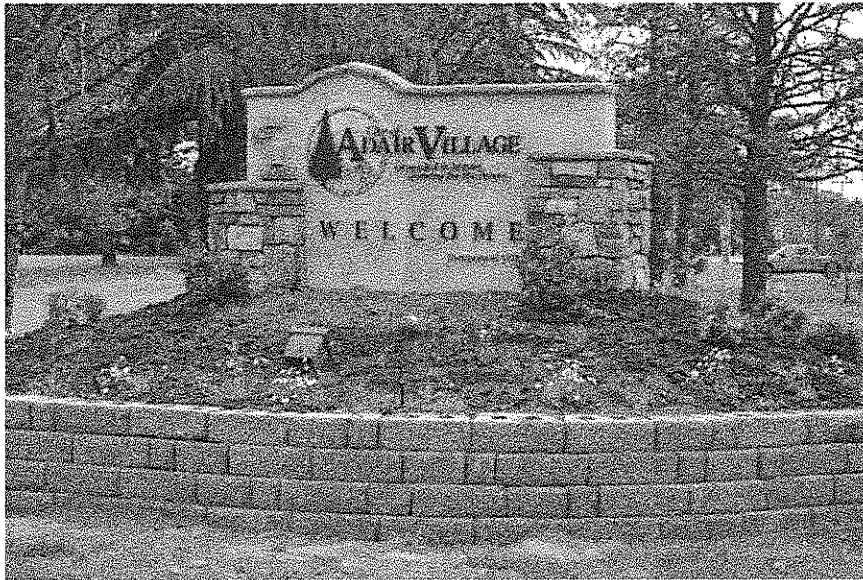


**City of Adair Village**  
**Emergency Operations Plan**  
**April 2018**



**Letter of Promulgation:**

To all Recipients:

Promulgated herewith is the Emergency Operations Plan for the City of Adair Village. This Plan supersedes any previous plans. It provides a framework within which the City can plan and perform emergency response during a disaster or large scale emergency.

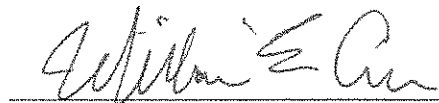
This Emergency Operations Plan is the City's comprehensive approach to emergency management that ensures the City is prepared to respond to and recover from the hazards and threats that pose great risk to the community. Focused on short term response and recovery activities, this Emergency Operations Plan provides a framework for how the City will conduct emergency operations. The plan identifies key roles and responsibilities through the use of the NIMS framework, discusses emergency functions that will be used in nearly every emergency event, and highlights different response partners within Adair Village that may play a role in the response to certain emergencies.

The plan is flexible and scalable, as the City is aware that each and every emergency event is different, and the response partners in Adair Village, the County, and beyond will vary depending on the nature and magnitude of the emergency. In some events, the City will receive no external support, so it must be prepared to handle response and immediate recovery activities internally. Collaboration from community organizations, elected officials, and community members is vital to ensure awareness and full use of the plan during an emergency, particularly one in which outside response assistance will be slow to arrive.

This plan has been approved and adopted by the Adair Village City Council at the recommendation of the City Administrator. All recipients of the plan are asked to advise the City of any changes that may result in its improvement or increase its usefulness.



Pat Hare, City Administrator



Bill Currier, Mayor

4/1/18

Date

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## SECTION ONE: General Overview

### Purpose and Goals of the Plan:

The Adair Village Emergency Operations Plan (EOP) provides guidance for community leaders, residents, and response partners to call upon in times of natural or human caused emergency situations. While routine emergencies are a frequent occurrence handled by first responders, this plan addresses major emergencies that require response from multiple groups who must work together to mitigate damage and keep the community as safe as possible. It is a management tool that identifies roles and responsibilities, actions to be taken, and resources that can be utilized by the community during an emergency.

This EOP was created with a mindset of self-sufficiency. In some emergency events, assistance from larger County, State, and Federal agencies can be relied upon. But, in a larger region wide event, aid from these organizations may be slow to arrive, and the community must be capable of acting independently before, during, and after an emergency event. The framework presented in this plan is flexible, as it can be adapted to different types and scales of emergencies that may happen in Adair Village.

Most importantly, this plan will allow community members to better prepare themselves and their families for any emergency situation that may occur in Adair Village. Community knowledge, support, and cohesive use of the plan will be a deciding factor of the plan's success. The more people that know about and utilize the provisions and frameworks developed in this plan, the more useful it will be.

### Plan Administration:

This plan was developed by City staff of Adair Village, with guidance from community stakeholders, research and interviews with other communities, the Benton County Emergency Management Department, and The State of Oregon Emergency Management Department, FEMA. This plan will be reviewed and updated yearly and/or after an emergency event takes place in the community. Hard copies of the plan will be administered to the following groups in Adair Village and beyond:

- State of Oregon Emergency Management Department
- Benton County Emergency Management
- Cities of Corvallis, Albany, Philomath, Monmouth
- Adair Rural Fire District
- Santiam Christian School
- ODFW Adair Village Field Office
- Adair Village City Council
- *Adair Village C.E.R.T.*

Citizens wishing to have a copy of the plan can access and print one from the city's website. Copies will also be on file at City Hall for anyone wishing to review the plan.

## Plan Authority

The Adair Village Emergency Operations Plan was developed in accordance with ORS 401.305, giving cities, counties, and tribal government's authority to create and implement emergency management plans and policies, to be used in times of declared emergency.

## Phases of Emergency Management

According to FEMA, Emergency Management as a whole is best explained by breaking it down into five mission areas. These include:

- **Prevention** measures seek to lower the likelihood that an emergency event will take place. While lowering the chances of natural disasters are difficult, the community can work together to prevent human caused emergencies through many different strategies.
- **Mitigation** activities happen before an emergency event takes place, with the goal of lessening harm and damage by strengthening tangible and intangible assets in the city, both publicly and privately owned.
- **Protection** refers to those efforts by government agencies, stakeholders, and individuals to lower the effect that a disaster will have on themselves and/or the community at large.
- **Response** is covered most extensively in this EOP. When an emergency event hits, an organized and cohesive response is vital for the protection of life and property.
- **Recovery** actions are ongoing in the aftermath of a disaster. Immediate recovery focuses on stabilizing the community and basic needs, while long term recovery takes many years, and sometimes, entire communities must be rebuilt.

FEMA has adopted what is called a National Preparedness Goal of developing “a secure and resilient nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.” It is important to note that each of the five mission areas are a joint effort by the entire community. The City organization will lead the effort in preparing for, responding to, and recovering from emergencies, but community members must understand the importance of preparing themselves for a disaster, as community resources will be stretched very thin in times of need. Each household must ready themselves as much as possible. This means being informed about emergency events and their dangers, making a plan for you and your family about how you will respond to these dangers, and creating a kit of supplies to use or bring with you during an emergency.

## SECTION TWO: Community Profile and Hazard Situations

Information about the physical location of Adair Village, geographic features, demographic statistics, and other aspects of the community help to inform about the risks and hazards that the City is most likely to face. While this plan addresses the area within city limits, it is realized that there are many homes and families outside of Adair Village that will probably utilize Adair Village as a place to gather and seek resources during an emergency event. It is also realized that the community may experience growth in the future, so a plan that can scale to larger populations will be beneficial.

This section will reference several maps and other figures, which can all be found in the Appendix of this report.

### Geographic Context

Located in Northern Benton County, eight miles north of Corvallis, and 8 miles northwest of Albany, the incorporated City of Adair Village encompasses 0.23 square miles. The City is situated on the western edge of the Willamette Valley on a foothill ridgeline of the Coast Range Mountains at an elevation of 328 feet above sea level. While Adair Village is considered a rural community, its proximity to larger cities is a benefit, as it brings easier access and connectivity in times of need.

Adair Village has several vehicle access points, which will be a benefit during an emergency event. As shown in the general map, Appendix Figure One, Highway 99W creates the western border of the city, and has high volumes of traffic each day. Several access points connect to the Highway. Ryals Avenue (turning into Arnold Ave.) enters Adair Village from the East, connecting the City with the Independence Highway. In addition to roadways, the Genesee & Wyoming Portland and Western Railroad tracks border the eastern edge of the community. While this is a working railroad, it is a small line, and does not transport any hazardous materials. Adair Village does not have any major bodies of water within the City. The Willamette River is the closest major waterway, approximately 5 miles away. This is the main water source for the community. Smaller sloughs and irrigation ponds/streams can be found at a closer distance. One mile away from the City, two new water reservoirs have been constructed on Voss Hill, and contain approximately 2 million gallons of potable water.

