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January 1, 2006

TO ALL BROOKINGS RESIDENTS:

The Oregon Revised Statutes state in 401.305 that “Each county of this state shall, and each city may establish an emergency management agency which shall be directly responsible to the executive Officer or Governing Body of the county or city” .....

The City of Brookings’s (although not required too by law), has created a Emergency Operation Plan, which provides a framework by which public officials and emergency responders of Brookings and Curry County plan for, respond to, and recover from major emergencies or disasters. When the plan is activated during a major emergency or disaster, emergency response agencies in the City of Brookings and Curry County may be integrated into a common emergency management system by the guidance provided in the Brookings Emergency Operations plan.

In major emergencies or disasters, state, and federal agencies provide support to local governments. In most cases, the first response and primary responsibility for managing emergency operations rest at the local level. It is important that scarce emergency response resources be coordinated through a management structure.

It is our pleasure to convey this plan to the residents of the City of Brookings with the hope that the day when we must use this document will never come, but if disaster does strike, the City of Brookings has taken these steps to be prepared.

CITY OF BROOKINGS EMERGENCY OPERATIONS PLAN

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**DISCLAIMER:**

This plan documents general agreements reached among emergency responders in the city of Brookings Oregon, and Curry County. This document generally shows the roles and responsibilities, and serves as guidance for the management of major emergencies and disasters.

This plan is not intended for day to day emergency response in Brookings or Curry County, nor is it intended to constrain persons involved in managing emergencies from taking other approaches if necessary under the circumstances. No emergency operations plan can replace the common sense and good judgment of emergency response personnel, department directors, and other decision makers.

Phone numbers and names listed in the appendices and annexes of this plan are subject to change at any time and are updated periodically.

## **I PURPOSE AND OBJECTIVES**

### **A. Preface**

The City of Brookings is at risk due to a variety of natural and man-made hazards. The consequences of earthquake, fire, storms and other disasters increase as more land is used for urban growth. The use of hazardous chemicals in industry and agriculture increases the potential for disaster and, with a transportation accident, can almost instantaneously produce mass casualties. Social unrest can grow to major proportions, resulting in loss of life and destruction of public and private property. Any of these events can tax the resources of the City, requiring partial or complete mobilization of the emergency organization and the use of inter-jurisdictional mutual aid.

In response to this risk, the City has undertaken an analysis of these hazards and incorporated methods for mitigating their consequences into an Emergency Operations Plan. This emergency plan was developed to implement emergency operations under standard policies. Accordingly, it represents a significant effort on the part of government to protect lives, property, and the environment of the City of Brookings.

This plan was prepared gathering information from the following sources: Curry County Emergency Operations Plan, City of Seaside Emergency Operations Plan, Astoria Emergency Operations Plan, State of Oregon Emergency Operations Plan, and State of Oregon Fire Service Plan.

This plan should be periodically reviewed and continually updated using the above listed sources and any other appropriate resources.

This plan was updated in April 2004 by City Manager Leroy Blodgett, Police Chief Chris Wallace, Lieutenant John Bishop, and Fire Chief Bill Sharp. The basic format and content was prepared using the City of Astoria Emergency Operation Plan as a guideline.

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### B. Purpose

The purpose of this plan is to provide the City of Brookings, in coordination with the State of Oregon and Curry County Emergency Services, an effective emergency operational capability in order to minimize the effects of a natural or man-caused disaster.

To assist in meeting the above purpose, the following requirements should be satisfied:

1. Recognize significant hazards faced by the City of Brookings.
2. Establish the emergency response organization for the City of Brookings.
3. Provide a basis for the conduct and coordination of emergency operations and the management of critical resources during emergencies by establishing official city policy for emergency response.
4. Establish a mutual understanding of the authority, responsibility, function, and operation of civil government during emergencies.
5. Provide a method for incorporating into the city emergency organization, non-governmental agencies and organizations having resources necessary to meet foreseeable emergency requirements.
6. Provide a proactive response and a framework for training for city personnel.

### C. Objectives

The City of Brookings will plan, prepare for, and conduct operations guided by this Emergency Operations Plan, in order to accomplish the following objectives:

1. Save lives and protect property.
2. Repair and restore essential systems and services.
3. Provide for continuity of government during times of emergency.
4. Provide a basis for direction and control of emergency operations.

