabilities arising from disaster operations, including the exercising of any or all the above powers.
 - x. Prepare and recommend local legislation to implement the emergency powers required during an emergency.
 - xi. Advise city officials and department directors regarding record keeping requirements and other documentation necessary for the exercising of emergency powers.
 - xii. Thoroughly review and maintain familiarity with current ORS 401 provisions as they apply to county or city government in disasters.
 - xiii. Prepare and maintain supporting SOPs and annexes.
- e. Emergency Manager
- i. Establish procedures for employing temporary personnel for disaster operations.
 - ii. Coordinate deployment of reserve personnel to city departments requiring augmentation.
 - iii. Conduct ongoing hazard awareness and public education programs.
2. Food, Hydration, Shelter
- a. Keizer Police Department
 - i. Evacuation and population protection
 - ii. Identify high hazard areas and corresponding number of potential evacuees.
 - iii. Coordinate evacuation planning, including:
 - (a) Movement control
 - (b) Transportation needs
 - (c) Emergency Public Information materials
 - (d) Prepare and maintain supporting SOPs and annexes.
 - b. Keizer Fire District
 - i. Provide shelter within the fire station as mission, space, and resources are available.
 - ii. Oversee shelter and reception location at fire station.
 - iii. Provide Health and medical.
 - c. Marion County Health and Human Services
 - i. See Marion County EOP for Marion County Health and Human Services roles and responsibilities
 - d. Emergency Manager
 - i. Establish procedures for employing temporary personnel for disaster operations.

- ii. In cooperation with the Keizer Police establish and maintain a staffing reserve.
 - iii. Coordinate deployment of reserve personnel to city departments requiring augmentation.
 - iv. Conduct ongoing hazard awareness and public education programs.
 - v. Develop and maintain procedures for sheltering in place.
 - vi. Compile and prepare emergency information for the public in case of emergency.
 - vii. Arrange for media representatives to receive regular briefings on the City's status during extended emergency situations.
 - viii. Secure printed and photographic documentation of the disaster situation.
 - ix. Handle unscheduled inquiries from the media and the public.
 - x. Be aware of Spanish-only-speaking and/or bilingual population centers within the city and prepare training and news releases accordingly.
 - xi. Define responsibilities of city departments and private sector groups
 - xii. Prepare and maintain supporting SOPs and annexes.
3. Health and Medical
- a. Keizer Fire District and Marion County Fire District 1
 - i. Coordinate provision of EMS.
 - ii. Request additional EMS assets as necessary.
 - iii. Initial lifesaving and treatment.
 - b. Salem Hospital
 - i. Treatment of casualties.
 - c. Marion County Health and Human Services
 - i. See Marion County EOP for Marion County Health and Human Services roles and responsibilities
 - d. Marion County Medical Examiner
 - i. Provide death notifications.
4. Energy (Power and Fuel)
- a. Salem Electric, PGE and Northwest Natural Gas are the main power and fuel producing companies within the area and may aid as requested by the Keizer Public Works Department
 - b. City of Keizer Public Works Department
 - i. Energy and utilities-related responsibilities include the following tasks:
 - ii. Work with local energy facilities to restore damaged energy utility infrastructure and accompanying systems.
 - iii. Coordinate temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished.
 - iv. Coordinate information from the damage assessment team. The damage assessment team is comprised of personnel from City departments with assessment capabilities and responsibilities such as the Keizer Police Department, Keizer Fire District, and Keizer Public Works Department.
 - v. Train and provide damage plotting team members to the EOC.
 - vi. Assist in reporting and compiling information regarding deaths, injuries, and dollar damage to tax-supported facilities and to private property.
 - vii. Assist in determining the geographic extent of the damaged area.

5. Communications
 - a. Marion Area Multi-Agency Emergency Telecommunications (METCOM 9-1-1)
 - i. Responsible for emergency communication between emergency responders.
 - b. Emergency Manager
 - i. Establish emergency purchasing procedures and/or a disaster contingency fund.
 - ii. Maintain records of emergency-related expenditures for purchases and personnel.
 - c. Administration/Finance Department is responsible for the following tasks:
 - i. Compile estimates of damage for use by City officials in requesting disaster
 - ii. Evaluate the effect of damage on the City's economic index, tax base, bond ratings, insurance ratings, etc. for use in long-range recovery planning.
6. Transportation
 - a. City public works personnel are responsible for the following tasks in an emergency:
 - i. Provide a representative to the EOC.
 - ii. Assessment damage to streets, bridges, traffic control devices, wastewater treatment system, and other public works facilities. Assist in damage assessment of other city infrastructure and residential buildings.
 - iii. Remove debris.
 - iv. Barricade hazardous areas.
 - v. Coordinate the condemnation of unsafe structures.
 - vi. Provide support to traffic, crowd control, and evacuation operations.
 - vii. Provide support to the police department and fire district emergency operations, as requested.
 - b. Salem-Keizer School District
 - i. Salem-Keizer School District could provide transportation via school buses.
7. HAZMAT
 - a. Salem HAZMAT Team #13.
 - i. Oil and Hazardous Materials responsibilities include the following tasks:
 - (a) Conduct oil and hazardous materials (chemical, biological, etc.) response, including spill containment, short- and long-term clean-up, planning, and coordination.
 - (b) Assess the health effects of a hazardous materials release.
 - (c) Identify the needs for hazardous materials incident support from regional and State agencies.
 - (d) Disseminate protective action (e.g. evacuation, shelter-in-place).
 - (e) Prepare and maintain supporting SOPs and annexes.
 - ii. Radiological Protection: General responsibilities include the following tasks:
 - (a) Establish, maintain, and coordinate a radiological monitoring and reporting network throughout the county; provide input to the

- statewide Oregon Emergency Response System (OERS) at 800-452-0311.
- (b) Secure initial and refresher training for instructors and monitors.
 - (c) Under fallout conditions, provide city and county officials and department directors with information regarding fallout rates, fallout projections, and allowable doses.
 - (d) Provide monitoring services and advice at the scene of accidents involving radioactive materials.
 - (e) Prepare and maintain supporting SOPs and annexes.
- b. Keizer Police Department is responsible for the following tasks:
- i. Protect life and property and preserve order.
 - ii. Evacuate disaster areas.
 - iii. Provide law enforcement and criminal investigation.
 - iv. Isolate damaged areas.
 - v. Provide traffic control, crowd control, and site security (including security for critical facilities).
8. Water Systems
- a. City public works personnel are responsible for the following tasks in an emergency:
 - b. Assess damage to the water system and other public works facilities. Partner with the City of Salem for the assessment of damage to the wastewater treatment system.
 - c. Direct repair of critical city facilities followed by priority restoration of streets and bridges. See Appendix F, Critical Facilities List.
 - i. Barricade hazardous areas.
 - ii. As necessary, augment sanitation services.

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Nongovernmental Organizations

- A. Nongovernmental organizations (NGOs) play enormously important roles before, during, and after an incident. In the city of Keizer, NGOs such as the American Red Cross provide sheltering, emergency food supplies, counseling services, and other vital support services to support response and promote the recovery of disaster victims. NGOs collaborate with responders, governments at all levels, and other agencies and organizations. The roles of NGOs in an emergency may include the following tasks:
1. Train and manage volunteer resources.
 2. Identify shelter locations and needed supplies.
 3. Provide critical emergency services to those in need, such as cleaning supplies, clothing, food and shelter, and assistance with post-emergency cleanup.
 4. Identify those whose needs have not been met and help coordinate the provision of assistance.