### Demography

According to U.S. Census estimates, the 2015 population within Adair Village city limits was 818 persons, spread across 276 households. Adair Village has two main subdivision loops, located in the northern half of the city limits. These subdivisions have two entrances/exits. A main consideration, mentioned later in the plan, is the assistance of vulnerable populations residing in Adair Village. This includes the very young, the elderly, disabled individuals, and those who may not speak English as a first language.

## Hazard Description

Table One outlines the high priority hazards facing Adair Village, as determined by City Staff. While the list may not be exhaustive, these are the events that have the highest likelihood of occurring, and can cause significant levels of damage.

<b>Table One: Adair Village Likely Hazards</b>	
<b>Event</b>	<b>Description</b>
Wildfire	A wildfire event is one of the most likely emergency events facing Adair Village. Every summer, fire danger reaches extreme levels, and while the community is not characterized by thick tree cover, the McDonald-Dunn Forest, spanning 11,250 acres, lies directly across Highway 99W. A large fire could quickly jump the highway if not controlled. Adair Village is also bordered by farmland; grass fires coming from EE Wilson could spread quickly and reach the City. The City receives fire coverage from the Adair Rural Fire District. While this plan has no binding agreement with the District, the City has a relationship with the organization, and has established an understanding that the two organizations will work together in times of crisis.
Severe Weather Event	Severe weather events pose a threat to Adair Village, causing potential damage to individuals, structures, utilities, and transportation systems. Snow, Ice, Wind, Rain, or extreme heat events present different types of hazards, and all require quick and strategic response.
Earthquake	Running along this portion of the west coast, The Cascadia Subduction Zone, formed by the North American and Juan de Fuca Plates, has the power to create a very intense seismic event off of the Oregon Coast. This will cause an earthquake and ensuing tsunami, affecting the entire coastline and Willamette Valley region. A 9.0 or stronger earthquake may cause shaking for up to 15 minutes, and would affect a very large region. Infrastructure in Adair Village would suffer from significant damage, many would be displaced from their homes, and recovery efforts will take a very long time. Following a significant earthquake, Adair Village may experience prolonged isolation, as County, State, and Federal resources will be preoccupied in other areas with larger populations and greater need. The community must be prepared to provide services for days or even weeks after an earthquake. Aside from a major subduction earthquake, a crustal earthquake could also cause damage in Adair. The Corvallis Fault runs due east of the City, as shown in Appendix Figure Two. While geologists are unsure of the activity of this fault, it is important to note that the community is susceptible to a smaller earthquake as well, which could also cause damage.
Hazardous Materials Spill	Vehicles carrying hazardous materials regularly travel Highway 99W running near the City. An accident, due to bad weather conditions or another cause may create a hazardous materials spill, which will require quick attention. Most likely, this will be an isolated event, so assistance from outside agencies is more likely. The city must be ready to assume a commander role to coordinate response and cleanup activities with other agencies, along with longer term cleanup efforts after the initial event has ended.
Act of Violence, Active Shooter	An active shooter event or similar act of violence is something that the community needs to prepare for. This is a human caused event, and mitigation, protection, and preparedness actions can be taken to possibly reduce the likelihood of an event, or

	lessen the damage if such an event is to occur. In the aftermath of a violent emergency, death, injury, and panic is likely. The City can take an active command role to provide services, gathering points, and information, while assisting County and/or state agencies that will most likely respond to help the community recover.
Homeland Security/Terrorism Threat	Although the threat of international terrorism is low in Adair Village, it is still an event that the City can think about and prepare for through conversations and scenario based planning. Domestic terrorism, where an individual from the United States invokes harm in retaliation against the government, is also a minor threat, but still may happen. Vigilance and readiness can help the community be aware of warning signs, and also how to respond if an act of terrorism were to occur.

### SECTION THREE: Direction and Control

This section helps define the different roles and responsibilities associated with emergency preparedness and response. To ensure an effective response, efficiently allocate and utilize resources, and promote a clear form of communication, it is imperative that an orderly command structure be established and utilized. This structure must be flexible to address the different types and magnitudes of emergency events that may happen. To that end, the command structure of Adair Village is based in accordance with the principles of the National Incident Management System (NIMS), and the Incident Command System (ICS). These command frameworks have been created by FEMA, and tested in many emergencies across the United States. NIMS creates a “language” that can be spoken within and between jurisdictions that must work together in responding and recovering from an emergency.

#### Concepts of Authority

In its entirety (preparedness, mitigation, response, and recovery), emergency management can be divided into three concepts of authority, discussed below:

- A. **Policy Making/Approval - Mayor and City Council:** the legislative body of Adair Village is responsible for establishing the goals and objectives of the City’s EOP and associated policies and programs. Council formally adopts the EOP by passing a City Ordinance (copy of which can be found in Appendix, Figure Six). In addition, City Council plays a role in formal disaster declaration, described in more detail later in this section. Formal disaster declaration is a vital step in receiving additional resources from higher levels of government.
- B. **Administrative: City Administrator, Community Service Officer, other Department Heads:** these are the city staff that work to implement certain aspects of the plan; preparation and mitigation tasks, plan maintenance, and development of cross agency relationships to promote effective response if and/or when an emergency happens.
- C. **Coordination and Operation:** this is the actual use of the plan during an emergency event. This is where the use of NIMS and ICS is implemented. Different responsibilities are assumed depending on the nature and size of emergency. The following sections go more in depth about this concept of authority.



### Mutual Aid Agreements and Contracted Services

In times of emergency, it is important to note that all mutual aid agreements stay in effect. Adair Village has several mutual aid agreements that will play an integral role in emergency response. These agreements are noted in Table Two below. While these agreements are important and should be utilized if possible, it is important to realize that an emergency may not strike during “normal business hours” and that these mutual aid providers may be unable to reach the city in the event of a serious disaster that cuts off transportation routes. They also may be needed in their home districts or communities, therefore unable to assist Adair Village.

<b>Table Two: Mutual Aid Agreements and Contracts</b>	
<b>Agreement with...</b>	<b>Details of Agreement</b>
SE Polk Fire District	Assistance during fire event that Adair Rural cannot contain alone
Albany Fire Department	“”
Corvallis Fire Department	“”
Benton County Sheriff	City contracts out for policing services, more details below.
Oregon Public Works Emergency Response Cooperative Assistance Agreement	Nearly all Oregon cities are part of this agreement, which allows for personnel, equipment and materials sharing between public works departments in times of emergency. Compensation/reimbursement is required.

In addition to mutual aid agreements, it is important to note that Adair Village contracts out for police coverage from the Benton County Sheriff and there is no internal police department serving the city. The contract does not provide 24-hour coverage, so it is a distinct possibility that public safety services from the police will be unavailable during an emergency. In some events, officers from the Sheriff’s Department will be able to provide support, but in the wake of major damage, they may not be able to access the City.

### Emergency Authority/Disaster Declaration

While this Emergency Operations Plan may be used during any non-routine or significant emergency event in Adair Village, the City must go through a process to formally declare a state of emergency, which sanctions the City Council and Incident Commander special abilities not otherwise authorized. Ordinance 2017-#2 authorizes not only the implementation and use of this Emergency Operations Plan, but also authorizes the City Administrator or Designated Incident Commander to declare a State of Emergency in Adair Village based on their own discretion. As stated in Ordinance 2017-#2, formal approval by the City Council is not technically needed to declare an emergency, but, if City elected officials are able to convene and discuss the situation and draft the declaration together, this is advised.

In particular, the City must formally declare an emergency in order to access County, State, and Federal resources. It also allows the City to implement measures such as evacuation orders,

closure of streets, establishment of curfews, and redirecting of funds for emergency use. It is important to note, however, that any special powers that the Council and Command team need which are not defined in the City Charter or via City Ordinance, must be listed in the declaration document itself for review by Benton County officials.

