

OREGON STATE EMERGENCY MANAGEMENT DIVISION

STATE AGENCY COORDINATION PROGRAM

August, 1988

Myra T. Lee, Administrator  
43 Capitol Building  
Salem, Oregon 97310

## TABLE OF CONTENTS

SECTION		PAGE
I.	Introduction	3
II.	EMD Rules and Programs	4
III.	EMD Program to Assure Compliance with the Statewide Planning Goals and Compatibility with Acknowledged Comprehensive Plans	7
IV.	EMD Program for Coordination with the Affected State and Federal Agencies and Special Districts	7
V.	EMD Program for Cooperation and Technical Assistance to Local Governments	8
VI.	Appendices	9

## SECTION I

### INTRODUCTION

ORS 197.180 requires that each state agency prepare a coordination program for review and certification by the State Land Conservation and Development Commission (LCDC). The overall purpose of state agency coordination (SAC) programs is to assure that state agency rules and programs which affect land use comply with the statewide planning goals and are compatible with acknowledged city and county comprehensive plans.

The Emergency Management Division (EMD) has developed its coordination program with one overall objective in mind-to fulfill its land use responsibilities in a clear, concise manner and thereby further the purposes of applicable EMD statutes and requirements in a coordinated manner with the statewide planning program.

The Emergency Management Division's original state agency coordination program was approved by LCDC in January of 1978. At that time, LCDC agreed with EMD's determination that three of its programs affected land use. These programs were:

- Emergency Response Planning and Implementation
- Emergency Warning and Communications
- Preparedness Planning for Recovery

Since then EMD has made no change to its SAC program and there have been no significant changes to EMD statutes and rules. However, LCDC requirements for agency coordination have been revised. As a result of legislative and policy actions by LCDC, the coordination rule (OAR 660, Division 30) has been updated twice. It is EMD's intent to bring its revised coordination program into full compliance with all current SAC requirements. EMD's existing SAC program will be considered rescinded upon certification of the revised program by LCDC.

EMD is a part of the Executive Department, and is comprised of 15 staff members. See Appendix 4 for a graphic display of EMD's organization. The administrator of EMD is selected by the Director of the Executive Department, with the approval of the Governor, pursuant to ORS 401.260.

The principal purposes of the EMD as provided in ORS Chapter 401.270 are as follows:

1. Adopt administrative rules to implement state emergency statutes.
2. Coordinate public and private organizations providing emergency services.
3. Cooperate with local, state and federal emergency management organizations.
4. Carry out additional duties and responsibilities as directed by the Governor.
5. Administer grants relating to emergency program management and emergency services for the state.
6. Provide for and staff a State Emergency Operations Center.

## SECTION II

### EMD RULES AND PROGRAMS

#### A. Enabling Statutes

1. ORS 401.015 to 401.155: General Policy and Purposes, definitions, and emergency management powers and responsibilities of the Governor.
2. ORS 401.260 to 401.990: Establishment, duties and functions of the Emergency Management Division; powers of local government; emergency service workers; miscellaneous provisions; search and rescue; and emergency telephone systems.
3. ORS 401.305 states: "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." A state-wide emergency management system has developed pursuant to this statute, to include 36 counties and 4 cities. This group has formed an organization titled "Oregon Emergency Management Association", and meets on a regular basis. EMD uses the "OEMA" as a vehicle to carry on discussions of emergency management issues at the local level.

#### B. Agency Programs - EMD is responsible for the following programs:

##### 1. Direction, Control and Warning Program:

Coordinates local and state emergency operation facilities throughout the state. This program also is responsible for the State Emergency Broadcast System. Evaluation of warning systems is also accomplished. This program has a working relationship with the following organizations and committees:

- American Radio Relay League
- Oregon Association of Broadcasters
- Volunteer Ham Clubs

2. Emergency Management Assistance (EMA) Program:

Is responsible for development and maintenance of the State Emergency Operations Plan (EOP). This document deals with all potential hazards, natural and technological in origin. Emergency planning efforts conducted at the local level use the state EOP as a parent document.