B. Individual and Households

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

1. Reduce hazards in their homes.
2. Prepare emergency supply kits and household emergency plans.
3. Monitor emergency communications.

4. Volunteer with established emergency response organizations.
5. Enroll in emergency response training courses.
6. Sign up for emergency alerts.

C. County Response Partners

The County EMD has been appointed under the authority of the Board of County Commissioners. The County EMD is responsible for developing a county-wide emergency management program to facilitate a coordinated response to a major emergency or disaster. This program is developed through cooperative planning efforts with the incorporated and unincorporated communities of the county. Roles and responsibilities of county emergency management include the following tasks:

1. Serve as the lead agency for all natural and man-made disasters.
2. Provide resources when requested, if available.
3. Forward requests for a Declaration of Emergency to the Oregon Department of Emergency Management when requested resources are not available.
4. Actively participate in the emergency planning process.

D. State Response Partners

Under the provisions of ORS 401.055 through 401.155, the Governor has broad responsibilities for the direction and control of all emergency activities in a State-Declared Emergency. The director of ODEM is delegated authority by ORS 401.260 to 401.280 to coordinate all activities and organizations for emergency management within the State and to coordinate in emergency response with other states and the Federal government.

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

E. Federal Response Partners

Federal response partners are typically requested by ODEM if 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 National Response Framework (NRF).

Continuity of Government

- A. The city has not formalized a City Continuity of Operations (COOP) or a Continuity of Government (COG) plan to date.

Emergencies may disrupt normal business activities. Refer to the table below for the roles of government during an emergency.

Table 1-6 City Lines of Succession	
Emergency Operations	Emergency Policy and Governance
Emergency Manager	City Council

Table 1-6 City Lines of Succession	
Emergency Operations	Emergency Policy and Governance
Incident Commander	Mayor
Operations Chief	Council President
	City Manager

Table 1-6 Policy and operational lines of succession during an emergency

- B. Each city department is responsible for pre-identifying staff patterns showing a line of succession in management's absence. Lines of succession for each department can be found in the department director's office. All employees should be trained in the protocols and contingency plans required to maintain leadership within the department. Emergency Management will provide guidance and direction to department heads to maintain continuity of government and operations during an emergency. Individual department directors within the city are responsible for developing and implementing COOP/COG plans to ensure continued delivery of vital services during an emergency.
- C. Preservation of Records
It is the responsibility of City Recorder to ensure that all legal documents of both public and private nature recorded by the designated official (i.e., tax assessor, sheriff's office) be protected and preserved in accordance with applicable State and local laws. Examples include ordinances, resolutions, meeting minutes, land deeds, and tax records.

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Direction and Control

The City Emergency Manager is responsible for maintaining the readiness of the EOC and identifying and training support staff. City departments will be requested to designate personnel who can be made available to be trained by city Emergency Management and to work in the EOC during a major disaster. Other departments may be requested to aid in a major emergency.

A. Authority to Initiate Actions

1. Emergency Powers

- a. City of Keizer Disaster Declaration Process
- c. A declaration of a State of Emergency by the City of Keizer is the first step in accessing disaster assistance (declaration form template is found in Appendix A) but should go through Marion County. According to city code the city Manager can declare an emergency; to be ratified by the City Council for legal authority under ORS 401 to declare a local State of Emergency.
- d. If a quorum of councilors cannot be assembled within a reasonable period, this authority is first delegated to the City Manager and then ratified by the Mayor and City Council as soon as practical. If the City Council is unable to act due to absence or incapacity, the Department Directors or Emergency Manager may exercise local declaration authority. If in the judgment of the IC, time does not permit access to others authorized, the IC can declare a State of Emergency. If the declaration is made by anyone listed above other than the City Council, the City Council should convene as soon as it is practical to ratify the State of Emergency declaration. ODEM has set forth the following criteria necessary in declaring a local emergency:
 - i. Incident time and date.
 - ii. Describe the circumstances impacting an identified area.
 - iii. Identify the problems for which assistance is needed.
 - iv. Clearly state what has been done locally to respond to the impact and needs.

2. Marion County Declaration Process

- a. When an emergency or disaster arises, and it is determined conditions have progressed past the staffing power, equipment, or other resource capabilities of the affected municipality, the County Emergency Management Director will request the following officials activate the Marion County EOP and the County EOC:
 - i. Marion County Public Works Director or designee.
 - ii. Emergency Management Board Designee (EMBD).
- b. Marion County's local declaration process involves an escalation through the EMBD for a formal declaration of emergency or disaster. The declaration will be forwarded to the State of Oregon through OERS and ODEM for review by the Governor. If the Governor issues an emergency or disaster declaration, ODEM will be contacted via OERS for allocation of State resources to support the response.
- c. Resource requests and emergency/disaster declarations must be submitted by the City Emergency Manager to the County EMD according to provisions outlined under ORS Chapter 401. The request for a State of Emergency declaration will be documented using the Emergency Declaration Template and should be

accompanied by a current Incident Status Report (ICS Form 209: Incident Status Summary). The declaration may be communicated via radio, fax, or telephone and followed by a hard copy submission.

- d. Assign responsibility for implementation of the EOP.
- e. The Emergency Manager of the City (or designee) is responsible for the direction and control of the City's resources during an emergency and for requesting additional resources required for emergency operations. All assistance requests are to be made through County Emergency Management via the County EOC. County Emergency Management processes subsequent assistance requests to the State. The EOC will coordinate and incorporate County, State and Federal resources into the emergency response.
- f. In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Office of State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Keizer Fire District Fire Chief and Marion County Fire Defense Board Chief will assess the status of the incident(s) and, after all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

B. Command Responsibility for Specific Actions

- 1. General guidance of emergency operations
 - a. Designate individuals or departments responsible for overseeing and providing direction for emergency response operations.
 - b. The City Emergency Manager has the responsibility for maintaining the readiness of the EOC and identifying and training support staff. City departments will be requested to designate personnel who can be made available to be trained by City Emergency Planning Group and to work in the EOC during a major disaster. Other departments may be requested to aid in a major emergency.
- 2. Inter-jurisdictional Coordination
 - a. Municipalities

The city is responsible for the direction and control of city resources during emergencies, including requesting additional resources from mutual aid sources. For resources not covered under mutual aid, requests shall be directed to Marion County Emergency Management.
 - b. Mutual Aid

State law (ORS 402.010 and 402.015) authorizes the City to enter into cooperative assistance agreements with public and private agencies in accordance with their needs. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. State law (ORS 402.210) authorizes the creation of an intrastate mutual assistance compact among local governments within the State. The compact streamlines the process by which a local government requests assistance and temporarily acquires resources.
 - c. Special Service Districts

These districts provide services such as fire protection and water delivery systems not provided by city or county government. Each is governed by an elected Board

of Directors and has policies separate from city and county government. They often overlap with city and county boundary lines and thus may serve as primary responders to emergencies within their service districts.