As a guide, Benton County has provided a Declaration of Emergency Template for the City to utilize. This is located in Appendix Figure Three. Elements of the Declaration should include:

- Description of the nature of the emergency, length of time emergency status will exist. The City must state that all resources have been exhausted in their response efforts and that help is necessary to continue the response.
- Designates the geographic boundaries of the area where the emergency exists.
- Estimates number of individuals at risk, injured, or killed.
- Description of actual or likely damage caused by the emergency.
- The type(s) of assistance or resources required to respond to the emergency.
- The specific special regulations or emergency measures imposed as a result of the disaster declaration.

A state of emergency can remain in effect for two weeks. If the emergency event extends beyond that length of time, the period can be extended by the County in one-week increments. Once the danger of the emergency has passed and the City enters the recovery phase, City Councilors can convene or speak by phone, and reach an agreement to end the formal State of Emergency.

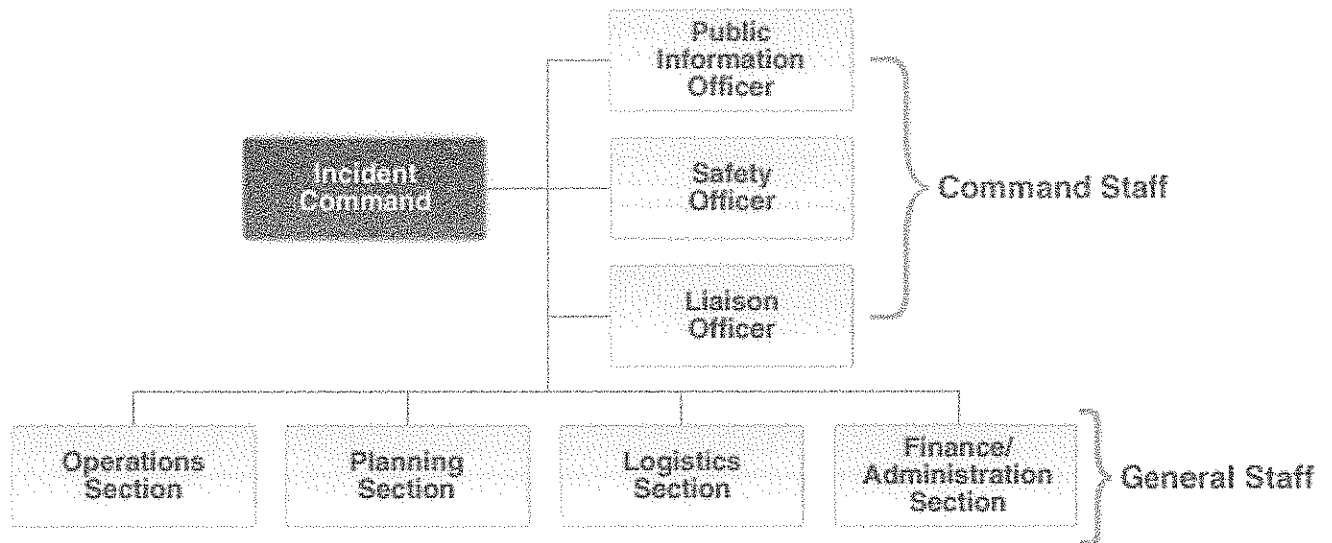
#### Command Systems: NIMS and ICS Frameworks

When responding to a large scale emergency, one that potentially involves numerous agencies and scores of responding personnel, a streamlined and organized response framework is critical to having an effective response. Developed by FEMA, the National Incident Management System (NIMS) and its Incident Command System (ICS) seek to establish a framework and common “language” that can be used by all response agencies in the United States, no matter the type or size of the emergency. Entities that have integrated NIMS into their planning and incident management structure can arrive at an incident with little notice and still understand the procedures and protocols governing the response, as well as the expectations for equipment and personnel.

Through several online trainings, emergency Administrators and response personnel become trained in the implementation of the NIMS framework during an emergency. Training is free and open to all, so anyone (even residents!) are encouraged to take these trainings from FEMA as part of their preparedness efforts.

**Incident Command Structure (ICS):** The biggest piece of the NIMS framework utilized in this plan is the ICS, a flexible and scalable tool that can be adjusted to fit any type of emergency. ICS breaks down emergency response into several roles and responsibilities, which can be scaled and customized depending on the nature of the emergency. Exhibit one presents a basic ICS Structure that is used and followed by response agencies nationwide. Table Three provides a description of each role in the ICS Framework, as well as the designated individual in Adair Village to assume that particular role if or when necessary.

**Exhibit One: ICS Framework**



Source: FEMA

Table Three: Incident Command Structure Roles	
Incident Commander (IC)	<ul style="list-style-type: none"> <li>- The main leader of response efforts and coordination during an emergency event. This person must assess the scenario and make decisions that affect the entire response.</li> <li>- Sets goals and action timelines for the entire response team, delegates responsibilities and tasks, communicates with section leaders, and monitors overall incident response.</li> <li>- Who assumes the IC Role will vary depending on the nature of the event and which agencies are responding. IC role can shift from one person to another if necessary.</li> <li>- The IC will self activate when an emergency event has been identified. Often times, this is the first response action that is taken.</li> <li>- Jerry J. Jackson, Sr., Community Services Officer has been appointed as main IC during Adair Village event.</li> </ul>
Public Information Officer (PIO) or Liaison Officer	<ul style="list-style-type: none"> <li>- In some events, the IC can appoint a Public Information officer to collect and disseminate information to the public.</li> <li>- Media releases, communication with County, State, Federal Response partners, organization of volunteers, or other events as delegated by IC.</li> <li>- Bill Currier has been appointed as main PIO during Adair Village event if needed.</li> </ul>
Safety Officer	<ul style="list-style-type: none"> <li>- The IC may also appoint a Safety Officer to ensure safe response practices are being carried out by all response personnel.</li> <li>- Needed in larger events with many response personnel.</li> </ul>
Operations Section	<ul style="list-style-type: none"> <li>- First unit delegated into action by the IC is the Operations Section, essentially the tactical response to the event at hand.</li> </ul>

	<ul style="list-style-type: none"> <li>- “Section Chief” appointed by the IC, a leader directly overseeing response personnel in the field, response equipment, or other resources.</li> <li>- Section could be comprised of responders from an external organization, volunteers, or a mixture of persons. Smaller “strike teams” can be developed to pursue various tasks and objectives of the response.</li> <li>- <b>TBD</b> has been appointed as main Operations Section Chief during Adair Village event if needed.</li> </ul>
Planning Section	<ul style="list-style-type: none"> <li>- In a more prolonged event, a planning section can be mobilized to collect and analyze information, track resources, and oversee documentation activities. These actions help the incident commander make decisions about response strategies.</li> <li>- Planning section can be mobilized when communication and planning efforts become too large for the IC to pursue alone.</li> <li>- <b>TBD</b> has been appointed as main Planning Section Chief during Adair Village event if needed.</li> </ul>
Logistics Section	<ul style="list-style-type: none"> <li>- The logistics section is activated to provide support to the internal emergency response team.</li> <li>- Food, Shelter, Medical Services, Transportation for response personnel</li> <li>- Provides resources and needed services to support the achievement of the incident objectives.</li> <li>- <b>TBD</b> has been appointed as main Logistics Chief during Adair Village event if needed.</li> </ul>
Finance/Administration Section	<ul style="list-style-type: none"> <li>- Monitors costs related to the incident. Provides accounting services, executes any emergency contracts, and analyzes costs associated to the event.</li> <li>- This role will come into play during large and long lasting events, and will continue long into the recovery phase, after the initial event is over.</li> <li>- <b>TBD</b> has been appointed as main Finance Chief during Adair Village event if needed.</li> </ul>

Every emergency will be structured with a combination of roles to serve the situation at hand. Large emergency events may utilize every role listed and more, but small events centered in Adair Village.

It is also important to realize that different emergency events will bring in different response agencies. In some emergencies, such as a wildfire, the designated Incident Commander for Adair Village may not end up being the Incident Commander, as the role is more suited for a Fire Chief. Instead, the Adair designated IC can play a different role, such as planning section chief or public information officer.

