

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN



**CITY OF JACKSONVILLE
EMERGENCY OPERATIONS PLAN**

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

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GLOSSARY

CERT – Community Emergency Response Team

CPR – Cardio Pulmonary Resuscitation

DAC – Disaster Application Center

DOGAMI – Oregon Department of Geology and Mineral Industries

EOC – Emergency Operations Center

EOP – Emergency Operations Plan

FEMA – Federal Emergency Management Agency

GIS – Geographical Information Systems

HAZMAT – Hazardous Materials

IC – Incident Commander

JCHHS – Jackson County Health and Human Services

MCI – Mass Casualty Incident

NIMS – National Incident Management System

ODF – Oregon Department of Forestry

OEM – Oregon Emergency Management

ORS – Oregon Revised Statutes

PIO – Public Information Officer

RVCOM – Rogue Valley Communications

SOP – Standard Operating Procedures

SORC – Southern Oregon Regional Communications

USFS – US Forest Service

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SECTION 1 GENERAL

I. Purpose

The City of Jacksonville EOP provides an overall management framework for the City's efforts to mitigate, respond to, and recover from, major emergencies. This plan is a guide and does not carry the force of law. It is a management tool defining the interlocking roles of city staff and officials. Nothing in this plan is intended to discourage field personnel from exercising discretionary authority in problem-solving.

This plan provides a management framework for any and every type of emergency or disaster that has some probability of occurring and affecting people and property, including natural disasters, energy and materials shortage, technological hazards, civil disasters, attack, either in war or through terrorist activity.

II. Plan Administration

This plan was developed by Jacksonville's Emergency Response Personnel, City Administrator and members of the Public Safety Committee.

City staff to receive a copy of this plan include the: City Administrator, Public Safety Department Chief, Public Works Director and City Treasurer/Recorder. The City will provide a copy of this plan to Jackson County Emergency management and SORC. The City Administrator is responsible for ensuring that all appropriate local staff, officials and regional partners received a copy of this plan.

The City Administrator will request a review and update of this plan every five (5) years. Changes to this plan will be recorded on the Record of Changes Form, Appendix 9.

III. Goals and objectives

To provide for the health, safety and welfare of its citizens, the City responds to a major emergency situation with the following priorities:

- A. *Continuity of Government* – A clear definition of the line of authority in city government during emergency situations and of the operational chain of command in the field.
- B. *Emergency Management* – The work of emergency service personnel which includes fire fighting, rescue, law enforcement and all actions related to caring for involved citizens.
- C. *Providing Public Information and Citizen Welfare* – Provide the public with information and/or assistance.

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- D. *Maintaining Government Operations* – Maintain routine government operations during the emergency, if possible.
- E. *Preserving official records* – Preserve official records from fire, water and theft.
- F. *Establishing an Emergency Operations Plan* – Establish an Emergency Operations Plan that facilitates emergency response.
- G. *Ensuring Compatibility* – Ensure compatibility of City response and plans with the Jackson County Emergency Operations Plan.

IV. Authority

This Emergency Operations Plan is developed and published in accordance with ORS Chapter 401.015 – 401.590.

V. Response Boundaries

The City of Jacksonville will respond to all manmade or natural disasters within the city boundaries or on any land owned by the City of Jacksonville when the response will benefit the city residents and/or the city can benefit from the outcome of the incident.

VI. Citizen Responsibility

During widespread emergencies, community resources will be overburdened. People in the disaster area should be prepared to sustain themselves no less than three (3) days (72 hours) with stored food, water and shelter. Battery powered radios may be the only method available to gain information from local government. Outside assistance rarely arrives in sufficient force to make an impact within the three day time frame. For this reason, it is in the community's best interest to foster a self-help attitude, reinforced with a CERT, first aid, CPR and related classes.

VII. Phases of Emergency Management

This plan accounts for activities before, during and after emergency operations. The phases of emergency management are described below.

- A. Mitigation:** Mitigation is the long-term process of reducing disaster causes loss of life and property damage. It does so via land use regulations and construction practices a variety of activities that may include stock piling resources, structural hazard assessment, and public awareness and education programs. A mitigation program can be divided into stages including risk analysis, vulnerability studies and development of risk standards and the integration of risk standards into the community development process. Risk standards may be integrated into comprehensive planning, permit and environmental review, zoning

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ordinances and fire/safety building codes.

- B. Preparedness:** Preparedness involves planning, training and providing public information. It is key to emergency warning, response and recovery activities. Preparedness plans and procedures should give a clear indication of the roles, responsibilities and capabilities of all participants. Mutual aid agreements should indicate the level of response available. Disaster Emergency Operations Center (EOC), Departmental Standard Operating Procedures (SOP's) should be developed by all departments assigned emergency response and recovery responsibilities, including:
- i. Delineating the functions assigned to each department and the responsibilities of each staff member.
 - ii. Creating procedures to activate each departments function; and
 - iii. Providing resource listing of each function. Disaster preparedness education and training, exercising, and testing are vital to determine the effectiveness of the disaster plan and its SOPs. Staff training will take place at all levels of government and with support organizations. Through lectures, seminars and simulated problem-solving workshops, staff members may be cross-trained from their normal day-to-day functions to fill one or more staff positions.
- C. Response:** Emergency response activities involve traditional extraordinary functions by government and the private sector to minimize loss of life and property. Local public safety response agencies must coordinate to enable proper response. The key to effective, predictable, and coordinated jurisdiction wide response is the Emergency Operations Plan. A widespread emergency requires the prioritized use of resources.
- D. Recovery:** Recovery involves short-term assistance and long-term activities designed to return conditions to normal. Initially they include restoring vital services and providing for the basic needs of the public. Long-term recovery activities include providing individual assistance and restoring business, agricultural and public infrastructure.

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SECTION 2 COMMUNITY PROFILE AND HAZARD SITUATIONS

This section describes the natural and man-made characteristics of the city that affect the emergency planning process and the hazards facing the city.

I. Community Profile

Jacksonville is located in southwest Oregon approximately five miles west of Medford and 32 miles southeast of Grants Pass. In July 2005, the estimated population for the City of Jacksonville was 2230.

Jacksonville is located on an alluvial fan at the western edge of the Bear Creek Valley in Jackson County, Oregon. Elevations vary from 1400 to 1600 feet above sea level. The community lies mainly along the eastern margin of the Klamath Mountain range. The city is bordered on the south and west by mountainous terrain and on the north and west by the flat margins of the Bear Creek Valley. Nestled among forested hills, the city is particularly at risk from Wildland and Urban Interface fires.

Jacksonville and the surrounding area is transected by numerous small streams and natural drainages, most of which are ephemeral and drain in a generally northeasterly direction toward the Rogue River. Major water courses in the area include Jackson Creek, Walker Creek, Daisy Creek and the Phoenix Canal which is part of the Medford Irrigation District. Stream flooding often results from heavy snowfall combined with sudden warm rains.

Jacksonville has a moderate climate receiving approximately 21 inches of rain per year, most of which falls in the Fall and Winter months. Areas in the city where the percent slope is greater than 20% are considered to present a high erosion hazard.

The potential for seismic activity is of special concern to the City since it boasts numerous historic unreinforced masonry buildings with heavy concentration in the downtown core and throughout the city.

Oregon State Highway 238 is the main route from Medford to Jacksonville, it continues directly through the downtown area and is one of only two routes to the Applegate Valley where several unincorporated communities are located.

A unique feature of Jacksonville is the presence of the Britt Festivals, a non-profit organization that during the spring and summer seasons brings thousands of people into this small city on a weekly basis for musical events that range from classical to pop.

II. Hazard Analysis

The process of developing an EOP begins with the identification and assessment of the hazards that could affect the area. This provides the city with a sense of the relative risk presented by various hazards. It does not predict the occurrence of a

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particular hazard. It does quantify the level of risk one hazard presents as compared to another. This analysis allows the city to focus on the greatest risk.

The following categories are used to assess each hazard:

History	The record of occurrences of previous disasters or events
Vulnerability	The percentage of population and property at risk from each hazard
Maximum Threat	The maximum percentage of population and property that could be impacted under a worst case scenario
Probability	The number of occurrences of each hazard in the past 100 years

By scoring a hazard with each of these indices and then adding the sub-scores we arrive at a total score for that hazard. The total score is not as important as how it compares with the total scores for other hazards the jurisdiction faces. By comparing scores, the jurisdiction can determine its priorities for mitigation and preparedness.

Jacksonville faces a variety of potential hazards. The OEM Statewide Hazard Analysis methodology has been applied to those hazards, resulting in the list of hazards below organized by level of relative risk from highest to lowest. See Appendix 1 for the Jacksonville Hazard Matrix.

III. Hazard Description

A. Wildfire

Wildfires have periodically threatened the city. In the early 1960's a wildfire was on the edge of town running from the north side of Highway 238 to Wagon Trail Drive. In the summer of 2001, the Cemetery Hill Fire started at the top of Cemetery Hill and rolled down and up the canyon covering two acres. The Squires Peak Fire, also in the summer of 2001, came across the ridge from Sterling Creek within two miles of the city. The ODF and USFS joined the response.

Jacksonville Woodlands Historic Natural Park and Trail System joins some 284 acres of wooded hillsides. These forested lands owned and jointly managed by multiple agencies resemble large peninsulas jutting into Jacksonville residential areas. The presence of the woodlands within the city limits creates significant wildland/urban interface areas and the need for constant vigilance from fire protection services.

B. Severe Weather

Strong winter winds and/or ice storms have blown down trees causing power to be cut off and access to some streets and highways to be

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blocked. Trees in Jacksonville are highly valued as having historic importance; thus the process of identifying and resolving tree hazards can be more time intensive; having to call in professional arborists for a report to be submitted to the Cities Planning Department.

C. Flood

Daisy and Jackson Creeks are the two flooding sources in Jacksonville. One area of specific concern is the intersection of the Medford Irrigation District and Jackson Creek. Floods in the area are typically the result of heavy snowfall and sudden warm rains. During the 1997 New Years Flood, Daisy Creek went over its banks and trees fell down from heavy rains washing out their roots. There was water damage on Third Street over to Pheasant Meadows and Widean Lane. A clogged ditch caused a sheet of water to flow across Highway 238 at Hanley Road, hiding the roads path.

D. HAZMAT- Transportation

Vehicles carrying hazardous materials regularly travel Highway 238 running through the town. With several creeks and small, older bridges in the area, hazardous material accidents are not uncommon. In one recent instance, a truck went over the wooden bridge over Jackson Creek behind Blackstone Alley and landed in the creek, spilling fuel into the creek.

E. Earthquake

Recent studies by DOGAMI suggest that a major Cascadia Subduction earthquake will hit Southern Oregon sometime in the next 200 years. An earthquake would pose an enormous threat to the economic well-being of Jacksonville since most of the downtown core is comprised of non-reinforced masonry buildings. An additional 40 homes in the city are also masonry and would likely face the same fate. Effects of the 1996 Klamath Falls earthquake were felt in the Jacksonville area where wells were affected as the bedrock shifted. Given that Jackson County lies between the Klamath fault to the East and the Cascadia Subduction Zone to the West, a DOGAMI official suggests that the probability of an earthquake in our region is high.

F. Structural Fire

Although the number of recent structural fires in Jacksonville is relatively low, the potential for a destructive fire in the downtown core is high. There have been six structural fires in Jacksonville since 1996 and the cause of those fires has varied. The historic nature of the community means that many homes and businesses are not to current building codes. Thus, many Jacksonville homes are more susceptible to fires starting and spreading quickly. Many commercial buildings have common walls, potentially

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enabling fire to spread virtually unchecked through the central business area.

G. Civil Disobedience

Only in recent years has the city had concerns regarding civil disobedience. In 1998, a potential situation arose related to the appearance of a performer at the Britt Festivals. Timber families came to protest against the performer who had been arrested for protesting a timber sale in another part of the country. Approximately 1000 protesters were in the streets of the town the day of the performance, however no violence occurred. In 2004 President GW Bush visited Jacksonville. Citizens of Jackson County both for and against the President's policies were on hand in the city to voice their opinions. Several arrests were made for disorderly conduct and obstructing the duties of law enforcement.