d. Private Sector

Disaster response by local government agencies may be augmented by business, industry, and volunteer organizations. The Emergency Manager (or designee) will coordinate response efforts with business and industry; this includes aiding, as appropriate, in action taken by industry to meet state emergency preparedness regulations governing businesses providing essential services, such as utility companies. Schools, hospitals, nursing/care homes and other institutional facilities are required by Federal, State, or local regulations to have disaster plans. The Emergency Manager will also work with voluntary organizations to provide certain services in emergency situations, typically through previously established agreements. In the preparedness context, essential training programs will be coordinated by the sponsoring agencies of such organizations as the American Red Cross, faith-based groups, amateur radio clubs, Community Emergency Response Teams (CERT), etc.

e. County Government

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

f. State Government

The Oregon Department of Emergency Management, as defined in the State of Oregon CMEP provides support to the local level and serves as a channel for obtaining resources from outside the State structure, including the assistance provided by the Federal government. The state will work through the county to provide resources.

g. Federal Government

ODEM may ask for assistance from the Federal Government; this is done in dire circumstances. State emergency management will ask for an initial damage assessment from the county, to present to FEMA. If the costs meet the threshold, a Presidential Declaration may be declared, and locals are able to work with FEMA to recover 75% of costs associated with responding to the disaster.

3. Transition to Recovery

a. Demobilization

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

b. Recovery

Recovery comprises steps the city will take during and after an emergency to restore government function and community services to levels existing prior to the emergency. Recovery is both a short- and long-term process. Short-term operations seek to restore vital services to the community and provide for the basic needs of the public, such as bringing necessary lifeline systems (e.g., power,

communication, water and sewage, disposal of solid and hazardous waste, or removal of debris) to an acceptable standard while providing for basic human needs (e.g., food, clothing, and shelter). Once stability is achieved, the city can concentrate on long-term recovery efforts, which focus on restoring the community to a normal or improved situation. The recovery period is also an opportune time to institute mitigation measures, particularly those related to the recent emergency. This is also the phase of reassessing the applications, processes, and functions of all annexes of this disaster plan for deficiencies. Resources to restore or upgrade damaged areas may be available through grants, if it can be shown additional repairs will mitigate or lessen the chances of damage caused by another similar disaster in the future.

C. Incident Command System

In Oregon, implementation of NIMS and ICS is necessary 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 designed to be utilized from the time an incident occurs and continue until the need for management and operations no longer exists. The ICS structure can be expanded or contracted, depending on the incident's changing conditions. The system consists of practices for managing resources and activities during an emergency response. It can be staffed and operated by qualified personnel from any emergency service agency and may involve personnel from a variety of disciplines. As such, the system can be utilized for any type or size of emergency, ranging from a minor incident involving a single unit to a major emergency involving several agencies and spanning numerous jurisdictions. ICS allows agencies to communicate using common terminology and operating procedures. It also allows for effective coordination and allocation of resources throughout an incident's duration.

The city has established a NIMS/ICS compliant EOC command structure, supporting activation and operational procedures, and position checklists. This information is contained within this EOP; however, this document is not an EOC manual. A typical ICS organizational chart for the city is presented in Figure 1-7.

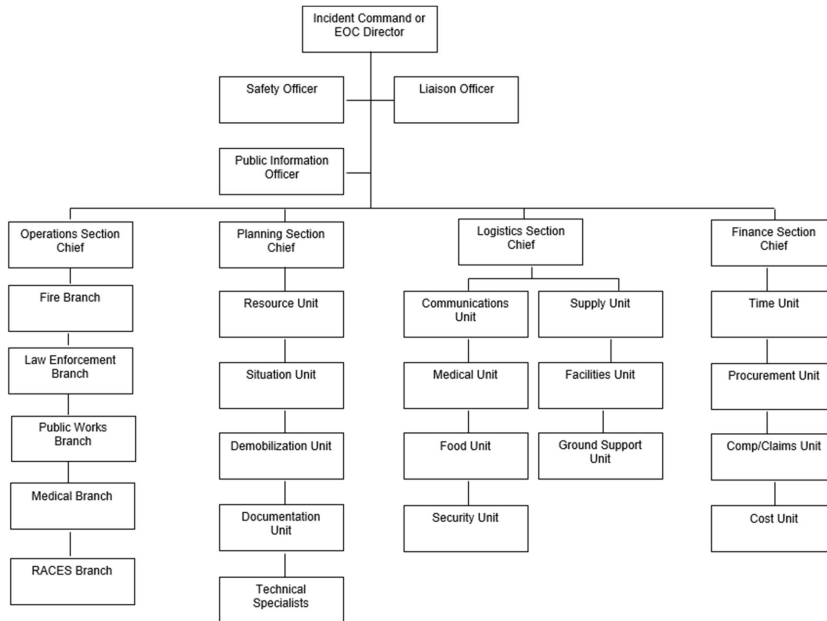


Figure 1-7 Incident Command Structure

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

In certain instances, more than one ICS position may be managed by a single staff person due to limited personnel and resources available in the city. Thus, it is imperative for all primary and alternate EOC staff to be trained in ICS functions as well as those in their areas of expertise. Regularly exercising ICS, including sub-functions and liaison roles with volunteers and other support staff, will improve overall EOC operation efficiency and add depth to the existing City emergency management program and response organizations.

1. Command Staff

a. Incident Commander

The IC is responsible for the following tasks:

- i. Approve and support implementation of an Incident Action Plan (IAP).
- ii. Coordinate activities supporting the incident or event.
- iii. Approve release of information through the PIO.

- iv. Perform the duties of the command staff if no one is assigned to the position.
- v. Establish an on-scene command post at the scene to maintain close contact and coordination with the EOC.

b. Safety Officer

The Safety Officer is generally responsible for the following tasks:

- i. Identify initial hazards, determine personal protective equipment requirements, and define decontamination areas.
- ii. Implementing site control measures.
- iii. Monitor and assess the health and safety of response personnel and support staff (including EOC staff).
- iv. Prepare and implement a site Health and Safety Plan and update the IC regarding safety issues or concerns, as necessary.
- v. Exercise emergency authority to prevent or stop unsafe acts.

e. Public Information Officer (PIO)

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

- i. Develop and coordinate the release of information to incident personnel, media, and the public.
- ii. Coordinate information sharing among the public information network using a Joint Information System and, if applicable, establishing and staffing a Joint Information Center.
- iii. Implement information clearance processes with the IC.
- iv. Conduct and/or manage media briefings and implement media-monitoring activities.

f. Liaison Officer

Specific liaison roles may be incorporated into the command structure established at the City and/or County EOC, depending on the type of emergency incident.

Liaisons represent entities and organizations such as hospitals, school districts, tribes, public works/utility companies, and volunteer services such as the American Red Cross. Responsibilities typically associated with the liaison role include the following tasks:

- i. Serve as the contact point for local government officials, agency or tribal representatives, and stakeholders.
- ii. Coordinate information and incident updates among interagency contacts, including the public information network.
- iii. Provide resource status updates and limitations among personnel, capabilities, equipment, and facilities to the IC, government officials, and stakeholders.
- iv. The annexes attached to this plan contain general guidelines for the city governmental entities, organizations, county officials and departments to carry out responsibilities assigned at the City EOC or other designated facility where response efforts will be coordinated.