ICS roles can be passed from one individual to another as an emergency progresses. For example, an emergency may start small, and the Adair Village IC will be in charge of response management. Then, the event may grow, and larger agencies may arrive to assist the City in response efforts. In this scenario, the IC role can be changed to a Unified Command.

In a region wide emergency, such as a major earthquake, assisting agencies will most likely not arrive in Adair Village for some time. Even in this worst case scenario, the ICS structure can still be used to stay organized internally, and respond to the disaster effectively. Community leaders, stakeholders, and citizens should strive to obtain a working knowledge of the ICS framework, because they may be fulfilling key roles in a very major disaster situation, where reliance on larger agencies to take command is not possible.

#### Continuity of Government

The Adair Village Community Services Officer has been appointed as the primary Incident Commander.. The City Administrator can also play the role of Incident Commander should the Community Services Officer be unable to fill the role. In the case that both of these leaders are gone, standard procedure of ICS will be followed.

## Section Four: Emergency Support Functions

The following section presents functions that will need to be carried out in nearly any emergency event. These actions will be needed to keep residents safe, organize a strategic response, and help to implement short term recovery efforts.

#### Emergency Operations Center (EOC)

An Emergency Operations Center (EOC) is an established command post that all response agencies can access to gather information, coordinate with other response partners, and receive orders about tactical activities. The Incident Commander uses the EOC as a primary base of operations, to plan and strategize with other leaders. An established base of command can ensure that a cohesive and organized response is in place. It also offers a stable location in which responders can access plans, supplies, and shelter for those working around the clock to respond to a disaster. Having a firmly defined Emergency Operations Center is the first step in establishing order during a time of chaos and uncertainty.

**EOC Activation:** Not all emergencies will require the use of an Emergency Operations Center. In some situations, on scene command will be sufficient to respond to an emergency in one contained area, or if the event is resolved over a few hours. Alternatively, some emergency situations will benefit from the utilization of an Emergency Operations Center, but a formal emergency will not need to be declared. The EOC can be activated and used *without or before* formally declaring an emergency. This way, the EOC can be established before the emergency reaches full scale, and an organized response will not be hindered by delayed reporting requirements.

**Primary EOC:** In Adair Village, the primary EOC will be the City Hall, located on William Carr Avenue. The City Hall is a central gathering point for the community, is highly accessible, and has the capacity for several agencies to work together during incident command. The City Hall is large enough to house responders from several agencies, with a large meeting room and several smaller offices for breakout meetings. There are bathrooms and a kitchen facility, which can be utilized if conditions permit. City hall is equipped with an emergency radio system and a landline phone, maps of the City, and other supplies conducive for planning/strategizing.

**EOC Supplies:** The EOC should be equipped with tools and supplies to aid in any emergency response. Emergency communication equipment, flashlights, food, water, and medical supplies should all be stored on site so they are easily accessible during an emergency. In Adair Village, many crucial supplies are not currently stocked in the EOC, but the community has goals in place to stock the EOC with needed supplies. This EOP has identified the need for these items, a starting point to eventually obtaining them. Once an inventory of emergency supplies is on hand, it should be tracked and improved over time. Mentioned later in the plan, but similar to supplying the EOC, is the need for a water tank and emergency filtration system for the community. A full list of supplies needed for the EOC can be found in Appendix Figure Four, along with the inventory status of each item. As the City gathers more supplies, the list can be updated.

Adair Village City Hall is a solidly built wooden building, but it may not be able to withstand a large earthquake or other major disaster. During or after a large emergency, the building may not be safe to enter. Or, the emergency event will be taking place too close to City Hall, so locating the EOC there would not be wise. In this case, the second designated EOC can be utilized if possible.

**Secondary EOC:** The second EOC facility is the Old Barracks building, located at the intersection of William Carr Avenue and Arnold Avenue. This EOC is much more primitive, and supplies may be lacking if they cannot be obtained/recovered from the City Hall EOC. However, the barracks building can offer the stable meeting space that the command team and response partners will need to carry out a successful response.

**Fire District EOC:** Another building that can be utilized as an EOC is the Adair Rural Fire District Station located in Adair Village. While the City does not have authority over this building, the Fire District has stated that the facility can be used as an EOC, most likely under their command. This building is located at 6021 Marcus Harris Avenue. The building houses fire apparatus, an emergency radio system, and a limited amount of other supplies for use during an emergency. The use of this facility as the EOC will make sense in some emergencies, as opposed to using the City Hall.

Assignment of the EOC will vary depending on the circumstances of the emergency at hand. In some situations, the EOC will be at a City facility, and in others, it will be located at another facility in Adair Village. Having multiple EOC's ready can ensure that the City can organize in the best location possible.

#### Alert and Warning

While some emergencies can strike without warning, some can be anticipated before they arrive. Having an advanced warning is time gained that the City must use to the full extent possible, to mitigate damage and keep residents safe. Warning residents of an emergency can take place using several mediums of communication. It is encouraged that more than one form of warning is used, to help ensure that as many citizens as possible are notified.

Alert and Warning Methods Include:

- **Cable TV Notification:** in the event of a county or region wide emergency, warnings can be transmitted via cable TV. These warnings are transmitted via the County or State emergency management offices. Adair Village will not control these alerts but they can be very effective at reaching residents in their homes very quickly.
- **Linn-Benton Alert - Emergency Notification System:** developed jointly by Linn and Benton County, this system alerts residents via telephone or text message that there is an impending emergency, along with critical instructions, such as evacuation or shelter in place procedures. This is an automated service that can send information to mass numbers of people in a very short time. However, residents must sign up to receive the alerts. Encouraging those in Adair Village to subscribe is a small yet powerful preparedness action. Link to sign up for Linn-Benton Alert System:  
<https://www.co.benton.or.us/sheriff/page/emergency-alert>
- **WEA Mobile Alert System:** similar to the Linn-Benton alert system, the Wireless Emergency Alerts (WEA) system transmits disasters to mobile phones via any wireless carrier. Administered by FEMA, most new cell phones come with the service pre-loaded. Weather alerts, AMBER alerts, and other (typically large scale) emergency information. The message will be short, and will provide users with information and where to obtain further instruction.
- **Adair Fire Alarm System:** The Adair Rural Fire Station is equipped with a large, and loud, air-raid siren, which can be sounded in times of emergency. We must identify a new method of warning.
- **Door-to-door, word of mouth notifications:** in a localized emergency, larger options discussed above may not be available, or practical for spreading the word quickly. In some situations, door to door notice will be the most effective method. In this case, assistance from response partner agencies and other community volunteers will be critical for spreading the word quickly. The city's small population and close proximity of homes will make door to door notification fairly easy. It is very important to ensure that vulnerable populations are aware of the situation and instructions for staying safe.

In many cases, evacuation will be needed. More information about evacuation orders is located in the following section.

#### Evacuation Procedures

In some emergencies, alert and warning will be accompanied by evacuation orders. Recommendations to evacuate may originate at a State or County level, but, if the Incident Commander observes that a scenario requires immediate action to save lives, he/she can issue an evacuation order from a local level if they deem it necessary. Persons can never be forced to leave, but it is the duty of the City and/or other response partners to ensure residents are informed of the imminent danger and the need to leave.

Some evacuation orders can be issued hours in advance, while others will be much more urgent, warning people to get out as soon as possible. Regardless of the timeline for leaving the area, attempting to keep the process calm, informative, and orderly will be a main goal.