H. Landslides

Jacksonville, to date, has not experienced a landslide whether manmade or natural. The area does however, have the potential of landslides if human activities on hillsides are not controlled to prevent mass movement hazards. In 2002, DOGAMI produced a set of maps identifying areas with potential of rapidly moving landslides in Western Oregon. The map of such areas in Jacksonville show an area coming into the city limits from the west and a small area to the south. This map is intended as a starting place for site specific studies, should development be planned in those areas. It concerns debris flows, not other types of landslides. The maps are on file with the Jacksonville City Planner.

I. Domestic/International Terrorism

The Jacksonville Police Department has completed a Basic Vulnerability Assessment of Potential Terrorism Targets for the city. Law Enforcement has concluded that there is a minuscule probability of a terrorist attack in Jacksonville. The one known local incident of domestic terrorism involved a mailed threat against a logging company which is no longer located in the city.

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SECTION 3 DIRECTION AND CONTROL

I Concepts of Authority

Three levels of authority described below, have been found to be most effective in Emergency Management.

- A. Policy Level:** The Mayor and City Council Members are responsible for:
- declaring a state of emergency
 - providing the legislative function to allocate additional funds for emergencies not already in place,
 - dealing with legislative issues not anticipated for a disaster, and
 - keeping the community counseled and reassured about the City's response to an emergency.
- B. Administrative Level:** The City Administrator, Public Safety Department Chief, and Public Works Director serve as an oversight team to make decisions on situations not covered by pre-planned responses and to make recommendations to the City Council regarding emergency expenditures.
- C. Coordination/Operations Level:** Public safety and public services personnel work together as noted below to handle specific decisions of incident control, to coordinate among departments and to provide pertinent input to the Incident Commander
- i. **Dispatch/Communications Level:** Insuring adequate, accurate relay of information to and from the field via any means available (radio, teletype, telephone, courier, etc.).
 - ii. **Field Command Level:** On-scene management of the situation to implement instructions from the EOC and direct the field units.
 - iii. **Field Operations Level:** Decision implementation by emergency personnel under the control of the field officers.

II Emergency Authorities

The City of Jacksonville has an ordinance that addresses emergency management. The ordinance is attached to this plan as Appendix 2.

The ordinance defines:

- A. The process of declaring and ratifying a local emergency
- B. The succession of authority
- C. Special authorities given to the City Administrator or designee during a

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declared emergency

- D. Special measures which may be taken during a declared emergency and in the interest of public health, safety and welfare
- E. The termination of the state of emergency
- F. Due process
- G. The penalty for violation of the ordinance.

III Command Systems

A. Incident Command System

The term NIMS refers to a nationally recognized standard organizational structure for emergency management. Many Fire Departments/Districts and Police Departments use this structure. NIMS consists of five major designated functions, as follows:

Command Overall and ultimate responsibility for directing response activities, including developing strategies, managing resources and planning overall operations.

- i. **Liaison**
- ii. **Safety**
- iii. **Public Information**

Operations Responsible for the coordinated tactical response to an incident

Planning Ongoing situation assessment; collecting and disseminating information on the incident and the development of information used to in contingency planning

Logistics Entails the provisioning of all facilities, services, personnel and materials

Finance Tracks all expenditures related to the event and evaluating the financial considerations

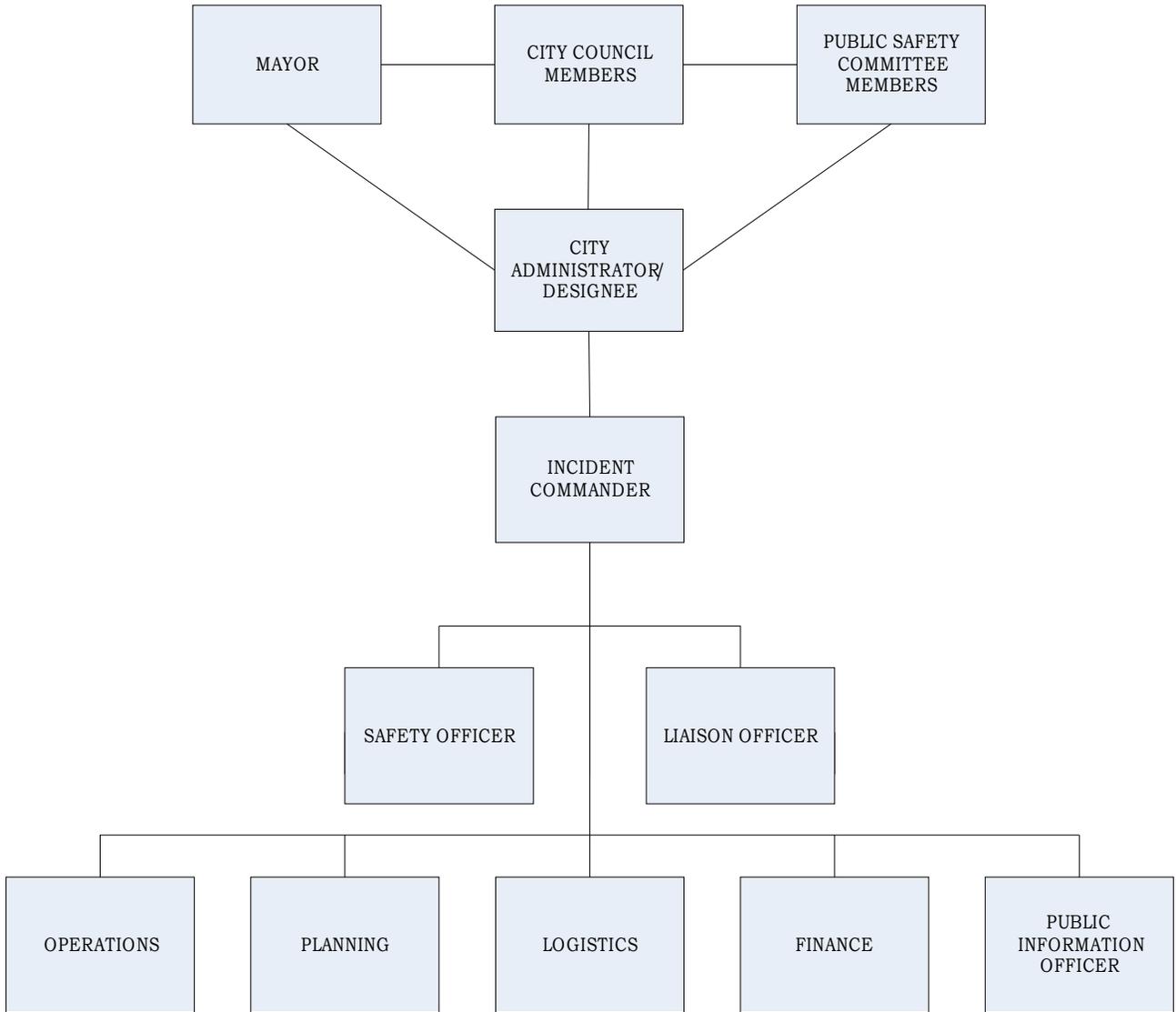
No matter how routine or major an incident may be, this structure and its basic functions apply. Regardless of the number of personnel responding to an event, this structure can be used. If an incident is routine, the Incident Commander may chose to perform all five functions. If an incident is larger, he may chose to assign different functions to different people.

Figure 1 on page 5 shows the NIMS for Emergency Operations in the City of Jacksonville. As defined by the City's Emergency Powers Ordinance, the City Administrator serves as Emergency Manager and PIO for large incidents.

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FIGURE 1

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INCIDENT COMMAND SYSTEM



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B. NIMS

When a major emergency or disaster affects more than one jurisdiction, response may require the resources of several agencies. When several jurisdictions respond to an emergency, they develop a unified command system that integrates private, city, state, and federal players under one overall command system. The agencies work with the Incident commander to:

- i. Determine roles and responsibilities for a given incident
- ii. Determine their overall management objectives for the incident
- iii. Select a strategy to achieve agreed upon objectives
- iv. Deploy resources to achieve agreed upon objectives

IV EOC

In a major incident the EOC can provide resources and information to on-scene responders, alerting, warning and watching assistance, communications assistance, public information, an off-scene PIO and other forms of assistance. It will require up to two hours in order to bring the EOC to full operational capacity.

A. Facilities

The EOC provides a central location for the management of a disaster of emergency. It allows for face-to-face communications among the Emergency Management Staff.

The City of Jacksonville's primary EOC is:

Jacksonville City Hall – Miller House
110 E Main St
Jacksonville, Or

The City's secondary EOC is:

Jacksonville Public Works Facility
400 W C St
Jacksonville, Or

The EOC staff will move to this secondary EOC if environmental conditions demand relocation.

B. Facility Requirements

Equipment and resources at the EOC must respond to a broad range of emergency-related needs. One of the most crucial needs is for adequate and redundant communications systems. Hard-line telephones, a base radio and ham radio capabilities, cellular phones, portable radios and chargers are all necessary. A lap top computer and printer are on site. A

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variety of office supplies including; flip charts and easels, are on hand to facilitate work and allow for the appropriate documentation of actions taken. Adequate office furniture to accommodate EOC staff and partner organizations is available. Since EOC staff may work long hours without returning home, a variety of personal hygiene kits as well as bedding, cots and towels are available.

C. Emergency Operations Center Staff and Officials

EOC staff are involved in all phases of the City's Emergency Management Program including: preparedness, mitigation, response and recovery activities. The City Administrator or designee, Public Safety Department Chief, Public Works Department Director and City Treasurer/Recorder comprise the EOC staff. This group is the functional backbone of the EOC, acting as command and control; decision-makers for emergency response activities.

D. Command Locations

Emergency Management Staff are not confined to any particular location during an emergency. The only major criteria is that they work together to make decisions and apply the command concepts.

In general, command locations follow the nature of the emergency:

- i. Small incident – Command at the scene
- ii. Large, but limited, incident such as a major fire – Command at the scene
- iii. Major incident, such as a full city block on fire – Command at the scene with backup in the EOC
- iv. Disaster (resources overextended, unable to control visually or a prolonged major incident) – Command at the EOC
- v. Planning for the possibility of any incident escalating (lightening storm, wildfire, winter storm with possible power loss, etc.) - Command at the EOC

E. Activation of the Emergency Operations Center

1. General

Any supervisor may request activation of the EOC based on information of an impending event that could evolve into a major emergency in the city. Warning, emergency information or disaster reports may be received by any of the departments in the city. IN all cases such information will be relayed to Southern Oregon Regional Communications (SORC) and the City Administrator or designee. Decisions to respond, implement the disaster plan, and activate the primary Emergency Operations Center (EOC) or the

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secondary EOC will be made by the City Administrator or designee in a Level I situation. In Level II or III situations, EOC activation may be executed by the Incident Commander.

Situations calling for activation of the EOC include but are not limited to:

- i. Severe weather conditions about to endanger the City
- ii. Utilities malfunction that could be problematic
- iii. A Hazardous Material incident that could exceed resources
- iv. Terrorism threat that could exceed resources
- v. Imminent flooding situations or ones beyond local capabilities to handle Earthquake
- vi. Any other situation that could threaten life, health and or property beyond those events that would be handled by a normal emergency response.

2. EOC Activation Levels

The three levels of activation are based on the scale of the emergency:

i EOC Level I Advisory Notification

A routine emergency, i.e. A motor vehicle collision or small Hazardous Materials (HazMat) spill, occurs or an impending situation must be monitored in case it should evolve into a significant event. The City Administrator is notified and decides whether to notify other Emergency Management Staff. If so, personnel on the Level I Call Out List are contacted.

a) Advisory/Standby Notification

No action is necessary, only to standby if requested.

b) Monitoring/Callback Notification

Monitor at the EOC when necessary. For some people a callback may be required.

ii. EOC Level II Coordinating Activation

A major emergency or unusual incident occurs that may affect a small portion of the community. Conditions exceed typical resource use and response by multiple agencies is required. Emergency Management Staff must report to the EOC. Staff requests a representative from the County to provide continuity of emergency functions and coordination. Personnel on the Level II Call Out List are contacted.

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iii. EOC Level III Full Activation

The scale of the disaster is widespread and serious. A full range of emergency services, i.e. Evacuation, sheltering, etc. are provided with the assistance of outside agencies. Emergency Management Staff coordinate with State and Federal resources for needed assistance. All City personnel report to the EOP. Personnel on the Level III Call Out List are contacted.