2. General Staff

a. Operations Chief

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

- i. Fire (emergencies dealing with fire, earthquake with rescue, or hazardous materials).
- ii. Law Enforcement (incident(s) involving civil disorder/disturbance, significant security/public safety concerns, transportation-related accidents, and/or criminal investigations).
- iii. Public Health Officials (contamination issues, disease outbreaks, and/or emergency incidents posing threats to human, animal, and environmental health).
- iv. Public Works (incidents resulting in major utility disruptions, damage to critical infrastructure, and building collapse).
- v. Private entities, companies, and NGOs may also support the Operations section.

The Operations Chief is responsible for the following tasks:

- i. Provide organizational support and direct the implementation of operational plans and field response activities.
- ii. Develop and coordinate tactical operations to carry out the Incident Action Plan.
- iii. Manage and coordinate various liaisons representing community response partners and stakeholders.
- iv. Direct IAP tactical implementation.
- v. Request resources needed to support the IAP.

b. Planning Chief

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

The Planning Chief is responsible for the following tasks:

- i. Collect, evaluate, and distribute information regarding the incident and provide a status summary.
- ii. Prepare and disseminate the IAP.
- iii. Conduct planning meetings and develop alternatives for tactical operations.
- iv. Maintaining resource status.

c. Logistics Chief

The Logistics section is typically supported by the units responsible for Supply, Food, Communications, Medical, Facilities, and Ground Support. Depending on the incident's type and size, these units can be divided into two branches: Service and Support. The Logistics Chief is responsible for the following tasks:

- i. Provide and manage resources to meet the needs of incident personnel.
- ii. Manage various coordination of resources, such as transportation-related

- equipment, EOC staff support services, supplies, facilities, and personnel.
- iii. Estimate future support and resource requirements.
- iv. Assist with development and preparation of the IAP.
- d. Finance/Administration
 - i. The Finance/Administration Section is specific to the type of incident and severity of resulting impacts. In some instances, agencies may not require assistance, or only a specific function of the section may be needed. These functions can be staffed by a technical specialist in the Planning section. Potential units assigned to this section include:
 - ii. Compensation/Claims, Procurement, Cost, and Time.
 - iii. Monitoring costs related to the incident.
 - iv. Maintaining accounting, procurement, and personnel time records.
 - v. Conducting cost analyses.

3. Unified Command

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

In a large incident involving multiple jurisdictions and/or regional, State, and Federal response partners, a UC may replace a single organization IC. Each of the four primary ICS sections may be further subdivided, as needed. In smaller situations, where additional people are not required, the IC will directly manage all aspects of the incident organization.

4. Emergency Operations Center

Response activities will be coordinated from an EOC and will be activated upon notification of a possible or actual emergency and based upon the incident level of the emergency. The EOC will track, manage, and allocate appropriate resources and personnel. During large-scale emergencies, the EOC will, in fact, become the seat of government for the duration of the crisis.

5. EOC Activation

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

- a. The EOC will be activated by the City Manager, Emergency Manager, Police Chief, Public Works Director, or IC in order of succession. The IC will assume responsibility for all operations and direction and control of response functions.
- b. The Emergency Manager will determine the level of staffing required and will alert the appropriate personnel, agencies, and organizations.
- c. Emergency operations will be conducted by city departments, augmented as required by trained reserves, volunteer groups, and forces supplied through mutual aid agreements. County, State, and Federal support will be requested if the situation dictates.

- d. Communications equipment in the EOC will be used to receive information, disseminate instructions, and coordinate emergency operations.
The IC may establish a command post at the scene to maintain close contact and coordination with the EOC.
 - e. Department Directors and organization leaders are responsible for emergency functions assigned to their activities, as outlined in their respective annexes.
 - f. The EOC will normally operate on a 24-hour basis, rotating on 12-hour shifts, or as needed.
 - g. As soon as it is practical, the Emergency Manager will notify the County when the city EOC is activated. County Emergency Management should be briefed, and a preliminary determination made of whether a request for disaster declaration is likely.
 - h. Periodic updates will be issued to Marion County Emergency Management as the situation requires.
5. Emergency Operations Center Location
- a. The city of Keizer EOC is established at a location in which city officials can receive information relevant to the emergency and provide coordination and control of emergency operations. The primary location for the City EOC is:

Keizer Event Center
930 Chemawa Rd NE
Keizer, Oregon, 97303

- b. If necessary, an alternate location for the city EOC is:

Keizer Fire District Station # 1
661 Chemawa Rd NE
Keizer, Oregon, 97303

If during an emergency it becomes necessary to relocate the EOC, the Emergency Manager will designate a facility and alert all responding agencies and the County of the new EOC location and revised contact information. If time allows, the relocated EOC will be confirmed as operational prior to the deactivation of the existing EOC. The existing EOC will be closed in accordance with de-activation procedures.

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Information Collection and Dissemination

A. Information Collection and Dissemination

1. Disaster information managed by the City of Keizer Emergency Operations Center is coordinated through agency representatives located in the EOC. These representatives collect information from and disseminate information to counterparts in the field. These representatives also disseminate information within the EOC that can be used to develop courses of action and manage emergency operations.
2. Detailed procedures that identify the type of information needed, where it is expected to come from, who uses the information, how the information is shared, the format for providing the information, and specific times the information is needed are maintained at the City of Keizer EOC or at the City Recorder's Office.
3. The Planning Section (if utilized) in the EOC will be responsible for the collection, analysis, and dissemination of incident-specific information through various mechanisms, including situation status reports, briefings, email communication, maps, and graphics.
4. During an activation of the EOC, a situation report will be developed and issued at the end of each operational period or more frequently if necessary. Each department will gather and provide information for the Planning Section. The Planning Section will be responsible for analyzing and developing a draft situation report that will be reviewed and approved by the Emergency Manager before release.

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Communications

A. Communications

Traditional communication lines, such as landline telephones, cellular phones, internet/e-mail, and radio, will be used by city response personnel throughout the duration of response activities.

The city of Keizer uses Everbridge as a broadcast mass communication system. The Emergency Manager shall provide the public with educational/ instructional materials and presentations on subjects regarding safety practices and survival tactics for the first 72 hours of a disaster. Emergency notification procedures are established among the response community, and call-down lists are updated and maintained through each individual agency or department.

1. External partners can be activated and coordinated through city EOC communications.
2. Alert and Warning (Keizer Police Department)
 - a. Once an emergency has occurred, the following tasks are necessary to ensure the proper agencies are notified, helping to facilitate a quick and coordinated response.
 - b. Disseminate emergency public information, as requested.
 - c. Receive and disseminate warning information to the public and key County and City officials and mobilize City staff as necessary.
 - d. Prepare and maintain supporting SOPs and annexes.
 - e. Communication Systems (Keizer Police Department and Willamette Valley Communications Center (WVCC).
3. The following tasks are necessary to ensure the city maintains reliable and effective communication among responders and local government agencies during an emergency:
 - a. Establish and maintain emergency communications systems for all city departments (including the Keizer Fire District).
 - b. Manage and coordinate all emergency communications operated within the EOC, once activated.
 - c. Coordinate use of all public and private communication systems necessary during emergencies.
 - d. Maintain internal notification/call rosters.
 - e. Maintain a communications link between the EOC and field operations.
 - f. Participate in the emergency planning process; prepare and maintain SOPs and annexes supporting this plan.