Before the evacuation process begins, the Incident Commander and any other on scene leaders should assess the situation. Answer several questions to determine next steps:

1. How soon must residents be out?
  - a. If longer time frame, encourage people to pack up needed supplies.
  - b. If shorter time frame, encourage people to leave everything and get out.
2. What is the best way to exit town? Evacuation routes exist in all directions to leave Adair Village, but the team will need to decide which way(s) will be recommended to residents.
  - a. See the evacuation map, Appendix Exhibit Five for different highlighted exit routes that may be used.
3. How many people do we have to help get the word out about the evacuation?
  - a. Ideally, the City can rely of response partners, such as the Fire District, Sheriff's Office, or other leaders to get the word out to residents quickly.
  - b. See the Evacuation Map in Appendix Exhibit Five which divides the City into sections. These can be used as a guide for those issuing the evacuation order. Each person can be assigned one section of town. If less persons are present than sections on the map, some will need to take more than one area.
4. What other information is important to pass along to evacuees?
  - a. Information about the emergency and why leaving is in their best interest.
  - b. How soon they should leave, where they can go, and the best route to get there.
  - c. Answer questions but keep it brief, there are many people to notify.
  - d. If possible, brings pets when evacuating.
5. Depending on time of day, notification of school and businesses will be necessary. If an evacuation is needed during school hours, Santiam Christian will be responsible for evacuation of students, but Incident Command will give them directions on how soon they must leave, where they should go, and safest route to get there.
6. How can we help vulnerable populations?
  - a. Elderly or disabled individuals: ask residents if they need assistance, or if they think any of their neighbors need assistance evacuating. Residents can volunteer to help neighbors that cannot leave, OR, the person notifying can possibly call in assistance from City officials or other response partners who can help get these residents out of town safely.

After residents have been notified of the evacuation, the Incident Commander and other leaders can sweep neighborhoods to ensure that no one that desires to leave is left behind. They should not linger too long, however, because their safety matters as well.

Depending on the location of the emergency, residents will be asked to evacuate using several routes. The Incident Commander can select the safest routes for residents to utilize based on the characteristics of the emergency. In Adair Village, most homes are located on the north side of town, with three main entrances (William Carr Avenue, Laurel Drive, and Adair Frontage Road).



If possible, residents should exit neighborhoods using all of these streets, and then should be routed in a certain direction. This will minimize traffic jams. Routes in different directions include, but are not limited to the following options:

- North on Highway 99
- South on Highway 99
- West on Tampico Road
- East on Arnold/Ryals Avenue

These main thoroughfares then connect to other roads and highways that can lead residents away from Adair Village. Keep in mind that other communities may be evacuating as well, so the more routes to leave, the less congested roads will be.

#### Human Services

In the immediate aftermath of a significant emergency event, Adair Village residents will most likely need several forms of assistance. Food, water, shelter, and medical services are some of the main amenities that will be critical to keeping people safe and healthy after a major emergency has swept through the City. While these needs are very important, this is one of the main vulnerabilities facing Adair Village, as internal resources are currently low. Particularly in the event of an emergency where external assistance is unavailable (Benton County, Red Cross, and others) the City will be very limited in the human services that it can provide to residents. Recognizing these gaps is an important first step in building resiliency, and the City has goals to build up these capabilities over time. As capabilities are added, this plan can be updated.

**Shelter and Food:** In the event that residents cannot return safely to their homes, the need for one or more shelter facilities will be needed for Adair Village residents. These shelter facilities can offer a place for residents to sleep, receive medical care, food and water, and access hygiene services (showers and toilets). Adair Village has several sites that may be used as a shelter in the event of an emergency. Santiam Christian has offered their campus as a shelter site, as has ODFW.

A designated shelter site is important, but currently, no services are organized for residents at these sites. This is a main vulnerability, but the City is working to address this need and organize human services for a major disaster. City leaders are pursuing an agreement with the American Red Cross to set up a shelter site in the city limits, and the City is working to train a Community Emergency Response Team (CERT), to assist during times of emergency. These individuals can play a key role in providing services to fellow Adair Village residents, as they will be trained to give basic medical care, and can help staff a shelter site. In addition, the City will pursue preparedness grants, which can provide funding to purchase preparedness supplies and infrastructure.

**Mass Care:** In the event of a large natural or human caused disaster, comprehensive and quick establishment of mass care services for injured residents will be critical in saving lives. Adair Village has no medical facilities. The nearest hospital is Good Samaritan, a regional Level II Trauma Center. The hospital is only 6 miles south of the City off of Highway 99. In a smaller event, injured persons can be quickly taken to Good Samaritan, as this is the ideal place for

patients to receive care. However, in a large scale emergency, the hospital will be overwhelmed with patients, and transportation routes from Adair to the hospital may be blocked. Localized care will be needed, and at the very least, basic supplies should be stocked by the City and its response partners. Adair Village is fortunate to have the Fire District Station located in town, as volunteers are trained as EMT's. The City should strive to medically train its staff and CERT team, as their assistance will be critical in times when mass care is needed.

### Section Five: Emergency Response Partners

When a major emergency hits Adair Village, the City will benefit greatly from working alongside other governmental organizations, non-profits, and citizen groups. As discussed, assistance from external agencies will be available during some emergency events. In others, groups from within the City will be responsible for conducting response and recovery activities for days or even weeks on their own. In these situations, teamwork and unity between response partners within the Adair Village community will be vital to lessen damage and danger to residents.

This section identifies some of the key response partners that the City can work with to prepare, plan, and respond to emergency situations. While this section is not binding, it lays out the resources and capabilities that these organizations possess, highlights emergency situations that various agencies may take a Commanding role over, then discusses how the City can assist them, and vice versa. As conversations with partners continue and relationships grow, this section will become more specific and complete over time. New response partners can be added as those agreements arise.

<p><b>Adair Rural Fire District (ARFD)</b></p> <p>The Adair Rural Fire District has a station located in the heart of Adair Village, and can be a key partnership for the City during many different emergency scenarios. The station is staffed by a part time Chief and approximately 20 volunteers, all of whom are EMT trained. The ARFD Chief is NIMS Trained: ARFD will assume command over a fire or hazardous materials event. ARFD has its own EOP that will guide their response during an emergency: <a href="http://adair-rural-fire.com/eops-aogs/">http://adair-rural-fire.com/eops-aogs/</a></p> <p>The Fire District will be part of the Unified Command to provide any of the following equipment or services during an emergency response as agreed on in the Intergovernmental Agreement:</p> <ul style="list-style-type: none"><li>- Department is equipped with fire response apparatus, but they do not have an ambulance or an extensive inventory of medical supplies</li><li>- Building is EOC capable: emergency communication system and other supplies on site for incident leadership</li><li>- Evacuation assistance, road clearance, traffic control, search and rescue</li><li>- Human services: basic medical care, transportation of residents to medical facilities, coordination with Medical Resource Hospital (Good Samaritan in Corvallis) for patient or casualty transit</li></ul> <p>If the Fire District assumes a command role, the City could assist in response in the following ways and potentially more, as needed by the Fire District:</p> <ul style="list-style-type: none"><li>o Planning and Logistics:<ul style="list-style-type: none"><li>▪ Public Information Dissemination, Evacuation Assistance, traffic control</li></ul></li></ul>
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- Documentation of Event, Volunteer Coordination
- Procurement of supplies, enlistment of other response partners
- Assist with human services efforts: medical, food, shelter services for residents and/or volunteers if necessary
- Operations:
  - Management and Coordination of City infrastructure and utilities: water, sewer

### **Benton County Sheriff's Office (BCSO), Benton County Emergency Management**

Adair Village contracts out policing services for the city from the Benton County Sheriff's Office. The city does not receive 24-hour policing coverage, but the Sheriff is the primary responder to all 911 calls from Adair Village, and provides regular patrols of the City. There is no guarantee that a patrol deputy will be in the City when an emergency happens, but BCSO will send as much assistance to the City as possible. The Sheriff's Department is quite robust, with many resources to help Adair respond and recover. Emergency response of the Sheriff is included in the Benton County EOP:

[https://www.co.benton.or.us/sites/default/files/fileattachments/sheriff039s\\_office/page/2934/benton\\_county\\_eop\\_final\\_20120802.pdf](https://www.co.benton.or.us/sites/default/files/fileattachments/sheriff039s_office/page/2934/benton_county_eop_final_20120802.pdf)

Some of the services and materials the BCSO may provide include the following:

- Search and Rescue Team
- Potential incident command over several types of events: act of violence/major safety issue, terrorism threat or event
- Support Services:
  - Organization of warning and/or evacuation of residents
  - emergency energy services (gas, electrical, etc.)
  - Security: setting up perimeters and traffic control
  - Transportation services: medical, evacuation, or other

In an emergency situation involving a major crime or act of violence centered in Adair Village, the BCSO will most likely assume the Incident Command role. The city can reasonably expect response from the Sheriff's Office, as deputies will be able to access the City quickly and set up a command structure. In these events, the City can act as a supporting role to the BCSO in several ways:

- Use of city facilities for an Emergency Operations Center and staging of responders/volunteers
- Assistance with evacuation, warning, public information dissemination
- Support services for residents and others that are affected

**In a large scale natural disaster, the BCSO may not be able to access Adair Village due to blocked transportation routes, and more pressing needs elsewhere in the County. The City must be able to take a command role over public safety/policing services if this is the case, and will rely heavily on other response partners to take over the needed responsibilities.**

### **Oregon Department of Fish and Wildlife (ODFW) Adair Village Field Office**

The ODFW operates a field office in Adair Village, and manages the 1,800 EE Wilson Game Area north of town. ODFW has limited human resources to assist in the response to an emergency event, as most of their employees work outside of the office on a daily basis, outside of the city. ODFW does have several other resources that may be very beneficial to utilize during an emergency response. These resources include:

- Heavy Equipment; tractor with front end loader, backhoe, bulldozer, tract excavator (seasonal), chainsaws
- Use of Facility as a shelter site if habitable: large space for evacuees or response volunteers
- Vehicles: trucks equipped with fire hydrants, first aid kits, water tanker truck (non-potable water)

While ODFW staff are not well versed in the NIMS and ICS frameworks, they may be willing to play a supporting role in response to an emergency. Most likely, response support will be in smaller events, such as severe weather events or wildfire. Communication, Planning, Logistics are key areas they may be able to provide assistance in.

*\*In order to use ODFW equipment and supplies, and potentially utilize their office as a shelter, MOU between the agency and Adair will be needed.*

### **Santiam Christian School**

Santiam Christian occupies a large part of Adair Village, and provides schooling to 600 students, from preschool through 12<sup>th</sup> grade. If an emergency event happens at the school, the City can help in response efforts. Alternatively, if an emergency happens in the community, Santiam Christian may play a role in response efforts of the City (or other Incident Command group). The primary concern in any event is keeping students safe. This may mean a large evacuation of students to get them away from danger, or a lock down to keep them safe inside school walls.

- In a campus-centered event, school will take command until a larger entity can arrive (BCSO or OSP). School does not anticipate needing tactical assistance from City Organization.
- In a city wide event, Santiam Christian is willing to open their facilities as a shelter site for residents and/or response volunteers to utilize.
  - In the future, the City hopes to arrange an agreement with the Red Cross, and can designate Santiam Christian as the shelter site that they may use.
  - School is sturdy and can withstand a large earthquake. Large space, commercial kitchen that could be used.

### **Adair Village Community Emergency Response Team (CERT)**

Although not fully established at the writing of this plan, another future response partner will be a group of community volunteers whom are trained in emergency preparedness and response strategies. The City plans to gather a group of several community leaders to create what is known as a CERT Team. These individuals will be crucial to assist the City in response efforts, especially if external response agencies are unable to help. CERT team members will be trained in the use of the NIMS and ICS frameworks, so they can assume more formal roles if needed. In addition, they may assist in the human services side of emergency response in any ways that are needed. The CERT Team will not only be crucial in emergency response, but they will play

a key role in preparedness efforts around the City. Members of the CERT team can teach their families, friends, and neighbors about how to prepare for an emergency. Once the CERT Team is fully developed, the specific roles the team will play can be added to this plan.

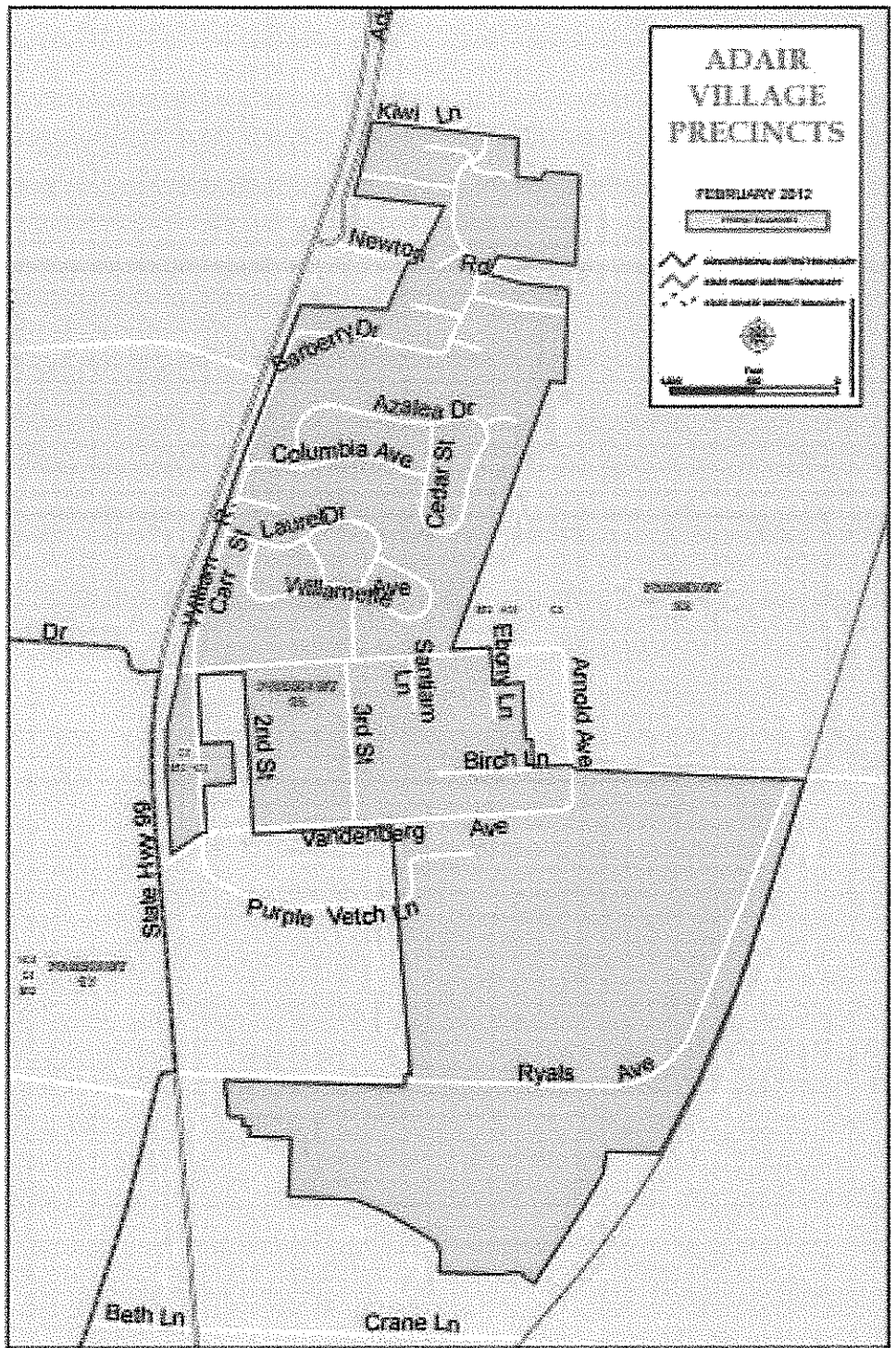
The involvement and training of these individuals is a very important step for the City, as it promotes the goals of self-sufficiency and internal cohesion.

#### **American Red Cross**

At the time of this writing, the City is actively pursuing a partnership with the American Red Cross to establish a shelter and assistance site in Adair Village. Currently, the Red Cross has an MOU in agreement with Benton County, and has promised to set up shelter sites in various areas. However, there is not a Red Cross designated site in Adair. This leaves the entire city quite vulnerable, as providing food and supplies to residents will be very difficult for the city to carry out alone. Assistance from a highly trained organization would benefit all residents.