This program provides the mechanism for the pass-through of federal funds to local jurisdictions as well as technical and planning assistance, particularly for those jurisdictions that cannot financially support emergency planning on their own. Public assistance during periods of disaster/emergency also is managed under this program. Several other specific programs are conducted under the EMA, including:

a. Emergency Management Training Program:

Provides for the coordination and conduct of training for emergency service providers and managers. It focuses on natural, technological and national security hazards. This program also works with the following organizations/committees:

- National Disaster Medical System (NDMS)
- Environmental Committee for Hazards
- Oregon Training and Development Association
- Exercise Review Committee

b. Facility Survey Program:

Identifies shelters that could be used for a variety of hazards. This program also provides information on dam safety planning issues to appropriate agencies.

c. Population Protection Planning Program:

Provides assistance in multi-hazard planning to counties that are unable to financially support an Emergency Management Program. This program, in cooperation with the Department of Environmental Quality, is also responsible for coordinating the various pre-incident activities (e.g. planning, training and exercising) as well as actual emergency response involving hazardous materials. This program is active in the following committees/organizations:

- Local Emergency Planning Committee (state)
- Oregon Emergency Response System (OERS)

d. Search and Rescue Program:

Technical assistance is provided to all local jurisdictions in this program area, as well as specialized training (tracking seminars, rescue techniques, etc...). This program also handles the Individual Mobilization Augmentees (military reservists assigned to the state for the purpose of assisting in planning and operations at both the state and local level).

e. State and Local Exercise Program:

Assists local and state agencies in developing and conducting exercises and drills that test elements of their emergency operations plans.

EMD, through the EMA program, also serves on or chairs the following committees:

- Repatriation Planning Committee
- Seismic Hazards Council
- Drought Council

3. 9-1-1 Program:

EMD coordinates and provides technical assistance and planning support relating to establishment of local emergency telephone systems. Committees involved in are as follows:

- Trojan Planning Steering Committee
- 9-1-1 Advisory Committee
- E9-1-1 Study Committee

4. Two other programs receive indirect support from EMD, and are as follows:

a. Radiological Instrument Maintenance and Calibration Program (RIM&C):

The RIM&C assures that radiological instruments for detecting nuclear radiation are stocked throughout the state, as well as maintained and calibrated on a 4-year cycle. Federal funds provided for this program are passed through EMD to the State Health Division where it is presently located. The U.S. Federal Emergency Management Agency (FEMA) requires quarterly reports from EMD concerning this program's work plan output.

b. Radiological Protection Planning and Development Program:

Provides technical/planning assistance and training to local jurisdictions and is responsible for updating the radiological portion of the state's Emergency Operations Plan. This program coordinates work effort with the EMA program. FEMA also requires EMD submit a quarterly work plan output on this program.

c. Flood Management Program:

Oregon's flood plain management program, sponsored in part by the Federal Emergency Management Agency, is administered by the State Department of Land Conservation and Development. See Appendix 7 for a detailed explanation. Actual state responses to flood disasters are coordinated through EMD, in cooperation with the affected local emergency management organizations.

d. Administrative Rules

EMD, through the State Executive Department, has adopted several administrative rules in accordance with its statutory directive established in ORS 401.270(1). The Division's administrative rules are found in Oregon Administrative Rules (OAR), Chapter 10.

1. Division 1: Oregon Emergency Operations Plan
2. Division 2: State Emergency Disaster Declarations
3. Division 3: Local Emergency Management Agencies participation in EMA functions

e. Administrative Procedures

EMD relies on a document titled "Emergency Management Division Administrative Plan and Procedures", dated 1987. This plan deals with the following:

1. An overview of all state agencies primary responsibilities (Appendix 1).
2. Position descriptions for all 15 employees of EMD. This information can be seen in Appendix 2.
3. Executive Department Administrative Rules (Appendix 3).

F. Analysis of Programs Affecting Land Use

Under LCDC's revised state agency coordination rules and definitions there are no EMD programs that qualify as a "Program Affecting Land Use", including the 3 programs previously identified in the agency's 1978 coordination program (see page 3). This is because decisions and actions EMD takes under its programs do not have any significant long-term land use effects.

This is due to the fact that none of EMD's current programs discussed above, and the actions and decisions EMD takes under these programs, is:

1. Specifically referenced in the statewide planning goals; and
2. Not reasonably expected to have any significant effects on either:
  - a. Resources, objectives or areas identified in the statewide planning goals; or
  - b. present or future land uses identified in acknowledged city and county comprehensive plans and land use regulations.

G. EMD Programs Subject to LCDC Permit Rule, OAR 660-31

EMD does not conduct any programs involving the issuance of permits and therefore is not subject to LCDCs compliance and compatibility rule, OAR 660-31.

### SECTION III

#### EMD PROGRAM TO ASSURE COMPLIANCE WITH THE STATEWIDE PLANNING GOALS AND COMPATIBILITY WITH ACKNOWLEDGED COMPREHENSIVE PLANS

The EMD is not required to adopt any rules and procedures to assure compliance with the statewide planning goals and capability with acknowledged comprehensive plans because none of its programs have been determined to affect land use (see section II above).