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Administration, Finance, and Logistics

A. General Policies

This section outlines general policies for administering resources, including the following:

1. Funding and Accounting

- a. During an emergency, the city is likely to find it necessary to redirect city funds to effectively respond to the incident. The authority to adjust department budgets and funding priorities rests with the City Council; emergency procurement authority is delegated to the City Manager with the approval of the City Council.
- b. If an incident in the city requires major redirection of the city's fiscal resources, the following general procedures will be followed:
 - i. The City Council will meet in an emergency session to decide how to respond to the emergency funding needs.
- c. The City Council will declare a State of Emergency and request assistance through the County.
- d. If a quorum of Councilors cannot be reached, and if a prompt decision will protect lives, City resources and facilities, or private property, the City Manager (or designee) may act on emergency funding requests. The Mayor and City Council will be advised of such actions as soon as practical.
- e. To facilitate tracking of financial resources committed to the incident, and to provide the necessary documentation, a discrete charge code for all incident-related personnel time, losses, and purchases will be established by the Finance Section.

2. Records and Reports

- a. Resource requests and emergency/disaster declarations must be submitted by the City Emergency Manager to the County EMD according to provisions outlined under ORS Chapter 401. The request for a State of Emergency declaration will be documented using the Emergency Declaration Template and should be accompanied by a current Incident Status Report (ICS Form 209: Incident Status Summary). The declaration may be communicated via radio, fax, or telephone and followed by a hard copy, with the signature of the official, for submission.
- b. The Emergency Manager of the City (or designee) is responsible for the direction and control of the city's resources during an emergency and for requesting additional resources required for emergency operations. All assistance requests are to be made through Marion County Emergency Management. County Emergency Management processes subsequent assistance requests to the State. The EOC will coordinate and incorporate County, State, and Federal resources into the emergency response.
- c. In the case of emergencies involving fires threatening life and structures, the Conflagration Act (ORS 476.510) can be invoked by the Governor through the Oregon Department of the State Fire Marshal. This act allows the State Fire Marshal to mobilize and fund fire resources throughout the State during emergency situations. The Keizer Fire District Fire Chief and Marion County Fire District Defense Board will assess the status of the incident(s) and, after all criteria have been met for invoking the Conflagration Act, notify the State Fire Marshal via OERS. The State Fire Marshal reviews the information and notifies the Governor, who authorizes the act.

3. Agreements and Understandings
 - a. State law (ORS 401.480 and 401.490) authorizes local governments to enter into Cooperative Assistance Agreements with public and private agencies in accordance with their needs e.g., the ORCAA Oregon Resource Coordination Assistance Agreement. Personnel, supplies, and services may be used by a requesting agency if the granting agency cooperates and extends such services. Without a mutual aid pact, however, both parties must be aware State statutes do not provide umbrella protection except in the case of fire suppression pursuant to ORS 476 (the Oregon State Emergency Conflagration Act).
 - b. Existing Mutual Aid Agreements are identified in Appendix B of this plan.
 - c. The City of Keizer will develop and maintain mutual aid agreements, both formal and informal, facilitating the availability and delivery of additional resources to the scene of an emergency. Each department is responsible for developing the agreements necessary to augment available resources. Copies of these documents can be accessed in each department or within Appendix A. During an emergency, a local declaration may be necessary to activate these agreements and allocate appropriate resources. Once mutual aid and intergovernmental agreements are activated, the EOC will coordinate mutual aid and neighboring jurisdiction resources into the emergency response.
4. Assistance Stipulations
 - a. Local policies that have been established regarding the use of volunteers or accepting donated goods and services should be summarized. Elements that should be addressed in this section include:
 - i. Administration of insurance claims
 - ii. Consumer protection
 - iii. Duplication of benefits
 - iv. Nondiscrimination
 - v. Relief assistance
 - vi. Preservation of environment and historic properties
5. Additional Policies
 - a. When the resources of city government are exhausted or when a needed capability does not exist within the city government, the city will contact the county. If the county does not have the capability, they county can contact the state for assistance.
 - b. The incident commander will submit periodic situation reports through the planning chief during a major disaster.

Plan Development and Maintenance

A. Plan Development

1. The city of Keizer Emergency Manager is responsible for developing, maintaining, and distributing the city EOP.
2. The EOP has been developed by the Alliance Solutions Group with assistance and input from city departments and partner organizations.

B. Plan Maintenance

1. Requirements

- a. The Emergency Manager will maintain, distribute, and update the EOP. Responsible officials should recommend changes and provide updated information periodically (e.g., changes of personnel and available resources). Revisions will be forwarded to people on the distribution list.
- b. Directors of supporting agencies have the responsibility of maintaining internal plans, SOPs, and resource data to ensure prompt and effective response to and recovery from emergencies and disasters.

2. Review and Update

At a minimum, this EOP will be formally reviewed and re-promulgated every five years in alignment with State requirements. This review will be coordinated by the City Manager and the City Emergency Manager and will include participation by members from each of the departments assigned as lead agencies in this EOP and its supporting annexes. This review will:

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

Recommended changes should be forwarded to:

City of Keizer, City Hall
930 Chemawa Rd NE
Keizer, OR 97303

- d. In addition, lead agencies will review the annexes and appendices assigned to their respective departments. Any changes in the plan will be noted in the Record of Plan Changes.
3. Changes should be made to plans and appendices when the documents are no longer current. Changes in planning documents may be needed:
 - a. When hazard consequences or risk areas change.
 - b. When the concept of operations for emergencies changes.
 - c. When departments, agencies, or groups that perform emergency functions are reorganized and can no longer perform the emergency tasks laid out in planning documents.
 - d. When warning and communications systems change.
 - e. When additional emergency resources are obtained through acquisition or agreement, the disposition of existing resources changes, or anticipated emergency resources are no longer available.
 - f. When a training exercise or an actual emergency reveals significant deficiencies in existing planning documents.

- g. When State/territorial or Federal planning standards for the documents are revised.
4. Methods of updating planning documents
- a. A formal change is a complete rewrite of an existing EOP or appendix that essentially results in a new document. A formal change is advisable when numerous pages of the document must be updated, when major portions of the existing document must be deleted or substantial text added, or when the existing document was prepared using a word processing program that is obsolete or no longer available. Revised documents should be given a new date and require new signatures by officials.
 - b. A revision to a planning document involves updating portions of the document by making specific changes to a limited number of pages. Changes are typically numbered to identify them and are issued to holders of the document with a cover memorandum that has replacement pages attached. The cover memorandum indicates which pages are to be removed and which replacement pages are to be inserted in the document to update it. The person receiving the change is expected to make the required page changes to the document and then annotate the record of changes at the front of the document to indicate that the change has been incorporated into the document. A change to a document does not alter the original document date; new signatures on the document need not be obtained.