## Appendices

Figure One: General Map of Adair Village



Source: Benton County, OR

Figure Two: Corvallis Fault Map

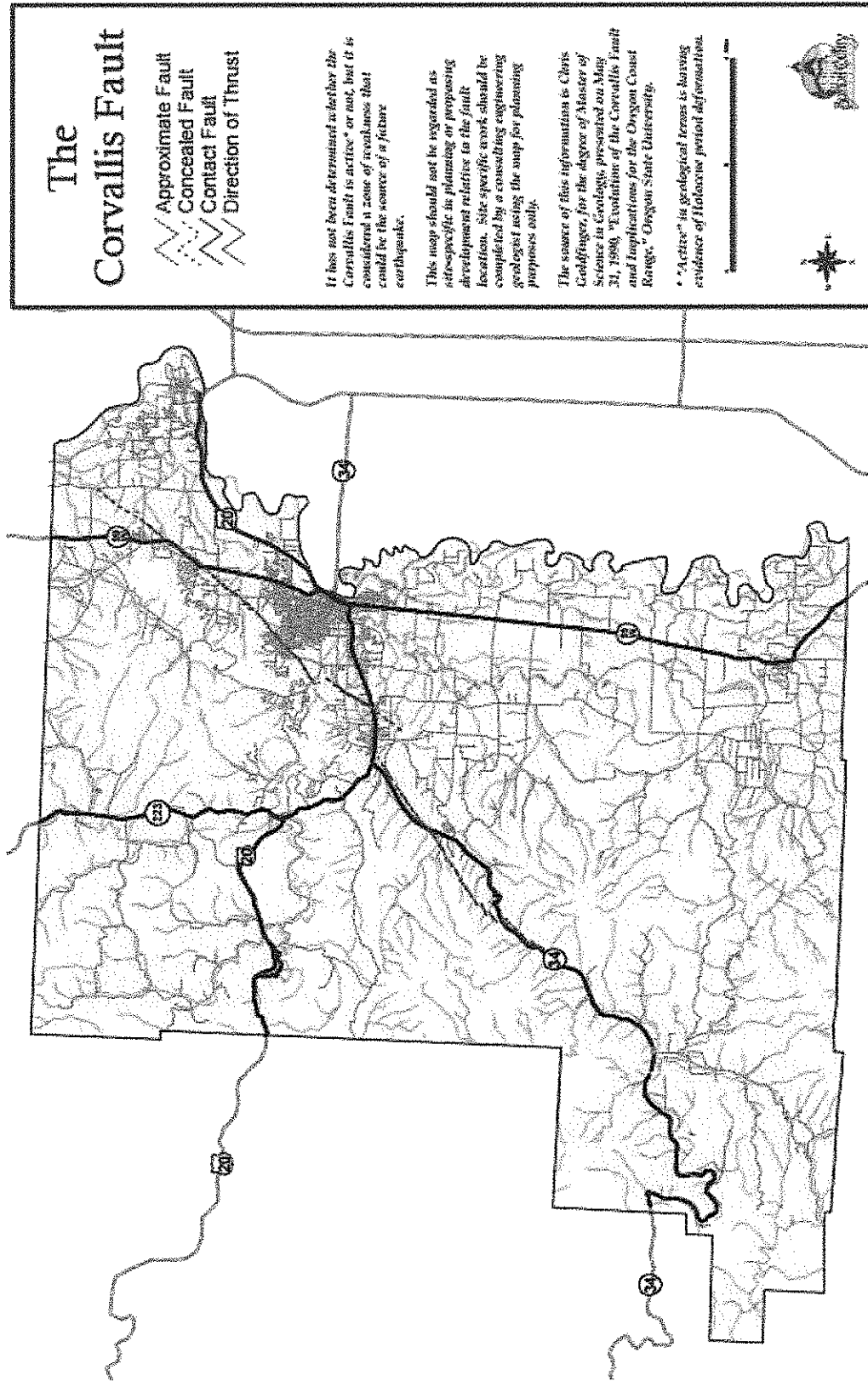


Figure Three: Emergency Declaration Template

## DECLARATION of EMERGENCY

Before the City Council  
for the City of Adair Village, Oregon

To: Name and Title

From: Name and Title  
Adair Village, Oregon

At military time on month, day, year a/an description of emergency incident of event type occurred in the city of within the geographic boundaries of geographic boundaries threatening life and property. The current situation and conditions are:

Deaths: number of deaths

Injuries: number of injuries

Population at Risk: number of population at risk

The current emergency conditions or threats are: list all conditions and threats to the community

An initial estimate of damage and impacts is: initial estimate

The following assistance is being requested: specific information about the assistance the City needs

Actions that have been taken and resources that have been committed by the City of Adair Village: list of actions taken and resources that have been committed by the City.

I do hereby declare that a State of Emergency now exists in the City of Adair Village, and that the City has expended or will shortly expend its necessary and available resources. I respectfully request that Benton County provide assistance, consider the City of Adair Village an "Emergency Area" as provided for in ORS 401, and as appropriate, request support from State agencies and/or the Federal government.

Signed: \_\_\_\_\_

Title: \_\_\_\_\_ Date and Time: \_\_\_\_\_

*\*document may be transmitted to the County via radio, telephone, or fax if necessary. At some point, the original signed document must be delivered to the Benton County Emergency Management Office.*

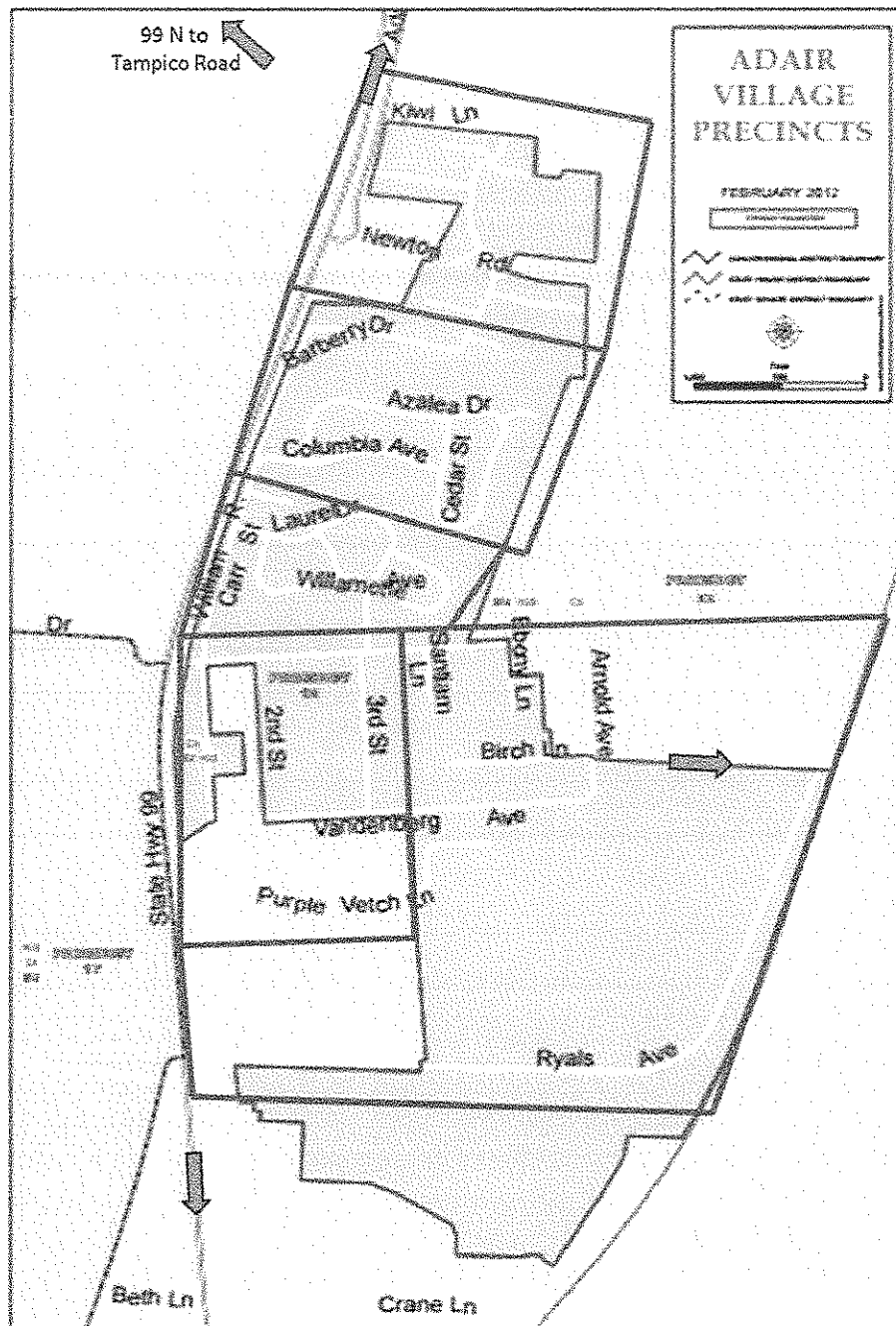


Figure Four: Emergency Operations Center Inventory

*The following table lists the different supplies that should be stocked in a fully functional Emergency Operations Center, and what the status of these items is in Adair Village. The item is listed, along with the date it was acquired. Recording and tracking when items are required can help with replacement of items. This is especially important for perishable items, such as medical supplies and food rations. Not all items listed are currently stocked in the City Hall EOC. Items not currently stocked are identified in the “Date Acquired or Replaced” Column.*