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SECTION 4 ASSIGNMENT OF RESPONSIBILITIES

I. Responsibilities of All Departments

It is the responsibility of each department in the city to develop detailed plans to meet the requirements of this Emergency Operations Plan. Such plans should provide staff with procedures for fulfilling their departments duties during an emergency. These departmental plans should be updated regularly, and used during training activities and tabletop exercises as well as during actual emergencies involving the department.

The plans will provide information needed by department staff in response situations, such as designated roles, calling procedures with phone numbers, any special needs, and a variety of in-house protocols to be followed , also where to access items, equipment and people.

Departmental plans are not included in this Plan because they change regularly and are primarily departmental in nature. However, copies of individual departmental plans should be provided to the Emergency Manager whenever developed and/or changed. They will be copied and distributed to the Emergency Management Staff and to the primary and secondary EOC's.

II. City Administrator or Designee

Administrative Duties

- A. Responsible for continuity of government, overall administrative direction of emergency response and the assignment of specific emergency management responsibilities. The City Administrator or designee serves as the Emergency Manager.
- B. Makes the declaration of a State of Emergency/Disaster according to the line of succession in city government, and coordinates requests for outside assistance with Jackson County Emergency Management/County Administrator.
- C. Responsible for the dissemination of public information
 - Acts as Public Information Officer in Level III disasters
 - Prepares and conducts briefings for City Council and staff
 - Participates in briefings by department heads and others in command
- D. Serves as liaison between the City and County, State and Federal agencies during emergency operations to request aid and provide information about the nature and extent of any incident. Responsible for communications with County, State and Federal Emergency Teams.
- E. Oversees preparation of the necessary local, state and federal reports and

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justifications. This includes maintaining records of all disaster-related resource expenditures to be used for reimbursement applications to state or federal governments and is the primary contact for such funds.

- F. If required, develops a system of emergency funding. Advises the City Council on financial matters and allocations related to the disaster.
- G. Responsible for developing the Emergency Operations Plan and other plans deemed necessary for emergency management.
- H. Ensures that emergency response staff is NIMS compliant and receives training in special techniques as needed for disaster management, EOC operations, CERT, etc.
- I. Ensures that staff is tested in their knowledge of emergency related skills via workshops, exercises and field training.
- J. Coordinates the operation of the EOC, oversees the maintenance of the primary and secondary EOC, ensures that all necessary supplies and equipment are provided and maintained in the EOC.
- K. Ensures the security of all city documents and papers and develops plans for their relocation to a more secure site, if conditions require
- L. Coordinates with other departments to provide personnel for emergency operations.
- M. Supplies personnel to manage relocation centers and/or shelters.
- N. Orders the relocation of city documents to a more secure location, if environmental conditions threaten their security.
- O. Requests the advise of the City Attorney on disaster-related issues as required.

III. Public Safety Department

Fire Department

- A. Under the City Administrator or designees direction, responsible for disaster command coordination, fire fighting response and resources, search and rescue, hazardous materials response, health and medical services and recovery.
- B. Coordinates public information resources as directed by the City Administrator or designee in cooperation with other agencies.
- C. Maintains regular firefighting functions of the department.

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- D. Provides Field Command of the disaster area.
- E. Conducts disaster work i.e. Light duty rescue, heavy duty rescue and emergency medical care including triage of patients.
- F. Establishes priorities for debris clearance.
- G. Identifies and manages hazardous materials problems.
- H. Coordinates and supervises CERT Team members assisting with response functions.
- I. Coordinates with Police Department to provide emergency warning to assigned areas.

Police Department

- A. Responsible for ongoing law enforcement and crime prevention.
- B. Coordinates military support from state or federal government.
- C. Coordinates and conducts evacuation as needed.
- D. Provides protection for key public officials and facilities if necessary during a crisis or disaster situation.
- E. Ensures the security of the disaster area.
- F. Controls all traffic into and out of the disaster area.
- G. Coordinating with the Fire Department to provide warning service to designated areas.
- H. Responsible for body collection and identification.
- I. Initiates and participates in any investigation of a disaster or unusual occurrence for the purpose of determining possible criminal culpability.
- J. Collects and controls evidence.

IV. Public Works Department

- A. Responsible for public works and engineering activities during disasters and the recovery period and for coordinating fuel and power needs.
- B. Coordinates transportation for local, state and federal needs.
- C. Coordinates flood, drainage and sewer problems.
- D. Maintains city owned properties in coordination with City Parks and Recreation.

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- E. Develops plans for the use of the Service Center as the primary relocation site for City government.
- F. Primary responsibility is opening emergency routes so that fire and police equipment can reach the disaster area.
- G. Works directly with the Fire Department to remove debris, secure unstable structures and gain access to victims.
- H. Provides vehicles and personnel to evacuate and/or relocate records and equipment if necessary.
- I. Monitors all city traffic control devices; supplies police and fire personnel with temporary traffic devices as needed.
- J. Removes debris in the disaster area, coordinates plans for trash removal and coordinates with Building/Planning and Urban Renewal Departments in recovery phase.
- K. Supplies staff to assist if Service Center or City Hall Annex relocation site is activated for City government.
- L. Assists with Alert and Warning and Evacuation processes.

V. Building Inspector

- A. Conducts surveys of damaged structures.
- B. Condemns damaged buildings.
- C. Prepares damage reports for the EOC and City Administrator during recovery period.
- D. Supports recovery functions in the post-disaster period.

VI. Southern Oregon Regional Communications (SORC)

- A. Responsible for primary disaster notification of Emergency Management Staff and associated disaster communications. SORC will notify the individuals listed below:
 - Public Safety Department Chief
 - City Administrator
 - Public Works Department Director or Acting Department Head
- B. Communications may be requested to group page others. A Fan notification within the departments will be responsibility of the individual notified and not SORC . Fan notification is a method of notifying all department personnel through a phone tree list. A page system may also be used.
- C. Provide for county, state and federal disaster communication needs.

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- D. Advise Mercy Flights for dispatch of medical transportation.

VII. Public Safety Committee

- A. Recruit and develop a Community Emergency Response Team (CERT) and to serve in specific disaster-related tasks and to train additional volunteers.
- B. Ensures that all CERT Team members receive adequate training before performing such services during an emergency.
- C. Set up system for receiving and storing donated goods, including the identification of available storage locations.
- D. Expedite delivery of goods and services for relief efforts in disaster area.
- E. Supply staff to solicit and log volunteers, equipment and donations.
- F. Keep records of CERT Team assignments and account for all volunteers.
- G. Coordinate CERT Team functions with the Incident Commander who is directly responsible for the incident.
- H. Establish CERT Team reporting and relocation sites and assign personnel to manage them.

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SECTION 5 EMERGENCY FUNCTIONS

Certain important functions must be accomplished during most emergencies. This section describes how the city plans to undertake basic functions that apply across the board to different types of emergencies.

I. Public Information

The determination of who acts as Public Information Officer (PIO) during an emergency depends on the nature and severity of the event.

- Level I emergency, the on-scene commander may act as the PIO.
- Level II emergency, the on-scene commander and/or department head consults with the City Administrator or designee to identify the appropriate PIO.
- Level III emergency, the City Administrator or designee serves as the PIO.

Coordination with all related departments, governments, private businesses, individuals, volunteer or organized agencies is imperative for continuity of information and integrity. The following guidelines will assist in that process.

1. The media should be provided with as much information as possible without endangering the management of an incident.

Two types of information should be released:

- *Incident information:* What is being done to handle it and possible duration.
- *Specific Information:* For the general public relating to hazardous areas, relocation sites, where casualty lists are being compiled, traffic patterns, hot line numbers, sites for emergency food and water, phone lines open for public use, etc.

The importance of having a single spokesperson is emphasized. However, that person **MUST** work closely with all agencies involved acquiring information from police, fire, public services, Red Cross, County EOC, etc.

Studies of other disasters indicate that the best media cooperation and support is obtained when the following conditions are met:

- i. Information is provided readily to the PIO and media
- ii. Information is provided by a single source or from a single location.
- iii. Formal briefings are structured with maps, incident overlook, uniformed briefing personnel and/or authority figures, and with a willingness to research unanswered questions for the next briefing.
- iv. Briefings are at a fixed time and the time of the next briefing is announced at the close so media can meet their reporting deadlines.
- v. The media can be invaluable. *Help them to help us with the problem.*

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II. Alert and Warning

The City of Jacksonville will use an alert and warning system consisting of:

- The local Emergency Alert System (EAS)
- Mobile Police and Fire public address systems; and
- Door to door contact. These methods may be used separately or in combination to alert and warn the public of an emergency.

A. General Guidelines

- i. Upon detection of an emergency, the Incident Commander (IC) will decide if there is need for immediate local or city-wide alert and warning. The IC will devise the message and means of delivery as well as direct its implementation.
- ii. If the emergency is localized, city emergency response personnel will alert residents in the area by telephone, mobile public address systems and/or door to door contact. Evacuation planning should take into account that certain facilities may need time to shut down vital operations before they can evacuate.
- iii. Updated information will be given to the public through the methods outlined above.
- iv. A log of all warnings issued during the incident shall be maintained at the EOC.
- v. All messages shall be approved by the PIO to ensure that the continuity of information is insured and that conflicting information is not issued.

B. Emergency Alert System (EAS)

The Emergency Alert System (EAS) consists of broadcast stations linked together and to government offices to provide emergency alert and warning to the public. The system may also be used to call back off duty personnel in the event of phone system failure.

C. Cable Television Alert System

The Cable Television Alert System provides immediate interruption of cable television programming for emergency messages.

D. Mobile Public Address System

Jacksonville Public Safety Department vehicles are equipped with mobile public address systems which may be used for alert and warning.

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E. Door to Door Alert

Door to door alert may be necessary in the event of a rapidly escalating emergency incident which poses a clear threat to the public safety. Residents will be directed to temporary shelter depending upon the weather and expected duration of the emergency.

Direction of this activity shall be the responsibility of the IC. EOC staff and CERT Team members will be advised of the messages and alert.

III. Evacuation

Emergencies or disasters may require the evacuation of people from hazard areas to areas of lower risk. During emergencies, such as severe weather, floods, earthquakes, hazardous material spills/releases, accidents or threats involving radiological materials, major fires, and others. Jacksonville emergency responders or EOC staff may determine that the evacuation of all or part of the community is prudent to minimize loss of life.

Formal authority to order an evacuation lies with the City Administrator or designee. Under emergency conditions this authority is delegated to the IC.

A. Identification of Need to Evacuate

Not all emergencies requiring protective action on the part of the public require evacuation. The IC must weigh the risks of leaving the population unprotected against the risk of sheltering in place or evacuating.

B. Identification of the Affected Area

Before an evacuation can be implemented the following activities must take place:

- i. Identify high hazard areas, including those areas that may be impacted if the incident escalates or conditions change.
- ii. Identify potential evacuation routes, their capacities, and vulnerability to the hazard.
- iii. Alert and warn the public at risk. Include specific information about the risk, the protective actions that need to be taken, and the possible risks of non-compliance.

C. Determination of the Time Needed For Evacuation

The following considerations can be used to estimate the time needed to evacuate a threatened area:

- i. Add the estimated time it takes incident personnel to make the decision that evacuation is the appropriate protective action, plus

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- ii. The estimated time to alert and instruct the public, plus
- iii. The estimated time to mobilize the population once warned, plus
- iv. The estimated time required to leave the hazard area.

D. Evacuation of Special Population

Populations within Jacksonville that may need special assistance during evacuation include:

- i. Private and public schools
- ii. Residents of care facilities, including Pioneer Village and adult foster care homes
- iii. Residential developments for persons over 55 years of age, including Royal Mobile Estates, and local apartment complexes.
- iv. Residents in private homes with mobility impairment

The Logistics Section may assist in procurement of specialized transportation resources, such as ambulances, vehicles for transporting the handicapped and buses.

E. Implementation Responsibilities

City Administrator

At the request of the IC, the City Administrator will sign the Evacuation Order. See Appendix 3.

Public Safety Department

Police Department

- Direct overall evacuation operations
- Establish and maintain outer perimeter
- Provide traffic and crowd control
- Rescue persons threatened by armed and dangerous suspects
- Provide security for emergency housing facilities, if possible
- Coordinate with the CERT Team

NOTE: The Police Department does not have the capability to conduct evacuations in areas contaminated by hazardous materials.