Authorities and References

A. Legal Authority

In the context of this EOP, a disaster or major emergency is characterized as an incident requiring the coordinated response of all government levels to save lives, protect property, and the environment. This plan is issued in accordance with, and under the provisions of, ORS Chapter 401, which establishes the authority for the highest elected official of the City Council to declare a State of Emergency.

The city conducts all emergency functions in a manner consistent with NIMS. As approved by the City Council, the Emergency Manager has been identified as the lead.

Table 1-8 sets forth the Federal, State, and local legal authorities upon which the organizational and operational concepts of this EOP are based.

Table 1-8 Legal Authorities
Federal
<i>Homeland Security Act of 2002 (Public Law 107-296)</i> . (2002). Retrieved from U.S. Department of Homeland Security
<i>Robert T. Stafford Disaster Relief and Emergency Assistance</i> . (2013, April). Retrieved from FEMA
<i>Homeland Security Policy Directive / HSPD-5: Management of Domestic Incidents</i> . (n.d.)
<i>Presidential Policy Directive / PPD-8: National Preparedness</i> . (N.d.). Retrieved from U.S. Department of Homeland Security
State of Oregon
<i>Oregon Revised Statutes (ORS) 2017 Edition. Chapter 401 through 404</i> . (2017). Retrieved from Oregon Legislature
<i>State of Oregon Comprehensive Emergency Management Plan</i> . (2023-2026). Retrieved from Oregon Department of Emergency Management
Marion County
The emergency ordinance of Marion County, Chapter 2.35; authority granted to the Marion County Board of Commissioners (1994)
Marion County Emergency Operations Plan (2025-2030), as amended
City of Keizer
Keizer Municipal Code Chapter 16 - Emergency Management Plan

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Appendix A

Emergency Declaration Form

DECLARATION OF EMERGENCY

To: _____,
Marion County Emergency Management

From: _____,
City of Keizer, Oregon

At _____ (time) on _____ (date),
a/an _____ (description of emergency
incident or event type) occurred in the City of Keizer threatening life and property.

The current situation and conditions are:

The geographic boundaries of the emergency are:

WE DO HEREBY DECLARE A STATE OF EMERGENCY NOW EXISTS IN THE CITY OF KEIZER AND THE CITY HAS EXPENDED OR WILL SHORTLY EXPEND ITS NECESSARY AND AVAILABLE RESOURCES. WE RESPECTFULLY REQUEST THE COUNTY PROVIDE ASSISTANCE, CONSIDER THE CITY AN "EMERGENCY AREA" AS PROVIDED FOR IN ORS 401, AND, AS APPROPRIATE, REQUEST SUPPORT FROM STATE AGENCIES AND/OR THE FEDERAL GOVERNMENT.

Signed: _____
Title: _____ Date & Time: _____

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

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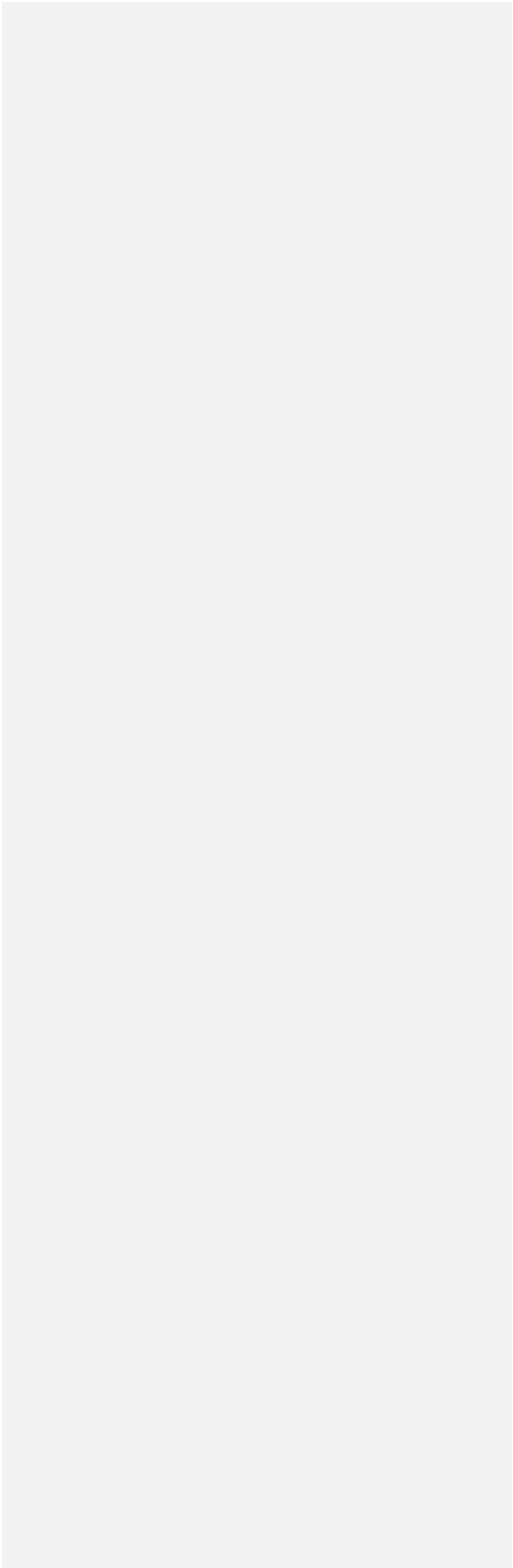
Appendix B

Mutual Aid Agreements

- Oregon Resource Coordination Assistance Agreement (ORCAA)



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Glossary of Terms

Actual Occurrence: A disaster (natural or man-made) warranting action to protect life, property, environment, public health or safety. Natural disasters include earthquakes, hurricanes, tornadoes, floods, etc.; man-made (either intentional or accidental) incidents can include chemical spills, terrorist attacks, explosives, biological attacks, etc.

After-Action Report: The After-Action Report documents the performance of exercise-related tasks and makes recommendations for improvements. The Improvement Plan outlines the actions the exercising jurisdiction(s) plans to take to address recommendations contained in the After-Action Report.

Agency: A division of government with a specific function offering a particular kind of assistance. In ICS, agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance).

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

All Hazards: Any incident caused by terrorism, natural disasters, or any CBRNE accident. Such incidents require a multi-jurisdictional and multi-functional response and recovery effort.

Area Command (Unified Area Command): An organization established (1) to oversee the management of multiple incidents being handled by separate ICS organizations or (2) to oversee the management of large or multiple incidents to which several incident management teams have been assigned. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources according to priorities, ensure incidents are properly managed, and ensure objectives are met and strategies followed. Area Command becomes Unified Area Command when incidents are multi-jurisdictional. Area Command may be established at an emergency operations center facility or at some location other than an incident command post.

Assessment: The evaluation and interpretation of measurements and other information to provide a basis for decision making.

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

Audit: Formal examination of an organization or individual's accounts; a methodical examination and review.

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 using Roman numerals or by functional area.

Chain-of-Command: A series of command, control, executive, or management positions in hierarchical order of authority.

Check-In: The process through which resources first report to an incident. Check-in locations include the incident command post, Resources Unit, incident base, camps, staging areas, or directly on the site.