ITEM	DATE ACQUIRED/REPLACED
Emergency Radio System	
Generator and Fuel	
Landline Phone	
Walkie Talkies	
Paper Maps and Plans for Adair and surrounding jurisdictions	
Computer, Printer, Scanner, Copier, Fax	
Writing and Planning Materials: paper, pens, poster board, etc.	
First Aid Kit, Basic Medical Supplies	
Food and Water Supplies for EOC Staff	
Flashlights, Batteries, Candles, Matches	
Personal Hygiene Supplies	

Figure Five: Adair Village Evacuation Map



Use the five pre-defined zones, outlined in red, to assign areas of responsibility for City officials and other volunteers that will notify residents of an evacuation. If there are not enough people for every zone, some persons may need to take two areas. The “loop” areas have the most homes, so ensure that these areas are covered immediately, and assign two people to these areas if possible.

Also, note the highlighted roads in green, indicating the best routes for those in Adair Village to take when evacuating.

**BEFORE THE CITY COUNCIL FOR THE  
CITY OF ADAIR VILLAGE, OREGON**

In the Matter of Adopting an Ordinance )  
Establishing the City of Adair Village )  
Municipal Code Chapter 45 )  
Emergency Management )

**ORDINANCE 2017 - #2**

WHEREAS, recent events in the State of Oregon, and in these United States of America, demonstrate the importance of advance planning and of having delegated authority in place in the event of a disaster or other emergency,

NOW, THEREFORE, THE CITY OF ADAIR VILLAGE ORDAINS AS FOLLOWS:

Section 1. The City of Adair Village Municipal Code, chapter 45, is hereby amended to read as follows:

Chapter

EMERGENCY MANAGEMENT

- 45.16.010 Purposes
- 45.16.020 Emergency defined
- 45.16.030 Emergency Program Manager
- 45.16.040 Powers and Duties of the Emergency Program Manager
- 45.16.050 Emergency Operations Planning Team
- 45.16.060 Powers and Duties of the Emergency Operations Planning Team
- 45.16.070 Emergency Organization - Composition
- 45.16.080 Expenditures
- 45.16.090 Violations - Penalties

**45.16.010** Purposes. The declared purposes of this chapter are to: (1) provide for the preparation and carrying out of plans for the protection of persons and property within this City in the event of an emergency; the direction of the emergency management organization; and the coordination of the emergency functions of this City with all other public agencies, corporations, organizations and affected private persons; and (2) implement the provisions of ORS Chapter 401.

**45.16.020** Emergency Defined. As used in this chapter, "emergency" means any man made or natural event or circumstance 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, volcanic activity, spills or releases of oil or hazardous material as defined in ORS 466, civil disturbance riot, sabotage or war.

**45.16.030** Emergency Program Manager. The City Administrator is hereby designated as the City of Adair Village Emergency Program Manager. (1) The Emergency Program Manager may appoint an Emergency Management Coordinator to serve as his/her deputy and to coordinate the preparation of the Emergency Management Plan and operation of the City Emergency Operations Center. (2) The City Emergency Program Manager shall be responsible for the development of the City Emergency Plan which shall provide for the effective mobilization of all of the resources, both public and private, to meet any condition constituting a local emergency, and shall provide for the organization, powers and duties, services and staff of the emergency organization. Such plan shall take effect upon adoption by resolution of the City Council.

**45.16.040** Powers and Duties of the Emergency Program Manager. The Emergency Program Manager is empowered to:

(1) Request the City Council to proclaim the existence or threatened existence of a "local emergency" or to issue such proclamation if the City Council is not reasonably available - whenever a local emergency is proclaimed by the Emergency Program Manager, the City Council shall take action to ratify the proclamation within seven (7) days thereafter or the proclamation shall have no further force or effect.

(2) Request the Governor, in accordance with the County, to proclaim a "state of emergency" when, in the opinion of the Emergency Manager, the locally available resources are inadequate to cope with the emergency.

(3) Control and direct the effort of the emergency organization of the City for the accomplishment of the purposes of this Act.

(4) Direct cooperation between and coordination of services and staff of the emergency organization or this City, and resolve questions of authority and responsibility that may arise between them.

(5) Represent this City in all dealings with the public or private agencies on matters pertaining to emergencies as defined in this Act.

(6) In the event of the proclamation of a "local emergency" as provided in this section, the proclamation of a "state of emergency" by the Governor or the existence of a "state of war emergency," the Emergency Program Manager is empowered, to the extent lawfully permissible:

(a) To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency. Provided, however, such rules and regulations must be confirmed at the earliest practicable time by the City Council.

(b) To obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use;

(c) To require emergency services of any city officer or employee and, in the event of the proclamation of a "state of emergency" in Benton County or the existence of a "state of war emergency," to command the aid of as many citizens of this community as he/she deems necessary in the execution of his/her duties; such persons shall be entitled

to all privileges, benefits and immunities as are provided by state law for registered emergency service workers;

(d) To requisition necessary personnel or material of any City department or agency; and

(e) To execute all of his/her ordinary power as City Administrator, all of the special powers conferred upon him/her by this Act or by resolution or emergency plan pursuant hereto adopted by the City Council, all powers conferred upon him/her by ORS Chapter 401, by any agreement approved by the City Council, and by any other lawful authority.

**45.16.045**     Powers of Mayor. The mayor shall have the same powers defined in 45.16.040 as the Emergency Program Manager including, but not limited to declaring an emergency.

**45.16.050**     Emergency Operations Planning Team. The Emergency Operations Planning Team may be created and shall consist of at least five representatives as designated by the City Emergency Program Manager.

**45.16.060**     Powers and Duties of the Emergency Operations Planning Team. The Emergency Operations Planning Team shall, under the supervision of the Emergency Program Manager, develop emergency plans and manage the emergency programs of this City, and shall have such other powers and duties as may be assigned by the Emergency Program Manager.

**45.16.070**     Emergency Organization - Composition. All officers and employees of this City together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations and persons who may, by agreement or operation of law charged with duties incident to the protection of life and property in this City during such emergency, shall constitute the emergency organization of the City.

**45.16.080**     Expenditures. Any expenditures made in connection with emergency activities, including mutual-aid activities, shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of the City.

**45.16.090**     Violations - Penalties. It shall be a misdemeanor, for any person during an emergency to:

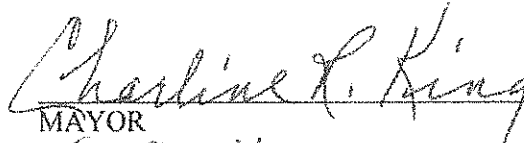
(1) Willfully obstruct, hinder or delay any member of an emergency organization in the enforcement of any lawful rule or regulation issued pursuant to this Act, or in the performance of any duty imposed upon him/her by virtue of this Act.

(2) Do any act forbidden by any lawful rule or regulation issued pursuant to this Act, if the act is of such nature as to give, or be likely to give, assistance to the enemy, or to imperil the lives and property of inhabitants of this City, or to prevent, hinder or delay the defense or protection thereof.

Section 2. Effective Date. Passed by the City Council and approved by the Mayor of the City of Adair Village on the 7th day of February, 2017 this amendment shall become effective 30 days after enactment.

City of Adair Village, Oregon, February 7, 2017

CITY OF ADAIR VILLAGE

  
MAYOR

  
CITY ADMINISTRATOR

First Reading: January 3, 2016

Second Reading: February 7, 2017