Fire Department

- Establish and maintain inner perimeter on hazardous materials incidents
- Rescue trapped victims and victims in hazardous atmospheres where deemed necessary.
- Assist in the evacuation process as requested

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- Provide fire station for use as reception points

Public Works Department

- Provide resources such as vehicles and personnel to assist with traffic movement and crowd control
- Work with Oregon Department of Transportation (ODOT) and Jackson County Roads Department to keep routes open and free of debris and provide highway signs and barricades as needed.

City Attorney

- Advise Emergency Management Staff on the legal implications of evacuation activities as requested.
- Assist as requested

Finance Assistant

- Document fiscal resources expended on the evacuation process
- Assist as requested

F. Evacuation Responsibilities of Assisting Agencies

i. Jackson County Sheriff's Department and Oregon State Police

- Assist Police Department with traffic and crowd control.
- Assist Police Department with incident security

ii American Red Cross

The American Red Cross will oversee all emergency housing activities including:

- Directing American Red Cross personnel to meet evacuees at reception areas to assign them to emergency housing facilities
- Provide information to Emergency Management Staff concerning the numbers of evacuees being sheltered, etc.

G. Implementation Guidelines

i. The IC regardless of agency or whether on-scene or in the EOC shall:

- Determine the need to evacuate an area
- Determine the extent of the area to be evacuated
- Develop an evacuation plan
- Notify the American Red Cross
- Activate the alert and warning system, and
- Direct the implementation of the evacuation plan

ii. The Emergency Management Staff will utilize the alert and warning guidelines to warn the public of the emergency condition and provide the public with evacuation and shelter information.

iii. The IC will ensure that an inside and outside perimeter are established and provide criteria for access to them.

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- Security of the inner perimeter shall be the responsibility of the lead *emergency response agency*.
 - Security of the outer perimeter will be maintained by the Police Department
 - The outer perimeter should allow for the potential escalation of the hazard and ensure an ample margin of safety for emergency personnel.
 - The Command Post will be established within the outer perimeter unless Command is in the EOC.
 - Only authorized personnel will be allowed to enter the outside perimeter and must show proper identification.
- iv. The IC will identify appropriate assembly points for evacuees and shall assign personnel to provide liaison to those persons in the assembly points and security to the facility.
- v. As the emergency response progresses and more information becomes available, the PIO will utilize the procedures described in this plan to provide the media and the public with information on:
- Modes of transportation for evacuees unable to provide their own
 - The reason for evacuation
 - The location of assembly points
 - Possible results of failure to evacuate
- vi. Ensure that an official evacuation order is signed by the City Administrator or designee
- vii. Notify Oregon Emergency Management (OEM) and Jackson County Emergency Management of the evacuation.
- viii. After the emergency event has ended:
- Emergency Management Staff will allow the return of persons needed to staff essential services and to open vital businesses as soon as this can be done safely
 - They will also direct a general return to the incident areas as soon as possible
 - The PIO will advise the public and the media of the termination of the evacuation order and the lifting of the security perimeter.

H. Evacuation Procedures – General

- i. Jacksonville law enforcement officers or other public safety officials have the legal right to impose a mandatory evacuation order on citizens in their own homes during a declared state of emergency.
- ii. Citizens should be informed of the need to leave a hazardous area and of the possible consequences of not leaving.

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- iii. Citizens who obstruct the evacuation process may be arrested.

I. Evacuation Procedures – Door to Door Evacuation

- i. With a copy of the Evacuation Order in hand, knock/ring bell and wait one minute for response. (Wait longer at night)
- ii. If answered, provide a copy of the Evacuation Order.
- iii. Determine how many persons are in the building.
- iv. Determine whether or not they intend to leave, have a place to go and transportation. If yes to all, document time and address. Using plastic flagging, mark the building in a conspicuous place to indicate contact has been made. Go to the next facility/building.
- v. If they do not intend to leave, ask if they understand the possible dangers of staying. Document the time, address and number of people remaining. Using plastic flagging, mark the building in a conspicuous place that contact has been made. Move to the next facility/building.
- vi. If they intend to leave but have no transportation, document the number of people needing assistance, the time and address and special transportation requirements, i.e. Ambulance, handicapped van, etc. and report this information immediately to your supervisor. Advise citizens who are able to walk to proceed to the designated staging point. **NOTE:** Do not stop your activities to remove them from the area.
- vii. If they intend to leave but do not have a place to go, refer them to the shelter or assembly point. Document the time and action taken. Move to the next facility.
- viii. After clearing a portion of your assigned area, report information collected to your supervisor. Using plastic flagging ribbon (color to be determined by the IC) mark the building in a conspicuous place to indicate that contact has been made. **NOTE:** Due to the extra time needed to arrange transportation information on people needing evacuation assistance should be transmitted at the time of collection.

J. Evacuation Procedures – Mobile Public Address

Mobile Public Address is more time efficient than door-to-door contact but only a limited amount of information may be conveyed. It is most effectively used in combination with the Emergency Alert System and door-to-door contact. It may be used to alert and warn the public prior to the request to evacuate or to advise of protective actions short of evacuation.

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- i. Obtain a copy of the Evacuation Order
- ii. Repeat the information in the Evacuation Order at each intersection and at least once mid-block depending on the length of the block.
- iii. Do not stop to give information
- iv. When an assigned area has been covered note the date and time on report completion for your supervisor

IV. Resource Management

A. Description

The City Administrator or designee has the authority under emergency conditions to establish priorities for the assignment and use of all City resources and personnel. During a major emergency, it will be necessary to make difficult choices among competing requests for the same resource. To assure that the status of resource requests and commitments can be maintained throughout the emergency, the Logistics and Planning Sections of the EOC will track resources.

The IC has the overall responsibility for establishing resource priorities. The Logistics and Planning Sections have primary responsibility for coordinating the resource management effort.

i. Logistics Section

- a) Serves as the primary point of contact for resource requests from the Emergency Management Staff and cooperating jurisdictions.
- b) In addition each department is responsible for developing and maintaining mutual aid agreements to augment resources and department-specific inventories of resources that might be available to them in an emergency.

ii Planning Section

- a) Provides the Emergency Management Staff with a timely inventory of needs and commitments
- b) Identifies those public facilities essential to the life of the community, provides a recommended priority list to the IC and Emergency Management Staff, assists in the coordination of facility repair and restoration of services.

V. General Guidelines

Under emergency conditions resources will be allocated according to the following priorities:

- i. Protection of life

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- ii. Protection of mobile response resources, such as fire trucks, ambulances, bulldozers, etc.
- iii. Protection of public facilities
- iv. Protection of private property

Should the emergency be of such magnitude that all local resources are committed or expended, assistance shall be requested from County, State and/or Federal resources. The City Administrator will initiate a Declaration of Disaster so that County, State, and/or Federal resources will be activated in a timely manner.

VI. Emergency Fiscal Management

A. Emergency Procurement Authority

During a major emergency the City is likely to find it necessary to redirect City funds in order to effectively respond to the disaster. Although the authority to adjust department budgets and funding priorities rests with the City Council, emergency procurement authority is delegated to each Department Head.

B. Tracking Expenditures

Tracking expenditures related to an incident is the responsibility of the Finance Section of the Incident Command Structure in the EOC.

C. Procedures for Major Redirection of Resources

If a disaster in the City requires major redirection of City fiscal resources, the following general procedures will be followed:

- i. The City Administrator prepares a proposal on how to respond to the emergency funding need.
- ii. The City Council convenes to consider the proposal
- iii. If a quorum of Councilors cannot be reached and if a prompt decision will protect lives, City resources or private property the City Administrator or designee, Department Head or designee may act on emergency funding requests.
- iv. The Finance Section will establish a discrete charge code for all incident-related personnel time, losses and purchases.

VII. Shelter, Food and Human Services

A. General

- i. Sheltering and feeding citizens during a disaster is the task of the

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American Red Cross. The City of Jacksonville will only refer citizens to shelter and feeding operations which are managed by the Red Cross.

- ii. Besides sheltering and feeding, the Red Cross can perform a variety of other valuable emergency services.
 - a) Additional support for disaster victims
 - b) Limited Health services
 - c) Coordination of other organizations within their scope of practice
 - d) Assistance to local governments in damage assessment
- iii. The American Red Cross is an outright give. It is provided by voluntary contributions from the American people. All Red Cross disaster help is free.

B. American Red Cross

The American Red Cross may provide shelter, staff, logistical support and communications. In addition, the Red Cross will manage evacuee registration and provide basic medical services to shelter residents. Red Cross cannot provide quarantine for carriers of infectious diseases and cannot provide decontamination for hazardous materials or radiological emergencies. Region 8 HAZMAT response team provides decontamination support. Pets are not allowed in Red Cross shelters due to Health Department regulations; however, the Red Cross will help coordinate with Jackson County to arrange for sheltering animals during disasters. Evacuees should provide food and water for pets prior to leaving their homes.

C. Emergency Response Personnel

- i. *Emergency Operations Center Staff*

Arrangements for the feeding and sheltering of EOC staff is the responsibility of the Logistics Section. As space allows, EOC staff will be fed and assigned to sleeping areas at the Jacksonville Fire Station.
- ii. *Response Personnel*

Insofar as is practical, response personnel will be released to their homes or stations to sleep. If returning to their homes is not practical, space may be arranged in a shelter within commuting distance of the hazardous area or in local commercial lodging. The City of Jacksonville may establish purchase agreements with local restaurants to provide sack lunches and dinners. The Red Cross will feed disaster workers in their feeding and shelter operations as well as provide coffee and snacks to on-scene personnel.
- iii. *Families of City Response Personnel*

In the event of an extended incident involving a shelter operation, consideration may be given to sheltering the families of response personnel together. The Logistics Section shall be responsible for

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making such arrangements.

VIII. Health, Human and Medical Services

A. Description

Jacksonville Fire Department and Mercy Flights, Inc. have complete responsibility for the delivery of emergency medical services. Jacksonville Fire Department has mutual aid agreements with adjoining Fire Districts and Departments.

B. Health and Human Services

i. *Jackson County*

The JCHHS provides emergency medical, health and welfare services to all citizens in Jackson County.

To contact JCHHS during a major emergency, call their office during work hours. To contact JCHHS after work hours call 9-1-1 to receive JCHHS services.

ii. *State of Oregon*

The DHS is the agency responsible for coordinating the activities of the states social service agencies.

iii. *Emergency Medical Services*

Ambulance services in Jackson and Josephine Counties include:

- a) Mercy Flights, Inc
- b) Jackson County Fire Districts 3 and 5
- c) Jackson County Fire District 1 (Rogue River Fire)
- d) Ashland Fire & Rescue
- e) American Medical Response (AMR)

Hospitals in Jackson and Josephine Counties include:

- a) Rogue Valley Medical Center
- b) Providence Medford Medical Center
- c) Ashland Community Hospital
- d) Three Rivers Community Hospital

iv. *Mass Casualty Incidents*

During an incident which involves multiple injuries emergency medical services are coordinated through a regional MCI plan which includes all area hospitals, rescue units and ambulances in the Southern Oregon area. MCI protocols are activated by an event with more than five (5) critical patients or more than ten (10) total patients. MCI protocols as outlined in the Jackson County Emergency Medical Services Standing Orders, will be followed during an MCI event. SORC will notify all three hospitals via radio to request the number of patients (classed as red, green or yellow) that each can handle and relay that information to the

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transport officer.

NOTE: If at all possible all injured responders should be transported to a single hospital to expedite Workman's Comp paperwork and to ensure continued contact and support to injured employees.

v. *Temporary Morgue Services*

The Oregon State Police has a permanent mortuary for investigative purposes. Temporary morgues may be necessary in the event of an incident which results in wither damage to these facilities or numbers of fatalities which exceed capabilities. Identification of victims may be a long and complicated process. Facilities which might be used as temporary morgues include air-conditioned buildings.