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5. Provide for the protection, management, distribution, and use of remaining resources.
6. Coordinate operations with the civil defense/emergency service organizations of other jurisdictions.
7. Provide the opportunity for the earliest possible recovery.
8. Establish a city Emergency Operations Center (EOC) from which city government can function efficiently during disasters. Provide coordinated direction and control for emergency operations within the city and initiate mutual support activity, among neighboring communities, Curry County and the state.
9. Develop a radiological emergency capability that will enable the city's emergency services to handle incidents involving hazards.
10. Establish a warning system to notify all departments, agencies, and organizations responsible for action, and the general public.

### D. Legal Authority

This City of Brookings administrative directive is issued in accordance with, and under the provisions of the following:

1. ORS 401.015 through 401.635;
2. State of Oregon Emergency Operations Plan;
3. The Oregon State Fire Marshal's Service Plan;
4. Federal Civil Defense Act of 1950 (Public Law 810920);
5. Federal Disaster Relief Act of 1974 (Public Law 93-288).

### E. Map of Jurisdiction (Refer to attached)

## **II. HAZARD ANALYSIS**

### **A. Hazards**

The City of Brookings may be subject to the effects of natural and man-caused disasters including, but not limited to:

#### **1. Natural Disaster**

- a. Weather emergencies may include floods, rain and/or windstorms, drought, snow, ice, or tornado.
- b. Geologic emergencies may include earthquake, landslide, volcanic eruption or subsidence.
- c. Epidemiological emergencies may include the infection of humans or animals.

#### **2. Man-caused Disasters**

- a. Fire and explosion emergencies may include industrial, structural, forest and range, or transportation incidents.
- b. Transportation emergencies may include incidents involving aircraft, watercraft or motor vehicles.
- c. Hazardous materials emergencies may include but are not limited to explosives, gases, corrosives, flammable and inflammable liquids and solids, oxidizers, poisons and radioactive materials involved in incidents at fixed sites or during transportation.
- d. Civil disturbance may include terrorism sabotage, demonstrations or riots.
- e. Utility emergencies may include failure or disruption of electrical, telephone, water, gas, fuel oil, sewer and sanitation systems.
- f. War-related emergencies include any overt acts of aggression on the United States.

### **B. Hazard Analysis for City of Brookings (Refer Hazard Analysis)**

### **III. EMERGENCY SERVICES ORGANIZATION**

- A. Under provisions of Chapter 401, Oregon Revised Statutes (ORS), the responsibility for emergency functions of the city government is vested in the elected Council of the City of Brookings

The City of Brookings- emergency services organization is under the immediate direction and control of the City Manager.

This emergency services organization is composed of all essential departments of city government, plus other agencies or individuals selected because they have capability to perform specialized functions.

The emergency services organizational structure is outlined in Appendix 1.

### **IV. EXECUTION OF OPERATIONS**

The activation of the city's emergency operations organization will be based on the evolution of an emergency through a series of "time phases." It is readily acknowledged that not all phases may be identifiable in an emergency occurrence (i.e. there may be no warning period; the recovery phase may not be required). Tasks assigned within a certain phase in this plan are not intended to be restrictive, but rather to provide guidance outlining required activities during the entire course of an emergency occurrence.

- A. Normal Phase

The normal phase is the time during which organization, planning, training and exercising are carried out to develop an effective emergency management system. Positions and the tasks to be accomplished during this phase, which require the participation of all city agencies with emergency responsibilities, include:

1. Emergency Program Manager (Police Chief/Fire Chief)
  - a. Coordinate development and maintenance of emergency operations plan.