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

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

Command Staff: In an incident management structure, the Command Staff consists of the Incident Commander; 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.

Common Operating Picture: A broad view of the overall situation as reflected by situation reports, aerial photography, and other information or intelligence.

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

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

Corrective Action: Improved procedures based on lessons learned from actual incidents or from training and exercises.

Corrective Action Plan: A process implemented after incidents or exercises to assess, investigate, and identify and implement appropriate solutions to prevent repeating problems encountered.

Critical Infrastructure: Systems and assets, whether physical or virtual, vital to the United States because 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.

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.

Disciplines: A group of personnel with similar job roles and responsibilities. (e.g. law enforcement, firefighting, HazMat, EMS).

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 within the ICS organization between the branch and resources in the Operations Section.

Emergency Operations Centers: The physical location at which the coordination of information and resources to support domestic incident management activities normally takes place. An EOC may be a temporary facility or may be 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, County, City, tribal), or some combination thereof.

Emergency Operations Plan: The “steady state” plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

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

Evaluation: The process of observing and recording exercise activities, comparing the performance of the participants against the objectives, and identifying strengths and weaknesses.

Event: A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts, or sporting events.

Exercise: Exercises are a planned and coordinated activity allowing homeland security and emergency management personnel (from first responders to senior officials) to demonstrate training, exercise plans, and practice prevention, protection, response, and recovery capabilities in a realistic but risk-free environment. Exercises are a valuable tool for assessing and improving performance, while demonstrating community resolve to prepare for major incidents.

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

Federal Preparedness Funding: Funding designated for developing and/or enhancing State, Territorial, local, and tribal preparedness capabilities. This includes all funding streams directly or indirectly that support Homeland Security initiatives, e.g. Center for Disease Control and Health Resources and Services Administration preparedness funds.

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 potentially dangerous or harmful, often the root cause of an unwanted outcome.

Homeland Security Exercise and Evaluation Program (HSEEP): A capabilities- and performance-based exercise program providing a standardized policy, methodology, and language for designing, developing, conducting, and evaluating all exercises. Homeland Security Exercise and Evaluation Program also facilitates the creation of self-sustaining, capabilities-based exercise programs by providing tools and resources such as guidance, training, technology, and direct support. For additional information please visit the Homeland Security Exercise and Evaluation Program toolkit at <http://www.hseep.dhs.gov>.

Improvement Plan: The After-Action Report documents the performance of exercise-related tasks and makes recommendations for improvements. The

Improvement Plan outlines the actions the exercising jurisdiction(s) plans to take to address recommendations contained in the After-Action Report.

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

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

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

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

Incident Commander: The individual responsible for all incident activities, including the development of strategies and tactics, 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 Management Team: The IC and appropriate Command and General Staff personnel assigned to an incident who have specific training to respond to and emergency incident.

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

Interagency: An organization or committee comprised of multiple agencies.

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

standards, and design standards. (Department of Homeland Security, National Incident Management System (October 2017))

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

Joint Information System: Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues affecting a response effort; and controlling rumors and inaccurate information to maintain public confidence in the emergency response effort.

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction on 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).

Lessons Learned: Knowledge gained through operational experience (actual events or exercises) leading to the improved performance of others in the same discipline.

Liaison: Communication or cooperation which facilitates a close working relationship between people or organizations.

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

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.

Major Disaster: As defined under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 U.S.C. 5122), a major disaster is:

“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, which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under this 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.”

Mitigation: The activities designed to reduce or eliminate risks to persons or property or to lessen the actual or potential effects or consequences of an incident. Mitigation measures may be implemented prior to, during, or after an incident. Mitigation measures are often informed by lessons learned from prior incidents. Mitigation involves ongoing actions to reduce exposure to, probability of, or potential loss from hazards. Measures may include zoning and building codes, floodplain buyouts, and analysis of hazard-related data to determine where it is safe to build or locate temporary facilities. Mitigation can include efforts to educate governments, businesses, and the public on measures they can take to reduce loss and injury.

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

Multiagency Coordination Entity: A multiagency coordination entity functions within a broader multiagency coordination system. It may establish priorities among incidents and associated resource allocations, de-conflict agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination Systems: Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The components of multiagency coordination systems include facilities, equipment, emergency operation centers (EOCs), specific multiagency coordination entities, personnel, procedures, and communications. These systems assist agencies and organizations to fully integrate the subsystems of the NIMS.

Multi-jurisdictional Incident: An incident requiring action from multiple agencies with jurisdiction to manage certain aspects of an incident. In ICS, these incidents will be managed under Unified Command.

Mutual-Aid Agreement: Written agreement between agencies and/or jurisdictions stipulating they will assist one another on request, by furnishing personnel, equipment, and/or expertise in a specified manner.

National Incident Management System: A system mandated by HSPD-5 which provides a consistent nationwide approach for State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among State, local, and tribal capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency coordination systems; 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.

Non-Governmental Organization: An entity with an association based on the interests of its members, individuals, or institutions and is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of Non-Governmental Organizations 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. In ICS, it normally includes subordinate branches, divisions, and/or groups.

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

Plain Language: Common terms and definitions understood by individuals from all responder disciplines. The intent of plain language is to ensure clear and accurate communication of information during an incident. For additional information, refer to http://www.fema.gov/pdf/emergency/nims/plain_lang.pdf.

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

Planning Section: Responsible for the collection, evaluation, and dissemination of operational information related to the incident, and for the preparation and documentation of the IAP. 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 deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within 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.

Preparedness Organizations: Groups providing interagency coordination for domestic incident management activities in a non-emergency context. Preparedness organizations can include all agencies with a role in incident management, for prevention, preparedness, response, or recovery activities. They represent a wide variety of committees, planning groups, and other organizations. These organizations meet and coordinate to ensure the proper level of planning, training, equipping, and other preparedness requirements within a jurisdiction or area occur.

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

Private Sector: Organizations and entities not part of any governmental structure. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations.

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

Qualification and Certification: This subsystem provides recommended qualification and certification standards for emergency responder and incident management personnel. It also allows the development of minimum standards for resources expected to have an interstate application. Standards typically include training, currency, experience, and physical and medical fitness.

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

Recovery Plan: A plan developed by a State, local, or tribal jurisdiction with assistance from responding Federal agencies to restore the affected area.

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

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

Resource Typing: Resource typing is the categorization of resources 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: Activities addressing short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and

specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

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 (if established). The section is organizationally situated between the branch and the Incident Command.

Span of Control: The number of individuals a supervisor is responsible for, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7.)

Staging Area: Location established where resources can be placed while awaiting a tactical assignment. The Operations Section manages Staging Areas.

Standard Operating Procedures: A complete reference document detailing the procedures for performing a single function or several independent functions.

Standardization: A principle of NIMS providing a set of standardized organizational structures (such as the ICS, multi-agency coordination systems, and public information systems) as well as requirements for processes, procedures, and systems designed to improve interoperability among jurisdictions and disciplines in various areas, including: training; resource management; personnel qualification and certification; equipment certification; communications and information management; technology support; and continuous system improvement. (Department of Homeland Security, National Incident Management System (October 2017))

State: When capitalized, refers to the governing body of Oregon.