Facilities should provide:

- a) Receiving entrance protected from public view
- b) Plainly marked general information area easily accessible, and where it will not interfere with free passage to the operational area
- c) Waiting room and public restrooms
- d) Separate rooms for interviews with individuals seeking missing persons
- e) Private view rooms for identification purposes
- f) Telephone area and personnel adequate to handle incoming and outgoing calls
- g) Provisions for the media
- h) Provisions for the clergy
- i) Storage space for bodies with space divided to provide segregated areas for each of the following:
 - Male adults
 - Female adults
 - Male children
 - Female children
 - Those whose gender cannot be determined
- j) Provision with 220 volt, AC current for X-ray equipment
- k) Tables for examination
- l) Running water
- m) Good ventilation
- n) Good Lighting

Organizations/agencies which may provide services to help manage a temporary morgue operation include:

- a) Jackson County Medical Examiner
- b) Local Funeral Homes
- c) Officer of the State Police

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IX. Declaring a Disaster and Damage Assessment

A. Reporting of Emergency Conditions

To obtain disaster assistance from mutual aid agencies, Jackson County, State and Federal entities, prompt and thorough reporting of emergency conditions is required. Accurate incident status summaries are required. At the direction of the IC, the PIO will distribute an incident status summary to the media, the public, assisting agencies, adjacent jurisdictions and volunteer organization.

B. Local, County and State Disaster Declarations

- i. A declaration of emergency by the City is the first step in accessing state and federal disaster assistance. The City Emergency Powers Ordinance provides for the declaration of emergencies, the succession of authority and the special powers and authorities of the City Administrator or designee during a declared emergency. Refer to Appendix 2 for this Ordinance. Refer to appendix 4 for a Declaration of State Emergency form.
- ii. The City's request for a declaration must be processed through Jackson County to OEM.
- iii. Jackson County may add its support to the request, request the inclusion of additional areas or services, or pass the request on to the State without comment, but the county may not decline to process the request.
- iv. In order for the city to receive federal disaster funding and to activate certain State and Federal resources to support the emergency, the local declaration of emergency must be communicated to the Governor of Oregon.
- v. The State of Oregon has the option of declaring a State of Emergency and activating only State resources in support of the emergency, or of declaring a State of Emergency and beginning negotiations with FEMA for a Federal Disaster.

C. Federal Disaster Declaration

The federal government may declare an incident either an emergency or a major disaster. When the President of the United States declares either condition to exist, various resources of the Federal government are available to respond to the emergency and disaster funding is made available for recovery via the Robert T Stafford Emergency Relief and Disaster Assistance Act, Public Law 93-288, as amended.

- i. The definition of an emergency is any occasion or instance for which, in

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the determination of the President, Federal assistance is needed to supplement State and Local efforts and capabilities to save lives, protect property, public health and safety or to lessen or avert the threat of a catastrophe in any part of the United States.

- ii. The definition of a major disaster is any natural catastrophe 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 State and Local governments, and disaster relief organizations in alleviating the damage, loss, hardship or suffering caused thereby.

D. Damage Assessment

Damage assessment is conducted in three phases as follows:

- i. The Initial Damage Assessment provides information on which to base response. It is prepared by EOC staff. See Appendix 7 for this form.
- ii. The Preliminary Damage Assessment provides supporting information for the disaster declaration. See Appendix 8 for the Preliminary Damage Assessment form.
- iii. Damage survey reports are in-depth analyses of the long term effects and costs of the emergency. They are completed by the joint efforts of Local, State and Federal agencies. See Appendix 9 for the Final Damage Survey Report.

E. Support Services

- i. The Logistics Section will establish a Disaster Application Center (DAC) at the largest shelter where citizens can meet with Federal, State or Local volunteer agency representatives to apply for disaster assistance.
- ii. Types of disaster assistance that may be requested and provided include:
 - a) Temporary housing for disaster victims whose homes are uninhabitable as a result of the disaster
 - b) Essential repairs to owner occupied residences in lieu of temporary housing, so families can return to their damaged homes.
 - c) Disaster unemployment and job placement assistance for those unemployed as a result of a major disaster
 - d) Agricultural assistance payments and technical assistance, and Federal grants for the purchase or transportation of livestock.
 - e) Information on the availability of food stamps and eligibility

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- requirements.
- f) Individual and family grants to meet disaster-related and other needs of those adversely affected by major disasters when they are unable to meet such needs through other means.
 - g) Legal counseling to low-income families and individuals
 - h) Tax counseling concerning various disaster-related tax benefits
 - i) Consumer counseling and assistance in obtaining insurance benefits
 - j) Crisis counseling and referrals to mental health agencies to relieve disaster-caused mental health problems
 - k) Social Security assistance for recipients or survivors, such as death or disability benefits or monthly payments.
 - l) Veterans' assistance such as death benefits, pensions, insurance settlements and adjustments to home mortgages held by the Veterans Administration if a VA-insured home has been damaged
 - m) Other specific programs and services as appropriate to the disaster.

F. Department Support

The Building Inspector, if available, will provide people to assist damage assessment teams.

X. Terrorism Response

A Basic Vulnerability Assessment has been completed by the Jacksonville Police Department. It is on file in that department. The summary assessment by the department is that there is a very low probability of a terrorist attack in the community. Even though domestic terrorism is more likely than international terrorism, the department determined that the probability of domestic terrorism and civil unrest was low. Nonetheless, as a preparedness measure the department has developed a Terrorism Annex and has it on file in the Jacksonville Police Department. This annex provides for the coordinated and safe response to possible terrorist incidents within the city. It includes procedures for timely and safe response to incidents, including bomb threats, mail bombs and/or the discovery of suspicious objects.

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APPENDIX I
HAZARD ANALYSIS

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APPENDIX I HAZARD ANALYSIS CITY OF JACKSONVILLE

The local emergency management organization and other interested parties should begin the emergency planning process by examining the hazards which could affect the area. See Section 8, Situation and Assumptions, for a detailed analysis of the region.

Conducting a hazard analysis is a useful first step in planning for mitigation, response, and recovery. The method that follows provides the jurisdiction with a sense of hazard priorities, or relative risk. It doesn't predict the occurrence of a particular hazard, but it does “quantify” the risk of one hazard compared with another. By doing this analysis planning can first be focused where the risk is greatest.

The following categories are used in conducting this hazard analysis:

HISTORY (weight factor = 2)

The record of occurrences of previous major emergencies or disasters. Examples of events to include in assessing history of a hazard in your jurisdiction are events for which the following types of activities were required.

- The EOC was activated;
- The alternate EOC was activated;
- Activation of three or more EOP functions (alert & warning, evacuation, shelter etc);
- A multi-jurisdictional response was required;
- A “local emergency” was declared.

These criteria are not exclusive. Include any additional events you think are significant.

VULNERABILITY (weight factor = 5)

The percentage of population and property likely to be affected.

MAXIMUM THREAT (weight factor = 10)

The maximum percentage of population and property that could be impacted under a worst case scenario.

PROBABILITY (weight factor = 7)

The likelihood of occurrence within a specified period of time.

By multiplying the “severity rating” of the rating system shown on page 45. By the weight factors associated with the categories above, we can arrive at a subscore for history, vulnerability, maximum threat, and probability for each hazard. Adding the subscores will produce a total score for that hazard.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

For example: look at “**flood**” on the Example Hazard Analysis Matrix shown on page 45. The history of flooding is high in the sample jurisdiction. In this case, high is scored with eight (8) points for the severity rating, and history has a factor weighting of two. $2 \times 8 =$ subscore of 16. The vulnerability of the sample jurisdiction is low, however: a flood normally would not affect more than 1% of the lives and property in the jurisdiction. Low is scored with three (3) points for the severity rating, and vulnerability has a factor weight of five. $5 \times 3 =$ subscore of 15. After figuring maximum threat and probability, the total score for flooding is 144.

The total score isn't as important as how it compares with the total scores for other hazards the jurisdiction faces. By comparing scores, the jurisdiction can determine priorities. Which hazards should the jurisdiction be most concerned about? Which ones less so? The hazards analysis process should be completed on at least the 12 hazards listed on the form provided. If additional disaster events are likely to occur, please develop data on those events as well. Upon completion, you should have a fairly good idea on which events to focus your initial concentration.

Provide a narrative or write-up on those hazards likely to occur within your jurisdiction. For example you may include past history, likely site specific details on hazards, areas of vulnerability areas of planned or in-place mitigation measures, maps and displays, or any other facts or data that may be relevant.

POSSIBLE HAZARDS TO CONSIDER:

- 1 Hazardous Materials; Transportation or Fixed Facility
- 2 Wildland Fires; range or forested
- 3 Dam Failure
- 4 Flood
- 5 Drought/water Emergency
- 6 Earthquake
- 7 Severe Weather
- 8 Nuclear Incident
- 9 Volcano or Fallout
- 10 Transportation Accident
- 11 Tsunami
- 12 Utility Failure
- 13 Landslide
- 14 Civil Disorder
- 15 Tornado
- 16 Pipeline Disruption
- 17 Any other Area Specific Hazard

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EXAMPLE HAZARD ANALYSIS MATRIX

HAZARDS	HISTORY (weight factor = 2)	VULNERABILITY (weight factor = 5)	MAX THREAT (weight factor = 10)	PROBABILITY (weight factor = 7)	TOTAL
Hazardous Materials	2x9 (H) = 18	5x10 (H) = 50	10x8 (H) = 80	7x9 (H) = 63	211
Flooding	2x8 (H) = 16	5x3 (H) = 15	10x5 (M) = 50	7x9 (H) = 63	144
Dam Failure	2x1 (L) = 2	5x9 (H) = 45	10x10 (H) = 100	7x2 (L) = 14	161
Earthquake	2x2 (L) = 4	5x7 (H) = 35	10x9 (H) = 90	7x3 (L) = 21	150
Wildland Fire	2x8 (H) = 16	5x6 (M) = 30	10x6 (M) = 60	7x10 (H) = 70	176

SEVERITY RATINGS (to be applied to the four categories)

LOW = 1 – 3 points
MEDIUM = 4 – 7 points
HIGH = 8 – 10 points

The following categories are considered in determining the severity:

HISTORY: (the record of occurrences of previous major emergencies or disasters.)

LOW = 0 – 1 event per 100 years
MEDIUM = 2 – 3 events per 100 years
HIGH = 4+ events per 100 years

VULNERABILITY: (The percentage of population and property likely to be affected.)

LOW = < 1% affected
MEDIUM = 1 – 10% affected
HIGH = > 10% affected

MAXIMUM THREAT: (The maximum percentage of population and property that could be impacted under a worst case scenario.)

LOW = < 5% affected
MEDIUM = 5 – 25% affected
HIGH = > 25% affected

PROBABILITY: (The likelihood of occurrence within a specified period of time.)

LOW = > 1 chance per 100 years
MEDIUM = > 1 chance per 50 years
HIGH = > 1 chance per 10 years

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

**HAZARD ANALYSIS MATRIX
WORKSHEET**

JURISDICTION:

HAZARD	HISTORY WF=2	VULNERABILITY WF=5	MAXIMUM THREAT WF=10	PROBABILITY WF=7	TOTAL =
HAZMAT FIXED SITE	- ___x2 =	___x5 =	___x10 =	___x7 =	=
HAZMAT TRANSPORTATION	- ___x2 =	___x5 =	___x10 =	___x7 =	=
WILDFIRE	___x2 =	___x5 =	___x10 =	___x7 =	=
TSUNAMI	___x2 =	___x5 =	___x10 =	___x7 =	=
EARTHQUAKE	___x2 =	___x5 =	___x10 =	___x7 =	=
FLOOD	___x2 =	___x5 =	___x10 =	___x7 =	=
DAM FAILURE	___x2 =	___x5 =	___x10 =	___x7 =	=
VOLCANO	___x2 =	___x5 =	___x10 =	___x7 =	=
SEVERE WEATHER	___x2 =	___x5 =	___x10 =	___x7 =	=
DROUGHT	___x2 =	___x5 =	___x10 =	___x7 =	=
CIVIL DISORDER	___x2 =	___x5 =	___x10 =	___x7 =	=
LANDSLIDE DEBRIS FLOW	- ___x2 =	___x5 =	___x10 =	___x7 =	=

WF=weight factor

Date: _____

Prepared by:

Agency:

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

HAZARD ANALYSIS MATRIX

JURISDICTION: Jacksonville Oregon

HAZARD	HISTORY WF=2	VULNERABILITY WF=5	MAXIMUM THREAT WF=10	PROBABILITY WF=7	TOTAL =
WILDFIRE	9x2 =18	10x5 =50	9x10 =90	10x7 =70	=228
SEVERE WEATHER	10x2 =20	9x5 =45	9x10 =90	10x7 =70	=225
FLOOD	8x2 =16	9x5 =45	8x10 =80	9x7 =63	=204
EARTHQUAKE	3x2 =6	8x5 =40	10x10 =100	8x7 =56	=202
HAZMAT TRANSPORTATION	4x2 =8	8x5 =40	8x10 =80	6x7 =43	=171
STRUCTURAL FIRE	5x2 =10	7x5 =35	7x10 =70	6x7 =43	=158
CIVIL DISORDER	3x2 =6	10x5 =50	6x10 =60	5x7 =35	=151
TERRORISM	1x2 =2	4x5 =20	8x10 =80	1x7 =7	=109
LANDSLIDE	1x2 =2	1x5 =5	4x10 =40	1x7 =70	=54

WF=weight factor

Date: **November 7, 2003**

Prepared by: **Jacksonville Staff and Officials**

Agency: **City of Jacksonville**

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

APPENDIX II
EMERGENCY POWERS ORDINANCE

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

APPENDIX II EMERGENCY POWERS ORDINANCE

Ordinance No. 538

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF JACKSONVILLE PROVIDING FOR THE DECLARATION OF EMERGENCIES AND SPECIFYING EMERGENCY MANAGEMENT PROCEDURES; DECLARING AN EMERGENCY THE COUNCIL OF THE CITY OF JACKSONVILLE ORDAINS AS FOLLOWS:

SECTION 1: Definitions

The following words and phrases, whenever used in this chapter, shall be construed as defined in this section unless from the context a different meaning is clearly intended.