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- b. Assist in review and update of departmental standard operating procedures, notification lists, resource inventories, lines of succession, mutual aid agreements, etc.; coordinate preparedness activities on a city-wide and county-wide basis.
  - c. Implement county-wide resources inventory system, assist in development of necessary agreements, and update information on at least an annual basis.
  - d. Develop procedures for the use of city emergency operations center.
  - e. Coordinate city emergency management program and plans with county, private and volunteer agencies and other organizations involved in emergency management; take into consideration all activities related to emergency mitigation, preparedness, response.
  - f. Facilitate training and exercising activities.
2. City Department Heads; Supervised by Emergency Program Manager (Police Chief/Fire Chief)
- a. Develop or review and update emergency operating procedures.
  - b. Develop intradepartmental lines of succession of authority.
  - c. Develop and maintain updated notification lists and procedures for call-up of key officials and essential emergency workers.
  - d. Identify non-emergency workers and assign them, as appropriate, to support emergency operations.
  - e. Identify vital departmental records and develop a system for safeguarding them.
  - f. Identify city facilities vital for emergency operations, designate alternate sites and develop agreements and procedures for relocation of essential city services.
  - g. Analyze emergency communications needs and available backup systems; develop procedures for use.

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- h. Participate in training courses dealing with emergency management issues and assure appropriate training for response personnel.
- i. Participate in simulated emergency exercises and critiques; complete recommended activities to correct noted deficiencies in the emergency management system, plans or procedures.
- j. Assist in the development of a county-wide emergency management system including mitigation, preparedness, and response and recovery activities.
- k. Develop a system for recording and documenting expenditures which may be required during an emergency.

### B. Preparation Phase

The preparation phase is that time phase during which increased preparations are made for the probable impact of a special or major emergency. Tasks common to all city departments to be accomplished in this phase include:

1. Evaluate available information and coordinate with other participants in the emergency management organization.
2. Notify key officials, as appropriate and in accordance with established procedures.
3. Activate EOC and recall essential personnel as directed by the City Manager or department head.
4. Coordinate with Emergency Program Manager (Police Chief/Fire Chief) and City Manager for release of emergency instructions or information to the public.
5. Review emergency operations plan and standard operating procedures.
6. Assess communications capability.
7. Analyze probable resource needs and availability; review specific resource acquisition requirements and agreements.

C. Emergency Phase

The emergency phase is the time phase which may consist of three periods (warning period, impact period, and response period), requiring varying types and levels of response, during which the imminent occurrence of a special or major emergency becomes known. Emergency operations may be initiated during any of the following three times periods:

1. Warning Period

The warning period is that time during which evaluation of all available information indicated that the impact of a special or major emergency is imminent. This period may be formally initiated over a period of time in slower developing emergencies (i.e. flood) we took flood out of preface or may not exist when the impact of the emergency occurs suddenly and without advance indication (i.e. earthquake). Tasks common to all city departments to be accomplished in this period include:

- a. Evaluate most probable consequences and resource requirements.
- b. Coordinate with city and county emergency program managers and public information officers for dissemination of instruction or information to the public, including evacuation of impacted areas or other such life-saving measures as may be required.
- c. Recall essential response personnel.
- d. Request state resources as needed.
- e. Activate EOC activation plan - See Annex 2.

2. Impact Period

The impact period is that time during which a special or major emergency is occurring. Impact may occur suddenly and be of limited duration or may follow a period of predictable build up (warning) and last for an extended period. Tasks common to all city departments to be accomplished in this period include:

- a. Take immediate protective measures for emergency personnel and resources.

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- b. Coordinate damage information with Program Manager and/or emergency operations center if activated.
  - c. Initiate response activities as necessary.
3. Response period

The response period is that time immediately following the impact of a special or major emergency during which all resources are committed to the protection of life and property. Tasks common to all city departments to be accomplished in this period include:

- a. Communicate with field personnel and EOC to determine scope of emergency.
- b. Dispatch emergency responders to scene for fire control, hazard stabilization, and victim care. Call in mutual aid if required.
- c. Dispatch appropriate personnel to ~~hazard~~ impacted areas to conduct damage analysis.
- d. If emergency is of great magnitude with mass casualties or threatened populations, contact EOC to determine response priorities.
- e. Maintain contact with EOC for situation analysis and coordination of public information.
- f. Analyze resource needs, request additional support from EOC.
- g. Complete response assignments as assigned.
- h. Maintain accurate records of all costs associated with emergency response including expenditures for personnel, supplies and equipment.

D. Recovery Phase

The recovery phase is that time phase following the response period during which activities are undertaken to effect long-term repair or recovery. Tasks common to all city departments to be accomplished in this phase include:

- a. Analyze long-term restoration/recovery options.
- b. Report and document emergency related expenditures in accordance with procedures outlined in the report annex of this plan.
- c. Effect long-term repairs including demolitions, reconstruction, etc.