It is possible that actions taken by the EMD during an actual disaster could conceivably affect land use in terms of the statewide planning goals, acknowledged comprehensive plans, or both. Such actions will be exempt from state and local use requirements when the Governor suspends the provisions of applicable state agency rules and orders and local laws, ordinances and rules, pursuant to ORS 401.065 and 401.095.

In the event that EMD adopts or amends any of its programs, it is the Division's intention to submit notice of any such adoptions or amendments to the Department of Land Conservation and Development as required by OAR 660-30-075.

## SECTION IV

### EMD PROGRAM FOR COORDINATION WITH THE AFFECTED STATE AND FEDERAL AGENCIES AND SPECIAL DISTRICTS

#### A. Agencies Coordinated with by EMD

The responsibilities of the EMD require it to establish and maintain varying degrees of coordination with every state and all federal agencies which conduct activities in Oregon.

State agencies with which EMD maintains frequent or daily contact are:

- Department of Energy
- State Fire Marshal
- Department of Environmental Quality
- Military Department
- Executive Department
- Department of Forestry
- Department of Water Resources
- Aeronautics Division
- Health Division
- State Police

See appendix 1 for more information on these agencies.

EMD does not maintain any on-going effort to coordinate with special districts, except in special emergency planning situations such as drought planning.

B. Interagency Coordination Procedures

In the event of a disaster, the Emergency Management Division acts as the State Coordinating office for all response and recovery activities. A state Emergency Operations Center (EOC) is activated at the state capitol where representatives from state and federal agencies interact to resolve emergency problems. This EOC is in contact with county EOCs. When the President declares a major disaster, a state/federal Disaster Field Office will be established. Field operations can be directed from this facility. Special districts can coordinate directly with the state through state or county EOCs or the Disaster Field Office. Additionally, appropriate state agencies have emergency agreements with EMD, outlining their individual agency responsibilities. Individual agency operations, plans and training programs are being developed based on those agreements.

Finally, EMD coordinates with state and federal agencies through participation on special purpose committees and task forces designed to focus on specific hazards (see section II for more information).

C. Interagency Coordination Contact

EMD's contact for interagency coordination is the Division Administrator or other appropriate staff as designated by the Administrator. The Administrator can be contacted at the following address and phone:

Administrator  
Room 43, State Capitol  
Salem, Or. 97310  
378-4124

## SECTION V

### EMD PROGRAM FOR COOPERATION AND TECHNICAL ASSISTANCE TO LOCAL GOVERNMENT

A. EMD Participation in and Coordination with City and County Land Use Planning:

It is EMD's position that it will not become actually involved in local land use planning except in cases dealing with coordination of local emergency planning.

EMD is continually involved with emergency planning at the local level, offering technical assistance where appropriate. As local emergency plans are being developed, certain sections may require technical assistance that EMD cannot offer. It's then EMD's responsibility to coordinate with other state or federal agencies to obtain help from the proper source.

An example of this would be when a local emergency plan might relate to the statewide goals or the jurisdiction's acknowledged comprehensive plan. EMD would request that DLCDC review and comment on the issue, and advise EMD and the affected city or county in seeing that the applicable land use matters are properly addressed.

B. EMD Contact for Cooperation and Technical Assistance:

Same as under IV C.

C. Technical Assistance and Information Available from EMD and Methods Used to Provide the Information to Local Governments:

Technical assistance, including hazard identification and analysis, is available for emergency planning efforts for any jurisdiction within the state. An EMD planner meets with the local emergency planning committee when they are developing their plan, to ensure that any needed assistance from the state is provided, whether from EMD or another agency.

In addition to direct technical assistance, EMD also serves as a referral source to aid local governments and other agencies in obtaining published reports, studies and surveys on potential natural and technological hazards.

D. Participation in Periodic Review Process:

EMD does not anticipate becoming involved in the statutory periodic review process, except in those limited cases where a local jurisdiction requests information or technical assistance on a hazard related matter.

E. Special Programs or Procedures to Provide Technical Assistance to Coastal Cities and Counties

EMD does not conduct or anticipate providing any special assistance to cities and counties on the coast. Please refer to item V.C above for a description of the technical assistance available from EMD to aid local governments.

F. Special Technical Assistance for Local Public Facility Funding and Planning, Permit Issuance and Economic Development (see ORS 197.712(2) (f) and 197.717(1-2)).

These statutory requirements do not apply to the Emergency Management Division.

VI. APPENDICES

1. State Agencies' Emergency Operations Functional Statements
2. Staff Position Descriptions
3. Revised Administrative Rules
4. EMD Organizational Chart
5. Oregon Revised Statute 401
6. Administrative Rules 10-001-01 and 10-002-02
7. Functions of Flood Project Office
8. Legal Opinion concerning Proclamations and Responsibilities