“City Administrator” means the City Administrator or City Administrator’s designee. In the absence of the City Administrator, City Administrator means the Mayor or his/her designee.

“Emergency” includes any human caused or natural event or circumstances causing or threatening loss of life, injury to person or property, human suffering or financial loss, and includes, but is not limited to fire, explosion, flood, severe weather, drought, earthquake, spills or releases of oil or hazardous material, contamination, disease, blight, infestation, civil disturbance or riot.

SECTION 2: Declaration and Ratification of Emergency

When the Mayor determines that a state of emergency exists, the Mayor shall make a written declaration to that effect, and within 24 hours, call a special meeting of the City Council to ratify the declaration of emergency, or if a quorum of the council is not available, then as soon as a quorum can be assembled.

- (1) The State of Emergency Declaration shall specify
 - (a) The nature of the emergency;
 - (b) The geographical boundaries of the area subject to the emergency management procedures;
 - (c) The duration of time during which the area so designated shall remain an emergency area
 - (d) Any special regulations imposed as a result of the state of emergency
- (2) The ratification by the City Council may also authorize additional specific emergency powers for the duration of the emergency period set forth in the

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

Declaration. Failure by the City Council to ratify the Declaration shall cause the Declaration and state of emergency to terminate and thereafter to be null and void.

SECTION 3. Succession of Authority

In the event the Mayor is not available or unable to perform his/her duties under this Ordinance, the duties shall be performed by:

Council President

City Administrator

Incident Commander/designee

SECTION 4. Authority of City Administrator

- (1) During a declared emergency, the City Administrator shall have authority to:
 - (a) Exercise, within the area designated in the proclamation, all police powers vested in the City by the Oregon Constitution, City Charter and City Ordinances in order to reduce the vulnerability of the city to loss of life, injury to persons or property and human suffering and financial loss resulting from emergencies, and provide for recovery and relief assistance for the victims of emergencies.
 - (b) Direct any department of the city to utilize and employ city personnel, equipment and facilities for the performance of any activities designed to prevent or alleviate actual or threatened damage due to the emergency, and direct the departments to provide supplemental services and equipment to federal, state or local agencies to restore any services in order to provide for the health and safety of the citizens of the city.
 - (c) Designate persons to coordinate the work of public and private relief agencies operating in such area and exclude from such area any person or agency refusing to cooperate.
 - (d) Request the aid and assistance of any state or other public or quasi-public agencies.
 - (e) Clear or remove debris and wreckage which may threaten public health or public or private property.
- (2) In exercising this authority the City Administrator has the authority to:
 - (a) Accept funds for the city from the federal government or the State of Oregon for the purpose of removing debris or wreckage from public or private property or water.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

- (b) Present to the State of Oregon unconditional authorization for removal of such debris or wreckage from public and private property and, in the case of removal of debris or wreckage from private property, agree to indemnify the state government against any claim arising from such removal.
- (3) Whenever the City Administrator provides for clearance of debris or wreckage pursuant to this section, employees of the city or individuals appointed by the City Administrator are authorized to enter upon private land or waters and perform any tasks necessary to the removal or clearance operation.
- (4) Except in cases of willful misconduct, gross negligence or bad faith, any employee or individual appointed by the City Administrator and authorized to perform duties necessary to the removal of debris or wreckage shall not be liable for death of or injury to persons or damage to property.

SECTION 5. Regulations of Persons and Property

- (1) When a state of emergency is declared to exist and has been ratified, the City Administrator has the authority to order the following measures in the interest of the public health, safety, or welfare, in the area designated as an emergency area:
 - (a) Redirect city funds for emergency use and suspend standard city procurement procedures.
 - (b) Establish a curfew that fixes the hours during which all other than officially authorized personnel may be upon the public streets or other public places.
 - (c) Prohibit or limit the number of persons who may gather or congregate upon any public street, public place, or any outdoor place.
 - (d) Barricade streets and prohibit vehicular or pedestrian traffic, or regulate the traffic on any public street leading to the emergency area for such distance as necessary under the circumstances.
 - (e) Evacuate persons.
 - (f) Prohibit the sale of alcoholic beverages.
 - (g) Prohibit or restrict the sale of gasoline or other flammable liquids.
 - (h) Prohibit the sale, carrying, or possession of any weapons or explosives of any kind on public streets, public places or any outdoor place.
 - (I) Curtail or suspend commercial activity.
 - (j) Turn off water.
 - (k) Control, restrict and regulate by rationing, freezing, use of quotas,

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prohibitions on shipments, price fixing, allocation or other means the use, sale or distribution of food, fuel, clothing and other commodities, materials, goods and services.

- (l) Close all roads and highways in such area to traffic or limit the travel on such roads to such extent as the City Administrator deems necessary and expedient.
- (m) Order such other measures necessary for the protection of life or property, or for the recovery from the emergency.

All orders issued under authority conferred by this section shall have the full force and effect of law during the declaration of a state of emergency. All existing laws, ordinances, rules and orders inconsistent with this chapter shall be inoperative during this period of time.

SECTION 6. Additional Powers during an Emergency

- (1) During the existence of an emergency, the City Administrator has the authority to:
 - (a) Enter into purchase, lease or other arrangements with any agency of the United States or the State of Oregon for temporary housing units to be occupied by disaster victims.
 - (b) Accept or borrow funds from or passed through the State of Oregon for temporary housing for disaster victims.
 - (c) Upon determination that the city will suffer a substantial loss of tax and other revenues from a major disaster and that there is a demonstrated need for financial assistance to perform its governmental functions, apply for and receive from the federal and state government on the city's behalf, or request the state to apply for or receive grants and loans on the city's behalf.
 - (d) Determine the amount needed to restore or resume the city's governmental functions, and to certify the same to the State of Oregon or the federal government.

SECTION 7. Termination of State of Emergency

The Mayor shall terminate the state of emergency by proclamation when the emergency no longer exists, or when the threat of an emergency has passed.

SECTION 8. Due Process

Any person claiming a deprivation of liberty or property to this chapter shall be entitled to a hearing before the Municipal Court judge. The hearing shall be held as

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

soon as practicable after execution of the questioned order. The aggrieved party shall have the right to appear in person and/or by counsel and may present evidence to support his/her grievance. The city shall present evidence in support of its action. The judge shall determine whether the questioned action was lawful and proper, and shall be empowered to restore any property or other rights of which the grievant was unlawfully deprived. The judge shall not have authority to award monetary compensation or damages. Claims for compensation or damages shall be made in the manner otherwise provided by law. The city or any aggrieved party shall have the right to appeal the judge's decision. Such appeal shall be taken and perfected in the manner provided by law taking appeals from justice courts and as prescribed in ORS 221.359.

SECTION 9. Penalty

Violation of this ordinance shall be a crime punishable by a fine not exceeding \$5,000 and imprisonment not exceeding 30 days.

PASSED AND APPROVED by the City Council of the City of Jacksonville this 2nd day of March, 2004.

Approved James Lewis, Mayor

Attest:

Kathy Hall, City Recorder

By Sandra Miller, Administrative
Assistant

APPENDIX III
EVACUATION ORDER

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

**APPENDIX 3
EVACUATION ORDER**

An emergency condition exists in the City of Jacksonville. The City has determined that there is the need to evacuate portions of the City. Such evacuation is needed to ensure the safety of the public.

Therefore:

A. The City of Jacksonville orders the immediate evacuation of:

B. Please proceed to the assembly point closest to your home. The assembly points are as follows:

C. The City of Jacksonville requests that those needing special assistance call _____. This number has been established to respond to evacuation assistance requests only.

D. The City of Jacksonville is restricting all entry into the hazard area. No one will be allowed to re-enter the area after _____ am/pm.

E. Information and instructions from the City of Jacksonville will be transmitted by radio from KTMT 93.7 FM, 880 AM and KOB-TV Channel 5. Public information will also be available from the American Red Cross representatives at facilities now being opened to the public for emergency shelter.

F. The City of Jacksonville will advise the public of the lifting of this order when public safety is assured.

City Administrator or designee

Date

APPENDIX IV

**Request to the Governor of the State of Oregon for
Declaration of Emergency**

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

APPENDIX V

INITIAL DAMAGE ASSESSMENT

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

APPENDIX VI

PRELIMINARY DAMAGE ASSESSMENT

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

APPENDIX VII
RECORD OF CHANGES

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

ANNEXES

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX A – WILDFIRE

I. PURPOSE

To provide for a rapid and effective warning and response to a major wildland fire or of a major structure.

II. SITUATION AND ASSUMPTIONS

A. Situation

Wildfires have periodically threatened the city. In the early 1960's a wildfire was on the edge of town running from the north side of Highway 238 to Wagon Trail Drive. In the summer of 2001, the Cemetery Hill Fire started at the top of Cemetery Hill and rolled down and up the canyon covering two acres. The Squires Peak Fire, also in the summer of 2001, came across the ridge from Sterling Creek within two miles of the city. The Oregon Department of Forestry (ODF) and US Forest Service (USFS) joined the response.

Jacksonville Woodlands Historic Natural Park and Trail System joins some 284 acres of wooded hillsides. These forested lands owned and jointly managed by multiple agencies resemble large peninsulas jutting into Jacksonville residential areas. The presence of the woodlands within the city limits creates significant wildland/urban interface areas and the need for constant vigilance from fire protection services.

- i. There exists a mutual aid agreement between participating fire services in Jackson and Josephine Counties which detail the support that each entity will provide in the case of a major fire. A copy of this agreement is in the EOC.
- ii. A major fire may impact the area population, either by displacement, damage to property, injury, death, or service disruption. Roads may become crowded with fire apparatus. Residents may attempt to remove personal property from buildings threatened by an advancing fire. Animals within the advancing fire areas also require special attention and evacuation.
- iii. Assumptions
 - a) All fire services are prepared either individually or collectively to meet the requirements for a major wildland fire.
 - b) Residents will protect their homes and structures.
 - c) Residents will abide by standby and evacuation orders expeditiously.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

III. CONCEPT OF OPERATIONS

A. GENERAL

- i. Fire Services will be the first responders to all fires. Upon arrival the fire department will establish Incident Command.
- ii. The EOC generally will be activated when five homes become threatened by a wildland fire. The EOC will handle evacuation and special services not specifically related to fire suppression.