**V. CONCEPT OF OPERATIONS**

It is a basic concept that emergency operations will make use of all available resources -- governmental and private -- to combat the effects of a special or major emergency. Since the normal functions and organization of local government are the nuclei around which the Emergency Operations Plan is developed, appropriate emergency functions are assigned to the various departments of city government, augmented with volunteers where necessary.

When special or major emergency situation arises, and it is determined that the normal organization and functions of city government are not sufficient to meet the situation effectively; the Mayor, City Council or City Manager may: declare a state of emergency, initiate the City of Brookings Emergency Operations Plan, activate city staff and the EOC on a full or partial basis, depending on the situation.

Heads of emergency services or individual EOC staff member's assigned responsibility for emergency functions may be assembled in the city EOC under the supervision of the City Manager. The City Manager or Emergency Program Manager (Police Chief) will direct all emergency operations. The EOC will have a communications capability so that departments, agencies and field elements of all emergency services can be directed and controlled by the appropriate EOC staff and so that required information may be received, recorded, plotted, analyzed and decisions made in response to emergency situations. Common information will be displayed for all emergency service chiefs to see and to use. Coordination of actions will be effected by the operational staff in the EOC.

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The emergency communications capability will include a warning and information system to the public (**Annex 2**). Communications will be established with County, State, other communities and agencies as appropriate under the circumstances.

### A. Executive Actions

On notification of a threatened or actual emergency, the Mayor shall convene the City Council to analyze information and determine whether an emergency exists. The Mayor shall coordinate the activities of the City Council.

When, in the judgment of the City Council, a state of emergency exists, they shall declare it in writing and publicize the declaration. If circumstances prohibit the timely action of the Council, the Mayor may declare a state of emergency provided that the approval of a majority of the City Council is sought and obtained at the first opportunity.

Upon such emergency declaration, the City Manager is empowered to assume centralized control and have authority over all departments, divisions and offices of the city government in order to implement the provisions of this plan. The state of emergency declaration shall specify the area(s) which warrant the exercise of emergency controls. The Mayor shall terminate the state of emergency when the emergency no longer exists or the threat of an emergency has passed.

### B. Lines of Succession

#### 1. City Council and City Manager

In the event that the Mayor is unavailable or unable to perform his/her duties under this plan, the duties shall be performed by:

- a. The President of the City Council.
- b. The City Manager or his/her successor.

#### 2. City Departments

The head of each city department shall establish, in writing, an ongoing line of succession of authority and task assignment plan. If, during an emergency, the City Manager determines that another individual is better suited to assume the emergency responsibilities of an appointed position, he/she may designate such individual in writing.

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Line of emergency interim succession for the city staff shall be as follows: City Manager, Police Chief, Fire Chief, Community Development Director, Public Works Director, and Finance Director,

Departmental lines of succession are outlined in Appendix 3.

### C. Task Assignments

1. Fire Chief. The Fire Chief will be responsible for the planning, training and equipping of department personnel in all activities necessary for the maximum protection of life and property.

The Fire Chief will also be responsible for cooperation and coordination of the Mutual Aid Plan and warning of all personnel or departments in the mutual aid program as prescribed in Annex 2.

Additionally, he/she is responsible for the implementation of the Hazardous Materials Plan (**Annex 5**) and State Fire Service Plan (**Annex 7**), as they relate to the City of Brookings.

- a. Departmental mission and responsibility

The Fire Department's primary mission is: fire suppression and prevention; fire fighting, first aid and rescue.

The department's primary responsibility is to the citizens within the city limits of Brookings. Secondary responsibility is to the established mutual aid program as approved by the Oregon State Fire Marshal, and to the areas of the Upper Chetco Fire District and the Brookings Rural District as per contract.

2. Police Chief. The Police Chief is designated as the Emergency Program Manager for all law enforcement activities including traffic control, required security measures, and for notification and evacuation of people. The City of Brookings will be notified by Curry County Sheriff's Dispatch upon a broadcast of a NAWAS warning. The Brookings Police 911 Center will then notify the Police Chief, City Manager, and other Department Heads as required/needed. Further responsibilities for any call or communications and warning will be specified in Annex 2 - Warning and Notification.