Strategic: Elements of incident management are characterized by continuous long-term, high-level planning by organizations headed by elected or other senior officials. These elements involve the adoption of long-range goals and objectives, the setting of priorities, the establishment of budgets and other fiscal decisions, policy development, and the application of measures of performance or effectiveness.

Strategy: The general direction selected to accomplish incident objectives set by the IC.

Strike Team: A set number of resources of the same kind and type and including an established minimum number of personnel.

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

Technical Assistance: Support provided to State, local, and tribal jurisdictions when they have the resources but lack the complete knowledge and skills needed to

perform the required activity (such as mobile home park design and hazardous material assessments).

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity involving an act dangerous to human life or potentially destructive of critical infrastructure or key resources and 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 a government 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).

Threat: An indication of possible violence, harm, or danger.

Training: Specialized instruction and practice to improve performance and lead to enhanced emergency management capabilities.

Tribal: Any Indigenous 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.], recognized as eligible for the special programs and services provided by the United States to Indigenous peoples.

Unified Area Command: A Unified Area Command is established when incidents under an Area Command are multi-jurisdictional.

Unified Command: An application of ICS used when there is more than one agency with incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, 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.

Unity of Command: The concept by which each person within an organization reports to one and only one designated person. The purpose of unity of command is to ensure unity of effort under one responsible commander for every objective.

Volunteer: For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency, which has authority to accept volunteer services, when the individual performs services without promise, expectation, or receipt of compensation for services performed. See, e.g., 16 U.S.C. 742f(c) and 29 CFR 553.101.

Emergency Support Functions (ESF)

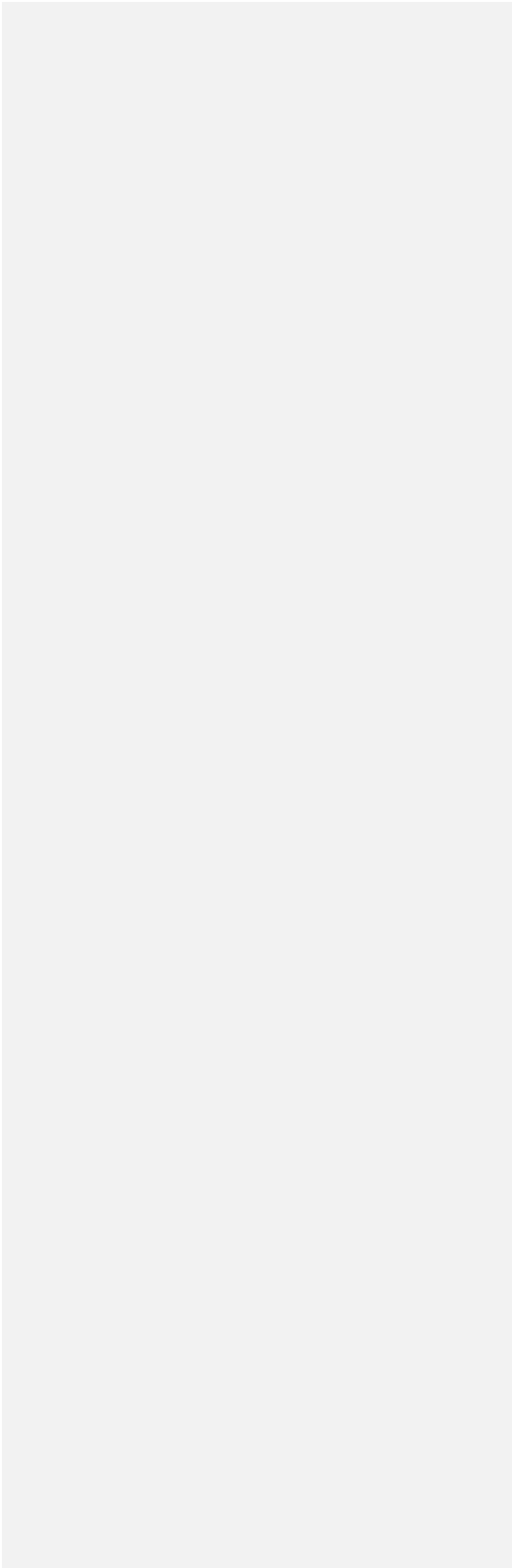
A. City officials and emergency responders may need to coordinate with state and federal departments or officials who utilize the Emergency Support Function (ESF) concept. The chart below and definitions will aid in the endeavor.

Marion County ESFs and Organizations

Effective Date: January 2025

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
	Transportation	Communication	Public Works	Firefighting	Information & Planning	Mass Care	Resource Support	Health & Medical	Search & Rescue	Hazardous Materials	Agriculture, Animals, Natural Resources	Energy	Public Safety & Security	Business & Industry	Public Information	Volunteers & Donations	Cyber & Infrastructure Security	Military Support
Marion County Board of Commissioners		○			○	○		○						○	●			
Marion County Community Services					○		○				○			●				
Communications/METCOM/WVCC		○		○	○		○						○		○			
Marion County Fire District #1 (MCFD#1)				●	○		○			○					○			
Marion County Emergency Management	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○	○
Marion County Finance					○		○											
Marion County Business Services					○	○	○			○		○						
Marion County Fire Defense Board	○			●	○	○	○	○	○	○								
Marion County Health & Human Services	○			○	○	○	○	○	○	○	○				○	○		
Behavioral Health					○	○	○	○										
Human Services					○	○	○	○										
Public Health					○	○	○	○	○						○	○		
Environmental Health	○				○	○	○	○		○	○					○		
Marion County Sheriff's Office	○				○	○	○	○	○				○		○			○
Marion County Information Technology		●			○		○							○				○
Marion County Public Works	○	○	○		○	○	○	○		○	○	○						
Fleet Services	○				○		○											
Road Maintenance	○				○		○											
Environmental & Solid Waste					○		○			○								

Figure 1-8 Marion County ESF Chart



Acronyms

CBRNE	Chemical, Biological, Radiological, Nuclear, Explosives
CEMP	Comprehensive Emergency Management Plan
CERT	Community Emergency Response Team
ClimRR	Climate Risk & Resilience
COG	Continuity of Government
COOP	Continuity of Operations Plan
CR2K	Community Right-to-Know
EAS	Emergency Alert System
EF	Enhanced Fujita
EMBD	Emergency Management Board Designee
EMD	Emergency Management Director
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
ESF	Emergency Support Functions
FEMA	Federal Emergency Management Agency
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
IC	Incident Commander
ICS	Incident Command System
IPAWS	Integrated Public Alert & Warning System
MACS	Multi-Agency Coordination System
NGO	Non-Governmental Organizations
NIMS	National Incident Management System
NRF	National Response Framework
NRI	National Risk Index
ODEM	Oregon Department of Emergency Management
OERS	Oregon Emergency Response System
ORCAA	Oregon Resources Coordination Assistance Agreement
ORS	Oregon Revised Statute
PIO	Public Information Officer
RCP	Representative Concentration Pathway
SOP	Standard Operating Procedures
UC	Unified Command
USGS	United States Geological Service
WVCC	Willamette Valley Communications Center 9-1-1