B. PHASES OF MANAGEMENT

- i. Mitigation
 - a) The Fire Prevention Division will foster community education and community involvement in an effort to identify risks where the wildland and the urban areas interface. They will also provide fire safety awareness programs.
 - b) Encourage City Planning Department to carefully review new building plans where homes are being built in forested areas and at the edge of urban growth areas to ensure that areas are adequately cleared prior to building permits being approved.
 - c) Develop an integrated county fire plan.
- ii. Preparedness
In coordination with the Geographical Information System Department (GIS) and the county 9-1-1 Centers; Southern Oregon Regional Communications (SORC) and Rogue Valley Communications (RVCOM), develop and maintain a calling system that would enable the city to contact people who might be affected by a major fire.
- iii. Response
 - a) Fire Department responds to fire emergencies as required
 - b) Law Enforcement provides traffic control and crime scene security and assists with movement of people and animals in the case of an evacuation.
- iv. Recovery
 - a) Determine when people and animals are able to return to their homes
 - b) Assist with the traffic control required by the return home

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

- c) Conduct public information activities
- d) Establish a Disaster Application Center (DAC) if appropriate

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

The Incident Command System will be followed in both fire suppression activities and if the EOC is opened during the emergency.

B. TASK ASSIGNMENTS

- i. EMP Coordinator
 - a) Assesses the fire situation including potential for spreading, wind direction and speed, and the risks in the area.
 - b) Notify the City Administrator of conditions and possible need to activate the EOC.
 - c) Activates the EOC if needed for evacuation purposes.
 - d) Establishes contact with Incident Commander and National Weather Service to secure adequate forecasting.
 - e) Helps to determine the evacuation area routing
- ii. Fire Services
 - a) Respond as dispatched. Establish IC. Mitigate hazards as situation dictates. Request assistance when needed. Establish safety corridor.
 - b) Assist in evacuation and crime scene protection as personnel allows.
- iii. Law Enforcement
 - a) Close roads and deny access to unauthorized persons
 - b) Assist with evacuation
 - c) Coordinate with Search and Rescue to man road closure areas and assist in evacuations.
- iv. American Red Cross
Respond to request of Emergency Services Coordinator to provide shelter, food, water, and communication services in long term events or loss of a residence.

V. DIRECTION AND CONTROL

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

During major fire events, the ICS will be used. The Incident Commander (IC) will adapt the management structure to reflect the need and complexity of the incident. In accordance with the mutual aid agreements, establishing unified command, and requesting fire activities coordination by the County Fire Defense Board Chief. The event may also require a full activation of the EOC.

VI. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating guidelines established by the City.

VII. ANNEX DEVELOPMENT AND SUPPORT

The Fire Defense Board Chief in coordination with the EMP Coordinator is responsible for maintaining this annex.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX B – SEVERE WEATHER

I. PURPOSE

SEVERE WEATHER

Strong winter winds and/or ice storms have blown down trees causing power to be cut off and access to some streets and highways to be blocked. Trees in Jacksonville are highly valued as having historic importance; thus the process of identifying and resolving tree hazards can be more time staking; having to call in professional arborists for a report to be submitted to the Cities Planning Department.

II. CONCEPT OF OPERATIONS

A. GENERAL

- i. Fire Services will be the first responders to all areas affected by severe weather within the City or areas adjacent to the City where intervention will have an impact on the City.
- ii. The City EOC will be notified at Level I if notification of a warning for severe weather has been announced by SORC. A full activation would not be likely.

B. PHASES OF MANAGEMENT

- i. Mitigation
The Public Works Department will encourage community education and community involvement in an effort to identify risks that may need mitigated to limit the effects of sever weather
- ii. Preparedness
In coordination with the Geographical Information System Department (GIS) and the county 9-1-1 Centers; Southern Oregon Regional Communications (SORC) and Rogue Valley Communications (RVCOM), develop and maintain a calling system that would enable the city to contact people who might be affected by severe weather
- iii. Response
 - a) Fire Department responds to fire emergencies as required
 - b) Law Enforcement provides traffic control
- iv. Recovery

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

- a) Assist with traffic control
- b) Conduct public information activities
- c) Establish a Disaster application Center (DAC) if appropriate.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

The Incident Command System will be followed in severe weather emergencies.

B. TASK ASSIGNMENTS

- i. EMP Coordinator
 - a) Assesses the severe weather situation including potential for increases in the situation by monitoring the weather
 - b) Notify the City Administrator of conditions and the possible need to activate the EOC.
 - c) Activates the EOC if needed.
 - d) Establishes contact with Incident Command and the National Weather Service to secure adequate forecasting support.
- ii. Fire Service
Respond as dispatched. Establish IC. Request assistance when needed. Establish safety corridor.
- iii. Law Enforcement
 - a) Close roads and deny access to unauthorized persons
 - b) Assist with evacuations
 - c) Coordinate with CERT to man road closure areas
 - d) Coordinate with CERT to assist in evacuation
- iv. Public Works
 - a) Assist in debris removal
 - b) Utilize heavy equipment if needed
- v. American Red Cross
Respond to request of Emergency Services Coordinator to provide shelter, food, water and communication services for displaced families.

VI. DIRECTION AND CONTROL

During major severe weather events, ICS will be used. The Incident Commander will adapt the management structure to reflect the needs and complexity of the incident.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

In accordance with the other annexes, this may include but is not limited to activation the EOC.

VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating guidelines established by the City.

VIII. ANNEX DEVELOPMENT AND SUPPORT

The EMP Coordinator is responsible for maintaining this annex.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX C – FLOOD

I. PURPOSE

Daisy and Jackson Creeks are the two flooding sources in Jacksonville. One area of specific concern is the intersection of the Medford Irrigation District and Jackson Creek. Floods in the area are typically the result of heavy snowfall and sudden warm rains. During the 1997 New Years Flood, Daisy Creek went over its banks and trees fell down from heavy rains washing out their roots. There was water damage on Third Street over to Pheasant Meadows and Widean Lane. A clogged ditch caused a sheet of water to flow across Highway 238 at Hanley Road, hiding the road's path.

II. CONCEPT OF OPERATIONS

A. GENERAL

- i. Fire Services will be the first responders to all areas affected by flooding within the City or areas adjacent to the City where intervention will have an impact on the City.
- ii. The City EOC will be activated in the case of multiple areas of flooding to handle additional events and coordinate further action.

B. PHASES OF MANAGEMENT

- i. Mitigation
 - a) The Public Works Department will encourage community education and involvement in an effort to identify areas of high flood risk.
 - b) The City Planning Department is to carefully review new building plans where homes are being built near flood plains to ensure the plans are adequately reviewed prior to building permits being approved.
- ii. Preparedness
In coordination with the Geographical Information System Department (GIS) and the county 9-1-1 Centers; Southern Oregon Regional Communications (SORC) and Rogue Valley Communications (RVCOM), develop and maintain a calling system that would enable the city to contact people who might be affected by severe weather
- iii. Response
 - a) Fire Department responds to fire emergencies as dispatched.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

- b) Law Enforcement provides traffic control and crime scene security and assists with movement of people and animals in the case of an evacuation.
- iv. Recovery
 - a) Determine when people and animals are able to return to their homes
 - b) Assist with the traffic control required by the return home
 - c) Conduct public information activities
 - d) Establish a Disaster application Center (DAC) if appropriate.

III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

The Incident Command System will be followed in severe weather emergencies and if the EOC is opened during the emergency.

B. TASK ASSIGNMENTS

- i. EMP Coordinator
 - a) Assesses the flooding situation including potential for continued water rise and inclement weather.
 - b) Notify the City Administrator of conditions and the possible need to activate the EOC.
 - c) Activates the EOC if needed.
 - d) Establishes contact with Incident Command and the National Weather Service to secure adequate forecasting support.
 - e) Helps to determine the evacuation area and routing
- ii. Fire Service
Respond as dispatched, assist in flood control, establish IC, request assistance when needed and establish safety corridor
- iii. Law Enforcement
 - a) Close roads and deny access to unauthorized persons
 - b) Assist with evacuations
 - c) Coordinate with CERT to staff road closure areas
 - d) Coordinate with CERT to assist in evacuation
- vi. American Red Cross
Respond to request of Emergency Services Coordinator to provide shelter, food, water and communication services for displaced families.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

VI. DIRECTION AND CONTROL

During major flooding events ICS will be used. The Incident Commander will adapt the management structure to reflect the need and complexity of the incident. In accordance with the other annexes, this may include but is not limited to activation the EOC and establishing unified command.

VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating guidelines established by the City.

VIII. ANNEX DEVELOPMENT AND SUPPORT

The EMP Coordinator is responsible for maintaining this annex.

CITY OF JACKSONVILLE – EMERGENCY OPERATIONS PLAN

SUPPORT ANNEX D – HAZMAT - TRANSPORTATION

I. PURPOSE

Vehicles carrying hazardous materials regularly travel Highway 238 running through the town. With several creeks and small, older bridges in the area, hazardous material accidents are not uncommon. In one recent instance, a truck went over the wooden bridge over Jackson Creek behind Blackstone Alley and landed in the creek, spilling fuel into the creek. .

II. CONCEPT OF OPERATIONS

A. GENERAL

- i. Fire Services will be the first responders to all Hazardous Materials (HAZMAT) Incidents within the City or areas adjacent to the City where intervention will have an impact on the City.
- ii. The City EOC will be notified at Level I if notification of a warning of a HAZMAT incident has been announced by SORC. A full activation would not be likely.

B. PHASES OF MANAGEMENT

- i. Mitigation
Highway 238 and other connecting arterial roadways limit th abilities of the City to mitigate HAZMAT incidents.
- ii. Preparedness
The Fire Department has personnel that have been trained to respond to HAZMAT incidents.
- iii. Response
 - a) Fire Department responds to HAZMAT Incidents as required
 - b) Law Enforcement provides traffic control
 - c) Oregon Hazardous Materials Response Team Region 8 will be notified and respond to take control of the incident.
- iv. Recovery
 - a) Assist with the traffic control
 - b) Conduct public information activities
 - c) Establish a Disaster application Center (DAC) if appropriate.
 - d) Assist with all other clean up agencies

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III. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

The Incident Command System will be followed in HAZMAT emergencies and if the EOC is opened during the emergency.

B. TASK ASSIGNMENTS

- i. EMP Coordinator
 - a) Assesses the HAZMAT situation including potential increases in the situation by monitoring the weather
 - b) Notify the City Administrator of conditions and the possible need to activate the EOC.
 - c) Activates the EOC if needed.
 - d) Establishes contact with Incident Commander and the National Weather Service to secure adequate forecasting support.
- ii. Fire Service
Respond as dispatched, establish IC, assist in HAZMAT problems, request assistance from Oregon Hazardous Materials Response Team Region 8 when needed and establishes a safety corridor.
- iii. Law Enforcement
 - a) Close roads and deny access to unauthorized persons
 - b) Assist with evacuations
 - c) Coordinate with CERT to man road closure areas and assist in evacuation.
- vi. Public Works Department
 - a) Assist in any absorbing agent dispersal
 - b) Utilize heavy equipment if needed.
- v. American Red Cross
Respond to request of Emergency Services Coordinator to provide shelter, food, water, and communication services for displaced families.

VI. DIRECTION AND CONTROL

During major HAZMAT events ICS will be used. The Incident Commander will adapt the management structure to reflect the need and complexity of the incident. In accordance with the other annexes, this may include but is not limited to activation the EOC and establishing unified command.

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VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating guidelines established by the City.

VIII. ANNEX DEVELOPMENT AND SUPPORT

The EMP Coordinator is responsible for maintaining this annex.

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SUPPORT ANNEX E – EARTHQUAKE

I. DESCRIPTION

Recent studies by DOGAMI suggest that a major Cascadia Subduction earthquake will hit Southern Oregon sometime in the next 200 years. An earthquake would pose an enormous threat to the economic well-being of Jacksonville since most of the downtown core is comprised of non-reinforced masonry buildings. An additional 40 homes in the city are also masonry and would likely face the same fate. Effects of the 1996 Klamath Falls earthquake were felt in the Jacksonville area where wells were affected as the bedrock shifted. Given that Jackson County lies between the Klamath fault to the East and the Cascadia Subduction Zone to the West, a DOGAMI official suggests that the probability of an earthquake in our region is high. The potential for seismic activity is of special concern to the City since it boasts numerous historic un-reinforced masonry buildings, both in its downtown core and throughout the city. In addition to structural damage to bridges, buildings, utilities, and communications systems, an earthquake of 6.0-8.0 on the Richter scale may be expected to result in:

- Additional natural/environmental emergencies such as landslides
- Industrial/technological emergencies such as fires, explosions and hazardous materials incidents
- Disruption of vital services such as water, sewer, power, gas and transportation
- Damage to and disruption of emergency response facilities, resources, and systems
- Civil and political emergencies such as looting

II. LEGAL AUTHORITIES

This section is to describe which agencies have legal authority to act during a disaster and how that authority will play out in this specific disaster.