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The Police Chief will maintain mutual aid agreements with other law enforcement agencies. He/she will establish and maintain a warning system to cover the City of Brookings and also to alert key officials as designated in **Annex 2** - Warning/Notification Plan.

The police chief will be responsible for procurement and planning of additional transportation, personnel, supplies and equipment as needed by police services.

The Police Chief is responsible for evacuation as stipulated in **Annex 4** - Evacuation Plan.

3. Public Works Director. The Public Works Director is responsible for repair and maintenance of roads, water supplies and public facilities. He/she will coordinate the public works activities and emergency services provided by outside agencies. Any call for outside of the city will be cleared and coordinated with the City Manager or Emergency Program Manager.
4. Welfare Services. The State Director of Adult and Family Services, Curry County Branch, in coordination with the director of Curry County Chapter of American Red Cross, is responsible for providing emergency housing, feeding, and clothing
5. Religious/Spiritual Affairs. Brookings-Harbor ministerial personnel will be requested to provide religious/spiritual support and services.
6. Support Services. The support services will be under the supervision of the City Manager and will be responsible for procurement of additional transportation, personnel, supplies and equipment as needed by chiefs of emergency services. The support services will develop and maintain a local resources inventory of all categories of emergency resources belonging to government (city, county, state, and federal), business, industry, civic groups and other private sources. Each department of the city will be responsible for their support material and personnel.

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7. Emergency Medical Services. In the event of a major or special emergency, the highest ranking on-duty paramedic at the time of the incident will be responsible for coordinating all medical functions.

Depending upon the type of emergency, the highest ranking paramedic, may choose not to respond to the emergency operations center itself, but may choose to manage medical operations from the on-scene command post or triage location.

8. Emergency Health Services. These services include collection, identification and disposition of large numbers of dead; dissemination of emergency information of sanitary measures to be taken by individuals or groups; assisting in assessing health hazards from damage to water and sewage collection systems.
9. Emergency Communications. The Police Chief is responsible for maintaining an inventory of all city-owned communications equipment and communications personnel and a status of the capabilities of each within the city. He/she will provide for a communications capability for city agencies.
10. Emergency Information Services. The Public Information Officer will be designated by the Emergency Program Manager and is responsible for the planning and supervision of emergency information to the public, to include instructions and information covering the specific emergency. He/she will provide a telephone information service to persons telephoning the EOC. He/she will utilize all news media for dissemination and coordinate information with county and neighboring communities. He/she will operate under the direction of the City of Brookings Emergency Program Manager (Police Chief) and City Manager.
11. City Attorney. The city attorney is responsible for providing legal services during disasters. He/she will be thoroughly familiar with provisions of ORS 401 and the City Emergency Operations Plan to determine if there are any legal implications for responsible officials. He/she will maintain communication with the EOC and keep abreast of the situation as it develops so that he/she can readily advise or consult with responsible officials on all legal matters. He/she will maintain liaison with the Curry County Counsel and the Oregon State Attorney General to seek opinions when needed.

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12. State of Oregon and Curry County Agencies. If an emergency is confined within the City of Brookings, communication will be maintained directly with the Curry County Director of Emergency Services who will then, contact the state office of emergency services. If aid from the state police, state highway division, Oregon National Guard or other state or federal agencies is needed, such authorization will be channeled through the Curry County Emergency Services Director.
13. Shelter Services. The director of the Curry County Chapter of the American Red Cross is responsible for organizing and maintaining a system of community shelters to include public and family shelters. Planning will provide for the provisioning of shelters with food, water, sanitation, medical, communications and other necessary items.
14. County Fire Chief. The County Fire Chief will coordinate county-wide fire service activities and request State Conflagration Act declaration from the Governor, if appropriate. (**See State Fire Service Plan - Annex 7**). In addition, he/she will serve as or appoint a fire service representative to assist in direction and control of fire operations at the city and county EOC. The County Fire Chief also will assure fire service response and coordinated use of fire resources for activities involving fire prevention and suppression, rescue of entrapped persons, medical triage and treatment, situation assessment, hazardous materials handling, evacuation, dissemination of warning and public information.