- The Mayor has the authority to declare a State of Emergency within the City and the responsibility to request a State or Federal declaration if appropriate.
- Law enforcement has the authority to order evacuations and enforce perimeters.
- Local building official has the authority to condemn a building as unsafe to occupy.

III. CONSIDERATIONS AND IMPLEMENTATIONS RESPONSIBILITIES

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A. Damage Assessment and Incident Stabilization

Damage assessment will take place in two phases:

- The initial assessment to determine general impact and damage to vital facilities and resources and provide a brief overview of impact on citizens and businesses.
- Subsequent in-depth assessments to determine the full extent of damage and the financial implications for disaster declarations and disaster assistance. Priorities in the initial assessment will be the saving of lives, the restoration of emergency response and direction and control capability. The initial assessment will take place under the direction of the Planning Section of the Incident Command System with assistance from the Operations Section. Priorities in the second phase will be to estimate damages, restore public services and facilitate disaster assistance. Phase two assessment will take place under the direction of the Finance Section. The County does not have the resources to restore private residences or businesses.

- i. **Initial Damage Assessment of the City** should be performed as soon as possible after the initial shock. The results of this survey will facilitate further damage assessment needs. The local building official will direct damage assessment on vital facilities according to their assigned Branch. The initial damage assessment should be augmented by “windshield” surveys and citizen reports in order to provide an estimate of numbers of private homes and businesses affected. This survey should be completed as soon as possible since it will provide the supporting documentation for a disaster declaration and establish a base for the secondary assessment process.

The local building official has the authority to condemn a structure as unsafe for occupation following an earthquake. An assessment of damage to utilities and evaluation of the immediate needs of the population especially water and sanitation services should be accomplished as soon as possible. Potable water is a major concern following an earthquake. Power and gas for heating may also be extremely important, depending upon the season.

- ii. **Secondary Assessment of the City** should begin with the EOC Finance Section gathering dollar figures associated with the damage to support requests for disaster declarations and assistance.
- iii. **Aerial Reconnaissance** should be considered, The Civil Air Patrol, USFS, Oregon State Police and a number of public and private

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resources may be utilized. This includes fixed wing and helicopter.

B. Shelter and Family Referral Services

If temporary lodging is needed due to earthquake the American Red Cross will activate public information concerning shelters and manage shelter operations. It is critical that all relief efforts to shelter and feed citizens must be coordinated effort between the Red Cross and ll affected communities. The EOC is the logical emergency support function for this communication.

C. Evacuation

Law Enforcement officers or other public safety officials have the legal right to impose a mandatory evacuation order on citizens in their own homes, during a declared state of emergency.

D. Public Health

Jacksonville Public Works Department will take the lead in issues of sanitation, potable water supply and infectious disease caused by victims of the earthquake. It must be assumed that municipal water sources will be disrupted with the potential for contamination of drinking water caused by sewage and other sources of infestation. Garbage and other forms of refuse could begin to back up causing additional health concerns.

E. Utilities

It is safe to say that the potential for disruption of one or all utilities is high during a major earthquake. Appendix A outlines a pre-established determination of focus for restoration efforts. The priority for restoration will focus on protection of life as the number one issue, followed by property and finally the environment.

F. Search and Rescue

If there is an earthquake sufficiently intense to cause buildings to collapse every reasonable effort should be made to determine if these buildings were occupied and if so efforts coordinated with qualified emergency personnel to locate any potential survivors. Additionally if citizens are isolated due to collapsed bridges or other structures every effort should be made to rescue these individuals as soon as is feasible.

G. Communication

If power or telephone service is disrupted as a result of the earthquake it will be critical to the recovery, establish emergency communication. The most logical source of communication will be the local ARES organization. They are established to provide portable and self sustained Ham Radio Communication that can link critical sites such as the EOC, shelters, hospitals as well as any

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other critical facilities that may be needed.

IV. INFORMATION TO THE PUBLIC

Agencies involved in the response to the emergency will develop appropriate instructions to the public concerning actions to protect life and property. The City Administrator is the City PIO for the EOC and will establish public announcements as soon as possible, when requested or when it is deemed appropriate in order to facilitate the release of information to the public. In addition these agencies will provide information and guidance to the EOC Public Information function during EOC activation.

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SUPPORT ANNEX F – STRUCTURAL FIRE

I. PURPOSE

To provide for a rapid and effective warning and response to a major structure fire.

II. SITUATION AND ASSUMPTIONS

A. SITUATION – STRUCTURAL FIRE

Although the number of recent structural fires in Jacksonville is relatively low, the potential for a destructive fire in the downtown core is high. There have been six structural fires in Jacksonville since 1996 and the cause of those fires has varied. Due to the historic nature of the community many homes and businesses are not built to current building codes. These buildings may be more susceptible to fires starting and spreading quickly. Many commercial buildings have common walls, potentially enabling fire to spread through the central business area and/or Historic Core.

- i. Major structural fires will be the responsibility of the Fire Department
- ii. There exists a mutual aid agreement between participating fire services in Jackson and Josephine Counties which detail the support that each entity will provide in the case of a major fire. A copy of this agreement is in the EOC.
- iii. A major fire may impact the area population either by displacement, damage to property, injury, death or service disruption. Roads may become crowded with fire apparatus. Residents may attempt to remove personal property from buildings threatened by the fire. Unless their presence is deemed unsafe by Fire Personnel and/or they are impeding suppression efforts.

B. ASSUMPTIONS

- i. All fire services are prepared either individually or collectively to meet the requirements that a major structural fire presents.
- ii. Commercial property owners will abide by standby and evacuation orders expeditiously.

III. CONCEPTS OF OPERATIONS

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A. GENERAL

- i. Fire Services will be the first responders to all fires. The first fire unit to arrive on the scene will establish Incident command.
- ii. The City EOC will be activated in the case of a major structure fire in the Historic Core or a High Profile occupancy.

B. PHASES OF MANAGEMENT

- i. Mitigation
 - a) Fire Prevention Division will provide mitigation through the inspection program.
 - b) City Planning Department will review new building plans to ensure fire code is followed prior to building permits being approved.
 - c) Fire Prevention Division will provide fire safety awareness programs.
- ii. Preparedness
In coordination with the GIS, SORC & RVCOM, 9-1-1 Centers develop and maintain a calling system that would enable the county or city to contact people who might be affected by a major fire.
- iii. Response
 - a) Fire Department responds to fire emergencies as required
 - b) Law Enforcement provides traffic control and crime scene security and assists with movement of people and animals in the case of an evacuation.
- iv. Recovery
 - a) Determine when people are able to return to their business
 - b) Assist with traffic control
 - c) Conduct public information activities
 - d) Establish a DAC if appropriate

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

The Incident Command System will be followed in fire suppression activities.

B. TASK ASSIGNMENTS

- i. EMP Coordinator

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- a) Assesses the fire situation including potential for spreading, wind direction and speed and the risks in the area.
 - b) Notify the City Administrator of conditions and the possible need to activate the EOC.
 - c) Activates the EOC if needed.
 - d) Establishes contact with IC and the National Weather Service to secure adequate forecasting support.
 - e. Help to determine the evacuation area and routing
- ii. Fire Service
- a) Respond as dispatched by SORC, initiate fire attack, per department policy, establish IC request assistance as needed and establish safety corridor.
 - b) Assist in evacuation and crime scene protection as personnel allows.
- iii. Law Enforcement
- a) Close roads and deny access to unauthorized persons
 - b) Assist with evacuations
 - c) Coordinate with CERT to staff road closure areas
 - d) Coordinate with CERT to assist in evacuation

VI. DIRECTION AND CONTROL

During major fire events, ICS will be used. The IC will adapt the management structure to reflect the need and complexity of the incident. In accordance with the other annexes, this may include but is not limited to, activation of the EOC.

VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating guidelines established by the City.

VIII. ANNEX DEVELOPMENT AND SUPPORT

The Fire Defense Board Chief in coordination with the EMP Coordinator is responsible for maintaining this annex.

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SUPPORT ANNEX G – CIVIL DISOBEDIENCE

I. PURPOSE

Only in recent years has the city had concerns regarding civil disobedience. In 1998, a potential situation arose related to the appearance of a performer at the Britt Festivals. Timber families came to protest against the performer who had been arrested for protesting a timber sale in another part of the country. Approximately 1000 protesters were in the streets of the town the day of the performance, however no violence occurred.

In 2004 President GW Bush visited Jacksonville. Citizens of Jackson County both for and against the President's policies were on hand in the city to voice their opinions. Several arrests were made for disorderly conduct and obstructing the duties of law enforcement.

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SUPPORT ANNEX H – LANDSLIDES

I. PURPOSE

Jacksonville, to date, has not experienced a landslide whether manmade or natural. The area does however, have the potential of landslides if human activities on hillsides are not controlled to prevent mass movement hazards. In 2002, DOGAMI produced a set of maps identifying areas with potential of rapidly moving landslides in Western Oregon. The map of such areas in Jacksonville show an area coming into the city limits from the west and a small area to the south. This map is intended as a starting place for site specific studies, should development be planned in those areas. It concerns debris flows, not other types of landslides. The maps are on file with the Jacksonville City Planner

II. CONCEPT OF OPERATIONS

A. GENERAL

- i. Fire Services will be the first responders to all landslide incidents within the City or areas adjacent to the City where intervention will have an impact on the City.
- ii. The City EOC will be notified at Level I if notification of a landslide incident is made by SORC. A full activation would not be likely.

B. PHASES OF MANAGEMENT

- i. Mitigation
The City Planning Department is to carefully review new building plans where homes are being built in an area where landslides are possible to ensure the plans are adequately reviewed prior to building permits being approved.
- ii. Preparedness
In coordination with the GIS and SORC & RVCOM, 9-1-1 Centers develop and maintain a calling system that would enable the county or city to contact people who might be affected by a landslide.
- iii. Response
 - a) Fire Department responds to fire emergencies as dispatched
 - b) Law Enforcement provides traffic control and crime scene security and assists with movement of people and animals in the case of an evacuation.

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- iv. Recovery
 - a) Determine when people are able to return to their homes
 - b) Assist with traffic control
 - c) Conduct public information activities
 - d) Establish a DAC if appropriate

IV. ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

A. GENERAL

The Incident Command System will be followed in landslide emergencies.

B. TASK ASSIGNMENTS

- i. EMP Coordinator
 - a) Assesses the landslide incident including potential for continued landslides.
 - b) Notify the City Administrator of conditions and the possible need to activate the EOC.
 - c) Activates the EOC if needed.
 - d) Establishes contact with Incident Command and the National Weather Service to secure adequate forecasting support.
 - e. Help to determine the evacuation area and routing
- ii. Fire Service
 - a) Respond as dispatched, establish IC, assist in landslide incidents, request assistance when needed and establish safety corridor.
 - b) Assist in evacuation as personnel allows.
 - c) Contact Search and Rescue if needed
- iii. Law Enforcement
 - a) Close roads and deny access to unauthorized persons
 - b) Assist with evacuations
 - c) Coordinate with CERT to staff road closure areas and assist in evacuation.
- vi. American Red Cross
 - Respond to request of Emergency Services Coordinator to provide shelter, food, water, and communication services for displaced families.

VI. DIRECTION AND CONTROL

During major landslides ICS will be used. The Incident Commander will adapt the

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management structure to reflect the need and complexity of the incident. In accordance with the other annexes, this may include but is not limited to activation the EOC and establishing unified command.

VII. CONTINUITY OF GOVERNMENT

Lines of succession to each department head are according to the standard operating guidelines established by the City.

VIII. ANNEX DEVELOPMENT AND SUPPORT

The EMP Coordinator is responsible for maintaining this annex.

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SUPPORT ANNEX I – DOMESTIC/INTERNATIONAL TERRORISM

I. PURPOSE

The Jacksonville Police Department has completed a Basic Vulnerability Assessment of Potential Terrorism Targets for the city. Law Enforcement has concluded that there is a minuscule probability of a terrorist attack in Jacksonville. The one known local incident of domestic terrorism involved a mailed threat against a logging company which is no longer located in the city.